

**DEPARTMENT OF DEFENSE  
DEPARTMENT OF THE NAVY**

**FINDING OF NO SIGNIFICANT IMPACT (FONSI) FOR THE ENVIRONMENTAL  
ASSESSMENT (EA) FOR UPLAND SUPPORT FACILITIES ASSOCIATED WITH  
THE TRANSIT PROTECTION PROGRAM (TPP) AT NAVAL BASE KITSAP  
BANGOR, SILVERDALE, 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 5090.1E, the Department of the Navy (Navy) gives notice that an Environmental Assessment (EA) has been prepared and an Environmental Impact Statement is not required for construction and operation of Upland Support Facilities associated with the Transit Protection Program (TPP) at Naval Base (NAVBASE) Kitsap Bangor, Silverdale, Washington.

NAVBASE Kitsap has determined that construction and operation of the TPP Pier described in the EA will not be considered as part of the proposed action in this Finding of No Significant Impact (FONSI); therefore, it is not summarized in the proposed action below. Potential future actions associated with construction and operation of the TPP Pier would therefore require additional National Environmental Policy Act documentation.

A Notice of Availability (NOA) of the Draft EA was published on December 12, 13, and 14, 2019, in the Kitsap Sun. The Draft EA was made available for public review on the Naval Facilities Engineering Systems Command Northwest website. The public comment period on the Draft EA was from December 13, 2019, to January 10, 2020, and two comment letters were submitted by the Port Gamble S'Klallam Tribe. The Tribe's comments were primarily related to environmental impacts and the adequacy of analyses and alternatives associated with construction and operation of the TTP Pier, which is not part of the proposed action in this FONSI. However, the Tribe did express concerns regarding potentially significant direct and cumulative impacts to water quality from vessel fueling and maintenance and an increased risk of accidental spills and releases. All 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 Kitsap Sun and copies of the documents will be available on the Naval Facilities Engineering Systems Command Northwest website at <https://www.navfac.navy.mil/NWNEPA>.

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**Proposed Action:** The proposed action includes construction and operation of Upland Support Facilities for the TPP at NAVBASE Kitsap Bangor, Washington. The TPP Upland Support Facilities consist of a dedicated vessel maintenance facility (VMF) for smaller TPP vessels (SV-64 and SV-33) and project laydown/parking area; and, improvements to the fueling system for these smaller vessels berthed at Keyport/Bangor (K/B) Dock.

The site for the VMF and project laydown/parking area would be approximately 5.7 acres. The total VMF site size would be approximately 3.1 acres. The VMF would occupy 18,290 square feet (sq ft), including a 1,725 sq ft detached wash rack area, an adjacent 2,450 sq ft storage area, and approximately 5,000 sq ft bio-retention cells for stormwater treatment. The remainder of the VMF site would be paved (approximately 2.5 acres). The project laydown and parking area would be located adjacent to the VMF site and occupy approximately 2.6 acres. This area would be cleared of vegetation and covered in gravel.

Improvements to the fueling system include construction of two 20,000-gallon diesel tanks. These upland tanks would replace an on-water temporary fueling barge that is currently used to fuel small crafts at K/B Dock. The new fuel tanks would provide improved safety for fueling operations. Fuel would be pumped to existing fueling facilities at the small craft floats at the K/B Dock through new double-contained, insulated lines with leak and fire detection and alarm systems. The diesel tanks would be below ground and would be enclosed in double-walled secondary containment structures with a capacity of 110 percent of the tank volume.

The purpose of the proposed action is to support the TPP mission at NAVBASE Kitsap Bangor. The proposed action is needed to improve long-term operational effectiveness of the TPP. There are no existing dedicated maintenance facilities available at NAVBASE Kitsap Bangor or at other Navy installations in the Hood Canal/Puget Sound region that can meet TPP mission requirements. The TPP Upland Support Facilities includes two separate and independent elements that could be pursued to improve mission support:

- Provide a dedicated vessel maintenance facility for the smaller vessels (SV-64 and SV-33).
- Improve the fueling system for the smaller vessels (SV-64 and SV-33) berthed at K/B Dock.

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Maintenance for the 33-foot and 64-foot TPP vessels is currently accomplished using three facilities intended for other purposes and seven temporary storage structures, located along Sea Lion Road near the head of the Olympic Pier (formerly known as Service Pier). The TPP vessel maintenance is inefficient due to the segregated maintenance and storage facilities that are shared with other missions. The inefficiencies increase costs and negatively affects schedule for current TPP activities.

Finally, fueling for the 33-foot and 64-foot vessels is currently accomplished through the use of a fueling barge moored at K/B Dock. Safety features onboard the fueling barge do not meet current standards. A new fueling system built to current standards would improve safety and reduce the risk of fuel spills for current and future TPP activities.

**Existing Conditions:** The proposed TPP Upland Support Facilities would be constructed at NAVBASE Kitsap Bangor. NAVBASE Kitsap Bangor is an active military base located on the eastern shoreline of Hood Canal, north of the community of Silverdale in Kitsap County, WA. Development along the waterfront is centered on support structures for naval vessels. The waterfront area of the base includes structural facilities, such as piers, wharves, and cranes. In addition, military submarines and other support craft traversing Hood Canal use these piers and wharves for berthing. Although physical access to the base and associated facilities is restricted from the general public, the public has visual access to a large area along the waterfront from a distance. With the possible exception of some of the fueling system improvements near the shoreline, construction of the Upland Support Facilities would not be visible to the public. The other proposed action facilities would be east of Sea Lion Road, away from the waterfront.

Terrestrial vegetation at the VMF site and diesel marine fuel storage site is dominated by coniferous forest. Per review of the U.S. Fish and Wildlife Service (USFWS) Endangered Species Program list, there are no federally listed threatened, endangered, or candidate plant or animal species likely to occur in the project area. The one potential exception, the marbled murrelet, was the subject of nesting occupancy surveys in the vicinity of the TPP Upland Support Facilities site. One marbled murrelet was detected flying over the upland site in 2016, but none were detected during surveys in 2016 and 2018, nor were any

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indicators of nesting activity detected. A resident bald eagle pair has utilized a nest site in the vicinity of the TPP Upland Support Facilities.

The TPP Upland Support Facilities project would be located in upland areas landward of K/B Dock and Service Pier, along Sea Lion Road and Sturgeon Street. Maximum sound levels recorded at the NAVBASE Kitsap Bangor Delta Pier in a 2010 study were produced by a combination of sources including heavy trucks, forklifts, cranes, marine vessels, mechanized tools and equipment, and other sound-generating industrial/military activities. Maximum sound levels were intermittent in nature and not present at all times. Based on the sound levels measured at Delta Pier, the Navy estimated that maximum airborne sound levels at other NAVBASE Kitsap Bangor pier locations with a high level of industrial activity may reach as high as 104 A-weighted decibels (dBA) due to trucks, forklifts, cranes, and other industrial activities. Sound levels will vary by time and location, but average background sound levels are expected to range from approximately 55 dBA (average from Test Pile Program at NAVBASE Kitsap Bangor) to 64 dBA (average levels measured at Delta Pier at NAVBASE Kitsap Bangor).

At NAVBASE Kitsap Bangor, three Cold War-era facilities are considered eligible for listing in the National Register of Historic Places: Delta Pier, Explosives Handling Wharf-1, and Magnetic Silencing Facility. NAVBASE Kitsap Bangor is 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 Bangor is located on the Kitsap Peninsula in Kitsap County. The largest industry in terms of employment in Kitsap County is the government and government enterprise industry (30.5 percent), followed by health care and social assistance (11.0 percent) and retail trade (10.7 percent). There are approximately 7,198 construction jobs representing 5.6 percent of the total full-time and part-time employment. There are several school districts throughout the county. There are no primary or secondary schools on NAVBASE Kitsap Bangor; therefore, school-aged dependents attend schools consistent with where the family resides. There are approximately 114,777 housing units in Kitsap County with a vacancy rate of approximately 7.3 percent.

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Primary transport to and from NAVBASE Kitsap Bangor is by automobile, although bus service to the base is available from some parts of Kitsap County, as well as taxi service. Roadways and intersections within the base are not generally congested. Naval ships and support vessels access the base via the Strait of Juan de Fuca, Puget Sound, and Hood Canal. The Navy utilizes Hood Canal for navigational means to and from NAVBASE Kitsap Bangor and therefore contributes to the overall quantities of vessel traffic in Hood Canal. Since Hood Canal is not a deep draft vessel operating area, this area is infrequently transited by commercial vessels. Larger vessels (i.e., vertical clearance greater than 50 feet) transiting Hood Canal require opening of the Hood Canal Bridge. Typical bridge openings take approximately 30 minutes. As bridge openings are not scheduled in advance, vehicles traveling along SR-104 (Hood Canal Bridge) are subject to unexpected delays.

**Alternatives Analyzed:** The EA analyzes two action alternatives and the No Action Alternative. Under the No Action Alternative, the upland maintenance of the smaller TPP vessels would continue to take place at various facilities designed for other purposes. No Upland Support Facilities would be built. 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.

Alternatives 1 and 2 both propose the same Upland Support Facilities, which include a dedicated VMF and two 20,000-gallon diesel fuel marine tanks that would be installed east of Sea Lion Road, with buried fuel lines connecting the tanks to fueling facilities at the small craft floats at the K/B Dock.

**Environmental Effects:** No significant direct, indirect, or cumulative environmental impacts would occur from implementing the proposed action. Certain environmental resources including land use, air quality, wetlands, hazardous materials and wastes, environmental justice, utilities, and public health and safety were not analyzed in detail in the EA because implementation of the proposed action would not be likely to result in any potential environmental impacts on these resources or impacts would be negligible. Potential environmental impacts on water quality and sediments, biological resources, noise, cultural resources, American Indian traditional resources,

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socioeconomics, traffic and transportation, and visual resources are summarized here.

Water Quality and Sediments. Impacts to upland surface water and groundwater from construction-related erosion and stormwater runoff would be minimized by implementing a construction stormwater pollution prevention plan and best management practices (BMPs). Effects on water quality conditions likely would persist for minutes to hours following disturbances, and would not exceed water quality criteria, occur beyond the immediate project site, or affect beneficial uses in Hood Canal.

Impacts on water quality and sediments from long-term operations would be minimal. The proposed action would not involve discharges of waste or other materials with the potential for impacting water or sediment quality. The impacts of potential fuel spills would be minimized through adherence to the Commander Navy Region Northwest Integrated Oil and Hazardous Substance Contingency Plan. Therefore, construction and operation of the TPP Upland Support Facilities would not result in significant impacts to water quality and sediments.

Biological Resources. A total of 1.1 acres of native and non-native vegetation at the fuel tanks site would be permanently disturbed by upland construction and 0.07 acre would be disturbed and revegetated following construction. A total of 5.2 acres of native vegetation would be permanently removed at the VMF and laydown/parking sites. Terrestrial wildlife species would be temporarily exposed to disturbance due to elevated construction noise and human activity levels. Construction of the fueling system would occur within the vicinity of a nest utilized by a pair of bald eagles. As required, the Navy consulted with the USFWS and requested a permit under the Bald and Golden Eagle Protection Act on August 27, 2020. USFWS issued the Permit on October 27, 2020. In accordance with the Permit, construction activities within 660 feet of the eagle nest will be conducted outside the eagle nesting season (January 1 - August 31) and fuel tank installation will be conducted from September 1 to January 15. Construction and operation of the upland facilities would have no effect on federally listed threatened, endangered, or candidate plant or animal species. Therefore, construction and operation of the TPP Upland Support Facilities would not result in significant impacts to biological resources.

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Noise. Construction of the VMF and improved fueling system would generate temporary increased airborne noise levels, primarily from equipment such as dump trucks, bulldozers, front-end loaders. This noise would not exceed 60 dBA (the maximum daytime allowable noise level specified in Washington Administrative Code 173-60-040) at any off-base location, including schools, hospitals and residences. Construction noise would occur between 7:00 a.m. and 10:00 p.m. The State of Washington and Kitsap County exempt temporary construction noise occurring between 7:00 a.m. and 10:00 p.m. from maximum permissible daytime noise levels. There would be no increase in overall existing noise levels at the NAVBASE Kitsap Bangor waterfront resulting from operation of the TPP Upland Support Facilities. Therefore, noise related impacts from construction and operation of the TPP Upland Support Facilities would not be significant.

Cultural Resources. No historic properties would be affected by construction and operation of the TPP Upland Support Facilities. Project elements are located in an area with "Very High Risk" of encountering archaeological materials. In the case of inadvertent discovery of potentially significant archaeological resources in the course of construction, the Navy would stop work in the immediate area and follow the Section 106 process detailed in the *Inadvertent Discovery Plan for Naval Base Kitsap, Kitsap County, Washington*.

In compliance with Section 106 of the National Historic Preservation Act, the Navy consulted with the State Historic Preservation Officer (SHPO) and federally recognized tribes regarding the Area of Potential Effect (APE) and Finding No Historic Properties Affected for the proposed action. The SHPO concurred with the Navy's revised APE and Effects Finding on August 5, 2019. The Navy received concurrence on the revised APE and Effects Finding from the Suquamish Tribe on August 13, 2019, the Jamestown S'Klallam Tribe on September 19, 2019, and the Skokomish Tribe on November 23, 2020. The Jamestown S'Klallam Tribe subsequently withdrew their concurrence on October 3, 2022. The Lower Elwha Klallam Tribe deferred to the Port Gamble S'Klallam Tribe for comment on August 14, 2019. The Port Gamble S'Klallam Tribe objected to the Navy's revised APE and Effects Finding in letters dated January 30, 2020 and November 6, 2020. The Navy discussed the Port Gamble S'Klallam's concerns in numerous meetings with the Tribe and in

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a letter dated January 21, 2021. The SHPO sent a letter to the Navy on March 29, 2021, expressing concerns about the Navy's Section 106 consultation with the Port Gamble S'Klallam Tribe. In this letter, the SHPO notified the Navy that they had been contacted by Port Gamble S'Klallam Tribe and expressed concern regarding the apparent inability to reach agreement with the tribe on the APE, identification of historic properties, and Determination of Effect. The SHPO also raised the issue of a lack of effective government-to-government consultation (as expressed to them by the tribe). The Navy sent a response letter to the SHPO regarding the Port Gamble S'Klallam Tribe's disagreement on May 5, 2021. On June 30, 2021, the Navy sent a final Finding of Effect letter to SHPO, which, based on research, analysis, consultations, and careful consideration of information received during Section 106 tribal consultation, the Navy reaffirmed its determination of No Historic Properties Affected for the undertaking, consistent with 36 CFR section 800.4(d)(1). The SHPO did not respond to this letter.

Therefore, construction and operation of the TPP Upland Support Facilities would not result in significant impacts to cultural resources.

American Indian Traditional Resources. The Navy consulted with potentially affected federally recognized tribes, as required by Executive Order (EO) 13175 *Consultation and Coordination with Indian Tribal Governments*, DoD policy, and Navy instructions. Government-to-government consultation was completed with the Skokomish Tribe. The Navy and the Skokomish Tribe entered into a Memorandum of Agreement (MOA), signed March 3, 2021. The terms and conditions of the MOA are triggered upon Navy's commencement of in-water construction, which is not part of the proposed action. Consultations remain on-going for the Port Gamble S'Klallam Tribe, Jamestown S'Klallam Tribe, Lower Elwha Klallam Tribe, and Suquamish Tribe. These Tribes have expressed concerns with the potential for spills from the new fueling system to significantly impact water quality and treaty protected resources.

Construction and operation of the TPP Upland Support Facilities would have no impact on existing tribal access to traditional treaty-protected resources. Construction of the new fueling system is expected to improve safety and reduce the risk of fuel spills for current and future TPP activities, because the new system will be built to current standards including: fuel tanks



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enclosed in double-walled secondary containment structures with a capacity of 110 percent of the tank volume and double-contained, insulated fuel lines with leak and fire detection and alarm systems. Implementation of the proposed action would not involve 'in-water' work and there would be no impact to juvenile salmonid migration, shellfishing and finfishing, sediment transport, and vessel traffic in the Hood Canal. Therefore, construction and operation of the TPP Upland Support Facilities would not result in significant impacts to American Indian traditional resources.

Socioeconomics. Construction would take place over approximately 16 months. Construction activities are expected to generate up to 50 construction jobs and an additional 30 indirect and induced jobs from the estimated \$28.3 million in construction expenditures. While some construction positions may be filled by people outside the local area, the majority would likely be filled from the local workforce and would not be associated with a permanent increase in population. Construction activities would provide direct, indirect, and induced benefits from the use of local labor and supplies for the duration of construction. During operations, there would be no changes in the number of personnel anticipated as a result of the proposed action. Therefore, no impacts to population, housing, and schools would result from operation of the TPP Upland Support Facilities. Any annual operation and maintenance costs associated with the supporting facilities would contribute directly and indirectly to the economy. Therefore, construction and operation of the TPP Upland Support Facilities would not result in significant socioeconomic impacts.

Traffic and Transportation. Construction traffic would not create congestion on base roadways, which are currently well below capacity. Further, construction of the VMF and improved fueling system would have no impact on vessel traffic in the Hood Canal or operation of the Hood Canal Bridge. Therefore, construction and operation of the TPP Upland Support Facilities would not result in significant impacts to traffic and transportation.

Visual Resources. Construction activities for the fuel system would be visible from Hood Canal, but not from land areas outside of NAVBASE Kitsap Bangor. Construction activities would be visually compatible with the shoreline and upland support facilities at the seven existing industrial piers and wharves at

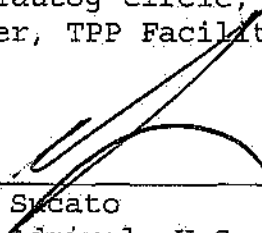
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the waterfront. Therefore, construction and operation of the TPP Upland Support Facilities would not result in significant impacts to visual resources.

**Finding:** Based on the analysis presented in the EA, which has been prepared in accordance with the requirements of NEPA and Navy policies and procedures (32 CFR Part 775), and coordination with the NMFS, USFWS, SHPO, and potentially affected federally recognized American Indian tribes, the Navy finds that implementation of the proposed action of construction and operation of Upland Support Facilities for the TPP at NAVBASE Kitsap Bangor, Washington will have no significant impact to the quality of the human environment. Therefore, an EIS will not be prepared.

Electronic copies of the EA and Finding of No Significant Impact may be obtained by written request to: Naval Facilities Engineering Systems Command, 1101 Tautog Circle, Silverdale, WA 98315-1101 (Attention: NEPA Planner, TPP Facilities).

27 MAR 2023  
Date

  
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