Chapter DOC 335

ENVIRONMENTAL POLICY IMPLEMENTATION

DOC 335.01 Authority. This chapter is promulgated under the authority of ss. 1.11 and 227.11 (2), Stats., to implement the Wisconsin environmental policy act, s. 1.11, Stats., insofar as proposed major actions of the department may significantly affect the quality of the environment of human beings. The chapter provides for a process of agency decision-making in public which depends on, although it is not necessarily determined by, thorough, objective analysis of the effects of a proposed action on the environment and of alternatives to such an action.

History: Cr. Register, March, 1992, No. 435, eff. 4–1–92.

DOC 335.02 Applicability. The criteria, procedures, and other parts of this chapter apply to all staff of the department and to all proposed actions of the department which may significantly affect the quality of the environment of human beings.

History: Cr. Register, March, 1992, No. 435, eff. 4–1–92.

DOC 335.03 Purpose. This chapter shall:

(1) Provide principles, objectives, definitions, criteria, and procedures to be used by the department to implement s. 1.11, Stats. Implementation includes identification and evaluation of proposed actions; study, development, and description of alternatives for those proposed actions that involve unresolved conflicts in the use of available resources; and preparation and review of environmental assessments and environmental impact statements;

(2) Ensure that high–quality environmental information, derived from sound analysis of the likely consequences for the environment of major actions and from the development of alternatives, is available to department managers and citizens before decisions are made;

(3) Ensure that department staff who make decisions or contribute to decisions understand and consider potential environmental consequences of proposed actions and attempt to minimize the adverse consequences of these actions; and

(4) Facilitate public scrutiny and understanding of proposed actions of the department that may significantly affect the quality of the human environment.

History: Cr. Register, March, 1992, No. 435, eff. 4–1–92.

DOC 335.04 Definitions. As used in this chapter:

(1) “Action” means any activity initiated or otherwise undertaken by the department, including a proposal for legislation, which may affect the quality of the environment of human beings.

(2) “Alternatives” means actions other than the proposed action which may be reasonably available to achieve the same or altered purpose of the proposed action, including the alternative of no action.

(3) “DEIS” means draft environmental impact statement.

(4) “Department” means the department of corrections.

(5) “Environmental assessment” or “EA” means a concise public document prepared by or at the direction of the department which provides sufficient evidence and analysis concerning a proposed type II action to enable the department to determine whether to prepare an environmental impact statement or issue a finding of no significant impact, and it includes the study, development and description of alternatives.

(6) “Environmental impact statement” or “EIS” means a detailed, written analytical report prepared by or at the direction of the department, which describes the anticipated effects on the environment of a proposed major action. An “EIS” is meant to adequately inform department decisionmakers and the public about the environmental consequences of an action in a way that will assist and guide decisionmaking.

(7) “FEIS” means final environmental impact statement.

(8) “Finding of no significant impact” means a conclusion of an environmental assessment that the proposed action is not a major action which will significantly affect the quality of the human environment and that preparation of an EIS is therefore not required.

(9) “Human environment” or “environment of human beings” means the natural and physical surroundings of people and their relationship with those surroundings. It includes the economic and social aspects of the surroundings of people only when these are inter−related with the natural and physical aspects of those surroundings.

(10) “Major action” means an action significantly affecting the quality of the human environment.

(11) “Program” means a broad area of adult corrections, such as probation and parole and adult institutions.

(12) “Resource” means water, air, land, plants, animals, energy, historic properties, vistas, wilderness, or that tranquility which is affected by noise.

(13) “Scoping” means a process conducted at the outset of preparation of an EIS which involves asking for the views of other governmental agencies and the interested public about what should be in the EIS, the issues it should address, and the relatively more significant issues that should be subjected to in−depth analysis.

(14) “Secretary” means the secretary of the Wisconsin department of corrections.

(15) “Significantly affecting” means, in reference to actions, having considerable and important impacts on the quality of the environment, either in terms of the breadth of impact or the severity of impact.

(16) “WEPA” means the Wisconsin environmental policy act, s. 1.11, Stats.

History: Cr. Register, March, 1992, No. 435, eff. 4–1–92.

DOC 335.05 Types of actions. The department has grouped its actions into 3 types to facilitate its determination of need for an EIS.
(1) **Type I actions.** A type I action will always require an EIS. Construction of a new residential institution of 65 or more beds at a location where there was not previously a department-operated institution is a type I action.

(2) **Type II actions.** A type II action may or may not require an EIS, depending on the significance of the action. All of these actions shall be evaluated by means of an environmental assessment (EA). In the EA, the department shall study, develop and describe appropriate alternatives to the proposed action. Type II actions include the following:

(a) **Facilities development.** 1. Construction of a new residential institution of fewer than 65 beds at a location where there was not previously a department-operated institution.

2. Construction at an existing department-operated institution of a new or replacement building or other structure or the addition to or change in the exterior physical design of a building or other structure, the cost of which is the same as or more than the limit where approval of the building commission is required pursuant to s. 13.48 (10), Stats.

3. Acquisition or modification of an existing building to serve as a community residential facility for clients.

4. Modification of a building at an existing department-operated institution to serve a different program and population.

5. Changes in land use at minimum security facilities or beyond the secure perimeter of other facilities operated by the department to include but not be limited to construction of athletic fields, roads, parking facilities, bridges, and walls or fences.

6. Construction of a planned lake or pond development or renewal of an existing pond development.

7. Development of new sanitary land fill and solid waste disposal sites, and closing of existing sites.

8. Sale of an institution.

(b) **Facilities operation.** 1. New construction, enlargement, or other significant modification in electrical, television, communications, heating, gas, or sewer facilities and systems at an institution.

2. Demolition projects to remove structures of 100,000 or more cubic feet.

3. Grant of easements across department property for roads and for above-ground construction of utilities including pipelines and transmission lines.

4. Changed policies on farming and camp operation on department properties.

(c) **Administrative rules.** Promulgation of non-emergency administrative rules under ss. 227.14 to 227.22, Stats. when implementation will have material impacts on the human environment and the department has substantial discretion in formulating important provisions of the rules.

(d) **Plans.** Approval of state plans prepared as a requirement for federal financial participation in programs administered by the department, when implementation will have material impacts on the human environment and the department has substantial discretion in formulating important provisions of the plans.

(e) **Legislative proposals.** Proposals of the department for state legislation to authorize new programs or major changes in existing programs, the implementation of which would have material effects on the human environment.

(3) **Type III actions.** A type III action normally does not have the potential to cause significant environmental effects and normally does not involve unresolved conflicts in the use of available resources, and therefore, unless the department determines otherwise, an EA or an EIS will not be required for the proposed action. Type III actions include the following:

(a) **Facilities development.** 1. Remodelling entirely within a building at an institution for use by the same program.

2. Institution improvement projects, to include energy conservation and barrier-free access improvements and improvements to outdoor lighting, walkways, signs, shelters, tree plantings, and landscaping.

3. Restoration of a facility to its original condition following damage from fire, accident, disturbance, or natural calamity.

4. Closing of an institution or of part of an institution.

5. Sale of excess lands.

(b) **Facilities operation.** 1. Grant of easements across department property for the purpose of below-ground construction of utilities, including pipelines and transmission lines.

2. Maintenance of buildings, including but not limited to replacement of doors, windows and roofs, and painting, without altering the architectural integrity of the buildings.

3. Maintenance of roads, sidewalks, curbs, and gutters at institutions.

4. Road and parking lot resurfacing on department properties, and expansion without significant extension or relocation.

(c) **Legislative proposals.** Positions of the department on legislative proposals originating outside the department.

(d) **Research.** For purposes of this paragraph, “research” means systematic investigation designed to develop or contribute to generalizable knowledge.

(4) **Other actions.** Every action not fitting into one of the categories in subs. (1) to (3) shall be evaluated for determination of type.

(5) **Updating of type-list.** The action type-list shall be updated from time to time by rulemaking to reflect change in department programs or change in the categorization of department actions.

**History:** Cr. Register, March, 1992, No. 435, eff. 4–1–92.

**DOC 335.06 Determination of need for an EIS.**

(1) During the early planning of an action, the department shall determine the need or desirability of preparing an EIS on the proposed action, in accordance with ss. DOC 335.05 and 335.07.

(2) The department shall prepare an EIS for all type I actions, and for all type II actions which are found to significantly affect the environment of human beings.

(3) The department may prepare an EIS on any other action at any time to assist planning and decisionmaking for the action.

(4) If the department decides to prepare an EIS, it does not need to prepare an EA.

**History:** Cr. Register, March, 1992, No. 435, eff. 4–1–92.

**DOC 335.07 Preparation of environmental assessment.** (1) Except as provided in s. DOC 335.06 (4), to determine whether a type II action is major and significantly affects the quality of the natural and physical environment of human beings, and to describe alternatives to that action, the department shall conduct an environmental assessment and shall prepare a reviewable record in the form of a concise report. This shall be done as early as possible in the planning process but, in any event, before contracts are signed if the action involves construction. The report shall include:

(a) A description of the proposed action, to include the purpose of the action and need for the action;

(b) A description of those elements of the environment of human beings which are affected by the proposed action;

(c) Identification and discussion of the most significant effects on the environment that can be reasonably foreseen if the proposed action is carried out. “Effects” are of 2 types:

1. Primary effects are those on the resources of water, air, land, plants, animals, energy use, historic properties, wilderness, vistas, and tranquillity which is affected by noise. Primary effects also include those on society and economy, but only when
effects on society and economy are inter-related with the foregoing resources.

2. Secondary effects are, in relation to primary effects, the foreclosure of future options, establishment of precedents, cumulative impacts when actions of the type are repeated, stimulation of indirect effects, conflicts with official plans of public agencies or with policies of governments at any level, and significant controversy that may be or is generated by the proposed action.

(d) A consideration of reasonable alternatives to the proposed action, including the alternative of no action, and the identification of the significant environmental effects of these alternatives when they differ from the anticipated impacts of the proposed action; and

(e) A list of agencies and persons consulted, with synopses of the comments and other pertinent information provided by these agencies and persons.

(f) A preliminary recommendation on the need for an EIS.

(2) Where proposed actions are likely to be repeated on a recurring basis or where they have relevant similarities such as common timing, impacts, alternatives, methods of implementation, or subject matter, a generic EA may be prepared. The department shall, when addressing a single action already covered by a generic EA, consider the relevance of the generic EA to the specific action.

(3) (a) The department shall develop a notice that the EA has been prepared and is available for review, which shall include the following information:

1. The title of the proposed action;
2. A brief description of the proposed action, to include the location of any project;
3. The preliminary determination by the department of the need for an EIS;
4. The name of a contact person within the department who can supply copies of the EA and can answer questions about it; and
5. The latest date on which the department will accept and consider comments before making a final decision on the need for an EIS.

(b) The department shall send copies of the notice to all individuals, agencies, and organizations that have requested notification of the EA or of all EAs and, in the case of a project in a particular area of the state, to appropriate news media in the vicinity of the project. The department may also publish the notice in the Wisconsin Administrative Register.

(c) Following the deadline for receipt of public comment on the EA, the department shall review the EA, consider the comments received on it, make modifications judged necessary, and approve the EA which shall include a finding either of no significant impact or of the need for an EIS.

(4) If a finding is made in the EA of no significant impact, no EIS shall be required, the environmental review is complete and the original EA shall then be filed in the department’s offices in Madison, Wisconsin and at the county clerk, city clerk or town clerk in the area of the project. Such a finding shall be the final decision of the department which may be appealable as a contested case under ch. 227, Stats.

(5) If a finding is made in the EA that an EIS is required for the proposed action, the department shall proceed with preparation of an EIS.

History: Cr. Register, March, 1992, No. 435, eff. 4–1–92.

DOC 335.08 Preparation of environmental impact statement

(content)

1. Scoping. (a) As soon as possible after the decision to prepare an EIS, the department shall inform the public and affected or otherwise interested agencies that an EIS will be prepared and that the process of identifying impacts and alternatives to be analyzed in the EIS is beginning.

(b) The scoping process shall include, to the extent possible, affected federal, state and local agencies, any affected Indian tribe, and other interested persons. The process may consist of meetings, hearings, workshops, surveys, questionnaires, interagency committees, or other appropriate methods or activities, and may be integrated with other public participation requirements.

(c) The department shall use the scoping process to:

1. Determine the parameters of the EIS and the significant issues to be analyzed in depth in the EIS; and
2. Identify and eliminate from detailed study the issues which are not significant or which have been covered by prior environmental impact analyses. This will permit limiting the discussion of these issues in the EIS to a brief presentation about why they are not significant for the human environment or to references to other documents in which these issues are discussed.

2. Format of statement. (a) The EIS shall be written in plain language, and shall be concise, clear, and to the point. It shall include appropriate graphics to help decisionmakers and citizens understand the implications of the proposed action and alternatives for quality of the human environment.

(b) Parts of the EIS shall be:

1. A cover sheet containing the title of the proposed action, name of the department, designation of the document as the draft or final statement, name and address of the office where more information can be provided, a one-paragraph abstract of the statement and the last date on which comments on the document will be considered.
2. A summary of the statement. It shall briefly describe the proposed action and shall emphasize major conclusions, areas of controversy, and issues to be resolved.
3. A table of contents.
4. A brief specification of the purpose of the action and need for it.
5. A succinct description of the environment which would be affected by the proposed action.
6. In comparative format, an analysis of the impact on the environment of the proposed action and all reasonable alternatives to it, including the alternative of no action.
7. A discussion of the scientific and analytic bases for the environmental consequences identified in subd. 6.
8. A list of preparers of the EIS together with their qualifications.
9. Appendices, if any, relevant to analyses in the EIS or otherwise relevant to the decision to be made.
(c) Other documents and sources of information may be incorporated by reference if they are available for public inspection at the central offices of the department in Madison and at the county clerk, city clerk or town clerk in the area of the project.

3. Content of statement. (a) When an EIS is required, first a draft EIS and then a final EIS shall be prepared by the department or else be prepared for the department under contract by a consultant with supervision and final editorial review by the department. The EIS shall emphasize significant environmental issues identified during the scoping process. An EIS shall contain, in the appropriate parts specified in sub. (2) (b) 4. to 7.:

1. A description of the proposed action and of the affected environment, including the project location, type of facility, time schedules, maps and diagrams deemed relevant, and other pertinent information which will adequately allow an assessment of the potential environmental impact by commenting agencies and the public.
2. An analysis of the probable impact of the proposed action on the environment of human beings, to include identification of positive as well as negative effects of the proposed action and,
wherever possible, indirect as well as direct consequences for the environment.

3. Alternatives to the proposed action, including a rigorous exploration and objective evaluation of the environmental impacts of all reasonable alternatives, particularly those that might avoid all or some of the adverse environmental effects of the proposed action. If the department has a preferred alternative to the proposed action, that should be identified.

4. A discussion of probable adverse environmental effects which cannot be avoided should the proposal be implemented. Protective and mitigative measures to be taken as part of the proposed action shall be identified.


6. Identification of significant irreversible and irretrievable commitments of resources that would be involved in the proposed action, if implemented, with a statement identifying the extent to which the proposed action irreversibly curtails the range of potential uses of the environment.

7. Details of the beneficial aspects of the proposed action, and of the economic advantages and disadvantages of the proposed action.

8. A summary of the scoping process used and of the major issues identified through it for detailed analysis in the EIS.

(b) The EIS shall be an analytical document that enables environmental factors to be considered in the development of a proposed action. It shall be considered by the department in the decision-making process.

(c) An EIS is not a document of justification. On the other hand, disclosure of adverse environmental effects does not necessarily mean that a proposed action should be abandoned.

(d) Where proposed actions are likely to be repeated on a recurring basis or where they have relevant similarities such as common timing, impacts, alternatives, methods of implementation, or subject matter, a generic EIS may be prepared. The department shall, when addressing a single action already covered by a proposed action, that should be identified.

(e) Appropriate public libraries:

1. For proposed actions affecting a local area, the nearest public library.

2. For projects of regional importance, public libraries with geographic distribution which permits public access without undue travel.

3. For projects having statewide significance, public libraries providing reasonable access for individuals who could be affected by the proposed action.

(f) The county clerk, city clerk or town clerk for proposed actions affecting a local area.

(g) Any individual or group requesting a copy. Requests should be sent to the Division of Management Services, Department of Corrections, P.O. Box 7925, Madison, WI 53707–7925.

(ii) The department shall, when addressing a single action already covered by a proposed action, that should be identified.

3. Alternatives to the proposed action, including a preferred alternative to the proposed action, that should be identified.

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6. Identification of significant irreversible and irretrievable commitments of resources that would be involved in the proposed action, if implemented, with a statement identifying the extent to which the proposed action irreversibly curtails the range of potential uses of the environment.

7. Details of the beneficial aspects of the proposed action, and of the economic advantages and disadvantages of the proposed action.

8. A summary of the scoping process used and of the major issues identified through it for detailed analysis in the EIS.

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(f) The county clerk, city clerk or town clerk for proposed actions affecting a local area.

(g) Any individual or group requesting a copy. Requests should be sent to the Division of Management Services, Department of Corrections, P.O. Box 7925, Madison, WI 53707–7925.
Public hearing held under par. (b), for receipt of written comments on the FEIS from state and federal agencies and the public.

(b) The department may hold a public hearing on the FEIS. That hearing shall be announced through the notice of availability of the FEIS which shall be published at least 25 days prior to the hearing in a newspaper circulated in the affected area or, for actions of statewide significance, in the official state newspaper.

(4) CONTESTED CASE HEARING OPPORTUNITY. (a) Request for a hearing. Any person meeting the qualifications contained in s. 227.42 (1) (a) to (d), Stats., may within 20 days after publication of the notice of availability under sub. (2), or within 20 days after the public hearing under sub. (3) (b), if there is one, file with the department a request for a contested case hearing. The request shall include facts sufficient to establish that the person satisfies the criteria set forth in s. 227.42 (1) (a) to (d), Stats., and a statement of the reasons the person believes that the FEIS does not conform to the requirements of this chapter or s. 1.11, Stats. Any request received by the department more than 20 days after the date of publication of the notice of availability or more than 20 days after a public hearing under sub. (3) (b) shall be denied.

(b) Hearing. 1. In the event that the department grants a request for a contested case hearing, the department shall inform the person making the request about the date, time and place of the hearing.

2. In the event that more than one request for a hearing on the FEIS is granted, the department may consolidate the requests and hold one hearing.

3. The only issue at the hearing shall be whether the FEIS complies with the requirements of s. 1.11, Stats. The persons who requested the hearing shall have the burden of proving to a reasonable certainty by the greater weight of the credible evidence that the FEIS does not comply with the requirements of s. 1.11, Stats.

4. The hearing shall be held in accordance with the department’s general procedural rules for hearings or, in the absence of those rules, the conditions and procedures set out in ss. 227.44 to 227.50, Stats., except as otherwise provided in this subsection.

(c) Evidence, discovery, and disclosure. 1. The FEIS shall be received into the hearing record as an exception to the hearsay rule and shall be considered by the department in making its decision for whatever probative value the FEIS has.

2. Notwithstanding any other rule of the department, the parties in proceedings under this section shall have the means of discovery, except written interrogatories and depositions on written questions, available to parties through judicial proceedings set forth in ch. 804, Stats.

3. Not less than 10 days before the hearing the parties shall file with the department:

a. The names and addresses of all witnesses, including adverse witnesses, that the party may call to testify at the hearing.

b. A detailed written summary of the testimony to be elicited from each witness identified in subpar. a., including any opinion or conclusion of the witness on any matter relevant to the proceedings and the facts and data underlying that opinion or conclusion. The summary shall be on oath or affirmation.

c. A copy of any document or other writing, except the FEIS, and a copy or detailed description of any demonstrative evidence the party may offer into evidence as exhibits.

4. a. Any witness whose name, address and summary of testimony is not provided as required in subd. 3. a. and b. shall not be permitted to testify at the hearing. No witness may testify on any matter not included in the summary of testimony.

b. No document or other writing or a copy or detailed description of any demonstrative evidence not filed as provided in subd. 3. c. may be made part of the record.

5. Unless objected to by the department, any summary of testimony of a witness for the person who requested the hearing shall be made part of the record in lieu of the testimony of that witness as an exception to the hearsay rule and shall be considered by the department for whatever probative value that testimony has in making its decision. Unless objected to by the person who requests the hearing, any summary of the testimony of a witness for the department shall be made part of the record in lieu of the testimony of such witness as an exception to the hearsay rule and shall be considered by the department for whatever probative value that testimony has in making its decision.

History: Cr. Register, March, 1992, No. 435, eff. 4–1–92.

DOC 335.12 Decision. (1) REVIEW OF COMMENTS. After expiration of the comment period on the FEIS and following any contested case hearing on the adequacy of the FEIS, the department shall carefully review, summarize and weigh the comments received on the FEIS and on the proposed action and the decision following any contested case hearing before making a decision on the action.

(2) RECORD OF DECISION. After carefully reviewing the comments of interested parties on the FEIS, the department shall enter a final decision in writing on the proposed action, which shall be a clear, concise and public statement which discloses and explains the decision, identifies the alternatives considered in reaching it and the alternative or alternatives considered environmentally preferable, and states whether all practicable means to avoid or minimize environmental harm have been adopted and, if not, why not.

History: Cr. Register, March, 1992, No. 435, eff. 4–1–92.

DOC 335.13 Supplements. If it happens that after an FEIS has been prepared, the public comment period has ended, and a decision has been made on the proposed action, but before contracts have been signed or construction has begun, whichever happens first, or other implementation has begun, the department substantially changes the proposed action in environmentally significant ways, or if significant new circumstances arise or information is developed relevant to environmental concerns and having a hearing on the proposed action or its impacts, the department shall prepare a supplement to the FEIS which shall be distributed and reviewed in the same manner as the FEIS as provided in s. DOC 335.11.

History: Cr. Register, March, 1992, No. 435, eff. 4–1–92.

DOC 335.14 Equivalent processes. (1) Where another state agency has concurrent responsibility with the department for a proposed type II action, a joint environmental assessment may be prepared with the other agency, or the environmental assessment prepared by the other agency may be accepted by the department provided that the assessment meets the requirements of this chapter, in which case the department’s responsibility under WEPA has been met.

(2) Where a proposed action is found to require an EIS and another state agency is involved in the approval or decision, a joint EIS may be prepared with the other agency, or the EIS prepared by the other agency may be accepted by the department provided that the EIS meets the standards for an adequate statement under this chapter, in which case the department’s responsibility under WEPA has been met.

History: Cr. Register, March, 1992, No. 435, eff. 4–1–92.

DOC 335.15 Responsibilities. (1) SINGLE DEPARTMENT OFFICE. (a) The department shall have one office in Madison that other agencies and the public may contact to find out about department procedures implementing WEPA and progress being made in preparation of particular WEPA documents, and to obtain copies of environmental impact statements, environmental assessment reports, the department’s action typist, the department’s administrative rules for WEPA implementation, and the final written decision of the department on particular proposed actions for which an environmental impact statement was prepared.

(b) The single office of the department for WEPA–related matters shall also:
1. Maintain this chapter of administrative rules.
2. Arrange for department review and comment, if appropriate, on the environmental impact statements of other agencies.
3. Suggest and approve formats and forms for divisions to use in carrying out their responsibilities under sub. (2).
4. Train, keep updated, and advise appropriate division staff, including managers, about WEPA requirements and department procedures for implementation of WEPA.
5. At the request of the department secretary, review for adequacy or coordinate review for adequacy of any division–proposed environmental assessment report or environmental impact statement.
6. Ensure that copies of this chapter are maintained for public review at the department’s central office.

(2) DEPARTMENT. The department shall:
(a) Decide what are actions for purposes of this chapter;
(b) Determine type of action, under s. DOC 335.05;
(c) Conduct environmental assessments, and prepare and distribute environmental assessment reports;
(d) Recommend preparation of environmental impact statements;
(e) Prepare or arrange for preparation of environmental impact statements; and
(f) Give notice and conduct informational hearings on draft and final environmental impact statements.

History: Cr. Register, March, 1992, No. 435, eff. 4–1–92.