Type II Environmental Assessment

Mendota Mental Health Institute Utility Improvements Project

Mendota Mental Health Institute

DFD Project Number 23G1C

WIDOA 180856 | January 2025

SEH

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Type II Environmental Assessment

Mendota Mental Health Institute Utility Improvements

Prepared for:
Wisconsin Department of Administration
Division of Facilities Development

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List of Acronyms

Acronyms/Abbreviations	Definition
AADT	Average Annual Daily Traffic
ACM	Asbestos Containing Materials
APE	Area of Potential Effect
AST	Aboveground Storage Tanks
BMP	Best Management Practices
BRRTS	Bureau of Remediation and Redevelopment Tracking System
CERCLIS	Comprehensive Environmental Response, Compensation, and Liability Information System
CLEAN	Contaminated Lands Environmental Action Network
CWC	Central Wisconsin Center
DATCP	Department of Agriculture, Trade and Consumer Protection
DHS	Department of Health Services
DOA	Department of Administration
DFD	Division of Facilities Development
EA	Environmental Assessment
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
FEMA	Federal Emergency Management Agency
MMHI	Mendota Mental Health Institute
MSP	Municipal Services Payments
NHI	Natural Heritage Inventory
PSIG	Pounds Per Square Inch Guage
SHWIMS	Solid and Hazardous Waste Information System
USACE	U.S. Army Corps of Engineers
USDA	U.S. Department of Agriculture
UST	Underground Storage Tanks
WDNR	Wisconsin Department of Natural Resources
WEPA	Wisconsin Environmental Policy Act
WHS	Wisconsin Historical Society
WisDOT	Wisconsin Department of Transportation

Environmental Assessment

Mendota Mental Health Institute Utility Improvements

DFD Project Number 23G1C

Prepared for Wisconsin Department of Administration, Division of Facilities Development

Introduction

The State of Wisconsin Department of Administration (WDOA) Division of Facilities Development (DFD) has retained Short Elliot Hendrickson Inc. (SEH) on behalf of the Wisconsin Department of Health Services (DHS) to prepare an Environmental Assessment (EA) for the proposed Mendota Mental Health Institute Utility Improvements. The EA is prepared in accordance with the Wisconsin Environmental Policy Act November 6, 1981). The purpose of the EA is to assess potential beneficial or adverse impacts of the project on the physical, biological, social, and economic environments.

Project Description

The Mendota Mental Health Institute opened outside of Madison in 1860. It is the first psychiatric hospital in the state and is operated by the Wisconsin Department of Health Services. The secure psychiatric facility serves court-ordered individuals placed for evaluation and treatment required under Wisconsin state statutes, including: not guilty by reason of mental disease or defect, competency to stand trial, treatment of juveniles with behavioral disorders and treatment of selected individuals placed under civil commitment. Currently there are 20 inpatient units totaling about 370 beds, as well as 135 individuals treated in the community through the first assertive community treatment model in the United States.

The Mendota Mental Health Institute (MMHI) Utility Improvements project will relocate, replace and/or construct new utility distribution systems necessary to supply existing and recently upgraded facilities at MMHI and Central Wisconsin Center (CWC). Utilities for on-site facilities are provided by the central heating plant located at MMHI.

Many of the existing site utilities are at end of life and are configured in a way such that no repairs can be made without shutting down utility service downstream. Sections of the steam distribution piping date back to the 1930's. Steam, chilled water, and electric utilities at MMHI extend from the central plant in a branch configuration with no looping for redundancy.

EA Process

Scoping Letter

A Scoping Letter to solicit input on potential environmental effects of the project was sent to selected parties and agencies on September 20, 2024. A copy of the Scoping Letter and distribution list is included in Appendix A. Comments received for the project include:

- Forest County Potawatomi Community of Wisconsin: A scoping response was received on September 30, 2024 noting that Forest County Potawatomi Community of Wisconsin has no concerns regarding the project, but they asked to be notified immediately and that all work cease on site should a discovery be made during construction.
- City of Madison Planning and Engineering Divisions: A scoping response was received on October 21, 2024. A summary of comments and responses to these comments are included below:
    - The MMHI campus is located within the Wisconsin Memorial Hospital National Register Historic District and the Mendota State Hospital Mound Group National Register Historic District, which will require review and approval from the Wisconsin State Historic Preservation Office. This undertaking will require compliance with Wisconsin State Statute 157.70 as the work will take place within two catalogued human burial sites.
        - Direct coordination has taken place with WHS to ensure that the project avoids impacts to sensitive areas and all necessary tribal coordination will be taken place prior to construction.
    - The project takes place within the special institutional district of the city of Madison's Comprehensive Plan. Should the scope of the project prompt the relocation, cessation, or redevelopment of portions of MHHI, we would appreciate an opportunity to discuss how the Plan's recommendations could be applied.
        - No relocations, cessations, or redevelopment are planned as part of the project.
    - The City of Madison has an existing sanitary sewer force main in a 20' easement that runs generally east/west through the property. This main was installed in 1934, and there have been issues with the main, including a recent failure in the spring of 2024. As part of the plans to replace the forcemain, the City will be completing a project on Green Ave. & Troy Dr. in the summer of 2025 to extend gravity sewer up Green Ave. and resurface the pavement. With the planned utility work, the Madison Water Utility would like the meter location for the property moved to a pit that does not share other utilities and is closer to the right-of-way.
        - This information has been shared with the designer for considerations for final design.
    - The City of Madison is also in the planning stages for the Bus Rapid Transit North/South lines. The anticipated route for this service would include using Green Ave. and Troy Dr., but likely will not include any stations in this location. Anticipated construction years for this project are 2027 & 2028, with beginning service in 2028, requiring travel lanes to remain open.
        - This is not anticipated to interfere with the project at this time. Additional coordination would take place with the City in the future as needed.

    - Any work that may involve impacts in the right-of-way may also require additional review and coordination to impacts to City infrastructure and transportation systems. Once more information is known on the timing of this project, please pass that along to Engineering staff to begin coordination efforts, and the primary contact for the moment will be Jim Wolfe (jwolfe@cityofmadison.com).
        - No right-of-way impacts are anticipated with the project.

- Wisconsin Historical Society: A scoping response was received on September 24, 2024. The response indicated that there are significant archaeological resources and a National Register district on the grounds. The scope and location of the utilities to be updated will need to be defined. Any work within a burial site will need permitting from the Wisconsin Historical Society. Any work in a National Register district will need to be reviewed by the Historical Society. Once the plans are drafted, the SHPO is willing to coordinate with DHS and their consultant to look over the proposal and assess the potential impact on cultural resources in the project area and make suggestions on how to avoid impacting the sites.

  A meeting with WHS took place on 12/11/2024. Preliminary plans were shared with WHS staff explaining the scope of work and project phases. WHS indicated that as funding becomes available for each phase of the project, a 44.40 form will need to be reviewed and signed by WHS and tribal coordination will need to be conducted. Currently, the project has funding for the first two phases out of the six that are planned in total. WHS indicated that there are no archaeological or historic concerns for these first two phases, which are located in the northeastern part of the study area. Additional coordination would take place with WHS as funding for more phases becomes available.

Draft EA

The Draft EA was made available on January 9, 2025 for the required 15-day public review period. A hard copy of the Draft EA is available at the Madison Public Library – Lakeview, 2845 N Sherman Avenue, Madison, WI 53704. An electronic version was available via email request and was also available to view online with the following link:

www.sehinc.com/online/wisdoa-dfd

The deadline for comments to incorporate into the Final EA document is January 24, 2025. Comments can be submitted via email to the environmental project manager at dfortney@sehinc.com.

A copy of the Notice of Availability for the 15-day public review period is included in Appendix B.

1 Description of Proposed Action

1.1 Title of Proposed Project

Mendota Mental Health Institute Utility Improvements

DFD Project No. 23G1C

1.2 Project Location

Location: Mendota Mental Health Institute, 301 Troy Drive, Madison, WI 53704

County: Dane County

City, Village, or Town: City of Madison, WI

The project site is located at 301 Troy Drive, Madison, WI 53704. The project site is located in the Southeast ¼ of the Southwest ¼ of Section 26, Township 8 North, Range 9 East, in the City of Madison, Dane County, Wisconsin. Maps of the project are included in Appendix C.

1.3 Project

1.3.1 Description of Proposed Action

The Mendota Mental Health Institute (MMHI) Utility Improvements project will relocate, replace and/or construct new utility distribution systems necessary to supply existing and recently upgraded facilities at MMHI and Central Wisconsin Center (CWC). Utilities for both facilities are provided by the central heating plant located at MMHI. The plant supplies steam and chilled water throughout the MMHI and CWC campuses. High pressure steam is distributed at 100 psig. A low pressure steam line (13 psig) also provides steam to CWC. Electrical power is brought to MMHI by Madison Gas & Electric. Power from MG&E is sent to MMHI and CWC through the Central Heating Plant and distributed to the buildings on site at 4160 volts. There is an emergency generator at the heating plant that provides emergency power to the patient care buildings through the existing underground distribution system. MMHI has installed individual generators at some of the patient care buildings. All of the emergency power at CWC is provided by the emergency generator at the heating plant. Two domestic water wells owned and operated by MMHI provide potable water to both facilities. CWC and MMHI have their own storm and sanitary sewer systems. The sanitary system discharges into a forced main owned by the City of Madison. Storm sewer discharges to Lake Mendota. All utilities to CWC cross under Troy Drive and Green Avenue.

1.3.2 Purpose and Need

Many of the existing site utilities are at end of life and are configured in a way such that no repairs can be made without shutting down utility service downstream. Sections of the steam distribution piping date back to the 1930's. Steam, chilled water, and electric utilities at MMHI extend from the central plant in a branch configuration with no looping for redundancy.

Extensive utility modification and site work is planned at an existing DHS facility. For that reason, this project has been classified as a WEPA Type II action that requires an EA as outlined in Wisconsin Administrative Code, Chapter DHS 18.

1.4 Estimated Cost and Funding Source

Estimated Project Costs

Construction Cost	$15,055,800
Contingency	$2,258,400
Design	$1,511,500
Other Fees*	$401,700
DFDM Fees	$692,600
Equipment	$0
Total Estimated Project Cost	$19,920,000

*Other fees include CxP, WEPA, AAC, and others to be determined.

Funding Source: General Fund Supported Borrowing and Segregated Revenue.

1.5 Project Schedule

Design Report	August 2024
SBC Authority to Construct	February 2025
Bid Opening	July 2025
Start Construction	October 2025
Substantial Completion	October 2027
Final Completion (Phases I and II)	December 202
Final Completion (Phases III-VI)	As available funding allows

2 Existing Environment

2.1 Physical

2.1.1 Soils and Topography

Existing topography is basically flat with minimum slope away from the MMHI campus.

USDA soil data accessed on September 20, 2024 indicates that soils on the site consist predominantly of Westville silt loam (2-6% slopes). This soil is a relatively well-draining silt. There are a few other soil classifications throughout the MMHI campus, all of which are nonhydric and relatively well-draining. There are no issues regarding groundwater on the proposed site.

Existing and proposed site maps showing the topography of the project site is included in in Appendix C.

2.1.2 Utilities

Sanitary Sewer – The MMHI site has its own sanitary sewer system, which discharges to a force main owned by the Madison Metropolitan Sewerage District.

Stormwater – Stormwater is currently conveyed to Lake Mendota via storm sewer system.

Water – MMHI operates its own wells to serve MMHI and CWC.

Electrical – Electrical power is brought to MMHI by Madison Gas & Electric. Power from MG&E is sent to MMHI and CWC through the Central Heating Plant and distributed to the buildings on site at 4160 volts. There is an emergency generator at the heating plant that provides emergency power to the patient care buildings through the existing underground distribution system. Select buildings at MMHI have their own generator.

2.1.3 Surface Water and Groundwater

There is no surface water mapped within the proposed project site (WDNR Surface Water Data Viewer, 2022). The nearest surface waters are Lake Mendota, located approximately 2,028 feet to the west and 1,562 feet to the south and Yahara River, located approximately 6,827 feet to the north. There are mapped wetlands associated with these waterbodies. There are no known or suspected impacts to these wetlands and waterbodies.

The proposed project site is located within the Lake Mendota-Yahara River Watershed. This watershed, which measures 112 square miles, lies within the Lower Rock River Basin.

This project is regulated by Wisconsin Administrative Code NR 216 (establishes construction site stormwater discharge permit standards) and NR 151 (runoff pollution performance standards).

The City of Madison has a Municipal Separate Storm Sewer System (MS4) permits under Wisconsin Administrative Code NR 216, which require municipalities to reduce polluted stormwater runoff by implementing stormwater management programs with BMPs.

2.1.4 Wetlands and Floodplains

According to the U.S. Army Corps of Engineers (USACE), wetlands are “those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.” A wetland is defined by a dominance of hydrophytic vegetation, hydric soils, and wetland hydrology. All three of these criteria must be met for an area to be delineated as a wetland.

There are no mapped wetlands, wetland indicators, or hydric soils within the proposed project site (WDNR Surface Water Data Viewer, 2022). Additionally, vegetation and hydrology indicative of wetlands has not been observed in the proposed project site. The nearest mapped wetland on the Wisconsin Wetland Inventory is located near Lake Mendota approximately 0.05 miles (300 feet) south of the proposed project site. A wetland map from the Surface Water Data Viewer is included in in Appendix C.

According to flood insurance rate map data prepared by the Federal Emergency Management Agency (FEMA) and incorporated in the WDNR’s Surface Water Data Viewer, the proposed project site lies in an area of minimal flood hazard and has less than a 0.2% chance of flooding annually. Floodplains with a 1% chance of flooding annually, associated with Lake Mendota are located south and west of the project area and are well outside of the project area. A floodplain map from the Surface Water Data Viewer is included in in Appendix C.

2.1.5 Air

Chapters within the NR 400 series of the Wisconsin Administrative Code regulate air pollution. Criteria pollutants regulated by these chapters include particulate matter, sulfur dioxide, organic compounds, nitrous oxides, carbon monoxide, and lead in addition to other hazardous air pollutants and visible emissions.

As of September 10, 2024, the pollutant with the highest Air Quality Index in the City of Madison is PM2.5, with an index value of 27. Air quality index values of 50 or less are considered “good” with low levels of health concern. The EPA maintains a list of all non-attainment counties for air quality standards. As of September 10, 2024, Dane County does not appear on this list for any criteria pollutants. The project site is not located within a nonattainment area for criteria pollutants according to the WDNR Air Management Data Viewer.

2.2 Biological

2.2.1 Flora and Fauna

The project site features a mature landscape of mixed perennial and shrub foundation plantings, and young and mature deciduous trees. The MMHI campus is surrounded on all sides by open green space with the CWC campus located northeast of MMHI.

WDNR was included as part of the project scoping process and was sent a project scoping letter on September 20, 2024 to inform them of the project. No response was received. The project was further reviewed through the Natural Heritage Inventory Public Portal. An Endangered Resources Preliminary Assessment conducted for the project site on September 26, 2024 indicated that this project is covered by the Broad Incidental Take Permit/Authorization for No/Low Impact Activities and no formal review letter is required, so long as the project follows state and federal guidelines.

Best management practices will be considered for inclusion in the final design, such as using native trees, shrubs, and flowering plants in landscaping; providing plants that bloom from spring through fall; and removing/controlling invasive plants.

Coordination with WDNR is documented in Appendix D.

2.3 Social

According to the 2020 US Census Bureau Data, MMHI is located within Census Tract 23.02, Dane County, Wisconsin. All the following data will be extrapolated from within this census tract.

Census tract 23.02 has a total population of 1,685. The demographic breakdown is as follows: 74.5% white, 12.7% African American, 2.4% Hispanic, 4.1% Asian, 0.8% American Indian, 0.2% Native Hawaiian and 5.2% Biracial. Within the census tract 23.02 there is an estimated 51.8% of the population with a bachelor’s degree. This area has 1.8% of the population below the poverty level.

The City of Madison has a total population of 269,840. The demographic breakdown is as follows: 71.0% White, 12.6% African American, 3.7% Hispanic, 9.5% Asian, 0.4% American Indian and 7.7% Biracial. Approximately, 59.3% of the population in Madison, Wisconsin has attained a bachelor’s degree and 16.2% are below the poverty level.

2.4 Economic

In addition to providing healthcare services, MMHI provides numerous healthcare, administrative, and facilities management jobs for local residents. DHS currently employs 6,100 workers across its 15 Wisconsin locations and has additional career opportunities available.

2.5 Other

2.5.1 Hazardous Materials

A number of databases an desktop review tools were used to identify potential hazardous materials concerns. The results for each are described in the following subsections.

2.5.1.1 DATCP Registered Tanks

The Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) database was searched for sites with registered aboveground storage tanks (ASTs) and/or underground storage tanks (USTs) on December 10, 2024. A search for ASTs and USTs owned by Wisconsin Dept of Health Services and the Mendota Mental Health Institute was conducted. No tanks were identified within the project area.

It was confirmed with HS staff that the MMHI central plant has below and above ground storage tanks. It is not anticipated that these will be disturbed by the project.

Search results are included in Appendix E.

2.5.1.2 EPA Database Search

The United States Environmental Protection Agency's (EPA's) multi-system database and EnviroMapper was searched on October 11, 2024, for sites listed as Superfund (CERCLIS) sites and generators or handlers of hazardous waste. Superfund sites were not identified within or near the project site. MMHI was listed in the national compliance Database and Resource Conservation and Recovery Act Information System, but no additional information was associated with the site. No concerns were identified within the project area.

Search results are included in Appendix E.

2.5.1.3 BRRTS

The WDNR Bureau of Remediation and Redevelopment Tracking System (BRRTS) database and corresponding RR Sites Map was searched on September 20, 2024. The RR Sites Map is the WDNR's web-based mapping system that provides information about contaminated properties and other activities related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. The RR Sites Map is part of the WDNR's Contaminated Lands Environmental Action Network (CLEAN), an inter-linked network of WDNR databases tracking information on different contaminated land activities.

The RR Sites Map shows two sites related to MMHI. The sites are closed underground storage tanks with no ongoing commitments. These sites would not be impacted by the project.

Search results are included in Appendix E.

2.5.1.4 SHWIMS

The Solid and Hazardous Waste Information System (SHWIMS) provides access to information on sites, and facilities operating at sites that are regulated by the WDNR Waste Management program. Coordination with a WDNR regional specialist was conducted and SHWIMS was searched for applicable sites on December 11, 2024. The search identified one landfill/waste site north of the project area. It also identified two hazardous waste (RCRA) sites on the MMHI campus. The project is not anticipated to interfere with the handling of hazardous or infectious waste. SHWIMS database search results are included in Appendix E.

2.5.1.5 Asbestos Removal

The project will not include work to or demolition of any structures. However, the project will require work on steam lines which are 70 years old, and there is a possibility of encountering asbestos containing materials. WIDOA will follow as necessary procedures for the safe identification and removal of asbestos.

2.5.2 Archaeological and Historic Resources

A scoping response was received from Wisconsin Historical Society on September 24, 2024. The response indicated that there are significant archaeological resources and a National Register district on the grounds. They indicated that any work within a burial site will need permitting from the Wisconsin Historical Society. Any work in a National Register district will need to be reviewed by the Historical Society.

SEH retained the Cultural Resource Management program (CRM) at the University of Wisconsin-Milwaukee (UWM) to conduct an architecture, history, and archaeology review of the project. CRM reviewed the area of potential effect (APE), defined as the proposed project location and immediately adjacent properties, for historic resources on November 1, 2024. The architecture/history investigation identified multiple historic resources within the project APE, including the Wisconsin Memorial Hospital Historic District, which is listed in the National Register of Historic Places, and a number of historic buildings. Three archaeological sites were identified within one mile of the APE. No ground disturbance may occur within the boundary of the sites without authorization from WHS.

2.5.3 Parking and Transportation

Based on current traffic count map data published by the Wisconsin Department of Transportation (WisDOT), the following average annual daily traffic (AADT) volume occurs on roadways within 0.5 miles of the project site:

- Troy Drive (Between Harper & Lerdahl RDs): 2,300 AADT
- Northport Drive (South 113 between school & Kennedy): 23,300 AADT

There is vehicle parking on the project site, which includes open parking lots and angled parking on the local access roads that surround the MMHI campus. The most direct access points are via Troy Drive and Main Drive.

Pedestrians have access to the facility via paved sidewalk on Troy Drive. There also exists an extensive network of sidewalks and walking paths throughout the MMHI campus. There are no dedicated bike facilities, however local roadways within and surrounding MMHI are suitable for biking on account of their low speed limits and low volumes of traffic.

3 Proposed Environmental Change

3.1 Manipulation of Terrestrial Resources

While some earthwork would be required to accommodate the proposed utility improvements, the existing grade of the proposed project site is not anticipated to be significantly altered during the course of the project.

Most of the existing site vegetation would remain. The project may require the removal of some trees and shrubs. Some landscaping may be temporarily impacted by the proposed improvements. Disturbed will be replaced where practical so that there is no net loss of biodiversity within the project area.

3.2 Manipulation of Aquatic Resources

Aquatic resources and surface water features are not located within the boundaries of the project site. However, site construction activities have the potential to impact stormwater. Where possible, project plans should incorporate stormwater best management practices (BMPs). A construction site erosion plan would be developed, as well as site-specific stormwater management plans.

3.3 Structures

There will be no buildings impacted by this project. This project would substantially improve the operations and extend the lifespan of the utility systems that serve both the MMHI and CWC campuses.

3.4 Other

3.4.1 Hazardous materials

Adverse impacts associated with hazardous materials or environmental conditions on-site are not anticipated. It is not anticipated that asbestos will be encountered base on the scope of the project.

3.4.2 Utilities

The project would require extensive work to utility systems within the MMHI campus. Many of the existing site utilities are at end of life and are configured in a way such that no repairs can be made without shutting down utility service downstream. Any shutdowns required will be coordinated with MMHI and MMHI staff to ensure that operations and patient care aren't negatively impacted.

Sections of the steam distribution piping date back to the 1930's. Steam, chilled water, and electric utilities at MMHI extend from the central plant in a branch configuration with no looping for redundancy. This project replaces, relocates, and/or constructs new branches of these utilities (steam, chilled water, electric, and domestic water utilities). Storm water utilities will be improved if needed to properly drain new and existing utility corridors.

3.4.3 Noise

Short-term noise impacts would occur during the implementation of utility improvements. Major elements that would produce elevated noise levels include excavation, vibrations, equipment noise, material delivery, hauling, grading, and landscaping. Anticipated noise would most directly impact those individuals living or working near the project, including nearby residents, staff, and patients on-site. Nearby buildings or areas include the other MMHI and CWC facilities, residential neighborhoods and the Troy Community Garden. Noise impacts are not anticipated for these nearby places.

Outdoor construction noise is expected to be short in duration with hours of operation between which comply with the City of Madison noise ordinance.

To minimize the impacts of construction noise, contractors would be responsible for ensuring that exhaust mufflers and engine enclosures are in place and in good working order for all on-site trucks and equipment. An engine enclosure reduces low-frequency noise coming from the engine, while an exhaust muffler deadens the noise of escaping gases from combustion, similar to a car muffler. On-site workers would also be responsible for hearing protection as necessary to prevent long-term health effects from working near or around these types of construction equipment over extended periods of time.

3.4.4 Air Quality

The project is not anticipated to impact air quality. There is a potential for dust resulting from construction activities. Best management practices would be followed to mitigate dust levels resulting from construction.

3.4.5 Traffic and Parking

The proposed utility improvements will likely not impact traffic or parking throughout the project area, aside from any minor impacts from construction activities. Long-term impacts to circulation and parking are not anticipated.

4 Probable Adverse and Beneficial Impacts

4.1 Physical Impacts

No significant adverse physical impacts are anticipated with the project. There would be short-term impacts due to noise and dust generated by construction equipment. Temporary disruption to vehicular, pedestrian, and bicycle circulation are anticipated. However, these impacts would be temporary and localized to the immediate project site. The pedestrian network within MMHI has numerous redundancies, and the network as a whole would remain functional during construction. No long-term impacts are anticipated.

Air emissions would be limited to those from short-term use of equipment and site work during project construction, and there are no significant emission sources in the planned use of the facilities once constructed.

Utility services downstream will need to be temporarily shut off at times throughout the duration of the project. Any shutdowns required will be coordinated with MMHI and CWC staff to ensure that operations and patient care aren't negatively impacted.

4.2 Biological Impacts

No significant biological impacts are anticipated with the project. While some vegetation would be disturbed and some trees may need to be removed with the project, new vegetation and trees included with the project landscaping would result in no anticipated loss to potential habitat or biodiversity.

The Environmental Resources Review and additional correspondence from WDNR, along with additional desktop review of the project, have indicated that there would be no direct impacts to wetlands or other waterbodies, public lands, floodplain, or and species which are of Threatened, Endangered, or Special Concern Status.

4.3 Socioeconomic Impacts

The project is anticipated to have a long-term social benefit for patients, staff, and visitors at MMHI. The project would provide an overall improvement to the facility, allowing it to better serve patients and ensuring that staff can provide required services.

In the short-term, temporary disruption to vehicular, pedestrian, and bicycle circulation are anticipated, which may provide an inconvenience patients and staff. This impact is unavoidable as the construction equipment and deliveries are required for successful completion of the project. However, these impacts would be temporary and localized to the immediate project site. No long-term impacts are anticipated.

The estimated total project cost is $19,920,000 which will be funded with general fund supported borrowing. The direct adverse economic impact includes the initial expenditure for the completion of the project. A more modern and updated utility network will add redundancy and reliability to campus services, reducing risks associated with reliability and regulatory compliance issues.

The initial project expenditures will benefit employees in construction and related industries. The portion of the total project cost that contributes to construction wages is expected to have a multiplied economic benefit. Based on a 2022 study titled The Impact of Construction on the Wisconsin Economy, every $1 million spent directly on construction projects generates 12 jobs throughout the economy. These include construction jobs and indirect jobs, such as service sector employment created by the economic activity of the construction workers. Additionally, the same study indicates that every $1 spent directly on construction projects produces an overall economic impact of approximately $1.84. While the project will require initial expenditures, these will represent av overall benefit to the state economy.

4.4 Other

4.4.1 Energy

There would be a continued commitment of energy resources to construct the project, including fossil fuel consumption used by construction vehicles and equipment. Energy that would irreversibly be consumed includes fuel and electricity used to run construction equipment and to operate construction material manufacturing plants and quarries. Other electrical needs may include lighting, compressors, and tools.

In the long-term, the proposed action is anticipated to reduce energy consumption for lighting, heating, and general electricity use. This reduction in energy would be the byproduct of newer,

more efficient building components. New building components that are to be installed would be installed with DFD Sustainable Facilities Standards.

4.4.2 Archaeological and Historic Resources

A meeting between WHS, the DHS historic representative, and other design and environmental staff took place on December 11, 2024 to discuss archaeological and historic resources on-site and potential impacts. Preliminary plans were shared with WHS staff explaining the scope of work and project phases. WHS indicated that as funding becomes available for each phase of the project, a 44.40 form will need to be reviewed and signed by WHS and any necessary tribal coordination will need to be conducted. Currently, the project has funding for the first two phases out of the six that are planned in total. WHS indicated that there are no archaeological or historic concerns for these phases. Additional coordination with WHS will take place prior to the construction of these phases and for additional phase as more funding becomes available.

5 Probable Adverse Impacts that Cannot be Avoided

Probable adverse impacts that cannot be avoided include temporary disruptions to circulation, short-term noise and dust impacts during construction, and long-term commitments of energy, materials, and financial resources. These are impacts which cannot be avoided with a project which meets the purpose and needs of the project.

6 Relationship between Short-term Uses of the Environment and the Maintenance and Enhancement of Long-term Productivity.

During the short-term, the local project environment would be adversely affected by construction and construction-related activities resulting in low to moderate degrees of impacts from noise and dust emissions, interference with local vehicle, pedestrian, and bicycle traffic. However, these impacts are necessary to meet the purpose and need of the project.

The project is anticipated to have a long-term social benefit for MMHI patients, visitors, and employees use the campus facilities. The project would provide an overall improvement to MMHI campus facilities, allowing for the better provision of services.

7 Irreversible or Irretrievable Commitments of Resources if Action is Implemented

7.1 Energy

There would be a commitment of energy resources to construct the project, including fossil fuel consumption used by construction vehicles and equipment. Energy that would irreversibly be consumed includes fuel and electricity used to run construction equipment and to operate construction material manufacturing plants and quarries. Electrical needs may include lighting, compressors, and tools.

Long-term consumption of resources to allow project completion, and continued operation of the facility, would not negatively impact or overload existing supplies. New building components would be installed with DFD Sustainable Facilities Standards.

7.2 Archaeological and Historic Features or Sites

Continued coordination would continue with WHS to ensure that impacts to archaeological and historic resources are avoided and minimized.

8 Alternatives

Alternatives to the proposed project are described below.

8.1 No Action/Defer the Project Request.

This alternative would make no improvements to the utility distribution systems serving MMHI. These systems would continue to serve the MMHI and CWC campuses and the condition would continue to decline and safety and reliability concerns would increase. This would not meet the needs of MMHI and would not satisfy the purpose and need of the project.

8.2 Improve Utilities

This alternative would relocate, replace and/or construct new utility distribution systems as discussed in this EA. This is the recommended alternative.

9 Evaluation

A. As a result of this action, is it likely that other events or actions will happen which may significantly affect the environment? If so, list and discuss. (Secondary effects)

No, this project will not result in any subsequent events or actions that may affect the environment. This project is standalone in nature and once completed, will not result in further action that may affect the environment.

B. Does the action alter the environment so a new physical, biological, or socioeconomic environment would exist? (New environmental effect)

No, the project would not result in a new environmental effect. Short term disruptions are anticipated with the project but would not result in long term or permanent impacts. The project would provide an overall benefit through safety and reliability improvements to the campus.

C. Are the existing environmental features which would be affected by the proposed action scarce, either locally or statewide? If so, list and describe. (Geographically scarce)

No, the environmental features anticipated to be affected by the project are not considered to be scarce on a local or statewide scale. Coordination with WDNR has confirmed that no impacts to Threatened, Endangered, or Special Concern Species are anticipated with the project.

D. Does the action and its effects require a decision which would result in influencing future decision? Describe. Is the decision precedent setting?

No, the proposed action and its effects do not require a decision which would result in influencing future decisions. The proposed project involves only the relocation, replacement and/or construction of new utility distribution systems. This does not set a precedent for MMHI.

E. Discuss and describe concerns which indicate a serious controversy? (Highly controversial)

Concerns indicative of serious controversy were not identified during the course of this EA. Scoping letters were distributed to potentially interested local officials, agencies, and Native American Tribes. The public was notified of the project and provided an opportunity to express concerns. No additional issues of controversial nature were identified by the public.

F. Does the action conflict with official agency plans or with any local, state, or national policy? If so, how? (Is the action inconsistent with long-range plans or policies?)

The project does not conflict with any known official agency plans or local, state or, national policy. The project would comply with all state and local regulations and all necessary permits would be acquired.

G. While the action by itself may be limited in scope, would repeated actions of this type result in major or significant impacts to the environment? (Cumulative impacts)

No, repeated actions similar to the proposed action would not result in significant cumulative impacts to the environment. The project includes utility improvements in previously disturbed areas and does not convert the use of any parts of the site. Replacement of infrastructure that has reached the end of it's useful lifecycle is a necessary action for the continued operation of MMHI.

H. Will the action modify or destroy any historical, scientific, or archaeological site?

No, the proposed action is not anticipated to modify or destroy any historical, scientific, or archaeological sites according to research conducted for this EA. Continued coordination with WHS would take place to ensure all necessary avoidance measures, clearances, and permits are satisfied for the project.

I. Is the action irreversible? Will it commit a resource for the foreseeable future? (Does it foreclose future options?)

The proposed action is not irreversible, but substantial additional funding would be required to reverse this project. It would be possible to revert the utility improvements or perform additional improvements in the future.

J. Will action result in direct or indirect impacts on ethnic or cultural groups or alter social patterns? (Social-cultural impacts)

No, the proposed action would not result in direct or indirect impacts on ethnic or cultural groups or alter social patterns. The proposed utility improvements would ultimately help MMHI to better serve its patients.

K. Other:

The proposed project would not result in other environmental impacts warranting additional evaluation.

10 Conclusion

The recommended alternative of the project is to relocate, replace and/or construct new utility distribution systems as discussed in this EA.

DHS and WDOA will review the Draft EA and comments received during the Draft EA public comment period and prepare a recommendation as to the need for an Environmental Impact Statement (EIS) for this project. If these parties conclude that this project is not a “major action that would significantly affect the quality of the human environment,” a Final EA will be prepared that includes that recommendation. If it is found that this project might have a significant impact, a full Environmental Impact Statement (EIS) would be recommended, drafted and final public hearing would be held before the project is authorized for construction.

11 References

AirNow, USEPA and partners
https://www.airnow.gov/

DATCP registered Tanks Database
https://mydatcp.wi.gov/Home/ServiceDetails/4a171523-04c7-e611-80f6-0050568c4f26?Key=Services_Group

US Census Bureau, 2020 Decennial Census and 2019 American Community Survey Data
https://www.census.gov/data.html

USDA NRCS Web Soil Survey
https://websoilsurvey.sc.egov.usda.gov/App/HomePage.htm

USEPA Current Nonattainment Counties for All Criteria Pollutants
https://www3.epa.gov/airquality/greenbook/ancl.html

USEPA EnviroMapper
https://enviro.epa.gov/enviro/em4ef.home

WDHS – About the Department of Health Services
https://www.dhs.wisconsin.gov/aboutdhs/index.htm

WDHS Mendota Mental Health Institute Homepage
https://www.dhs.wisconsin.gov/MMHI/index.htm

WDNR BRRTS on the web database
https://dnr.wisconsin.gov/topic/Brownfields/Disclaimers.html

WDNR Surface Water Data Viewer
https://dnr.wisconsin.gov/topic/SurfaceWater/swdv

WDNR SHWIMS database
https://dnr.wi.gov/sotw/SetUpBasicSearchForm.do

WDOA Municipal Service Payments
https://doa.wi.gov/Pages/LocalGovtsGrants/Municipal_Services_Payments.aspx

12 Recommendation

RECOMMENDATION (to be completed by institution WEPA Coordinator only)
☐ **EIS Not Required** Analysis of the expected impact of this proposal is of sufficient scope and detail to conclude that this action which would significantly affect the quality of the human environment. In my opinion therefore, an environmental impact statement is not required before the board undertakes this action.
☐ Major and Significant Action: **PREPARE EIS**

Additional factors, if any, affecting the evaluator's recommendation:

CERTIFIED TO BE IN COMPLIANCE WITH WEPA - Public Notice Completed (include copy of public notice for permanent record)	
Institution WEPA Officer	Date:

This decision is not final until approved by the appropriate Director.

Appendices

Appendix A

Scoping Documentation

Distribution List

First	Last	Title	Organization	email
Eric	Heggelund	EA Liaison	Wisconsin Dept of Natural Resources	eric.heggelund@wisconsin.gov
Daina	Penkiunas	State Historic Preservation Officer	Wisconsin Historical Society	daina.penkiunas@wisconsinhistory.org
Alex	Joers	Representative, Distict 79	Wisconsin State Assembly	Rep.Joers@legis.wisconsin.gov
Dianne	Hesselbein	Senator, District 27	Wisconisn State Senate	Sen.Hesselbein@legis.wisconsin.gov
Jim	Wolfe	City Engineer	City of Madison - Engineering	jwolfe@cityofmadison.com
Shon	Barnes	Chief of Police	City of Madison	SENT HARD COPY TO 211 S Carroll St
Chris	Carbon	Fire Chief	City of Madison	ccarbon@cityofmadison.com
Maribeth	Witzel-Behl	City Clerk	City of Madison	clerk@cityofmadison.com
Matt	Wachter	Planning & Community & Economic Development Director	City of Madison	planning@cityofmadison.com
Lawrence	Plucinski	THPO	Bad River Band of Lake Superior Chippewa Indians of Wisconsin	thpo@badriver-nsn.gov
Luke	Heider	THPO	Forest County Potawatomi Community of Wisconsin	Luke.Heider@fcp-nsn.gov
William	Quackenbush	THPO	Ho-Chunk Nation	bill.quackenbush@ho-chunk.com
Alina	Shively	THPO	Lac Vieux Desert Band of Lake Superior Chippewa Indians	alina.shively@lvd-nsn.gov
Raphael	Wahwassuck	THPO	Prairie Band Potawatomi Nation	RaphaelWahwassuck@pbpnation.org
Noah	White	THPO	Prairie Island Indian Community	noah.white@piic.org
Marvin	DeFoe	THPO	Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin	marvin.defoe@redcliff-nsn.gov
Gary	Bahr	THPO	Sac and Fox Nation of Missouri in Kansas and Nebraska	gary.bahr@sacandfoxks.com
Chris	Boyd	Historic Preservation Officer	Sac and Fox Nation of Oklahoma	chris.boyd@sacandfoxnation-nsn.gov
Johnathon	Buffalo	NAGPRA Rep.	Sac and Fox of the Mississippi in Iowa	SENT HARD COPY TO 349 Meskwaki Road Tama, Iowa 52339-9629

Building a Better World
for All of Us®

September 20, 2024

RE: Environmental Assessment
Mendota Mental Health Institute Utility Improvements
DFD Project #23G1C

Dear Agency/Tribal Representative:

The State of Wisconsin Department of Administration's Division of Facilities Development (DFD) has retained Short Elliott Hendrickson Inc. (SEH) on behalf of the Department of Health Services (DHS) Division of Care and Treatment Services (DCTS) to prepare an Environmental Assessment (EA) of the proposed improvements of the Mendota Mental Health Institute (MMHI) utilities system. The EA will be prepared in accordance with the Wisconsin Environmental Policy Act (WEPA), Wisconsin Statutes 1.11, Wisconsin Administrative Code, Chapter DHS 18. An initial requirement of the EA is the scoping process. The intent of the scoping process is to identify any potential impact of the project on the physical, biological, social, and economic environments. Because you or your agency or group may have an interest in the project, we are inviting you to participate in the scoping process.

Project Background/Project Action

The Mendota Mental Health Institute Utility Improvements project will relocate, replace and/or construct new utility distribution systems necessary to supply existing and recently upgraded facilities at MMHI and Central Wisconsin Center (CWC). Many of the existing site utilities are at end of life and are configured in a way such that no repairs can be made without shutting down utility service downstream. Sections of the steam distribution piping date back to the 1930's. Steam, chilled water, and electric utilities at MMHI extend from the central plant in a branch configuration with no looping for redundancy.

Extensive utility modification and site work is planned at the existing DHS facility. For that reason, this project has been classified as a WEPA Type II action that requires an EA as outlined in Wisconsin Administrative Code, Chapter DHS 18.

See Attachment A for Project Location Map.

EA Schedule

The Draft EA report will evaluate the potential positive and adverse environmental impacts of the project in accordance with WEPA and Wisconsin Administrative Code guidelines. Issues identified during the scoping process will be addressed in the report. As part of our standard EA process, SEH will perform research using available databases and resources to collect information pertaining to environmental, social, economic, cultural or historic aspects of the project. The Draft EA report is anticipated to be made available to the public for a 15-day comment period in winter 2024/2025. A notice will be published in state and local media to announce the availability of the Draft EA. Following completion of the public comment period, any comments received will be considered and a Final EA Report will be published.

Short Elliott Hendrickson Inc., 6808 Odana Road, Suite 200, Madison, WI 53719-1137
608.620.6199 | 800.732.4362 | 888.908.8166 fax | **sehinc.com**

If you are interested in this project, we welcome any comments, suggestions, or other input you feel is pertinent. Please submit your comments electronically or in writing by **October 20, 2024** for consideration in the Draft EA report to:

Darren Fortney
Short Elliott Hendrickson Inc.
6808 Odana Road, Suite 200
Madison WI, 53719
dfortney@sehinc.com

Marty Falk
Short Elliott Hendrickson Inc.
6808 Odana Road, Suite 200
Madison WI, 53719
mfalk@sehinc.com

Comments received after October 20, 2024 will be addressed after the Draft EA 15-day comment period and incorporated into the Final EA. You will have additional opportunity to comment on this project during the Draft EA comment period. If no comments are received, we will assume that there are no project issues that negatively impact you or your group. If you have any questions or concerns regarding this process, please contact Darren Fortney or Marty Falk (contact information above).

Sincerely,

Darren Fortney AICP, NCI, LEED GA
Environmental Project Manager

Marty Falk, AICP
Environmental Project Planner

Attachments: Attachment A - Project Location Map

cc: Troy Cunat, Wisconsin Department of Administration
Mark Zaccagnino, Wisconsin Department of Health Services

SEH
6808 Odana Road
Suite 200
Madison, WI 53719
(608) 620-6199

Project: WIDOA 180856
Print Date: 9/17/2024

Map by: Jgreen
Projection: WISCRS, Dane County (ft)
Source: WDNR, Dane Co.
Aerial Photo Year: 2023

Project Location Map
Mendota Mental Health Institute Utility Improvement Project
Dane County, WI

From: felipe.avila@wisconsinhistory.org
To: Marty Falk
Subject: 24-1999/DA - Mendota Mental Health- Utility Improvements
Date: Tuesday, September 24, 2024 8:49:25 AM

Dear Marty Falk,
The Wisconsin SHPO has the following comments on the proposed utility improvements for the Mendota Mental Health Hospital campus.

There are significant archaeological resources and a National Register district on the grounds. The scope and location of the utilities to be updated will need to be defined. Any work within a burial site will need permitting from the Wisconsin Historical Society. Any work in a National Register district will need to be reviewed by the Historical Society.

Once the plans are drafted, the SHPO is willing to sit down with DHS and their consultant to look over the proposal and assess the potential impact on cultural resources in the project area and make suggestions on how to avoid impacting the sites.

Felipe Avila
State Historic Preservation Office

Wisconsin Historical Society
816 State Street, Madison, WI 53706
608 264-6013
felipe.avila@wisconsinhistory.org

Wisconsin Historical Society
Collecting, Preserving, and Sharing Stories Since 1846

From: Luke Heider
To: Marty Falk
Subject: RE: Scoping Letter - WIDOA #23G1C - Mendota Mental Health Institute Utility Improvements - Input Requested
Date: Monday, September 30, 2024 10:36:23 AM

Pursuant to consultation under Section 106 of the National Historic Preservation Act (1966 as amended) the Forest County Potawatomi Community (FCPC), a Federally Recognized Native American Tribe, reserves the right to comment on Federal undertakings, as defined under the act.

The Tribal Historic Preservation Office (THPO) staff has reviewed the information you provided for the project. Upon review of site data and supplemental cultural history within our Office, the FCPC THPO is pleased to offer a finding of No Historic Properties affected of significance to the FCPC, however, we do wish to remain as a consulting party for this project.

As a standard caveat sent with each proposed project reviewed by the FCPC THPO, the following applies. In the event an Inadvertent Discovery (ID) occurs at any phase of a project or undertaking as defined, and human remains or archaeological materials are exposed as a result of project activities, work should cease immediately, and the Tribe(s) must be included with the SHPO in any consultation regarding treatment and disposition of the find.

Thank you for protecting cultural and historic properties and if you have any questions or concerns, please contact me at the email or number listed below.

Respectfully,

Luke Heider | Tribal Historic Preservation Officer | Land & Natural Resources
Forest County Potawatomi | 5320 Wensaut Lane | PO Box 340, Crandon, WI 54520
P: 715-478-7354 | C: 715-889-0585 | Main: 715-478-7222
www.fcpotawatomi.com | luke.heider@fcp-nsn.gov
Please note the office hours are Monday – Thursday: 7:00 am – 5:00 pm. Our office is closed on Fridays

---

From: Marty Falk <mfalk@sehinc.com>
Sent: Friday, September 20, 2024 10:34 AM
To: eric.heggelund@wisconsin.gov; daina.penkiunas@wisconsinhistory.org; Rep.Joers@legis.wisconsin.gov; Sen.Hesselbein@legis.wisconsin.gov; jwolfe@cityofmadison.com; ccarbon@cityofmadison.com; clerk@cityofmadison.com; planning@cityofmadison.com; thpo@badriver-nsn.gov; Luke Heider <Luke.Heider@fcp-nsn.gov>; bill.quackenbush@ho-chunk.com; alina.shively@lvd-nsn.gov; RaphaelWahwassuck@pbpnation.org; noah.white@piic.org; marvin.defoe@redcliff-nsn.gov; gary.bahr@sacandfoxks.com; chris.boyd@sacandfoxnation-nsn.gov

Cc: Cunat, Troy - DOA <troy.cunat@wisconsin.gov>; Zaccagnino, Mark - DHS <Mark.Zaccagnino@dhs.wisconsin.gov>; Darren Fortney <dfortney@sehinc.com>
Subject: Scoping Letter - WIDOA #23G1C - Mendota Mental Health Institute Utility Improvements - Input Requested

Dear Agency/Tribal Representative,

The State of Wisconsin Department of Administration's Division of Facilities Development has retained Short Elliott Hendrickson Inc. on behalf of the Department of Health Services to prepare an Environmental Assessment for the proposed utility improvements at the Mendota Mental Health Institute. The project is located in the City of Madison, Dane County, Wisconsin.

Your agency has been identified to participate in the scoping process for this project. The attached scoping packet includes a project scoping letter with instructions for providing input and a project location map.

Thank you for your timely review of the project and for any input you may have.

Marty Falk, AICP
Environmental Planner
Short Elliott Hendrickson Inc.
608.620.6182 direct | 608.575.9029 mobile | 608.620.6199 main
Building a Better World for All of Us®

Department of Planning & Community & Economic Development
Planning Division
Meagan E. Tuttle, Director

Madison Municipal Building, Suite 017
215 Martin Luther King Jr Blvd.
P.O. Box 2985
Madison, Wisconsin 53701-2985
Phone: (608) 266-4635
www.cityofmadison.com

Darren Fortney, AICP, NCI, LEED GA
Marty Falk, AICP
Short Elliot Hendrickson Inc.

TRANSMITTED VIA EMAIL

October 21, 2024

RE: Comments regarding WIDOA DFD Project #23G1C EA Scoping Process

I am transmitting the following comments on behalf of the Planning and Engineering Divisions for the City of Madison in response to the invitation to participate in the scoping process for the Environmental Assessment for the improvements to the Mendota Mental Health Institute (MMHI) utilities system (DFD Project #23G1C).

Planning Division Comments
As the intent of this scoping process is to identify any potential impact of the project on the physical, biological, social, and economic environments, Planning Division staff reviewed the 2018 Imagine Madison Comprehensive Plan (as amended Dec. 2023) and consulted with the Division's Historic Preservation Planner. The MHHI site was identified with a Future Land Use Map note in the City's Comprehensive Plan and intersects with several historic resources.

You are likely aware that the utility work is proposed within the boundaries of the Wisconsin Memorial Hospital National Register Historic District and the Mendota State Hospital Mound Group National Register Historic District, which will require review and approval from the Wisconsin State Historic Preservation Office in compliance with Section 106 of the National Historic Preservation Act and Wisconsin State Statute 66.1111. In compliance with Section 106, our office would like to be a consulting party for that undertaking.

Additionally, this undertaking will require compliance with Wisconsin State Statute 157.70 as the work will take place within two catalogued human burial sites (Farwell's Point Mound Group, BDA-0474; Mendota State Hospital Mound Group, BDA-0473), and will need to be undertaken in collaboration with the Office of the State Archaeologist and tribal partners. The City of Madison is committed to supporting ongoing use of historic properties as well as collaboration with our tribal partners to ensure sensitive treatment of their cultural resources. Please coordinate any questions about historic and archaeological issues with Heather Bailey, Preservation Planner (hbailey@cityofmadison.com).

More generally, on the Madison Comprehensive Plan's Generalized Future Land Use Map (p. 18-19), MHHI and the Central Wisconsin Center (CWC) are within the Special Institutional District (SI), and MHHI is

marked by Map Note 3. The SI land use category includes general guidance for uses such as large school, institutional, and assembly uses when adjacent and/or connected to residential areas. The plan recognizes that buildings on these sites may be optimal for adaptive reuse or redevelopment with residential uses when institutional uses relocate, cease to exist, or remain but are incorporated into a redevelopment and recommends future residential land use intensities that may be appropriate. In the case of MHHI, the site-specific Map Note reads:

> *3. This property is currently the site of the State of Wisconsin Mendota Mental Health Institute. A detailed development plan for the property should be prepared and adopted by the City prior to any redevelopment to new uses. Land along Lake Mendota is recommended for public park and open space.*

While it is acknowledged that the anticipated scope is for extensive utility work to support the operation of MHHI and CWC, should that scope prompt the relocation, cessation, or redevelopment of portions of MHHI, we would appreciate an opportunity to discuss how the Plan's recommendations could be applied. Within the scope of utility work, in addition to sensitivity to the human burial sites, any site work or placement or relocation of utility structures should consider the plan's recommendation related to open space along the lakeshore.

Engineering Division Comments

The City of Madison has an existing sanitary sewer force main in a 20' easement that runs generally east/west through the property. This main was installed in 1934, and there have been issues with the main, including a recent failure in the spring of 2024. The City is currently exploring options and planning to replace this main in the near future, and we would welcome the opportunity to coordinate those efforts with the utility project on the property. It should also be noted that the exact location of this main is unknown due to the age of the install and the various changes to the property and grading over the decades.

As part of the plans to replace the forcemain, the City will be completing a project on Green Ave. & Troy Dr. in the summer of 2025 to extend gravity sewer up Green Ave. and resurface the pavement. At the moment, limited storm sewer is available in this area, and, if deemed necessary, storm sewer could be extended further with the resurfacing project in 2025.

With the planned utility work, the Madison Water Utility would like the meter location for the property moved to a pit that does not share other utilities and is closer to the right-of-way. Additionally, cross connection inspections will be required to verify that the private well system does not tie into the municipal feed.

The City of Madison is also in the planning stages for the Bus Rapid Transit North/South lines. The anticipated route for this service would include using Green Ave. and Troy Dr., but likely will not include any stations in this location. Anticipated construction years for this project are 2027 & 2028, with beginning service in 2028, requiring travel lanes to remain open.

Any work that may involve impacts in the right-of-way may also require additional review and coordination to impacts to City infrastructure and transportation systems. Once more information is known on the timing of this project, please pass that along to Engineering staff to begin coordination efforts, and the primary contact for the moment will be Jim Wolfe (jwolfe@cityofmadison.com).

Thank you for including these comments in your Draft EA scoping process.

Meagan E. Tuttle, AICP
Planning Division Director

Cc:
Jim Wolfe, P.E., City Engineer, City of Madison
Heather Bailey, Preservation Planner, City of Madison

Appendix B

Draft EA Notice of Availability and Public Notice

NOTICE OF AVAILABILITY

DRAFT ENVIRONMENTAL ASSESSMENT (EA)
Department of Administration/Division of Facilities Development
Department of Health Services
Mendota Mental Health Institute (MMHI) Utility Improvements project (Project ID: 23G1C)
Madison, WI

The Department of Administration (DOA), Division of Facilities Development (DFD), on behalf of the Department of Health Services (DHS), announces the availability of a Draft "Environmental Assessment" (EA) for the newly proposed Mendota Mental Health Institute (MMHI) Utility Improvements project.

The proposed project will relocate, replace and/or construct new utility distribution systems necessary to supply existing and recently upgraded facilities at MMHI and Central Wisconsin Center (CWC). Utilities for both facilities are provided by the central heating plant located at MMHI.

Many of the existing site utilities are at end of life and are configured in a way such that no repairs can be made without shutting down utility service downstream. Sections of the steam distribution piping date back to the 1930's. Steam, chilled water, and electric utilities at MMHI extend from the central plant in a branch configuration with no looping for redundancy.

Provided there are no substantive comments which warrant further evaluation, the DOA/DFD intends to issue a "Finding of No Significant Impact" (FONSI) following a fifteen-day public comment period in accordance with the regulations for implementing the procedural provisions of the Wisconsin Environmental Policy Act (WEPA) and DHS policy. Interested persons may review the Draft EA report at the Madison Public Library – Lakeview, 2845 N Sherman Avenue, Madison, WI 53704. Library hours are 10:00 am – 8:00 pm Monday – Friday. The Draft EA can also be accessed electronically at the following link: sehinc.com/online/wisdoa-dfd or by emailing a request to dfortney@sehinc.com. Written comments on the Draft EA can be submitted via email to dfortney@sehinc.com, or mailed to SEH, Attn: Darren Fortney, 6808 Odana Road, Suite 200, Madison, WI 53719 during the review period from January 9 to January 24, 2025.

Appendix C

Project Maps

SEH
6808 Odana Road
Suite 200
Madison, WI 53719
(608) 620-6199

Project: WIDOA 180856
Print Date: 9/17/2024

Map by: Jgreen
Projection: WISCRS, Dane County (ft)
Source: WDNR, Dane Co.
Aerial Photo Year: 2023

Project Location Map
Mendota Mental Health Institute Utility Improvement Project
Dane County, WI

Wisconsin Wetland Inventory

Legend

- Wetland Indicators
- Ponds/Open Water
- Lake Class Areas
- Riverine/ditch Class Areas
- Wetland Class Areas
- Wetland Class Points
  - Dammed pond
  - Excavated pond
  - Filled/drained wetland
  - Wetland too small to delineate
  - Filled excavated pond
- Filled Points
- Wetland Class Areas
- Filled Areas
- Wetland Identifications and Confirmations
- NRCS Wetspots
- Municipality
- State Boundaries
- County Boundaries
- Major Roads
  - Interstate Highway
  - State Highway
  - US Highway
- County and Local Roads
  - County HWY
  - Local Road
- Railroads
- Tribal Lands

Notes

0.3 0 0.13 0.3 Miles

NAD_1983_HARN_Wisconsin_TM

1: 7,920

FEMA Floodplains Map

Legend

2D Water Surface Elevation Grid

High : 937.629

Low : 853.184

Record Flood Levels

Floodplain Storage

Cross Sections

Floodplains

Flood Fringe

Floodway

Flood Hazard Boundaries

Limit Lines

NP

SFHA / Flood Zone Boundary

Flowage Easement Boundary

Flood Hazard Zones

1% Annual Chance Flood Hazard

Regulatory Floodway

Special Floodway

Area of Undetermined Flood Hazard

0.2% Annual Chance Flood Hazard

Future Conditions 1% Annual Chance Flood Hazard

Area with Reduced Risk Due to Levee

Area with Risk Due to Levee

Municipality

State Boundaries

County Boundaries

Major Roads

Interstate Highway

State Highway

US Highway

County and Local Roads

Notes

0.3 0 0.13 0.3 Miles

NAD_1983_HARN_Wisconsin_TM

1: 7,920

United States Department of Agriculture

NRCS

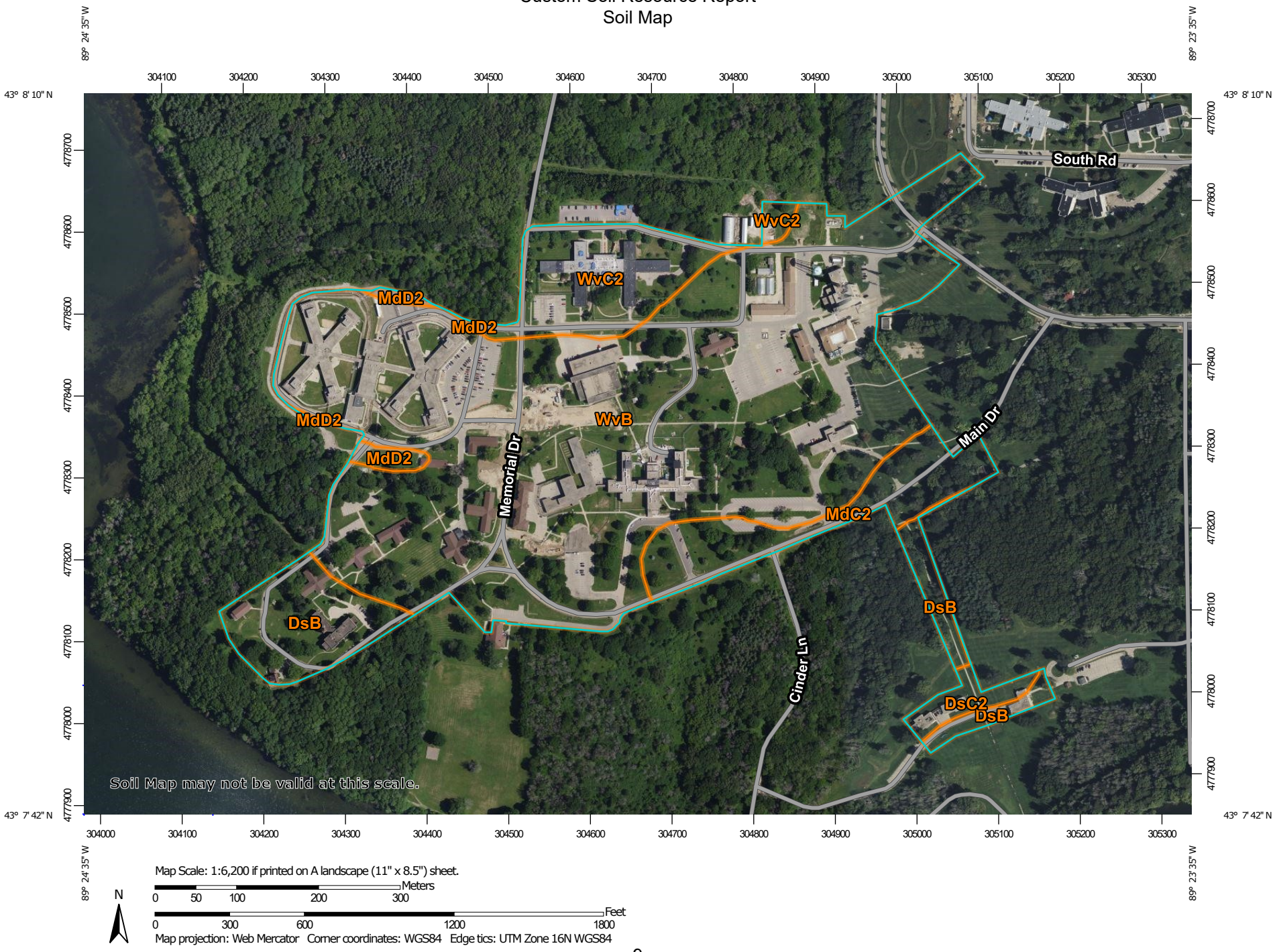
Natural Resources Conservation Service

A product of the National Cooperative Soil Survey, a joint effort of the United States Department of Agriculture and other Federal agencies, State agencies including the Agricultural Experiment Stations, and local participants

Custom Soil Resource Report for Dane County, Wisconsin

September 20, 2024

Custom Soil Resource Report
Soil Map



MAP LEGEND

Area of Interest (AOI)
- Area of Interest (AOI)

Soils
- Soil Map Unit Polygons
- Soil Map Unit Lines
- Soil Map Unit Points

Special Point Features
- Blowout
- Borrow Pit
- Clay Spot
- Closed Depression
- Gravel Pit
- Gravelly Spot
- Landfill
- Lava Flow
- Marsh or swamp
- Mine or Quarry
- Miscellaneous Water
- Perennial Water
- Rock Outcrop
- Saline Spot
- Sandy Spot
- Severely Eroded Spot
- Sinkhole
- Slide or Slip
- Sodic Spot
- Spoil Area
- Stony Spot
- Very Stony Spot
- Wet Spot
- Other
- Special Line Features

Water Features
- Streams and Canals

Transportation
- Rails
- Interstate Highways
- US Routes
- Major Roads
- Local Roads

Background
- Aerial Photography

MAP INFORMATION

The soil surveys that comprise your AOI were mapped at 1:15,800.

Warning: Soil Map may not be valid at this scale.

Enlargement of maps beyond the scale of mapping can cause misunderstanding of the detail of mapping and accuracy of soil line placement. The maps do not show the small areas of contrasting soils that could have been shown at a more detailed scale.

Please rely on the bar scale on each map sheet for map measurements.

Source of Map: Natural Resources Conservation Service
Web Soil Survey URL:
Coordinate System: Web Mercator (EPSG:3857)

Maps from the Web Soil Survey are based on the Web Mercator projection, which preserves direction and shape but distorts distance and area. A projection that preserves area, such as the Albers equal-area conic projection, should be used if more accurate calculations of distance or area are required.

This product is generated from the USDA-NRCS certified data as of the version date(s) listed below.

Soil Survey Area: Dane County, Wisconsin
Survey Area Data: Version 22, Sep 8, 2023

Soil map units are labeled (as space allows) for map scales 1:50,000 or larger.

Date(s) aerial images were photographed: Jun 13, 2020—Sep 13, 2022

The orthophoto or other base map on which the soil lines were compiled and digitized probably differs from the background imagery displayed on these maps. As a result, some minor shifting of map unit boundaries may be evident.

Map Unit Legend

Map Unit Symbol	Map Unit Name	Acres in AOI	Percent of AOI
DsB	Dresden silt loam, 2 to 6 percent slopes	7.2	8.4%
DsC2	Dresden silt loam, 6 to 12 percent slopes, eroded	1.3	1.5%
MdC2	McHenry silt loam, 6 to 12 percent slopes, eroded	6.0	7.0%
MdD2	McHenry silt loam, 12 to 20 percent slopes, eroded	0.9	1.0%
WvB	Westville silt loam, 2 to 6 percent slopes	63.2	73.6%
WvC2	Westville silt loam, 6 to 12 percent slopes, eroded	7.2	8.4%
Totals for Area of Interest		**85.8**	**100.0%**

Map Unit Descriptions

The map units delineated on the detailed soil maps in a soil survey represent the soils or miscellaneous areas in the survey area. The map unit descriptions, along with the maps, can be used to determine the composition and properties of a unit.

A map unit delineation on a soil map represents an area dominated by one or more major kinds of soil or miscellaneous areas. A map unit is identified and named according to the taxonomic classification of the dominant soils. Within a taxonomic class there are precisely defined limits for the properties of the soils. On the landscape, however, the soils are natural phenomena, and they have the characteristic variability of all natural phenomena. Thus, the range of some observed properties may extend beyond the limits defined for a taxonomic class. Areas of soils of a single taxonomic class rarely, if ever, can be mapped without including areas of other taxonomic classes. Consequently, every map unit is made up of the soils or miscellaneous areas for which it is named and some minor components that belong to taxonomic classes other than those of the major soils.

Most minor soils have properties similar to those of the dominant soil or soils in the map unit, and thus they do not affect use and management. These are called noncontrasting, or similar, components. They may or may not be mentioned in a particular map unit description. Other minor components, however, have properties and behavioral characteristics divergent enough to affect use or to require different management. These are called contrasting, or dissimilar, components. They generally are in small areas and could not be mapped separately because of the scale used. Some small areas of strongly contrasting soils or miscellaneous areas are identified by a special symbol on the maps. If included in the database for a given area, the contrasting minor components are identified in the map unit descriptions along with some characteristics of each. A few areas of minor components may not have been observed, and consequently they are not mentioned in the descriptions, especially where the pattern was so complex that it

was impractical to make enough observations to identify all the soils and miscellaneous areas on the landscape.

The presence of minor components in a map unit in no way diminishes the usefulness or accuracy of the data. The objective of mapping is not to delineate pure taxonomic classes but rather to separate the landscape into landforms or landform segments that have similar use and management requirements. The delineation of such segments on the map provides sufficient information for the development of resource plans. If intensive use of small areas is planned, however, onsite investigation is needed to define and locate the soils and miscellaneous areas.

An identifying symbol precedes the map unit name in the map unit descriptions. Each description includes general facts about the unit and gives important soil properties and qualities.

Soils that have profiles that are almost alike make up a *soil series*. Except for differences in texture of the surface layer, all the soils of a series have major horizons that are similar in composition, thickness, and arrangement.

Soils of one series can differ in texture of the surface layer, slope, stoniness, salinity, degree of erosion, and other characteristics that affect their use. On the basis of such differences, a soil series is divided into *soil phases*. Most of the areas shown on the detailed soil maps are phases of soil series. The name of a soil phase commonly indicates a feature that affects use or management. For example, Alpha silt loam, 0 to 2 percent slopes, is a phase of the Alpha series.

Some map units are made up of two or more major soils or miscellaneous areas. These map units are complexes, associations, or undifferentiated groups.

A *complex* consists of two or more soils or miscellaneous areas in such an intricate pattern or in such small areas that they cannot be shown separately on the maps. The pattern and proportion of the soils or miscellaneous areas are somewhat similar in all areas. Alpha-Beta complex, 0 to 6 percent slopes, is an example.

An *association* is made up of two or more geographically associated soils or miscellaneous areas that are shown as one unit on the maps. Because of present or anticipated uses of the map units in the survey area, it was not considered practical or necessary to map the soils or miscellaneous areas separately. The pattern and relative proportion of the soils or miscellaneous areas are somewhat similar. Alpha-Beta association, 0 to 2 percent slopes, is an example.

An *undifferentiated group* is made up of two or more soils or miscellaneous areas that could be mapped individually but are mapped as one unit because similar interpretations can be made for use and management. The pattern and proportion of the soils or miscellaneous areas in a mapped area are not uniform. An area can be made up of only one of the major soils or miscellaneous areas, or it can be made up of all of them. Alpha and Beta soils, 0 to 2 percent slopes, is an example.

Some surveys include *miscellaneous areas*. Such areas have little or no soil material and support little or no vegetation. Rock outcrop is an example.

Appendix D

WDNR Environmental Review Documentation

Endangered Resources Preliminary Assessment

Created on **9/26/2024**. This report is good for one year after the created date.

DNR staff will be reviewing the ER Preliminary Assessments to verify the results provided by the Public Portal. ER Preliminary Assessments are only valid if the project habitat and waterway-related questions are answered accurately based on current site conditions. If an assessment is deemed invalid, a full ER review may be required even if the assessment indicated otherwise.

Results

A search was conducted of the NHI Portal within a 1-mile buffer (for terrestrial and wetland species) and a 2-mile buffer (for aquatic species) of the project area. Based on these search results, below are your follow-up actions.

This project is covered by the Broad Incidental Take Permit/Authorization for No/Low Impact Activities (No/Low BITP/A) (https://dnr.wi.gov/topic/ERReview/ITNoLowImpact.html) **provided that the follow-up actions below are implemented**. This BITP/A covers projects that the DNR has determined will have no impact or a minimal impact to endangered and threatened species in the state. Due to this coverage under the No/Low BITP/A, a formal review letter is not needed and only the actions listed below need to be followed to comply with state and/or federal endangered species laws, any take that may result from the proposed project is permitted/authorized for state-listed species.

Follow up actions:

The project overlaps the Rusty Patched Bumble Bee High Potential Zone. The USFWS has created a Rusty Patched Bumble Bee High Potential Zone to show where there is a high likelihood for the species to be present. If a project overlaps with this zone then steps should be taken to determine if suitable habitat is present for the bee. Shapefiles and an interactive map of the zone can be found on the USFWS rusty patched bumble bee guidance page: (https://www.fws.gov/species/rusty-patched-bumble-bee-bombus-affinis)

- Suitable active season habitat includes, but is not limited to: prairies, woodlands, marshes/wetlands, agricultural landscapes and residential parks and gardens. The RPBB relies on diverse and abundant flowering plant species in proximity to suitable overwintering sites for hibernating queens.
- Suitable overwintering habitat includes, but is not limited, to: non-compacted soils, sandy soils, or woodlands. Overwintering habitat does not include wetlands.
- Non-suitable habitat includes, but is not limited to: permanently flooded areas/open water, paved areas, areas planted to annual row crops, forest where invasive shrubs are dominant and spring ephemeral flowers are absent, and areas mowed too frequently to allow development of diverse wildflower resources (e.g., road shoulders, medians, lawns).

If your project is 100% within non-suitable habitat then no further actions are necessary. However, if suitable habitat is present within the project site, assume presence and follow one or more the USFWS' recommended conservation measures below:

For prescribed fire, mowing/haying, grazing, pesticide use and tree clearing/thinning, follow the voluntary conservation measures outlined in the Conservation Management Guidelines for the Rusty Patched Bumble Bee (*Bombus affinis*)] document: ((https://www.fws.gov/sites/default/files/documents/ConservationGuidanceRPBBv1_27Feb2018_0.pdf))

For all other projects:

- use native trees, shrubs and flowering plants in landscaping,
- provide plants that bloom from spring through fall ((refer to the Wisconsin Native Plant Species List: (https://p.widencdn.net/tanvm9/NH0936)),
- remove and control invasive plants in any habitat used for foraging, nesting, or overwintering

If **none** of the above conservation measures can be followed or for more information on implementing the above conservation measures, contact the USFWS Bloomington Field Office at (952) 252-0092 or TwinCities@fws.gov for further consultation.

For more information, refer to the **Screening Guidance for the Rusty Patched Bumble Bee (RPBB):** (https://widnr.widen.net/view/pdf/ocpohchp4o/NH_ScreeningGuidance_RPBB.pdf)

The Bald Eagle (*Haliaeetus leucocephalus*) is Federally protected by the Bald & Golden Eagle Protection Act. An eagle nest has been recorded within 1 mile of the project area. Visit the USFWS Bald Eagle Management website (https://fws.gov/story/do-i-need-eagle-take-permit) for detailed guidelines and conservation measures for your specific project activity.

Visiting the website and following USFWS guidance will satisfy the project's Endangered Resources requirements.

This project has the potential to impact a nearby waterbody where a state special concern aquatic species may be present, therefore erosion and runoff prevention measures (https://dnr.wi.gov/topic/stormwater/standards/const_standards.html) are recommended during the course of the project to avoid impacts to aquatic species. If these follow-up actions cannot be implemented, an ER Review should be requested.

A copy of this document can be kept on file and submitted with any other necessary DNR permit applications to show that the need for an ER Review has been met. This notice only addresses endangered resources issues. This notice does not constitute DNR authorization of the proposed project and does not exempt the project from securing necessary permits and approvals from the DNR and/or other permitting authorities.

Project Information

Landowner name	**Mendota Mental Health Institute**
Project address	
Project description	**The Mendota Mental Health Institute (MMHI) Utility Improvements project will relocate, replace and/or construct new utility distribution systems necessary to supply existing and recently upgraded facilities at MMHI and Central Wisconsin Center (CWC).**

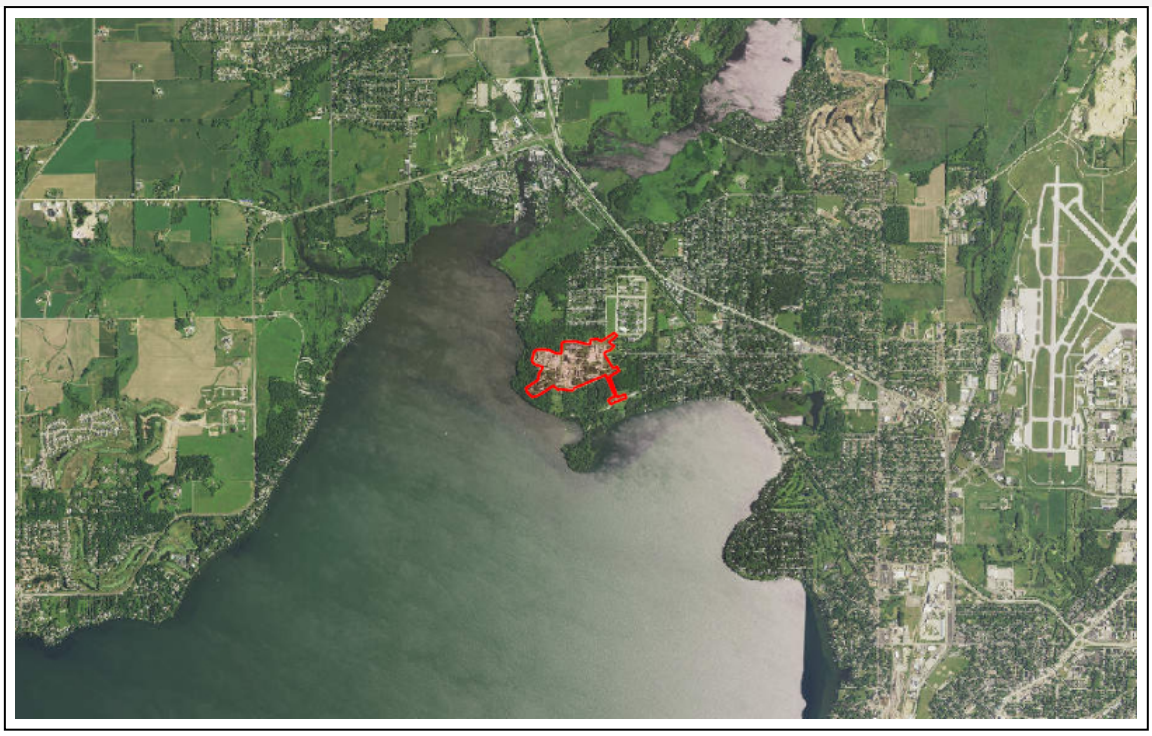
Project Questions

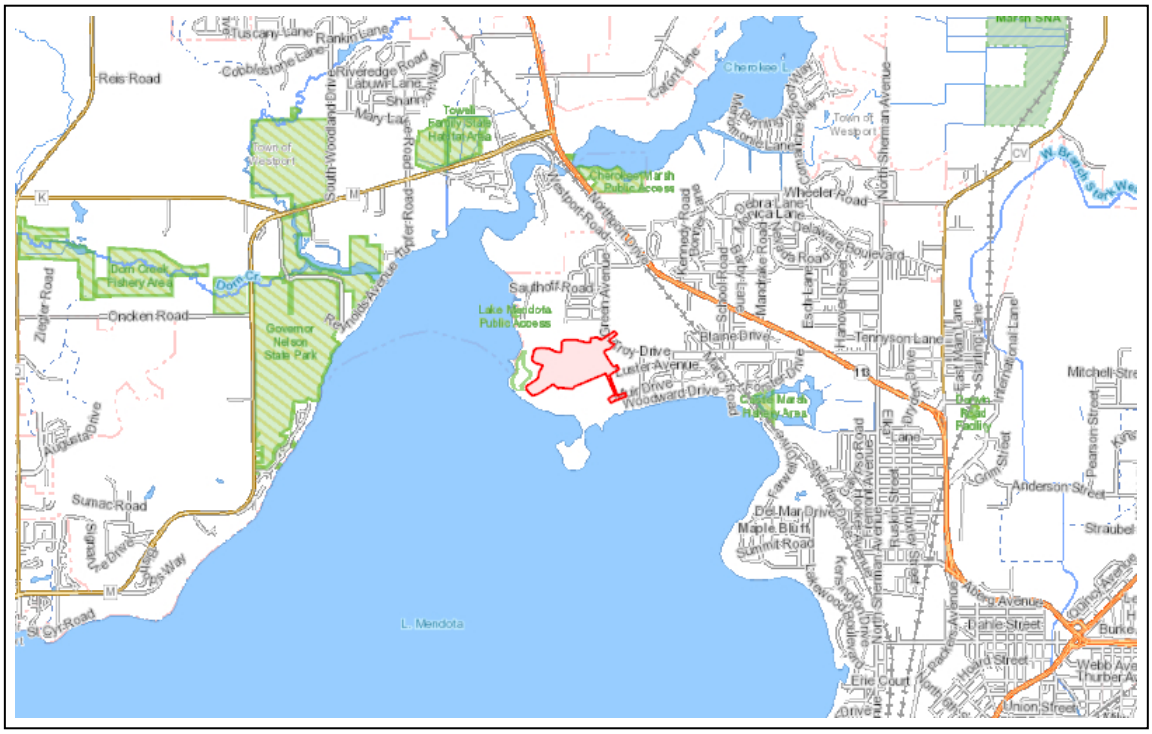
Does the project involve a public property?	**Yes**
Is there any federal involvement with the project?	**No**
Is the project a utility, agricultural, forestry or bulk sampling (associated with mining) project?	**Yes**
Is the project property in Managed Forest Law or Managed Forest Tax Law?	**No**
Project involves tree or shrub removal?	**No**
Is project near (within 300 ft) a waterbody or a shoreline?	**Yes**
Is project within a waterbody or along the shoreline?	**No**

Does the project area (including access routes, staging areas, laydown yards, select sites, source/fill sites, etc.) occur **entirely within** one or more of the following habitats?

Urban/residential	**Yes**
Manicured lawn	**Yes**
Artificial/paved surface	**Yes**
Agricultural land	**No**
Areas covered in crushed stone or gravel	**Yes**

Project Area Maps





Appendix E

Hazardous Materials Review

WISCONSIN DEPARTMENT OF NATURAL RESOURCES

Landfill/Waste Sites

Legend: (some map layers may not be displayed)

- Landfill/Waste Site Point
- Municipality Boundaries
- Rivers and Streams
- Intermittent Streams
- Open Water
- water
- Latest Leaf Off Imagery

Notes:

Service Layer Credits:
Surface Water - Cached: WiDNR, USGS, and other data, Municipal Boundaries: , Basic Base Map - Cached: , 2018-2021 Air Photos (Leaf-Off) (Cached):

Map projection: NAD 1983 HARN Wisconsin TM

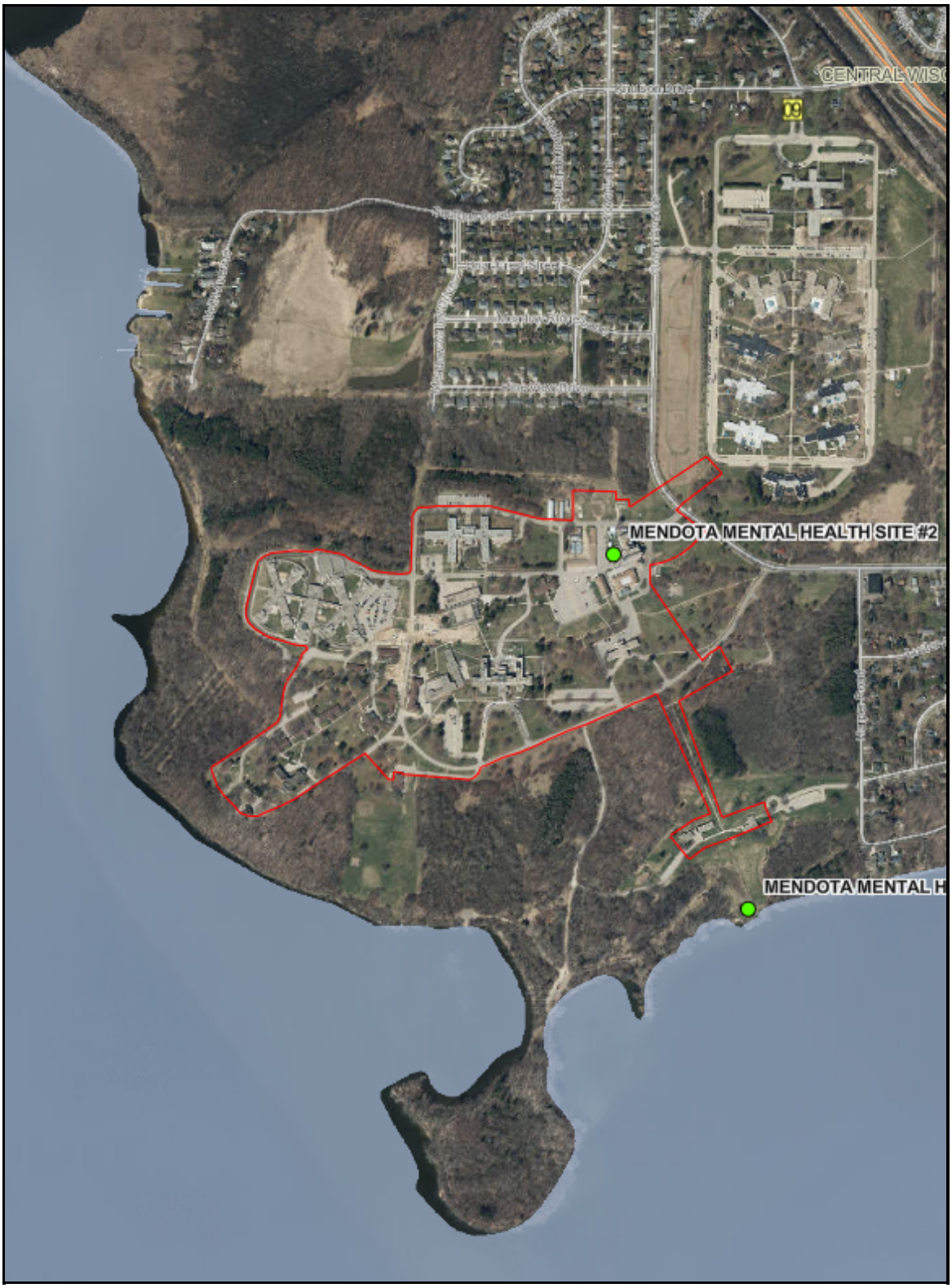
N

Map: 0 730 1,460 Feet
0 220 440 Meters

Date Printed: 12/11/2024 3:13 PM

WISCONSIN DEPARTMENT OF NATURAL RESOURCES

RR Sites



Legend

Imported (1)

Open & Closed Activities

Open Activity

Closed Activity

Additional Activity Information

Continuing Obligations Apply

Affected Another Property or Right-of-Way

Sediment Impacts

Sediment Impacts Boundary

Other BRRTS Activities/Layers

No Action Required (NAR)

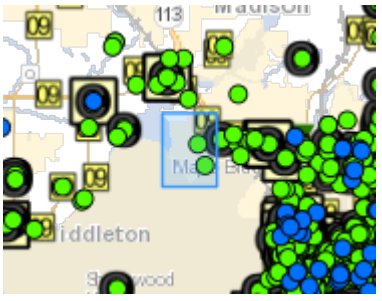
Materials Management

Notes

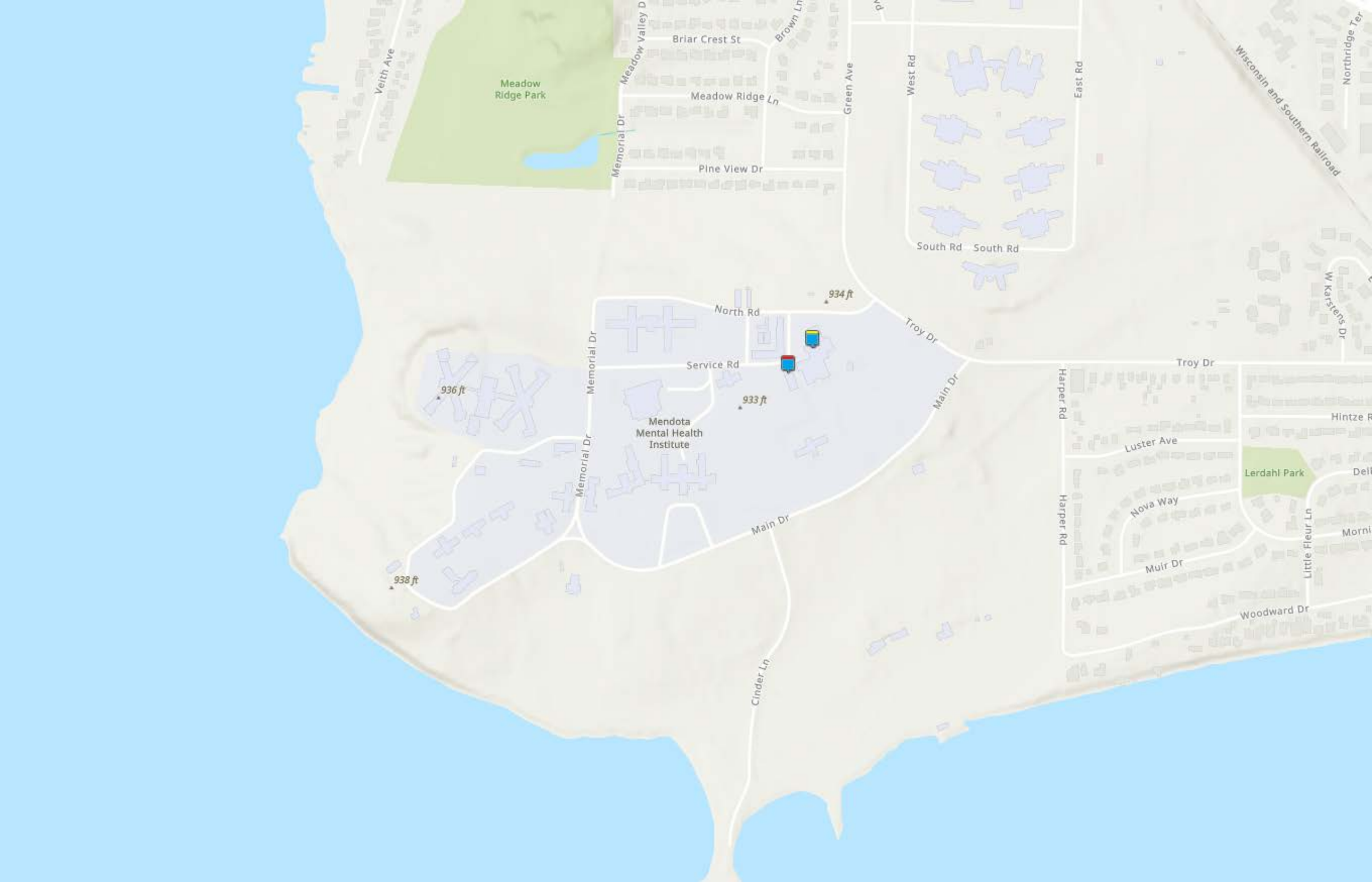
Service layer credits:
WiDNR, USGS, and other data | WI Dept. of Natural Resources, Environmental Management Division, Bureau of Remediation and Redevelopment

1:11,206

0 1000 2000 ft



Date Printed: 09/20/2024


Meadow Ridge Park
Briar Crest St
Meadow Ridge Ln
Pine View Dr
Veith Ave
Meadow Valley Dr
Memorial Dr
Brown Ln
Green Ave
West Rd
East Rd
South Rd
South Rd
Wisconsin and Southern Railroad
Northridge Ter
W Karstens Dr
934 ft
North Rd
Troy Dr
Service Rd
936 ft
933 ft
Mendota Mental Health Institute
Main Dr
Harper Rd
Troy Dr
Hintze R
Luster Ave
Lerdahl Park
Nova Way
Muir Dr
Woodward Dr
Little Fleur Ln
938 ft
Cinder Ln

National Priorities List and Superfund Alternative Approach Sites

Search for sites proposed to, currently on, and deleted from Superfund's National Priorities List (NPL) as well as sites being addressed under the Superfund Alternative Approach (SAA).

Select a State

After selecting a state, click Go to display sites in that state.

Wisconsin Go

State of Wisconsin Selected

Show All States

Show All entries

Search: Madison

Region	City	County	State	Zip Code	EPA ID	Site Name	NPL Status
05	BLOOMING GROVE	DANE	Wisconsin	53713	WID078934403	MADISON METROPOLITAN SEWERAGE DISTRICT LAGOONS	Final
Region	City	County	State	Zip Code	EPA ID	Site Name	NPL Status

Showing 1 to 1 of 1 entries (filtered from 1,905 total entries)

Previous 1 Next

Data as of 12-10-2024 12:00.

County	Dane	Tank Type	
Municipality	City of Madison	Tank Fed Regulated	
Fire Department Id		Tank Contents	
Tank Owner Name	Wisconsin Department of Health Servic	Tank Status	
FacilityId		Tank Occupancy	
Site Address	301 Troy Drive, Madison, WI 53704	Marketer	
Minimum Tank Size		Maximum Tank Size	
Tank Id			

View Report

1 of 1 | 100% | Find | Next

Tank Search Public Access

Number of matching records:

12/10/2024 10:59 AM

Tank Type	Tank ID	Facility ID	Street Address	Tank Status	Tank Contents	Tank Size(Gal)	Facility Owner

Page: 1 of 1

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We're confident in our ability to balance these requirements.

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