

# **Final Report**

on the work of the

## **BADGER REUSE COMMITTEE**

including

### ***Values, Criteria, and Concept Plan Map For the Reuse of The Badger Army Ammunition Plant Property***

**March 28, 2001**

The Badger Reuse Committee was chartered and created by  
The Sauk County Board of Supervisors

Funding for this community consensus effort was provided by  
The U.S. Department of Labor  
and  
The State of Wisconsin Department of Natural Resources

Administrative support provided by  
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## **Table of Contents**

Cover.....	1
Table of Contents.....	2
Executive Summary.....	3
Final Report Introduction and Overview.....	5
Participants.....	5
Process and Groundrules.....	6
The Badger Army Ammunition Plant Property.....	8
Values and Criteria.....	9
Desired Future Land Use Concept for the Badger Army Ammunition Plant.....	Map
Proposed Plan Elements.....	19
Evaluation of Proposals.....	30
Evaluation of Ownership Options.....	32
Next Steps for Implementation.....	33
Attachments.....	34

## **Executive Summary**

The Badger Army Ammunition Plant (BAAP) occupies 7,354 acres in the predominantly rural countryside of Sauk County, Wisconsin. The Badger Plant was constructed in 1942 following the nation's entry into World War II. The Plant provided ammunition propellant for the duration of the war effort, and was again operative during the Korean and Vietnam Wars. In late 1997 the U.S. Army determined that the BAAP facility was no longer needed to meet the nation's defense needs. Subsequent efforts to define a future for the Badger property proved challenging due to the site's unusually rich natural and cultural history, the wide range of potential reuse options, and the complexity of local, state, national, and tribal interests involved.

In early 2000, the Sauk County Board of Supervisors acted to establish a locally driven reuse planning process. With the assistance of U.S. Congresswoman Tammy Baldwin and funds provided by the U.S. Department of Labor, the Badger Reuse Committee (BRC) was convened. The 21-member BRC included representatives from neighboring communities, local, state, and federal governments, and the Ho-Chunk Nation. In its mission statement, the BRC charged itself with the task of developing "a common vision for the reuse of the Badger property that can be meaningfully considered and realistically implemented by the appropriate local, state, and federal agencies." Between July 2000 and March 2001 the BRC met 16 times, with additional subcommittee meetings also held in this period. This report provides the results of the BRC's deliberations.

Early meetings were devoted to gathering and reviewing basic information about the Badger property and its role — past, present, and future — in Sauk County's landscape, community, and economy. Based on this information, the BRC has defined nine key values to guide consideration of future uses.

- Value 1 stresses the need to manage the Badger property collaboratively, and as a single unit.
- Value 2 directs the federal government to complete the highest quality cleanup of the Badger property in a timely manner.
- Value 3 pertains to maintenance of buildings and infrastructure that are historically significant or are needed to support cleanup activities and other approved uses.
- Value 4 emphasizes the desire to reuse the Badger property in a way that contributes to reconciliation and the resolution of past conflicts.
- Value 5 recognizes the great potential of the Badger property to provide educational, research, and recreational opportunities.
- Value 6 focuses on the role that sustainable agriculture opportunities can and should play in the reuse of the Badger property.
- Value 7 addresses the protection and enhancement of the Badger property's natural features, and the critical role of the Badger lands within the broader landscape.
- Value 8 recognizes the importance of the Badger property in providing open space and protecting the characteristic rural landscape of our area.
- Value 9 involves the need for future uses of the Badger property to contribute to economic stability and sustainability in our local municipalities.

The BRC formally adopted these values, and reached consensus as well on more detailed criteria and many specific plan elements. In turn, these values, criteria, and plan elements were used to create a Desired Future Land Use Concept map (included in the report).

In the course of its work, the BRC entertained 25 proposals from various parties interested in future use of the Badger property. These proposals varied widely in scope and content, and were evaluated by the BRC for their consistency with the adopted values and criteria. In general, the highest-ranking proposals considered the Badger property in its entirety, reflected the cleanup goals for the property, and recognized the important opportunities for education, conservation, agriculture, and recreation inherent in the property. The lower ranking proposals tended to address only portions of the property, provided minimal inducement for full cleanup, and proposed uses that contributed little to (or interfered with) the agreed-upon reuse values. Other proposals submitted to the committee were ranked more "neutral." These tended to be overly general, or to propose specific uses (which might yet prove compatible within broader reuse plans).

In developing its values, criteria, and concept map, and in evaluating proposals, the BRC has recognized the critical element of time in achieving a fully integrated vision for the future of the Badger lands. The long-term conversion of the Badger lands allows flexibility as older uses are phased out, and new uses begin.

The BRC sought to address the question of future ownership of the Badger property by first considering the full range of ownership scenarios, and the "pros" and "cons" associated with each. Although the committee did not achieve consensus on a single recommendation, it was able to rank seven scenarios according to their perceived capacity to support the BRC's values and criteria. The two highest-ranking scenarios were (1) single ownership by the State of Wisconsin and (2) multiple ownership by the State of Wisconsin, the U.S. Department of Agriculture/Dairy Forage Research Center, and the Ho-Chunk Nation/U.S. Bureau of Indian Affairs.

The conversion of the Badger lands provides remarkable opportunities for the protection, enhancement, use, restoration, and enjoyment of the property's unique natural and cultural features. In its work, the BRC has sought to highlight these many opportunities, and to achieve a realistic, community-based, consensus vision for realizing them. In the past, the Badger lands have too often been a place of division, pain, and conflict. It is the hope of the committee that all members of our community may now contribute to a new beginning at Badger, one that honors the past while serving future generations. It is in that spirit of reconciliation that we offer this report.

# Final Report

**Badger Reuse Committee**  
including  
***Values, Criteria, Plan Elements and Concept Plan Map***  
***For the Reuse of***  
***The Badger Army Ammunition Plant Property***  
March 28, 2001

## **Introduction and Overview**

The Badger Reuse Committee was convened by the Sauk County Board of Supervisors under a U.S. Department of Labor grant to develop a consensus plan for the future uses at the Badger Army Ammunition Plant. The Committee met 16 times from July, 2000 through March, 2001. This report represents the compilation of the products and recommendations from this Committee.

## **Participants**

The Badger Reuse Committee was appointed as a board of interests in which the 21 seats were allocated to the eight major interests concerned about the future use of the Badger property. The participants were:

1. State Government (three seats)  
Darrell Bazzell, Department of Natural Resources  
David Schmiedicke, Department of Administration  
Matt Hauser, Governor's office<sup>1</sup>
  
2. Local Government (seven seats)  
William Wenzel, Sauk County  
Delvin Peets, Town of Sumpter  
Tim Healy, Town of Merrimac<sup>2</sup>  
Dean Steinhorst, Baraboo Area  
Dudley Pence, Sauk Prairie Area<sup>3</sup>  
Marcus Wenzel, Surrounding Area  
Bart Olson, Village of Merrimac
  
3. Federal Government (two seats)

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<sup>1</sup>This seat was originally represented by Jeff Schoepke.

<sup>2</sup>This seat was originally represented by Richard Grant

<sup>3</sup>This seat was originally represented by Shawn Murphy

Tom Gilbert, U.S Department of the Interior, National Park Service  
Rick Walgenbach, U.S. Department of Agriculture, Dairy Forage Research Center

4. Tribal Government (one seat)  
William Boulware, HoChunk Nation
5. Local Business (two seats)  
Milt Risgaard, Future/current interest, Sauk County Development Corporation  
Gene Dalhoff, Tourism and Recreation
6. Local Landowners (two seats)  
Betty Theissen  
Brian Kindschi
7. Historic, Cultural, and Educational Interests (two seats)  
Michael Mossman, Badger History Group  
Marsha Colby, Sauk Prairie School District<sup>4</sup>
8. Environmental, Conservation, and Cleanup Interests (two seats)  
Curte Meine, Community Conservation Coalition for the Sauk Prairie<sup>5</sup>  
Kendall Lins, Citizens for Safe Water Around Badger

Copies of the Sauk County Board Resolutions and actions concerning the creation and operation of the Badger Reuse Committee can be found in Attachments 1-3.

## **Process and Ground Rules**

The County contracted for the services of two professional facilitators from EnviroIssues of Seattle, Washington. These services were paid for from a grant from the U.S. Department of Labor and supplemental funding from the State of Wisconsin Department of Natural Resources.

At the onset of the process, the facilitators interviewed each of the participants. The interview results indicated the following:

- Committee members were willing to listen, be open-minded, share information and work towards consensus.
- In general, committee members agree that the committee is broadly representative of those who will be affected by decisions made about Badger. Some concerns are that the committee is too slanted toward government and conservation interests and that there is not enough representation of industrial interests. The committee agreed to the current make-up of the committee and it's representation as the decision-making body in this process.

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<sup>4</sup> This seat was originally represented by Tom Andres

<sup>5</sup> This seat was originally represented by Mary Yeakel

- The most important issues identified by members during the interviews include: cleanup and infrastructure; determining use and ownership; and a fair, focused, open and well-informed process.
- The values and opportunities identified by committee members were mostly expressed in terms of future use -- conservation, recreation, agriculture, industrial/commercial development.
- The best outcome for the property was expressed in terms of: the uses identified earlier; ownership and management of the property by a single entity or multiple owners with a management team including all or some of the following: State Department of Natural Resources (DNR), county and local government, Ho-Chunk Nation, and U.S. Department of Agriculture (USDA); and a process that leads to buy-in from all levels of government and the community. One of the worst outcomes, as expressed by committee members, would be for no decision to be made or that the decision would come from a vocal minority or be driven by GSA.
- Some members of the committee would like to see the State clarify it's role in the future of Badger; State representatives are interested in partnering with local and county government and providing information and resources. The roles of other government and non-government entities are described in detail in the interview summary (see attached).
- The facilitator's role, as defined by the committee, is to keep the process on track, keep information flowing, provide direction when necessary, be neutral and impartial, and keep people talking.

A complete summary of the interview results can be found as Attachment 4.

The Committee adopted its mission statement and operating ground rules by full consensus at its August meeting. The mission statement was:

The Badger Reuse Committee is an independent advisory group that broadly represents the diverse interests and needs of community and government as they relate to the reuse of the Badger Army Ammunition Plant. The primary mission of the Reuse Committee is to develop a common vision for the reuse of the Badger property that can be meaningfully considered and realistically implemented by the appropriate local, state, and federal agencies. The goal of the Reuse Committee is to develop consensus recommendations for the future reuse of the Badger property. If and when this is not possible, the Reuse Committee will communicate its recommendations, including the points of view expressed by all Committee members.

The ground rules included norms for individual work as members of the Reuse Committee; norms for work as a committee, including the use of time, consensus and decision making, subcommittees and special workgroups, and facilitators; and norms for work with others outside the committee, including external communications and public involvement. A copy of the operating ground rules is included in this report as Attachment 5. At the August meeting, the committee also created seven subcommittees to gather key pieces of information participants viewed as important to the development of a future use concept plan. These subcommittees and their members were:

- Tax and economic information: W. Wenzel, Andres, Schoepke, Olson and Lins.
- Gateway community impacts: Gilbert, Grant, Dalhoff, and Pence.
- Natural/cultural/historical resources: Mossman, Yeakel, Boulware, and Bazzell.
- Infrastructure inventory/conditions: US Army.
- Environmental cleanup/contamination: US Army, State of Wisconsin Department of Natural Resources.
- Industrial development: Steinhorst, Lins, Risgaard and Peetz.
- Salvage and demolition: Kindschi, Schmiedicke and W. Wenzel.

The committee spent parts of three months collecting and discussing basic information about the Badger property. At its September meeting, the Committee spent the day touring and learning about the Badger facility, its history, and the current conditions of the property. The October meeting and the first of two November meetings were devoted to presentations from the information gathering subcommittees.

The second November meeting and the December meeting were focused on the development and adoption of the nine key values the Reuse Committee felt should guide the future use of the Badger property.

Work on developing criteria that would guide the committee's evaluation of future land use proposals spanned the months of December, January, and February. These criteria were directly linked to the nine key values and were formally adopted in February 2001. Overlapping this work were three meetings in February open to any party who wished to present proposals and ideas for the reuse of the Badger property. The committee has evaluated 25 proposals with respect to its adopted values and criteria. A summary of these proposals and the associated committee evaluation may be found in the Evaluation of Proposals section of this report.

The final months of the process were devoted to refining the evaluations of the 25 proposals and developing and seeking consensus on specific plan elements that would support the implementation of the Reuse Committee's adopted values and criteria.

## **The Badger Army Ammunition Plant Property**

For Wisconsin and the people of Sauk County, the Sauk Prairie is unique in geologic character and ecological importance; rich in natural resources; and steeped in cultural history. From the 16th Century, when buffalo grazed the prairie and provided a home to the Sauk and Winnebago (Ho-Chunk) tribes, through the 18th Century when European immigrants settled to cultivate crops in rich soils, the Sauk Prairie adapted to and accommodated changing needs and land uses. Another history of land use on the prairie is the Badger Army Ammunition Plant, a relic of wartime construction and preparation. It has been nearly 25 years since the facility was used to support a war effort and now the Army is ready to close the facility and open the door for new uses of the property.



The General Services Administration (GSA), which acts as the federal government's real estate agent, is authorized under the Federal Property and Administrative Services Act of 1949 to dispose of and determine the reuse of excess federal property. Future reuse, ownership, and management of the Badger facility also depends on the level and extent of environmental cleanup that can be achieved by the US Army.

## **Values and Criteria**

The Badger Reuse Committee determined early in its process that clearly defined principles should guide future land use and management decisions for the Badger property. On December 2, 2000 the Reuse Committee approved nine Values for the Reuse of Badger that set out these guiding principles. To augment the Values, detailed Criteria were approved on February 27, 2001. The Criteria provide the means by which future reuse proposals will be evaluated. Each Criterion is directly tied to one of the nine Values, and together the Values and Criteria form the heart of the Badger Reuse Plan. These Values and Criteria were formally endorsed by the Reuse Committee on March 26, 2001. The approved signature copy of the Values and Criteria follows.

# **VALUES AND CRITERIA**

For the reuse of

***THE BADGER ARMY AMMUNITION PLANT PROPERTY***

**March 26, 2001**

Developed by the

**BADGER REUSE COMMITTEE**

The Badger Reuse Committee was chartered and created by  
The Sauk County Board of Supervisors

Funding for this community consensus effort was provided by  
The U.S. Department of Labor  
and  
The State of Wisconsin Department of Natural Resources

Administrative support provided by  
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206-269-5041

## PROLOGUE

The conversion of the Badger Army Ammunition Plant presents tremendous opportunities for the protection, and enhancement, use, restoration, and enjoyment of the property's unique natural and cultural features. These features, and the values they represent, can be best maintained and served over the long-term through management of the property as a whole and intact unit, regardless of formal ownership arrangements. Future uses of the Badger property should promote an appreciation of the Sauk Prairie landscape through education, restoration, research, recreation, agriculture, and other activities that are defined in a reuse plan. We, the members of the Badger Reuse Committee, believe the essential values of the Badger property can best be respected and served according to the following principles.

### VALUE 1

*The Badger property is managed as a single unit. The managers and owners of land and activities have an affirmative, formal obligation and written agreement to manage the property collaboratively and holistically, and to empower local stakeholders in identifying, discussing, and influencing major management and long-term use decisions. All stakeholders, especially local interests, support the long-term reuse vision and management activities at the Badger property.*

**Criterion 1.1:** Any and all owners/managers of the Badger property will operate within the framework of the Badger Reuse Committee's values and criteria for management and use of the property.

**Criterion 1.2:** The number of owners/managers of the Badger property should be minimized.

**Criterion 1.3:** Authorize establishment of an oversight and management board, that will be representative of the Badger property's future owners/managers and local stakeholders, to oversee implementation of a reuse plan that is consistent with the values and criteria.

**Criterion 1.4:** There should be a meaningful and useful land link between Devil's Lake State Park, the Wisconsin River, and Lake Wisconsin.

**Criterion 1.5:** Existing leases involving activities on the Badger property that are incompatible with planned and approved future uses will be phased out in a fair and agreeable manner.

## *VALUE 2*

***The U.S. Army and/or the federal government complete the highest quality cleanup of the Badger property's contaminated land, water, building, and infrastructure in a timely manner. Unwanted buildings and infrastructure are removed. Any land transfers do not entail the transfer of unforeseen cleanup responsibilities or liabilities to any party other than the federal government.***

**Criterion 2.1:** The U.S. Army and/or the federal government, as the responsible party, shall retain liability for the cleanup of the contaminated Badger property.

**Criterion 2.2:** The cost of removing unwanted and/or unneeded buildings and infrastructure will be borne by the United States government, not by state, tribal, or local governments.

**Criterion 2.3:** The final level of cleanup should not restrict future use and pose no risk to people or the environment, including soil, water, air, and biodiversity.

**Criterion 2.4:** Future uses should not contaminate nor pose the threat of additional contamination to the Badger property or to the surrounding air, land and waters, including groundwater. Future uses should ensure that Badger remains clean.

**Criterion 2.5:** Cleanup activities should provide appropriate educational and research opportunities on the Badger property.

**Criterion 2.6:** Salvage operations should preserve materials having historical value and should emphasize recycling of all other materials.

### VALUE 3

***Buildings and infrastructure needed to support cleanup activities and other approved uses are maintained. Historically significant buildings and infrastructure are adequately preserved and protected.***

**Criterion 3.1:** Funds allocated for cleanup should be used for cleanup. The U.S. Army should not spend money on improvements to buildings and infrastructure beyond that needed to support environmental protection, cleanup, and restoration activities.

**Criterion 3.2:** Historic buildings with interpretive/educational value should be identified and evaluated according to the values and criteria.

### VALUE 4

***Uses and activities at the Badger property contribute to the reconciliation and resolution of past conflicts involving the loss and contamination of the natural environment, the displacement of Native Americans and Euro-American farmers, and the effects of war.***

**Criterion 4.1:** Educational facilities should be established as part of the reuse plan.

**Criterion 4.2:** Recognition should be given to many facets of the Badger property's historic features at their locations.

**Criterion 4.3:** The community's various contributions to the war efforts should be memorialized.

### VALUE 5

***Educational, research, and recreational opportunities afforded by the Badger property's unique natural, agricultural, historical, and cultural resources are developed and made available to the public.***

**Criterion 5.1:** Educational opportunities should be made available to people of all ages in both formal and informal settings.

**Criterion 5.2:** Access for people, animals, and equipment necessary for approved uses is balanced with the protection and enhancement of Badger's natural and cultural resources and safety issues.

**Criterion 5.3:** Recreational activities should focus on Badger's natural and cultural features and values. Activities should be low-impact in nature and should be compatible with other uses and overall management goals. Efforts shall be made to accommodate appropriate recreational activities, but these activities shall have no significant detrimental impacts on the cultural and natural features of the property.

## **VALUE 6**

***Compatible agricultural opportunities at the Badger property contribute to our community. Research involving sustainable agriculture, history, and the social and natural sciences continue to be an important activity at Badger.***

**Criterion 6.1:** Conservation and agriculture should be integrated with other natural and cultural resource values and activities at Badger.

**Criterion 6.2:** Important connections between the Wisconsin River and the Baraboo Hills are recognized, and public and wildlife access between the two is developed and maintained.

**Criterion 6.3:** Research activities in the natural sciences should focus on the conservation of soils, water quality, air quality, geologic features, native wildlife, plants, and the restoration of ecological communities and processes as well as agricultural, historical, and cultural assets.

**Criterion 6.4:** Local and family farming should be included in the development of agricultural opportunities at Badger.

**Criterion 6.5:** Agricultural activities at Badger should be developed in collaboration with resource management agencies and institutions and should be compatible with the general wildlife habitat, conservation and, restoration goals/objectives for the entire property.

**Criterion 6.6:** Raising crops and grazing are the primary compatible agricultural uses.

## VALUE 7

***Uses of the Badger property will protect and enhance the natural landscape, geological features, biological communities, plant and animal populations, and ecological processes of the property and surrounding properties. The natural features and biological diversity of the site and the surrounding landscape - including the Baraboo Range National Natural Landmark, Devil's Lake State Park, the Wisconsin River, the Riverland Conservancy's Merrimac Preserve, and properties maintained by The Nature Conservancy and other private landowners - are protected and enhanced.***

**Criterion 7.1:** Encourage development of opportunities for coordination and shared management between Badger lands, adjacent and nearby natural resources, conservation areas and private lands.

**Criterion 7.2:** Unique geologic features should be protected. Aquatic, riparian, wetland, prairie, savanna, and oak woodland habitats should be restored.

**Criterion 7.3:** Ensure that the Badger property's extensive bluff and prairie views are enhanced and maintained.

**Criterion 7.4:** Future uses should not adversely affect the visual quality of the restored landscape or result in damage to natural or cultural resources. Approved uses should enhance the aesthetic quality of the Badger property.

## VALUE 8

***The Badger property's open space is a valuable part of our community's current and future character. Our community's characteristic rural landscape of small towns, farms, and natural areas is preserved, and the conversion of the Badger property is inclusive and respectful of all the diverse residents of the area.***

**Criterion 8.1:** Land uses and activities at the Badger property should not foster residential and commercial development in the Baraboo Hills or other parts of the surrounding rural landscape. Land use at Badger should be consistent with, or more restrictive than, existing town plans and zoning.

VALUE 9

***Uses and activities at the Badger property contribute to the area's economic stability and sustainability and have a positive impact on local municipalities.***

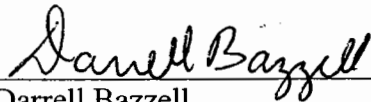
**Criterion 9.1:** Uses should benefit local economies and communities in the long-term while minimizing externalized costs and other negative effects.

**Criterion 9.2:** Future uses should emphasize and recognize the potential contribution of Badger's unique natural and cultural features to Sauk County's tourism economy.

**Criterion 9.3:** Future owners/managers will contribute to the cost of local government services.

**Criteria 9.4:** Transportation needs for property for safety and efficiency improvements in the Badger area should be recognized and accommodated provided that such improvements do not interfere with approved land uses and the long-term vision for Badger as reflected in the values and criteria.

***Endorsements by the  
Members of the Badger Reuse Committee***

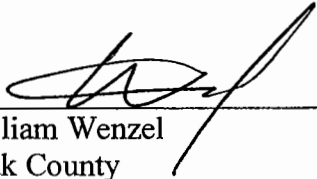


Darrell Bazzell  
Wisconsin State Department of  
Natural Resources

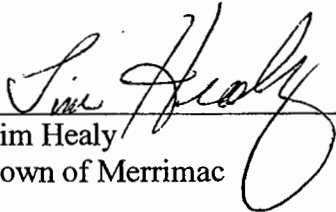
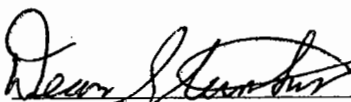


David Schmiedicke  
Wisconsin State Department of  
Administration

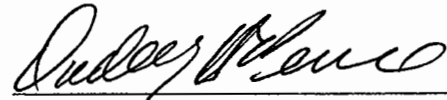
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Matt Hauser  
Governor's Office, State of Wisconsin

  
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William Wenzel  
Sauk County

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Delvin Peetz  
Town of Sumpter

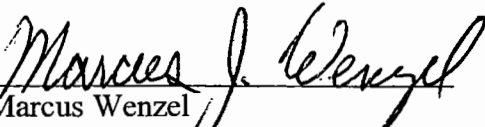
  
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Dean Steinhorst  
Baraboo Area

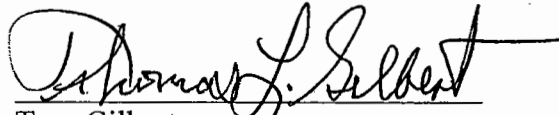


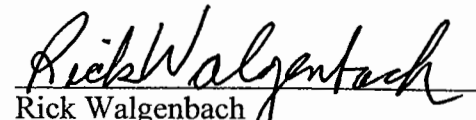
Dudley Pence  
Sauk Prairie Area

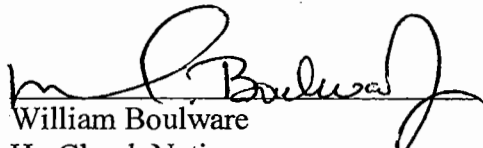


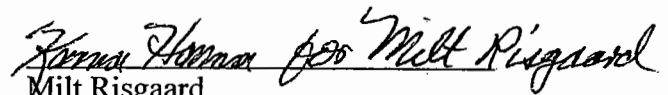
  
Marcus Wenzel  
Surrounding Area

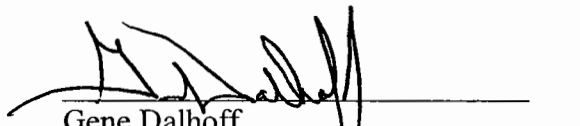
  
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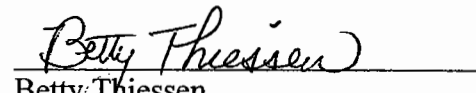
  
Tom Gilbert  
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National Park Service

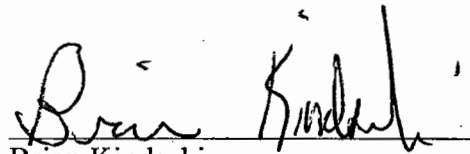
  
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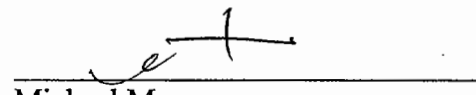
  
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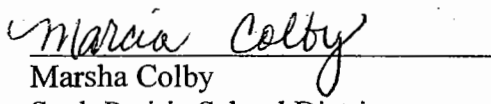
  
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Development Corporation


  
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Local Business/Tourism and Recreation

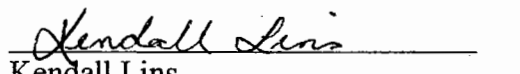
  
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Community Conservation Coalition  
for the Sauk Prairie

  
Kendall Lins  
Citizens for Safe Water Around Badger



**United States Department of Agriculture**

Research, Education, and Economics  
Agricultural Research Service

This is in reference to the Values and Criteria set forth by the Badger Reuse Committee, dated March 14, 2001, and their implementation on land under the custody and control of U.S. Department of Agriculture (USDA), Agricultural Research Service (ARS), U.S. Dairy Forage Research Center (USDFRC).

The USDA, ARS, USDFRC supports the Values and Criteria set forth by the Committee and will participate in future efforts to implement these values and goals at the former Badger Army Ammunition Plant (BAAP) to the extent authorized by law. It is understood that the primary mission of USDFRC is to develop and disseminate knowledge and tools needed to enhance sustainable and competitive dairy forage systems that are in harmony with the environment, promote animal health, and ensure a safe and healthy food supply for U.S. citizens. Land under the custody and control of USDA will be used to conduct forage genetics, forage cropping system, soil and pasture management research and to produce a variety of crops and pasture in support of this mission. The USDA, ARS does not have authority to enter into an agreement or to adhere to any decision of a management oversight board that would redirect or inhibit its ability to conduct research in support of this mission.

It is further understood that USDA, ARS' position on land ownership has not changed. Title to the 1,720 acres of land requested by the USDA should remain vested in the United States of America with custody and control transferred to USDA.

We appreciate the Committees continued support for the USDFRC and look forward to working with local stakeholders in developing and implementing activities that will promote an appreciation of the Sauk Prairie landscape. We believe that our use of this land will support this endeavor.



U.S. Dairy Forage Research Center  
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Midwest Area

*An Equal Opportunity Employer*

# Desired Future Land Use Concepts for Badger

## Educational and Support Facilities

- Museum and Archives
- Multi-Use Educational Facility
- Administrative/Service Buildings
- Demonstration Grounds
- Parking

\* location of memorials and historic structures to be preserved is yet to be determined

## Conservation and Agriculture

- Prairie/Savanna Restoration
- Agricultural Research, Demonstration, Education
- Crop Land
- Managed Grazing

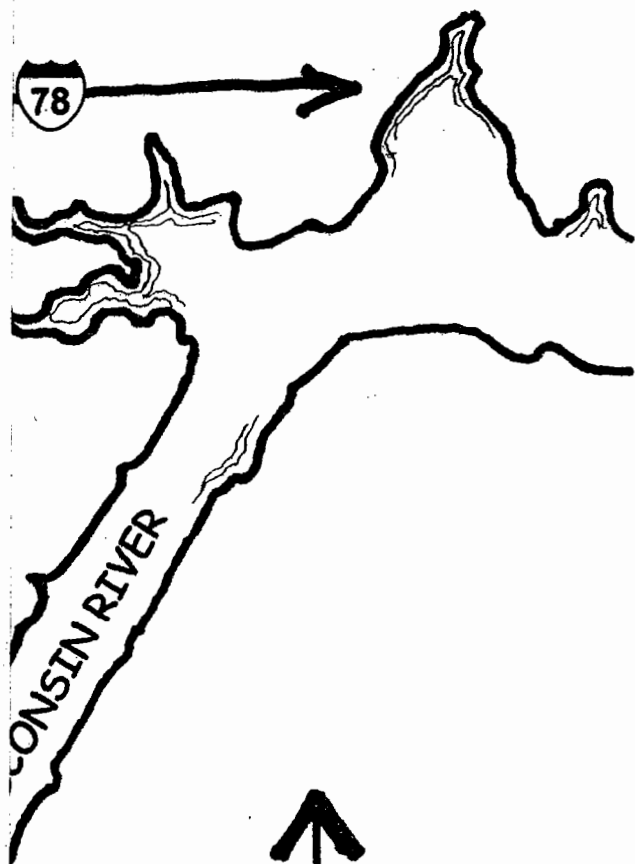
## Education and Recreation

- Peripheral Snowmobile Trail
- Recreational Trails (may include designated hiking, cross-country, bicycle, and horse trails)
- Memorials (e.g. tanks, cemeteries)
- Managed Hunting

## Restoration and Conservation

- Prairie, Savanna, Woodland and Wetland Restoration
- Prairie and Savanna Nurseries

## TRAIL/RIVERLAND SERVANCY LAND



  
NORTH

Note: The Badger Reuse Committee envisions the

## Proposed Plan Elements

The Reuse Committee approved 64 plan elements that support the adopted values and criteria. The committee was unable, prior to the completion of its work, to reach consensus on another 7 proposed plan elements. These "draft" plan elements are indicated below the approved plan elements, with asterisks. All plan elements remain numbered according to the original order in which they were presented to the committee.

## Badger Reuse Committee

### *PLAN ELEMENTS*

**Final Draft - March 27, 2001**

The Draft Plan Elements are listed in this document in the context of the Badger Reuse Committee's previously adopted prologue, value statements, and criteria. *THE FOLLOWING PLAN ELEMENTS WERE AGREED TO BY THE BADGER REUSE COMMITTEE ON MARCH 27, 2001, EXCEPT AS NOTED.*

### PROLOGUE

The conversion of the Badger Army Ammunition Plant presents tremendous opportunities for the protection and enhancement, use, restoration, and enjoyment of the property's unique natural and cultural features. These features, and the values they represent, can be best maintained and served over the long-term through management of the property as a whole and intact unit, regardless of formal ownership arrangements. Future uses of the Badger property should promote an appreciation of the Sauk Prairie landscape through education, restoration, research, recreation, agriculture, and other activities that are defined in a reuse plan. We, the members of the Badger Reuse Committee, believe the essential values of the Badger property can best be respected and served according to the following principles.

#### *VALUE 1*

The Badger property is managed as a single unit. The managers and owners of land and activities have an affirmative, formal obligation and written agreement to manage the property collaboratively and holistically, and to empower local stakeholders in identifying, discussing, and influencing major management and long-term use decisions. All stakeholders, especially local interests, support the long-term reuse vision and management activities at the Badger property.

Criterion 1.1: Any and all owners/managers of the Badger property will operate within the framework of the Badger Reuse Committee's values and criteria for management and use of the property.

***Plan Element 1.1.1:*** *This framework will be outlined and supported through a negotiated, written agreement that all current and future owners/managers will sign and implement in accordance with the values and criteria adopted by the Badger Reuse Committee.*

Criterion 1.2: The number of owners/managers of the Badger property should be minimized.

**Plan Element 1.2.1: Preference in identifying managers of activities at Badger will be given to those entities best able to implement the Reuse Committee's values and criteria, including federal, state, and local government agencies (including school districts), tribal entities, not-for-profit organizations, and agricultural leaseholders.**

**Criterion 1.3:** Authorize establishment of an oversight and management board that will be representative of the Badger property's future owners/managers and local stakeholders, to oversee implementation of a reuse plan that is consistent with the values and criteria.

**Plan Element 1.3.3: The oversight and management board shall work to secure the initial legislative and funding support needed to develop and implement a full reuse plan.**

**\*\*\*No consensus reached on this plan element\*\*\*Draft Plan Element 1.3.1: Members of the board should be selected in as democratic a manner as possible and should not be politically appointed.**

**\*\*\*No consensus reached on this plan element\*\*\*Draft Plan Element 1.3.2: The board composition should include representation of local stakeholders such as the townships of Merrimac, Sumpter, and Prairie du Sac; the towns of Prairie du Sac, Sauk City, and Baraboo; the Sauk County Board; and local representatives from local interest groups, such as CCCSP, the Badger History Group, and CSWAB.**

**\*\*\*No consensus reached on this plan element\*\*\*Draft Plan Element 1.3.4: Encourage the Wisconsin Congressional Delegation to create and pass Special Legislation that will guarantee the Values, Criteria, and Plan adopted by the Badger Reuse Committee.**

**(Choice 1): Congress grants the entire BAAP property to the State of Wisconsin under the following conditions:**

- a. Wisconsin grants to the Ho-Chunk Nation use of 1,500 acres in perpetuity.
- b. Wisconsin grants to USDADF use of 1,700 acres in perpetuity or an equal quality property including buildings and infrastructure in a mutually agreed upon location.
- c. Wisconsin agrees to establish an oversight and management board comprised of Ho-Chunk Nation, USDADF, and local stakeholders to collaborate and manage the property as a single unit.
- d. Wisconsin agrees to follow the land use and management guidelines established by the Badger Reuse Committee.

**(Choice 2):**

**1. The United States grants 1700 acres to USDA, 1500 acres to BIA (Ho-Chunk) and the remainder to the State of Wisconsin under the following conditions:**

- a. Owners agree to establish an oversight and management board comprised of owners and local stakeholders to collaborate and manage the property as a single unit.

b. *Owners agree to follow the land use and management guidelines established by the Badger Reuse Committee.*

*2. Congress appropriates additional funding to expedite and complete the soil and water cleanup plan now underway to enable completion within five years.*

a. *Congress authorizes and appropriates adequate funding to immediately begin the salvage and demolition of all unwanted buildings, equipment, and infrastructure to enable completion within five years.*

b. *The Army immediately closes its industrial leasing program to any new entrants and begins phasing out current industrial leaseholders as soon as possible in order not to interfere with the final salvage and demolition operation.*

Criterion 1.4: There should be a meaningful and useful land link between Devil's Lake State Park, the Wisconsin River, and Lake Wisconsin.

***Plan Element 1.4.1: One of the primary interests of the State of Wisconsin in ownership of part or all of the Badger property is to establish a connection for people and wildlife between Devil's Lake State Park and the Lake Wisconsin.***

Criterion 1.5: Existing leases involving activities on the Badger property that are incompatible with planned and approved future uses will be phased out in a fair and agreeable manner.

## VALUE 2

The U.S. Army and/or the federal government complete the highest quality cleanup of the Badger property's contaminated land, water, buildings, and infrastructure in a timely manner. Unwanted buildings and infrastructure are removed. Any land transfers do not entail the transfer of unforeseen cleanup responsibilities or liabilities to any party other than the federal government.

Criterion 2.1: The U.S. Army and/or the federal government, as the responsible party, shall retain liability for the cleanup of the contaminated Badger property.

***Plan Element 2.1.1: The U.S. Army shall retain liability for any as yet undiscovered contamination.***

Criterion 2.2: The cost of removing unwanted and/or unneeded buildings and infrastructure will be borne by the United States government, not by state, tribal, or local governments.

***Plan Element 2.2.1: Cannon and conservation club ranges located on the BAAP property should be closed, tested for contaminants at these sites, and cleaned up by the Army.***

***Plan Element 2.2.2: All unneeded physical structures, such as buildings, power lines, steam lines, storage tanks, roads, concrete slabs or walls, foundations, etc., shall be safely cleaned up and removed by the Army.***

***Plan Element 2.2.3: All unneeded and unwanted underground physical structures, such as pipes, drains, sewer lines, water lines, production lines, tanks, bunkers, containers, and other***

***similar structures – including surrounding soils – which do not meet applicable environmental standards for unrestricted use shall be safely cleaned up and removed by the Army.***

Criterion 2.3: The final level of cleanup should not restrict future use and pose no risk to people or the environment, including soil, water, air, and biodiversity.

***Plan Element 2.3.1: All toxic and carcinogenic hazards in all forms in soils, water, buildings or infrastructure shall be safely removed by the Army to meet current standards for unrestricted use.***

***Plan Element 2.3.2: All unneeded and unwanted buildings and infrastructure that may pose a risk to human health or safety shall be safely and completely removed by the Army.***

***Plan Element 2.3.3: It will be the responsibility of the Army to ensure that groundwater in and around Badger shall meet the WDNR's Preventative Action Limit (PAL); the only exception will be where natural background levels exceed the PAL.***

***Plan Element 2.3.4: The U.S. Army, and any future land owners/managers, will not create any new landfills or expand any existing landfills at Badger except to accommodate any approved on-site disposal needs for the demolition of on-site buildings or infrastructure.***

Criterion 2.4: Future uses should not contaminate nor pose the threat of additional contamination to the Badger property or to the surrounding air, land and waters, including groundwater. Future uses should ensure that Badger remains clean.

***Plan Element 2.4.1: The cumulative impact of current and future uses and activities both in and around Badger shall be considered in all management, land use planning, and cleanup decisions at Badger.***

Criterion 2.5: Cleanup activities should provide appropriate educational and research opportunities on the Badger property.

***Plan Element 2.5.1: Planning of cleanup and salvage activities should be undertaken in consultation with restoration specialists so as to maximize the opportunities for successful restoration.***

Criterion 2.6: Salvage operations should preserve materials having historical value and should emphasize recycling of all other materials.

***Plan Element 2.6.1: Efforts to reuse recycled materials from Badger in future on-site activities should be encouraged.***

### VALUE 3

Buildings and infrastructure needed to support cleanup activities and other approved uses are maintained. Historically significant buildings and infrastructure are adequately preserved and protected.

**Plan Element 3.0.1: *The existing road structure and parking lot facilities should be evaluated as detailed reuse plans are developed. Appropriate measures should be taken to reduce the negative impacts of existing roads and parking areas.***

Criterion 3.1: Funds allocated for cleanup should be used for cleanup. The U.S. Army should not spend money on improvements to buildings and infrastructure beyond that needed to support environmental protection, cleanup, and restoration activities.

**Plan Element 3.1.1: *Rail lines at Badger are maintained by business users only as necessary to serve existing uses. Continued use of the rail lines will be periodically reviewed by the oversight/management board.***

**Plan Element 3.1.2: *Rail lines not being used by the lessees shall be salvaged and the track right-of-way integrated into surrounding land use. Rails-to-trails options shall be explored to conserve existing rail beds.***

**Plan Element 3.1.3: *Limited road access to portions of the Badger property for restoration, education, agriculture, and other activities shall be maintained. Over time, many of the roads can be removed.***

**Plan Element 3.1.4: *As roads and infrastructure are removed, new ecological restoration techniques shall be identified to meet the needs of specific areas.***

Criterion 3.2: Historic buildings with interpretive/educational value should be identified and evaluated according to the values and criteria.

**Plan Element 3.2.1: *The State Historic Preservation Officer, the Tribal Historic Preservation Officer, local historical societies, non-profit organizations, architectural firms, and other qualified professionals should be involved in these efforts.***

**Plan Element 3.2.2: *Responsibility for the protection, preservation, and restoration of retained historic structures should be assigned as a part of the development of more detailed reuse plans.***

**Plan Element 3.2.3: *The oversight board, in collaboration with other stakeholders, shall seek funding to support initial and continuous preservation efforts.***

**Plan Element 3.2.4: *Evaluation of historically significant buildings will include the visual impact of preservation efforts in relation to conservation and recreation uses at Badger. Buildings to be preserved should be located in the central visitor area, if possible.***



**Plan Element 3.2.5: Historic structures that will not be retained should be documented through the Historic American Engineering Record and the Historic American Buildings Survey.**

#### VALUE 4

Uses and activities at the Badger property contribute to the reconciliation and resolution of past conflicts involving the loss and contamination of the natural environment, the displacement of Native Americans and Euro-American farmers, and the effects of war.

Criterion 4.1: Educational facilities should be established as part of the reuse plan.

**Plan Element 4.1.1: A centralized museum/visitor center and multi-use educational facility should be established at the west entrance of Badger.**

**Plan Element 4.1.2: The museum should highlight the many facets of Badger history, including the site's natural history, cultural history of Native Americans, European American farmers, munitions production, and agricultural history.**

**Plan Element 4.1.3: The museum should feature educational opportunities and may offer a tour of historically significant sites in an environmentally sound manner.**

**Plan Element 4.1.4: The oversight board shall work with local school districts and other educational institutions to determine how the reuse of buildings at the Badger property may best serve short and long-term educational needs and opportunities.**

Criterion 4.2: Recognition should be given to many facets of the Badger property's historic features at their locations.

**Plan Element 4.2.1: Recognition should be given to the most important historic features, including Native American sites, farmstead remnants, historical roads, settlement sites, cemeteries, town halls, churches, and schools.**

**Plan Element 4.2.2: Recognition should be given to important natural history features, including the site's diverse geological and ecological attributes.**

Criterion 4.3: The community's various contributions to the war efforts should be memorialized.

**Plan Element 4.3.1: Recognition should be given to soldiers, uniformed service personnel, workers, protesters, Badger Village residents, members of the Ho-Chunk Nation, and displaced farmers. The memorial(s) should recognize, explain, and honor these contributions without glorifying the war experience.**

**Plan Element 4.3.2: A comprehensive educational program that commemorates the past, helps avoid future conflicts, and builds community should be developed.**

## VALUE 5

Educational, research, and recreational opportunities afforded by the Badger property's unique natural, agricultural, historical, and cultural resources are developed and made available to the public.

***Plan Element 5.0.1: An active volunteer program should be developed and supported by the oversight/management board to promote reconciliation and support community participation in the ecological restoration, historical, educational, and agricultural activities at Badger.***

***Plan Element 5.0.2: The oversight/management board should explore opportunities for partnerships with state, regional and national organizations that have expertise in ecological restoration, recreation, education, and cultural resource preservation and/or the capability to raise funds for these purposes.***

Criterion 5.1: Educational opportunities should be made available to people of all ages in both formal and informal settings.

***Plan Element 5.1.1: A comprehensive educational program should be developed that includes cross-cultural educational opportunities.***

***Plan Element 5.1.2: The oversight/management board shall consult with experienced educators to examine, plan, and coordinate educational activities at the Badger property.***

***Plan Element 5.1.3: The conservation, restoration, recreation, and agricultural interests at Badger should work with local schools, colleges, universities, extension, and other educational programs to coordinate on-site educational activities.***

***Plan Element 5.1.4: Demonstration areas should be established to provide public educational opportunities related to ecological restoration, sustainable agriculture, historical preservation, and environmental cleanup.***

Criterion 5.2: Access for people, animals, and equipment necessary for approved uses is balanced with the protection and enhancement of Badger's natural and cultural resources and safety issues.

***Plan Element 5.2.1: The conditions, locations, and timing of such access should be defined according to values and criteria for the Badger property.***

***Plan Element 5.2.2: Access for those with special physical needs will be provided.***

***Plan Element 5.2.3: Pre-existing recreational uses such as, but not limited to, hunting and fishing, handicapped hunting, bicycle racing will be reviewed and efforts made to accommodate these activities.***

Criterion 5.3: Recreational activities should focus on Badger's natural and cultural features and values. Activities should be low-impact in nature and should be compatible with other uses and overall management goals. Efforts shall be made to accommodate appropriate recreational activities, but these activities shall have no significant detrimental impacts on the cultural and natural features of the property.

***Plan Element 5.3.2: The oversight/management board should examine the recreational opportunities (e.g., canoeing and fishing) afforded by the Badger property's Lake Wisconsin shoreline.***

***\*\*\*No consensus reached on this plan element\*\*\*Draft Plan Element 5.3.1: Potentially compatible uses include hiking, biking, wildlife viewing, tent camping, cross-country skiing, horseback riding, permit-based/managed hunting, and snowmobiling and all-terrain vehicle along the existing peripheral fence trail.***

## VALUE 6

Compatible agricultural opportunities at the Badger property contribute to our community. Research involving sustainable agriculture, history, and the social and natural sciences continue to be an important activity at Badger.

Criterion 6.1: Conservation and agriculture should be integrated with other natural and cultural resource values and activities at Badger.

Criterion 6.2: Important connections between the Wisconsin River and the Baraboo Hills are recognized, and public and wildlife access between the two is developed and maintained.

***Plan Element 6.2.1: A recreational corridor should be established from the southern border of the Badger property, possibly along the railroad right-of-way, to provide hiking and bike access between the Badger property and the lower Wisconsin River.***

Criterion 6.3: Research activities in the natural sciences should focus on the conservation of soils, water quality, air quality, geologic features, native wildlife, plants, and the restoration of ecological communities and processes as well as agricultural, historical, and cultural assets.

***Plan Element 6.3.1: Partnerships in agricultural work and research, including connections with the State of Wisconsin Department of Agriculture, Consumer Protection, Department of Natural Resources; the Ho-Chunk Nation; the University of Wisconsin System, UW-Extension, other colleges, and universities; local primary and secondary schools; the National Science Foundation; non-profit conservation organizations; and farmers and other private landowners in the community should be encouraged. Extension and other outreach and demonstration opportunities should be encouraged.***

***Plan Element 6.3.2: The opportunity for research continues at Badger to develop the knowledge and tools needed to enhance sustainable and competitive dairy forage systems that***

***ensure a safe and healthy food supply, promote animal health, conserve soil, water, and wildlife resources, and protect the environment.***

***Plan Element 6.3.3: Provide a mechanism for continuous scientific input into overall land management planning and decision-making, including monitoring and evaluation of management practices.***

***Plan Element 6.3.4: Agricultural research and resource management agencies and institutions work to share research findings and promote discussion of sustainable farming practices with local farmers, landowners, and other stakeholders.***

Criterion 6.4: Local and family farming should be included in the development of agricultural opportunities at Badger.

***Plan Element 6.4.1: Collaborative programs to explore new directions in sustainable agriculture and to strengthen relationships among local farmers, residents, agricultural researchers, Sauk County extension service employees, conservationists, and the owner/manager(s) of the Badger property should be developed.***

Criterion 6.5: Agricultural activities at Badger should be developed in collaboration with resource management agencies and institutions and should be compatible with the general wildlife habitat, conservation and, restoration goals/objectives for the entire property.

***Plan Element 6.5.1: Agricultural activities should be integrated with the educational activities and opportunities on the Badger property. Education, interpretation, and demonstration activities should highlight the history of agriculture (Native American and European) in the area, as well as innovations and current research in sustainable agriculture.***

Criterion 6.6: Raising crops and grazing are the primary compatible agricultural uses.

***Plan Element 6.6.2: Existing agricultural leases should be continued and administered by the owner/manager(s) until such time as the land may be needed to meet other reuse goals. Lessees and the owner/manager(s) shall work together to ensure that land stewardship meets high conservation standards using best management practices.***

***\*\*\*No consensus reached on this plan element\*\*\* Draft Plan Element 6.6.1: Agriculture related activities that require new [or extensive] structures [excluding equipment and animal shelters] are not considered compatible.***

## VALUE 7

Uses of the Badger property will protect and enhance the natural landscape, geological features, biological communities, plant and animal populations, and ecological processes of the property and surrounding properties. The natural features and biological diversity of the site and the surrounding landscape - including the Baraboo Range National Natural Landmark, Devil's Lake State Park, the Wisconsin River, the Riverland Conservancy's Merrimac Preserve, and properties maintained by The Nature Conservancy and other private landowners - are protected and enhanced.

Criterion 7.1: Encourage development of opportunities for coordination and shared management between Badger lands, adjacent and nearby natural resources, conservation areas and private lands.

***Plan Element 7.1.1: The Oversight/Management Board will include representatives of local conservation organizations and private landowners, and will pursue opportunities for collaborative activities.***

Criterion 7.2: Unique geologic features should be protected. Aquatic, riparian, wetland, prairie, savanna, and oak woodland habitats should be restored.

***Plan Element 7.2.1: Ecological restoration activities should recognize and build upon prairie and savanna projects already initiated by the Department of Defense.***

***Plan Element 7.2.2: Ecological restoration activities should strive to restore the Badger property's unique gradient of natural communities from prairie to savanna to woodland to forest.***

***Plan Element 7.2.3: Ecological restoration activities should seek to include the broadest range of native floral and faunal species.***

***Plan Element 7.2.4: Further geological and biological surveys and inventories of existing resources should be undertaken to ensure that land management decisions are based on the most reliable scientific information.***

Criterion 7.3: Ensure that the Badger property's extensive bluff and prairie views are enhanced and maintained.

Criterion 7.4: Future uses should not adversely affect the visual quality of the restored landscape or result in damage to natural or cultural resources. Approved uses should enhance the aesthetic quality of the Badger property.

***Plan Element 7.4.1: Cultivation of land for agricultural purposes is not deemed an adverse visual impact.***

***Plan Element 7.4.2: Industrial or commercial activities (excluding those necessary to support approved recreational, educational, agricultural, or historical preservation activities) are not compatible uses.***

**Plan Element 7.4.3: To the extent possible, rents from all leases should be devoted to furthering the restoration, education, environmental, agricultural, and recreational goals of the reuse plan.**

**\*\*\*No consensus reached on this plan element\*\*\* Draft Plan Element 7.4.4: Rail traffic within the boundary of the Badger property, as well as storage of railcars within the property, are not compatible uses.**

#### VALUE 8

The Badger property's open space is a valuable part of our community's current and future character. Our community's characteristic rural landscape of small towns, farms, and natural areas is preserved, and the conversion of the Badger property is inclusive and respectful of all the diverse residents of the area.

Criterion 8.1: Land uses and activities at the Badger property should not foster residential and commercial development in the Baraboo Hills or other parts of the surrounding rural landscape. Land use at Badger should be consistent with, or more restrictive than, existing town plans and zoning.

**Plan Element 8.1.1: The Badger property should remain zoned as exclusive agricultural or agriculture conservation, in accordance with the existing land use plans of Sumpter and Merrimac Townships.**

#### VALUE 9

Uses and activities at the Badger property contribute to the area's economic stability and sustainability and have a positive impact on local municipalities.

Criterion 9.1: Uses should benefit local economies and communities in the long-term while minimizing externalized costs and other negative effects.

**Plan Element 9.1.1: Consideration of potential future uses should take into account the intangible benefits of the area's quality of life as well as non-monetary economic impacts, including externalized costs and benefits.**

**Plan Element 9.1.2: Consideration of potential future uses should recognize the economic benefits of services provided by natural and restored communities (such as groundwater recharge, air purification, nutrient cycling, and soil fertility), and the contribution of these services to the quality of life in Sauk County.**

Criterion 9.2: Future uses should emphasize and recognize the potential contribution of Badger's unique natural and cultural features to Sauk County's tourism economy.

Criterion 9.3: Future owners/managers will contribute to the cost of local government services.

**Plan Element 9.3.1: Contributions will be made through taxes, fees, payments in lieu of taxes, or other agreed upon mechanisms to the extent allowed by law.**

Criteria 9.4: Transportation needs for property for safety and efficiency improvements in the Badger area should be recognized and accommodated provided that such improvements do not interfere with approved land uses and the long-term vision for Badger as reflected in the values and criteria.

***Plan Element 9.4.1: All possible transportation proposals shall be considered by the oversight/management board for their compatibility with the approved land uses and long-term vision for the Badger property.***

***\*\*\*No consensus reached on this plan element\*\*\* Draft Plan Element 9.4.2: The Railroad right-of-way through Badger should be removed as it is not compatible with the land use plan and the very limited use of the track by only one private company in the Town of Prairie du Sac does not warrant continued operation and maintenance. The entire Railroad right-of-way beginning at the southern property line of Badger and extending to the Village of Merrimac should be transferred from the Department of Transportation to the Department of Natural Resources and converted to a recreation trail as it would allow a scenic connection between Badger, the Sauk Prairie Riverwalk, Mazomanie Wildlife Area, and Blackhawk Ridge.***

## **Evaluation of Proposals**

The Reuse Committee evaluated 25 proposals for the future use of Badger based on its adopted Values and Criteria. A summary of each of those proposals may be found in Attachment 6. The Committee prepared two evaluations, both of which yielded essentially the same results. The first round of evaluations had greater participation by Committee members, but was less precise in its measurement. Round two attempted to verify those findings with a greater degree of accuracy. The tabulation of the Committee's Round Two evaluation scores for each of the 25 proposals can be found in Attachment 7.

Reuse Committee members were asked to rank each of 25 proposals for reuse of some or all of Badger's lands using "+" (i.e., the proposal was viewed as consistent with the particular value and its criteria), "0" (i.e., the proposal was viewed as not addressing the particular value and its criteria or having a neutral impact on accomplishing the value), and "-" (i.e., the proposal was viewed as inconsistent with the value and its criteria). The ranking of the various proposals, when tabulated, fell into three fairly clear categories.

Those which have a very high number of positive scores, no or very few negative scores, and a very low or moderate level of neutral scores (listed in the order of the proposal that received the highest number of positive scores) are:

- Community Conservation Coalition for the Sauk Prairie
- The Nature Conservancy
- Badger History Group
- Vision for Agriculture and Conservation Working Together
- David H. Bennett (In Support of the State of Wisconsin Letter of Interest)
- Society for Conservation Biology
- UW-Madison Center for Restoration Ecology

- Citizens for Safe Water Around Badger
- On Behalf of Sportsmen

Various methods of statistical analysis were used to compare the scores of all proposals and the same proposals consistently were in the top group.

*These proposals seemed to have been ranked higher by Reuse Committee members because, compared to other proposals, they generally:*

- *Addressed the reuse of the entire property, rather than only a portion (Value 1),*
- *Necessitate the complete cleanup of Badger, including removal of nearly all buildings and infrastructure (Value 2), and*
- *Include elements that address most of the reuse goals implied in Values 3-9.*

Proposals that consistently had the lowest scores (listed in order of the proposal that had the highest number of negative scores) are:

- Prison and MATC Branch (Zipsie)
- Chemical Plant (Wolf)
- Pink Lady Rail Transit Commission
- Lindsey and Osborne Partnership, LLP
- Sauk County Landfill
- ORBITEC
- Merrimac to Bluffview Road
- Sauk Prairie Police Department - Use of the Canon Range

*These proposals seemed to have been ranked very low by Reuse Committee members because they generally:*

- *Address the reuse of only portions of the Badger property and/or have the potential to break up the property in a way that managing it as a single unit would be difficult (Value 1),*
- *Do not necessarily require the removal of unwanted buildings and infrastructure, and/or have the potential of introducing other contamination of the Badger property (Value 2),*
- *Propose singular uses that would contribute little to, and in some cases would interfere with, the accomplishment of the reuse Values 3-9.*

The remaining proposals, which tended to have a higher level of neutral scores, and therefore lower positive and negative scores (listed in the order of the proposal that had the highest number of positive scores) are:

- Marcus Gumz Foundation
- The Evermor Foundation
- David Fordham
- Sauk Prairie School District
- Association of Sauk County Snowmobile Clubs
- Wisconsin Department of Transportation (re: USH 12 and STH 78)
- Agriliance
- Madison Area Recreational Equestrian Sisters



*These proposals seemed to have been ranked neither high or low by Reuse Committee members because they generally:*

- *Propose a singular use that would not necessarily interfere with the accomplishment of the Committee's vision for the reuse of Badger, and therefore might be integrated with other proposals which do address reuse of the entire Badger property, or*
- *Make general suggestions about the reuse of Badger, but lack enough specificity for ranking them more definitively, or*
- *Contain an element of time for integrating a broad variety of interim uses, culminating in an eventual accomplishment of the Committee's vision for the reuse of Badger.*

## **Evaluation of Ownership Options**

At its final meetings on March 26 and 27, 2001, the Reuse Committee discussed seven possible ownership scenarios in light of its adopted Values and Criteria. The group did not reach consensus to endorse a single recommendation for future ownership, but it was able to determine a relative ranking of the seven ownership scenarios.

The ranking process was based on each member choosing a first, second, and third preference of ownership options as the member viewed each one's capacity for best supporting the Committee's Values and Criteria. While this ranking does not represent a formal consensus of the Committee, it reflects the preference of a majority of the group for the relative acceptability of each of the seven scenarios in relation to each other and in relation to the adopted Values and Criteria.

Ownership Scenario	First Preference	Second Preference	Third Preference
1. State of Wisconsin (1 owner)	11	1	3
2. State of Wisconsin, USDA/DFRC, and BIA/Ho-Chunk ownership (3 owners)	5	8	2
3. Federal, state, and local ownership	0	4	3
4. Federal, state, local, and private ownership	0	0	0
5. State and local ownership	0	3	3
6. Partial federal ownership and public auction of remaining property	0	0	1
7. Non-profit ownership	1	1	3

Therefore, the ownership scenario that appears to best support the Badger Reuse Committee's adopted Values and Criteria is ownership by the State of Wisconsin (one owner). This preference is followed by multiple ownership by the State of Wisconsin and two federal entities, the U.S. Department of Agriculture/Dairy Forage Research Center, and the Bureau of Indian Affairs/Ho-Chunk Nation (three owners).

## **Next Steps for Implementation**

The Reuse Committee identified a number of follow-up activities to complete its work:

- Draft an Executive Summary for the Committee's final report - Curt Meine, lead.
- Draft a resolution requesting that the U.S. Army not initiate any new leases at the Badger property - Bart Olson, lead. See Attachment 8.
- Committee work to continue to see its Values, Criteria and Plan Elements implemented - Bill Wenzel, lead.
- Develop a message for the General Services Administration and others who will receive the Committee's report - Sauk County staff, lead.
- Present Committee's work and findings to the Sauk County Planning Zoning and Land Records Committee public hearing on April 24 and the Sauk County Board meeting on May 15 - Curt Meine and Brian Kindschi, leads.

The Committee also identified a number of groups and individuals who should receive a copy of its final report:

- Members of the Badger Reuse Committee
- Sauk County Board
- General Services Administration
- Members of the Wisconsin Congressional Delegation
- Governor of the State of Wisconsin
- Members of the State of Wisconsin Legislature
- Local governments
- U.S. Department of Agriculture
- U.S. Department of the Interior
- U.S. Department of Labor
- Ho-Chunk Nation
- U.S. Army
- Media
- Local libraries
- Individuals and organizations who presented reuse proposals to the Committee

The Committee also requested that a copy of its final report be posted on the Sauk County website.

## **Attachments**

- **Attachment 1:** Sauk County Board of Supervisors Resolution No. 5-2000 Recommending Sauk County apply for the \$100,000 grant from the U.S. Department of Labor in order to complete a local reuse planning process for the Badger Army Ammunition Plant
- **Attachment 2:** Sauk County Board of Supervisors Resolution No. 73-2000 Recommending EnviroIssues for facilitation services as described in their proposal relating to the reuse of the Badger Army Ammunition Plant
- **Attachment 3:** Minutes of the May 16, 2000 meeting of the Sauk county Board of Supervisors (includes the appointment of members of the Badger Army Ammunition Plant Reuse Committee)
- **Attachment 4:** Summary of Interviews with the Badger Reuse Committee
- **Attachment 5:** Badger Reuse Committee Operating Ground Rules
- **Attachment 6:** Reuse Proposals Evaluated by the Committee
- **Attachment 7:** Tabulation of Evaluation Scores for Reuse Proposals
- **Attachment 8:** Resolution Opposing New or the Expansion of Non Agricultural Leases for the Badger Army Ammunition Plant

RESOLUTION NO. 5 - 2000

**Recommending Sauk County apply for the \$100,000 grant from  
the U.S. Department of Labor in order to complete a local reuse planning process  
for the Badger Army Ammunition Plant**

**WHEREAS**, the future disposition of the lands now occupied by the Badger Army Ammunition Plant (BAAP) is a matter of great importance to the present and future residents of Sauk County and the BAAP site occupies a critical location in the Sauk County landscape, linking Devil's Lake State Park, the Baraboo Hills and the Lower Wisconsin River way; and

**WHEREAS**, future land use decisions regarding BAAP will have direct impacts on the economy and the natural environment of Sauk County and nearby municipalities for generations to come and protection of the BAAP property from ill-considered development will help support the existing and future systems of nearby private and public natural and economic development areas; and

**WHEREAS**, the necessary decisions regarding BAAP's future are complex, involving several levels of government, as well as multiple jurisdictions and legal authorities at the local level; and

**WHEREAS**, a locally driven reuse planning process could resolve the outstanding issues concerning BAAP's future land uses and zoning designations, property ownership, and management; and

**WHEREAS**, Sauk County has become aware that \$100,000 in funds from the U.S. Department of Labor is available for the County to use in a local reuse planning process involving all of the various stakeholders and both the Towns of Merrimac and Sumpter have requested the County to apply for these available funds; and

**WHEREAS**, your Planning, Zoning & Land Records Committee feels strongly that a locally driven reuse process could resolve the outstanding issues at BAAP and the available funds could be utilized to conduct a local reuse process involving the various stakeholders.


**NOW, THEREFORE, BE IT RESOLVED**, by the Sauk County Board of Supervisors, met in regular session, that Sauk County apply for the \$100,000 in available funds from the U.S. Department of Labor in order to conduct a locally driven reuse planning process for the Badger Army Ammunition Plant with the various stakeholders. A proposed group process, list of possible stakeholders and possible uses for the grant moneys is attached.

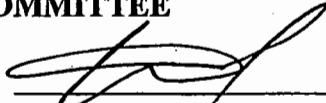
#5-2000

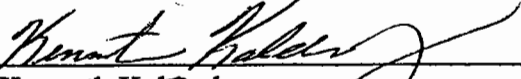
For consideration by the Sauk County Board of Supervisors on January 18, 2000

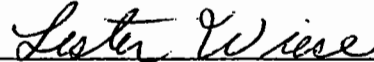
Respectfully submitted,

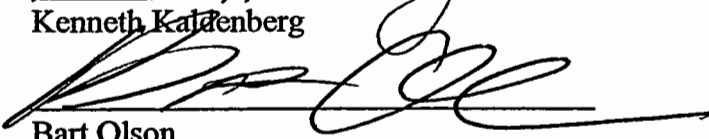
**PLANNING, ZONING & LAND RECORDS COMMITTEE**

  
\_\_\_\_\_  
Norvin Penshorn, Chairperson

  
\_\_\_\_\_  
William Wenzel

  
\_\_\_\_\_  
Kenneth Kalenberg

  
\_\_\_\_\_  
Lester Wiese

  
\_\_\_\_\_  
Bart Olson

Fiscal impact: \$100,000, when received, will be placed in account #100-63-42486000 for use in the Stakeholders group process.

KPB

# Badger Army Ammunition Plant - Stakeholders Group Process 2000

## A. Proposed Organizational Tasks

### *January 2000*

- The Sauk County Board of Supervisors approve the draft proposal for the federal grant application. The Planning & Zoning staff will be working and coordinating with staff from U.S. Congresswoman Tammy Baldwin's office to prepare and submit the application.
- The grant application is completed and submitted.

### *February 2000*

- The staff will draft and distribute the RFP's/RFQ's to potential facilitator/planning firms.
- The Planning & Zoning staff will begin searching for potential Stakeholders appointees and will provide a list of candidates to Chairman Rose for final appointments.

### *March 2000*

- Chairman Rose appoints the Stakeholders group, with confirmation by the County Board.
- The Planning, Zoning & Land Records committee will interview consulting firms and make a recommendation of firm or firms, with the County Board approving the selection.

### *April 2000*

- The firm(s) and staff finalize the Stakeholders group process, schedule and other needs.
- Meeting space, arrangements and other needs are finalized.

### *May 2000*

- The Badger Army Ammunition Plant Stakeholders group process begins. One representative for each agency/interest listed will be appointed. The Stakeholders group will then elect officers and adopt by-laws.

### *Prospective Owners/Governance:*

1. United States Department of Agriculture - Dairy Forage Research Center
2. United States Department of the Interior - Bureau of Indian Affairs - Ho Chunk Nation
3. State of Wisconsin
4. Sauk County
5. Town of Merrimac
6. Town of Sumpter

### *Issue Representatives:*

7. Agriculture and Rural Concerns
8. Urban Concerns
9. Tourism/Recreation
10. Business/Commercial
11. Environmental
12. Environmental Clean Up
13. History and Cultural
14. Education
15. Transportation

# Badger Army Ammunition Plant - Stakeholders Group Process 2000

## B. Proposed Schedule of Process/Tasks

### *1st Quarter (What are the current conditions?)*

- Staff to explain planning process and Stakeholders assignment
- Stakeholder's complete group building exercises
- Staff and others present initial reports and information about the property (including federal, local processes and requests for property)

### *2nd Quarter (What are the issues that need to be considered?)*

- Stakeholders and others identify and discuss issues
- Staff reviews current conditions and inventories with Stakeholders and identify any other informational needs
- Stakeholders conduct detailed issue exploration and discussion

### *3rd Quarter (What are all the alternatives for the property and impacts of these alternatives?)*

- Final information/inventories are collected and presented
- Stakeholders begin listing and discussing alternatives for the property
- Staff and others discuss impacts of the various alternatives - environmental and secondary
- Stakeholders continue reviewing and analyzing alternatives

### *4th Quarter (What is the best alternative and how do we make it happen?)*

- Stakeholders narrow down alternatives and explore them
- Stakeholders choose final alternative and begin discussing implementation
- Stakeholders and staff draft final plan for the property with an implementation schedule
- Plan and implementation schedule is presented to appropriate agencies

## C. Possible Uses/Needs of the Federal Grant

- Lead Facilitator/Planner to ensure the planning process remains on track, and organize and conduct meetings. The selected facilitator/planner will generate discussion where and when needed and ensure that all issues are reasonably explored. The selected facilitator/planner will mediate differences and strive for consensus on the reuse plan.
- Fill any information/inventory of existing conditions needs. Especially important will be a facilitator/planner with experience in federal property and disposal processes.
- Legal advice to supplement County Counsel, including federal disposal and transfer law and federal and state environmental remediation laws and procedures.
- Any other facilitation, planning, engineering, and/or legal services as needed.

RESOLUTION NO. 73 - 2000

Recommending Enviro Issues for facilitation services as described in their proposal relating to the reuse of the Badger Army Ammunition Plant

**WHEREAS**, by Resolution No. 5-2000 dated January 18, 2000, the Honorable Board of Supervisors resolved that Sauk County should apply for the available funds from the U.S. Department of Labor in order to conduct a locally driven reuse planning process for the Badger Army Ammunition Plant; and

**WHEREAS**, on February 16, 2000, the Sauk County Planning & Zoning Department submitted requests for proposals to 19 candidates asking for their approach at a facilitated stakeholder process which will result in a consensus plan for the future uses at the Badger Army Ammunition Plant; and

**WHEREAS**, the Sauk County Planning, Zoning & Land Records committee held interviews with 9 potential candidates on March 28, 29 and 30, 2000; and

**WHEREAS**, the Planning, Zoning & Land Records committee believes that the hiring of a facilitator with experience and expertise in federal property disposal law, associated environmental law and property clean up, and leading diverse groups through politically charged processes is most desirable for assisting the county in developing a reuse plan for the Badger Army Ammunition Plant.

**NOW, THEREFORE, BE IT RESOLVED**, by the Sauk County Board of Supervisors, met in regular session, that Sauk County is hereby authorized to contract with Enviro Issues in order to assist the county in a facilitated process which will result in a consensus plan for the future uses at the Badger Army Ammunition Plant;

**AND BE IT FURTHER RESOLVED**, that a contract acceptable to Sauk County shall be negotiated between Enviro Issues subject to review by the Corporation Counsel and receipt of the grant authorization from the U.S. Department of Labor;

**AND BE IT FURTHER RESOLVED**, that no costs be incurred prior to the receipt of the grant authorization from the U.S. Department of Labor and the bills presented for payment shall be presented to, will be reviewed, approved and paid by the Planning, Zoning & Land Records committee;

**AND BE IT FURTHER RESOLVED**, that the U.S. Department of Labor Employment and Training grant be utilized to pay for the agreed upon services.

For consideration by the Sauk County Board of Supervisors on April 18, 2000.

Respectfully submitted,  
**PLANNING, ZONING & LAND RECORDS COMMITTEE**

\_\_\_\_\_  
Norvin Penshorn, Chairperson

\_\_\_\_\_  
William Wenzel

\_\_\_\_\_  
Bart Olson

\_\_\_\_\_  
Lester Wiese

Fiscal Note: This resolution would authorize spending up to the amount of the U.S. Department of Labor grant to be received on or about July 1, 2000. Expenses shall not be incurred until the grant authorization from the U.S. Department of Labor is actually received by the county.

KFB



**MINUTES OF THE , MAY 16, 2000  
MEETING OF THE  
SAUK COUNTY BOARD OF SUPERVISORS**

The adjourned session of the Sauk County Board of Supervisors was called to order at 6:00 P.M. by Chairperson Rose in County Board Room #326 of the West Square Building, 505 Broadway, Baraboo, Wisconsin.

Compliance with the Open Meeting Law was verified.

Roll call was taken, with all present.

The invocation and pledge of allegiance were given.

Chairperson Rose noted items which had been withdrawn from the agenda: pages 7 - 10: **UNFINISHED BUSINESS.**

**#71-00 Resolution by the PLANNING, ZONING, AND LAND RECORDS COMMITTEE Opposing New or the Expansion of Non Agricultural Leases For the Badger Army Ammunition Plant Pending Approval of the Final Reuse Plan.** (Referred back to Committee at the April 18, 2000 Board Meeting.)

AND

**#72-00 Resolution by the PLANNING, ZONING, AND LAND RECORDS COMMITTEE Recommending Consideration of the Badger Army Ammunition Plant for the Wisconsin Centennial Park.** (Referred back to Committee at the April 18, 2000 Board Meeting.)

AND

the copy not available **Resolution by the BUILDING PROJECTS COMMITTEE Authorizing Retaining Robert W. Baird & Company as Financial Advisor for the Law Enforcement Center Building Project was taken off the agenda by the Building Projects Committee.**

Moved by Shanks, seconded by Carlson, to approve the agenda for today's session, with above noted changes. Motion carried unanimously.

Beverly J. Mielke, Sauk County Clerk, announced corrections to the minutes of the April 18, 2000 Organizational Meeting of the Sauk County Board of Supervisors: Resolution #'s 86-00, 87-00, and 88-00 are by the Executive & Legislative Committee.

Moved by Blum, seconded by Laufenberg, to approve the minutes of the previous session with the above noted corrections. Motion carried unanimously.

**COMMUNICATIONS:**

Beverly J. Mielke, Sauk County Clerk, gave notice of receipt of a form from Supervisor Hartje Reporting of Financial Interest with Sauk County.

Beverly J. Mielke, Sauk County Clerk, noted receipt of a letter from Ken Leonard, Director, WisDOT Bureau of Planning, regarding the State Highway Plan 2020 (SHP 2020).

Beverly J. Mielke, Sauk County Clerk, noted receipt of a letter from Jeanie Sieling, Director Dane County Planning and Development Department, giving notice of a public hearing regarding amending the Dane County Farmland Preservation Plan by adopting an amendment to the Town of Dunkirk Land Use Plan.

Beverly J. Mielke, Sauk County Clerk, noted receipt of a letter from the State Historical Society of Wisconsin giving notice that the Lachmund Family House located at 717 Water St., Sauk City, Sauk County, Wisconsin has been entered in the National Register by the Secretary of the Interior, and listed in the State Register of Historic Places by the State Historic Preservation Officer.

Beverly J. Mielke, Sauk County Clerk, noted receipt of a letter from Jeanie Sieling, Director of the Dane County Planning and Development Department, giving notice of a public hearing regarding amending the Dane County Farmland Preservation Plan by adopting an amendment to the Town of Blooming Grove Land Use Plan.

Beverly J. Mielke, Sauk County Clerk, noted receipt of a letter from Joyce Hartzell, Clerk of the Township of Freedom, in support of the Kraemer Company's continued operation of the LaRue Quarry.

Beverly J. Mielke, Sauk County Clerk, noted receipt of a letter from Jeanie Sieling, Director of the Dane County Planning and Development Department, giving notice of a public hearing amending the Dane County Farmland Preservation Plan by adopting an amendment to the Town of Cross Plains Land Use Plan.

**CLAIMS:**

Beverly J. Mielke, Sauk County Clerk, gave notice of a claim received from Marcus J. Gumz regarding Open Air Assembly Ordinance adoption. Chairperson Rose referred said claim to the Executive & Legislative Committee.

**PUBLIC COMMENT:**

Chairperson Rose gave the public an opportunity to comment, with no response.

**APPEARANCES:**

Pam Karg addressed the Board with a final Alice in Dairyland update.

**Gene Wiegand, Administrative Coordinator** presented the 1999 Annual Report, and addressed the Board regarding the upcoming County Board Training; and the 2001 Budget Process.

**Todd Liebman, Sauk County Corporation Counsel** gave an update on revision of the Sauk County Code of Ordinances.

**Attorney Mark Hazelbaker, and Gerald Derr, President of the Dane County Towns Association,** addressed the Board with issues relating to the dissolution of the Dane County Regional Planning Commission, and the future of a multi-county regional planning agency.

**Tim Stone, and Scott Fettig representative from the DLR Group/Justice Facilities Consultants,** addressed the Board with the siting and design concepts on Sauk County Law Enforcement Center.

**Chairperson Rose requested confirmation of the following Appointments:**

1. Confirm re-appointment of Dr. Thomas Midthun to the **Sauk County Board of Health**; term expires 4/15/03. Moved by Laufenberg, seconded by Giebel, to accept the above appointment. Motion carried unanimously.
2. Confirm re-appointment of Sharon Vierbicker to the **Sauk County Board of Health**; term expires 4/15/03. Moved by Dippel, seconded by O'Brien, to accept the above appointment. Motion carried unanimously.
3. Confirm re-appointment of Charles Moritz to the **Sauk County Commission on Aging**; term expires 5/21/03. Moved by Cassity, seconded by Earl, to accept the above appointment. Motion carried unanimously.
4. Confirm appointment of Buddy Bethke, Spring Green, to the **Sauk County Commission on Aging** to replace Lavon Puttkamer; term expires 5/21/03. Moved by Schmitz, seconded by Haugen, to accept the above appointment. Motion carried unanimously.
5. Confirm appoint Eugene Robkin to the **Badger Environmental Board of Advisors (BEBA)** to succeed Darlene Hill. Moved by O'Brien, seconded by Montgomery, to accept the above appointment. Motion carried unanimously.
6. Confirm the following appointments to the **Badger Army Ammunition Plant Reuse Committee** and include per diem and mileage payment to Sauk County Board members:

<b>1. State Government (3)</b>	
A. Department of Natural Resources	Darrell Bazzell, Deputy Secretary
B. Department of Administration	David Schmiedicke, Environmental and Commercial Resources Team Leader
C. Governor's Office	Jeff Schoepke, Policy Advisor
<b>2. Local Government (7)</b>	
A. Sauk County	William Wenzel

B. Town of Sumpter	Delvin Peetz, Chairman
C. Town of Merrimac	Richard Grant, Chairman
D. Baraboo Area	Dean Steinhorst, City of Baraboo Mayor
E. Sauk Prairie Area	Shawn Murphy
F. Surrounding Area	Marcus Wenzel
G. Village of Merrimac	Bart Olson
<b>3. Federal Government (2)</b>	
A. Department of the Interior	To be determined
B. Department of Agriculture	Rick Walgenbach, Dairy Forage Research Center Manager
<b>4. Tribal Government (1)</b>	
A. Ho Chunk Nation	William Boulware, Office of the President
<b>5. Local Business (2)</b>	
A. Future/current interest (Sauk County Development Corporation)	Milt Risgaard
B. Tourism/Recreational	Gene Dalhoff
<b>6. Local Landowners (2)</b>	
	A. Betty Thiessen
	B. Brian Kindschi
<b>7. Historic/Cultural/Educational (2)</b>	
A. Badger History Group	Michael Mossman, Director
B. Sauk Prairie School District	Tom Andres
<b>8. Environmental/Conservation/Clean up (2)</b>	
A. Community Conservation Coalition for the Sauk Prairie	Mary Yeakel
B. Citizens for Safe Water Around Badger	Kendall Lins

Moved by Blum, seconded by Alexander, to accept the above appointments, and include per diem and mileage payment to Sauk County Board members. Motion carried unanimously.

7. Confirm the following appointments to the **Baraboo Range Commission**, and include per diem and mileage payment to Sauk County Board members:

a. **Terry Turnquist** - One year term expiring May 31, 2001.

b. **Roger Shanks** - Two year term expiring May 31, 2002.

Moved by Geffert, seconded by Zowin, to accept the above appointments, and include per diem and mileage payment to Sauk County Board members. Motion carried unanimously.

8. Confirm Standing Committee and Special Committee, Board and Commission Appointments of the Sauk County Board of Supervisors. Moved by Meister, seconded by Dippel, to accept the above appointment. Motion carried unanimously. Chairperson Rose noted all Board members had also received a paper showing the 2000-2002 Sauk County Standing Committee Chairpersons, meeting dates and times.

**2000 - 2002  
STANDING COMMITTEES  
OF THE  
SAUK COUNTY BOARD OF SUPERVISORS:**

**AGRICULTURE, EXTENSION, EDUCATION & LAND CONSERVATION  
COMMITTEE:**

John Bernien, Chairperson  
Lester Wiese  
Katherine Zowin  
Harlan Sprecher  
Gerald Lehman

**ARTS, HUMANITIES, CULTURE AND HISTORIC PRESERVATION COMMITTEE:  
COUNTY BOARD MEMBERS**

Dorothy Williams, Chairperson  
Arthur Carlson  
Dean O'Brien  
John Bernien  
Melvin Rose

**ENVIRONMENTAL RESOURCES COMMITTEE:**

John Schmitz, Chairperson  
Paul Endres  
Lowell Haugen  
Robert Cassity  
John Bernien

**EXECUTIVE & LEGISLATIVE COMMITTEE:**

Melvin Rose, Chairperson  
Paul Endres  
William Wenzel  
Marvin Giebel  
Roger Shanks

**FINANCE COMMITTEE:**

Robert Geffert, Chairperson  
Ewald Blum  
William Schreiber  
Melvin Rose  
Roger Shanks

**HEALTH CARE CENTER GOVERNING BOARD:**

Robert Geffert, Chairperson  
Arthur Carlson  
Dean O'Brien  
Dennis Bender  
Eugene Robkin

**HUMAN SERVICES BOARD:**

**County Board Members:**

Christine Sloat, Chairperson  
Al Dippel  
Scott Alexander  
John Earl  
Ewald Blum  
Paul Endres

**LAW ENFORCEMENT & JUDICIARY COMMITTEE:**

Charles Montgomery, Chairperson Law Enforcement  
Dorothy Williams, Chairperson Judiciary  
Marvin Giebel  
William Wenzel  
Arthur Carlson

**MANAGEMENT INFORMATION SYSTEMS, (M.I.S.), COMMITTEE:**

Christine Sloat, Chairperson  
William Wenzel  
Paul Endres  
Eugene Robkin  
William Beard

**PERSONNEL COMMITTEE:**

William Beard, Chairperson  
Christine Sloat  
Charles Montgomery  
Tim Meister  
Eugene Robkin

**PLANNING, ZONING AND LAND RECORDS COMMITTEE:**

William Wenzel, Chairperson  
Lester Wiese  
Roger Shanks  
Gerald Lehman  
Halsey Sprecher

**PROPERTY & INSURANCE COMMITTEE:**

William Schreiber, Chairperson  
Virgil Hartje  
Al Dippel  
Katherine Zowin  
William Beard

**PUBLIC HEALTH BOARD:**

**County Board Members:**

Milton Laufenberg, Chairperson  
Lowell Haugen  
John Earl  
Harlan Sprecher

**TRANSPORTATION & PARKS COMMITTEE:**

Virgil Hartje, Chairperson  
Robert Geffert  
John Schmitz  
Tim Meister  
Halsey Sprecher

2000 - 2002  
**SPECIAL COMMITTEES, BOARDS  
And COMMISSIONS OF THE  
SAUK COUNTY BOARD OF SUPERVISORS:**

**ANIMAL FEEDING OPERATIONS ADHOC COMMITTEE:**

Tim Meister  
Marvin Giebel  
Lester Wiese

**CENTRAL WISCONSIN COMMUNITY ACTION COUNCIL:**

John Earl  
Christine Sloat

**CIRCUS WORLD MUSEUM:**

Melvin Rose

**COMMISSION ON AGING:**

**County Board Members:**

Milton Laufenberg  
Robert Cassity  
Scott Alexander  
Dennis Bender

**COMMISSIONER OF LAKE REDSTONE & VIRGINIA MANAGEMENT DISTRICTS:**

John Bernien

**INTER-COUNTY COORDINATING COMMISSION, (I.C.C.), (SAUK, COLUMBIA, DODGE, JEFFERSON & GREEN LAKE COUNTIES):**

Melvin Rose  
Paul Endres

**LONG TERM SUPPORT:**

Milton Luafenberg  
John Earl

**NATURAL BEAUTY COUNCIL:**

Dean O'Brien

**SAUK COUNTY BOARD OF ADJUSTMENT:**

Harlan Sprecher  
Halsey Sprecher

**SAUK COUNTY DEVELOPMENT CORPORATION:**

Melvin Rose  
Milt Laufenberg

**SAUK COUNTY HOUSING AUTHORITY:**

Charles Montgomery

**SAUK COUNTY LIBRARY BOARD :**

Ewald Blum

**SOUTH CENTRAL LIBRARY SYSTEMS BOARD:**

Ewald Blum

**WORKFORCE DEVELOPMENT BOARD OF SOUTH CENTRAL WISCONSIN**

Melvin Rose

**TRI-COUNTY AIRPORT COMMISSION:**

John Schmitz



**U.W. CAMPUS COMMISSION:**

Ewald J. Blum  
Lowell Haugen

**WISCONSIN RIVER RAIL TRANSIT COMMISSION:**

Melvin Rose  
Virgil Hartje  
William Beard

**UNFINISHED BUSINESS.**

**#71-00 Resolution by the PLANNING, ZONING, AND LAND RECORDS COMMITTEE Opposing New or the Expansion of Non Agricultural Leases For the Badger Army Ammunition Plant Pending Approval of the Final Reuse Plan.** (Referred back to Committee at the April 18, 2000 Board Meeting.) This item was withdrawn from the agenda.

**#72-00 Resolution by the PLANNING, ZONING, AND LAND RECORDS COMMITTEE Recommending Consideration of the Badger Army Ammunition Plant for the Wisconsin Centennial Park.** (Referred back to Committee at the April 18, 2000 Board Meeting.) This item was withdrawn from the agenda.

**REPORTS.**

Chairperson Rose noted the Sauk County 1st Quarter Financial Report.

**RESOLUTIONS & ORDINANCES:**

**#90-00 Resolution by the BUILDING PROJECTS COMMITTEE Authorizing Law Enforcement Building Project to Include a New Secure Jail, Expansion of the Huber center, Sheriff's Department Administration, Coroner's Office, Communications Center and Related Space Needs at the Sauk County Huber Center Site and Authorization to Proceed with Huber Center Expansion as soon as Practicable.** Moved by Giebel, seconded by Carlson. Discussion followed regarding phases; uses for vacated Sheriff's Department offices; clarification site acquisition is not part of fiscal note; recommendation for more involvement by the Finance Committee; and opposition to, and in favor of site selection. Motion carried.

**Resolution by the BUILDING PROJECTS COMMITTEE Authorizing Retaining Robert W. Baird & Company as Financial Advisor for the Law Enforcement Center Building Project.** This item was withdrawn from the agenda.

**#91-00 Resolution by the COMMISSION ON AGING Commending Lavon Puttkamer for Six Years of Faithful Service to the People of Sauk County.** Moved by Cassity, seconded by Shanks. Motion carried unanimously.

**#92-00 Ordinance by the PLANNING, ZONING, AND LAND RECORDS**

**COMMITTEE Approving the Town of Honey Creek's 1999 Land Use Plan**

**Update. Filed by the Town of Honey Creek.** Moved by Wenzel, seconded by Shanks. Roll call vote was taken on the motion, with the following results: AYES: (31) Alexander, Beard, Bender, Bernien, Blum, Carlson, Cassity, Dippel, Earl, Endres, Geffert, Giebel, Hartje, Haugen, Laufenberg, Lehman, Meister, Montgomery, O'Brien, Robkin, Rose, Schmitz, Schreiber, Shanks, Sloat, Halsey Sprecher, Harlan Sprecher, Wenzel, Wiese, Williams, and Zowin. NAYES: (0). ABSENT: (0). Motion carried unanimously. Ordinance effective upon passage pursuant to § 59.69(5)(e)(6), of the Wisconsin State Statutes, May 16, 2000.

**#93-00 Resolution by the PROPERTY & INSURANCE COMMITTEE:**

**Authorizing Issuance of Quit Claim Deed to Certain Lands in the Town of La Valle to Thomas A. Klinger and Barbara J. Klinger.** Moved by Robkin, seconded by Harlan Sprecher. Todd Liebman, Corporation Counsel, explained the Quit Claim Deed process. Motion carried unanimously.

**#94 Resolution by the PROPERTY & INSURANCE COMMITTEE:**

**Authorizing Issuance of Quit Claim Deed to Certain Lands in the Town of Woodland to Joel Parr and Laurie Fish Parr.** Moved by Schreiber, seconded by Zowin. Motion carried unanimously.

**#95-00 Resolution by the LAW ENFORCEMENT & JUDICIARY**

**COMMITTEE To Authorize the Purchase of Radio Repeater Replacement Equipment.** Moved by Williams, seconded by Montgomery. Sheriff Stammen addressed the Board regarding request for purchase of equipment, and necessity for upgrades. Motion carried unanimously.

**#96-00 Resolution by the PERSONNEL COMMITTEE and FINANCE**

**COMMITTEE Authorizing the 2001 Annual Adjustment for Elected Officials'**

**Salaries, Effective January 1, 2001.** Chairperson Rose noted this issue is addressed before June 1 of an election year, before election papers are taken out by candidates. Moved by Sloat, seconded by Wenzel. Discussion followed clarifying percentage amount of salary increases. Patrick Glynn, Personnel Director, addressed the Board regarding salaries and benefits. Todd Liebman, Corporation Counsel, gave notification that State Statute 66.197 has been appealed, which would not allow linking elected officials salaries to non-elected officials. Discussion followed in favor of, and in opposition to wage increases.

Moved by Alexander, seconded by Wenzel, to amend the resolution to indicate a 3% cost of living wage increase for elected officials for the year 2002. Motion to amend carried.

Original resolution, as amended, carried.

**#97-00 Resolution by the PERSONNEL COMMITTEE and FINANCE COMMITTEE: To Authorize the 2001 Annual Adjustment for Non-Represented Employees' Salaries, Effective January 1, 2001.** Moved by Geffert, seconded by Dippel. It was clarified that this adjustment is for the year 2001 only, not 2002. Motion carried unanimously.

**#98-00 Resolution by the PERSONNEL COMMITTEE and FINANCE COMMITTEE: Establishing Mileage Reimbursement Rate for Non-Represented Personnel and Elected Officials, Effective January 1, 2001.** Moved by Carlson, seconded by Williams. Supervisor Sloat clarified the 32.5¢ mentioned in the resolution is the maximum amount allowed by the Federal government. Patrick Glynn, Personnel Director, stated the Accounting Department recommended not using ½ cent figures. Motion carried unanimously.

**#99-00 Resolution by the LAW ENFORCEMENT & JUDICIARY COMMITTEE, PERSONNEL COMMITTEE and FINANCE COMMITTEE: Creating a Full-Time Position of Patrolman to Administer the Electronic Monitoring Program in the County Sheriff's Department.** Moved by Montgomery, seconded by Alexander. Discussion followed regarding how the electronic monitoring program will work. Roll call vote was taken on the Resolution, with the following results: AYES: (31) Alexander, Beard, Bender, Bernien, Blum, Carlson, Cassity, Dippel, Earl, Endres, Geffert, Giebel, Hartje, Haugen, Laufenberg, Lehman, Meister, Montgomery, O'Brien, Robkin, Rose, Schmitz, Schreiber, Shanks, Sloat, Halsey Sprecher, Harlan Sprecher, Wenzel, Wiese, Williams, and Zowin. NAYES: (0). ABSENT: (0). Motion carried unanimously.

**#100-00 Resolution by the HUMAN SERVICE BOARD, PERSONNEL COMMITTEE and FINANCE COMMITTEE To Authorize the Human Services Department to Abolish Two (2) FTE Volunteer Coordinator Positions and Create Two (2) Positions of Program Support Specialist for an 18-Month Pilot Project.** Moved by Sloat, seconded by Shanks. Motion carried unanimously

**#101-00 Resolution by the HUMAN SERVICE BOARD Authorizing the Department of Human Services to Purchase Two Photocopiers.** Moved by Alexander, seconded by Williams. Supervisor Sloat clarified the two Canon bids are from one dealer. Motion carried unanimously.

**#102-00 Resolution by the TRANSPORTATION & PARKS COMMITTEE Notice of Hearing on Vacating a Portion of an Alley in the Unincorporated Village of Valton in the Town of Woodland.** Moved by Schmitz, seconded by Hartje. Discussion followed clarifying there had been no opposition to this request. Motion carried unanimously.

**#103-00 Resolution by the TRANSPORTATION & PARKS COMMITTEE Request to Buy One (1) Used Shouldering Machine from Raaf Equipment Company.** Moved by Meister, seconded by Schmitz. Motion carried unanimously.

**#104-00 Resolution by the TRANSPORTATION & PARKS COMMITTEE Petitioning the Wisconsin Secretary of Transportation for Airport Improvement Aid by the Tri-County Airport Commission - Sauk, Richland, and Iowa Counties, Wisconsin.** Moved by Beard, seconded by Schmitz. Supervisor Schmitz gave an overview of proposed improvements at the Tri-County Airport. Motion carried unanimously.

**#105-00 Resolution by the FINANCE COMMITTEE Designating County Depositories: Establishing Investment and Related Financial Procedures.** Moved by Blum, seconded by Geffert. Discussion followed regarding current rate of interest on Sauk County accounts. Motion carried unanimously.

Chairperson Rose reminded Supervisors to check their inner office mail boxes, located in the hallway on the first floor of the West Square Building leading to the Administrative Coordinators Office and the Accounting Department, respectively.

Chairperson Rose noted that the Circus World Museum had provided a ticket to each Board member for a free one-time visit to their facility.

Chairperson Rose advised Board members to keep track of their mileage to White Mound County Park on Tuesday, May 23, 2000, for the Sauk County Board of Supervisors Training, as they will need this information for their vouchers.

Vice-Chairperson Endres addressed the Board in reference to a letter from the WCA regarding a referendum on campaign finance laws, and stated he would like to see this issue acted upon by the Board at their June 20, 2000 meeting.

Moved by Giebel, seconded by Earl, to adjourn until 6:00 P.M., Tuesday, June 20, 2000. Motion carried.

Chairperson Rose reminded Board members of the upcoming Board training to be held at White Mound County Park on Tuesday, May 23, 2000, beginning at 7:30 a.m.

The County Board adjourned at 9:10 P.M.

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The complete minutes of the Sauk County Board of Supervisors may be reviewed during regular office hours at the Sauk County Clerk's Office, Sauk County West Square Building, 505 Broadway, Room #144, Baraboo, WI 53913.

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## **SUMMARY OF INTERVIEWS WITH THE BADGER REUSE COMMITTEE**

**1. As a member of the reuse committee, what group of community interests do you represent? How do you view your role in this process and what are you willing to do to help make this process a success?**

An overwhelming majority of Reuse Committee members expressed a willingness to constructively work towards consensus, listen to other points of view, work hard and remain open-minded, collect and share information with others on the Committee, and work towards making sure that community interests in Badger are reflected in decisions made by the Committee.

The following responses include what each Committee member views and his or her representative role in the process:

Delvin Peetz is the Town of Sumpter representative and views his role as doing what would most benefit the Town of Sumpter.

Milt Risgaard represents the Sauk County Development Corporation, though he pointed out that the Corporation does not have consensus on what to do with Badger.

Betty Theissen represents the needs and wishes of the Sumpter Township.

Tom Andres represents the District on education and transportation related issues.

Dudley Pence represents the Village Board and the people of Prairie du Sac.

Bart Olson represents the Village of Merrimac.

Mary Yeakel represents the Community Conservation Coalition of Sauk Prairie that includes a group of conservation organizations, individuals, businesses, and members of the scientific community.

Richard Grant represents the people of the Town of Merrimac as Chair for the township and position on the Town Zoning Commission.

Mike Mossman represents the cultural and historical community interests in Badger, including the natural, human, interpretive, and recreational interests.

Marcus Wenzel represents environmental and farming interests in the surrounding area.

Tom Gilbert represents the concerns of future use in terms of potential impact on nationally important resources in the immediate area (i.e., the Baraboo Range Landmark, Ice Age National Scientific Reserve, Devil's Lake State Park).

Brian Kindschi is a private property owner and represents the general public.

David Schmeidicke, Department of Administration, generally represents the State government with regard to financial matters and interaction with other state agencies.

Ken Lins represents Citizens for Safe Water Around Badger (CSWAB).

Darrell Bazzell represents the Wisconsin Department of Natural Resources and described the role of the State at this point in the process as one of a "listener." According to Mr. Bazzell, the State needs to hear from the reuse committee before staking out a position. In terms of the GSA process, the Governor has not decided if Wisconsin will ask for a stake. There is no specific timeline for that decision and the Governor will not act until there is a federal commitment to clean up the property, assume responsibility for the infrastructure and hear from the local community.

Jeff Schoepke, State Governor's Office, represents the Governor who, in turn, acts in the interests of all taxpayers. The Governor is also personally interested in the issue because he is from a nearby county.

William Boulware represents the Ho-Chunk Nation and the Native American community.

Dean Steinhorst represents the industrial parks of municipalities in the area.

Gene Dalhoff represents the business interests, in particular tourism, for the Baraboo area.

Bill Wenzel formally represents Sauk County.

Rick Walgenbach represents the U.S. Department of Agriculture (USDA), in particular the Dairy Forage Research Center (DFRC) and more generally, dairy forage producers since the DFRC is USDA's only research facility of its kind in the U.S.

**2. Do you think the reuse committee, as selected by the County Board, is broadly representative of the people and communities that will be affected by decisions about the future use of the property? If not, who else would you recommend be invited to participate?**

Yes: 11

Generally yes: 9

One member is concerned about the slant towards government, but did not express that the committee is not representative. One member mentioned that one group of interests not at the table includes those companies with leases at Badger. A couple members said the committee is slanted toward conservation, but offered no recommendations on changes to the make-up of the committee. One member suggested that there be a little more representation of industrial interests. Another member said that while there is pretty good representation, there may be subgroups or individuals from whom we may want input from along the way. A couple members said it would be beneficial to have The

Nature Conservancy (TNC) at the table, but that they thought that TNC's contribution could be communicated through others on the committee.

No: 1

One member suggested that the Committee is too slanted to the environmental side and not enough on the industrial side, but did not make a recommendation about who should participate on behalf of future industry

**3. What do you see as the most important issues that need to be addressed in planning for the reuse of the Badger property?**

Cleanup and infrastructure

The most important issue identified by nearly half of the Reuse Committee is cleanup of Badger in terms of making the federal government fully responsible for assuming costs and reducing risk, understanding the extent of contamination, and timeline for cleanup. Along those same lines, several Committee members raised issues associated with the demolition of buildings, salvage of materials, and maintenance of the existing infrastructure.

Ownership and use

Three other issues expressed by several members included: the coordination of ownership and use of the property (i.e., who will own or lease the property?, who will pay for maintenance and services?, who will maintain the infrastructure?, how will the land be divided and for what purposes?); the need for an integrated, comprehensive plan for compatible land uses; and concern about industrial development (i.e., types of development such as chemical products and storage, safety, and potential impacts on community and environment). One member also expressed returning the land to agricultural uses as the most important issue that needs to be addressed.

Fair process and good information

A number of members feel that the most important issue is a fair, open, and focused process in which possible uses are discussed, viable alternatives considered, and the interest of local people and future generations protected. Others expressed that good, accurate information (e.g., economic, natural resources) is necessary for considering alternatives and potential impacts. A few members expressed the need for an integrated, comprehensive land use plan that is consistent with surrounding uses and one member expressed that the Committee needs to develop a vision that's not too detailed.

**4. What do you see as the most important values or opportunities at Badger?**

Reuse Committee members overwhelmingly agree that Badger is a special place and that its location in Sauk County and Wisconsin presents unique opportunities for future use. Most members identified conservation of natural, cultural, and/or historical resources as



the most important opportunity for Badger. The value of educational opportunities was also mentioned in the context of natural, cultural, and historical conservation. A majority of members identified recreational parkland and open space as the most important opportunities for future use. Nearly half of the committee members feel that agricultural use presents the most important value or opportunity and more than a quarter feel that some commercial or industrial development at Badger is valuable (e.g., jobs).

Other issues raised during the interviews (as they relate to this question) include the need to think about short-term opportunities in the context of long-term uses at Badger; reconciling single ownership or a combination of owners; park expansion by the Department of Natural Resources; continuing research activities at the Dairy Forage Research Center; the value of the infrastructure; the importance of cleanup; and using history as a baseline for developing a plan for Badger.

#### **5. What do you see as the best and worst outcomes for this process?**

##### Best outcome

Committee responses to the best outcomes for the reuse planning process were mixed with regard to specific uses for the Badger property; however, more than half of the members explicitly indicated an interest in some combination of conservation, recreation, and continued agricultural use of the property as the best outcome. Four other members stated that the best outcome for Badger would include some commercial development and/or utilization of the transportation network.

Ownership and management of the Badger property was another issue frequently raised by Committee members during the interviews. Several members suggested that the best outcome would be for Badger to be managed as a single entity with a select management team that potentially includes all or some of the following entities: the State DNR, Ho-Chunk, USDA, county and local governments. Others suggested that the property be owned by more than one entity, potentially including the State DNR, Ho-Chunk, and USDA.

A process that results in agreement by the Reuse Committee and that is supported at the local, county, state levels with full cooperation by federal agencies was expressed by several committee members as the best outcome. Others indicated that the best outcome for the process would include a good, solid plan that has no negative effect on surrounding communities, contributes to increased quality of life, provides short and long term benefits, and is cost-effective. A clean, safe environment was also identified as the best outcome for Badger.

##### Worst outcome

Nearly half of the members indicated that the worst outcome of the process would be for the Committee not to reach a decision, not to take action, or that the decision would be made by a vocal minority or GSA.

A few members articulated that unplanned development, including scattered commercial and residential development would be the worst outcome of the process. Splitting the property into separate parcels, commercial and industrial development, and future environmental damage were expressed by several members as the worst outcome.

Other issues raised as possible worst outcomes included: many owners; negative economic impacts; reuse of buildings and casino; inadequate funding; continued political indecision; tribal ownership; having the property be turned totally into a park; and special legislation.

**6. What type of information do you need to develop a plan for the future use of Badger (e.g., information about environmental conditions, the federal property disposal process, conditions of the infrastructure)?**

During the interviews, several Committee members raised the following general issues related to information needs. Information on Badger needs to be presented in an orderly, objective manner. While different people will value certain types of information differently, the information presented needs to be accurate, valid, and complete. Testimony from experts needs to be truthful and complete. One member cautioned against getting into too much detail.

Specific information needs identified by Committee members include:

Future Uses

- Good tax and economic information
- Impact of parks, commercial areas (e.g., jobs and services)
- Comparison of recreation and farming in terms of contribution to commerce
- Information on gateway development
- Costs associated with plans and acquisitions (who will pay and where will the money come from?)
- Chemical storage – RR v. truck; using existing facility; risk and safety
- Fish farm – type of fish, waste products

Present Conditions at Badger

- Clear definition of property boundary
- Possibilities in each area given current conditions
- Current leases and terms
- Comprehensive inventory and condition of infrastructure (e.g., buildings, roads)
- Maps
- Inventory of natural, cultural, and historic resources
- Condition of the sewer system (circa 1940s). Is it valuable or antiquated?

Environmental Conditions and Cleanup

- Newly finalized cleanup schedule
- Degree and location of contamination
- Army Installation Action Plan
- Figures on leasing for cleanup dollars
- Will some parcels never be available for reuse?

#### Other

- Definition of consensus
- Legal responsibilities
- Ho-Chunk historical connection with Badger
- Rationale behind federal requests
- How land trust/private property owners can get along
- Examples of similar problems/solutions
- Special legislation option

**7. Describe the roles of the following in this reuse planning process: Sauk County, State of Wisconsin, other local government, the General Services Administration, other federal agencies, the Ho Chunk Nation, other stakeholder interests?**

#### Sauk County

Several Committee members view the role of Sauk County as an organizer, major player, decision maker and as a resource for local communities. There was a recommendation for Sauk County to coordinate with GSA and the Army on issues such as identifying the need for roads, etc. It was mentioned that the Sauk County Board somehow needs to be involved in the process and that Sauk County should evaluate county needs and use the GSA process to acquire land.

#### State of Wisconsin

In general, the Reuse Committee would like to get clarification of the State's support and interest in Badger, the role they play on the committee, and the role they might play in the future (e.g., what kind of commitment can the state make?, are they willing to accept the land?, will they be custodians of a park?). There is interest on the Committee of having the State play a major role. A recommendation was made that the State step forward if it is interested in Badger and use the GSA process, in coordination with Sauk County, to acquire all or part of the property. Representatives of State government defined the role of the State as working in partnership with local and county government. Whether the State will own the land and/or play a management role has yet to be determined. Environmental contamination and other issues associated with transportation, connections, economic development, and tourism need to be addressed in the context of the State's role. There is some concern that the State will get "stuck with the bill" for cleanup.

Also mentioned was that the future of Badger is more than a county issue and that acquisition by the state could benefit a lot of state programs. Some members mentioned that the State could provide a lot of resources and opportunities for things to happen at Badger. Several Committee members see the State as an important source of information about Badger, resources, and opportunities.

#### Other local government

Local government clearly has a role in this process. Several members suggested that local governments continue to voice concerns, issues, and interest in ownership to Sauk County, especially because (as stated by others) they will be the most affected by decisions and have a responsibility to their constituents. Other perspectives shared during the interviews (as they relate to this question) include the following: one member said that most of the property lies within the Town of Sumpter and that Sumpter would like to see recreation and agriculture, not industry at Badger; another member reported that the Town of Merrimac and Village of Merrimac agree on parkland/recreation, and agriculture, but not the road; and one member expressed that the issue of the Bluffview sanitary system must be addressed.

#### General Services Administration

There were mixed reactions among Reuse Committee members regarding the role of GSA: some recognize GSA as having the authority to allocate the property and so suggest that the Reuse Committee develop a product that is acceptable by GSA; others perceive the role of GSA as a listener and respondent to concerns and suggest that GSA abide by Reuse Committee decisions and defer to community interests. The GSA is recognized as a good source of information (e.g., environmental surveys, economic development studies, other reuse plans). It was also noted that GSA has agreed to listen to the community.

#### Other federal agencies

In general, Committee members feel that there are opportunities for federal agencies to be involved in planning for the future of Badger and some have resources and programs that could benefit the community. One member suggested that the role of other federal agencies is the same as the State, only further removed. The role of USDA and the Dairy Forage Research Center as perceived by Committee members includes the following perspectives: that Dairy Forage be able to continue operations as they have for 20 years; the availability of land and location to UW provide the potential for a co-research project; operations should only continue in the context of research; USDA needs to be a co-manager and cooperative neighbor in terms of access and fostering compatible uses with surrounding area. The status of the USDA request and specific interest in the property needs to be clarified.

#### Ho-Chunk Nation

Several members of the Committee expressed a need to clarify the Ho-Chunk Nation's interest in the property (i.e., uses, affected area) and the status of their request to acquire some of the land. Others expressed that, as represented by the Bureau of Indian Affairs, the Ho-Chunk Nation is technically a federal agency with a legitimate interest in the property, but that they need to be clear about uses and how the community would be able to access the property. The potential for cooperative management of compatible uses was mentioned as well as the possibility of accessing tribal resources. One member expressed disapproval with the Ho-Chunk request for land. Caution was raised about the lack of interaction between the Ho-Chunk and other residents of Sauk County.

#### Other stakeholder interests

The general perspective on other stakeholder interests is that their interests should be considered and listened to. A concern was raised about how such interest groups would be able to pay for implementation of any desired programs. There was a recommendation that agricultural leases should follow DNR's program for sustainable agriculture, grazing, and farming and a statement that farming and conservation can be harmonious activities. The role of the historical/cultural/ educational interest group is to provide information, protect resources, and possibly have the school district join in a partnership for environmental and historical education. A few members stated that the role of local business is to look at property realistically in terms of the costs and benefits and impacts on community. The role of local landowners is viewed as advocating the preservation of farmland and recreation. The role of the environmental conservation/cleanup is viewed as advocating a single entity for ownership, and conservation and recreational uses.

#### **8. What do you see as the key to success in developing a consensus-based reuse plan for Badger? What will make this process meaningful to you and the group as a whole?**

Keeping open minds, communication, trust building, and good information were most commonly identified as the keys to success for developing a consensus-based reuse plan for Badger.

Other keys to success identified by members include: developing a workable plan that is realistic (i.e., uses, available funding, addressing environmental liability), politically acceptable, and useful in the short- and long-term; defining ownership; establishing clear expectations from stakeholders; devoting more land to park and agricultural use; developing a small commercial area; recognizing that 100% consensus may not be possible, but that a 2/3 majority is pretty good; and respecting GSA's position since it doesn't have to accept the Committee recommendation.

#### **9. What role do you think the facilitator should play in this process?**

There was general consensus among Committee members that the role of the facilitators is to keep the process on track, provide direction (e.g., groundrules), and keep

information flowing. Some members describe our role as one of "referee." We should be neutral and impartial. Others described our responsibilities as keeping the peace, building trust among Committee members, moving the process forward (e.g., once something has been decided, move on), making sure everyone has an opportunity to speak, listening and learning, following through, keeping a check on reality, and helping the Committee define the starting point for this process (i.e., planning for the entire property or the property minus the federally requested land). A suggestion was made that the role of media contact is not a good one for the facilitators.

**10. What is the best day and time for you to meet? Meetings may range from 2-4 hours once a month for the next 7 months. Are there times when you can't meet? Do you have access to the Internet, an email account, or fax machine?**

Evening meetings that range from 2-3 hours are preferable for most Committee members. Mondays are nearly impossible. Tuesdays (except the 2<sup>nd</sup> and 5<sup>th</sup>) are good for the majority of members. Wednesdays are okay, except the 4<sup>th</sup> and/or last Wednesday of each month. Thursdays are not preferable and the 3<sup>rd</sup> is not good for one member, but if necessary may be an option.

We also asked the Committee about the possibility of organizing a tour and what they would like to see or feel that the Committee should see at Badger. More than half of the members expressed interest in a tour of the infrastructure (e.g., buildings, steam pipes) and contaminated areas of the property. Other interests include a tour of natural features (e.g., land forms, natural resources, prairie restoration area), the perimeter of the property, boundaries of the federally requested land, production facilities (e.g., new acid plant); historical resources (e.g., cemeteries, farmsteads, burial mounds); water treatment facility, sediment/filtration ponds for the fish farm; leased sites; and the USDA facility including off-site property owned by USDA. Also of interest to a few Committee members is a review of maps of the facility.

## **ATTACHMENT 5: BADGER REUSE COMMITTEE OPERATING GROUND RULES**

### **Mission Statement**

The Badger Reuse Committee is an independent advisory group that broadly represents the diverse interests and needs of community and government as they relate to the reuse of the Badger Army Ammunition Plant. The primary mission of the Reuse Committee is to develop a common vision for the reuse of the Badger property that can be meaningfully considered and realistically implemented by the appropriate local, state, and federal agencies. The goal of the Reuse Committee is to develop consensus recommendations for the future reuse of the Badger property. If and when this is not possible, the Reuse Committee will communicate its recommendations, including the points of view expressed by all Committee members.

### **Norms for individual work as members of the Reuse Committee**

- We acknowledge our group's diversity and value different points of view. We will respect each other's opinions and will operate in consistently constructive ways, even if other members are less constructive.
- We will make every effort to attend meetings, to participate actively, to read and be prepared to discuss information and issues, and to be available for work between formal meetings.
- We will keep an open mind and come to meetings with interests, not entrenched positions. We will identify our interests and objectives to everyone. We will openly explain and discuss the reasons behind our statements, questions, and actions.
- We will be responsible for representing the interests and concerns of the organizations, institutions, or constituencies we represent at the table. We will consult with these constituencies on a regular basis concerning the discussions and recommendations of the Committee.
- We, Committee members, may appoint an alternate to sit at the table in our absence. Both member and alternate are expected to represent the interest associated with our seat at the table. We are responsible to keep each other informed and briefed on issues pertaining to Reuse Committee activities and of the interests that we represent at the table.
- In striving to achieve consensus, we will listen carefully to the views expressed by others, avoid interruptions, and seek ways to reconcile others' views with our own. We will focus on problem solving and providing input into key issues that can become the basis for consensus recommendations
- We will represent information accurately and appropriately.

- We will adhere to the ground rules and respect the procedural guidance and procedural recommendations of the facilitators.

## **Norms for our work together as a Reuse Committee**

### ***Use of Time***

- We respect time by being on time. Meetings will begin and end on time, unless otherwise agreed to by the Committee.
- When making our comments, we will consider the time needed for others to share their perspectives.

### ***Consensus and Decision Making***

- The Committee will strive to reach consensus on a set of reasonable reuse recommendations through a cooperative problem-solving process. We will work to minimize and avoid the use of formal voting whenever possible.
- In the Reuse Committee process, consensus may not represent unanimity. Consensus will represent substantial agreement that the Committee agrees can move forward. The facilitators are responsible for seeking and probing for consensus. It is the responsibility of each Committee member to voice dissent if s/he cannot live with any particular recommendation.
- Major consensus decisions will be made using a two-step meeting process spanning two Committee meetings to assure adequate notice of and deliberations by Reuse Committee members.
- Committee discussions will continue until there is agreement to support a consensus. If consensus is not possible, the Committee can acknowledge disagreement and document the reasons. This will be termed broad support for a particular recommendation, meaning that most of Committee members support a particular recommendation, but there are specific and identifiable areas of disagreement by a few members.
- Only after exhausting attempts to resolve conflicts and agree on a mutually acceptable recommendation will the group be asked to vote. A 70 percent majority will allow such recommendations to move forward. Areas of disagreement will be documented fully and represented faithfully to those outside the Reuse Committee, including transmission along with recommendations.



- Committee members are free to abstain from a determination of consensus if they have a conflict of interest that would prevent them from offering such advice, if it is not part of the mission or role of their organization or constituency, or for whatever other reasons they may choose. It is the responsibility of Committee members to affirmatively state their desire to abstain from participating in the determination of consensus, if they choose to do so.

### ***Subcommittees and special workgroups***

- We, as a Committee, may create subcommittees or special workgroups to address specific issues. Creation of such workgroups shall include identification of workgroup members, clear delineation of the workgroup's purpose and objectives, outline of the scope and limits of the workgroup's responsibilities, the desired workgroup products, and the timeframe in which the workgroup will operate.

### ***Facilitators***

- We give facilitators permission to keep the group on track.
- We expect the facilitators to help the Committee accomplish our mission in a completely neutral, balanced, and fair manner.
- We want the facilitators to:
  - Develop draft meeting agendas,
  - Manage Committee meetings and discussions,
  - Consult with Committee members between meetings about how to manage the process and resolve issues of concern, and
  - Prepare meeting summaries.

### **Norms for our work with others outside the Reuse Committee**

#### ***External Communications***

- We will avoid characterizing the views or opinions of other Committee members outside of any Committee meeting or activity.
- We will accurately describe the level of consensus that has been achieved for every Reuse Committee recommendation that is conveyed to any agency or outside party.
- We will empower the facilitators to act as our media spokespeople for inquiries relating to the process and progress of Committee work toward its desired products until such time as we, the Reuse Committee, decides that another arrangement would better suit our needs.

## ***Public Involvement***

- All Reuse Committee meetings, including any subcommittee or special workgroup meetings, shall be open to the public.
- The public will be given the opportunity for one formal comment period during the course of each Reuse Committee meeting. Those wishing to provide public comment to the Committee will be strongly encouraged to direct their comments towards the issues and topics of focus on the agenda of individual committee meetings. In order to provide each member of the public an opportunity to speak, individuals should sign up to speak prior to the beginning of each meeting. Individual statements will be limited to no more than three minutes each. The public comment period at any single Reuse Committee meeting will normally be 15 minutes, but shall not exceed 30 minutes, at the facilitators' discretion. Members of the audience, including alternates not at the table and observers, are asked to refrain from making statements except during the public comment period. Committee members are strongly discouraged from making statements as individuals during these public comment periods.
- Comment sheets will be provided at each Reuse Committee meeting for any who wish to provide their input in writing.
- Members of the public are encouraged to discuss their thoughts and concerns with members of the Reuse Committee whose interests are similar in nature.

Other opportunities for public involvement, such as open houses, may be offered at the discretion of the Reuse Committee.

## **Attachment 6: Reuse Proposals Evaluated by the Committee**

### **Society for Conservation Biology - Aldo Leopold (Wisconsin) Chapter**

In our presentation on the conservation assets of Badger, we emphasized four points: 1) Keep Badger whole, unfragmented and large; 2) Conserve the many rare plants and animals that currently live throughout the Badger lands and safeguard them for future generations; 3) consider Badger's unique location in the landscape and the important conservation links to the Baraboo Hills and Wisconsin River; and 4) give future generations the opportunity to restore on a large scale the prairie and savanna that once were the Sauk Prairie.

In addition, we explained the primary threats to the rare flora and fauna at Badger. These threats are 1) habitat loss; 2) habitat fragmentation; and 3) the problems facing small populations such as the kinds of bad luck that harm small populations and drive them to extinction.

Our presentation demonstrated how our four recommendations help conserve and recover rare plants and animals at Badger. Keeping Badger whole and large prevents habitat loss and fragmentation, and keeps large populations from becoming small and vulnerable. Using Badger to link other conservation lands increases the amount of habitat, protects movement corridors and maintains ecological processes that support these rare species. Habitat restoration achieves several goals. Restoration creates more habitat so rare species can become more numerous and less vulnerable to extinction. Habitat restoration connects separated parcels and reduces habitat fragmentation. Ecological restoration produces more habitat, so that species needing large areas might return to Badger. Finally, Badger affords the only opportunity in the Midwest to restore a once-common continuum of habitats, going from treeless prairie, to lightly-wooded savanna, through woodland, to forest.

### **Citizens for Safe Water Around Badger**

From its beginning in 1990, CSWAB has learned the importance of community participation in the cleanup and restoration of the Badger lands. We believe the future management of these lands and waters are best served by a decision-making process encourages and ensures community leadership. We benefit greatly from the diversity of a community that includes local farmers, tribal members, former plant workers, nearby residents, and many others. Of the values expressed by the Reuse Committee, one of the most important is its commitment to not only cleaning up and restoring Badger, but its commitment to ensuring Badger stays clean. Together, we are stronger in our efforts to realize Badger's environmental, conservation, and sustainable agricultural potential. Together, we will ensure the integrity of these resources are restored and preserved for ourselves and the generations to come.

### **Pink Lady Rail Transit Commission**

In the numerous public hearings held recently on this issue a wide variety of proposals for the utilization of the publicly-owned Badger property have been presented. Several of these

presentations shed light on the facility's valuable infrastructure and the attendant potential encompassed therein for practical and efficient utilization, in certain core areas, for industrial and business development. In light of the critical importance of Sauk County's rail system to our area's economic survival, the Pink Lady Rail Transit Commission will continue to strongly support all industrial development efforts at BAAP which serve to generate needed increases in rail traffic counts. This support is consistent with past and ongoing efforts aimed at rail traffic growth and our prioritized focus on growth and stability, over the long term, on all facets of Sauk County's rail network. We strongly urge the Badger Reuse Committee to join us in supporting this worthwhile effort.

### **CCCSP Proposal for Reuse of Badger Army Ammunition Plant**

The 7,350-acre Badger property afford the citizens of the county, the state and the nation a unique opportunity to retain a large federal property in public trust as a conservation area for the benefit and enjoyment of present and future generations. The proposal of the Community Conservation Coalition for the Sauk Prairie (CCCSP) provides the foundation for a **long-term conservation vision for the entire Badger property** that includes and integrates diverse land uses, including protection of all of the site's unique geological, biological, historic, and cultural features; ecological restoration of prairie, savanna, woodland, and wetland communities; and opportunities for public education, recreation, sustainable agriculture, and scientific research. The fundamental premise of this proposal is that **the Badger property must be preserved intact** as a unified landscape in order to undertake the diverse and integrated activities proposed, for it is the size of Badger that provides a unique opportunity for this experiment in mutually supportive and integrated land uses of the scale described. Our proposal is rooted in the establishment of a **Sauk Prairie Center** using core buildings for historical preservation, natural history interpretation, training, public education, as well as for planning and implementing the diverse conservation program for the entire property. Present and short-term uses of the facility will eventually be phased out as the conservation vision unfolds. Achieving this vision will require the active involvement of many and diverse people, organizations, and institutions in the communities surrounding the Badger lands. This proposal rests on our conviction that citizen participation in the conservation of these lands is itself one of the significant benefits we now stand to gain.

### **Merrimac to Bluffview Road Proposal**

Proposal: Extend Highway 78 from Spear Road in the Town of Merrimac to Bluffview in the Town of Sumpter.

Having a straight route to Highway 12 would shorten the distance and travel times to Sumpter and other destinations west of Merrimac. The new route would also be a safer route to Baraboo and Sauk Prairie instead of using the dangerous, hilly and curvy Highways 78 and 113. Besides benefiting commuters and tourists, farmers who farm lands in Sumpter and Merrimac would benefit from a straight road across Badger. The Sauk Prairie School District, which now runs separate bus routes on both sides of Badger, would also be helped by the new route. Fire and

rescue units responding to mutual aid calls would also benefit from the shorter route. Even if Badger is turned into a park, it will need some roads just like Devils's Lake State Park has roads. Why shouldn't there be an efficient and environmentally friendly east-west road across Badger?

### The Nature Conservancy

The Nature Conservancy supports cooperative, community-based efforts to create new land uses of prairie, savanna, and compatible agriculture at the land now occupied by the Badger Plant. In particular, we support the goal of maintaining and managing the property as a whole, through a vision developed with community support, to conserve and enhance the biological, geological, historical, and cultural resources of the Badger property and the surrounding region. The Badger Plant is situated in an area of great natural diversity and a landscape of regional and national significance. Important features of this landscape are the Baraboo Hills, Gallus Slough, the Wisconsin River, and the former Sauk Prairie. The Badger Plant has the potential to link this landscape together. The opportunity to restore and protect historic and vital biological connections in this landscape, from the oak forest of the Baraboo Hills, through the savanna and prairie of the former Sauk Prairie on the Badger Plant, to the edge of the Wisconsin River, is unparalleled. There may be no other place in Wisconsin where this landscape exists or could be restored. Under unified management, there will be many land uses that would be compatible, including agriculture, conservation, recreation, education, and research. The Nature Conservancy encourages the Badger Reuse Committee to plan for the highest and best uses of the Badger Plant. Choose land uses that will create a legacy that our children and other future members of our community will look to with pride.

### The UW-Madison Center for Restoration Ecology

The UW-Madison Center for Ecological Restoration Ecology will develop the sound scientific and technological base that is needed to restore the structure and functioning of degraded lands and landscapes at both small and large spatial scales. Restoration involves the manipulation of processes that affect ecosystem development, including physical, biological and socio-economic constraints. Restorationists need better methods to accelerate the development of valued ecosystem attributes (e.g., native species, nutrient removal, carbon sequestration) and better methods to reduce attributes that degrade environmental quality (e.g., exotic species, nutrient loss, erosion). The Center for Restoration Ecology will provide the framework needed to scale up restoration to landscapes, conducting experiments to improve science while restoring lands. Thus, the Center will address **basic** questions about ecosystem development at small-to-large scales, and **practical** questions about how to mobilize resources and public support for restoration and follow-up management and monitoring. An interdisciplinary approach is planned.

This Center will be the first comprehensive, interdisciplinary research program assembled to advance the science and technology of ecosystem restoration. The goals of the Center are to

- organize and conduct research to improve ecosystem restoration efforts,
- involve a diversity of students in the research program,

- synthesize knowledge and advance restoration ecology as a science,
- provide new restoration technologies (techniques, tools, approaches),
- be a “clearinghouse” for peer-reviewed information on restoration ecology,
- transfer knowledge to our partners and other users
- increase public understanding of restoration through education and outreach

### **Agriculture and Conservation at Badger**

This proposal, developed through a consortium of farmers, representatives from environmental organizations and staff of the local conservation agencies, would dedicate the future use of the Badger Army Ammunition Plant to researching the relationships between agriculture and conservation, ways to improve this relationship and means of compensating farmers that take steps to protect resources. The proposal contains four major components. The first of these is the recognition of the important relationship that already exists between agriculture and conservation at the plant. The strong presence of agriculture already at the plant, the proximity to the Dairy Forage Research Center and the conservation ethic of Sauk County farmers all combine to strengthen the proposal. The second component would establish a single management authority comprised of a variety of stakeholders that would oversee all assets on the entire property. This panel would oversee the research being done and review future proposed uses to assure they would not conflict with the agriculture or conservation research. The third component designates that the research be conducted on a long term basis and should include farmers in all phases of the research. The fourth identifies the need to establish an education and learning center featuring the history of agriculture and conservation, their interrelationship and the importance of expanding this message to areas and individuals outside of the Badger Plant

### **Badger History Group**

No matter what changes the future may bring to the Badger Army Ammunition Plant, its history will continue to reside in the stories of the place and its people. They are in the ancient rocks and glacial landmarks, in the grasslands that later evolved to support and were, in turn, maintained by native people for thousands of years. They also came with the immigrant settlers from the eastern United States and Europe who, with their children and grandchildren, built a cohesive, prosperous farm community. They are in the “powder plant” itself, its grounds and its buildings, its records and artifacts, and in the memories and recollections of the people whose work stirred the place to productive life through four decades of crisis and war.

Since its inception, the Badger History Group has been the collector, keeper and teacher of the stories of this place and its people. Through its archival and library research, interviews with participants, on-site surveys, and work for and with other historical organizations, BHG has collected the many stories of BAAP history. It has presented them in numerous publications, news interviews and articles, in video and lecture format. No matter what the future holds for the history of Badger, whether it will be exhibited in a museum, library, archive, restoration of the plant, the farm community or the grassland environment, the BHG will continue to be a strong and active participant and an advocate to collect, preserve and teach it.

### **The Association of Sauk County Snowmobile Clubs**

The Association of Sauk County Snowmobile Clubs wishes to maintain the well established, state snowmobile trail which presently runs along the perimeter of the existing BAAP property. This trail is an important one, having been in place for over 30 years, and serving as a segment of the Wisconsin State Trail System where north-south and east-west state corridors merge. It is expected the trail will continue to be maintained by local, Sauk County snowmobile clubs with funding provided through DNR reimbursement. Wisconsin leads the nation in snowmobiling resources and the BAAP property is an excellent place to enjoy the great scenic beauty and recreational thrill of this sport.

### **The Evermor Foundation**

The Evermor Foundation proposes to create the Badger National Monument surrounded by a historic artistic memorial park. To heal the land and honor the history a bold vision is called for. The focus of the park will be the BAAP compressor building capped with the Forevertron (identified by the Guinness Book of Records as the world's largest scrap metal sculpture). Surrounding the compressor house area, rubble from the discarded buildings and foundations will be molded into berms following the contours of the bluffs. The park includes historical and educational opportunities for visitors. As viewed from space, the living land sculpture reflects a "Mirror Eye" image. The "Mirror Eye" honors the past of the land and its various inhabitants, while leading into the hope and the healing of the future.

### **Wisconsin Department of Transportation**

The Wisconsin Dept. of Transportation (WisDOT) is planning to reconstruct STH 78 between CTH Z and the Village of Merrimac in the summer of 2005. The roadway has numerous substandard horizontal and vertical curves, many blind intersections and driveways, and an accident rate over twice that of the statewide average. A request has been made by local officials to make the roadway safer. In order to continue with the project as proposed, WisDOT will need to acquire approximately 50 acres from BAAP along STH 78. In addition, within the next ten years WisDOT is planning to improve the substandard horizontal curves on the four-lane section of USH 12 near BAAP. This project as currently proposed will require approximately 80 acres of land from Badger. WisDOT requests that all land for both STH 78 and USH 12 be granted as a no cost land transfer per USC 317, and that the federal government complete a cleanup of the lands needed for highway purposes prior to the land transfer in a timely manner so as not to delay the highway projects schedule.

## **Proposal from David Fordham for Re-Use of Badger**

Once the process started for excessing Badger, my two biggest goals for Badger were to continue the prairie restoration work I had started, and for the valuable infrastructure remaining at Badger to be constructively used. Fortunately, those are two very compatible goals as long as I am willing to listen to the concerns of others. Long term integration of industrial parks side by side with prairie restoration is being done successfully at Joliet and other places. But here we must recognize the concern of some in the community that they simply do not want industry in the long-range picture at Badger. The key to my proposal is to recognize that concern while adding the element of time. The prairie restoration by all accounts will take decades to complete. The cleanup of both environment and structures by the Army will take a minimum of one decade. In the meantime, the infrastructure that today is still usable and has residual value, will continue to age. My proposal is to use some of the infrastructure for leasing to businesses to generate income to pay for cleanup and prairie restoration for a limited period. Rather than cut business out, focus on startup agri-businesses, and give them a reasonable but limited life at Badger before they must move on. In short, put any reasonable limits on businesses at Badger, but leave that door open. Badger is a great location for opportunities in research, education, museums, agri-businesses from farming to food processing, and a park with prairie restoration. With over 7,000 acres there is room to integrate all.

### **ORBITEC**

Orbital Technologies Corporation (ORBITEC) is interested in retaining the use of the Ballistics Test House (Building 6873), located near the northwest corner of the Badger property. ORBITEC, a small business located in Madison, WI., has been using the test house since 1993 for rocket engine testing for several federal agencies, including NASA, for the benefit of the U.S. space program. ORBITEC's innovative engine designs currently being researched have the potential to dramatically reduce the cost of access to space. Building 6873 was originally built for testing solid rocket motors of up to 7,000 pounds in thrust for the military program, and it is equipped with heavy walls of reinforced concrete which surround both of the two test cells on three sides and protect test operators. Due to the hazardous nature of the testing, a buffer zone (200 yard radius) will be required around the test house to ensure the safety of the people in the area; no people may be inside this buffer zone during actual testing operations, with the exception of the test operators and others in the protected area. ORBITEC's use of the test house does not present any environmental hazards: there are no releases to the soil/groundwater, and airborne emissions are non-toxic: carbon dioxide, water vapor, hydrogen gas, and nitrogen gas. ORBITEC presents various benefits to the area including the return of federal tax dollars to Wisconsin, an educational resource for local schools, and the protection of wildlife in the buffer zone from human intrusion.



### **Lindsey and Osborne Partnership, LLP.**

Lindsey and Osborne Partnership, LLP would like to assist in the commercial development of the Badger Army Ammunition Plant. With years of experience in shortline railroad and industrial warehousing operations, the principals of Lindsey and Osborne Partnership plan to provide key commercial switching operations which will enhance prospect development for industrial tenants. Furthermore, Lindsey and Osborne Partnership would like to utilize excess trackage for the storage of clean, empty and or nonhazardous loaded railcars for both private car owners and Class I railroads. The key personnel of Lindsey and Osborne Partnership are uniquely qualified to provide superior transportation services to current and prospective industrial tenants. It is our vision to assist in the development of the Badger Army Ammunition Plant by providing reliable transportation services.

### **Why a Chemical Plant at Badger? Frank Wolf**

The chemical industry is a high investment, high technology, and major segment of business. Wisconsin's chemical industry is ranked 23rd among states with a \$2.1 B output representing 5% of the state's output. Badger is an existing, fully developed chemical plant with extensive utility, transportation and storage systems. A likely mix of potential chemical operations would generate \$205 M annual sales, requiring 270 personnel. The annual economic impact is \$820 M. Government revenue is estimated at \$1.4 M annually. Chemical plants are very safe places to work. Modern chemical plants can meet the strict environmental regulations now in force. Jobs at the plants are permanent, skilled, high pay positions. A chemical plant would be compatible with Devil's Lake and the Baraboo Bluffs. Chemical plants should be a part of Badger reindustrialization for the above reasons and rational. They are good businesses for an industrial park.

### **Marcus Gumz Foundation**

The Marcus Gums Foundation contemplates developing protection and viewing areas of wildlife, deer, cranes, prairie chickens, geese, ducks and compatible birds and animals in a setting of natural cover, water supplies and ponds, and research and production of agricultural plantings to provide sustenance for nature as well as studying and measuring wildlife damages by nature to crop research. Any industrial uses of facilities shall develop new and better conversion of food and fiber plants and provide a marketing park for Wisconsin products. tourism and viewing of Wisconsin's productivity by travelers will be encouraged. Tours through field research and production areas, as well as nature viewing will be available. To preserve the natural and agricultural history of the property as well as its purpose during wars to preserve world peace and limit industrial uses to compatibility with the agricultural and recreational community interests. Any excess of the above will be leased or contracted to capable, accessible and purposeful growers, planters or farm operators.

### **Use of the Cannon Range Sauk Prairie Police Dept.**

We are presently using the cannon range at Badger for firearms training once a month for about eight hours. We have also used empty buildings for building clearing exercises for our officers. The Sauk County Sheriff's department and the FBI SWAT Team also utilize several areas in the plant for tactical training and classes. We would ask that whoever acquires the property would include our request for consideration in future use.

### **Municipal Solid Waste Landfill at BAAP: Sauk County Environmental Resources Committee**

On November 14, 2000 the Sauk County Board of Supervisors adopted a resolution recommending that the Badger Reuse Committee consider the potential for establishing a municipal solid waste landfill at BAAP. The resolution was sponsored by the Environmental Resources Committee, whose role in County government is to promote and/or provide for safe and effective solid waste management and disposal practices within Sauk County. The request for consideration was based on the Environmental Resources Committee's understanding of the primary charge of the Reuse Committee, to wit, "to discuss and reach consensus on the future issues, ownership and management of the BAAP property". The Committee believes that waste disposal issues arising from the future dismantling of BAAP are essential topics for discussion among the decision-makers who comprise the Reuse Committee. The volume of demolition debris anticipated to result from the razing of structures and facilities at BAAP may exceed 500,000 cubic yards. This waste could be contained in a single large or multiple small demolition waste landfills or co-disposed with municipal solid waste in a single large landfill site. If co-disposed with municipal solid waste, the size of a landfill at BAAP is unlikely to exceed the 35 acre landfill described in (the full landfill proposal document). The 350 acre parcel referred to in the County's resolution is to provide room for future expansion, stockpile management, landfill appurtenances and buffer zone.

### **David H. Bennett**

It would be an utter tragedy, an environmental and recreational calamity, to permit the Badger Army Ammunition Plant to be recycled for commercial and industrial uses. Baraboo has many other places for future commercial and industrial development, including city owned lands for an industrial park just east of the city on STH 33 that are entirely compatible with the environment. I wholly, without reservation, support the contents of the letter to the GSA from Tommy Thompson, former Governor. In it, the statement is inferred that the highest and best use of BAAP would be to transform, preserve and enhance its unique natural features. The acres of BAAP are in the public domain and should remain so. Title should pass to the state of Wisconsin...for parkland use and environmental conservation.

**Prison and MATC Branch: Alvin Zipsie**

I believe BAAP should be used for a state prison and a branch of Madison Area Technical College, so that prisoners could be compelled to go to classes to learn such skills as carpentry, plumbing, maintenance, steam fitting, electrical work. The infrastructure is sound. There are roads, buildings, living quarters (as good as those in which I lived when I was in the U.S. Army), a sewage plant, hospital, police quarters, fencing - many of the elements necessary for the containment of prisoners. The prisoners could also be the work force needed to do the clean up of the facility, after sufficient training. I would also want the committee to explore the possibility of using the facility for a gasohol plant.

**Sauk Prairie School District After School Program Cynthia Odden**

The Bluffview residential area houses the third largest student population center of the Sauk Prairie School District. this area contains a large area of low income housing, attracting newcomers, including minorities to the area. This physically isolated area houses many of our district's at-risk students. In an effort to respond to the needs of these students, Sauk Prairie School District would like to help provide after school and enrichment programming. To implement programming a site is needed. At present we are aware of a building at Badger Army Ammunition Plant that would meet program needs. The school district's interest in a building at BAAP would be short-term to implement pilot programming. We are proposing a seven week, Monday through Friday, 12:30-5:0 pm. school age (K-5) enrichment childcare from June 18, 2001 to July 27, 2001. Any further programming would be dependent upon the success of the summer pilot, grant funding, and the ability to secure a site.

**On Behalf of Sportsmen, the Sauk County Conservation Congress**

Prior to the April 13, 1998 hearing (Spring fish and wildlife hearing) in cooperation with local outdoor recreation enthusiasts, the following resolution was submitted to all Wisconsin counties:

Whereas, the U.S. Army has announced that the 7354 acre Badger Army Ammunition Plant (BAAP) in Sauk county is no longer needed for military purposes, and

Whereas, under the Federal Lands-to-Parks program, the lands now occupied by BAAP would be transferred to the State of Wisconsin (WDNR) at no cost, and

Whereas the BAAP lies on terrain of the former Sauk Prairie and occupies a critical location in the Sauk county landscape, linking Devil's Lake State Park, the Lower Wisconsin River, the Ice Age Trail and Baraboo Hills, and

Whereas protecting and restoring the natural resources of the State of Wisconsin will benefit ourselves and generations to come,

Now therefore be it resolved by the Sauk County Division of the Conservation Congress in annual meeting on April 13, 1998 the WDNR should use all means available to acquire the BAAP land for the purpose of managing restoration, preservation, and protection. Moreover the lands should be managed to allow public uses such as, but not limited to: hunting, fishing, hiking, biking and cross country skiing.

Submitted by  
Roger A. Shanks  
Box 1, Merrimac, WI

The resolution was submitted to a vote in 33 Wisconsin counties:

passed 1036-48 statewide  
46-1 Sauk County  
32 counties  
rejected 11-13 Adams County only

**Agrilience Statement on Our Use of Portions of the Tank Farm in the New Acid Area**

We currently use 22 stainless steel tanks in the so call "new acid" area for the storage of liquid plant food. This product is delivered to Badger by rail and then trucked out to neighboring farmer owned cooperatives. We strongly feel that our current use of this facility is an example good stewardship of an available resource. The net environmental impact of our use of the Badger facility is positive - we distribute a wise use product in an energy efficient and environmentally sound manner. We are using a portion of Badger that has no better alternative use at this time and has no immediate prospect for near term conversion to conservation or recreation uses. Our use of our small portion of Badger poses no threat to the conservation or recreation use of any other portion of Badger. As a farmer owned distribution system, we feel that we are "local", we are a part of the "public" and we are "grass roots".

**Attachment 7: Tabulated Results of the Evaluation of Reuse Proposals**  
 Tabulated March 22, 2001

Response	TNC			Evermor			Chemical Plant			Agriliance			Lindsey & Osborne		
	Plus	Zero	Minus	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus
1	8	1	0	4	5	0	0	0	9	0	0	9	0	0	0
2	9	0	0	0	9	0	0	0	9	1	6	2	0	3	6
3	8	1	0	4	5	0	3	0	6	0	7	2	0	6	3
4	6	3	0	4	5	0	0	8	1	2	7	0	0	9	0
5	6	3	0	2	6	1	1	8	0	2	0	7	0	2	7
6	8	1	0	6	3	0	0	5	4	0	8	1	0	5	4
7	8	1	0	6	3	0	0	4	5	3	6	0	0	5	4
8	9	0	0	6	3	0	0	1	8	1	8	0	0	4	5
9	8	0	0	7	2	0	0	0	9	2	7	0	0	0	9
10	6	3	0	3	6	0	3	3	3	4	5	0	2	5	2
11	6	3	0	5	4	0	0	0	9	1	6	2	0	0	9
12	9	0	0	0	3	6	0	0	9	2	6	1	0	0	9
<b>Total</b>	<b>91</b>	<b>16</b>	<b>0</b>	<b>47</b>	<b>54</b>	<b>7</b>	<b>7</b>	<b>29</b>	<b>72</b>	<b>18</b>	<b>66</b>	<b>24</b>	<b>2</b>	<b>39</b>	<b>67</b>

Response	CCCCSP			S.P. Schools			Association of Snowmobile Clubs			U.W. Center for Ecological Restoration			Society for Conserv. Biology		
	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus
1	8	1	0	2	7	0	3	6	0	7	2	0	7	7	2
2	9	0	0	1	8	0	3	6	0	5	4	0	6	6	3
3	9	0	0	0	8	1	2	6	1	9	0	0	6	3	0
4	9	0	0	2	7	0	2	7	0	3	6	0	3	6	0
5	5	4	0	2	7	0	2	7	0	3	6	0	5	4	0
6	9	0	0	3	6	0	3	5	1	4	5	0	6	3	0
7	8	1	0	4	5	0	2	7	0	4	5	0	4	4	1
8	9	0	0	3	6	0	0	9	0	7	2	0	8	1	0
9	9	0	0	2	7	0	3	6	0	7	2	0	8	1	0
10	7	0	0	3	6	0	1	8	0	4	5	0	4	5	0
11	9	0	0	3	6	0	1	8	0	4	5	0	5	3	1
12	9	0	0	2	6	1	2	7	0	9	0	0	9	0	0
<b>Total</b>	<b>100</b>	<b>6</b>	<b>0</b>	<b>27</b>	<b>79</b>	<b>2</b>	<b>24</b>	<b>82</b>	<b>2</b>	<b>66</b>	<b>42</b>	<b>0</b>	<b>71</b>	<b>35</b>	<b>2</b>

Response	Sportsmen			Agriculture & Conservation			Wisconsin Horse			Pink Lady Rail Transit			David Fordham		
	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus
1	5	4	0	6	3	0	3	6	0	0	0	9	0	0	9
2	4	4	1	7	2	0	1	8	0	0	0	9	0	0	8
3	6	3	0	8	1	0	3	4	2	2	1	1	6	1	2
4	5	4	0	5	4	0	1	8	0	0	0	1	6	3	0
5	4	5	0	4	5	0	1	0	8	0	0	9	0	0	1
6	5	4	0	6	3	0	1	7	1	1	0	3	7	2	0
7	5	4	0	7	2	0	2	6	1	1	0	3	5	2	2
8	2	5	0	6	3	0	1	3	5	1	1	7	5	3	1
9	5	4	0	6	3	0	1	4	4	0	0	9	5	3	1
10	3	6	0	7	2	0	1	8	0	0	2	2	7	2	0
11	4	5	0	7	2	0	1	5	3	0	0	9	4	5	0
12	7	2	0	9	0	0	1	4	4	0	0	8	1	4	4
Total	55	50	1	78	30	0	17	63	28	4	34	70	46	26	28

Response	ORBITEC			Prison/MATC Branch MATC			David Bennett			WisDOT Roads			BHG		
	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus
1	0	0	9	0	0	9	7	2	0	4	5	0	7	2	0
2	0	3	6	0	1	8	2	6	1	2	6	1	8	1	0
3	0	7	2	0	2	7	9	0	0	0	8	1	8	1	0
4	0	9	0	0	7	2	9	0	0	0	9	0	6	3	0
5	0	4	5	0	0	9	3	6	0	1	8	0	4	5	0
6	0	7	2	1	2	6	5	4	0	1	7	1	7	2	0
7	4	4	1	0	2	8	5	3	1	2	7	0	8	1	0
8	0	9	0	0	1	8	6	3	0	0	4	5	8	1	0
9	0	9	0	0	0	9	7	2	0	8	1	0	8	0	0
10	3	0	0	0	0	0	5	4	0	2	7	0	8	1	0
11	0	2	7	0	0	9	5	3	1	0	2	7	7	2	0
12	0	0	9	0	0	9	8	1	0	0	0	9	3	4	2
Total	7	54	41	1	15	84	71	34	3	20	64	24	82	23	2

Response	Merrimac Road			CSWAB			Marcus Gurnz Foundation			S.C. Landfill			Rifle Range		
	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus	Plus	Zero	minus
1	3	6	0	6	3	0	0	0	9	0	0	9			
2	0	6	3	9	0	0	0	9	0	0	0	9			
3	1	6	2	8	1	0	7	1	0	0	0	9	0	4	5
4	0	9	0	5	4	0	6	3	0						
5	0	8	1	6	3	0	5	2	2						
6	0	8	1				6	3	0	1	3	5	0	5	4
7	2	5	2	5	4	0	5	2	2	0	6	3	2	5	2
8	0	2	7	4	5	0	4	5	0	0	5	4	0	9	0
9	0	0	9	4	5	0	4	4	0	0	0	9	0	9	0
10				1	0	0									
11	0	3	6	8	1	0	6	2	0	0	0	9	0	2	7
12	0	6	3	4	5	0	6	3	0	0	0	9			
Total	6	59	34	60	31	0	49	34	13	1	14	57	2	34	18

## **Attachment 8**

### **Resolution Opposing New or the Expansion of Non Agricultural Leases For Badger Army Ammunition Plant**

WHEREAS, the Sauk County Board of Supervisors authorized and appointed the Badger Reuse Committee from a broad and representative base of the local community to achieve a consensus about the future land uses, zoning, ownership and management of the Badger Army Ammunition Plant property; and

WHEREAS, after meeting for seven months the Badger Reuse Committee has completed its work and has recommended recreational, agricultural, conservation and educational land uses for the future of the Badger Army Ammunition Plant property; and

WHEREAS, the Badger Reuse Committee wants the Army to complete the clean up of contaminated soils and water as soon as possible and further wants all unwanted buildings and infrastructure removed also as soon as possible in order that the property may be transferred to the new owners at the earliest possible date; and

WHEREAS, the Army currently leases property to a small group of industrial, commercial and other non- agricultural users; and

WHEREAS, such leases would not accumulate a significant amount of revenue and any such leases would have a larger potential to negatively impact the surplussing process now begun; and

WHEREAS, any such leases are contrary to the Values and Criteria agreed upon by the Badger Reuse Committee; and,

WHEREAS, new leases or the expansion of current leases could slow or inhibit the cleanup and salvage effort and [potentially] cause more contamination of the property due to the introduction of harmful production byproducts and industrial spills; and

THEREFORE BE IT RESOLVED, by the Badger Reuse Committee, that the Army reject new or expanded industrial, commercial and other non-agricultural leases or service purchase agreements until the property is transferred in order to facilitate and ensure the smooth transition of the Badger Army Ammunition Plant from military to civilian use.

Authorized by the Badger Reuse Committee  
March 27, 2001