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## ENVIRONMENTAL ASSESSMENT

*Introduction*

The National Park Service (NPS) has undertaken a special resource study for the Bainbridge Island Japanese American Memorial at the Eagledale Ferry Dock site, Bainbridge Island, Washington. Special resource studies are designed to evaluate natural and cultural resources within a selected study area. The evaluation determines if the area under study is nationally significant and if the area meets suitability and feasibility criteria to qualify as a potential addition to the National Park System. In addition, alternatives to NPS management are to be presented in the study that might adequately protect the resources. For the Bainbridge Island Japanese American Memorial project, the feasibility and suitability analysis and management alternatives are described in the *Study of Alternatives*.



The approximately eight-acre proposed memorial site on the south shore of Eagle Harbor, the site of the former Eagledale Ferry Dock, offers a rare opportunity to create a lasting memorial to the Japanese Americans from Bainbridge Island who were deprived of their constitutional rights when they were forcibly removed from the island during World War II.

*Photo courtesy Jones & Stokes*

This Environmental Assessment (EA), prepared for the Bainbridge Island Japanese American Memorial *Study of Alternatives*, analyzes the effects of the management alternatives on the human environment per the requirements of the National Environmental Policy Act (NEPA) regulations (40 CFR 1500-1508), and NPS policies (NPS 2001).

The EA for this study assumes the alternatives provide a way to commemorate and recognize the

Bainbridge Island Japanese Americans at the memorial site. Certain assumptions are made regarding general site plans within the identified study area, but the Bainbridge Island Japanese American Memorial *Study of Alternatives* does not at this time present a specific site development proposal that involves the use of federal funds. Therefore, it is not meaningful to analyze fully and quantify site-specific cultural and natural resource impacts that could be associated with a proposed project. Additional site analyses

would be done if and when a federal project action is developed. Any future development proposal for the site that would include federal funds, permits, or actions would be subject to a separate NEPA review. Site plans submitted to the City of Bainbridge Island for a memorial that do not have any links to federal funding, permits, or other federal actions would not require a NEPA review, but would be subject to Washington's State Environmental Policy Act.

### **Purpose**

The purpose of the Bainbridge Island Japanese American Memorial *Study of Alternatives/Environmental Assessment* is to evaluate the site for possible designation as a unit of the National Park System. Public Law 105-391 requires the NPS to complete special resource studies in compliance with NEPA. This EA provides an evaluation of the alternative concepts for the management, preservation, commemoration, and public use and education at the Bainbridge Island Japanese American Memorial site. It was from the Eagledale Dock site that Japanese Americans from Bainbridge Island were taken against

their will from their homes and sent to internment camps in accordance with Executive Order 9066 in 1942. The 227 residents of the island were the first of some 120,000 Japanese Americans who were interned and incarcerated in remote camps throughout the western United States during World War II.

### **Need**

Public Law 107-363 directs the Secretary of the Interior to conduct a study of the site commonly known as the Eagledale Ferry Dock at Taylor Avenue, in the state of Washington, for potential inclusion in the National Park System. Public Law 107-363, states that, "The Secretary of the Interior shall carry out a special resource study regarding the national significance, suitability and feasibility of designating as a unit of the National Park Service the property known as Eagledale Ferry Dock. . . ." The final version of the study will be forwarded to the Director of the National Park Service, who would submit the study with a recommendation to the Secretary of the Interior who would forward the study to Congress for consideration.

As recognized in the law, the Eagledale Ferry Dock site in Bainbridge Island, Washington provides "a unique opportunity to create a site that would honor those Japanese Americans who suffered, cherish the friends and community who stood beside them and welcomed them home, and inspire all to stand firm in the event our nation again succumbs to similar fears." The site has the opportunity to serve as a focal point to identify, interpret, serve, and ultimately honor persons of Japanese ancestry's influence on Bainbridge Island.

### **Alternatives**

National Park Service NEPA policies require that EAs must describe a no action alternative and a range of reasonable alternatives that meet the purpose of the NPS action. A summary of the three alternatives for the Bainbridge Island Japanese American Memorial *Study of Alternatives* are described in Section K of this study.

Common to all alternatives is the conceptual design of an eight-acre Japanese American memorial



Looking west from the proposed Joel Pritchard Park toward the proposed eight-acre memorial along the trail adjacent to the newly created sand beach. The ferry seen to the right of the photo marks the marina dock near the site of the original Eagledale Ferry Dock.

Photo courtesy Jones & Stokes

commissioned by the Bainbridge Island World War II Nikkei Internment and Exclusion Memorial Committee (Memorial Committee). The memorial is proposed on eight acres at the western end of the future Joel Pritchard Park. The conceptual design for the eight-acre site is being planned by the Memorial Committee independently of the NPS alternatives study. However, to place the alternative management options in context of the potential memorial design, the conceptual design is included in each of the alternative management options. Figures in sections C and K of this study illustrate the site context and the preliminary concept design.

## *Affected Environment*

The affected environment describes the cultural and natural resources of the Bainbridge Island Japanese American Memorial as well as the socioeconomic conditions of the area. The description of the existing conditions provides the basis for which potential impacts from the alternatives can be assessed. For the purposes of this EA, the study area is

considered to be a 50-acre waterfront parcel along Eagle Harbor that extends east from Taylor Avenue to Bill Point. The study area includes the eight-acre parcel where local efforts are underway to develop a memorial at the western end of the 50-acre site. In order to place the study area in context of the local community and regional setting on Bainbridge Island, the analysis in the EA does expand beyond the eight-acre memorial site and 50-acre study area as appropriate.

## *Cultural Resources*

This section summarizes cultural resources at the project site and includes a discussion of archaeological resources relative to the first people to settle the site, and a summary of the historic sites, features, and events relative to the site. Other sections of the *Study of Alternatives* provide more detailed information than presented in the EA. Information presented in this section is taken directly from the Suquamish Tribe web site, a technical memorandum prepared for the National Park Service regarding historic resources associated with Bainbridge

Island's Japanese and Japanese American communities (Walker 2001), and a reconnaissance site visit.

### **Archeological Resources**

The first people to settle on what is now Bainbridge Island were the Suquamish People. The Suquamish are descendents of peoples who lived in the Puget Sound area for thousands of years. Historically, the Suquamish used resources from land and water into what is now Canada and Whidbey, Blake, and Bainbridge islands. Utilizing the natural resources of the areas, they were basket makers, fishers, hunters, gatherers, and canoe builders.

Currently the Suquamish Tribe still exists with its seat of government at the Suquamish Tribal Center near the rural waterfront village of Suquamish. The Port Madison Indian reservation is home to the Suquamish and is one of two Indian reservations located in northeastern Kitsap County. The Suquamish continue to fish within the usual and accustomed fishing places of the Tribe that includes parts of marine waters of Puget Sound and lands in parts of Jefferson, Mason, and Kitsap counties.

The State Historical Preservation Office records identify two ethnographic sites and one historic site within a mile of the eight-acre memorial site. One ethnographic record is a Suquamish village site located across Eagle Harbor on the north side of the harbor. The second ethnographic record, a shell midden, is located approximately 400 feet west of Taylor Avenue on the shoreline of a small inlet along the harbor. The historic site includes remnants of support housing associated with the past use of the site as a Wyckoff Company creosote plant along the upper slope of the east side of the ravine (within the 50-acre parcel of the future Joel Pritchard Park).

Archeological field investigations were conducted in the eight-acre project site. An above-ground reconnaissance level site visit of the proposed eight-acre project site did not identify any additional features from those identified in the State Historical Preservation Office records. A wood drying facility that produced cross arms for telephone poles was observed near the proposed eight-acre site. There is a strong likelihood other historic features (e.g., foundations



Located on the Eagle Harbor waterfront, just east of the proposed memorial boundary, are the remains of the American Cross Arms Company's (c. 1917) pier.

*Photo courtesy Jones & Stokes*

of old buildings and other artifacts) would be found if additional below ground surveys were conducted.

Additional resources relative to the Japanese American community on Bainbridge Island are discussed in the following section.

### **Historic Events, Sites, and Features**

For more than 115 years, Bainbridge Island has been home to a prominent Japanese and Japanese American community (Walker 2001). Terms that are used to refer to the Japanese community and people include:

- Nikkei, or all persons with Japanese ancestry
- Issei, or those first-generation or immigrant Japanese
- Nisei, or those second-generation Japanese born of Issei parents
- Sansei, or those children of Nisei parents

There is a network of cultural resources associated with the Nikkei community

on Bainbridge Island that illustrates the varied history of this community. Cultural resources are associated with the first arrival of Japanese immigrants on Bainbridge Island in 1883, with the farming communities before World War II, and with the time of the internment in 1942. The farmhouses, sheds and outbuildings, markets, gardens, and properties still present are associated with the Nikkei community history on Bainbridge Island. The well-known Bainbridge Gardens site is a beautifully landscaped nursery with a Japanese American influence that was recreated by its current owner. The nursery is an historic site with landmark trees, historic shed, and historic home on the grounds where Nikkei community originally established a nursery before World War II.

Of particular interest to this study is the Eagledale Ferry Dock site. The physical and historic setting of the 1.78-acre Eagledale Ferry Dock site has been retained since the day of evacuation in 1942, and includes the parking and staging area of the ferry dock. The ferry dock was located on the south shore of Eagle Harbor at the end of



The Eagledale Ferry Dock was located in the center of the photograph on the nearshore. Today only several piling stumps remain and are visible at low tide.

*Photo courtesy Jones & Stokes*

Taylor Avenue. Historic photographs indicate the ferry dock was a simple structure largely composed of wood-planked railroad ties, supported by wood pilings. The current dock site has been modified since its use as a staging area and pathway to the dock in 1942. Although the ferry dock itself is gone, its exact location is easily identified since the stubs of several wood support beams jut out from the embankment and wood pilings are visible at low tide.

The site's topography remains largely unchanged and the landscape has matured over the past 60 years as trees and other vegetation have grown. One particular western red cedar tree remains near the end of Taylor Avenue that is present in photographs from 1942 showing families walking down the road approaching the ferry dock. This tree has been designated as a landmark tree and has been accepted to the National Register of Historic Trees. These historic features that are still present, such as the tree, Taylor Avenue, and dock remnants, commemorate emotions and feelings associated with the event that occurred on March 30, 1942.

### ***Natural Resources***

This section summarizes natural resources in the terrestrial and marine environments, including general information on threatened and endangered species. A summary of the regional setting and a discussion of the existing Wyckoff Superfund site are included.

### ***Regional Setting***

Bainbridge Island is located in Washington State on Puget Sound, eight miles west of downtown Seattle. The island is approximately 28 square miles in area with gently rolling terrain. Elevations range from sea level to about 400 miles above sea level. Bainbridge Island is considered to lie within the Puget Trough geologic province that historically supported western hemlock and Douglas fir forests (Franklin and Dyrness 1988). Today forested areas are interspersed with lightly developed areas supporting parks, small farms, and residential areas. Logging and berry farming were once common, but have diminished over the past 20 to 30 years (U.S. Environmental Protection Agency [EPA], U.S. Army Corps of Engineers [Corps] 2000).

### ***Biological Resources***

Forests dominate the upland portion of the study area. Common overstory trees include deciduous trees such as red alder and big leaf maple with conifers such as western red cedar and Douglas fir. Shrubs such as Indian plum, salmonberry, and blackberries along with sword fern create a thick understory throughout the site. Invasive shrubs such as English ivy are also present. Overstory trees generally range in size from 12 to 20 inches in diameter indicating they represent second- or third-growth forest. Forests now dominate the area at the end of Taylor Avenue that is visible as open grassland in 1942 photographs.

Wildlife that would likely be associated with the upland forest includes mammals and birds commonly found in lightly developed regions of Puget Sound. Mammals such as opossum, squirrel, raccoon, shrews, and coyote are likely to occur in this area. Songbirds such as wrens, thrushes, sparrows, chickadees, nuthatches, and flickers are associated with upland forests. Owls, red-tailed hawk, osprey, and bald eagle could use the upland forested area for perching, roosting, or foraging habitat.

Both bald eagle and marbled murrelet are considered federally threatened species under the Endangered Species Act. Bald eagles are year-round residents in the vicinity of Eagle Harbor. The nearest reported nest is more than one mile away on the northern shore of the harbor near Wing Point (EPA, Corps 2000). Marbled murrelets are small seabirds that nest in stands of large trees in mature and old growth forest within 30–50 miles of the marine shoreline. The occurrence of marbled murrelets in Eagle Harbor is rare and nesting sites have not been seen in the vicinity due to the lack of mature forests (EPA, Corps 2000).

Wetlands, streams, and coastal areas are jurisdictional water bodies regulated by the U.S. Army Corps of Engineers (Corps). The NPS carries out its responsibilities to protect wetlands and floodplains under Executive Order 11990. NPS policies and provisions for managing wetlands are provided in Director's Order #77-1 (NPS 1998). In a manner consistent with E.O. 11990, the NPS adopts the goal of “no net loss of wetlands.”

Based on a reconnaissance-level field survey, one wetland, less than one-half acre in size, was observed east of Taylor Avenue. It is a small hillside seep that supports native wetland vegetation along a narrow swale. A constructed berm marks the downslope end of the wetland. Other natural jurisdictional features that occur in the study area include the Eagle Harbor shoreline and a drainage in the lower end of a ravine that bisects the 50-acre study area. The drainage in the lower ravine carries intermittent runoff during the rainy season. Water from the drainage enters a metal culvert at the edge of the forested upland area and is discharged into Eagle Harbor at the created beach habitat area. The Corps' regulatory authority along shorelines typically extends to the highest mean annual tide line. The existing memorial site located at the end of Taylor Avenue is above this boundary. A portion of the shoreline at the end of Taylor Avenue is degraded with eroded banks.

#### **Aquatic Marine Resources**

Eagle Harbor marine habitats are likely to support a variety of resident and migratory fish and wildlife species

(EPA, Corps 2000). Nearshore habitat can provide important rearing and migration corridor for many different salmon species. Eelgrass beds are especially important areas in nearshore environments as they support prey species for salmon. Eelgrass beds are present along both Bill and Wing points in Eagle Harbor (EPA, Corps 2000). The sandy beaches along Eagle Harbor also provide habitat for forage fish (e.g., surf smelt, herring, and sand lance) for salmon species along the nearshore environment.

The City of Bainbridge Island is participating in beach seining around the island in partnership with the Suquamish Tribe and Washington State Department of Fish and Wildlife. The beach seining project has documented that Puget Sound Chinook salmon, coho, chum, pink, steelhead, and cutthroat salmon forage and migrate along the shorelines of the island. The south shore of Eagle Harbor in the study area is one of the sample sites used in the seining project. It is assumed some of these species may enter Eagle Harbor at some point during their life cycle. Puget Sound Chinook

salmon is listed as a threatened species under the federal Endangered Species Act.

Marine mammals that typically occur in southern Puget Sound include harbor seal, California sea lion, killer whale, porpoise, and gray whale (Calambokidis et al 1991 in EPA, Corps 2000). The most likely species to be seen in Eagle Harbor include harbor seal and sea lion. Stellar sea lion (threatened) and humpback whale (endangered) are the only marine mammals that are federally listed and could potentially occur in Eagle Harbor (EPA, Corps 2000). Although two sightings of humpback whales have occurred in southern Puget Sound, it is very unlikely they would be present in Eagle Harbor. Stellar sea lions are occasionally found in Washington State waters and may move into northern Puget Sound in the fall to forage (EPA, Corps 2000).

### **Wyckoff Superfund Site**

The Wyckoff Superfund site is located on Bill Point in the eastern part of the 50-acre study area approximately 1,000 feet east of the proposed eight-acre

memorial site. Between the early 1900s and 1988 the Wyckoff Company treated wood products with creosote and other compounds on the site. In 1987 the EPA declared the site as a Superfund site and is currently conducting remedial actions to improve the contaminated soil and groundwater conditions beneath the site. EPA is conducting remedial measures under the Comprehensive Environmental Response, Compensation, and Liability Act and is required to comply substantively with the Endangered Species Act.

Remedial actions EPA has taken on the Superfund site to date include:

- Installing a sheet pile wall around Bill Point to prevent the migration of contaminants into Puget Sound
- Capping a portion of the nearshore harbor floor to cover and contain contaminated sediments
- Introducing a pilot steam injection program into the soil to mobilize and remove contaminants

- Removing bulkheads and creating shallow subtidal and intertidal habitat that includes a 1,700-foot long sandy beach for habitat improvements. The created subtidal/intertidal zone provides habitat for available migratory salmonids and forage fish; and the beach habitat provides a connecting corridor between the existing uplands and nearshore habitat (EPA, Corps 2000)

Monitoring has determined the constructed remedial actions are functioning as designed, although contaminants still remain and will continue to be addressed by the EPA (EPA 2002). Immediate contamination concerns have been addressed, and the EPA will continue to monitor the site.

### ***Socioeconomic Conditions***

Socioeconomic conditions are summarized for the community of Bainbridge Island. A regional overview of the island's community profile and economic conditions, recreation and tourism opportunities, and transportation is presented here.

### **Regional Overview of Socioeconomic Conditions**

Bainbridge Island's population of 20,308 represents approximately 9% of Kitsap County's population of nearly 229,000 residents (per U.S. Census 2000). Because of the dispersed residential development on Bainbridge Island, the population density is approximately 1.1 persons per acre. There are approximately 8,000 housing units on the island. Bainbridge Island's population is approximately 93% Caucasian with 7% racial minorities. Approximately 1% of the island's total population is Japanese. As described in the Bainbridge Island Japanese American Memorial *Study of Alternatives*, the Japanese American community on Bainbridge Island includes individuals and families who were part of the internment of Japanese Americans in 1942.

The median household income on Bainbridge Island is \$70,110, which is well above the statewide median income of approximately \$46,000. Almost 18% of the working adults on the island are self-employed compared to 8% for Kitsap County and 7% for the state (Bainbridge Island Chamber of Commerce 2004).

Along with self-employed people working at home or in businesses, many commute to Seattle to work in a variety of occupations.

Economic activity on Bainbridge Island currently includes fund raising to develop the proposed memorial and the 50-acre Eagle Harbor waterfront parcel. Funds to acquire the proposed 50-acres parcel, known as the Joel Pritchard Park, are being pursued by the Bainbridge Island Park & Recreation District, the City of Bainbridge Island, the Bainbridge Island World War II Nikkei Internment and Exclusion Memorial Committee, the Trust for Public Land, and the Bainbridge Island Land Trust. Purchase of the property would require raising \$8 million dollars. As of December 2004, sufficient funds had been raised to acquire 22.5 acres on the west side of the Joel Pritchard Park, including the eight acres for the memorial.

Since the Wyckoff Superfund site occurs on the eastern end of the 50-acre parcel, EPA would retain liability for all existing contamination as long as any proposed project does not exacerbate or contribute to the contamination (along with other

specific site development conditions) (Aspect Consulting 2004). As a condition of the property purchase, the City of Bainbridge Island will receive an "Agreement and Covenant Not to Sue" from the EPA. Under the terms of the agreement, the EPA retains liability for all existing contamination as long as the city does not exacerbate or contribute to the contamination; and both parties agree to other specific site development conditions as outlined in a "Institutional Controls" document.

### **Recreation/Tourism**

Tourism in the Puget Sound region is benefited by the region's beautiful coastlines, forested mountains, and scenic view sheds. The close proximity of towns and cities to these scenic areas creates a natural linkage to the tourism industry. Bainbridge Island attracts visitors from the Puget Sound region because of its small-town ambiance, natural beauty, and rich community life. Visitors can reach Bainbridge Island using the Washington State Ferry System or by road using the Agate Passage Bridge that connects State Route (SR) 305 with SR 3.

Recreational activities on the island include biking, golf, swimming, tennis, and enjoying the natural amenities of the island's forests and coastline. There are approximately 1,100 acres of public parks in more than 20 parks and recreation sites on Bainbridge Island. Bainbridge Island Park & Recreation District manages most of the parks, although the Washington State Parks and Recreation Commission and Kitsap County Parks Department also manage several of the parks. Waterfront Park located on the north shore of Eagle Harbor is a two-acre park managed by Bainbridge Island's Public Works Department. From this park, the south shoreline of the harbor is visible, including the area where the former Eagledale Ferry Dock was located at the end of Taylor Avenue.

Although some overnight lodging is available on Bainbridge Island, most park use and visitation is typically associated with day trips to the parks by local residents or island visitors. The park facilities and programs are designed to allow visitors to rent facilities on an hourly basis and to offer programs that provide opportunities for a variety

of uses such as recreational activities, cultural events, music events, and senior citizen activities.

Currently, the Bainbridge Island Japanese American Memorial site is not part of any park facility. The memorial plaque and small garden at the end of Taylor Avenue commemorates the Japanese American community that was removed from Bainbridge Island in 1942. Day-use visitation of this site occurs throughout the year. As previously noted, the existing memorial is in the eight-acre site where the Bainbridge Island Japanese American Memorial is proposed, in the future Joel Pritchard Park, which will be owned and managed by the City of Bainbridge Island and the Bainbridge Island Park & Recreation District.

### **Transportation**

Although Bainbridge Island is considered lightly developed, roadway congestion is a problem at times. Traffic congestion is apparent particularly on SR 305 and within the Winslow area (Bainbridge Island 2004). The current two-lane configuration of SR 305 is adequate during off-peak hours, but peak-hour traffic coupled with exiting ferry

activities have resulted in high levels of congestion at multiple locations in the downtown area (e.g., Wyatt Way) and along SR 305. Traffic patterns during the afternoon period create traffic congestion primarily between 4 and 6 p.m. This congestion affects Island residents using the SR 305 corridor, off-Island commuters, and increases difficulty of cross-island travel.

A traffic study was conducted on Bainbridge Island to gain an understanding of the impact of ferry traffic on the island (Bainbridge Island 2004). The study classified the origins and destinations of traffic coming from the ferry and ferry terminal area during the afternoon peak-hour period. The island was divided into what could be considered three zones (low, moderate, high) of vehicle trips based on actual number of vehicle trips that were counted. Currently, afternoon peak hour vehicle trips originating from the ferry terminal are the greatest north of the terminal and western edge of the island. Taylor Avenue, located south of the ferry terminal, is accessed from Eagle Harbor Drive, which is considered a commute corridor. The Eagle Harbor Drive area

lies within a moderate zone of vehicle trips that originates from the ferry terminal during afternoon peak hours.

Alternatives to transportation besides private vehicles include Kitsap Transit, which provides public transportation services on Bainbridge Island, as well as non-motorized travel (primarily bikes and pedestrians). In 2002 Bainbridge Island adopted a *Non-motorized Transportation Plan* to develop a continuous network of non-motorized facilities to make travel without a car a viable alternative throughout the island.

## Environmental Consequences

This section addresses the impact of each proposed management alternative for the cultural, natural, and socioeconomic resources. Potential impacts are described in a qualitative manner for these resources and the relative impact of a resource is compared between alternatives. As described in the *Study of Alternatives*, the conceptual design for the eight-acre memorial, developed by the Memorial Committee and local jurisdictions, is assumed to be a

component of each alternative. Therefore, impacts associated with potential elements of that conceptual design are discussed in Alternative A, No Action. Alternatives A, B, and C recognize that impacts from the conceptual memorial site design are similar to those described in Alternative A.

Impacts relative to the management and operations of the alternatives are also summarized for each alternative.

### ***Alternative A, No Action Alternative***

No federal action would occur under this alternative relative to the planning, design, management, and operation of the memorial. However, under the “No Action Alternative” local entities would continue to develop the memorial. Impacts associated with the “No Action Alternative” are described here.

### **Cultural Resources**

**Archeology**—Beneficial impacts on recognizing the archeological features in the area would be minimal. Although there is the opportunity to recognize archeological features of native peoples,

the primary focus of the memorial would be directed to the story of the Bainbridge Island Japanese Americans’ experience at Eagledale Ferry Dock. Any opportunities to recognize archaeological features relevant to ethnographical or prehistoric features would be dependent upon staff and funding resources from the City of Bainbridge Island and the Memorial Committee. Although the Suquamish Tribe would be available as a source of information, the city and the Memorial Committee would have to facilitate a process with the Tribe to incorporate their information. Local brochures or web sites related to the memorial could reference the Suquamish Tribe web site, recognizing their historic use of the site.

Implementation of the eight-acre memorial would not impact any known recorded archaeological sites. Additional surveys should be completed prior to finalizing site-specific plans for the proposed memorial.

### ***Historic Events, Sites, and Features—***

Implementation of Alternative A would create beneficial impacts on the historical aspect of the Japanese American community on Bainbridge

Island. Alternative A would provide an opportunity for the Memorial Committee and local jurisdictions to develop interpretive facilities and memorials that memorialize the historic event at the Eagledale Ferry Dock site. The history of the Japanese American community on Bainbridge Island, from settlement in the late 1800s to life on the island today would also be described. With assistance from the Bainbridge Island Historical Society, artifacts and collections of oral histories could be incorporated into the memorial's design and interpretive features. Existing features that could likely be highlighted at the proposed memorial site would be pilings from the old Eagledale Ferry Dock, mature trees, and the Taylor Avenue corridor.

Development of the site to tell the story of the Nikkei community would primarily be dependent on local efforts and actions. However, local management of the memorial could request NPS technical assistance as funds and staff are available to help develop the site's interpretive elements. A memorial under Alternative A would result in a beneficial impact on recognizing the importance of the site relative to the

existing condition of the site. Roads and parking areas proposed in the conceptual design for the memorial would maintain the integrity of the existing Taylor Avenue corridor. Although a storywall is proposed adjacent to Taylor Avenue, the open corridor of Taylor Avenue toward the former dock site would be maintained. Proposed plans to develop the storywall and reconstruct the dock would recognize the cultural history and importance of the site to the Japanese American community.

### **Natural Resources**

**Biological Resources**—Potential impacts on natural resources are described below. Under Alternative A, there would be no federal involvement with the staffing, development, or management of the memorial. Therefore, any opportunities to develop natural resource interpretative facilities or environmental education programs would be dependent upon local management plans and resources.

Impacts on biological resources would occur if the proposed eight-acre memorial is developed through local programs. Although the proposed memorial would preserve some of the

upland forest to allow for a quiet, natural experience for the visitor, some upland forest and associated wildlife habitat would be removed to develop a road, parking area, and other facilities. Best management practices would be utilized to minimize site disturbance, minimize soil erosion, maintain a buffer around wetlands and shorelines, and restrict construction activities and personnel to construction sites.

Potential impacts on the wetland would be determined once a detailed site plan is developed. Appropriate designs could be developed to avoid or minimize wetland impacts. The Corps and the Washington Department of Ecology are the federal and state agencies responsible for regulating wetland impacts. Opportunities to return drainage from the wetland to the shoreline would be incorporated into the memorial site design by reconnecting the drainage and restoring the shoreline. The large ravine would not be affected by the memorial site construction activities, as it does not occur in the eight-acre site.

No impacts to terrestrial threatened or endangered species would be expected

to occur. Because the bald eagle nest at Wing Point is more than a mile away from the proposed eight-acre memorial, there would not likely be any restrictions on the timing or type of construction activities needed to develop the site. Upland forest conditions would be preserved in areas outside of the proposed memorial facilities to maintain the forested nature of the site. Birds and mammals that typically use the site would be expected to continue to utilize habitat in the undisturbed portion of the memorial area. The future Joel Pritchard Park would provide an adjacent area of open space for wildlife corridors and forested habitat.

**Aquatic Marine Resources**—Marine resources that would likely be affected by the proposed memorial site activities would be associated with the development of the reconstructed Eagledale Ferry Dock. Depending on the design of the dock, the structure could either be supported by in-water piers or cantilevered over the water from an upland support structure. In-water structures would require permits from the U.S. Army Corps of Engineers' regulatory section, as well

as demonstrating compliance with the Endangered Species Act. Biological assessments are prepared under the Endangered Species Act to assess potential impacts on listed species. Puget Sound Chinook salmon is the primary species of concern because of their use of nearshore environments.

In-water structures, such as pier supports, or docks, which create unnatural shade patterns along the shoreline, would likely require approval by the National Oceanic Atmospheric Administration (NOAA-fisheries). Juvenile salmon use the nearshore environment for feeding and rearing, and a dock with in-water piers could affect salmon species. A cantilevered dock design could avoid in-water work permits and incorporate a grated or pervious type deck surface to allow sunlight to penetrate the dock. Although marine mammals utilize Puget Sound waters, it is unlikely the proposed dock structure would cause significant impacts to these species.

A biological assessment would be prepared if any federal permits or actions are associated with the proposed

memorial. NOAA-fisheries would review proposed project designs to ensure the project is consistent with agency guidelines. The biological assessment would describe the potential impacts on salmon and conservation measures that would be required to protect the species.

**Wyckoff Superfund Site**—Alternative A is not expected to affect the Wyckoff Superfund site. Activities associated with the proposed memorial would be limited to the eight-acre site west of the Wyckoff site. The EPA would continue to conduct remediation of the site. The City of Bainbridge Island and the Memorial Committee would identify any maintenance, interpretive, or management actions associated with the proposed future Joel Pritchard Park and the Superfund site. Roles, responsibilities, and actions would be identified that would not exacerbate or contribute to the contamination of the site.

### **Socioeconomic Conditions**

**Economy and Community**—Development of a memorial at the local level could provide a beneficial impact on the local community from an anticipated increase

in visitors to the site compared to existing conditions. Potential visitors to the memorial would come from the local and regional population base for day-use activities. Expected length of visitation would be several hours providing time for other day-use activities. Local businesses could see a slight increase in revenues from the memorial visitors who purchase goods from local shops, restaurants, and stores. The greatest potential benefits to local businesses would be realized after the funds are raised to acquire the property and the memorial is fully functional.

Construction of the memorial would result in beneficial impacts on local and regional businesses that would participate in the construction of the site. Jobs that would be created to staff the memorial would be contingent upon local funds and grants.

Potential benefits to the local and regional community would occur for both the visitor and the existing Japanese American community. Local and regional users would gain a better understanding of the Nikkei history and experience at the Eagledale Ferry Dock

and on Bainbridge Island. The Japanese American community would benefit from development of a locally managed memorial by participating in the planning and operation of the memorial through the Memorial Committee. Local park staff could benefit by including local community members in docent activities. Students from local and regional schools could interact with local Nikkei community members at the memorial as part of their learning experience for regional and Washington State history.

**Recreation/Tourism**—Development of a memorial managed by local entities would increase the number of visitors to the site and improve the visitor experience compared to existing conditions along Taylor Avenue. Local efforts to develop and manage the memorial would provide interpretive elements and features that tell the story of the Nikkei community on Bainbridge Island. Visitors to the site would see firsthand the area where the 1942 activities took place. The memorial would be designed in a way that not only describes the activities, but that also provides a contemplative experience for

the visitor. The memorial's features, staff, and input from the local community would encourage the visitor to reflect on the way the site affected the Nikkei community, their friends, and the soldiers who participated in the event.

**Transportation**—Transportation at the proposed memorial would be managed by including an onsite parking area.. The Taylor Avenue corridor would be preserved as part of the site's design, but an access road to the onsite parking area would be created. As a local park, the proposed memorial would likely attract local and regional visitors; traffic from along SR 305, and traffic from the ferry terminal could increase. Traffic from the ferry terminal and along Eagle Harbor Drive could increase, as this is the direct route taken to access the site. A number of improvements in the 2003 Capital Improvement Program are scheduled to occur that include downtown area intersections and non-motorized improvements (Bainbridge Island 2004).

Additional analysis would be required to determine the projected number of visitors to the memorial, and the potential impact on transportation

patterns. Measures to encourage non-motorized options to access the site could reduce increased traffic. Water access via ferries to the site would require additional studies and analysis of the affects on marine resources in Eagle Harbor.

### ***Alternative B: Nidoto Nai Yoni National Memorial (Affiliated Area of NPS)***

#### **Cultural Resources**

**Archeology**—Compared to Alternative A, implementation of Alternative B would result in a somewhat greater ability to incorporate prehistoric and ethnographic information as part of the overall history of the memorial site. This increased capability would be due to the potential availability of technical assistance from the NPS during the development of exhibits and interpretive elements. Similar to Alternative A, local management efforts would determine how much of the memorial should focus on the history of native peoples.

Implementation of the eight-acre memorial would not impact any known

recorded archaeological sites. Additional surveys should be completed prior to finalizing site-specific plans for the proposed memorial. If any prehistoric or historic archeological features are found, including those associated with the Japanese American community, the Washington State Historical Preservation Office would be contacted.

**Historic Events, Sites, and Features**—Beneficial impacts associated with the development of the Bainbridge Island Japanese American Memorial to tell the Nikkei community story on Bainbridge Island would be enhanced from Alternative A through the proposed affiliation with the National Park System. Planning of the site with NPS involvement would broaden the base of informational sources used to develop the interpretative themes and offers a way to present those themes to park visitors. Local NPS cultural resource specialists, planners, and landscape architects familiar with the project history would be available to provide valuable resource information during the development of the exhibits, interpretive themes, and media.

NPS involvement would not necessarily direct the planning effort or impact the local planning effort. However, the NPS would participate in planning and assist in developing the concepts to ensure the history of the Nikkei community on Bainbridge Island is conveyed in the exhibits, media, and a visitor interpretive facility.

Recognizing that the memorial site has an affiliation with the NPS, could potentially create a greater awareness of the site in a wider audience of potential park users compared to Alternative A. The Memorandum of Understanding between the NPS and the local entities could also help plan long-term strategies the local entities would need to implement to manage and maintain the site. Through the affiliation with the NPS, local memorial managers would identify potential grants, endowments, and other funding sources that would provide a positive impact on the memorial's management of historic features.

A memorial under Alternative B would result in a greater beneficial impact in conveying the historic importance of the 1942 event and site compared to

Alternative A. This is due to the NPS involvement in planning, designation as an affiliated area, and eligibility for potential funding, as available.

### **Natural Resources**

**Biological Resources**—Direct impacts on biological resources associated with the implementation of a proposed memorial site would be the same as described in Alternative A. The proposed design of the site does not change between alternatives A and B, and the amount of vegetation and habitat disturbed to construct facilities in the proposed work would be the same as Alternative A. As an affiliated area of the National Park System, the NPS would implement Procedural Manual #77-1: “Wetland Protection” to ensure NPS wetland policies and guidelines are followed if the NPS is associated with site development and construction.

Under Alternative B, there could be greater indirect beneficial affects on natural resources during the initial planning process. As proposed under Alternative B, the NPS would participate in the development of exhibits, media, and a visitor interpretive facility. As

agreed upon with the local entities that would manage the proposed memorial, the NPS could assist in developing interpretive trails and exhibits that increase the public’s general awareness of Pacific Northwest flora and fauna.

**Aquatic Marine Resources**—Impacts on marine resources in Eagle Harbor would be the same as those described for Alternative A. Implementation of the proposed partial re-creation of the Eagledale Ferry Dock could affect nearshore resources. Coordination would federal agencies such as NOAA-fisheries and the Corps would determine the appropriate steps required to ensure compliance with existing regulations on endangered species and shoreline proposals.

**Wyckoff Superfund Site**—Alternative B is not expected to affect the Wyckoff Superfund site. Activities associated with the proposed memorial would be limited to the eight-acre site west of the Wyckoff site. The EPA would continue to conduct remediation of the site. Soil and groundwater within the eight-acre memorial would be tested for contaminants before site development.

Appropriate methods to monitor conditions or remove contaminants would be developed if necessary. The Memorandum of Understanding would identify any maintenance, interpretive, or management actions associated with the Joel Pritchard Park and the Superfund site. Roles, responsibilities, and actions would be identified that would not exacerbate or contribute to the contamination of the site.

### **Socioeconomic Conditions**

**Economy and Community**—Development of a memorial as an affiliated area of the National Park System would be expected to provide a greater positive impact on the local economy compared to Alternative A. The expected increase in visitors (see the following “Recreation/Tourism”) would purchase goods and services from local shops and businesses during their stay on Bainbridge Island. Compared to Alternative A, there would be a modest increase in the number of jobs created through construction, operation and management of the site due to the increase NPS participation in the planning, management, and operations of the memorial. Beneficial economic impacts would be associated

with hiring of staff that would be required to operate and manage the memorial. Local or regional firms associated with the construction of the memorial would also benefit as the site is developed.

Alternative B would provide a greater opportunity than in Alternative A for the locally managed memorial to apply for NPS financial assistance to augment operations at the site based on the availability of funds and Congressional support. As funds are available, there could be a potential increase in economic benefit to businesses that would provide services or goods related to the operation and management of the memorial.

Potential benefits to the local and regional community would be expected to increase under Alternative B, compared to Alternative A. With the proposed NPS involvement in planning and design of interpretive elements and exhibits, there would be an enhanced opportunity for the educational and interpretive experience by the visitor to the memorial. Similar to Alternative A, the memorial would provide educational opportunities for local and regional

schools. It is anticipated the Japanese American community on Bainbridge Island would also benefit by interacting with NPS technical staff (via the Memorial Committee) during the design and planning process. NPS staff along with local entities would coordinate with the local Japanese American community to ensure their experience would be recognized at the memorial.

**Recreation/Tourism**—It is anticipated that visitation at the memorial would increase compared to Alternative A, as there would be a greater opportunity to publicize the memorial as an affiliated NPS area. Locally managed parks that are affiliated with the National Park System are commonly included on maps and atlases published for public use. In addition, some affiliated areas are found on NPS web sites, enabling a broader audience to be aware of local parks that are affiliated with the NPS. Alternative B would increase the potential for tourists visiting the Seattle area to incorporate a day trip to the proposed memorial because of the memorial's affiliation with the NPS. Brochures placed in the Klondike National Historic Park in Seattle could inform visitors of the

Bainbridge Island Japanese American Memorial site. By being an affiliated area, there would also be a greater opportunity to inform the visitor of the other National Park units that recognize the Japanese American experience during World War II.

**Transportation**—Under Alternative B, transportation at the proposed memorial would be managed by including a parking area at the proposed memorial. The Taylor Avenue corridor would be preserved as part of the site's design, but an access road to the onsite parking area would be created. Compared to Alternative A, there would be a slight increase in traffic from the ferry terminal and along SR 305 as an increased number of visitors access the memorial. Management actions could be taken to reduce the traffic congestion, including identifying methods to encourage memorial use throughout the year and reducing peak visitation periods. Local management of the memorial could also educate visitors about peak commute times on the island and at the ferry terminal to reduce congestion during commute times.

Additional analysis would be required to determine the projected number of visitors to the memorial and the potential impact on transportation patterns. Measures to encourage non-motorized options to access the site could reduce increased traffic. Water access via ferries to the site would require additional studies and analysis of the effects on fisheries and other marine resources in Eagle Harbor.

### ***Alternative C: Nidoto Nai Yoni National Memorial (Unit of Minidoka)***

#### **Cultural Resources**

**Archeology**—Alternative C would result in the greatest beneficial impacts to incorporate prehistoric and ethnographical information as part of the overall site history. NPS staff and funding would be available to work with the local management to determine to what extent archaeological resources with native peoples would be included in the exhibits and interpretative sites.

Implementation of the eight-acre memorial would not impact any known

recorded archaeological sites. Additional surveys should be completed prior to finalizing site-specific plans for the proposed memorial. If any prehistoric or historic archeological features are found, including those associated with the Japanese American community, the Washington State Historical Preservation Office would be contacted.

#### ***Historic Events, Sites and Features***—

Alternative C would provide the greatest opportunity to develop interpretive facilities and memorials that describe the history of the Japanese American community on Bainbridge Island. Incorporating the memorial site as a unit of the Minidoka Internment National Monument would provide direct support with funding and staff to maximize the ability to reconstruct historic features at the memorial site or on the island and interpret the cultural significance of the site. A positive impact of being a unit of Minidoka would be the opportunity to connect the Japanese American experience on Bainbridge Island to their following experience at the internment camps. Broadening the story beyond Bainbridge Island would recognize how the events at Eagledale Ferry Dock site

were only the beginning of the Japanese American World War II internment experience.

Development of the exhibits, interpretive themes, media, and a visitor interpretive facility would incorporate local knowledge, individuals' stories, and recognize important historical features and areas relevant to the Japanese Americans on Bainbridge Island. This would be important to ensure the significance of the Eagledale Ferry Dock, Taylor Avenue corridor, surrounding landscape, and influences of the Nikkei community on Bainbridge Island remain a part of the greater story of the longer term incarceration at Minidoka or Manzanar. Local management of the site under the Memorandum of Understanding would also help ensure commemorative concepts, cultural themes, and interpretive elements recognize the importance of the site to the local Nikkei community on Bainbridge Island in context of the greater World War II story.

Recognizing the memorial as a unit of the NPS would create a greater awareness of the site in a wider audience

of potential park users compared to alternatives A and B. Alternative C would result in the greatest beneficial impact to tell the cultural history of the Eagledale Ferry Dock site and its significance in Bainbridge Island history, Minidoka history, and American history.

### **Natural Resources**

Impacts on biological and marine resources, including wetlands and threatened and endangered species, would be the similar to those described in alternatives A and B.

Utilization of staff and resources to incorporate natural resource interpretive elements in the park's design would be dependent on available funds and management goals of the NPS for the site. As a unit of Minidoka Internment National Monument, the NPS would implement procedural manual #77-1: "Wetland Protection" to ensure NPS wetland policies and guidelines are followed. With the NPS as a partner in site development, additional site analysis would be done to ensure compliance with federal regulations and policies relevant to wetlands, endangered species, and other resources.

Alternative C is not expected to affect the Wyckoff Superfund site. Activities associated with the proposed memorial would be limited to the eight-acre site west of the Wyckoff site. The EPA would continue to conduct remediation of the site. Soil and groundwater within the eight-acre memorial would be tested for contaminants before site development. Appropriate methods to monitor conditions or remove contaminants would be developed if necessary. The Memorandum of Understanding would identify any maintenance, interpretive, or management actions associated with the proposed future Joel Pritchard Park and the Superfund site. Roles, responsibilities, and actions would be identified that would not exacerbate or contribute to the contamination of the Superfund site.

### **Socioeconomic Conditions**

**Economy and Community**—Development of a memorial as a unit of the Minidoka Internment National Monument would be expected to provide a greater positive impact on the local economy compared to alternatives A and B. Alternative C would create the greatest number of visitors to the memorial and related

expenditures in the local economy. Increased awareness of the memorial as a unit of Minidoka could increase the number of local, regional, and national visitors. Visitors from outside of the regional area staying in the area for more than one day could create a slight economic benefit for the local lodging industry.

An increase in the number of local jobs would increase with Alternative C compared to the other alternatives. The NPS would fund up to one permanent and several seasonal employees to augment local staff and interpreters. Similar to Alternative B, there would be additional jobs created during the construction of the memorial site. Local businesses would benefit by providing services or goods related to the operation and management of the memorial.

Beneficial impacts to local and regional community activities would be increased under Alternative C compared to alternatives A and B. As a unit of the NPS under Alternative C, there would be an increase in opportunities to develop educational and interpretive exhibits that have a greater likelihood to be

sustained from year to year as part of the operations of the park unit. Although Alternative C would be a unit of the NPS, the local community would be encouraged to participate in volunteer activities and interpretative events. This would result in a positive impact on the local Japanese American community by incorporating their knowledge and experience into the planning process and design of the memorial.

**Recreation/Tourism**—Designation of the memorial as a unit of the Minidoka Internment National Monument would provide local, regional, and national attention beyond the Washington State area. Visitors to other national parks and monuments could learn about the Bainbridge Island Japanese American memorial through the network of park brochures, web sites, and other media. There would be an expected increase in visitors to the memorial including increased visitation from outside the local and regional area. The

visitor would be exposed to a broader scope of educational, interpretive, and commemorative exhibits under Alternative C. The exhibits and programs would create a contemplative, reflective, and learning experience for the user in context of the Japanese American experience on Bainbridge Island, during their evacuation at Eagledale Ferry Dock, and at the beginning of their forced journey to the internment camps.

**Transportation**—Impacts associated with transportation would be similar to those described in Alternatives A and B, but to a slightly greater degree. Traffic to and from the ferry terminal and from SR 305 would likely increase under this alternative. Increases in bus traffic from school and tourist groups may affect the parking design at the memorial site. Appropriate bus parking and/or turn lanes could be used to facilitate bus traffic. Under this alternative, the NPS and local entities could develop programs and identify existing

opportunities for the public to reduce traffic congestion during typical high traffic periods on the island. These could include the following:

- Encourage ride sharing
- Utilize local transit services from the ferry
- Develop local programs or activities during the “off-tourist” season (fall through spring) to encourage year round use
- Educate the public that this would be a memorial that can be visited year round. Use of the memorial would not be dependent upon seasonal recreational activities.
- Water access via passenger-only ferries to the site would require additional studies and analysis of the affects on fisheries and other marine resources in Eagle Harbor.

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