



# United States Department of the Interior

NATIONAL PARK SERVICE  
Northeast Region  
15 State Street  
Boston, Massachusetts 02109-3572

February 15, 2005

Mr. Mark Lundgren  
General Services Administration  
Property Disposal Division  
230 South Dearborn St.  
Room 3756  
Chicago, IL 60604-1696

Dear Mr. Lundgren:

Reference: REVISED ASSIGNMENT REQUEST  
Badger Army Ammunition Plant  
Baraboo, Sauk County, Wisconsin  
GSA Control Number 1-D-WI-447-1

The National Park Service, acting by delegation of authority from the Secretary of the Interior, has approved the enclosed application from the State of Wisconsin, Department of Natural Resources to acquire approximately 5,249 acres of surplus Federal property known as a portion of the Badger Army Ammunition Plant, in Baraboo, Sauk County, Wisconsin. The Department of Natural Resources (DNR) has requested the transfer of the property for public park and recreational use under the provisions of 40 U.S.C. § 550 (e).

Pursuant to the authority vested in the Secretary of the Interior by the provisions of said Act and in response to the Notice of Surplus Determination issued by the General Services Administration on January 8, 2001, we hereby request assignment of the subject property to the National Park Service for conveyance to the State of Wisconsin, Department of Natural Resources for public park and recreational use. The DNR will develop and use the property as described in the Program of Utilization submitted as part of its application dated June 7, 2004 and amended December 2, 2004.

**PLEASE NOTE:** The Wisconsin Department of Natural Resources has included a "funding disclaimer" in their application. The DNR has agreed to clean-up the structures which remain after the Army remediates the property, subject to the receipt of federal funds to complete this process. The DNR does not expect this funding to come from the National Park Service, General Services Administration or the Army. Instead they plan to obtain grants or work with their congressional

delegation to secure funding for the project. If the federal funding does not materialize, the DNR plans to voluntarily revert the portions of Badger AAP which are encumbered with unwanted infrastructure but retain the corridor along the eastern edge of the property which connects Devil's Lake State Park with the Wisconsin River.

It is understood that any lands that may revert due to WDNR's ability or inability to remove unwanted infrastructure as it may preclude use of land for parks purposes shall be the joint decision of NPS and GSA as to what areas may be reverted and what areas may remain, and these decisions shall be made upon factors that include, but are not limited to, the ability to reconvey such lands to another party.

Based on our site inspection and evaluation of the application, we have determined that the highest and best use in the public's interest is for park and recreational purposes. The State of Wisconsin's development and use of the site is consistent with the authorities and purposes of the Federal Lands to Parks Program. Accordingly, we will grant a public benefit allowance of 100 percent of the fair market value in conveying the property to the State of Wisconsin. Our evaluation is summarized in the enclosed Report and Recommendation.

If the General Services Administration does not interpose an objection to the property transfer, please prepare a letter of assignment to the National Park Service. The following information should also be included with your letter:

1. The estimated fair market value of the subject property.
2. A legal description of the subject property, including a plat map.
3. All easements, including their legal descriptions, and reservations that must be included in the quitclaim deed.
4. All historic preservation, environmental, and other covenants, restrictions, warranties, and notices that must be included in the quitclaim deed.
5. All historic preservation (e.g., National Register determinations, Programmatic Agreements, etc.) and environmental compliance documentation (e.g., Findings of Suitability to Transfer, Environmental Assessments, etc.) necessary to convey the subject property.
6. A determination as to whether all oil, gas, and mineral rights and deposits in the subject property should be reserved for the United States of America.

In addition to your written response, please provide the text for items 2, 3, and 4 in an electronic format by disk or e-mail to: [elyse\\_laforest@nps.gov](mailto:elyse_laforest@nps.gov).

As always, we appreciate the cooperation of the General Services Administration in our efforts to preserve this land for the public's benefit and enjoyment. If you have any questions, please call me at (617) 223-5190.

Sincerely,

Elyse R. LaForest  
Program Manager  
Federal Lands to Parks Program

Enclosures (2)

cc:

Scott Hassett, Secretary  
Wisconsin Department of Natural Resources  
101 South Webster Street  
Madison, WI 53703

The Honorable Russ Feingold  
United States Senate  
Washington, DC 20510

The Honorable Herbert H. Kohl  
United States Senate  
Washington, DC 20510

The Honorable Tammy Baldwin  
United States House of Representatives  
Washington, DC 20515

## FEDERAL LANDS TO PARKS PROGRAM

### National Park Service Report and Recommendation on the Application of State of Wisconsin, Department of Natural Resources to acquire Surplus Federal Property known as the Badger Army Ammunition Plant Baraboo, Sauk County, Wisconsin GSA Control Number 1-D-WI-447-1

#### I. Legal Name of Applicant

The applicant is State of Wisconsin, Department of Natural Resources, acting by and through:

Scott Hassett, Secretary  
Wisconsin Department of Natural Resources  
101 South Webster Street  
Madison, WI 53703

#### II. Property Requested

The State of Wisconsin, Department of Natural Resources (DNR) is requesting approximately 5249 +/- acres of surplus Federal property consisting of a portion of the Badger Army Ammunition Plant (BAAP) located in Baraboo, Sauk County, Wisconsin, for public park and recreational use. The General Services Administration issued a Notice of Surplus Determination for the property on January 8, 2001. The site is improved many buildings, most of which will be demolished. Badger Army Ammunition Plant is located in south central Wisconsin, and borders Devil's Lake State Park and a portion of the property provides access to the Wisconsin River. The property also contains portions of the National Park Service's Ice Age National Scenic Trail.

The property has a rich natural and cultural history, as well as complex local, state, national and tribal interests. The State of Wisconsin would like to acquire all of Badger Army Ammunition Plant that is not conveyed to other interests.

#### III. Statement of Property Inspection

Ms. Elyse LaForest, Program Manager, Federal Lands to Parks Program, National Park Service, Northeast Region, conducted a site inspection of the property on November 28, 2001.

#### IV. Evaluation of Application

A. Summary of Program of Utilization: The Wisconsin Department of Natural Resources will use the property for public park and recreational use in perpetuity. The DNR will convert the site for use primarily as conservation and recreation uses. These uses will include hiking, picnicking, primitive camping, Lake Wisconsin access viewing, prairie, savanna and grassland restoration, environmental education and cultural/historical interpretation. Other recreational uses will include interpretation of the Badger Army Ammunition Plant's history. The DNR will develop a master plan for the property that will define appropriate land uses and identify development projects necessary to support the approved uses. This will include evaluating social, environmental and economic impacts of the intended uses.

B. Suitability of Property for Proposed Use: The property is well suited for the Program of Utilization described in its application. The property is located on the southern border of Devil's Lake State Park. Connecting BAAP with the state park will establish an environmental corridor that runs from the hills of Devil's Lake to the Wisconsin River. The property is located less than 250 miles from Chicago and Minneapolis, 100 miles from Milwaukee and 30 miles from Madison. Interstate highways make the site easily accessible to areas of major population. The property is readily converted to the uses described in the Program of Utilization once the many buildings on the site have been razed.

The Wisconsin Department of Natural Resources has included a "funding disclaimer" in their application. The DNR has agreed to clean-up the structures which remain after the Army remediates the property, subject to the receipt of federal funds to complete this process. The DNR does not expect this funding to come from the National Park Service, General Services Administration or the Army. Instead they plan to obtain grants or work with their congressional delegation to secure funding for the project. If the federal funding does not materialize, the DNR plans to voluntarily revert the portions of Badger AAP which are encumbered with unwanted infrastructure but retain the corridor along the eastern edge of the property which connects Devil's Lake State Park with the Wisconsin River.

It is understood that any lands that may revert due to WDNR's ability or inability to remove unwanted infrastructure as it may preclude use of land for parks purposes shall be the joint decision of NPS and GSA as to what areas may be reverted and what areas may remain, and these decisions shall be made upon factors that include, but are not limited to, the ability to reconvey such lands to another party.

C. Ability to Carry Out Proposed Program: The Wisconsin Department of Natural Resources is a government agency that has assured the National Park Service, by application and resolution of the applicant, that it will assume the responsible for providing park and recreational opportunities to the public on the property in perpetuity. The DNR will manage the property. Funding will be requested and allocated once the master plan has been developed and approved and the DNR will work to obtain the necessary funds to demolish the many building that are on the site..

D. Justification of Need: The DNR's acquisition of the property will satisfy the public's need for recreation, conservation, and open space in an area of increasing population and development.

#### V. Public Benefit Allowance

The Wisconsin Department of Natural Resources has satisfactorily completed the Federal Lands to Parks Program application attesting that it will develop and maintain the property for public park and recreational use in perpetuity. Furthermore, the applicant has certified its authority and ability to assume these responsibilities, justified the need for the property, and provided sufficient evidence that the property is suitable for conversion to the proposed uses and readily accessible to the population to be served. The applicant has given assurance that it will comply with all terms and conditions of the conveyance and will develop and manage the property to provide public park and recreation benefits in perpetuity. Therefore, pursuant to 40 U.S.C. § 550 (e), the National Park Service finds that Wisconsin Department of Natural Resources qualifies for a public benefit conveyance of the subject property at 100 percent public benefit discount of its fair market value.

VI. Recommendation

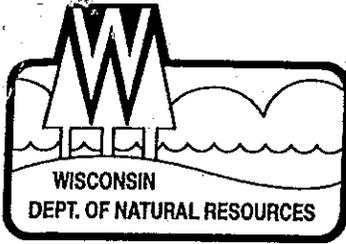
The National Park Service recommends the transfer of the subject property to APPLICANT, for public park and recreational use pursuant to the provisions of 40 U.S.C. § 550 (e), and a public benefit discount of 100 percent of the property's fair market value in conveying the property.

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Elyse R. LaForest  
Program Manager  
Federal Lands to Parks Program  
Northeast Region  
National Park Service

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Date



**State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES**

Jim Doyle, Governor  
Scott Hassett, Secretary  
Ruthe E. Badger, Regional Director

South Central Region Headquarters  
3911 Fish Hatchery Road  
Fitchburg, Wisconsin 53711-5397  
Telephone 608-275-3266  
FAX 608-275-3338  
TTY Access via relay - 711

December 6, 2004

Ms. Elyse LaForest  
Department of Interior  
National Park Service - Northeast Region  
15 State Street  
Boston, MA 02109-3572

Subject: WDNR - Application to Acquire Surplus Federal Property

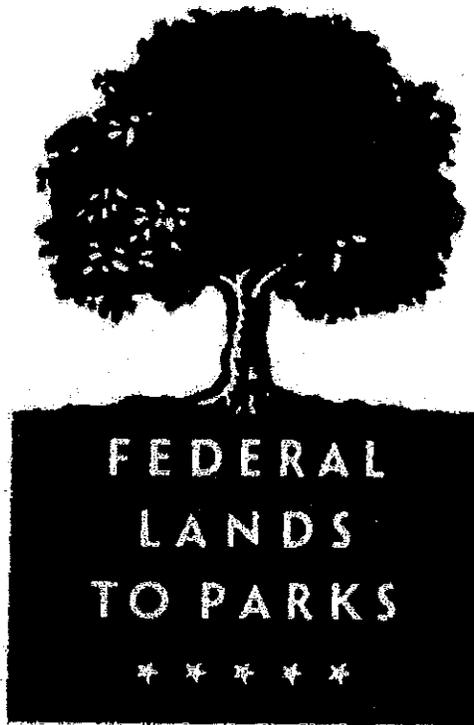
Dear Ms. LaForest:

Attached is our final application packet for the Federal Lands to Parks Program. Please contact me at 608/275-3213 if you have questions.

Sincerely,

Penny Kanable  
South Central Region

Attachment



**APPLICATION TO ACQUIRE SURPLUS FEDERAL PROPERTY**

**U.S. DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE**

Revised April 2000

**Part A:**

**Acceptance of Terms and Conditions by the Applicant**

Date: December 1, 2004

To: U.S. Department of the Interior, National Park Service  
Ms. Elyse LaForest  
U.S. Department of the Interior  
National Park Service  
Northeast Region  
15 State Street  
Boston, MA 02109-3572  
tel: (617) 223-5190  
fax: (617) 223-5164

The undersigned, State of Wisconsin, Department of Natural Resources, hereinafter referred to as the Applicant or Grantee, acting by and through Scott Hassett, Secretary, Wisconsin Department of Natural Resources, 101 South Webster Street, Madison, WI 53703, 608/266-2121, hereby makes application to the U.S. Department of the Interior, National Park Service, acting for and on behalf of the Secretary of the Interior pursuant to 40 U.S.C. § 550 (e), and in accordance with the regulations and policies of the U.S. Department of the Interior for the transfer of the following property which has been declared surplus by the General Services Administration, and is subject to assignment to the National Park Service for disposal for public park or recreational purposes:

Property: Badger Army Ammunition Plant, Baraboo, Sauk County, Wisconsin

Acres: 5249

General Services Administration Control Number: 1-D-WI-447-I

The property is more fully described in Part B of this application, attached hereto and made a part thereof. Enclosed herewith as Part C of the application is a resolution or certified statement showing the authority of the undersigned to execute this application and to do all other acts necessary to consummate the transaction.

The following agreement is made by the Applicant in consideration of and for the purpose of obtaining the transfer of any or all property covered by this application, and the Applicant recognizes and agrees that any such transfer will be made by the United States of America in reliance on said agreement. The undersigned understands and agrees that the application is made and the property is conveyed subject to the following terms and conditions which may be enforced through a reversionary right in the property reserved to the United States of America:

1. This application and its acceptance by the National Park Service shall constitute the entire agreement between the Applicant and the United States of America, unless modified and approved in writing by both parties. This agreement becomes binding only once the instrument of conveyance for the property is duly recorded by the Applicant.
2. The description of the property set forth herein is believed to be correct, but any error or omission shall not constitute ground or reason for nonperformance of the agreement resulting from the acceptance of this application.
3. The Applicant understands and agrees that the property is to be conveyed "as is" and "where is" without representation, warranty, or guaranty as to quantity, quality, character, condition, size, or kind, or that the same is in condition or fit to be used for the purpose intended and no claim for any adjustment upon such grounds will be considered after this application has been accepted.

4. The Applicant agrees to assume constructive possession of the property upon receipt of written notification from the National Park Service. Should the Applicant fail to assume constructive possession of the property, it shall nonetheless be charged with constructive possession upon receipt of such notification from the National Park Service.
5. At the date of assumption of constructive possession of the property, or the date of conveyance, which ever occurs first, the Applicant shall assume responsibility for any general and special real and personal property taxes, which may have been or may be assessed on the property, and to prorate sums paid, or due to be paid, by the United States of America in lieu of taxes; and for care and handling and all risks of loss or damage to the property, and have all obligations and liabilities of ownership.
6. If a purchase price is due, the Applicant shall tender the purchase price to the United States of America on a mutually agreeable date after the property has been assigned to the National Park Service.
7. Conveyance of the property shall be accomplished by an instrument, or instruments, in a form satisfactory to the National Park Service without warranty, express or implied, and shall contain substantially, but may not be limited to, the following reservations, restrictions, and conditions:
  - (a) The Grantee shall forever use the property exclusively for public park and recreational use in accordance with its application for property, particularly the Program of Utilization contained in Part B of the application, and approved amendments thereto, as provided below.
  - (b) The Program of Utilization contained in Part B of the application may be amended only for the continued use of the property for public park or recreational purposes at the request of either the Grantee or the National Park Service with the written concurrence of the other party. Such amendments will be added to and become a part of the original application and of this Quitclaim Deed, and shall be consistent with purposes for which the property was originally transferred. The Grantee shall furnish any documentation, maps, photographs, studies, and other information to support the request as requested by the National Park Service to evaluate any proposed use or development of the property.
  - (c) The property shall not be sold, leased, assigned, or otherwise disposed of except to another eligible governmental agency that the National Park Service agrees in writing can assure the continued use and maintenance of the property for public park or recreational purposes subject to the same terms and conditions in the original instrument of conveyance. Any mortgage, lien, or any other encumbrance not wholly subordinate to the reverter interest of the Grantor shall constitute an impermissible disposal. However, this provision shall not preclude the Grantee and its successors or assigns from issuing revenue or other bonds related to the use of the property to the extent that such bonds shall not in any way restrict, encumber, or constitute a lien on the property, or from providing related recreational facilities and services consistent with the approved application through concession agreements, permits, and licenses entered into with third parties, provided prior concurrence to such agreements is obtained in writing from the National Park Service.
  - (d) The Grantee shall, within three months of the date of the recording of the instrument of conveyance, erect and forever maintain a conspicuous sign or signs near the principal point or points of access to the property that states: "The National Park Service, U.S. Department of the Interior, donated this land to the *name of Grantee* for public recreational use through the Federal Lands to Parks Program."
  - (e) Beginning two years from the date of conveyance, the Grantee shall prepare biennial reports describing the development and use of the property, and any revenue generated from its operation during the preceding two-year period. The Grantee shall prepare and submit ten consecutive biennial reports to the appropriate National Park Service office and further as the National Park Service may determine to be necessary.

(f) All revenue received by the Grantee through concession agreements, use permits, or other fees generated by activities on the property shall be used only for the implementation of an approved Program of Utilization or the operation of park and recreation facilities and programs on the property. After the Program of Utilization is completed, and as long as the property is properly and sufficiently operated and maintained, the revenue may be used only for other public park and recreational purposes by the Grantee. Any revenue received by the Grantee which is generated through the operation of the property shall be listed and accounted for in its biennial reports to the National Park Service.

(g) The Grantee further covenants and agrees for itself, its successors, and assigns, to comply with the provisions of the Federal Disaster Protection Act of 1973 (87 Stat. 975); Executive Order 11988, relating to the evaluation of flood hazards; Executive Order 11288, relating to the prevention, control, and abatement of water pollution; and Executive Order 11990, relating to the protection of wetlands, where and to the extent said Act and Orders are applicable to the property herein conveyed, and the Grantee shall be subject to any use restrictions issued under said Act and Orders.

(h) The Grantee further covenants and agrees for itself, its successors and assigns, to comply with all Federal laws relating to nondiscrimination in connection with any use, operation, program, or activity on or related to the property requested in this application, including, but not limited to:

All requirements imposed by or pursuant to the regulations of the U.S. Department of the Interior (43 C.F.R. Part 17);

Title VI of the Civil Rights Act of 1964 (42 U.S.C. § 2000d-1), which prohibits discrimination on the basis of race, color, or national origin;

The Age Discrimination Act of 1975, as amended (42 U.S.C. § 6101 et seq.), which prohibits discrimination on the basis of age;

Section 504 of the Rehabilitation Act of 1973, as amended (29 U.S.C. § 794), which prohibits discrimination on the basis of handicap;

The Architectural Barriers Act of 1968, as amended (82 Stat. 718), which requires facilities located on the property to be accessible to the physically handicapped; and

The Americans with Disabilities Act of 1990 (104 Stat. 337), which requires that no otherwise qualified handicapped individual shall, solely by reason of his or her handicap, be excluded from the participation in, be denied benefits of, or be subject to discrimination under any program or activity receiving Federal financial assistance.

The Applicant further agrees to require any other person or entity who, through contractual or other arrangements with the Applicant, is authorized to provide services or benefits on or in connection with the property requested herein, and to promptly take and continue to take such action as may be necessary to effect this agreement.

(i) Title to the property transferred shall revert to the United States of America at its option for non-compliance with any of the terms and conditions of the conveyance. In the event that there is a breach of any of the conditions and covenants herein contained by the Grantee, its successors and assigns, whether caused by legal or other inability of the Grantee, its successors and assigns, to perform said conditions and covenants, or otherwise, all right, title, and interest in and to the said premises shall revert to and become the property of the Grantor at its option which, in addition to all other remedies for such breach, shall have the right of entry upon said premises, and the Grantee, its successor and assigns, shall forfeit all right, title, and interest in said premises and in any and all of the tenements, hereditaments, and appurtenances thereunto belonging.

(j) The Grantee, by its acceptance of this deed, covenants and agrees for itself, and its successors and assigns, that in the event the Grantor exercises its option to revert all right, title, and interest in the property to the Grantor, or the Grantee voluntarily returns title to the property in lieu of a reverter, then the Grantee shall provide protection to and maintenance of said property at all times until such time as the title is actually reverted or returned to and accepted by the Grantor, including the period of any notice of intent to revert. Such protection and maintenance shall, at a minimum, conform to the standards prescribed by the General Services Administration in its Federal Property Management Regulations in effect at the time of the reversion. Prior to any such reversion, the Grantee further agrees to complete and submit to the Grantor an environmental assessment of the property that sufficiently documents and evaluates its condition in regard to the release of hazardous substances as defined under the Comprehensive Environmental Response, Compensation, and Liability Act of 1980, as amended [42 U.S.C. § 9620(h)].

(k) The National Park Service, and any representative it may so delegate, shall have the right of entry upon said premises at all reasonable times to conduct inspections of the property for the purpose of evaluating the Grantee's compliance with the terms and conditions of the conveyance.

(l) The failure of the National Park Service, or any other agency of the United States, to exercise any right or remedy granted under this instrument shall not have the effect of waiving or limiting the exercise of any other right or remedy or the use of such right or remedy at any other time.

(m) The Grantee, its successors and assigns, shall hold harmless, defend, and indemnify the United States, its employees, agents, and representatives from and against any suit, claim, demand or action, liability, judgment, cost or other fee arising out of any claim for personal injury or property damage (including death, illness, or loss of or damage to property or economic loss) that arises from the Grantee's or the Grantee's agent's use or occupancy of the property and/or the Grantee's failure to comply with the terms of this deed.

(n) The United States of America shall have the right to reserve all oil, gas, and mineral rights in the property.

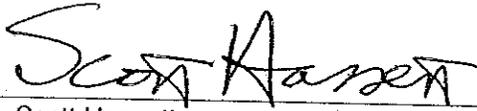
8. Any title evidence which may be desired by the Applicant will be procured by the Applicant at its sole expense. The National Park Service will, however, cooperate with the Applicant or its authorized agent in this effort and will permit examination and inspection of such deeds, abstracts, affidavits of title, judgments in condemnation proceedings, or other documents relating to the title of the premises and property involved as it may have available. The United States of America will not be obligated to pay for any expense incurred in connection with title matters or survey of the property.
9. The Applicant shall pay all taxes imposed on this transaction and shall obtain at its own expense and affix to all instruments of conveyance and security documents such revenue and documentary stamps as may be required by Federal and local law. All instruments of conveyance and security documents shall be recorded at the Applicant's expense within 30 days of their receipt in the manner prescribed by local recording statutes. The Applicant shall provide the National Park Service with a certified copy of the instrument of conveyance within 30 days of the date of recordation which indicates the date, location, and book and page number of its recording.
10. The Applicant agrees to comply with Section 106 of the National Historic Preservation Act of 1966, as amended (16 U.S.C. § 470) by (a) consulting with the State Historic Preservation Officer and conducting investigations, as necessary, to identify sites and resources on the property listed on or eligible for nomination to the National Register of Historic Places, (b) notifying the National Park Service and disposal agency of the existence of any such sites and resources, and (c) complying with the requirements of 36 C.F.R. Part 800, as established under the National Historic Preservation Act of 1966, as amended, to avoid or mitigate adverse effects on such sites and resources.
11. The National Park Service or disposal agency may require additional reservations, restrictions, and

conditions in the instrument of conveyance to safeguard the interests of the United States of America, including covenants relating to environmental protection and historic preservation. The National Park Service will give the Applicant sufficient opportunity to review any additional requirements prior to the conveyance of title to the property.

I agree that the instrument effecting the transfer to the Applicant of any property covered by this application will contain provisions satisfactory to the United States of America, incorporating the substance of the foregoing agreement, with such provisions to consist of (1) a condition, coupled with a right reserved to the United States of America to cause the property to revert to the United States of America at its option in the event of any breach of such condition, and (2) a covenant running with the land. The Applicant understands that the United States of America shall have the right to seek judicial enforcement of this agreement, and that this agreement shall be binding upon the successors and assigns of the Applicant.

12/2/04

(Date of Application)



P. Scott Hassett

Secretary

Wisconsin Department of Natural Resources

## Part B:

### Justification for Acquiring Property

#### 1. Description of Property

- (a) Narrative: The Badger Army Ammunition Plant (BAAP) occupies 7,354 acres in the predominately rural countryside of Sauk County, Wisconsin. See Maps 1 and 2. The Badger Plant was constructed in 1942 following nation's entry into World War II. The plant provided ammunition propellant for the duration of water 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. The property has a rich natural and cultural history, as well as complex local, state, national and tribal interests. The predominate land use has been and remains industrial with portions of agricultural research, pasture, row crops, a small amount of commercial leasing and a small prairie restoration area (Badger Reuse Committee 2001). The particular parcel of concern's legal description will be provided after GSA makes a final decision as to which parcels will be conveyed to the State. The GSA Control Number for the entire property is 1-D-WI-447-I. The State of Wisconsin, Department of Natural Resources is interested in obtaining all BAAP lands that remain after GSA has addressed parcels specifically requested by USDA, State of Wisconsin and the Ho-Chunk Nation. Given that the lands remaining after the first round of conveyances are completed are likely to be located in the industrialized core of the plan, the State's interest is predicated on the Army's completion of remediation to appropriate standards. However, the State is willing to accept lands that have some structures remaining, as long as the structures are not contaminated and are structurally sound.

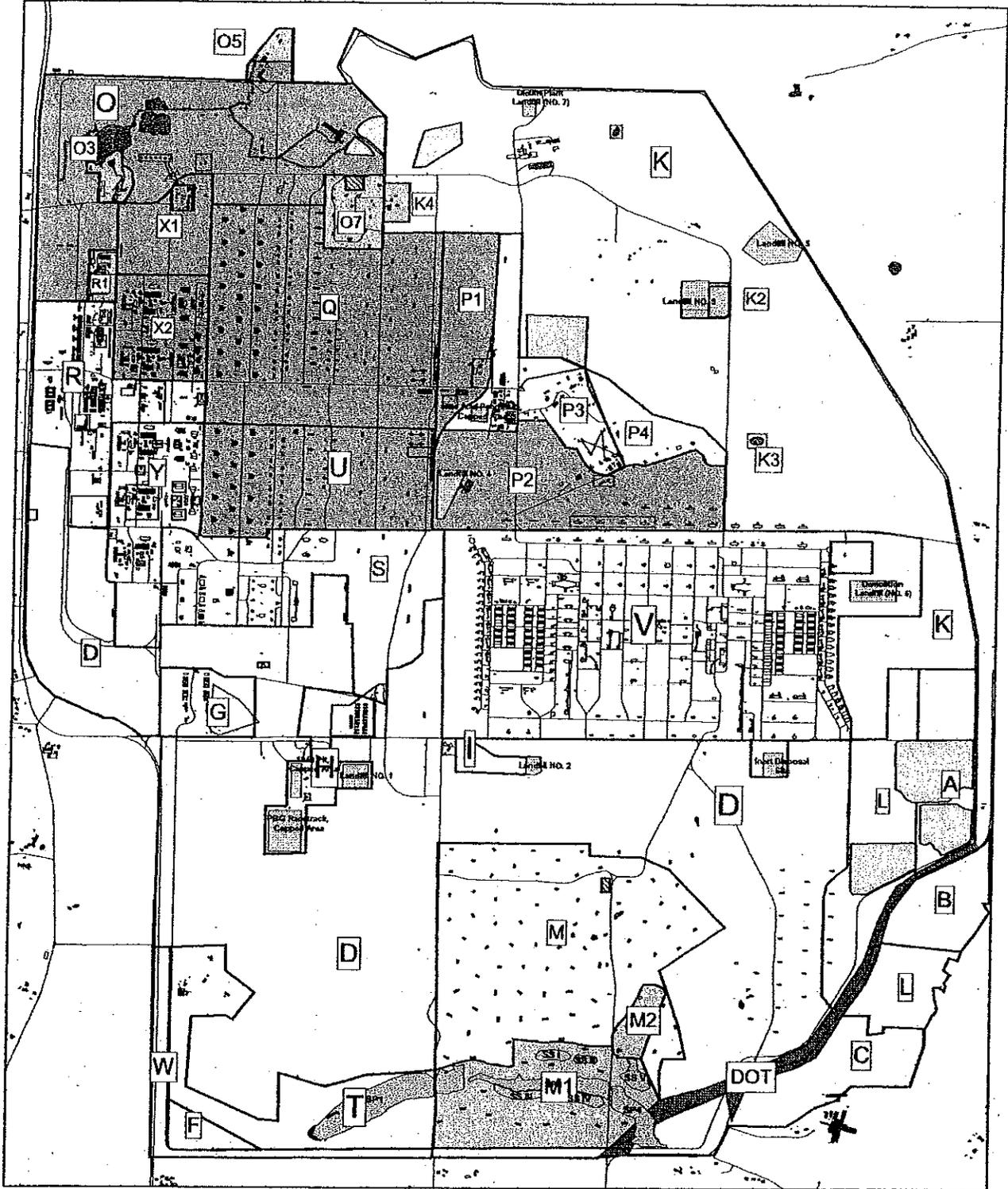
A number of historical, architectural and archaeological investigations have been conducted at BAAP pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended through 2000 (NHPA) (16 U.S.C.470) and its implementing regulations at 36 CFR Part 800 (Protection of Historic and Cultural Properties) (revised and reissued January 11, 2001).<sup>1</sup> In general, BAAP contains both architectural and archaeological resources. More specifically, BAAP has been determined to contain several archaeological sites that are protected by Wisconsin State Law (Wisconsin Statutes, Chapter 157.70, Burial Sites Preservation) in addition to the National Historic Preservation Act.<sup>2</sup> A formal determination of eligibility of BAAP's architectural resources, however, has not been made.<sup>3</sup> All aspects of these resources would be addressed as part of the joint management master planning process for the property.

- (b) Maps: See attached. [Parcel Map 10 27 04.pdf](#)
- (c) Legal Description: Legal description will follow when surveying of the property is completed.
- (d) Photographs:

<sup>1</sup> U.S. General Services Administration, New England Region, Draft Environmental Impact Statement. Badger Army Ammunition Plant, Volume I of II, Page 3-73.

<sup>2</sup> U.S. General Services Administration, New England Region, Draft Environmental Impact Statement. Badger Army Ammunition Plant, Volume I of II, Page 3-74.

**Badger Army Ammunition Plant  
Parcels, Buildings with Relative Hazards, and RI Site Locations**



Scale:



**Map Legend**

**Buildings**  
Relative Hazard Value

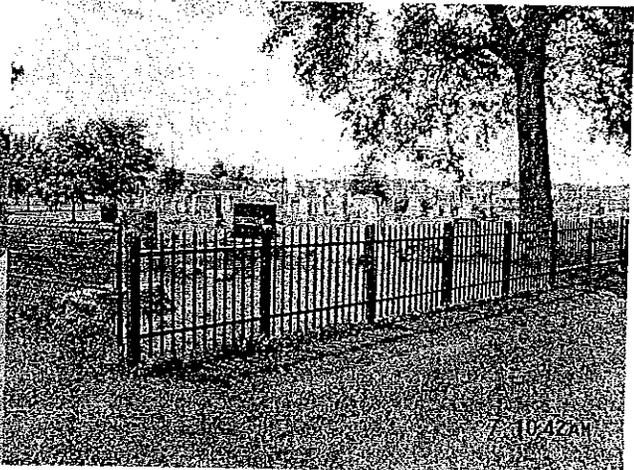
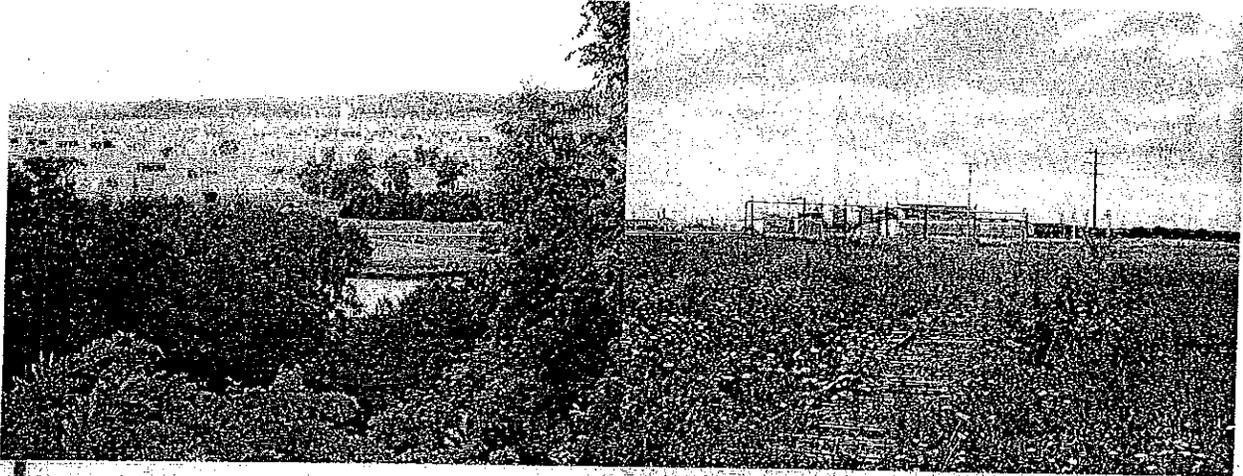
- HIGH
- MEDIUM
- LOW
- No Value

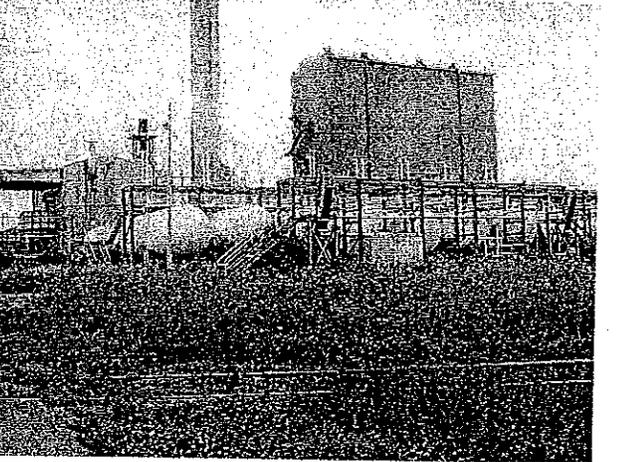
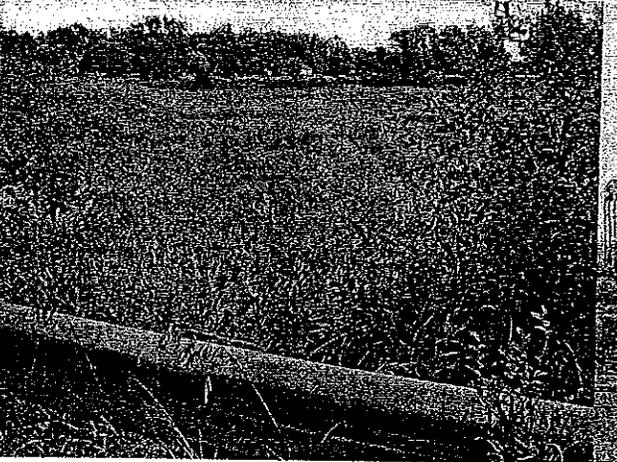
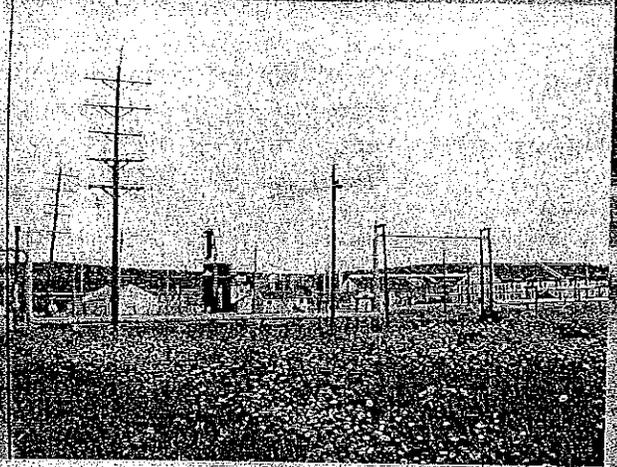
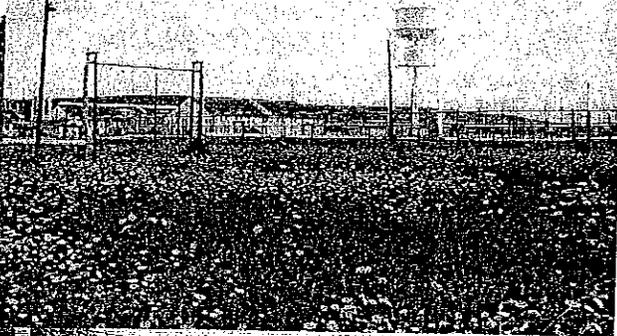
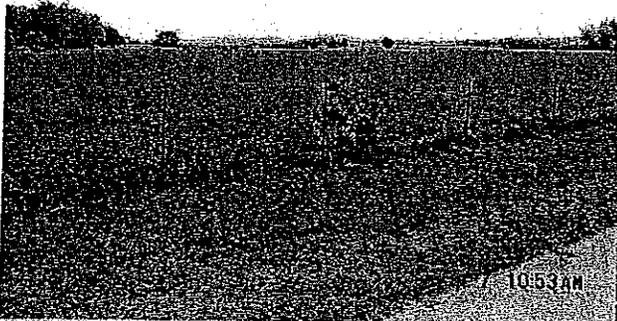
**RI Site Classification**

- RI - Further Work Required
- RI - No Further Work
- △ Underground Storage Tank

**Parcels**

- EXCLUDED
- BIAHO-CHUNK
- USDA
- WDNR
- BLUFFVIEW SANITARY DISTRICT





## 2. Program of Utilization

- a) Narrative: The WDNR will develop and manage the land at Badger Army Ammunitions Plant for public recreational purposes. The property will be classified as a recreational area, and will include facilities for hiking, picnicking, primitive camping, Lake Wisconsin access and viewing, savanna and grassland restoration, environmental education and cultural/historical interpretation. This planning process, described below, will consider the following elements:

### Natural Resources

Prior to the intensive changes of the last several generations, the terrain near Sauk City, Wisconsin was a shifting mosaic of tall grass prairie, open woodland, and scattered mixed forest. The large glacial outwash plain sandwiched between the Baraboo Hills and the Wisconsin River supported an expanse of tall- and short-grass prairie – the Sauk Prairie. Copses of interspersed open-grown oaks comprised what is known as oak savanna lies just south of the largely forested Baraboo Hills.

The Baraboo Hills are a 150,000-acre doughnut-shaped outcrop of quartzite that are what remain of an ancient mountain range. This largely forested landscape comprises the most extensive tract of mixed forest in the region. The Baraboo Hills contain a large number of important natural areas that include Parfrey's Glen, Baxter Hollow, Pine Hollow, Natural Bridge and Devil's Lake State Park. The Nature Conservancy considers the Baraboo Hills as one of the 70 Great Places in the Western Hemisphere in terms of the diversity of plants and animals that can be found there.

The 14,000-acre Sauk Prairie once served as an important hunting area for Native Americans, including the Sauk after whom the prairie was named. In addition to deer, turkeys, and other game, elk, bison, moose, lynx, bear and wolves inhabited the rich prairie-woodland ecosystem.

The Badger Army Ammunitions Plant occupies 7,354 acres of the former Sauk Prairie. This richly diverse prairie oak savanna will provide an important environmental link between the Baraboo Hills and the riverine system of the Lower Wisconsin River, thus yielding a valuable habitat corridor between them.

The Nature Conservancy identified the remnants of prairie, savanna, oak, woodland, sandy meadow, pine relict and bedrock glade scattered throughout Badger during a 1993 biological inventory of the property. A number of rare and threatened plant species were also located there, and the Army subsequently implemented a management program for them. Our goal is to maintain and enhance the biological quality of these sites. Badger also supports populations of grassland birds and invertebrates that are declining elsewhere because of loss of habitat.

The geology, topography and size of Badger, and its location adjacent to the Baraboo Hills, Devil's Lake State Park and the Wisconsin River valley offer the only opportunity in the Upper Midwest to protect and restore on a large scale a broad array of the region's native ecological communities. The natural history of the area provides opportunities to tell the story of the great glacier that once covered the area, the formation of the Baraboo Hills and Devil's Lake, the flora and fauna unique to the area, and its significance.

### Education and Research

The distinctive history, landscape and setting of Badger lend itself well to exciting and innovative educational opportunities in research, interpretation and teaching. The property is already being used for a variety of educational activities for all ages. First graders have

studied the plants and animals at Badger. University of Wisconsin – Madison students from the Institute for Environmental Studies and the Landscape Architecture Department are using portions of the Badger property as a living laboratory. Badger can provide lifelong learning opportunities for people of all ages and interests.

### Historical/Cultural Resources

Badger contains innumerable cultural landmarks, historic buildings, farmsteads, remnant plant communities, and even contaminated areas that would provide unique learning experiences. A drive off the main highway reveals something few have had the opportunity to experience. The remains of an old military installation are first evident to a visitor. Buildings that were constructed in the early 1940s to support the war effort offer the perfect place to provide interpretive facilities about the Badger Plant munitions workers, World War II history, and the sacrifices made during the war back home. One building under consideration for this purpose is the old bus depot, which brought workers to the plant during the war.

Further into the property remnants of the most recent former tenants of the property are evident. Three old cemeteries contain head stones dating to the early 1940s at which time the Army moved in and prevented any further burials on the property. Old home sites can be found where apple trees and lilac bushes stand. The foundations are less visible, but you begin to get a sense of how the site looked and the people who lived there prior to the federal government taking possession of the property. The history of those people who sacrificed greatly by being displaced from their property is a story that must be preserved.

Badger can preserve the history of the home front experience during three wars. Monuments have been erected at home and abroad to commemorate those who fell in battle...few monuments have been created to remember sacrifices and efforts of those at home.

Not so obvious are those who inhabited the land prior to it being homesteaded. Indians have a rich history here and in the area, and the opportunity exists for the Ho-Chunk to be involved in interpreting their culture and preserving their heritage.

The Badger History Group, a subcommittee of the Sauk County Historical Society, has spent considerable time preserving the vast archival holdings related to the property. They carefully catalogued photographs, historic buildings, farmsteads, cemeteries, and other historic features of the site, produced a video, and developed a comprehensive narrative history of plant. A carefully developed facility-wide plan what identifies and protects historic structures and sites will preserve the legacy while also serving educational, research, and outreach objectives for the future.

### Team Approach to Master Planning and Collaborative Work With Partners

Many groups with varying interests in Badger share a common goal with the WDNR to convert it to a recreational property with low impact recreation (hiking, picnicking, primitive camping) prairie, savanna and grassland restoration, environmental education and cultural/historical interpretation, with the potential for an education center. The specifics for how the property will be developed and managed will come from a master planning process the WDNR is required to prepare. However, these are the types of uses we'd anticipate would come out of the planning process.

The master plan would be developed for the entire 7,354 acres, in cooperation with the Ho-Chunk Nation and USDA Dairy Forage. This plan would build upon work done on this project by the Badger Reuse Committee. This committee was made up of representatives of the county, local townships, area business, conservation groups, who developed a report three years ago which outlined their vision for the property. It will also take into account agreements

reached by the Badger Intergovernmental Group (BIG), which continues to meet monthly to iron out details. BIG is made up of representatives of the three potential owners, Sauk County, Towns of Sumpter and Merrimac, and a liaison from the Army.

Once the conveyance process begins the Oversight Management Board will be formed. Members of the team will include representatives of those entities who made up the BIG Group, as well as two at-large seats representing non-government organizations with an interest in Badger. The Army will also be an adjunct member. This team will help shape the plan by serving as an advisory team for the property. In addition, their task is to ensure the property is managed as a whole, and issues that are common to all three partners are handled in a manner that does not adversely impact the other partners. An example might be determining which roads are to be kept open in the winter months.

A core interdisciplinary team of resource management professionals, historians, and others will be the actual authors of the master plan. Through a series of open forums they will gather the thoughts and ideas of the public as to how the property should be managed and developed. From this the core team will develop a goal statement and objectives for the project. These serve as the framework for a master plan.

Once the management board has the opportunity to review and offer comments, the core team will take their work out for review by the public. Our experience in park planning shows that open forums are the best way to dialog with the public, share our vision, and ensure the goal and objectives for the project reflect the views of the public. Once a 'thumbs up' is given by the public, the team will begin work on the master plan itself, which defines the appropriate uses of the land and buildings to be retained for what purposes, prescribes how to manage the vegetation, etc.

#### Funding Disclaimer

The WDNR is taking on the major portion of the property that contains mostly unwanted infrastructure. The number of buildings expected to remain after the Army has remediated the site continues to decrease, as more buildings are deemed structurally unsound, or contaminated, and become the responsibility of the Army to remove. Currently, the estimate is that approximately half or around 700 buildings will be left for WDNR to manage at a cost of roughly \$20 million.

The WDNR agreed to take on clean up of these buildings with the intention that the funding will come from the federal government, and not the state. We are currently working on an agreement with GSA that spells out how if at some point in the future we are unable to secure federal funding for the removal of infrastructure; we retain the right to revert those portions of Badger back to GSA. Should that happen we would maintain ownership of that critical corridor along the eastern edge of the property that connects Devil's Lake and the Baraboo Hills with the Wisconsin River.

- b) Schedule of Development: Given the Army's long-term use of this property, there are significant clean-up and infrastructure removal needs. While the Army is required by federal law to remediate lands that are environmentally contaminated, and remove buildings that are contaminated or not structurally sound, a significant amount of infrastructure that is neither contaminated nor structurally unsound will remain. In order for us to begin converting BAAP to conservation and recreation, and to begin allowing public access to these lands, we will need to begin removing unwanted infrastructure from select portions of the plant. In addition, we also need to jointly develop a master plan/management plan. The WDNR is required to prepare a master plan for all major properties. The master plan will define appropriate land uses (recreational, habitat restoration) and identify development projects necessary to support the approved uses and evaluate social, environmental and economic impacts of implementing the plan.

### Years 1-3

- Master Plan development - staff hours to develop, coordinate and implement the Master Plan. Involvement of technical WDNR staff from Forestry, Wildlife Management, Endangered Resources, Parks and Recreation, and Land and Facilities programs. Staff - a planner/manager to develop and coordinate implementation of Master Plan, cost estimate \$175,000.

### YEARS 2 – 15

- Master Plan Implementation - Staff - a planner/manager to implement, provide oversight and technical expertise in the implementation of the Sauk Prairie Recreation Area Master Plan, cost estimate \$245,000 dependent on available funding.
- Ecological/Habitat Restoration - The DNR Natural Resources Board approved a 3,800-acre boundary goal for the newly established Sauk Prairie Recreation Area. Once the State acquires the 3,800 acres, a key management objective would be to restore this regionally significant block of endangered grassland and savanna habitat, and to restore the ecological transition between the hardwood forests of the Baraboo Hills to the shore of the Wisconsin River. This restoration would benefit numerous endangered and threatened species as well as provide many recreational opportunities. - \$15,200,000
- Hiking Trail – Construct 5 miles of hiking trail running from the southern boundary of Devil's Lake State Park to the shore of the Wisconsin River. This trail would run through restored prairie and savanna, provide access to primitive campsites along the Wisconsin River, and provide many opportunities to observe wildlife. - \$360,000
- Development of Primitive Campsites – Develop a limited number of primitive campsites along the shore of the Wisconsin River. These campsites would provide exceptional views of the river and would result in very low impact development and use. - \$80,000
- Develop a Visitor/Education Center – Construct a new or renovate an existing building to provide a visitor center including meeting space, space for interpretive displays, and space for educational seminars. - \$420,000
- Develop Boat Access Site – Develop a boat ramp, boarding pier, accessible fishing platform, parking lot, and 1 mile access road to Lake Wisconsin on the Badger pumping station site, and adjacent property that DNR recently acquired within the Sauk Prairie Recreation Area. - \$590,000
- Develop Bicycle Trail – Convert rail corridor within the BAAP to a bicycle trail. - \$450,000
- Construct Boundary Fences – Construct boundary fences that separate DNR's land that will be open to the public, from Dairy Forage Research Center's land which is closed to the public. This fencing has been a stated requirement of Dairy Forage Research Center because of concerns they have about bio-terrorism. - \$275,000

(a) Site Plan: A site plan will be provided after the master plan of the property has been developed.

(b) Historic Preservation Plan: As part of the land transfer process, GSA is completing the review of historic preservation. WDNR will use GSA's report in the development of the property master plan.

### 3. Need

Provide a statement explaining the current and future need for the property, including a justification for each building, facility, and improvement to be acquired, if any. This section should also include the following information:

- a) Current population and growth trends within the surrounding area, including recreation patterns and relevant social and economic conditions.

BAAP is located within Sauk County, which enjoys one of the most beautiful locations in all of Wisconsin. The County is crowned by the Baraboo Bluffs, designated a "National Natural Landmark" by the U.S. Department of Interior. Current Sauk County population is estimated at 59,000 and its growth trend is estimated at 12% over the next ten years.<sup>4</sup>

- b) A description of existing park and recreation areas and facilities in the surrounding area, including type, acreage, recreational uses, and other pertinent information.

Sauk County has three state parks, Devil's Lake, Mirror Lake and Natural Bridge and is bordered by Lake Wisconsin and the Wisconsin River. People come from all over the nation to camp, hike, fish, boat, ski and golf in Sauk County. These three state parks attract over 1.5 million visitors per year. In 1999, 2.4 million visitors came to the City of Wisconsin Dells which straddles four county boundaries (and is approximately 20 miles from BAAP). In 2000, according to the State Department of Tourism, Sauk County was third in the state in total tourism expenditures, ranking only behind Milwaukee and Dane Counties. Over 19,000 jobs in Sauk County depend in part on tourism.<sup>5</sup> In addition, each year tens of thousands of potential campers are unable to make reservations because the campgrounds (throughout the state) are full<sup>6</sup>.

Devil's Lake, Mirror Lake and Natural Bridge State Parks along with two additional state public properties are within a twenty-five mile region of BAAP. They are described as follows:

**Devil's Lake State Park** - This 9,117-acre park abuts BAAP on its northern border and attracted 1.3 million visitors alone in 2000 – more than any other state park in Wisconsin. Peak visitation is during the late spring, summer and fall when visitors can swim in or boat on the clear, 360-acre spring fed lake which is stocked with brown trout, walleye and northern pike.<sup>7</sup> The park is one of nine units of the Ice Age National Scientific Reserve and contains ancient effigy mounds constructed by prehistoric American Indians. Ancient 500-foot bluffs ring Devil's Lake, along with a wealth of flora and fauna. Some 105 species of birds nest in the park.

There are 15 miles of hiking trails. Bicycles are permitted on several trails, which double as cross-country trails in winter. Nearly 500 campsites, both family and group sites, are available.<sup>8</sup>

**Parfrey's Glen State Natural Area** - This 488-acre site was established as the state's first Natural Area in 1952 for its geologic exposures, its shaded cliffs with rare relict plants, and its unique aquatic ecosystem. It is a rocky gorge, a quarter mile long, in the south flank of the Baraboo Hills. This is a special and fragile park that is next door to Devil's Lake State Park. It contains a mountain-type creek that is one of the few permanent drainages in the Baraboo Hills. Parfrey's Glen Creek is much used for research projects and is located approximately four miles due east of Devil's Lake (just northeast of BAAP).<sup>9</sup>

**Mirror Lake State Park** - This 2,179-acre property is 12 miles northwest of BAAP. Sandstone bluffs surround half of the lake, which offers excellent fishing, swimming and canoeing. The property has over 140 wooded

4 Lance Gurney, Director of Planning, Sauk County, personal conversation. July 23, 2002.

5 <http://www.scdc.com/profiles/saukco.html#recreation>

6 WDNR. Wisconsin State Parks Future of Camping Study. August 1, 2001.

7 <http://www.dnr.state.wi.us/org/land/parks/specific/devilslake/>

8 <http://www.llbean.com/parksearch/parks/html/2511ls.htm>

9 WDNR. Devil's Lake State Park Visitor Guide 2002.

campsites, as well as group sites, a cabin for people with disabilities and access to the historic Seth Peterson Cottage designed by Frank Lloyd Wright. The park features 20 miles of hiking trails, over 18 miles of cross-country ski trails and over 9 miles of off-road bike trails.<sup>10</sup>

**Natural Bridge State Park** - This 530-acre park is located within the Baraboo Hills, 20 miles west of BAAP. The park's main feature is a "natural bridge", a very scenic attraction due to its geological features and archaeological significance. Below the bridge is a rock shelter, which was used by Indians in ancient times. A nature trail and interpretive devices have been constructed near the bridge and its environs (WDNR, 1972). The park is remote, has no camping and is lightly used.

**Rocky Arbor State Park** - This 225-acre park is 19 miles northwest of BAAP. Eighty-nine wooded campsites offer seclusion, while pine trees and sandstone bluffs offer a cool escape to the picnicker or hiker in this summer park.<sup>11</sup> This is a quiet, though well-used park.

- c) A description of park and recreation deficiencies in the area explaining present and future demands. Summarize and reference any relevant state and local plans, policies, and objectives relating to public park and recreational use. Describe how the property will meet current and future recreational demands. Please do not attach planning or policy documents.

These state properties offer a range of recreational activities. However, lands at BAAP offer a unique combination of differing opportunities:

- Linking Devil's Lake to the BAAP property would enable its 1.3 million visitors previously unavailable visual and/or physical access to Lake Wisconsin.
- BAAP offers a location in midst of all of these resources with direct access to Devil's Lake's existing visitors. BAAP also offers unique opportunities to provide a mixed interpretation of the rich cultural, environmental and historical resources of the area.
- BAAP's large-scale conservation and restoration potential could create these same experiences within the uniquely different ecosystem of open prairies, grasslands and savanna. In addition, primitive camping opportunities could be created due to its grand scale. Limited conservation and environmental education opportunities as well as abundant family and group camping opportunities exist in wooded ecosystems throughout the area.

- d) Anticipated annual volume of public use for the property.

The following is a list of relevant state and local plans that relate to BAAP and regional recreation opportunities:

**1999 – Review and Analysis of Existing Plans and Studies, Reuse of the Badger Army Ammunition Plant (BAAP)** - This plan was prepared by a private consultant, Vandewalle & Associates to summarize and evaluate the variety of reports, plans and studies that had been prepared on BAAP over the previous several years. It contained the project team's general analysis of infrastructure and buildings at BAAP. The likely fiscal, economic, environmental, transportation, recreational and other impacts of BAAP reuse and conversion options were evaluated and preliminary recommendations were offered. A series of "next steps" were put forth that have, in essence, been realized in subsequent steps and reports.

**2000 - Natural, Historical and Cultural Resources at the Badger Army Ammunition Plant, Sauk County Wisconsin** - This report was written by the Historical Resources Subcommittee and the Badger History Group. It gives a brief history of the site and discusses methods of evaluating biological and historical significance. It then identifies 11 'core stories' that capture the site's significance and for each it provides an outline of more specific resources (on or off site) that tell the story. The stories based on the site's most significant resources include: Geology, Plant & Animal Life, Native American History, Euro-American Farmers

10 <http://www.dnr.state.wi.us/org/land/parks/specific/index.html#38>

11 <http://www.saukcounty.com/mirror.htm>

Design/Construction of BAAP, Munitions Production, Misc. BAAP Functions, Waste/Contamination, Plant Culture/Experience, Cultural/Historical Context, Salvage/Reuse

**2001 - Wisconsin State Parks Future of Camping Study** - This brief examined the need for new state park campsites, the general trend of camping in state parks, potential locations for any new campsites, the cost of developing new campsites and the revenue vs. costs to operate and maintain campsites.

**2001- Final Report of the Badger Reuse Committee including Values, Criteria and a Concept Plan Map for the Reuse of the Badger Army Ammunition Plant Property** - 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. This report provides the results of the BRC's deliberations as a set of the following "values":

**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.<sup>12</sup>

**2002 - State Owned Recreational Sites and their Surrounding Communities: An Assessment of Rural Development Impacts** - A two-year study was completed in early 2002 that analyzed the use of the Wisconsin State Parks and Trails System and its impacts across the state. Specifically, face-to-face and written mail surveys were combined with statewide telephone surveys throughout the study period. Results provide important information on both current recreational characteristics and trends that have been experienced over time. Devil's Lake was one of the study properties.

**Nearing Completion - Sauk County Highway 12 Corridor Growth Management Plan** - This plan includes an overall vision and detailed recommendations for the entire 24-mile Highway 12 corridor in Sauk County, which is BAAP's west boundary line. The Plan's recommendations are focused on identifying areas for development, preserving natural areas and farms, protecting community appearance and views, promoting appropriate economic development, and making the most of transportation improvements. Preliminary recommendations overwhelmingly support the conservation, recreation and restoration values and criteria developed by the re-use plan.

**In Process - The Town of Sumpter Comprehensive Land Use Plan** - This planning process is developing land use goals and subcommittees are developing purposes, goals, objectives and policies under the following individual topics: Intergovernmental, Agriculture, Housing, Transportation, Utilities, Community, Facilities, Economic Development, Natural Resources, Cultural Resources, Community Resources

A general consensus throughout this planning effort supports the conservation, recreation and restoration values and criteria developed by the re-use plan.

In summary, BAAP will meet both current and future recreational demands by providing additional picnic areas, primitive campsites and trails, creating visual and/or physical public access to Lake Wisconsin, and by providing an interpretive center to explore, communicate and educate on the rich cultural, environmental and historic resources of the region. Lastly, lands at BAAP would create unparalleled, large-scale grassland restoration, conservation and environmental education opportunities. Due to long-standing public curiosity regarding the site, the anticipated volume of public use of lands at BAAP would initially exceed the 1.3 million visitors that currently visit the adjacent Devil's Lake State Park. Subsequent usage could level out at 750,000 visitors per year.

#### 4. Suitability

From an ecological perspective, the property is extremely suited to a wide range of public recreational uses. Currently, the site contains roughly 2300 acres of pasture, 2000 acres of cropland, 175 acres of prairie restoration, 48 acres of wetlands and ponds, 960 acres of woods, 500 acres of shrublands. The property has incredible potential for endangered prairie and savanna restoration for threatened species of grassland bird populations. In addition, the property is located on the southern border of the aforementioned Devil's Lake State Park. Connecting the two properties would satisfy our objective of achieving an environmental corridor that runs from the hills of Devils Lake to the Wisconsin River. This corridor would contain valuable ecotones<sup>13</sup>, therefore supporting additional plant and animal species, as the forested Devil's Lake property transitions to the open grassland environment of BAAP. In addition, combining the two properties would allow a wonderful complement to Devil's Lake of primitive camping, visual and physical access to Lake Wisconsin, picnic areas, trails and abundant environmental, historical and social interpretation opportunities.

However, the site currently contains "over 1400 buildings, 26 miles of railway, 130 miles of roads and 200 miles of elevated steam pipe"<sup>14</sup> And once again, the long term goal is for the DNR to own approximately 3,800 acres. A proposed joint master management planning process would evaluate the various possibilities for reuse and removal of these resources between the various parties.

BAAP is located in south central Wisconsin, less than 250 miles from Chicago and Minneapolis, about 100 miles from Milwaukee, and 30 miles north of Madison.<sup>15</sup> A US Interstate 90/94 corridor connects the Chicago Illinois area to Minneapolis/St. Paul Minnesota. US Highway 12 immediately abuts BAAP's western border. This highway is being upgraded at this time to become a major travel corridor paralleling I 90/94 west and north of Madison, Wisconsin. No mass transit currently links the Madison area to the site.

<sup>13</sup> Definition: The transition zone where two structurally different plant communities meet.

<sup>14</sup> A report to the BAAP Reuse Committee by the Historical Resources Subcommittee and the Badger History Group. October 20, 2000.

<sup>15</sup> <http://www.scdc.com/profiles/saukco.html>

## 5. Capability

The WDNR has been operating and managing public lands throughout the state for over a century. The State Parks mission is two fold, the first to provide a healthy sustainable environment and a full range of outdoor opportunities; the second to insure the right of all people to use and enjoy these resources in there work and leisure. To date we have established and manage 51 parks, 7 southern forests, 28 trails, and 5 recreation areas for a total of 140,840 acres.<sup>16</sup>

The WDNR State Park annual operating budget is approximately \$17.7 million. Funding sources include a parks segregated account, general-purpose revenue, forest-segregated account, and grants.<sup>17</sup> The State of Wisconsin Stewardship Program provides approximately \$20 million annually for land acquisition, capital development and major maintenance. The WDNR does not have a *Standard and Poor's* rating independent of the State of Wisconsin.

The WDNR State Parks program currently has 163 full time permanent and 650 limited term employees. Managing lands at BAAP would require approximately 3 full time permanent and 5 limited term employees.

The WDNR would be jointly managing BAAP with the U.S. Department of Agriculture and the Ho-Chunk Nation. This would be accomplished by developing a Joint Management Master Plan as mentioned previously.

16 WDNR Bureau of Parks and Recreation. Wisconsin State Parks, Forests, Trails and Recreation Areas; Annual Report 1996-1997.

17 Ibid.

**Part C:**

**Certification of Authority to Acquire Property**

Whereas, certain real property owned by the United States of America, located in the City of Baraboo, County of Sauk, State of Wisconsin, has been declared surplus and, at the discretion of the General Services Administration, may be assigned to the Secretary of the Interior for disposal for public park or recreational purposes under the provisions of 40 U.S.C. § 550 (e), and any regulations and policies promulgated pursuant thereto, more particularly described as follows:

Badger Army Ammunition Plant, Baraboo, Sauk County, Wisconsin – 5,249 acres  
General Services Administration Control Number: 1-D-WI-447-I

Whereas, the State of Wisconsin, Department of Natural Resources needs and will use said property in perpetuity for public park or recreational purposes as set forth in its application and in accordance with the requirements of said Act and any regulations and policies promulgated thereunder and

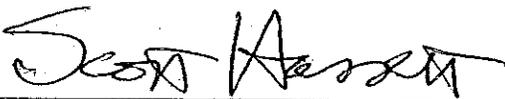
Whereas, pursuant to state law, the Natural Resources Board and the Governor of the State of Wisconsin have authorized the creation of the Sauk Prairie Recreation Area and the acquisition of the aforementioned property by the Department of Natural Resources;

Whereas, the State of Wisconsin, Department of Natural Resources will make application to the National Park Service for, and secure the transfer to, the above-mentioned property for said use and subject to such expectations, reservations, terms, covenants, agreements, conditions and restrictions as the National Park Service and the Federal disposal agency may require in connection with the disposal of said property under said Act and the regulations and policies issued pursuant thereto.

Furthermore, the State of Wisconsin, Department of Natural Resources has legal authority, and is willing and able, to properly develop, maintain, operate and assume liability of the property, and that Scott Hassett, Secretary, Department of Natural Resources is hereby authorized, for an on behalf of the State of Wisconsin, Department of Natural Resources to do and perform any and all acts and things which may be necessary to carry out the foregoing resolution, including the preparing, making, and filing of plans, applications, reports, and other documents, the execution, acceptance, delivery, and recordation of agreements, deeds, and other instruments pertaining to the transfer of said property, including the filing of copies of the application and the conveyance documents in the records of the governing body, and the payment of any and all sums necessary on account of the purchase price thereof or fees or costs incurred in connection with the transfer of said property for survey, the searches, recordation or instruments, or other costs identified with the acquisition of said property.

State of Wisconsin, Department of Natural Resources  
101 South Webster Street  
Madison, WI 53703

I, Scott Hassett, hereby certify that I am the Secretary of the State of Wisconsin, Department of Natural Resources; and that by virtue of the actions of the Natural Resources Board and the Governor of the State of Wisconsin, I am authorized to execute any and documents including this certification for the purpose of acquiring the aforementioned property as part of the Sauk Prairie Recreation Area.



Scott Hassett, Secretary, Department of Natural Resources

Dated: 12-2-04

**Acceptance by the United States of America**

The foregoing application is hereby approved and accepted by and on behalf of the Secretary of the Interior for the United States of America this 20 day of 10, 20  .

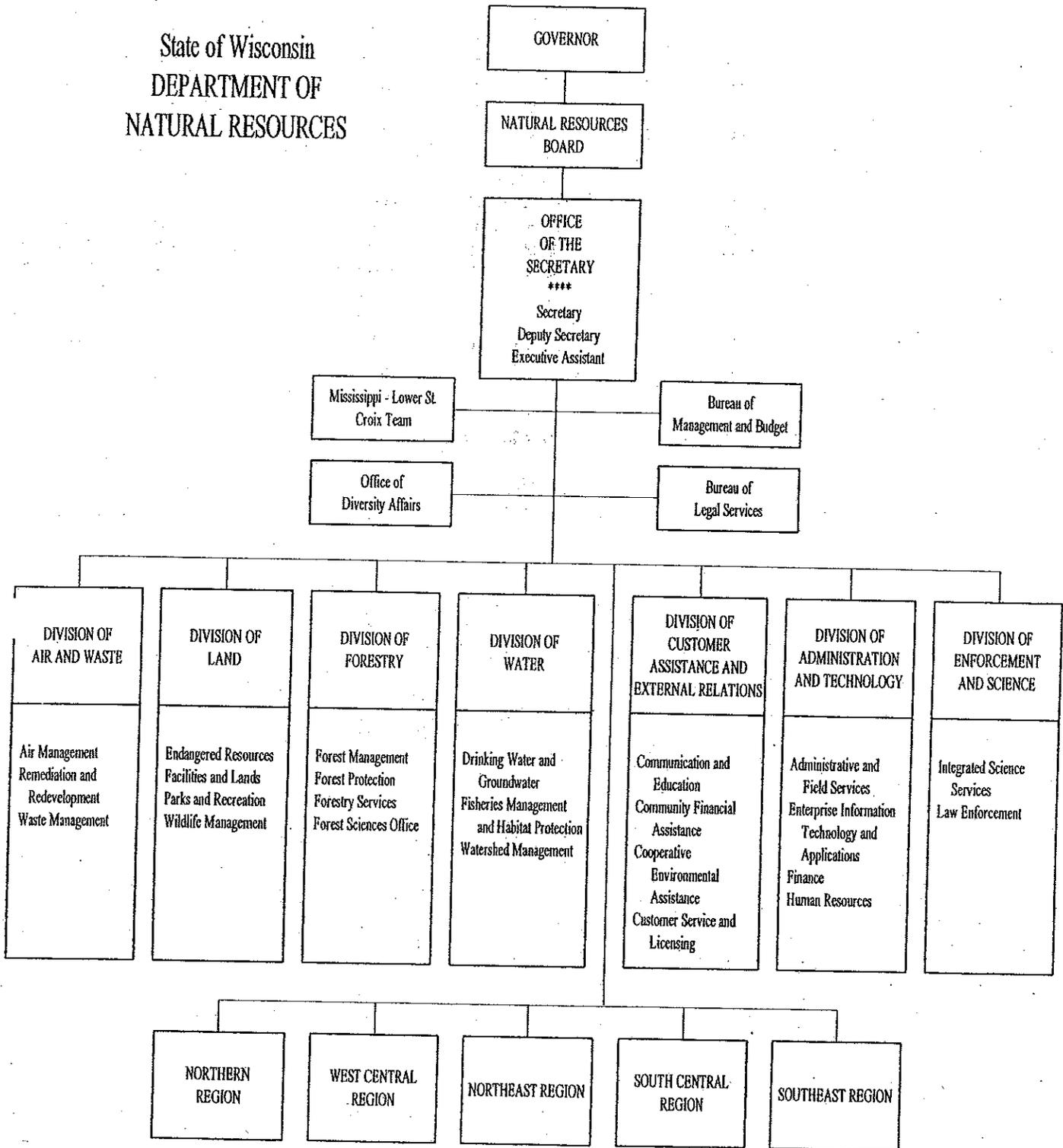
\_\_\_\_\_  
(Signature)

\_\_\_\_\_  
(Title)

\_\_\_\_\_  
(Office)

National Park Service  
U.S. Department of the

State of Wisconsin  
DEPARTMENT OF  
NATURAL RESOURCES







# United States Department of the Interior

NATIONAL PARK SERVICE  
Northeast Region  
15 State Street  
Boston, Massachusetts 02109-3572

August 10, 2004

Mr. Mark Lundgren  
General Services Administration  
Property Disposal Division  
230 South Dearborn St.  
Room 3756  
Chicago, IL 60604-1696

**RECEIVED**

AUG 16 2004

**OFFICE OF THE  
SECRETARY**

Dear Mr. Lundgren:

Reference: Badger Army Ammunition Plant  
Baraboo, Sauk County, Wisconsin  
GSA Control Number 1-D-WI-447-1

The National Park Service, acting by delegation of authority from the Secretary of the Interior, has approved the enclosed application from the State of Wisconsin, Department of Natural Resources to acquire 2100 +/- acres of surplus Federal property known as a portion of the Badger Army Ammunition Plant, in Baraboo, Sauk County, Wisconsin. The Department of Natural Resources (DNR) has requested the transfer of the property for public park and recreational use under the provisions of 40 U.S.C. § 550 (e).

PLEASE NOTE: The State of Wisconsin, DNR has requested 2100 +/- acres of Badger Army Ammunition Plant in the attached application. It is the DNR's intent however to acquire an additional 1700 acres of the facility once environmental and other issues are negotiated. The DNR will submit an additional application for the remaining property to be acquired through the Federal Lands to Parks Program.

Pursuant to the authority vested in the Secretary of the Interior by the provisions of said Act and in response to the Notice of Surplus Determination issued by the General Services Administration on January 8, 2001, we hereby request assignment of the subject property to the National Park Service for conveyance to the State of Wisconsin, Department of Natural Resources for public park and recreational use. The DNR will develop and use the property as described in the Program of Utilization submitted as part of its application dated June 7, 2004.

Based on our site inspection and evaluation of the application, we have determined that the highest and best use in the public's interest is for park and recreational purposes. The State of Wisconsin's development and use of the site is consistent with the authorities and purposes of the Federal Lands to Parks Program. Accordingly, we will grant a public benefit allowance of 100 percent of the fair market value in conveying the property to the State of Wisconsin. Our evaluation is summarized in the enclosed Report and Recommendation.



If the General Services Administration does not interpose an objection to the property transfer, please prepare a letter of assignment to the National Park Service. The following information should also be included with your letter:

1. The estimated fair market value of the subject property.
2. A legal description of the subject property, including a plat map.
3. All easements, including their legal descriptions, and reservations that must be included in the quitclaim deed.
4. All historic preservation, environmental, and other covenants, restrictions, warranties, and notices that must be included in the quitclaim deed.
5. All historic preservation (e.g., National Register determinations, Programmatic Agreements, etc.) and environmental compliance documentation (e.g., Findings of Suitability to Transfer, Environmental Assessments, etc.) necessary to convey the subject property.
6. A determination as to whether all oil, gas, and mineral rights and deposits in the subject property should be reserved for the United States of America.

In addition to your written response, please provide the text for items 2, 3, and 4 in an electronic format by disk or e-mail to: [elyse\\_laforest@nps.gov](mailto:elyse_laforest@nps.gov).

As always, we appreciate the cooperation of the General Services Administration in our efforts to preserve this land for the public's benefit and enjoyment. If you have any questions, please call me at (617) 223-5190.

Sincerely,

*Elyse R. LaForest*

Elyse R. LaForest  
Program Manager  
Federal Lands to Parks Program

Enclosures (2)

cc:

Scott Hassett, Secretary  
Wisconsin Department of Natural Resources  
101 South Webster Street  
Madison, WI 53703



The Honorable Russ Feingold  
United States Senate  
Washington, DC 20510

The Honorable Herbert H. Kohl  
United States Senate  
Washington, DC 20510

The Honorable Tammy Baldwin  
United States House of Representatives  
Washington, DC 20515



## FEDERAL LANDS TO PARKS PROGRAM

National Park Service Report and Recommendation  
on the Application of State of Wisconsin, Department of Natural Resources to acquire Surplus  
Federal Property known as the  
Badger Army Ammunition Plant  
Baraboo, Sauk County, Wisconsin  
GSA Control Number 1-D-WI-447-1

### I. Legal Name of Applicant

The applicant is State of Wisconsin, Department of Natural Resources, acting by and through:

Scott Hassett, Secretary  
Wisconsin Department of Natural Resources  
101 South Webster Street  
Madison, WI 53703

### II. Property Requested

The State of Wisconsin, Department of Natural Resources (DNR) is requesting approximately 2100 +/- acres of surplus Federal property consisting of a portion of the Badger Army Ammunition Plant (BAAP) located in Baraboo, Sauk County, Wisconsin, for public park and recreational use. The General Services Administration issued a Notice of Surplus Determination for the property on DATE. The site is improved many buildings, most of which will be demolished. Badger Army Ammunition Plant is located in south central Wisconsin, and borders Devil's Lake State Park and a portion of the property provides access to the Wisconsin River. The property also contains portions of the National Park Service's Ice Age National Scenic Trail.

The property has a rich natural and cultural history, as well as complex local, state, national and tribal interests. The State of Wisconsin would ultimately like to acquire a total of approximately 3,800 acres of the 7,000 acre site.

### III. Statement of Property Inspection

Ms. Elyse LaForest, Program Manager, Federal Lands to Parks Program, National Park Service, Northeast Region, conducted a site inspection of the property on November 28, 2001.

### IV. Evaluation of Application

A. Summary of Program of Utilization: The Wisconsin Department of Natural Resources will use the property for public park and recreational use in perpetuity. The DNR will convert the site for use primarily as conservation and recreation uses. These uses will include hiking, picnicking, primitive camping, Lake Wisconsin access viewing, prairie, savanna and grassland restoration, environmental education and cultural/historical interpretation. Other recreational uses will include interpretation of the Badger Army Ammunition Plant's history. The DNR will develop a master plan for the property that will define appropriate land uses and identify development projects necessary to support the approved uses. This will include evaluating social, environmental and economic impacts of the intended uses.



B. Suitability of Property for Proposed Use: The property is well suited for the Program of Utilization described in its application. The property is located on the southern border of Devil's Lake State Park. Connecting BAAP with the state park will establish an environmental corridor that runs from the hills of Devil's Lake to the Wisconsin River. The property is located less than 250 miles from Chicago and Minneapolis, 100 miles from Milwaukee and 30 miles from Madison. Interstate highways make the site easily accessible to areas of major population. The property is readily converted to the uses described in the Program of Utilization.

C. Ability to Carry Out Proposed Program: The Wisconsin Department of Natural Resources is a government agency that has assured the National Park Service, by application and resolution of the applicant, that it will assume the responsibility for providing park and recreational opportunities to the public on the property in perpetuity. The DNR will manage the property. Funding will be requested and allocated once the master plan has been developed and approved.

D. Justification of Need: The DNR's acquisition of the property will satisfy the public's need for recreation, conservation, and open space in an area of increasing population and development.

V. Public Benefit Allowance

The Wisconsin Department of Natural Resources has satisfactorily completed the Federal Lands to Parks Program application attesting that it will develop and maintain the property for public park and recreational use in perpetuity. Furthermore, the applicant has certified its authority and ability to assume these responsibilities, justified the need for the property, and provided sufficient evidence that the property is suitable for conversion to the proposed uses and readily accessible to the population to be served. The applicant has given assurance that it will comply with all terms and conditions of the conveyance and will develop and manage the property to provide public park and recreation benefits in perpetuity. Therefore, pursuant to 40 U.S.C. § 550 (e), the National Park Service finds that Wisconsin Department of Natural Resources qualifies for a public benefit conveyance of the subject property at 100 percent public benefit discount of its fair market value.

VI. Recommendation

The National Park Service recommends the transfer of the subject property to APPLICANT, for public park and recreational use pursuant to the provisions of 40 U.S.C. § 550 (e), and a public benefit discount of 100 percent of the property's fair market value in conveying the property.

*(sgd.) Elyse R. LaForest*

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*8/10/04*

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Elyse R. LaForest  
Program Manager  
Federal Lands to Parks Program  
Northeast Region  
National Park Service

Date

