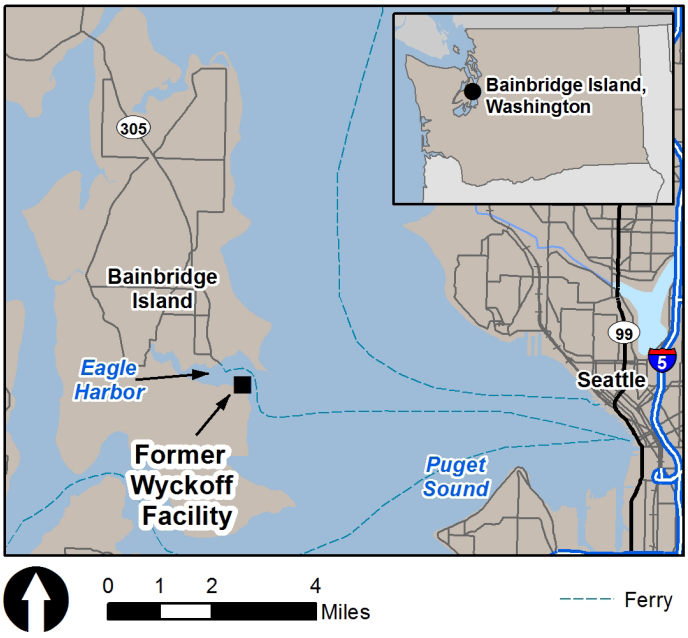
Introduction

The Wyckoff Company facility on Bainbridge Island was once one of the world's largest wood-treating operations. It produced materials for some of the 20th century's most important infrastructure projects, including the Panama Canal. Today, the site is once again a valuable community asset. This case study tells the remarkable story of the continuing cleanup and reuse of the Wyckoff Company/Eagle Harbor Superfund site.

When extensive creosote contamination was identified at the Wyckoff facility and in Eagle Harbor in the 1980s, the community faced a complex, costly cleanup as well as uncertainty regarding the area's future use. Local organizations, individuals and agencies came together with state, regional and national partners to explore public ownership options for the site, identify funding sources, secure technical expertise and engage the public.

Today, most of the property has been redeveloped as Pritchard Park. This vibrant and unique community asset provides public space and waterfront shoreline with striking views of Puget Sound and the Seattle skyline. Cleanup of remaining site areas is ongoing. Wooded trails crisscross upland areas and lead to West Beach. "It's a wonderful asset for the community to have land right on the water. So much of the shoreline of the Puget Sound is tied up in private ownership that there's a big demand for property along the water that people can access," said EPA project manager Helen Bottcher. "I think of West Beach as a remedy – I look at it and see a protective cap. The community thinks of it as much more – it is their beach."

The westernmost entrance to the park leads to the Bainbridge Island Japanese American Exclusion Memorial (the memorial), which is part of the Minidoka Internment National Monument (see page 10). Visitors step back in time to learn about the terrible wartime removal of more than 200 men, women and children from their homes. The memorial's motto and mission – *Nidoto Nai Yoni – Let it not happen again* – serves as an enduring reminder of our nation's commitment to liberty, democracy and human rights.



Sources: Esri, DeLorme, AND, Tele Atlas, First American, UNEP-WCMC and USGS.

The site is located at the entrance to Eagle Harbor, across from the dock where visitors arriving by ferry from Seattle reach Bainbridge Island.

This case study explores the tools and partnerships that have led to successful cleanup and transformation at the Wyckoff Company/Eagle Harbor site. The following pages trace the evolution of cleanup and reuse efforts, highlighting the community's leadership, project partnerships, and coordination of remedy and reuse considerations. The case study provides information for parties interested in Superfund site reuse, historical resource interpretation, municipal land acquisition and recreation-based land revitalization.

West Beach (top); memorial entrance (bottom left); names of Japanese American residents removed in 1942 line the memorial wall (bottom right).

Site History, Contamination and Remediation

The Wyckoff Company/Eagle Harbor Superfund site is the former location of a wood-treating facility on Bainbridge Island's Bill Point. In 1904, the Perfection Pile Preserving Co. built a wood treatment plant there. Over time, the facility grew to be one of the largest in the world, producing preserved wood used in the construction of the Panama Canal, San Francisco's wharves and the Great Northern Railroad. During World War II, facility operations were considered vital to national defense, and its workers were excluded from the draft.

A succession of firms operating the facility over many decades used a variety of methods to treat wood. The process primarily involved the application of creosote using pressure treatment. Improper materials handling and waste disposal practices resulted in extensive contamination of groundwater and soil as well as 100 acres of intertidal and subtidal habitat in the harbor. Today, an estimated 650,000 gallons of creosote remain in the ground beneath the former facility.

EPA first inspected the area in 1971. After the Bainbridge Island community raised concerns about site conditions and additional investigations followed, EPA added the site to the Superfund program's National Priorities List (NPL) in 1987. The following year, Wyckoff Company (then Pacific Sound Resources) declared bankruptcy and ceased operations.

Extensive cleanup activities have taken place at the former facility and in Eagle Harbor. EPA and the U.S. Army Corps of Engineers capped more than 70 acres of harbor sediments with clean sand and restricted anchoring in the area to protect the cap. Marine health has improved substantially as a result. Contaminated soil and sediment from intertidal beach areas was removed. On West Beach, a wooden bulkhead has been removed and replaced with a cap of geotextile liner topped with cobble and several feet of clean sand. Facility cleanup included building demolition and removal of contaminated soil, debris and remaining process liquids. A sheet pile wall prevents contaminant migration; extraction wells and a treatment plant extract creosote and clean up groundwater. Given the high cost of groundwater treatment, EPA and the Washington Department of Ecology (Ecology) are considering alternative cleanup strategies to address remaining contamination at The Point.

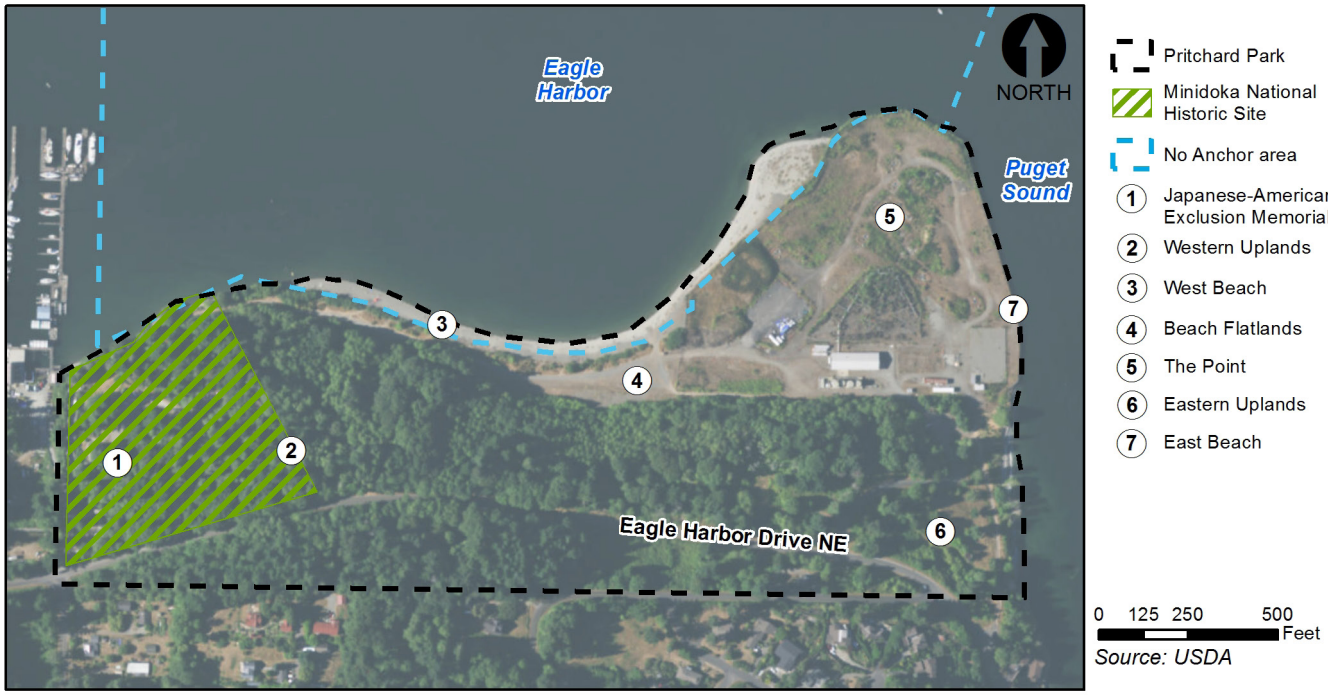
Throughout these activities, EPA and Ecology staff members met regularly with community stakeholders to share information and incorporate community feedback into the Superfund process. The selected remedy enabled the area to be reused for public, historical interpretation and recreational uses, which EPA determined to be the area's reasonably anticipated future land uses.

Barrels of creosote lined up and ready for use at the wood-treating facility (early 1900s). Image used with permission of the Bainbridge Island Historical Museum.

Town of Creosote

A company town grew up next to the Wyckoff wood-treating facility. It included a row of small houses, a post office and a general store. The town had its own water and electric system, a dance hall, bathing beach and baseball team. Today, all that remains of Creosote is a marker on maps and the name of the road – Creosote Place – leading to the water treatment facility.

Creosote residents and workers gather at the post office. Image used with permission of the Bainbridge Island Historical Museum.



Pritchard Park includes extensive waterfront areas along Eagle Harbor and Puget Sound.

Project History

1985 – 1996

Galvanizing the Community, Building Partnerships

In the early 1980s, community interest in the site's history and status was led by the Association of Bainbridge Communities (ABC), a local environmental group. Follow-up research by the National Oceanic and Atmospheric Administration (NOAA) identified significant risks to marine health. EPA site investigations and the NPL listing process were also underway. In 1988, EPA recommended the facility's closure.

EPA and ABC established a collaborative relationship early on. To facilitate community participation in what promised to be a complex cleanup, ABC applied for EPA Region 10's first Technical Assistance Grant (TAG). The grant provided funding for an independent technical expert to review and interpret site-related documents for the community. ABC also provided support to EPA, raising technical issues, sharing community concerns, contributing to fact sheets and helping EPA identify effective communication methods. To ensure that cleanup goals would support future land use, EPA urged the community to provide feedback. ABC solicited community input through *Scotch Broom*, its quarterly newsletter.

In addition to access to expertise, the Bainbridge Island community, which was was an unincorporated area of Kitsap County, needed effective local political representation. A movement for home rule resulted in the establishment of the City of Bainbridge Island (the City) in 1991. The creation of the local government allowed for more active local representation and established an entity that could later consider municipal acquisition of the site property. "That helped make it possible for the site to be dealt with as a local entity – it wasn't a county decision," said Frank Stowell, long-time area resident and

Elane Hellmuth, Bainbridge Island Poet and Activist

The site's transformation into Pritchard Park is the result of the contributions of many people. Elane Hellmuth, a local poet and co-founder of ABC, first raised concerns about contamination, petitioned for the site's listing on the NPL and remained a key voice throughout the Superfund process. Mrs. Hellmuth passed away in 2011, but she lived to see the start of cleanup and the development of Pritchard Park. In recognition of her decades of dedication, Bainbridge Island City Council proclaimed June 5, 2011, as Elane Summers Hellmuth Day.

A park plaque honors Elane Hellmuth.

a member of many project advisory boards as well as ABC. "We now had our own government who would be able to take possession of the site when it was all done."

The next step was to start planning for the site's future use. A trust established in 1994 held the site's bankruptcy assets, including the facility property. With developers expressing interest in the area's sizable acreage, waterfront location and views, city officials recognized the importance of taking an active role in shaping the property's future land use. The first in a succession of advisory committees to guide activities at the site formed in 1995, after the Mayor of Bainbridge Island called for detailed investigation of potential site reuse options. In 1996, the committee produced its *Recommended Zoning for the Site of the Former Wyckoff Creosote Facility*, which called for a combination of residential, commercial, industrial and park zoning. EPA and Ecology took these plans into account as the agencies continued work on site cleanup plans. With cleanup planning ongoing, next steps for the redevelopment project would need to wait for another four years.

Partnerships

Many other local, state and national organizations and agencies have played important roles in the site's successful cleanup and reuse.

- Association of Bainbridge Communities.
- Bainbridge Island Historical Museum.
- Bainbridge Island Japanese American Community.
- Bainbridge Island Land Trust.
- Bainbridge Island Metro Park & Recreation District.
- Bainbridge Island/North Kitsap Interfaith Council.
- City of Bainbridge Island.
- National Oceanic and Atmospheric Administration.
- Suquamish Tribe.
- Trust for Public Land.
- University of Washington College of Architecture & Urban Planning.
- Washington Department of Ecology.

Tribal Involvement

The Suquamish Tribe plays an important role in the cleanup and restoration of the Wyckoff Company/Eagle Harbor site. Under an 1855 treaty, the tribe ceded rights to areas of its lands, including Bainbridge Island, to the U.S. government. The tribe reserved the right to hunt, fish and gather within its accustomed areas, which include Eagle Harbor. The tribe has provided input on cleanup decisions throughout the Superfund process. In addition, the tribe has collaborated with NOAA and other natural resource trustees to implement the environmental restoration work in Eagle Harbor, including restoration of eelgrass and shoreline habitats.

2000 – 2004
Putting the Pieces in Place

Starting in 2000, several events led to a turning point for the site's future use. First, EPA informed the City that draft cleanup plans would not be compatible with water-based commercial and industrial uses such as docks and haul-out facilities recommended in the 1996 advisory committee report. In response, a new group – the Wyckoff Advisory Committee – formed to consider new options for future site uses. The group recommended setting aside the entire 50 acres as a public park. The City and the Bainbridge Island Metro Park & Recreation District (Park District) both subsequently passed resolutions in support of public site ownership.

Second, a new trustee for the site trust indicated that municipal acquisition could be a feasible option. While the trust was required to sell the property at its fair market value, the trustee agreed to hold off on selling it for a year to give the community time to work on leveraging acquisition resources. In 2002, the property was re-appraised for $8 million, one quarter of previous estimates, which had not accounted for site contamination. The re-appraisal put the land within reach for public purchase, and the City had an additional advantage – it could afford to hold on to the property for the duration of a lengthy cleanup. The City recognized that this was a unique opportunity to secure a valuable public asset. "People felt, if we don't say yes now, when is this ever going to happen?" said Park District Senior Planner Perry Barrett. "Land is not going to get any cheaper."

Indeed, the site property presented a major opportunity for public waterfront access for the Bainbridge Island community. "There's very little shoreline access on the island," said Bainbridge Island Parks Foundation Executive Director Barb Trafton. "Less than five percent of the shoreline is open to the public." In addition to public access, the area also offered views of the harbor, Puget Sound and the Seattle skyline. "The site has amazing park attributes," noted Perry Barrett. "We have this contrast of cityscape and mountainscape to play off of each other."

Creating a Public Vision for the Park

The community now had a path forward. The next step was to create a vision for the future park. In 2001, the Wyckoff Advisory Committee invited the University of Washington (UW) School of Landscape Architecture to explore the site during its spring studio. Students visited the area, met with officials and created plans based on the site's physical features and cleanup considerations. Proposed uses included historical interpretation and education areas, public art installations, trails and open space. The same year, EPA's Superfund Redevelopment Initiative funded a pilot project to provide technical expertise for detailed reuse planning. Landscape designers, planners and facilitators worked with community members on a visioning process, or charrette. Participants explored maps of site assets

Joel Pritchard

Pritchard Park's name honors Joel Pritchard, Bainbridge Island's representative to Congress and a two-time Washington State lieutenant governor. Pritchard was a passionate environmentalist, and acknowledging his contributions helped to build bipartisan support for the park project.

and conditions, and brainstormed ideas for how a park might take shape there, with the UW studio plans feeding into the project. At the same time, consultants worked with city officials on site acquisition strategies.

The design studio and reuse planning process illustrated how site design could integrate another type of project into the park plan. In this case, it integrated a memorial recognizing the exclusion and incarceration of Japanese Americans during World War II into the park plan. This had previously been a separate project. In March 1942, Bainbridge Island was the first place where Japanese Americans were forcibly removed from their communities. They departed from the Eagledale ferry dock located at the west end of the site. In 1998, the Bainbridge Island/North Kitsap Interfaith Council had approached the Bainbridge Island Japanese American Council about creating a memorial. The groups established the Bainbridge Island World War II Nikkei Internment and Exclusion Memorial Committee. At the time of the charrette, the committee had created conceptual designs and was exploring options to locate the memorial on a small piece of land west of the park. Designers explored how the site could support both a park and the memorial, while also allowing the memorial to have a larger footprint. The design and reuse planning efforts provided useful tools for EPA and Ecology to use in integrating future use considerations with the remedy.

Negotiating the Municipal Acquisition…

As detailed site reuse plans came together, the City continued to work on its approach to acquiring the property. This effort required extensive coordination with EPA and Ecology to address site liability issues. In 2001, the Wyckoff Acquisition Task Force formed to set the goals and strategy for public ownership. The group included Mayor Darlene Kordonowy, City Councilwoman Christine Nasser, Bainbridge Island World War II Nikkei Internment and Exclusion Memorial Committee representative Clarence Moriwaki, Park District Senior Planner Perry Barrett, ABC representative Charles Schmid and 10 other members of the community. Task Force efforts included extensive public education and outreach. In 2002, the task force held an open house at City Hall to share information about its work.

The effort also required extensive political support. The project had several important champions. Governor Jay Inslee was an island resident and had served in the Washington State House of Representatives before moving on to the U.S. House of Representatives. He explored options for municipal acquisition, met with the trustee and introduced the Bainbridge Island Japanese American Monument Act, which designated the memorial as a national historic site. Later, community members would travel to Washington, D.C., in support of the bill. In addition, U.S. Senator Maria Cantwell had previously represented the island in the Washington State House of Representatives and the U.S. House of Representatives. Both Inslee and Cantwell visited the site, stayed involved over time and helped build political support for the project.

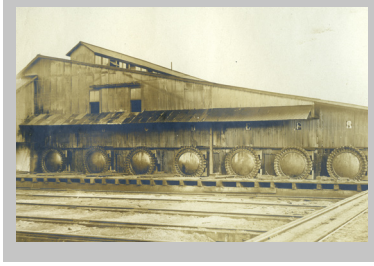
The Friends of Pritchard Park organization formed in 2003 to raise the $8 million needed to acquire the site property. The group included representatives from the Japanese American community, the Pritchard family, ABC and the Bainbridge Island Land Trust. To make sure potential funders could see the property's remarkable features in person, the land trust cut trails through the overgrowth. "There was no way to move around through the land," said Barb Trafton. "So trails were put in so people could walk around and see the site, to see how cool it could be as a park." With the trails in place, tours for citizens and public officials followed. The extensive fundraising effort reached out to public and private funding sources, including federal, state and local grants as well as private donations. Activities ranged from house parties to pursuit of grant funding by the Park District. In 2005, the final piece of funding was secured to complete the purchase.

"Like anything, if you want to get people to get engaged, you have to show them what it is and what it could be."

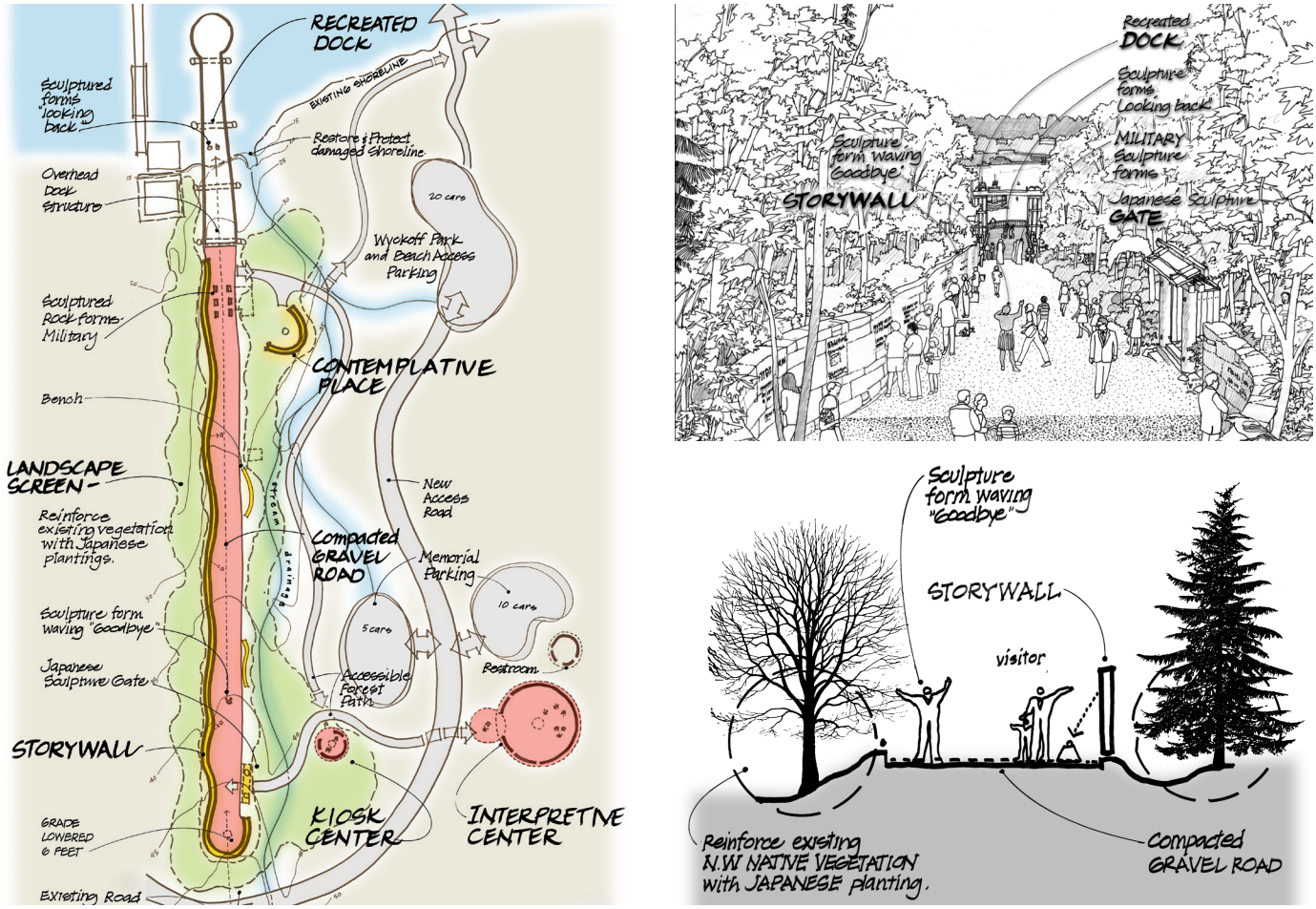
– Frank Stowell, long-time area resident

Wood Treatment

Treatment using creosote makes wood resistant to insect damage and so more durable in marine and other harsh environments. Today, creosote is still the most commonly used wood preservative. In the early 20th century, its use was an important innovation. "It was, in its time, an environmental solution, because less trees had to be cut down as a result," said Bainbridge Island Metro Park & Recreation District (Park District) Senior Planner Perry Barrett. "It was an innovation that saved forests."



Wood treatment took place in large pressure chambers. Image used with permission of the Bainbridge Island Historical Museum.



The 2001 UW design studio and reuse planning process both considered these artistic renderings of the proposed memorial developed by architect Johnpaul Jones. Images used with permission of the Bainbridge Island Japanese American Community.

The Trust for Public Land (TPL), a national organization focused on creating parks and protecting open space, also played a key role. TPL provided technical assistance and acted as the receiver for the property – in 2003, it entered into an agreement to purchase the property for $8 million. In turn, the City and the Park District agreed to purchase the parcels from TPL. The City would become the sole owner of the parcel containing The Point while the City and the Park District would jointly own the parcels making up the rest of the site.

For the City, resolving potential liability issues associated with acquiring the property was a top priority. Under the Superfund law, any party "responsible for, in whole or in part, the presence of hazardous substances at a site" is responsible for the costs of cleanup. Classes of liable parties include current and past owners and operators of a facility. To address its liability concerns, the City entered into a Prospective Purchaser Agreement (PPA) with EPA. The agreement provided a federal covenant not to sue the City, provided that it met the conditions outlined in the PPA.

Site acquisition took place in stages. The first phase focused on the west end of the site – the area was vital to the memorial and

Liability and Superfund Site Reuse

In the past, Prospective Purchaser Agreements (PPAs) were regularly used by the federal government at Superfund sites to address the liability concerns of parties interested in reuse. In 2001, Congress passed the Brownfields Revitalization Act to make the acquisition and redevelopment of contaminated properties like Superfund sites easier. Under the Act, a prospective purchaser need no longer negotiate a PPA with EPA and the federal government. In lieu of a signed agreement, the purchaser could meet requirements to qualify as a bona fide prospective purchaser (BFPP).

Based on several steps, including documenting previous site owners, property uses and existing environmental conditions, the Brownfields Revitalization Act provides designated BFPPs with limited liability protections. The Act also exempts contiguous property owners from Superfund liability and clarifies appropriate inquiry for innocent landowners. Today, the City would pursue BFPP status rather than a PPA to address its liability concerns at the Wyckoff Company/Eagle Harbor site.

Reuse Design Framework: Site Design & Program Opportunities
October 2002

A rich program of ecology, recreation and history offers a rich and regenerative landscape for the former industrial site. Regeneration begins with identifying and naming places through their history, activity and/or experiential qualities.

1. **Memorial Site & Gardens**: Allow the memorial a generous area of the site and diffuse traffic issues. Define and enhance the eastern edge of the site through the proposed memorial gardens.
2. **Parkway:** Create a unique driving experience along Eagle Harbor Drive as it passes through the park. Provide signage, paving, and edge conditions, etc.
3. **Creosote Park Entrance:** Allow for continued remediation access and requirements while also planning for the future access and parking needs. Consolidate parking and services OFF of the point itself.
4. **Remediation Interpretation Gardens:** Work with EPA to establish a community 'witnessing area' to observe, explain and monitor remediation over the next 5 to 15 years. Provide facilities now that will continue to function for interpretation after the site is clean.
5. **Site Ecology Center & Arboretum:** Locate and identify all significant cultural artifacts and plans materials throughout this cultivated zone. The cultivated nature of the western half of the site yields opportunities for an ecology study center, an arboretum and a nursery for regeneration.
6. **Site Trails:** Locate and mark historic flows of people and materials and create series of site trails for exploration, interpretation and recreation. Reconstruct the historic footbridge across the ravine.
7. **Waterfront Landing:** Sited within the footprints of the old borrow pit and peeler area locate park facilities, waterfront program requirements and a community space. Protect the habitat beach and the intertidal/woodland transition zone.
8. **Forest Knoll Garden:** Allow opportunities for the development of unique places to experience the site, such as the forest knoll – the topographic high point in the area of the site
9. **Bill Point:** Evaluate remediation opportunities and final design for Bill Point. Preserve habitat for fish and wildlife, while also allowing for occupation of the point. Return the 'bill' to Bill Point through the recreation of the sand spits and historic salt marsh.

During the 2001 reuse planning process, designers created maps synthesizing site conditions, history and opportunities to facilitate community dialogue about park plans.

it was also clean and accessible. Public access to the property could happen quickly. "Seeing the site be put back to use and having access to it helped motivate people and build their enthusiasm about the project," noted Perry Barrett. Time was also of the essence for another reason – to honor the generation who lived through exclusion and incarceration while they were still alive. The City finalized its acquisition of the western site property in early 2004, for $5 million.

On March 30, 2004, more than 100 people gathered for the groundbreaking ceremony for the memorial, 62 years to the day after the Japanese American community was forcibly removed by boat from the Eagledale ferry dock. Bainbridge Island Japanese American Community President Frank Kitamoto, who was a toddler when he left with his family that day, gave a stirring speech to the gathered crowd. The first step in restoration and healing at the site had been taken.

"Can we see that what happens to one of us can set a precedent for what can happen to any of us? This memorial is then for all Japanese Americans, all Japanese Canadians, all Japanese South Americans, all Middle Eastern Americans – all Americans regardless of color, race, or ethnicity. Most of all, this memorial is for our children."

– Frank Kitamoto, President, Bainbridge Island Japanese American Community, speaking at the 2004 groundbreaking ceremony.

Frank Kitamoto speaks at the 2004 dedication ceremony. Image used with permission of the Bainbridge Island Japanese American Community.

The first piece of the memorial, a plaque reading "Nidoto Nai Yoni - Let it not happen again," was installed in 2002.

2005 – Present
Building on Success

Since 2005, EPA's phasing of cleanup activities has made possible the gradual expansion of public access to park amenities. During the first phase, visitors could enjoy the clean parts of Pritchard Park as soon as the first acquisition phase finished. Trails were open and work on the memorial had started. In 2005, the park also hosted a three-month art event, in which artists placed their works throughout the park. It was an opportunity to get the public interacting with the site and seeing its potential.

The City purchased the remaining portion of the property, including The Point, in 2006. In March, a blessing ceremony brought 200 people to the memorial, including members of many local faith communities and the Suquamish Tribe. Later that year, the Timber Framers Guild, a national non-profit organization, assembled a group of volunteer craftsmen from around the country to build two entry gates and a pavilion for the memorial.

A follow-on visioning process in 2007 helped to paint a clearer picture of the park's future. The Pritchard Park Design Advisory Committee formed to guide the process, which incorporated design input from students in UW's School of Landscape Architecture, public input and open houses to hash out ideas. "It was good to get a fresh view on things," said Charles Schmid of the creativity brought by the students. The process resulted in a report that synthesized the site's history, features and cleanup considerations, and laid out a series of design recommendations. The resulting report further documented the community's future use goals for the site – a valuable resource for EPA and Ecology as they continued to work on integrating remedy and reuse considerations.

It was also a momentous year for the memorial. In 2007, the U.S. House of Representatives unanimously passed a bill making it an extension of the Minidoka Internment National Monument in Idaho, the location where Bainbridge Island residents spent much of their exclusion and incarceration; President Bush signed the bill into law in 2008.

The next major phase of increased park access started in 2008, when the site's cleanup made possible a remarkable new resource – removal of a waterfront retaining wall and construction of a sand cap created a beautiful sandy beach. West Beach quickly became a popular community gathering spot. That the site's remedy functions as a park asset is a unique part of this reuse story: "It's a win-win – it's a cleanup solution as well as a community amenity," said EPA project manager Helen Bottcher.

"We have a lovely beach now. It makes me feel really good that people are using this facility."

– Charles Schmid, ABC member

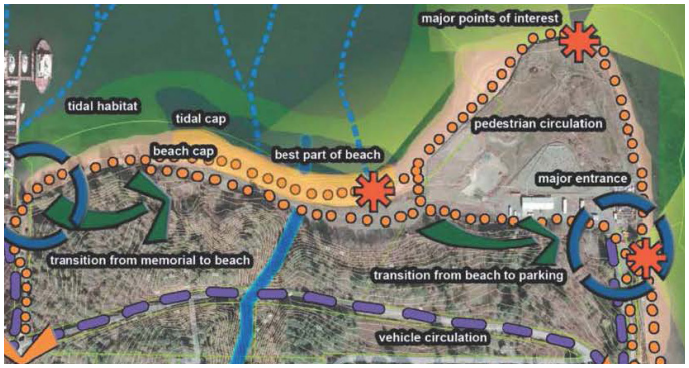
In 2008, the community celebrated its new beach when the second annual Blackberry Festival brought 800 people to the site. The Suquamish Tribe attended, cooking salmon, performing music and displaying a hand-made canoe. "It was a great way to learn about the tribe," said Frank Stowell. Visitors also learned about the site's history as well as additional features planned for the memorial.

The City and the Park District have also made physical improvements to the park. On its east end, along the Puget Sound, a Park District fish habitat restoration project replaced a wall with a naturally eroding bluff. As part of the project, an adjacent trail and road were moved back from the waterfront. Volunteers including the Weed Warriors and Student Conservation Corps have been involved in invasive species removal. Information kiosks built as part of an Eagle Scout project share information about the site's history and cleanup.

Today, school groups tour the memorial, dogs and their owners play on West Beach, hikers enjoy Pritchard Park trails and views, and community members gather on Friday nights. Over time, interacting with the site as a park rather than as a contaminated property has changed public perceptions. "I call it Pritchard now instead of Wyckoff," said Barb Trafton. "It's very much Pritchard now in many of our minds."

> ***"The park represents the opportunity for healing and restoration of two wrongs from the past – one to the social fabric of the community, the other to the land itself. We feel that our final design acknowledges these complexities and looks ahead to the future of this place."***
>
> – The Pritchard Park Design Advisory Committee, in its 2008 Recommended Design for Pritchard Park

Before 2008, West Beach featured a wooden retaining wall (above left). Today, the protective cap is a wide sandy beach (above right).



Above left: The Suquamish Tribe grilled salmon for participants at the 2008 Blackberry Festival. Image used with permission of the Bainbridge Island Land Trust.

Above right: The 2008 Recommended Design for Pritchard Park included diagrams and artistic renderings of possible park features. Image used with permission of the City of Bainbridge Island.

Left: Student Conservation Corps volunteers gather on West Beach. Image used with permission of the Bainbridge Island Land Trust.

A Closer Look: The Bainbridge Island Japanese American Exclusion Memorial

In February 1942, President Franklin Roosevelt signed an executive order requiring the removal of all persons of Japanese American ancestry from an exclusion zone along the west coast of the United States. It was a terrible moment for Bainbridge Island. Japanese Americans were a vital part of the island community, yet they were forcibly removed by boat from the Eagledale dock. Upon their return several years later, they were welcomed back – farms had been looked after and were returned to them. "It's hard to say you can celebrate something in this pretty dark chapter of our history," said Clarence Moriwaki, founder, past president and board member of the Bainbridge Island Japanese American Exclusion Memorial Association. "But the fact that this community really cared about their friends and neighbors and welcomed them home – it was extraordinary."

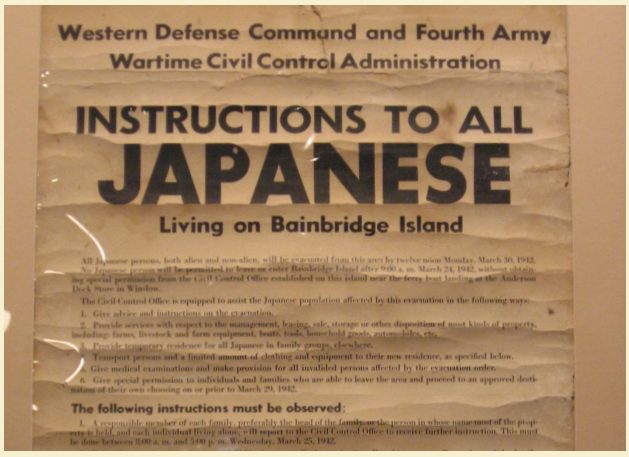
The memorial's motto is *Nidoto Nai Yoni – Let it not happen again*. A plaque at the memorial reads "Let it not happen again that a group of people are singled out, that their loyalty and patriotism be questioned because of their race or ancestry." The memorial honors "the men, women, and children who endured years of 'immeasurable suffering,'" as well as "the friends, neighbors, and others of multi-ethnic backgrounds who helped sustain the victims with words of encouragement and acts of humanity."

> ***"The memorial does not tell a story about blame, guilt or shame – it tells a story about hope."***
>
> - Clarence Moriwaki

> ***"This is part of who we are, this is part of where the community has come from. The memorial illustrates what the community did to look at these issues, to come to grip with them and to make sure the story keeps being told."***
>
> - Frank Stowell

Each component of the memorial's design has important meaning. The serpentine wooden wall is 276 feet long, one foot for each person taken to the internment camps. The granite represents Washington's geology as well as the Japanese American community's deep local roots. The crushed gravel paths echo the granite while also making visitors' footsteps more audible as they walk to the dock. A break in the wall symbolizes the break in people's lives caused by the exclusion and incarceration. The last part of the wall includes images and quotes related to the residents' return.

From 1942...


Western Defense Command and Fourth Army
Wartime Civil Control Administration

INSTRUCTIONS TO ALL
JAPANESE
Living on Bainbridge Island

All Japanese persons, both aliens and non-aliens, will be evacuated from this area by twelve noon Monday, March 30, 1942.
No Japanese person will be permitted to leave or enter Bainbridge Island after 9:00 a. m. March 24, 1942, without obtaining special permission from the Civil Control Office established on this island near the ferry boat landing at the Anderson Dock Store in Winslow.
The Civil Control Office is equipped to assist the Japanese population affected by this evacuation in the following ways:
1. Give advice and instructions on the evacuation.
2. Provide services with respect to the management, leasing, sale, storage or other disposition of most kinds of property, including: farms, livestock and farm equipment, boats, tools, household goods, automobiles, etc.
3. Provide temporary residence for all Japanese in family groups, elsewhere.
4. Transport persons and a limited amount of clothing and equipment to their new residence, as specified below.
5. Give medical examinations and make provision for all invalided persons affected by the evacuation order.
6. Give special permission to individuals and families who are able to leave the area and proceed to an approved destination of their own choosing on or prior to March 29, 1942.

The following instructions must be observed:
1. A responsible member of each family, preferably the head of the family, or the person in whose name most of the property is held, and each individual living alone, will report to the Civil Control Office to receive further instruction. This must be done between 8:00 a. m. and 5:00 p. m. Wednesday, March 25, 1942.

Signs posted around the island informed Japanese American residents that they had just six days to prepare to leave their homes (left). Image used with permission of the Bainbridge Island Historical Museum. Japanese American Bainbridge Island residents gather at the Eagledale ferry dock on March 30, 1942 (right). Image used with permission of the Museum of History & Industry, Seattle.

… to today.

Clarence Moriwaki speaks to visiting students at the memorial (top left); names of Japanese American residents on the memorial wall (top right); a pavilion near the entrance includes information on the site's history (right); the memorial wall includes artistic renderings of the lives of the people who were excluded and incarcerated (below).

Timeline of Events

1904	Perfection Pile Preserving Co. builds wood-treating plant on Bill Point.
1942	Japanese Americans removed from Bainbridge Island from Eagledale ferry dock.
1970s	Reports of facility waste dumping in Eagle Harbor.
1971	First site inspection by EPA.
1983	ABC raises community concerns about site contamination.
1985	Community town-hall meetings discuss site conditions and status. NOAA study finds high polycyclic aromatic hydrocarbon (PAH) levels in the harbor.
1987	EPA lists the site on the National Priorities List.
1988	Wood-treating facility shuts down.
1989	Region 10's first Technical Assistance Grant awarded to the Association of Bainbridge Communities.
1991	Cleanup begins.
1994	Facility demolition starts. Trust set up to manage site's bankruptcy assets.
1995	Committee established to explore potential site uses.
1996	Committee releases findings in Recommended Zoning report. National Parks Service completes Historic American Engineering Record.
1998	Bainbridge Island World War II Nikkei Internment and Exclusion Memorial Committee established.
2000	Wyckoff Advisory Committee forms.
2001	Wyckoff Advisory Committee publishes its report. Resolutions passed in support of public site ownership. Wyckoff Acquisition Task Force forms. Steel sheet pile perimeter wall installed.
2002	EPA pilot project and UW studio effort underway. Wyckoff Acquisition Task Force hosts open house at City Hall. 60th anniversary commemorative ceremony takes place at the memorial.
2003	Friends of Pritchard Park organization forms. Bainbridge Island City Council endorses selection of "Pritchard Park" as the park's name. Trust for Public Land (TPL) enters into agreement to acquire site property for $8 million. City agrees to purchase the land from TPL.
2004	EPA and City sign Prospective Purchaser Agreement. Memorial groundbreaking takes place. Western portion of property purchased.
2006	Remaining property purchased. Memorial gates and pavilion constructed.
2007	Pritchard Park Design Advisory Committee established. UW students provide additional design ideas. Public open houses held for feedback.
2008	Memorial established as extension of the Minidoka Internment National Monument in Idaho. Remaining contamination capped. West Beach created.
2009	Memorial story wall groundbreaking. Remedy evaluation process begins.
2011	Memorial dedication ceremony held.
2013	Wyckoff Community Interest Group forms.
2016	Alternative cleanup strategies considered. A new remedy will be selected. The City plans to transfer ownership for all areas except The Point to the Park District by the end of the year.
2016+	Ongoing planning for additional memorial facilities. Following cleanup, ownership of the Point will transfer from the City to the Park District. The Point will become part of Pritchard Park.

Lessons Learned

Community members engaged in the cleanup, visioning, acquisition and redevelopment process pointed to a combination of important factors in the project's success.

- Bill Point is a valuable resource because of its striking views, large acreage, extensive shoreline, prominent position and proximity to an important site of national historic significance.
- Local leaders and community members were actively engaged from the outset of site cleanup planning, and then built partnerships and identified resources to make Pritchard Park and the memorial possible.
- Phasing park development and opening parts of the property to the public as soon as possible helped build community support for the project.
- EPA and Ecology are active partners who understand priorities for the site's redevelopment in the context of the ongoing cleanup.
- The site's Japanese American exclusion history was an urgent, compelling story that needed to be told. Its importance helped raise the project's profile both locally and nationally.
- The project's visioning processes helped the community see things from different perspectives, leading to the integration of the memorial as part of park plans.

"Most of the site is open and functioning as a park, while we continue to fine-tune park programming. Very early it was communicated, if you could sequence a cleanup, you could open up access to the site as it's cleaned up. That made a lot of sense to people."

- Perry Barrett, Senior Planner, Bainbridge Island Metro Park & Recreation

Residents and their dogs enjoy West Beach.

Bigger Picture

While these factors created an ideal climate for the successful reuse of the Wyckoff Company/Eagle Harbor site, there are also a range of broader lessons learned that can help guide similar projects at contaminated lands across the country:

EPA works with communities, site owners and other stakeholders to support reuse outcomes that are compatible with site cleanups.

The Agency places a high priority on supporting the return of contaminated sites to productive and beneficial uses. As part of its ongoing effort to coordinate with the community to integrate cleanup and reuse considerations, EPA provided reuse planning support at a key point. The reuse planning process helped the community envision future uses and built capacity and knowledge about the options for municipal acquisition. "It's encouraging and heartening to have a process that helps you look ahead and realize that it's worth all the work and the patience," said Bainbridge Island Parks Foundation Executive Director Barb Trafton about being part of the reuse planning activities.

While EPA provides tools and resources to support Superfund reuse, communities and public- and private-sector organizations make it happen.

EPA relies on engaged community stakeholders to bring their future land use goals and priorities to the table so they can be incorporated into the remedial process, linking cleanup and redevelopment. Community partnerships and engagement were important in several ways. Community leaders built networks and relationships with government representatives and others who would champion their cause. Local organizations including ABC and the Bainbridge Island Land Trust took on key roles in building community support and leading fundraising efforts. A succession of advisory groups and commissions and public engagement processes helped to maintain focus on tasks at hand and to ensure that the public was engaged at each step.

Local governments can play a unique leadership role in reuse planning projects.

As the organizations responsible for their communities' general welfare, local governments are particularly well-positioned to host redevelopment projects, bring together diverse stakeholders, and use planning tools and incentives to foster positive site outcomes. Collaboration between the City and the Park District, and their partnership with TPL, were crucial in securing public ownership of the site and ensuring its long-term future as a community asset. Transfer of the park properties in late 2016 to the Park District will clarify responsibility for maintenance and improvements.

Think long term.

It can take many years to remediate contamination that has accumulated over decades. These activities provide a time window for stakeholders to build partnerships and identify resources, coordinate with EPA and state agencies, and develop a strategy for returning a site to use while protecting future users. Community engagement started at the Wyckoff Company/Eagle Harbor site over 30 years ago, and cleanup and redevelopment efforts remain ongoing today. "You have to be ready for the long term, and to see results slowly," noted Charles Schmid.

Build on past experience.

Today, well-established resources are available to address stigma, liability and other site issues. This is thanks to the bona fide prospective purchaser (BFPP) provisions of the 2002 Brownfields Revitalization Act, environmental insurance and EPA tools such as Ready for Reuse Determinations. Prospective purchasers can contact EPA site teams to learn more, or see the Sources and Resources section of this report for additional information.

Information on Pritchard Park's history is presented at kiosks built as part of an Eagle Scout project.

Trails like this one next to East Beach crisscross the park.

Restoration work at the memorial included a wetland habitat.

EPA and Reuse: Lessons Learned

Since the inception of the Superfund program, EPA has been building on its expertise in conducting site characterization and remediation to ensure that contamination is not a barrier to the reuse of property. Today, consideration of future use is an integral part of EPA's cleanup programs from initial site investigations and remedy selection through to the design, implementation, and operation and maintenance of a site's remedy.

At older sites, EPA did not focus on considering reuse during the cleanup design process. At the Wyckoff Company/Eagle Harbor site, early ideas for potential future uses could not be supported by the selected remedy and the characteristics of the site. However, future land use considerations will inform EPA Region 10's implementation of the site's new remedy. EPA, state agencies and parties will coordinate plans and activities over time, including making sure the site's final grading plan incorporates park planning considerations.

EPA also works with site stakeholders to consider how future land use considerations can inform the implementation and long-term stewardship of site remedies as well as cleanup planning. At some sites, for example, reuse considerations can inform the future location of groundwater monitoring wells and other operation-and-maintenance equipment that might inadvertently hinder redevelopment efforts. At other sites, detailed site reuse plans have provided additional benefits that save time and reduce redevelopment costs. For example, future infrastructure corridors or building footers can be installed in coordination with site cleanup activities.

Looking Forward

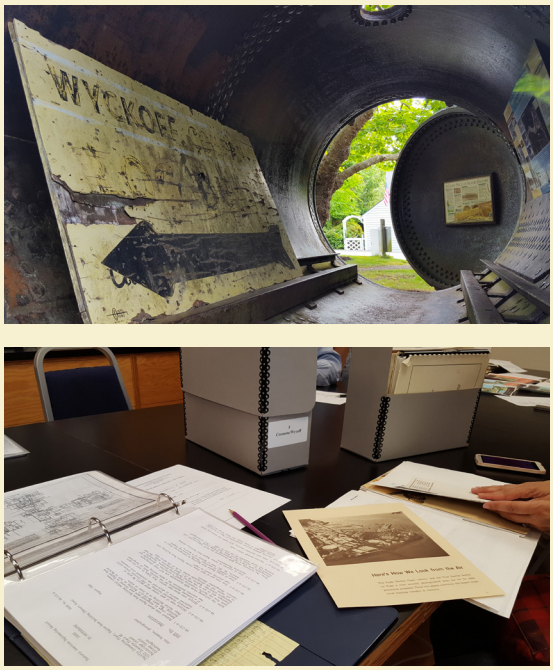
The story is not over – much remains to be done at the Wyckoff Company/Eagle Harbor site. For example, EPA is currently considering additional cleanup actions to address soil and groundwater contamination at The Point. One potential cleanup technology involves the injection and mixing of cement slurry deep into the ground, which would stabilize the contamination and prevent it from moving into Puget Sound. The technology would alter the height and topography of the land on the peninsula. The new remedy will have important implications for future park uses. EPA project manager Helen Bottcher is planning to incorporate the community's reuse goals as part of the final remedial design. "We will work with the Park District on the grading plan and the stormwater collection and drainage plan," she said. "We will make those pieces as consistent as possible with park-related uses."

One day, when cleanup has finished, the area will become available for public use. Members of the community have already started thinking about that day. "You're always looking toward what the next thing is to do, and The Point is such a prominent thing," said Charles Schmid. "We see ourselves standing on a hill on The Point, flying kites." Other recent ideas for the area include a traditional Suquamish welcoming pole, a peace pagoda, a giant windmill, a venue for wedding ceremonies, and a ferry that could shuttle visitors across the harbor. Short-term park improvements include trail maintenance and extension of a road to the beach to provide better access. In late 2016, the City expects to complete the transfer of the bulk of the property to the Park District. Plans are underway for a new visitor's center and additional interpretive resources at the memorial.

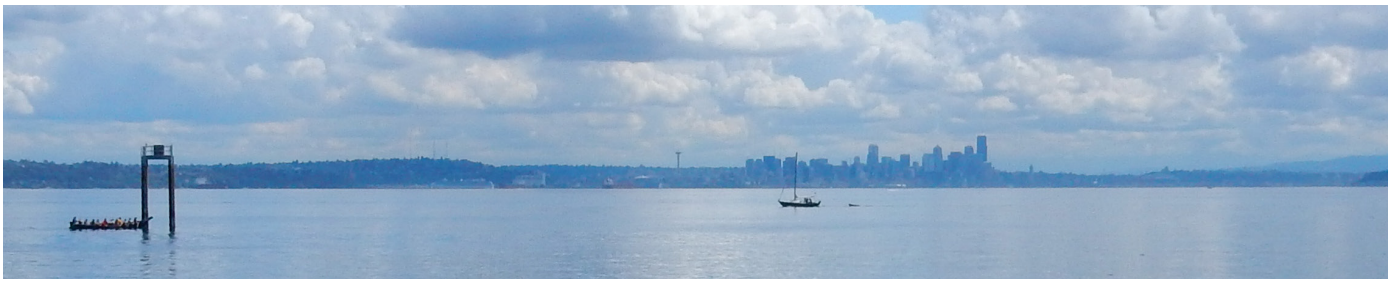
The transformation of the abandoned Wyckoff wood-treating facility into Pritchard Park and the Japanese American Exclusion Memorial illustrates how community leadership, collaborative partnerships among government agencies and organizations, and flexible long-term planning can result in both protection of human health and the environment and the creation of a valuable community asset. At Pritchard Park, EPA worked closely with the City, the Park District, Ecology, and local and regional organizations, leading a complex cleanup and redevelopment effort that brought together diverse partners. The project has helped start a new chapter in the history of Bainbridge Island.

Bainbridge Island Historical Museum – Looking Forward, Preserving the Past

Located in an old schoolhouse, the Bainbridge Island Historical Museum is a treasure trove of island artifacts. The last large piece of the Wyckoff facility – an enormous section of a retort – sits in the front yard. The museum maintains a diverse collection of other Wyckoff-related materials, including maps, schematics, educational materials and cleanup information. The museum's outreach efforts include tours of the memorial.



The last remaining piece of the treatment facility, an enormous pressure treatment chamber, sits in front of the Bainbridge Island Historical Museum (top), which has a large collection of materials from the facility (bottom).



View of Seattle's skyline from the shore of Pritchard Park.

Restoration and Remembrance: Integrating Community Priorities and Cleanup Plans

THE WYCKOFF COMPANY/EAGLE HARBOR SUPERFUND SITE
ON BAINBRIDGE ISLAND, WASHINGTON

Sources and Resources

Sources

Images and maps for this case study are provided courtesy of the City, the Bainbridge Island Historical Museum and EPA Region 10.

Resources

EPA site profile page:
https://cumulis.epa.gov/supercpad/cursites/csitinfo.cfm?id=1000612&msspp=med

EPA Superfund Redevelopment Initiative:
https://www.epa.gov/superfund-redevelopment-initiative

Washington Department of Ecology:
https://fortress.wa.gov/ecy/gsp/Sitepage.aspx?csid=2683

City of Bainbridge Island:
http://www.ci.bainbridge-isl.wa.us

Bainbridge Island Metro Park & Recreation District:
http://www.biparks.org/biparks_site/parks/pritchard.htm

Pritchard Park website:
http://www.pritchardpark.org

Bainbridge Island Japanese American Exclusion Memorial:
http://www.bijac.org/index.php?p=MEMORIALIntroduction

Association of Bainbridge Communities:
http://www.abcbainbridge.org

Pritchard Park design recommendations:
http://www.bainbridgewa.gov/574/Pritchard-Park-Design-Recommendations

The Trust for Public Land:
https://www.tpl.org

Bona Fide Prospective Purchaser Information:
https://www.epa.gov/enforcement/bona-fide-prospective-purchasers

Bainbridge Island Historical Museum:
http://bainbridgehistory.org

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