

## Chapter 4: Implementation of Recommended Design

In the course of our work to recommend specific design features, the Committee recognized that any final decisions we suggested would need to be executed in a timely manner, so that Pritchard Park can develop into the landmark community and regional asset that it has the potential to be. Given this emphasis, a significant amount of our effort as a Committee went into developing an implementation plan that recognizes the realities of fundraising, while providing a manageable ‘map’ to address immediate needs and ensure progress for the Park as a whole. The plan strives to anticipate and proactively address milestones and decisions (such as how the new EPA access road and NRDA projects will impact park design) that provide opportunities to significantly affect the public’s use and experience at the Park. We have broken down the **implementation** into four discrete phases, each with clear and identifiable goals and outcomes allowing for targeted fundraising efforts. Three additional categories of tasks provide for urgent efforts that require immediate attention, as well as the continuation of other ongoing projects.

**URGENT NEEDS** include ongoing projects that are at a critical point in the planning process and require the immediate attention of the City and the Parks District to ensure coordination with this planning effort. They include:

- **Complete Interim Interlocal between City and District**
- **Advise Public Works on EPA/Park access road and parking design**
- **Review and coordinate NRDA East and West beach projects (Appendix H)**

**Ongoing Projects** include those that have either begun already or should begin immediately, and that extend for the foreseeable future. They include:

- Invasive Weed Control
- Create Volunteer Partner Groups
- Form a group to coordinate and guide artistic elements at the Park

### **Phase I: Access/ Safety/ Planning Needs (implement: 2008)**

To immediately benefit users of the Park, this first phase is organized to resolve fundamental access and safety issues. The expenses associated with this phase are

minimal and should pose little or no hurdle for implementation, but this phase is essential in demonstrating progress and a commitment to current and future users of the Park.

- Complete Master Plan and appoint Stewardship Committee
- Partner with volunteer groups for Park stewardship
- Complete tree inventory and study from BI Forestry Commission
- Signage (entry/ access/ directional/ project information)
- Add Porta-Johns
- Add Garbage Cans
- Add Doggie Stations with Bags
- Install low-impact (cable) anchor small craft storage
- Prepare design and construction documents, cost estimating, and fundraising for Phase II
- Complete strategic plan for invasive plant removal

### **Phase II: Entry Sequence and Infrastructure (implement: 2009 - 2010)**

This phase centers around improving the experience of visiting the Park by addressing existing access and entry deficiencies and creating the ‘backbone’ for future park improvements. This is the first and probably largest phase of construction and, as such, will require significant fundraising efforts in order to accomplish.

- Add picnic benches and tables
- Signage (both directional and general site information)
- Construct primary trails (East/ West park connection)
- Footbridge across the ravine
- Relocate East park entry/ parking
- Underground Electrical Wires at East entry Drive/parking
- Eagle Harbor Drive enhancements: multi-use lanes, parking, speed limit change
- Move chainlink fence NE of Memorial and replace with berm
- ADA improvements – access to and along shoreline
- Flatlands development (buffer plantings and grassy area)
- Prepare design and construction documents, cost estimating, and fundraising for Phase III

### **Phase III: Visitors’ Experience Enhancement (implement: 2011 - 2013)**

Phase III focuses on introducing significant elements that will enhance visitors’ experiences at Pritchard Park. This phase builds upon the Park’s current status as a neighborhood amenity, and begins to provide interpretive opportunities for additional island-wide use as well as outside visitors to our community by reinforcing the rich history of the site through stories and context. Again a significant capital investment, this phase will also require extensive fundraising efforts.

- Signage (site history)
- Restroom/ small boat storage

- Pearl installations
- Construct secondary trails
- ADA improvements – enhanced upland access/ trail loops
- Install picnic and play structures
- Bulkhead/ promenade construction
- Ravine/ Creosote Creek restoration
- Design and construction documents/ cost estimating/ fundraising for Phase IV

**Phase IV: Visitors’ Experience Enhancement (implement: 2014 - 2019)**

The fourth phase of the Committee’s recommended implementation plan for the Park broadens the amenities indicated in our design proposals and expands on the range of interpretive stories available to visitors at the site. The elements of this phase are expected to be more costly to construct, however we also believe that these significant features provide opportunities for targeted fundraising efforts.

- Interpretive signage and design elements
- Intervention(s) on the Point (visually clean-up and incorporate art/ interpretive structure)
- Picnic and play structures
- Install Council rings
- Install viewing platforms
- Amphitheater gathering space
- Install art

**Phase V: The Future (implement: 2019-)**

Two of the major construction projects endorsed by our Committee affect city roads, and will need to be developed in coordination with the City Capital Facilities Plan in future budgetary years. We feel that these amenities would markedly improve the experience of the Park.

- Re-route Bill Point Road
- Construct bridge over Creosote Creek on Eagle Harbor Drive

**Additional Endorsed Features/ Projects, requiring City, State, and Federal involvement**

- EPA and State remedy for Point
- Relocate Wastewater Treatment Plant into existing EPA structure
- Cap Repair on West Beach
- Water Taxi to/ from Winslow

## **Funding Opportunities**

In an effort to best ensure successful development, the Committee considered improvements at Pritchard Park in an incremental, phased manner using rigorous cost/benefit analysis techniques. The Committee sought to consider the relative amount of work specified in each phase. However, no cost projections have been completed, and these should be undertaken immediately as design features are evaluated and decisions regarding the Master Plan are made.<sup>1</sup> Understanding the financial impacts of the outlined phases will be essential to future fundraising campaigns. Given the rich cultural, ecological, and historical characteristics of the site, we suggest that those involved in fundraising aim high. Coupled with local public and private funding, significant efforts should be made to obtain regional, State, and Federal funding sources.

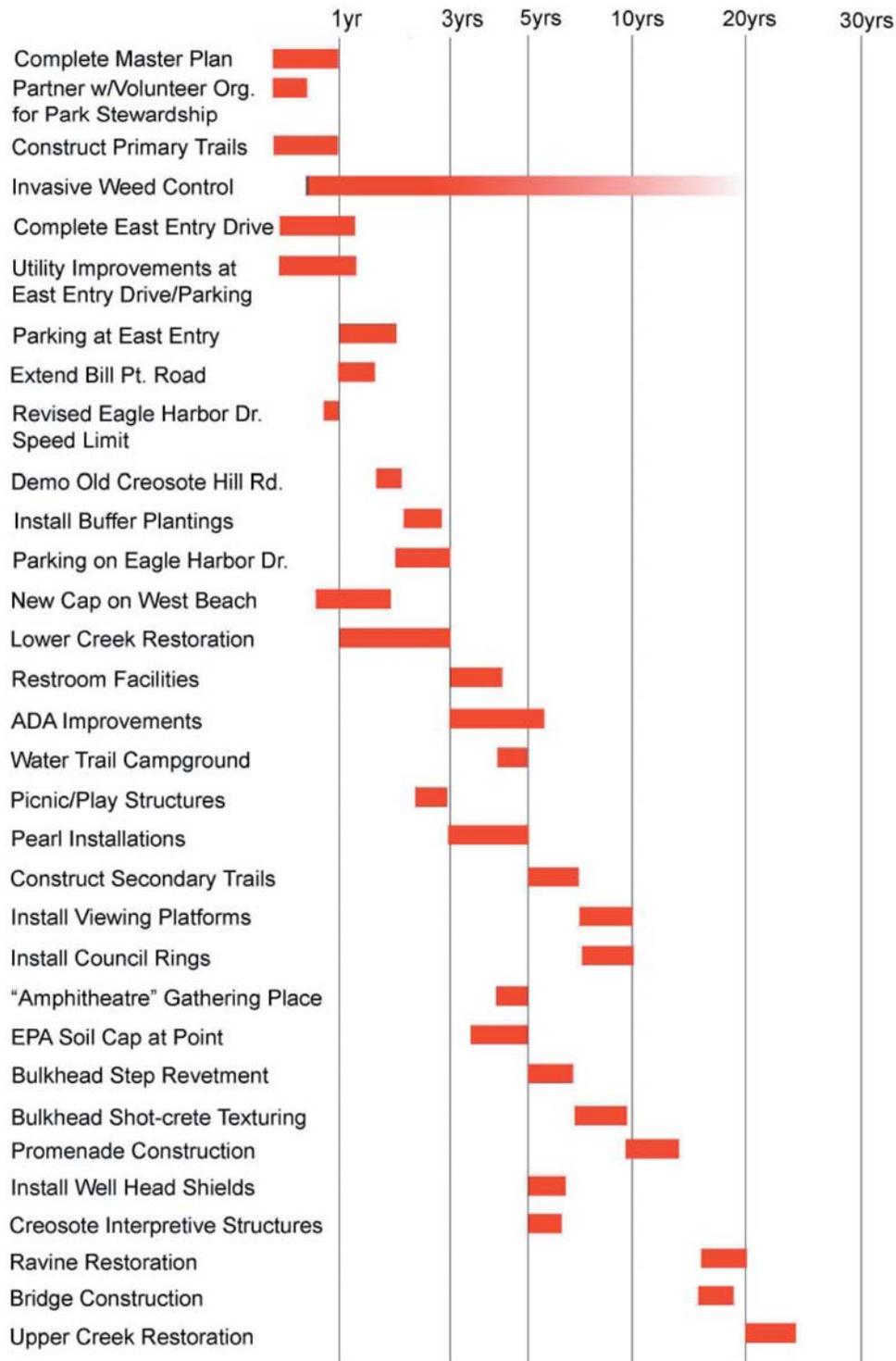
## **Stewardship Committee**

These next phases of the Park's development will require significant energy and focus. Championing this planning effort, steering decisions by partnering agencies and groups, and providing a voice to issues affecting Pritchard Park are all important tasks that warrant 'stewards' for Pritchard Park. Additionally, and probably most critical, a task force must be appointed to serve as a Stewardship Committee. This Stewardship Committee will need to engage individuals with the energy and commitment to spearhead the significant fundraising strategies and campaigns necessary to realize the vision outlined in this report. The Committee recommends that a Stewardship Committee be formed as soon as possible to oversee the phases detailing park development. The complexity of partnerships, ownership, management, and operations at the site are a foreseeable hurdle to realizing this vision – and we feel that this proposed Stewardship Committee is the best means of ensuring successful implementation. The Committee recognizes the Memorial is a distinct portion of the Park, with its own existing pre-existing organizational committee. We envision the Stewardship Committee will work cooperatively with the Memorial Committee to provide cohesion in overall park design.

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<sup>1</sup> See Appendix B, Chapter 4, p. 105, for some preliminary cost projections made by the UW.

# Implementation Suggestions



## Chapter 5: Role of the Design Advisory Committee

The purpose of the Pritchard Park Design Advisory Committee was defined by the group as follows: To review efforts from the UW design team and then work collaboratively with the community to culminate in schematic alternatives for the Park. These designs are intended to serve as the conceptual groundwork for a future Master Plan, to be brought to the public for consideration and approval, and then as recommendations to the District and the City.

The Committee includes the Senior Planner from the District and a Planner from the City. Paid announcements in local publications invited citizens to volunteer to serve on the Committee. Due to overwhelming community interest in participating, members were ultimately selected through an application process. Committee representatives include residents from the adjoining neighborhoods, an architect, an archaeologist, a landscape architect, a writer, an engineer, an artist, and parents.

Committee members also represent a wide range of identified stakeholder groups, including the City and District, the Suquamish Tribe, the Association of Bainbridge Communities (ABC), The Bainbridge Island Japanese American Committee (BIJAC), the Bainbridge Island Land Trust, Friends of Pritchard Park (acquisition/fund-raising Committee), the Harbor Commission, the boating community, the Washington Water Trails Association, the Bill Point Community Association, nature-lovers and dog-owners. We feel this composition provided knowledgeable input from a diverse and representative group of citizens to envision the Park designs for the future.

The Committee pursued an intensive ten-month design process, meeting nearly every week, resulting in the recommendations included in this report. The Committee began by educating itself by visiting the Park and reviewing extensive collected information about the site. This information included history, analysis of the site, plans for the Memorial, and environmental assessments, including EPA and State Department of Ecology reports.

We initiated work by visiting the Park for on-site analysis, and then defined goals and a timeline. Design consultants from the University of Washington and the Northwest Center for Livable Communities provided the mechanism for considering a range of fresh ideas for the Park. Manish Chalana, Associate Professor, Urban Planning, adjunct professor, Northwest Center for Livable Communities led the collaboration for the University for a studio phase and a second phase working directly with the Committee. The UW Design students provided a layer of coherent design alternatives that

acknowledged considerations from Superfund, Memorial and other stakeholder contexts. In addition to input from the general public, the Committee met with individuals who could share expertise or represent stakeholder groups, such as the EPA; NRDA (National Resource Damage Assessment); and the Memorial Committee.

The body of the Committee work embraced the process of working with the UW design team to define and hone conceptual designs to present to the Bainbridge community. The UW team guided the development of design alternatives, presenting storyboards of ideas and engaging in ongoing dialogue with the Committee through a series of meetings and concept adjustments. The Committee then presented a range of developed concepts to Bainbridge citizens, vetting design ideas through the public input process, before culling and synthesizing final conceptual design recommendations that best represent community and stakeholder consensus. The culmination of the Design Advisory Committee efforts is this report of design recommendations for the City, the District and the citizens of the Bainbridge Island. This report serves as a guide to the thoughtful development of Pritchard Park into an engaging, accessible site for ongoing remembrance, reflection and recreation.



**Pictured, L-R:** Lauren Perry, Adin Dunning, Barbara Trafton, Perry Barrett, Dennis Lewarch, Julie Cooper, and Charles Schmid. Not pictured: Clarence Moriwaki, Bob Selzler, Jennifer Sutton

## Chapter 6: Public Participation

During the conceptual design process, the Committee prioritized the gathering of citizen input from a variety of sources and venues. The Bainbridge Island community was able to learn about and contribute to park concepts at several public presentations and workshops, at a community “Walk in the Park,” through surveys distributed on Bainbridge-Seattle ferry runs, at the farmers’ market, at displays in the Aquatic Center, in publications in local newspapers, and on the Park District website. The public participation chronology spans the time period between May 2007 and March 2008. Key public events are listed below:

- 5-4-07 University of Washington Design Team (UW), present site analysis. The UW site analysis was later posted on the District website. In addition, continually updated project notebooks with UW work and citizen comments were made available for public review at the District and the City throughout the design process.  
Location: City Hall
- 6-6-07 UW team presents preliminary design concepts. Concepts were posted on the District website and in project notebooks. Selected concepts were mounted for display at the Aquatic Center. Location: City Hall
- 7-4-07 Leaflets about meetings, process and website were distributed and posted downtown. Location: Downtown Winslow
- 7-12-07 Committee presented site analysis and selected concepts at a Park Board and City Council meeting. Location: Strawberry Hill Park Mini-gym
- 7-25-07 Public meeting and workshop. Location: City Hall
- 7-30-07 Public meeting. Location: City Hall
- 8-5-07 “Walk in the Park” with the Committee and interested community members.  
Location: Pritchard Park
- 9-15-07 Farmers’ Market information booth and survey. Location: Winslow Farmers’ Market
- 9-22-07 Farmers’ Market information booth and survey. Location: Winslow Farmers’ Market
- 9-26-07 Ferry information table and survey. Location: Aboard 2 commuter WSF Seattle-Bainbridge runs.
- 9-27-07 Park Board and City Council meeting, the Committee presents preferred concepts. Location: Strawberry Hill Center



An extended summary of public comments and survey tabulations may be found in **Appendix A** of this report. Original comments and surveys are available through the District. A total of 84 letters and emails were received as of the publication of this report in March,

2008. We received a total of nine responses to the boards displayed at the Aquatic Center. In total, approximately 115 interested citizens attended the public meetings. Many of these attendees made verbal or written comments at the meetings, but not all participated. With the exception of surveys conducted at the Farmers' Market, Committee members observed that few children or teens participated in design concept meetings or in offering their feedback. The Committee recommends that their needs should be addressed more directly in the next phase of the design process. The following distillation of the public comments received lists key goals and ideas expressed during the conceptual design process.



### Overarching Design Goals with General Support

- Phase the project and provide for non-controversial basic park needs
- Integrate the values of environmental stewardship and renewal
- Apply the principles of sustainable design
- Improve access to, and within the park, including ADA, bicycle, boat, and pedestrian
- Preserve and enhance the natural character of the Park and promote ecological healing
- Provide non-intrusive design features that fit with the rural character of the Park
- Respect the Memorial as a place for contemplation and cultural healing.
- Integrate interpretive elements into the design reflecting the environmental, cultural, and industrial history of the site (Japanese American, Native American, Creosote workers, EPA)
- Provide for public enjoyment of the unique aspects of the Park including waterfront access, and views of Puget Sound, the mountains, and downtown Seattle
- Serve local and regional community recreational needs appropriate to the park landscape and context
- Ensure the continued involvement and coordination of all stakeholders for the best possible solutions for the environment and community use/enjoyment

### Specific Ideas or Actions with General Support

(The Committee perceives underlined elements as immediate needs.)

- Upgrade existing trails while keeping their rustic character, and provide new trail connections within and to the Park
- Add benches and informal seating to the Park
- Install temporary toilets until permanent restrooms are built
- Improve park entrance signs and directional signage within the Park
- Provide a few, temporary picnic tables
- Install a kiosk or sign with information about the Park and EPA remediation
- Develop low-impact parking lots at each end of the Park
- Incorporate ADA access improvements (access to beach and key park features from parking areas)

- Add trash receptacles (animal-safe type) with regular pick-up
- Add dog stations with baggies
- Establish beach access and short-term storage for hand-carried boats
- Create a regulated off-leash dog place/time with access to the water while protecting wildlife/natural environment, and encouraging trust and respect between dog owners and other park users
- Improve trail connections within the Park and between the Park and surrounding neighborhoods
- Minimize impact on neighborhood views without damage to existing significant trees and habitat. Park design should serve the wider, island community as priority over neighbor views if there is a conflict
- Celebrate the unique role of the Park as a gateway to Bainbridge Island
- Add picnic areas with a few open sided shelters
- Clean up the contaminated areas
- Incorporate boardwalks and viewing decks where appropriate
- Restore or create nature trails with places to watch wildlife/birds
- Add birdhouses
- Develop a loop path around the Point
- Screen views of the EPA structures
- Build restrooms
- Integrate interpretive elements into site detailing with limited, low-key signage
- Minimize road/driveway impacts on the site
- Make EPA fencing friendlier, and remove unnecessary fencing
- Install a low-profile boat rack for short-term storage of small, hand-carried boats
- Make the EPA sheet pile wall more natural looking and environmentally friendly
- Add a pedestrian bridge over the ravine
- Restore Creosote Creek
- Incorporate strategically-located viewpoints with seating such as “pearls”
- Incorporate small group seating areas such as “council circles”
- Incorporate small event and family gathering spaces such as a woodland amphitheatre
- Close Old Creosote Rd and connect Bill Point Dr. to Eagle Harbor Dr.
- Introduce play opportunities for all ages that are natural in character
- Incorporate multipurpose bike-pedestrian path along Eagle Harbor Drive
- Continue invasive plant removal while preserving integrity of steep slopes
- Identify, inventory and preserve existing significant trees
- Develop a vegetation management plan
- Establish an arboretum
- Keep lighting limited or low-level to minimize light pollution
- Leave the beach natural and make it safe for swimming
- Create an open grassy area in the flatlands for informal activities
- Integrate art into the park detailing such as pavement/wall inlays, benches, sundial, etc.
- Preserve historic concrete cistern/pump house and reuse as viewpoint
- Reuse decomposed bark chips from old sand pit area as mulch
- Establish an arrangement with nearby marina owners for public shared dock use
- Design the Park to encourage sustainable forms of transportation to/from the site
- Provide emergency and EPA vehicle access as necessary/required
- Establish a respectful park space around the Memorial that promotes contemplation
- Mask/hide the pump wellheads for monitoring contamination
- Create an MP3 tour of the site
- Implement experimental policy for dog off-leash times of day in designated areas
- Use water-efficient irrigation only as necessary in limited areas of the park

### **Specific Ideas with Mixed Support (opinions both for and against):**

- Significant iconic element(s) on the Point
- Dogs off-leash with no limits
- Torii gates as an element of transition from the Memorial
- Water access campsite as part of the Cascade Marine Trail System
- Accommodations for large events such as festivals and performances
- Amphitheatre, large or small
- Water taxi between the Park and Winslow
- Permanent or temporary art installations
- Bringing the historic retort back to the site
- Commercial enterprises such as a restaurant
- Fires in the park/on the beach
- Creosote company workers' housing being integrated into park design
- Daylighting the ravine under Eagle Harbor Drive
- Earth mounds or dune-like topography on the Point
- Significant, prominent interpretive signage
- Themed gardens
- Keeping the Park as-is, unchanged
- Cell-phone antenna
- Boat storage building/shed
- Pedestrian access route from western neighborhood to the Park through or near the Memorial
- Natural looking water feature on the Point as an educational element for remediation process

### **Specific Ideas Generally Not Supported:**

- Windmills
- Large buildings and structures (except for those planned at the Memorial, and as necessary for environmental cleanup on the Point)
- Significant level of lighting
- Large, overnight campground
- Mountain bike trails
- Equestrian trails (except for multiuse paths along Eagle Harbor Drive)
- Public dock
- Large parking lot
- Cutting down large trees
- Conventional playgrounds
- Formal ball fields or multipurpose play fields such as baseball, soccer, and football
- Court games such as tennis and basketball
- Community Center
- Marina

Survey results generally showed a high level of support for low-key passive recreational uses, and little to no support for active recreational uses. A total of sixty-seven surveys were tabulated. Responses listed walking/hiking/jogging as the highest current or likely use (37), with dog walking/playing (13) and boating (13) tied for second highest use. The

amenity evaluation results assigned the highest level of importance to Picnic/BBQ shelters and the lowest support for sports fields and court games. The surveys showed mixed results with primarily medium support for most other amenities listed on the survey. There were a proportionally large number of “no answer” responses for the “significant iconic element” and “return the historic retort to the site,” which could be due to a lack of knowledge or understanding about the elements in question.

The Committee greatly appreciates the thoughtful ideas, opinions, and questions offered by the community in the course of the past ten months. These ideas will continue to inform the refinement of the design plan for Pritchard Park.



## Chapter 7: University of Washington Participation

In 2002, the University of Washington School of Architecture and Urban Planning participated in a fact-finding chronology of the historical elements associated with the site of the future Pritchard Park that focused on Japanese Americans who lived on Bainbridge during World War II. Simultaneously, the school's Department of Landscape Architecture offered an overview studio class on what would subsequently be the fifty-acre Park.

Gail Dubrow, then Associate Professor of Urban Planning at the University of Washington, and Adjunct Professor of History, helped lead the detailed analysis of the Park that assisted in the site's nomination for memorial status. Her findings demonstrated the need for memorial nomination as provided for under National Park Service criteria (Public Law 107-363). In concert with a local grassroots efforts known as Nidoto Nai Yoni ("Let it Not Happen Again") Professor Dubrow's research helped establish a compelling evaluation criteria that revealed the site's having served as the venue for the government's compulsory deportation of 227 Japanese-Americans in 1942, the first in the nation under Executive Order 9044.

Additional information also came from the University of Washington's School of Architecture and Urban Planning and Landscape Architecture in 2002. Students participated in a studio investigation across the Superfund portion of the site, the Memorial, and portions of the uplands. Some themes and elements that emerged as important included sustainability, environmental remediation, shoreline restoration, access, and interpretation. Some of the major components explored in their studio included the Point, the area on the western portion of the property later detailed as the Memorial, upland views, connections to the Suquamish and other native people associated with the shoreline, storm water strategies, and certain assumptions concerning the clean-up mechanism.

The University's studies provided information important to stakeholders for the subsequent phases, acquisition and congressional approval for the Memorial study under the auspices of the National Parks Service. This information helped secure multiple grants from federal, state, county, and local agencies. The UW research also informed the review report, led by the National Parks Service: *Bainbridge Island Japanese American Memorial, Study of Alternatives/Environmental Assessment, December, 2005*. After final phase acquisition in 2006, the University was sought out once again to assist the next

project phase with the community, development of the site's concept plan. The intent of this effort was to integrate all acquired phases, the Superfund portion, uplands, and Memorial into a coherent vision and concept.

Discussions between the Park District and Hilda Blanco, Chair of the University of Washington's Department of Urban Planning and Design, led to Professor Manish Chalana's involvement. Manish Chalana, Associate Professor in Urban Planning at the University of Washington and Adjunct Professor at the Northwest Center for Livable Communities, along with his colleague, Meriwether Wilson, led the collaboration with the UW for a studio phase, followed by a second phase in which Professor Chalana worked directly with the Committee. Eleven graduate students from the College of Architecture and Planning registered for the 2007 spring semester studio course, dedicating significant time and thought to the park design recommendations.

Consultants working with the Committee provided a layer of coherent design alternatives anchored in Superfund, Memorial and other stakeholder contexts. Chuck Wolfe, the attorney and adjunct faculty member of the College of Architecture and Urban Planning at the UW, who was also lead



environmental lawyer during Bainbridge's negotiations for the Purchaser's Agreement and Agreed Order, informed the UW team about the existing legal framework for the site.

The Committee's goal was to work with the UW team to explore as expansive a range of design options as possible to present to the community for feedback. At the UW, studio and post-studio phases included eight tasks and associated products:

- Research and gather materials on the cultural and ecological history of the site and its environs
- Generate a public process plan to include a community visioning process, a process for stakeholder identification, stakeholder identification, and the methodology for public meetings process
- Conduct community visioning process, community meetings, and reproduce plans, graphics and transcripts from public meetings;
- Identify key principles to guide planning, to include synthesis of goals identified through the public meetings and elaboration on goals by studio members to identify strategies and project elements

- Project proposals to the public by teams
- Faculty to work with the Advisory Committee
- Recommendations and guidelines
- Implementation strategies
- Prepare plans and reports

A final report representing the efforts of the UW team is available in **Appendix B**.

## Chapter 8: Brief History of the Site

A fuller version of the history of Pritchard Park with references and names of committee members may be found in **Appendix C**.

- Pre-History** Native Americans inhabit the shores of what is now called Bainbridge Island
- 1792** Captain Vancouver surveys Puget Sound, and notes Suquamish camps in the area.
- 1841** Surveyors under Capt. Charles Wilkes name Bill Point and Wing Point for the corresponding parts of an eagle in Eagle Harbor.
- 1875-1904** Logging and a brickyard exist on the site; also a sand mine in the eastern portion later used for storing bark chips.
- 1904** Perfection Pile Preserving Co. begins operations as a facility for preservative treatment of wood.
- 1906** New management brings about a name change to Pacific Creosoting Co and American Cross Arm Co.
- 1917** Plant grows under capitalist and industrialist Horace C. Henry. Creosoted timber for railroad trestles, bridges, tunnel shoring, and ties is shipped around world, including to Panama for the construction of the Panama Canal. The plant grows into the town of Creosote, with a general store, post office, electric generating system, a domestic water supply, a street system, an excursion steamer dock, a ferry dock, a dance hall, public parks and a bathing beach.
- 1929** Henry dies, and the plant is absorbed by the J.M. Coleman Plant, a rival company in West Seattle, to become the West Coast Wood Preserving Co.
- 1937** The work force at Bill Point exceeds 100 and becomes unionized.
- 1937-1947** Ferry dock at the end of what is now known as Taylor Avenue serves the Eagledale community.
- 1942** After the attack on Pearl Harbor, President Roosevelt signs Executive Order 9066 on February 19, giving authority to the war department to



remove people of Japanese descent from areas along the West Coast.

**1942** On March 30, 1942, 227 men, women and children from Bainbridge Island are assembled and escorted by armed U.S. Army soldiers to the Eagledale ferry landing. Only allowed to bring what they could carry or wear, they passed military cordons with bayonets before boarding a ferry, leaving their island home in the heart of Puget Sound, to concentration camps at the Manzanar War Relocation Center in California.



**1947** Walter L. Wyckoff buys out the Coleman interest in the two operations and is later joined by J.H. Baxter, operating the two treatment plants as Baxter-Wyckoff Co. Pentachlorophrnl in crystalline form is introduced in the treatment process. Logs and timbers are pressure-treated with chemicals in 8 retorts. After treatment, the chemicals are drained from the retorts directly into the soil, seeping deep into the ground.

**1964** Walter Wyckoff purchases the Baxter interest and changes the company name to the Wyckoff Co.

**1983** Citizens of Bainbridge Island and local authorities become alarmed about pollution found in Eagle Harbor. An environmental organization, the Association of Bainbridge Communities (ABC), becomes concerned about pollution in the Harbor after reading a newspaper article in the *Bremerton Sun* which reports that the county assessor has lowered the property taxes for the creosote plant property.

**1985** A study by National Oceanic and Atmospheric Administration (NOAA) advises EPA and Ecology that samples of sediments, fish, and shellfish from Eagle Harbor contain elevated levels of a creosote-derived polycyclic aromatic hydrocarbons (PAH), a chemical that causes cancer. NOAA declares Eagle Harbor the most polluted by PAHs in all of Puget Sound.

In September of 1985, the Wyckoff/Eagle Harbor Superfund site is proposed for listing on the National Priorities List (NPL).

**1987** Wyckoff Eagle Harbor Superfund site placed on the NPL. Wyckoff then constructs a wastewater treatment plant.

**1988** The EPA holds a contentious hearing to review a recommendation to close

the facility down. Highly contaminated soil, sludges in tanks, and groundwater remain on the Point, presenting a significant threat to the Harbor and Puget Sound and to the aquifers below.

Wyckoff Co. ceases operations on the Point.

**1992** As costs rise for capping the harbor and cleaning up the site, local citizens question if EPA's efforts and high costs are of value.

**1992-1994** EPA takes over the groundwater extraction and treatment system

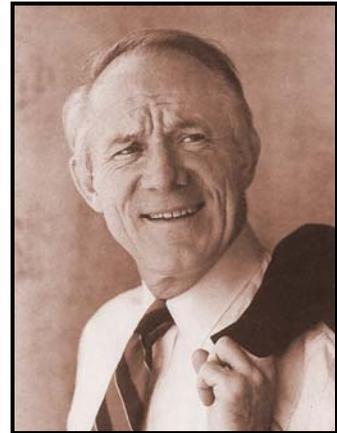
continues to remove large quantities of creosote sludge, contaminated oils, and asbestos from the site.

**1994** The Wyckoff Company changes its name to Pacific Sound Resources. In August, Pacific Sound Resources enters into a consent agreement with EPA and the Suquamish and Muckleshoot Tribes that limits the company's liability in exchange for creating a trust which became the landowners of the 50 acres at Bill Point. The trustee must sell the assets for funds to support the Superfund remediation.

**1994-96** The plant is disassembled between late 1994 and 1996. Buildings and chemical tanks are demolished, leaving only the 100 foot smokestack which is removed in 1996 (See Figure 8-4) . In addition EPA recycled steel from retorts (see a 17 foot section in Figure 8-5 or at the Bainbridge Island Historical Society), tanks and other steel from the site.

**1996** A City advisory committee produces a report *Recommended Zoning for the Site of the Former Wyckoff Creosote Facility*, suggesting that it be re-zoned single and multifamily residential, water-dependent commercial, with only the Point being reserved for a park.

**1997** A suggestion circulates through the community to name the park after Joel Pritchard, (right), who has recently died. He had served as Lieutenant Governor for the State of Washington and as a U.S. representative for the Island's congressional district where he was instrumental in passing a number of important environmental bills.



**1998** Memorial Committee formed.

**1999** The huge west dock is removed from the Point. A novel thermal treatment is proposed to speed up the cleaning process since the pump and treat process which was being used will take decades if not centuries to finish the cleanup. To test this relatively untried thermal approach another smaller sheet pile wall was placed around a 1-acre test section for the steam injection pilot project. Then in response to continuing problem of observing oily seeps of NAPL in the eastern and northern shorelines, a sheet pile containment is placed around the former process area of the Point, completed in 2001.

**2000** The City and the EPA disagree over future uses of the park because the City hopes for a dock and boat haul out. The EPA rules out any off-shore structures and anchoring, which might permit contaminants to seep through the cap to the surface. Soon a new Wyckoff Advisory Committee is formed, which issues an updated report entitled *Recommended Land Use for the Former Wyckoff Facility* with the "Preferred Alternative" for the entire property to become a park.

**2001** A new group, the Wyckoff Acquisition Task Force, is appointed in July by the City. The 50 acres is appraised for a value of approximately \$30 million, followed by a second appraisal of \$8 million. Many tours of the site were arranged to educate State and Federal representatives about the proposal for a park. Plans were also being drawn up for the Memorial at the western section of the Park, and the National Park Service begins

- studying the site for national memorial status.
- 2002** The vapor cap over the steam injection area is laid, with sixteen injection wells and seven extraction wells. As migration for habitat loss caused by the sheet pile wall extending into the near shore, EPA creates 2 acres of new habitat beach along Eagle Harbor. The thermal treatment pilot study is begun in October, but is not entirely successful. The EPA initially says that they remain committed to making the pilot work for the Wyckoff site, as well as to advancing its understanding of the new technology nationally. It says it is evaluating the necessary design changes to meet the regulatory requirements before the groundwater is released into Eagle Harbor.
- 2003** A group of interested citizens meet to decide on a public/private strategy to raise the funds to buy the land for Pritchard Park, including the land for the Memorial. A group of citizens forms the Friends of Pritchard Park to raise general awareness for this site to become a park, and to help raise the funds to buy it. They work in coordination with the Bainbridge Island Land Trust and the Trust for Public Land. The Island's federal and state representatives assist in obtaining grants, while representatives from the City and Park District work to gain state and local funds with assistance from a local lobbyist for non-profits. The purchase requires a series of protective protocols and agreements important to the public purchasers of this type of Superfund site. In April, an agreement is signed between the Pacific Sound Resources trustee and the Trust for Public Land regarding conditions for buying 49.5 acres for \$8 million with various options for obtaining the three parcels based on the success of much fundraising efforts. In June, the City agrees to purchase the land from the Trust for Public Land.
- 2004** The first phase of the purchase made on December 2<sup>nd</sup>.
- 2005** The EPA signs an agreement not to sue the City of Bainbridge Island. A citizen notes creosote seeps on the beach, which the EPA studies, posting off sections of the beach
- 2006** Phase I of the Memorial completed.  
Final phase funded, and the park purchase is complete on February 27th. The total price is slightly over \$8 million with funds provided by federal, state, county and city grants, along with donations from private citizens. The City signs an agreement order with the State's Department of Ecology to take remedial actions not in conflict with EPA's remedies. The reporter for the *Kitsap Sun* (March 5, 2006) sums it up noting that: "An extraordinary effort to get to this point started years ago began with grass roots Bainbridge activists, and rose to the level of Congress. Through these efforts, organizers succeeded in keeping the land out of the hands of private developers and helped raise \$8 million to buy it."
- 2004-2008** The EPA appears to be abandoning the steam cleaning approach, stating that it will not meet the State standards. In its place EPA suggests that the Point be capped and contained, and the present pump and filtering continue. The thermal equipment for the pilot project has been removed to house the new wastewater treatment plant. The City and the State Department of Ecology show interest in removing the remaining contamination and knowing the life span for the sheet pile wall now that

the City owns the land and Ecology is responsible for the cleanup after the EPA leaves. A number of legal documents are signed to codify agreements between the City, Ecology and EPA covering the legal responsibilities for the site, and the City, Ecology, and ABC continue to meet with the EPA and Congressman Inslee to discuss the final remedy to try to arrive at a plan satisfactory to all parties.

**2007-2008** The City and Park District appoint the Design Advisory Committee to work with a design team from the UW to compile design recommendations for the Park, to present them to the Community for input and review before presenting to the City and District for approval.

**2008** The installation of a new cap, with a porous geotextile sheet, a one foot-thick layer of cobble stones, and a two-foot thick layer of sand, is completed along the west shoreline, from above the high-tide line, well into the Harbor.

**The future** Pritchard Park becomes a popular regional destination, the home of a National Memorial honoring local internees, a Superfund site restored to ecological health, a place which recalls its history while providing a venue of remarkable beauty for informal recreation and reflection.

# Bibliography

## General

(Undated) **Guide to Cascadia Marine Trail**, Washington State Parks and Recreation Commission

## City and Park District Documents

Aug. 1996 **Wyckoff Zoning for the Site of the Former Wyckoff Creosote Facility** (Wyckoff Zoning Advisory Committee, City of Bainbridge Island)

November 1996 **B.I. Shoreline Management Master Program**

April 2003 **Option Agreement between Pacific Sound Resources** (Seller and Trust for Public land (Buyer) to Purchase 49.5 Acres for \$8 million (Exhibits A-F includes EPA access rights, Park Vision and Time Line and Milestones

May 2003 **Agreement between Trust for Public land (Seller) and City of Bainbridge Island (Buyer)** to Purchase 49.5 Acres for \$8 million (amendments made June and December 2005 and

Dec. 2004 **Agreement and Covenant not to Sue City of Bainbridge Island** (EPA Document 1—2005-0051

June 2006 **Wyckoff/Eagle Harbor Site Phase III Acquisition Area** – Request for comments on proposed agreed order

October, 2007 **Agreed Order between City of Bainbridge Island and the State Department of Ecology** regarding Remedial Action of Phase III Acquisition Area of the Wyckoff/Eagle harbor Site

June 2007 **Memo on Wyckoff/Eagle Harbor Conceptual Model Report**. Memo to Darlene Kordonowy from Aspect Consulting

## Wyckoff/Eagle Harbor Superfund Documents

October 2006 **Thermal Remediation Pilot Study Summary Report (REV3)** prepared by U.S. Corps of Army Engineers – Seattle District for EPA

October 2006 **West Beach Investigation Data Evaluation Report Wyckoff/Eagle Harbor Superfund Site** prepared by CH2M Hill for EPA

February 2007 **Wyckoff West Beach Exposure Barrier System (EBS) Design Concept** memo by CH2M HILL (Don Heyer)

April 2007 **Wyckoff Groundwater Conceptual Site Model Update Report**  
**Wyckoff/Eagle Harbor Superfund Site** prepared by CH2M Hill for EPA

September 2007 **Year Summary Report** EPA

### **Memorial Documents**

Dec. 2005 **Study of Alternatives/Environmental Assessment National Parks Service**  
produce by Jones and Jones Architects and Landscape Architects

### **Pritchard Park Design Advisory Committee Documents**

November 6, 2007, letter to the City regarding a 2007 amendment to the Non-Motorized Transportation Plan; advocating the construction of multipurpose lanes on the eastern portion of Eagle Harbor Drive.

January 18, 2008 letter to City Council, Park District, and Mayor  
**(Please see page 55 for the full text of this letter, including supporting documents.)**

## Pritchard Park Design Advisory Committee

January 18, 2008

William Knobloch, Chair  
Bainbridge Island City Council  
City Hall  
Bainbridge Island, WA 98110

Mayor Darlene Kordonowy  
City of Bainbridge Island  
City Hall  
Bainbridge Island, WA 98110

Ken DeWitt, Chair  
Bainbridge Island Metro Parks and Recreation District  
Strawberry Hill Park  
Bainbridge Island, WA 98110

### **Urgent Request to Assure Road Access to the Shoreline at Pritchard Park**

Dear Mayor Kordonowy and Chairs Knobloch and DeWitt,

As you know the Pritchard Park Design Advisory Committee has been working to develop a design recommendation since April of last year. We are nearing completion of this design, and look forward to presenting it to the City Council and Park Commissioner at a joint meeting in the next month or two.

It became apparent during the course of the design process that there exists only two practical ways to enter the shoreline area bordering Eagle Harbor. These have been used for many decades. The west side entrance is now permanently closed to vehicles due to the construction of the Japanese American Memorial. **The east side entrance is in danger of remaining closed to the public due to the construction of a gated road for trucks going to EPA's new wastewater treatment plant.** If this occurs, the only way for vehicles to get to the shoreline will be either with keys to unlock gates, or to construct a new road higher up the slope which undoubtedly will be very expensive and will remove a lot of natural habitat.

The Committee's proposed design for Pritchard Park includes a place to hand launch small boats, a large area for group events, and a drop off area for disabled visitors with possibly a few parking areas for them as well. This drop off place is shown by the turnaround loop on **Figure 1A**. As can be seen in the diagram, this means that vehicles will need to use the shoreline access road next to the treatment plant for transporting small boats on car tops, or to bring equipment for larger events. Persons with disabilities will also need to have this vehicular access. Service vehicles for maintenance of the future restroom and construction will require access to the site to pick up waste and bring in heavy equipment and supplies. Finally the possibility of accidents along the shoreline requires the safe passage of emergency vehicles.

**Figures 1B and 1C** show two possible designs which would allow vehicular passage by the public without going through gates. These options were verbally discussed at a meeting with EPA, the Army Corp of Engineers and CH2M Hill on September 27, 2007 at the site. The meeting was called after our Committee came to understand that the current design and construction by EPA had only one road to the wastewater treatment plant, with no possibility for public passage other than via a pedestrian path alongside the fence. Due to the embankment topography and a large concrete structure on the south side of the passage, there would be no easy way for the City to build a new road next to the current fence location.

The City does plan to construct a road from Eagle Harbor Drive down to the entrance of the treatment plant. As it now stands, this road will primarily serve the EPA since the only amenity for the public will be a small parking area at the bottom of the hill.

The two designs shown on **Figure 1** show a shoreline road access which will allow car toppers, persons with disabilities, and service and emergency vehicles to drive to the turnaround at the shoreline without needing a key to go through a gate. Two questions raised at our meeting on September 27, 2007 were: 1) whether there is room for the two adjacent roads shown on the figures, and 2) what is the required distance [d] from the tanks.

These questions and the two possible designs were discussed at the meeting, and EPA and their consultant promised to respond to us in two weeks. To date the only communication of substance has been an email to Planner Jennifer Sutton and Christopher Cora at EPA (attached). Unfortunately the email is non committal, mentioning various options and that EPA should stay in communications with the City.

If we expect to have the necessary vehicle access, we feel the City and Park District has to firmly request documentation from the EPA committing that they will not block vehicular public access to the Park's Eagle Harbor shoreline. Not having this access will have deleterious effects to visitors and maintenance crews, and set up an unsafe situation. The cost to build a new road higher up the slope poses environmental problems and high cost. Not having this written confirmation from the EPA makes our Advisory Committee very worried that shoreline access for vehicles will be lost by this new construction, and hence we are turning to you to help resolve this critical problem which we feel is urgent.

You may contact us by phone or email.

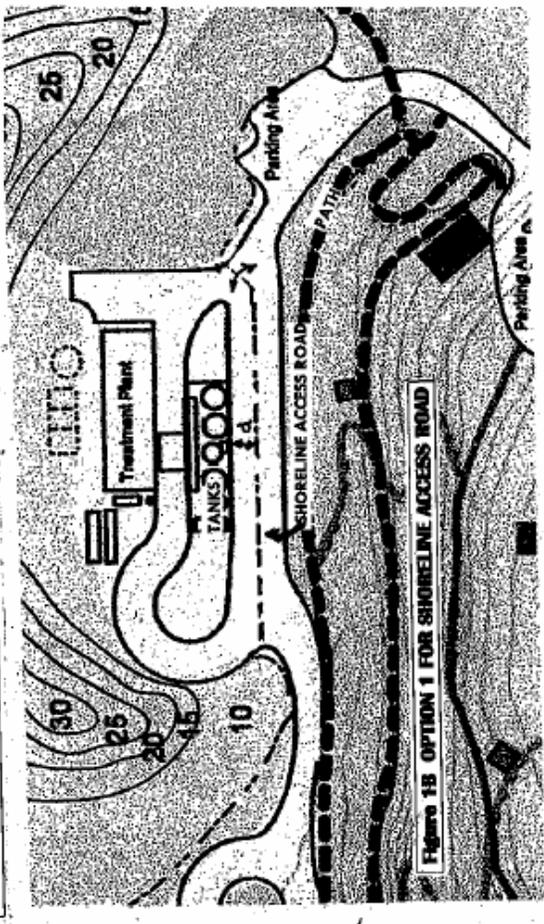
Sincerely,

Charles Schmid, Co-Chair  
[ceschmid@att.net](mailto:ceschmid@att.net)  
842-6001(daytime)

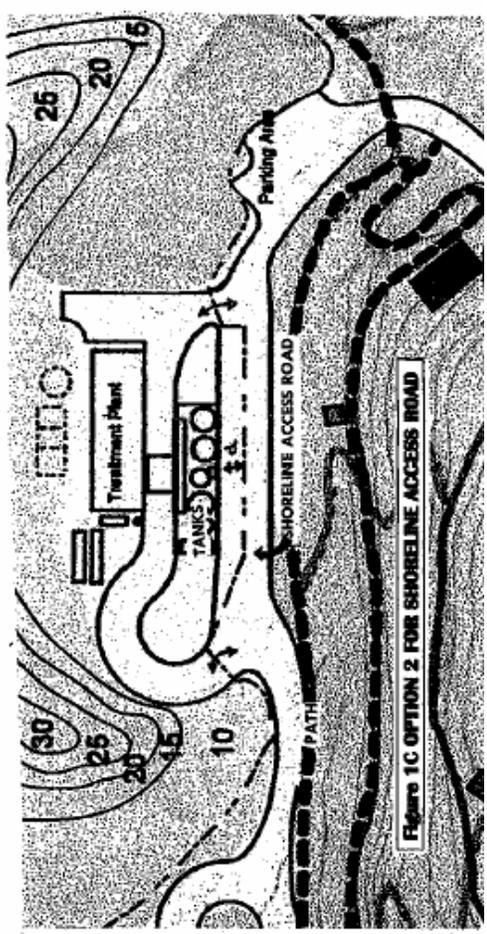
Barbara Trafton, Co-Chair  
[barbtrafton@gmail.com](mailto:barbtrafton@gmail.com)  
842-5747

cc: Perry Barrett, Senior Planner, Parks District  
Jennifer Sutton, Planner, City of Bainbridge Island

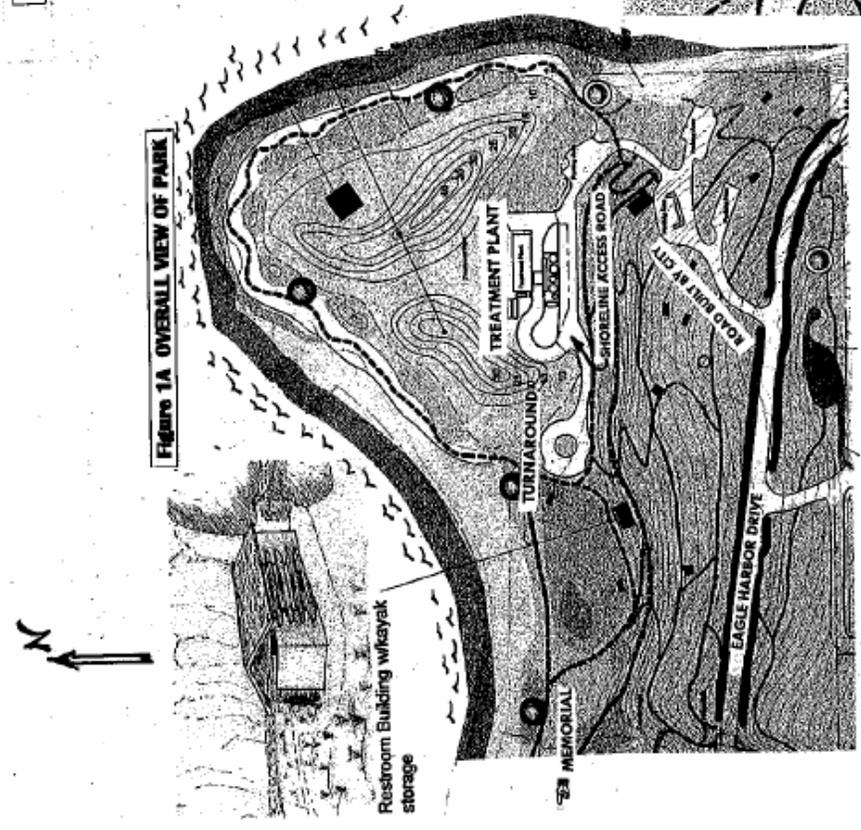
**FIGURE 1 OPTIONS TO ENSURE ACCESS TO SHORELINE AT PRITCHARD PARK**



**Figure 1B OPTION 1 FOR SHORELINE ACCESS ROAD**



**Figure 1C OPTION 2 FOR SHORELINE ACCESS ROAD**



**Figure 1A OVERALL VIEW OF PARK**



EMAIL FROM EPA TO CITY REGARDING SHORELINE ACCESS ROAD

From: Cora.Christopher@epamail.epa.gov  
[mailto:Cora.Christopher@epamail.epa.gov]  
Sent: Tuesday, October 23, 2007 4:57 PM  
To: Jennifer Sutton; Nearman.Maryjane@epamail.epa.gov  
Cc: Ken.Scheffler@CH2M.com  
Subject: Wyckoff future access road for Pritchard Park

Jennifer,

I hope our conversation this afternoon was helpful. To summarize on some of the major topics we discussed and keep Mary Jane informed I thought an email would suffice.

Regarding the September 25 letter from the Pritchard Park Design Advisory Committee requesting EPA to work with the Park and City for accommodating access to the western side of the property for access to the beach. EPA intends to work with the Park and City to accommodate access by the general public and service vehicles (emergency and maintenance, etc.) in the design of the new Park. As we discussed in a meeting at the Site on September 27, 2007, there are options which should accommodate access and maintain the security necessary for the treatment plant., but we will need more details for evaluating the best option. (I also want to clarify that the location of the fence depicted on EPA's plans has not been changed since at least June 2005.) It would also be useful to know the time frame of completing the park to allow for proper design/consultation between all the parties.

EPA currently provides access to emergency vehicles to the site for fire fighting or health emergencies, that access conceivable could be extended to park maintenance, etc.. This access is currently through a gate on the road which is being constructed adjacent to the treatment plant. EPA prefers not to allow general public access along this road because the treatment plant needs to be secure from access and a setback is appropriate, as it is for any industrial process. Also, while construction is taking place, EPA does not want any unauthorized personnel on the property.

Some of the options we discussed were:

- 1) ADA path south of existing fence and access for emergency vehicles/park maintenance, etc via a gate in the EPA road.
- 2) one lane road south of fence with turnouts and access for emergency vehicles/park maintenance through gates in EPA road.

It may be possible to move the fence a few feet north to accommodate a wider road and/or turnouts, but EPA is looking into the safety setback from the treatment plant to the general public .

You mentioned some concerns with the fence being "enhanced" to reduce the visual impact barbed wire and chainlink fencing may have. I believe that is something that can be discussed and a solution found through sharing designs without much confrontation. Please recognize there should be ample opportunities in the future (5-10 years??) to change superficial aspects of the site to accommodate Park amenities, but at this time EPA is not in a position of approving those. Also, EPA agreed (verbally I think during the Sept 28th meeting) to provide the Parks Department with paint colors (tan or green (boring) EPA is considering for the treatment plant tanks. That should not be a problem, nor would changing future color schemes.

At this time it appears the best course, in my opinion, is for the Park/City to continue with the design with the assumption that access will be accommodated to the extent it does not pose a risk to the public, the remedy, and is cost effective (EPA can not spend money to enhance the remedy unless it is a necessary for the remedy to be operational and functional). EPA's primary focus at this time is replacing the old treatment plant and getting the new one on-line. That timeframe is much shorter than the design and construction of the park. Since there are future decisions which may effect the design of the park which we should stay in communication on our respective tasks. Please recognize I am assisting Mary Jane Nearman on the site, but she is still the EPA project manager with decision authority on many of these issues. Thanks for putting so much effort into creating a public enhancement out of an old industrial plant.

Christopher Cora,  
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Fax: (206) 553-0124/0957