

**DEPARTMENT OF DEFENSE
DEPARTMENT OF THE NAVY**

**FINDING OF NO SIGNIFICANT IMPACT (FONSI) FOR THE ENVIRONMENTAL
ASSESSMENT (EA) FOR MARINE STRUCTURE MAINTENANCE AND PILE
REPLACEMENT ACTIVITIES AT NAVY REGION NORTHWEST, WASHINGTON**

Pursuant to the Council on Environmental Quality regulations (40 Code of Federal Regulations (CFR) Parts 1500-1508) implementing the National Environmental Policy Act and Navy regulations (32 CFR Part 775), and Chief of Naval Operations Instruction 5090.1D, the Department of the Navy (Navy) gives notice that an Environmental Assessment (EA) has been prepared and an Environmental Impact Statement (EIS) is not required for Marine Structure Maintenance and Pile Replacement (MPR) activities at Naval Base (NAVBASE) Kitsap Bangor, NAVBASE Kitsap Bremerton, NAVBASE Kitsap Keyport, NAVBASE Kitsap Manchester, Zelatched Point, Naval Station (NAVSTA) Everett, and Naval Magazine (NAVMAG) Indian Island, Washington.

A Notice of Availability (NOA) of the Draft EA was published on August 17, 2017, in the Kitsap Sun, Peninsula Daily News, and the Everett Herald. The Draft EA was made available for public review on the Naval Facilities Engineering Command Northwest website. The public comment period on the Draft EA was from August 17 to September 15, 2017, and no public comments were received. A NOA of the Revised Draft EA was published on May 1, 2019, in the Port Townsend Leader and on May 3, 2019, in the Kitsap Sun, Peninsula Daily News, and the Everett Herald. The Revised Draft EA was made available for public review on the Naval Facilities Engineering Command Northwest website. The public comment period on the Revised Draft EA was from May 3 to May 17, 2019, and one comment letter was submitted by the Suquamish Tribe. The Tribe's comments included: a) without any proposed order for which facilities will conduct their activities (over the 5 year period), it is impossible to further identify the likely impacts of construction on Tribal fishers and fisheries; b) without the use of noise attenuating devices at Keyport, Bremerton, and Manchester, fish may be heavily impacted from pile driving and vibratory installation; c) it is unclear whether there will be an increase in total in-water pile area resulting in a permanent loss of habitat for marine biota, and this needs to be further discussed with the Tribe and mitigated if there is a loss of benthic habitat; and, because construction activities are ambiguous and have the potential to effect Tribal Treaty fishery activities, the Tribe requests an opportunity to review more project specific information, including an annual, finalized list of activities and

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notification 30 days prior to the start of construction activities to provide the Tribe an opportunity to comment or concur. These comments were thoroughly analyzed, and where appropriate, changes have been incorporated into the Final EA. A NOA of the Final EA and FONSI will be published in the Port Townsend Leader, Kitsap Sun, Peninsula Daily News, and the Everett Herald, and copies of the documents will be available on the Naval Facilities Engineering Command Northwest website at <https://navfac.navy.mil/NWNEPA>.

Proposed Action: The Proposed Action includes maintenance and repairs to piers, wharfs, quay walls, and marine pile-supported structures, as well as repair and replacement of damaged components of these structures over a five-year period beginning in 2019. The proposed MPR activities would include extraction and replacement of up to 831 structurally unsound piles. General maintenance could include deck resurfacing and recoating corroded metal components. Repair activities would be conducted on wetwell concrete spalling, piers (including repairs to piles), and quay walls. Damaged or deteriorated components would be repaired or replaced, including guide piles systems, brow floats, pile caps, safety ladders, cable straps, camel and camel connections, and lighting.

The purpose of the Proposed Action is to maintain the structural integrity of marine structures required to execute the Navy's mission at these locations. The Proposed Action is needed to ensure the Navy's marine structures at these locations continue to meet mission requirements. Long-term exposure to harsh marine environmental conditions causes deterioration to components of the existing marine infrastructure, which over time can compromise the structural integrity to the point that it can no longer serve the mission. Also, marine infrastructure is particularly susceptible to damage from unexpected impacts by watercraft vessels and weather-driven conditions.

Existing Conditions: The proposed MPR activities would be conducted at existing in-water structures at NAVBASE Kitsap Bangor, NAVBASE Kitsap Bremerton, NAVBASE Kitsap Keyport, NAVBASE Kitsap Manchester, Zelatched Point, NAVSTA Everett, and NAVMAG Indian Island.

NAVBASE Kitsap Bangor is located on the eastern shore of Hood Canal, north of the community of Silverdale in Kitsap County. There are eight pile-supported structures at the NAVBASE Kitsap

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Bangor waterfront: Carderock Pier, Service Pier, Keyport Bangor (K/B) Dock, Delta Pier, Marginal Wharf, two Explosives Handling Wharfs (EHW-1 and EHW-2), and the Magnetic Silencing Facility Pier.

NAVBASE Kitsap Bremerton is located on the north side of Sinclair Inlet within the city of Bremerton in Kitsap County. NAVBASE Kitsap Bremerton contains multiple dry docks, piers, and wharfs. There are nine pile-supported structures at the installation (Piers 3, 4, 5, 6, 7, 9, B, C, and D) and four mooring facilities (Moorings A, E, F, and G).

NAVBASE Kitsap Keyport is located at the junction of Liberty Bay and Port Orchard Narrows, approximately 10 miles north of the city of Bremerton in Kitsap County. There is one pier, Keyport Pier, in the northern portion of NAVBASE Kitsap Keyport.

NAVBASE Kitsap Manchester is located on Orchard Point, south of Rich Passage and west of the main basin of Puget Sound. It is located north of the village of Manchester, approximately 4 miles east of the city of Bremerton in Kitsap County. There are two piers located at the installation: a fuel pier, which provides for offload of bulk fuel from tanker ships, and a finger pier, which is used for mooring of small boats.

Zelatched Point is located on the southwestern end of the Toandos Peninsula on Dabob Bay within Hood Canal in Jefferson County. It is approximately 4 miles west of the NAVBASE Kitsap Bangor waterfront. The Zelatched Point facility contains one pier used for floatplanes and range craft.

NAVSTA Everett is located south of the mouth of the Snohomish River and north of Port Gardner Bay. The station is located in the city of Everett in Snohomish County. The Port of Everett Marina is located to the north and the Port of Everett shipping terminals and former Kimberly-Clark Paper Mill are located southeast of the station. There are nine pile-supported structures at NAVSTA Everett installation: five piers (A, B, C, D, and E), two wharfs (North and South), a recreational marina, and a small boat launch.

NAVMAG Indian Island is located near Port Hadlock in Jefferson County, Washington, southeast of Port Townsend. The island is approximately five miles long and 1.25 miles wide, and comprises approximately 2,716 acres. The federal government owns the

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island and provides an easement on a small portion of the southern extent of the island to Washington State Department of Transportation for access to Marrowstone Island along State Route 116. There are two piers located at the installation, but only the Ammunition Wharf is addressed in the Final EA.

Existing resources analyzed in the Final EA include marine sediment, biological resources, cultural resources, and American Indian traditional resources.

There are documented sediment quality concerns at NAVBASE Kitsap Bremerton, NAVBASE Kitsap Keyport, and NAVSTA Everett due to a variety of metals and organic chemicals primarily originating from industrial discharges. Remedial actions have been undertaken for contaminated sediments and pollution control plans have been developed for these sites.

Marine resources vary in abundance between facilities. At NAVBASE Kitsap Bangor, Zelatched Point, NAVBASE Kitsap Keyport, and NAVBASE Kitsap Manchester, marine vegetation includes red algae, green algae, and eelgrass. Benthic organisms, including shellfish and other molluscs, crustaceans, and polychaete worms, are present at NAVBASE Kitsap Bangor, NAVBASE Kitsap Bremerton, NAVBASE Kitsap Keyport, NAVBASE Kitsap Manchester, and NAVMAG Indian Island. Marine substrate at NAVSTA Everett is devoid of vegetation and benthic communities. Depending on the facility, the following species may be present in the project area vicinity: eight federally-listed fish species; eleven marine mammal species, including the federally-listed Southern Resident killer whale and humpback whale; and numerous migratory seabirds, including the federally-listed marbled murrelet. Also depending on the facility, the project area vicinity may include designated critical habitat for Puget Sound Chinook salmon, Hood Canal summer-run chum salmon, rockfish, and Southern Resident killer whale, as well as essential fish habitat (EFH) for Pacific coast groundfish, coastal pelagic species, and Pacific coast salmon species.

At NAVBASE Kitsap Bangor, three Cold War-era facilities are considered eligible for listing in the National Register of Historic Places (NRHP): Delta Pier, EHW-1, and Magnetic Silencing Facility. At NAVBASE Kitsap Bremerton, the Navy Yard Puget Sound National Historic Landmark (NHL) is associated with the World War II-era dry dock and pier facilities near the southeastern corner of the base. Piers 3, 4, 5, 6 and 7, Dry

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Dock 5, and the Hammer Head Crane are contributing historic properties to the NHL. At Zelatched Point, the Pier is a contributing element to the NRHP-eligible Zelatched Point Historic District. Currently the Zelatched Point pier is not in use due to the deteriorated condition of the pier's float systems. None of the marine structures covered under the Proposed Action at NAVBASE Kitsap Keyport, NAVBASE Kitsap Manchester, NAVSTA Everett, and NAVMAG Indian Island are eligible for listing in the NRHP.

NAVBASE Kitsap Bangor and Zelatched Point are within the usual and accustomed fishing grounds and stations (U&A) of the Skokomish Tribe, Port Gamble S'Klallam Tribe, Jamestown S'Klallam Tribe, Lower Elwha Klallam Tribe, and Suquamish Tribe. NAVBASE Kitsap Bremerton, NAVBASE Kitsap Keyport, and NAVBASE Kitsap Manchester are within the U&A of the Suquamish Tribe. NAVSTA Everett is within the reserved treaty rights of the Tulalip Tribe. The Suquamish Tribe, Lummi Tribe, and the Swinomish Indian Tribal Community have treaty fishing rights at the mouth of the Snohomish River north of NAVSTA Everett. NAVMAG Indian Island is within the U&A of the Port Gamble S'Klallam Tribe, Jamestown S'Klallam Tribe, Lower Elwha Klallam Tribe, and Suquamish Tribe.

Alternatives Analyzed: Two alternatives are analyzed in this EA: the Proposed Action and the No Action Alternative. Under the No Action Alternative, MPR activities would not occur at these seven locations to maintain or restore structural integrity and mission readiness. The No Action Alternative would not meet the purpose of and need for the Proposed Action but represents the baseline condition against which potential environmental consequences of the Proposed Action can be compared.

Environmental Effects: The following is a summary of the environmental consequences of the Proposed Action:

Airborne Noise. MPR activities would generate temporary increased airborne noise levels, primarily from pile driving. Construction noise would occur between 7:00 a.m. and 10:00 p.m. The State of Washington and Jefferson, Kitsap, and Snohomish counties exempt temporary construction noise occurring between 7:00 a.m. and 10:00 p.m. from maximum permissible daytime noise levels. Since construction noise would be exempt from state and

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local noise regulations, there will be no significant impacts to airborne noise.

Water Resources and Marine Sediment. Direct discharges of waste would not occur. Construction-related impacts would be limited to short-term and localized changes associated with re-suspension of bottom sediment. These changes would occur at the construction site and within areas immediately adjacent to it. Temporary impacts would not violate applicable state or federal water quality standards. The Navy would implement best management practices and minimization measures to prevent accidental losses or spills of construction debris. Local water quality would be improved where creosote-treated timbers are removed.

Minimal sediment disturbance and re-suspension is anticipated during pile removal and pile driving activities. Some degree of localized changes in sediment composition would occur. In particular, sediments that are re-suspended would be dispersed by currents and eventually re-deposited on the bottom. Project-related construction activities would not create sediment contamination concentrations or physical changes that would violate applicable standards or interfere with beneficial uses of surrounding waters. Therefore, there would be no significant impacts to water quality and sediment.

Biological Resources. Any vegetative growth on existing piles will be removed along with the piles as they are extracted from the water. However, because piles would be replaced, a similar overall amount of surface area on which marine vegetation could colonize will remain. Aquatic vegetation is limited at NAVBASE Kitsap Bremerton, NAVSTA Everett, and NAVMAG Indian Island, and direct vegetation removal should be minimal at these project sites. Impacts to aquatic vegetation due to turbidity would be short-term, temporary, and localized. Aquatic vegetation occurs outside of the project areas and recolonization could occur quickly after pile removal and pile driving activities. The overall health and abundance of macroalgae and eelgrass would not be affected.

Benthic organisms attached to extracted piles would be lost, but new piles would provide equivalent attachment sites for development of the benthic community. Benthic organisms directly adjacent to piles would be lost or displaced. There will be minimal impacts to habitat and benthic organisms from

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turbidity caused by pile removal and installation, and anchor placement and removal, but these effects will be temporary and localized. Impacts at the benthic population, stock, or species level will be negligible.

In-water construction may expose fish to increased turbidity but exposure would be localized and temporary. The most significant impact to fish that could occur would be from exposure to elevated underwater noise from impact pile driving. The Navy consulted with the National Marine Fisheries Service (NMFS) under Section 7 of the Endangered Species Act (ESA) regarding effects of the Proposed Action on the Puget Sound evolutionary significant unit (ESU) Chinook salmon, Hood Canal summer-run ESU chum salmon, Puget Sound distinct population segment (DPS) steelhead, Puget Sound/Georgia Basin DPSs of bocaccio and yelloweye rockfish, southern DPS Pacific eulachon, southern DPS North American green sturgeon, and critical habitat. The Navy also consulted with the U.S. Fish and Wildlife Service (USFWS) under Section 7 of the ESA regarding effects of the Proposed Action on bull trout. To minimize exposure to noise, pile driving would be conducted during the in-water work window when juvenile salmonids (including ESA-listed salmonids) are least likely to be present. A majority of the steel pile driving would be conducted using a vibratory pile driver and a bubble curtain or other noise attenuation device would be used to attenuate noise during impact pile driving of steel piles. No impact driving would occur at NAVBASE Kitsap Bremerton. Due to the potential for disturbing contaminated sediments, the Navy would assess the use of bubble curtains at NAVBASE Kitsap Keyport and NAVSTA Everett on a project-by-project basis. All impact pile driving would occur intermittently and for an estimated maximum duration of 1.5 hours per day for steel piles and 4 hours per day for concrete piles. The Navy made a determination under the ESA that proposed MPR activities "may affect, but are not likely to adversely affect" ESA-listed fish species and designated critical habitat. USFWS concurred with the Navy's determination for bull trout with Letters of Concurrence signed on June 27, 2017, for NAVMAG Indian Island and on December 15, 2017, for NAVBASE Kitsap Bangor, NAVBASE Kitsap Bremerton, NAVBASE Kitsap Keyport, NAVBASE Kitsap Manchester, Zelatched Point, and NAVSTA Everett. NMFS did not concur with the Navy's determination and concluded that the Navy's proposed MPR activities "may affect, are likely to adversely affect" Puget Sound evolutionary significant unit (ESU) Chinook salmon, Hood Canal summer-run ESU chum salmon,

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Puget Sound distinct population segment (DPS) steelhead, Puget Sound/Georgia Basin DPSs of bocaccio and yelloweye rockfish, and designated critical habitat. Section 7 consultation with NMFS was completed with the issuance of a Biological Opinion on April 5, 2019. The Biological Opinion issued by NMFS further restricted the in-water work window for impact driving steel piles at NAVSTA Everett and NAVBASE Kitsap Keyport to the period between July 16 and October 14, annually.

The action area of proposed MPR activities includes EFH for various life stages of groundfish, coastal pelagic species, and Pacific coast salmon (Chinook, coho, and pink salmon). The Proposed Action would result in a short-term increase in underwater sound-pressure levels from vibratory and impact pile driving. Pile placement and barge anchoring would also have localized impacts on marine vegetation and the benthic epifauna/infauna within the immediate vicinity of each pile or barge anchoring site. The Proposed Action would not result in excessive levels of organic materials, inorganic nutrients, or heat; would not alter physical conditions that could adversely affect water temperature or beach contours; would not remove large woody debris, or other natural beach complexity features; nor would it affect any vegetated shallows. The Navy determined that the Proposed Action may adversely affect EFH by temporarily increasing noise in the water column during pile driving. However, with implementation of protective measures, the Proposed Action is not anticipated to result in significant impacts to EFH. The Navy consulted with NMFS under the Magnuson-Stevens Fisheries Conservation and Management Act and NMFS concurred with the Navy's determination, but provided Conservation Recommendations to minimize effects to EFH. Consultation with NMFS was completed on April 5, 2019.

Marine birds, including the ESA-listed marbled murrelet, may be exposed to underwater and airborne noise generated by impact pile driving. To minimize exposure to noise, the Navy will implement monitoring protocols, shut down pile driving if a marbled murrelet is detected within the zones where injury or acoustic masking could occur, and implement other mitigation measures to reduce pile driving noise and limit the timing of pile driving. The Navy consulted with USFWS under Section 7 of the ESA regarding effects on the marbled murrelet. On December 15, 2017, USFWS concurred with the Navy's determination that proposed MPR activities are not likely to adversely affect marbled murrelets. There is no designated critical habitat for

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the marbled murrelet near any of the proposed MPR activities locations; therefore, construction activities would not affect designated critical habitat for this species. Impacts to other marine bird species would be minimized by implementation of the mitigation measures.

Eleven marine mammal species have the potential to occur in the vicinity of proposed MPR activities locations and may be exposed to behavioral harassment, as defined by the Marine Mammal Protection Act (MMPA), due to elevated noise levels resulting from vibratory pile driving. The likelihood of exposure to injurious noise levels (resulting from impact pile driving) is negligible due to the small size of the affected areas and mitigation/monitoring measures that would be implemented, with the exception of harbor seals at NAVBASE Kitsap Bangor and NAVSTA Everett. At these locations, some exposure of harbor seals to injurious noise levels is possible. The Navy would implement a monitoring program and pile driving shutdown zones for marine mammals and other mitigation measures to reduce the likelihood of injury or behavioral harassment. Based on exposure estimates at each location during the five years of proposed MPR activities, the Navy requested a Letter of Authorization (LOA) for incidental take of marine mammals. NMFS published a notice of receipt of the LOA application in the Federal Register on August 4, 2017, and published a Final Rule in the Federal Register on April 17, 2019. While construction activities may result in a "take" of individual marine mammals as defined by the MMPA, any impacts at the population, stock, or species level would be negligible.

The Southern Resident killer whale and some populations of the humpback whale are listed as threatened or endangered under the ESA. The Navy consulted with NMFS under Section 7 of the ESA regarding effects of the Proposed Action. The Navy made a determination under the ESA that that the proposed MPR activities "may affect, and are not likely to adversely affect" humpback whale species, Southern Resident killer whale, and Southern Resident killer whale designated critical habitat. NMFS did not concur with the Navy's determinations and concluded that the Navy's proposed MPR activities "may affect, are likely to adversely affect" humpback whale species, Southern Resident killer whale, and Southern Resident killer whale designated critical habitat. The Navy's consultation with NMFS regarding ESA-listed marine mammals and critical habitat was completed with the issuance of a Biological Opinion on April 5, 2019.

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Therefore, there would be no significant impact to biological resources.

Cultural Resources. No archaeological historic properties would be affected by the proposed MPR activities. All ground-disturbing activities, including in-water construction, will occur in previously disturbed areas. At NAVBASE Kitsap Keyport, NAVBASE Kitsap Manchester, NAVSTA Everett, and NAVMAG Indian Island, there are no resources listed in or eligible for listing in the NRHP within the area of potential effect. Although there are NRHP-listed or eligible historic properties at NAVBASE Kitsap Bangor, NAVBASE Kitsap Bremerton, and Zelatched Point, MPR activities would not adversely affect any of these resources. The Navy consulted with the State Historic Preservation Officer (SHPO) and federally-recognized tribes in compliance with Section 106 of the National Historic Preservation Act. SHPO concurred with the Navy's determination that no historic properties would be adversely affected by the proposed MPR activities. The Navy's consultations with SHPO were completed on May 31, 2017, for NAVBASE Kitsap Bangor, NAVBASE Kitsap Keyport, NAVBASE Kitsap Manchester, Zelatched Point, and NAVSTA Everett; on August 2, 2017, for NAVBASE Kitsap Bremerton; and, on April 8, 2019, for NAVMAG Indian Island. The Tribes did not object to the Navy's determination that no historic properties would be adversely affected by the proposed MPR activities. Therefore, there would be no significant impact to cultural resources.

American Indian Traditional Resources. For all seven locations, there would be minimal loss of benthic invertebrates and habitat as replacement piles would be installed near the location of removed piles. The increase in barge traffic generated by the proposed MPR activities would be negligible when compared to existing marine traffic. Construction activities would not result in discharges to shellfish beds utilized for tribal harvesting or affect tribal access to treaty-protected resources at each location. The in-water work window would minimize impacts to juvenile salmonids. The Navy consulted with potentially affected federally-recognized tribes, as required by Executive Order (EO) 13175 *Consultation and Coordination with Indian Tribal Governments*, Department of Defense (DoD) policy, and Navy instructions. Government-to-government consultation with the tribes is complete. As part of continued engagement, the Navy will annually provide summaries of planned pile repair


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and replacement projects to the tribes for information and coordination. Therefore, there would be no significant impact to American Indian traditional resources.

Finding: Based on the analysis presented in the EA and coordination with the NMFS, USFWS, SHPO, and potentially affected federally-recognized American Indian tribes, the Navy finds that implementation of the Proposed Action will have no significant impact to the quality of the human environment.

The EA prepared by the Navy addressing this action is on file and interested parties may obtain a copy from Naval Facilities Engineering Command, 1101 Tautog Circle, Silverdale, WA 98315-1101 (Attention: MPR NEPA Planner).

6/25/19
Date


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Commander, Navy Region Northwest