

ENVIRONMENTAL ASSESSMENT
UPLAND PLACEMENT OF DREDGED MATERIALS
SHEBOYGAN HARBOR, WISCONSIN



DRAFT DECEMBER 2011

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Executive Summary

This Environmental Assessment (EA) has been prepared by the U.S. Army Corps of Engineers (USACE), to evaluate the effects of transport and upland placement of maintenance dredged material from the Sheboygan River in Sheboygan County, Wisconsin. This EA has been prepared in accordance with the National Environmental Policy Act of 1969 (NEPA), Section 102(2)(C) and the Council on Environmental Quality "Regulations for Implementing the Procedural Provisions of NEPA," 40 Code of Federal Regulations (CFR) Parts 1500 through 1508 and the USACE, *Policy and Procedure for Implementing NEPA* (33 CFR Part 230). The objective of conducting this EA is to determine the magnitude of the socioeconomic and environmental impacts of the proposed action on the human environment.

Proposed Action, Purpose and Need

The Proposed Action includes dredging sediment material from the Sheboygan Harbor, federal navigation channel (FNC), the dewatering of the dredged material, and transport and placement of the dredged material onto an upland Dredged Material Placement Facility (DMPF). Potential impacts associated with dredging at the Sheboygan Harbor FNC have been previously assessed under NEPA. Sheboygan County is providing an upland Dredged Material Placement Facility (DMPF) capable of meeting the one-time dredging project needs. The placement facility must restrict the sediment from direct contact with humans or the environment. The locally provided DMPF restricts direct contact by having low-permeability clay soils to deposit the sediment in, an exterior fence to restrict public interaction, and after the dredging operations are complete, a cover, which will allow returning the land to agricultural use. The estimated start date of the project is the spring of 2012.

Recent sediment evaluation concluded that the sediment within the Sheboygan River currently does not meet Federal guidelines for open-lake placement per 40 CFR 230.11[d]. Since placement of this dredged material in the open waters of Lake Michigan would not comply with the Clean Water Act (CWA) Section 404(b)(1) Guidelines, it would be environmentally unacceptable. The sediment data also indicate that the sediment within the Sheboygan River is not suitable for beneficial uses or unconfined placement. The sediment is suitable for upland restricted disposal in a land based disposal facility which are improvements necessary on lands, easements, or rights-of-way to enable the proper disposal of dredged or excavated material associated with the construction, operation, or maintenance of Federal navigation projects for harbors or inland harbors. The nature of the contamination in the FNC sediment is low-levels of Lead, which exceeds the Wisconsin Public Welfare groundwater standard (NR140) for direct contact. The Federal standard for the Sheboygan Harbor, Wisconsin project is the least-cost, environmentally acceptable upland placement alternative that restricts the sediment from direct contact.

The purpose and need of the Proposed Action is to meet the local community's navigation needs, improve the aquatic environment, and remove the dredging restrictions from the harbor to the dredged depth. By removing the dredging restrictions, the Beneficial Use Impairment would be removed to the dredged depth, which would help move towards delisting the Sheboygan River as an Area of Concern. Without the dredging project described in this EA, the local community's

water draft would continue to be minimal and, at some point in the future, the continued cessation of maintenance dredging would render the harbor useable to only smaller vessels. The harbor would continue to have dredging restrictions due to the low-level contamination. The Beneficial Use Impairments would remain in place and the harbor's listing as an Area of Concern would continue.

Alternatives

Several alternatives were considered for disposal of the dredged sediment material from the FNC in Sheboygan Harbor, Wisconsin. All action alternatives (Alternatives 2-5) would restore navigational draft to the Sheboygan Harbor FNC to a desired depth identified by the EPA, would meet the local community's navigation needs, improve economic opportunity in the City of Sheboygan, improve the aquatic environment, help to remove the dredging restrictions from the harbor to the dredged depth; help to remove the Beneficial Use Impairment, which ultimately would help move towards delisting the Sheboygan River as an Area of Concern.

Alternatives considered included: Alternative 1: No Federal Action; Alternative 2: Chemical Dewatering and Placement in the Locally Provided Dredged Material Placement Site (DMPF); Alternative 3: Mechanical Dewatering and Placement in the Locally Provided DMPF; Alternative 4: Chemical Dewatering and Placement in a Licensed Landfill; and Alternative 5: Mechanical Dewatering and Placement in a Licensed Landfill.

The Recommended Alternative is Alternative 2. For this alternative, the sediments would be mechanically dredged with an enclosed clamshell bucket and placed into the barge. Once the material is in the barge, a lime-reaction additive would be mixed with the sediment to dewater the material. The material would then be transported to the placement facility, or placed on a dewatering pad at the transfer site prior to transport and disposal as the situation dictates. This approach is engineeringly feasible, environmentally acceptable and the least costly alternative evaluated. The cost of the dredging, transportation and disposal will be fully Federal funded. For this project, the non-Federal partners have voluntarily agreed to provide the dredged material placement facility (DMPF) to the USACE for use at no cost to the Federal government.

The following alternatives were not carried forward for further analysis. Alternative 1 was not pursued because the harbor would continue to be classified as an AOC because of Beneficial Use Impairments such as dredging restrictions due to contaminants. The harbor would continue to shoal in and inhibit navigation and recreation. Alternative 3 was not carried forward because the mechanical dewatering process would require the locating, evaluation, and selection of a much larger transfer site than is currently available for project use; and it is more costly than Alternative 2. Alternative 4 was not carried forward because it is more costly than Alternative 2 and the sediment would need to be transported a greater distance, increasing project risk. Alternative 5 was not carried forward because the mechanical dewatering process would require the locating, evaluation, and selection of a much larger transfer site than is currently available for project use; it is more costly than Alternative 2; and the sediment would need to be transported a greater distance, increasing project risk. In addition, during project planning, the following alternatives were considered but eliminated from further analysis: no existing DMPF and the contaminants in the dredge material prevent upland unrestricted placement and beach nourishment and/or open water

placement.

Summary of Environmental Consequences and Mitigation Measures

This EA contains a comprehensive evaluation of the existing conditions and potential environmental impacts associated with implementing the Recommended Alternative as compared to taking no federal action, as required by NEPA.

Resources and environmental elements that could be impacted by the Recommended Alternative and the No Action Alternative include land use, geology and topography, water resources, air quality, natural and biological resources, cultural resources, noise, transportation and traffic, hazardous materials, and socioeconomic and environmental justice; although effects to these resources are not expected to be significant. The No Action Alternative would not result in a change in current conditions, and therefore, no significant direct or indirect impacts would occur under the No Action Alternative.

The potential for cumulative effects to the environment was evaluated by reviewing other recent, present, and foreseeable projects in the vicinity of the project sites that could affect the same environmental resources. Projects that are scheduled to occur near the project site in the future include dredging and road improvement projects. Cumulative effects associated with these projects are expected to be insignificant.

Conclusion / Recommendation

Based on the findings of this EA, implementation of the Recommended Alternative would not have significant adverse direct, indirect, or cumulative effects on the quality of the human or natural environment. The Recommended Alternative would meet the project's purpose and need. The No Action Alternative was considered but it does not meet the project's purpose and need. This EA concludes that: 1) there are no significant cumulative or long-term environmental effects associated with the proposed action; 2) the benefits outweigh the minor, temporary effects that may result; and 3) it does not constitute a major Federal action significantly affecting the quality of the human environment.

A preliminary Statement of Findings / Finding of No Significant Impact (SOF/FONSI) has been prepared to accompany this EA. The preliminary SOF/FONSI concludes that implementing the Recommended Alternative does not constitute a major federal action that significantly affects the environment and an Environmental Impact Statement, the next higher level of environmental impact investigation under NEPA, is not required for this project action. A 404(b) Evaluation of the environmental effects of the discharge of fill material into waters of the U.S. has not been prepared because there will be no placement of materials in waters of the U.S. associated with the proposed action.

Public Involvement / Comments

The NEPA process is designed to inform the public of the potential environmental consequences of the Proposed Action and involve them in the federal decision-making process. The Army recognizes public involvement and intergovernmental coordination and consultation as essential elements in developing an EA. Formal notification and opportunities for public participation, as well as informal coordination with government agencies and planners, are incorporated into the EA process.

Agencies, organizations, and members of the public having a potential interest in the Proposed Action are invited to participate in the decision-making process. Coordination was conducted with the EPA, the U.S. Fish and Wildlife Service (FWS), the Wisconsin Department of Natural Resources (DNR), and the Wisconsin State Historic Preservation Office (SHPO) in order to request information regarding the resources on and near the project site. In addition, coordination letters requesting information about traditional cultural properties or sites of particular interest near the project site were sent to various Native American organizations. A list of entities contacted is provided in Section 5. The responses received, are included in Appendix B.

The EA and preliminary SOF/FONSI will be available to the public for comment for a period of 30 days and are available at the Mead Public Library located at 710 North 8th Street, Sheboygan, Wisconsin 53801 and on the internet at the USACE Detroit District website (http://www.lre.usace.army.mil/who/environmentalservices/public_notices_and_documents/index.cfm?). At the end of the 30-day period, the USACE will consider all comments submitted by individuals, agencies, and organizations. As appropriate, the USACE may then execute the preliminary SOF/FONSI and proceed with implementing the project's Preferred Alternative. If it is determined that implementing the Recommended Alternative would result in potentially significant impacts, mitigation measures will be proposed to reduce the impact below a level of significance, or the USACE will either publish in the Federal Register a Notice of Intent to prepare an Environmental Impact Statement or choose not proceed with the proposed action.

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LIST OF ATTACHMENTS

- A. Preliminary Statement of Findings / Finding of No Significant Impact**
- B. Coordination Letter Responses**
- C. General Conformity Rule Record of Non-Applicability**

SECTION 1

Introduction

This Environmental Assessment (EA) has been prepared by the U.S. Army Corps of Engineers (USACE), to evaluate the effects of dewatering, transport, and upland placement of maintenance dredge material from the Sheboygan Harbor, Sheboygan County, Wisconsin. This EA has been prepared in accordance with the National Environmental Policy Act of 1969 (NEPA), Section 102(2)(C) and the Council on Environmental Quality “Regulations for Implementing the Procedural Provisions of NEPA,” 40 Code of Federal Regulations (CFR) Parts 1500 through 1508 and the USACE, *Policy and Procedure for Implementing NEPA* (33 CFR Part 230). The objective of conducting this EA is to determine the magnitude of the socioeconomic and environmental impacts of the project on the human environment.

If such impacts are found to be insignificant, a Statement of Findings / Finding of No Significant Impact (SOF/FONSI) document would be executed, and the Recommended Alternative would proceed. If the environmental impacts are found to be significant according to criteria established in 40 CFR 1508.27, a Notice of Intent would be published in the Federal Register, and an Environmental Impact Statement would be prepared. A 404(b) Evaluation of the environmental effects of the discharge of fill material into waters of the U.S. has not been prepared because there will be no placement of materials in waters of the U.S. associated with the proposed action.

1.1 Project Location

The City of Sheboygan, Wisconsin, is located on the western shore of Lake Michigan, approximately 45 miles north of Milwaukee and approximately 55 miles southeast of Green Bay, Wisconsin (**Figure 1**). The Sheboygan River runs through the city and drains approximately 400 square miles. The river is part of the Sheboygan River Basin. The headwaters of the Sheboygan River begin in east-central Fond du Lac County, and meander approximately 80 miles before reaching Lake Michigan. The primary land use in the watershed is agricultural, with exception of the downstream most reaches that are entirely urbanized. Over the last two water years (2009-2010) the Sheboygan River had an annual mean discharge of approximately 340 cubic feet per second.

1.2 Proposed Action, Purpose and Need

The purpose and need of the Proposed Action is to meet the local community’s navigation needs, improve the aquatic environment, and remove the dredging restrictions from the harbor to the dredged depth. By removing the dredging restrictions, the Beneficial Use Impairment would be removed to the dredged depth, which would help move towards delisting the Sheboygan River as an Area of Concern. Without the dredging project described in this EA, the local community's water draft would continue to be minimal, and at some point in the future, the continued cessation of maintenance dredging would render the harbor useable to only smaller vessels. The harbor would continue to have dredging restrictions due to the low-level contamination. The Beneficial

Use Impairments would remain in place and the harbor's listing as an Area of Concern would continue.

Recent sediment evaluation concluded that the sediment within the Sheboygan River currently does not meet Federal guidelines for open-lake placement per 40 CFR 230.11[d] (refer to Section 3.4 for additional information). Since placement of this dredged material in the open waters of Lake Michigan would not comply with the Clean Water Act (CWA) Section 404(b)(1) Guidelines, it would be environmentally unacceptable. The sediment data also indicate that the sediment within the Sheboygan River is not suitable for beneficial uses or unconfined placement. The sediment is suitable for upland restricted disposal in a land based disposal facility which are improvements necessary on lands, easements, or rights-of-way to enable the proper disposal of dredged or excavated material associated with the construction, operation, or maintenance of Federal navigation projects for harbors or inland harbors. The nature of the contamination in the FNC sediment is low-levels of Lead, which exceeds the Wisconsin Public Welfare groundwater standard (NR140) for direct contact. The Federal standard for the Sheboygan Harbor, Wisconsin project is the least-cost, environmentally acceptable upland placement alternative that restricts the sediment from direct contact.

The Proposed Action includes dredging sediment material from the Sheboygan Harbor, federal navigation channel (FNC), the dewatering of the dredged material, (**Figure 1**) and transport and placement of the dredged material onto an upland Dredged Material Placement Facility (DMPF). Potential impacts associated with dredging at the Sheboygan Harbor FNC have been previously assessed under NEPA; refer to Section 1.3 for a list of applicable NEPA documents. Sheboygan County is providing an upland Dredged Material Placement Facility (DMPF) capable of meeting the one-time dredging project needs. The placement facility must restrict the sediment from direct contact with humans or the environment. The locally provided DMPF restricts direct contact by having low-permeability clay soils to deposit the sediment in, an exterior fence to restrict public interaction, and after the dredging operations are complete, a cover, which will allow returning the land to agricultural use. The estimated start date of the project is the spring of 2012.

1.3 Project Authorization

The federal project in Sheboygan Harbor, Wisconsin was authorized by the River and Harbor Acts of 1907 (H. Doc. 62, 59th Cong., 1st Sess.), 1927 (H. Doc. 475, 68th Cong., 2nd Sess.), 1935 (Rivers and Harbors committee Doc 47, 74th Cong., 1st Sess.), and 1954 (H. Doc. 554, 82nd Cong., 2nd Sess.). These acts provided for the construction of a breakwater and pier, and for the initial and periodic maintenance dredging of the turning basin and FNC within the authorized harbor. Maintenance dredging is a reoccurring action that occurs as needs arise and as funding becomes available; refer to Section 3.1, Cumulative Effects for additional information related to past dredging activities.

The potential impacts from dredging the Sheboygan FNC have been previously assessed in the documents noted below and will not be reevaluated in this EA. In summary, maintenance dredging causes the temporary resuspension of sediments. Resuspension of sediments can cause short-term, minor impacts to water quality, fishery resources, benthos, recreation, and aesthetics. The dredging impacts are temporary and not significant. The proposed upland placement of dredged

materials would be performed in conjunction with authorized maintenance dredging activities.

Previously Prepared Environmental Documents for Dredging within Sheboygan Harbor FNC:

- USACE Detroit District, Environmental Assessment for Maintenance Dredging and Nearshore Disposal, Sheboygan Harbor, Wisconsin (22 Sept 1986);
- USACE Detroit District, Environmental Assessment for Maintenance Dredging of Uncontaminated Sediments and Beach Nourishment at Sheboygan Harbor, Wisconsin (13 Jun 1985);
- USACE Detroit District, Environmental Assessment of Uncontaminated Sediments at Sheboygan Harbor, Wisconsin (19 Mar 1981);
- USACE Chicago District, Feasibility Report and Environmental Impact Statement for Sheboygan Harbor Interim III, Harbors Between Kenosha and Kewaunee, Wisconsin (June 1979);
- USACE Chicago District, Environmental Impact Statement for Operation and Maintenance at Sheboygan Harbor, Wisconsin (March 1979);
- USACE Detroit District, Final Environmental Statement for Maintenance Dredging and Contained Disposal of Dredge Material at Sheboygan Harbor, Wisconsin (March 1975).

Funding for this dredging and upland placement project is expected to be provided by the U.S. Environmental Protection Agency (EPA) under the Great Lakes Restoration Initiative (GLRI) program. Several dredging projects are currently occurring in the Sheboygan River upstream of the 8th Street Bridge (refer to Section 3.1.1). In addition, an EPA Legacy Act dredging project located immediately upstream of the USACE dredging project is in the planning stage for implementation in spring 2012. The proposed action and dredging is designed to further EPA's goal of removing contaminated sediments from the river that are impairing beneficial uses of the waters within the designated Area of Concern (AOC).

1.4 Public Involvement

The NEPA process is designed to inform the public of the potential environmental consequences of the Proposed Action and involve them in the federal decision-making process. The Army recognizes public involvement and intergovernmental coordination and consultation are essential elements in developing an EA. Formal notification and opportunities for public participation, as well as informal coordination with government agencies and planners are incorporated into the EA process.

Agencies, organizations, and members of the public having a potential interest in the Proposed Action are invited to participate in the decision-making process. Coordination was conducted with the EPA, the U.S. Fish and Wildlife Service (FWS), the Wisconsin Department of Natural Resources (DNR), and the Wisconsin State Historic Preservation Office (SHPO) in order to request information regarding the resources on and near the project site. In addition, coordination letters requesting information about traditional cultural properties or sites of particular interest near the project site were sent to various Native American organizations. A list of entities contacted is provided in Section 5. The responses received, are included in Appendix B.

The EA and preliminary SOF/FONSI will be available to the public for comment for a period of 30 days and are available at the Mead Public Library located at 710 North 8th Street, Sheboygan, Wisconsin 53801 and on the internet at the USACE Detroit District website (http://www.lre.usace.army.mil/who/environmentalservices/public_notices_and_documents/index.cfm?). At the end of the 30-day period, the USACE will consider all comments submitted by individuals, agencies, and organizations. As appropriate, the USACE may then execute the preliminary SOF/FONSI and proceed with implementing the project's Preferred Alternative. If it is determined that implementing the Recommended Alternative would result in potentially significant impacts, mitigation measures will be proposed to reduce the impact below a level of significance, or the USACE will either publish in the Federal Register a Notice of Intent to prepare an Environmental Impact Statement or choose not proceed with the proposed action.

SECTION 2

Description of the Proposed Action and Alternatives

2.1 Description of the Proposed Action

The Proposed Action includes dredging sediment material from the Sheboygan Harbor, Federal Navigation Channel (FNC) (**Figure 1**), the dewatering of the dredged material, and the transport and placement of the dredged material onto an upland Dredged Material Placement Site (DMPF).

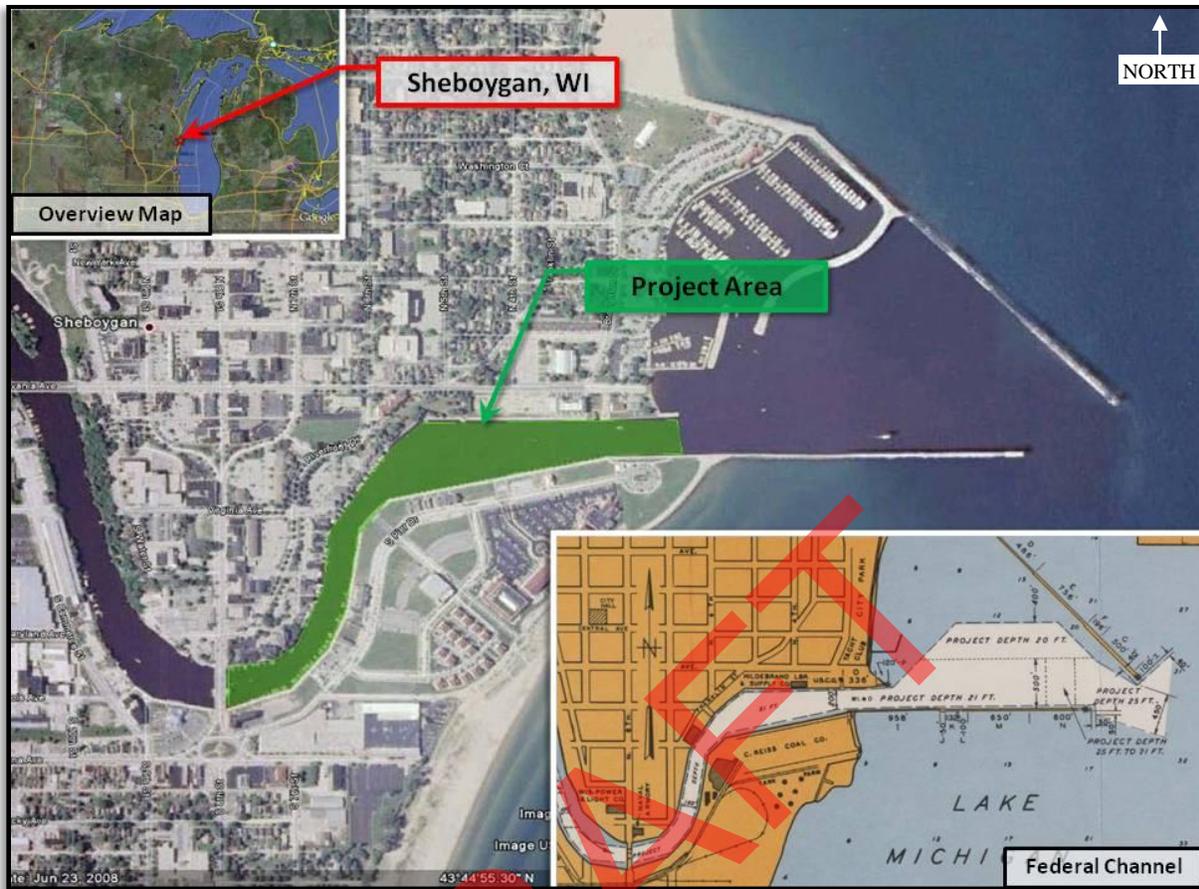


Figure 1: Site Location Map, Sheboygan Harbor.
Not to scale.

Dredging will occur in the Sheboygan River from the mouth upstream to the 8th Street Bridge (**Figure 1**). The FNC will be dredged down to depths ranging from 11-12' and 15-16' below low water datum (**Figure 3**). These depths were identified in coordination between the USACE, EPA and City. Dredged material will be removed from the FNC and transferred to land at a transfer site located in downtown Sheboygan, Wisconsin (**Figures 2 and 3**). The proposed transfer site is located along the south side of the Sheboygan River, toward the western end of the proposed dredge area. The site is vacant; an apartment building is located to the west, commercial property to the east and north across the river, and vacant property to the south across South Pier Drive. Based on USACE condition surveys performed in September of 2010 and the needs of the City and EPA, shoaled sediment in the FNC will be removed down to depths ranging from 11-12' and 15-16' below low water datum (**Figure 3**).

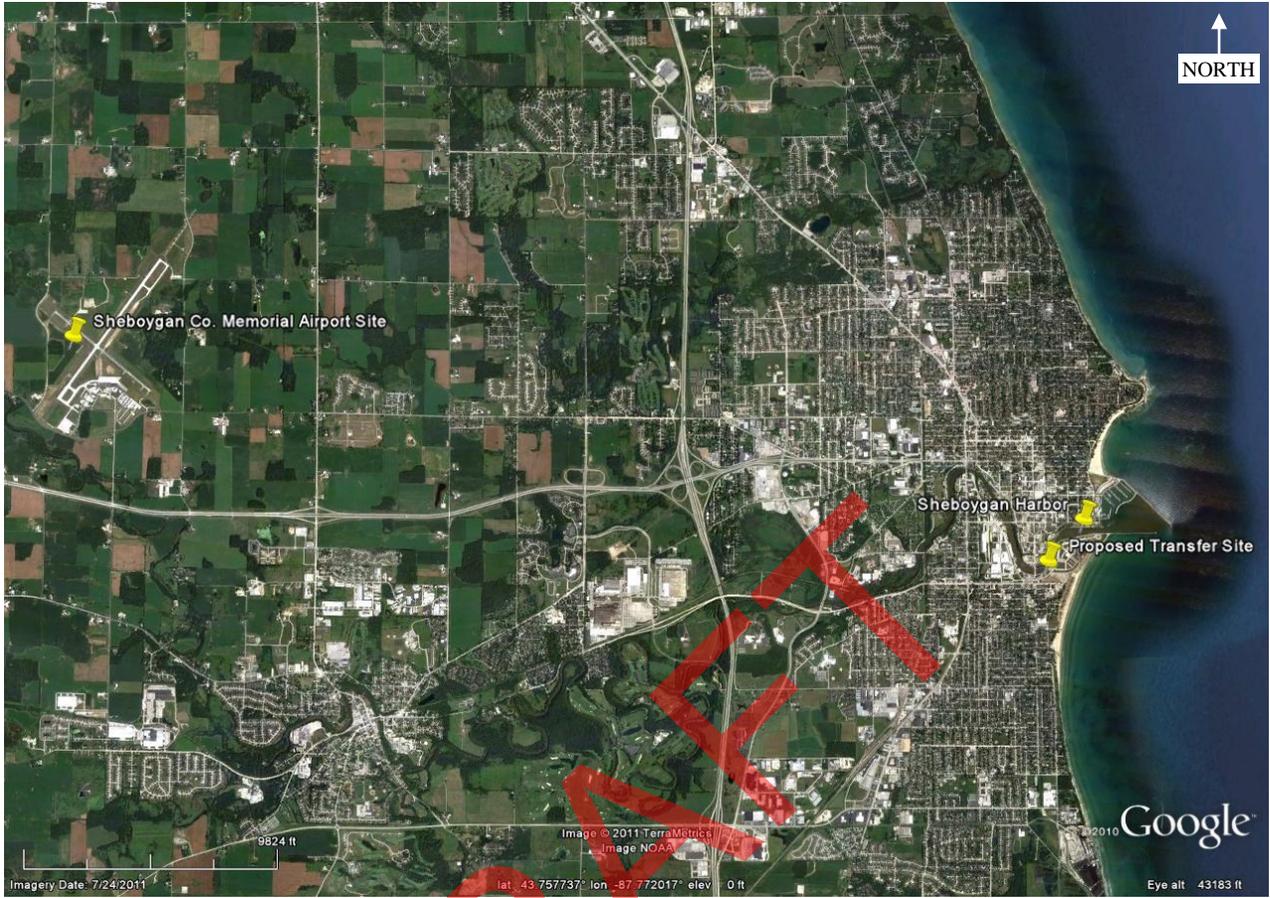


Figure 2: Site Location Map, Harbor, Proposed Transfer Site and Upland Placement Site at the Sheboygan County Memorial Airport.
Not to scale.



Figure 3: Site Location Map, Harbor and Proposed Transfer Site.
 Image also shows an alternate temporary work / storage area. Not to scale.

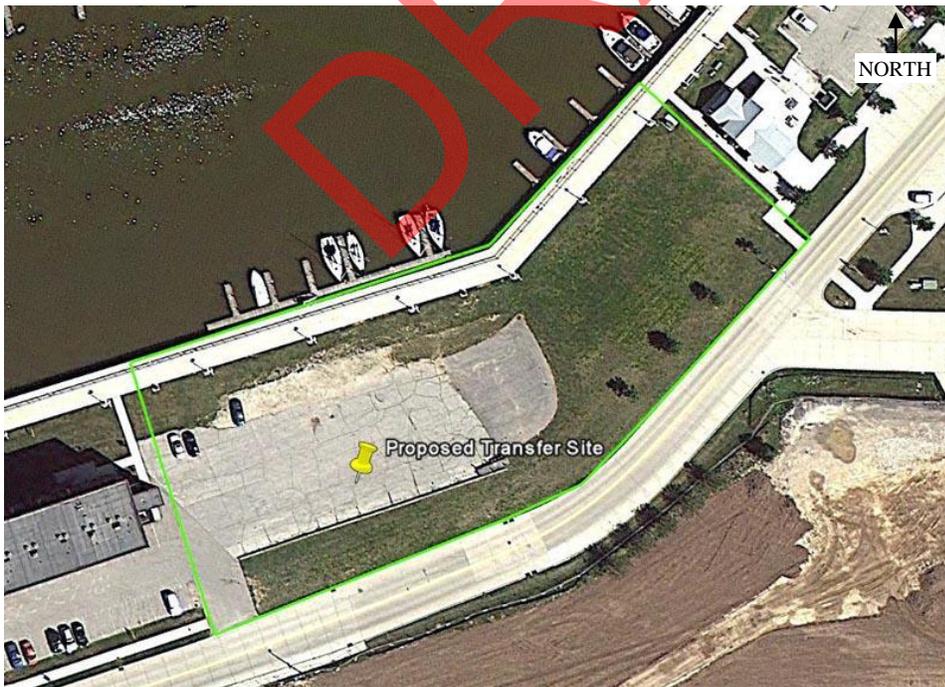


Figure 4: Aerial Photograph of Proposed Transfer Site.
 Not to scale.

Sheboygan County is providing an upland Dredged Material Placement Facility (DMPF) capable of meeting the one-time dredging project needs. The placement facility must restrict the sediment from direct contact with humans or the environment. The locally provided DMPF restricts direct contact by having low-permeability clay soils to deposit the sediment in, an exterior fence to restrict public interaction, and after the dredging operations are complete, a cover, which will allow returning the land to agricultural use.

The proposed upland placement site is located at the Sheboygan County Memorial Airport, approximately 9 miles west of Sheboygan (**Figure 2**). The entire airport covers approximately 1,040 acres. The County, who owns the airport, would construct a Dredge Material Placement Site (DMPF) over approximately 15-20 acres of land at the western portion of the property (**Figure 5**). The DMPF would have the capacity to hold approximately 200,000 cubic yards of dredged material. The area of the proposed DMPF is currently being farmed and is not used for aviation purposes. Due to its close proximity to the runways, there are various restrictions for the use of this land. For example, the height of the land (i.e., a berm) is restricted to allow for safe aviation, and the presence of standing water would be minimized and/or eliminated to reduce the unnecessary attraction of birds to the immediate vicinity of the runways. Construction of the DMPF would include a new access road for trucks to use during placement of dredged material. The County intends to construct the DMPF with three cells. By providing multiple cells, any potentially accumulated surface rainwater at the site can more easily be handled by standard construction site stormwater management practices (i.e., collect in one location, allow settling prior to removal from work area, etc.). Any water encountered at the DMPF is anticipated to be only from rainwater – because the dredged material will be treated with a drying agent prior to transport to the DMPF and thus will arrive at the placement site with no free water, or excavation into a shallow groundwater table. In addition, minimal turbidity is anticipated in potential surface water runoff because the on-site material is hard-packed clay. The contractor shall be responsible for obtaining any general permits for discharge of accumulated rainwater, if rainwater accumulates and if the State requires such permits. Specifics regarding surface water handling requirements depend on weather and site conditions during placement of the dredged material.

After placement of the dredged material, the County will place a soil cover and intends to return the site to agricultural use. It is anticipated that a surface runoff drainage pattern toward the wetland (**Figure 5**), similar to the existing drainage pattern, would be re-established (see Section 3.6 for additional details). The County intends to maintain the new access road for future airport needs. The DMPF would be constructed to meet Federal Aviation Administration (FAA) regulations for safe aviation. The estimated start date of the project is the spring of 2012.



Figure 5: Proposed Layout of Upland Placement Site.
Not to scale. Arrow indicates direction of photograph in Figure 6.



Figure 6: Photograph of Proposed Upland Placement Site.
Taken September 2011, from the south end looking north; see *arrow* on Figure 5.

2.2 Alternatives

Several alternatives were considered for disposal of the proposed dredged material from the FNC in Sheboygan Harbor. All action alternatives (Alternatives 2-5) restore navigational draft to the Sheboygan Harbor Federal Navigation Channel to a depth identified by the City of Sheboygan; improves economic opportunity in the City of Sheboygan; reduces the negative impact of past industrial activities by removing contaminated sediment from Sheboygan Harbor; and contributes to an overall clean-up effort within the Sheboygan Harbor with the intent to complete the remediation required to delist the harbor as an AOC by the end of 2012.

Alternative 1: No Federal Action

The No Action alternative assumes that the USACE does not implement any project at Sheboygan Harbor. Evaluation of The No Action alternative is required as a base condition in all USACE studies. With the No Action alternative, the harbor would continue to be classified as an AOC because of the Beneficial Use Impairments such as dredging restrictions due to contaminants. The harbor would continue to shoal in and inhibit navigation and recreation. Revitalization of Sheboygan Harbor is central to the economic development and sustainment of the area. With current draft as little as 2 feet below low water datum and a siltation rate of 4 inches per year, the

harbor is accessible to only very shallow draft vessels. The No Action alternative does not provide the local draft needs to facilitate the industries and investments built to utilize the harbor for more than a decade.

Alternative 2: Chemical Dewatering and Placement in the Locally Provided DMPF

For this alternative, the dredging would be performed by mechanically dredging the sediment to the Recreational Navigation Draft Plan dredging depth (depths ranging from 11-12' and 15-16' below low water datum, **Figure 3**) with an enclosed clamshell bucket, and placing the excavated material into the barge. Once the material is in the barge, a lime-reaction additive would be mixed in to dewater the material. The material will then be transported to the disposal facility or placed on a dewatering pad at the transfer site prior to transport and disposal as the situation dictates. Over the course of the project, the in-cell sediment would require spreading. Upon completion of the disposal, the permanent cell would be covered with the stockpiled native material and the site allowed to return to a natural state. This alternative is the least costly and therefore the only alternative that is considered complete, effective, efficient, and acceptable. Therefore, this alternative is the Preferred or Recommended Alternative.

Alternative 3: Mechanical Dewatering and Placement in the Locally Provided DMPF

For this alternative, the dredging would be performed by hydraulically dredging the sediment to the Recreational Navigation Draft Plan dredging depth with a cutterhead dredge and transported to the transfer - dewatering site via hydraulic pipeline. The sediment is then stored in Geotubes® and the free water removed, filtered, and returned to the Sheboygan River. The dewatered material is then transferred to trucks and transported to the DMPF where it is placed. Over the course of the project, the in-cell sediment would require spreading. Upon completion of the disposal, the permanent cell would be covered with the stockpiled native material and the site allowed to return to a natural state.

Alternative 4: Chemical Dewatering and Placement in a Licensed Landfill

For this alternative, the dredging would be performed to the Recreational Navigation Draft Plan dredging depth with an enclosed clamshell bucket and placed into the barge. Once the material is in the barge, a lime-reaction additive would be mixed with the sediment to dewater the material. The material will then be transported to a licensed landfill or placed on the dewatering pad at the transfer site prior to transport and disposal as the situation dictates.

Alternative 5: Mechanical Dewatering and Placement in a Licensed Landfill

For this alternative, the dredging would be performed by hydraulically dredging the sediment to the Recreational Navigation Draft Plan dredging depth with a cutterhead dredge and transported to the transfer - dewatering site via hydraulic pipeline. The sediment is then stored in Geotubes® and the free water removed, filtered, and returned to the Sheboygan River. The dewatered material is then transferred to trucks and transported to a licensed landfill where it permanently disposed.

2.3 Alternatives Considered but Eliminated

The following alternatives were not carried forward for further analysis. Alternative 1 was not pursued because the harbor would continue to be classified as an AOC because of Beneficial Use Impairments such as dredging restrictions due to contaminants. The harbor would continue to

shoal in and inhibit navigation and recreation. Alternative 3 was not carried forward because the mechanical dewatering process would require the locating, evaluation, and selection of a much larger transfer site than is currently available for project use; and it is more costly than Alternative 2. Alternative 4 was not carried forward because it is more costly than Alternative 2 and the sediment would need to be transported a greater distance, increasing project risk. Alternative 5 was not carried forward because the mechanical dewatering process would require the locating, evaluation, and selection of a much larger transfer site than is currently available for project use; it is more costly than Alternative 2; and the sediment would need to be transported a greater distance, increasing project risk. In addition, during project planning, the following alternatives were considered but eliminated from further analysis: no existing DMPF and the contaminants in the dredge material prevent upland unrestricted placement and beach nourishment and/or open water placement.

2.4 Details and Construction Sequence for the Recommended Alternative (Alternative 2)

Based on contaminant concentrations and the overall potential impacts of transporting wet, soupy dredged sediments, the material requires treatment to dewater it before being transferred to a final placement facility. After sediment is dredged and placed into a barge or scow, the proposed action involves addition of a drying agent, mixing, transfer to a truck and transport to the DMPF constructed by the County at the upland placement site. Mixing may occur in the barge using an excavator, or on a dewatering or mixing pad (i.e., asphalt pad with containment walls or slope to contain any free water) constructed on the transfer site. Since the disposal facility is at an airport, Federal Aviation Administration height restrictions limit the capacity of the DMPF. To accommodate the volume of the dredged material, the sediment will require a dewatering process allowing it to be placed in a dry state. In order for the site to have future agricultural use, it is designed to have a 3-foot cover of native materials. The cover will be the responsibility of the county. In addition to facilitating agricultural use, the cover would keep the sediment from interacting with rainwater, spreading via wind erosion, and restrict human and animal interaction. The locally provided DMPF has naturally occurring clay with typical native clay berms to contain the sediment and prevent inaction with site groundwater. The county will provide the facility for this onetime routine dredging project and will be responsible for the operations and maintenance.

Miscellaneous Project Details. The project is anticipated to be completed within a 6-9 month time period, beginning in spring 2012. To minimize adverse impacts on fish movement, fish spawning, egg incubation periods and high stream flows, in-stream work would not occur during the DNR established environmental window of March 15 to May 15, without approval from the DNR. The City of Sheboygan has temporarily lifted the noise ordinance for this project, allowing work to occur 24-hours a day. It is anticipated that the project work would be accomplished using land-based or barge-based equipment; i.e., cranes, excavators, front-end loaders and dump-trucks.

The proposed action may require temporary access, staging areas, and / or construction of one or more temporary structures, upland or in-water. Examples include turnarounds, work and storage areas, access roads, and office facilities. These construction aids would be within project boundaries or right-of-ways and removed when no longer needed. The type and location of

temporary structures and / or staging sites would be incidental to the work being performed. Temporary structures / staging sites would be located outside of any wetlands, areas containing federally protected species and their critical habitat, and properties listed on or eligible for listing on the National Register of Historic Places (NRHP). Temporary structures/staging sites would be at USACE approved, and City/County owned and/or approved locations. The City of Sheboygan has identified a potential temporary work/storage area. The site is vacant land located along the north side of the Sheboygan River, near the proposed dredging area (**Figure 3**). Potential uses at this site could include storage of equipment, office space, etc. The site would not be excavated and no dredged material would be stored at the site. It is anticipated that temporary access for construction and staging could be on either side of the riverbank, though most expected to be concentrated at the proposed transfer site (**Figure 4**).

Temporary activities would include appropriate precautionary measures to prevent unnecessary dust related to applying the drying agent, control of surface water runoff, erosion, sedimentation or other undesirable environmental impacts. The contractor shall obtain and follow any required stormwater management and / or erosion and sediment control permits and best management practices for all construction sites associated with this project (including the transfer site, upland placement site and any temporary used sites). Control methods would be put in place prior to beginning construction activities to minimize impacts. Depending on the type of equipment utilized, a temporary, stone road (or similar) may be constructed to and / or along the riverbank to the road for erosion control. Other erosion control measures such as the use of silt fencing, straw bales, geo-fabrics, hydroseeding, or various other immediate vegetation tactics would be implemented prior to, during and after construction, as needed. Disturbed areas or temporary construction sites would be replaced in-kind (vegetated areas planted with grass or paved areas re-paved, etc.) for long-term erosion control, or restored as applicable upon project completion. Previously used equipment would be free of exotic and invasive plant and aquatic species; and no exotic plant species would be used for re-vegetation. There is no USACE operations and maintenance upon completion of the project.

Some variation from the project, as described, may occur with respect to the sequence of activities, method of construction and / or implementation, or design details as a result of unanticipated design requirements (such as application of drying agent or weather), site conditions, or cost saving measures. Such variations would not result in significant changes to either the overall project design or environmental impact, without further evaluation under the NEPA.

SECTION 3

Existing Environment, Environmental Consequences, and Mitigation

This section describes the existing environment that could be affected by the project alternatives. Information gathered from site visits, interviews, existing documentation, and correspondence with federal, state, and local agencies was used to characterize the existing environment.

This section also identifies the potential direct and indirect environmental consequences of the Recommended Alternative and the No Action Alternative to water resources, air quality, natural and biological resources, cultural resources, noise, visual resources, transportation and traffic, hazardous materials, and environmental justice. This section describes the potential cumulative effects to the environment of the project alternatives when combined with recent, present, and reasonably foreseeable future projects. Measures that would be implemented to avoid or minimize potential impacts to the environment also are presented.

3.1 Cumulative Effects

This section presents the recent, present and foreseeable future projects that were considered during the assessment of cumulative effects of each alternative. Cumulative effects can result from individually minor but collectively significant actions taking place over a period of time. Principles of cumulative effects analysis are outlined in the Council on Environmental Quality (CEQ) guide “Considering Cumulative Effects under the National Environmental Policy Act” (CEQ, 1997) which states: “for cumulative effects analysis to help the decision maker and inform interested parties, it must be limited through scoping to effects that can be evaluated meaningfully.” Below is a summary of past maintenance dredging for the FNC at Sheboygan Harbor:

<u>Fiscal Year</u>	<u>Start</u>	<u>Completion</u>	<u>Cubic Yards</u>	<u>Contractor</u>	<u>Placement / Dredge Area</u>
1956	5/27/1956	11/19/1956	48,780	Govt/Kewaunee	Data not available
1957	4/16/1957	4/19/1957	10,890	Govt/Kewaunee	Data not available
1958	6/3/1958	6/14/1958	31,050	Govt/Kewaunee	Data not available
1959	6/25/1959	7/18/1959	20,700	Govt/Kewaunee	Data not available
1960	7/22/1960	7/25/1960	1,550	Govt/Kewaunee	Data not available
1961	7/25/1961	8/9/1961	32,099	Govt/Kewaunee	Data not available
1962	11/19/1962	12/16/1962	35,582	Govt/Kewaunee	Data not available
1963	10/26/1963	11/4/1963	28,085	Govt/Kewaunee	Data not available
1965	5/22/1965	6/3/1965	29,350	Govt/Kewaunee	Data not available
1967	7/24/1967	8/24/1967	92,775	Govt/Kewaunee	Data not available
1968	6/28/1968	7/21/1968	61,425	Govt/Kewaunee	Data not available
1969	6/28/1969	7/19/1969	60,545	Govt/Kewaunee	Data not available
1981	7/15/1981	10/30/1981	28,556	Durocher	Upland at Sheboygan East Industrial Park/ 0+00 - 8+00 (old stationing)
1984	5/2/1984	6/15/1984	25,596	Gillen	Upland at C. Reiss Coal Company Dock/ entrance channel
1985	12/6/1985	12/23/1985	12,026	Harbor Marine	Beach- behind contractor constructed berms on the beach / area defined b/t 1+00 - 32+00
1987	6/1/1987	6/25/1987	24,303	King	Beach- S beach areas I and II / outer area defined on drawings
1991	9/4/1991	9/28/1991	46,577	Andrie	Beach S of harbor from CNTR line of Alabama Ave extended S 700' CNTR-OHWM / area at harbor entrance 24+00 - 32+00

Key: b/t- between; S- south; CNTR- center; OHWM- ordinary high water mark

The potential for cumulative effects to the environment from the project alternatives were evaluated by reviewing available data such as historical aerial photographs and reports to identify recent projects, and by reviewing ongoing and planned projects within the vicinity of the proposed

project areas that could affect the same environmental resources as each alternative. Actions that were considered include construction and dredging projects that were recently completed, are currently underway, or are programmed to occur within the near future. Cumulative effects are described for each resource area in the following sections.

3.1.1 Recent, Present, and Reasonably Foreseeable Future Projects

Other Dredging Projects and Clean-up Efforts in the Vicinity

Several dredging projects under way or being planned as part of a multi-phase clean-up effort located in the Sheboygan River Area of Concern are being developed and coordinated by the Great Lakes National Program Office of the EPA. Clean-up of the most highly contaminated sediments is completed or will be concurrent to the project discussed in this EA, if the proposed action is implemented. The proposed action is supported by Federal and state agencies involved with these clean-up efforts (refer to Section 3.4.1 and Section 5). The current and planned projects include:

Superfund Upper River Tecumseh Dredging Project: The Superfund Upper River Tecumseh Dredging Project was completed in 2007. The project removed approximately 21,000 cubic yards of polychlorinated biphenyl (PCB) contaminated sediment. This Upper River project began in the City of Sheboygan Falls and extended to the Village of Kohler.

Lower River Superfund Dredging Project: The Lower River Superfund Dredging Project is currently underway. Approximately 53,000 cubic yards of PCB contaminated sediment will be removed by Tecumseh Corporation. Tecumseh is considered the Principal Responsible Party (PRP). Pollution Risk Services (PRS) is the contractor performing the dredging work. The Lower River project area is between the Chicago & Northwestern railroad bridge and the Pennsylvania Street Bridge in the City of Sheboygan.

Camp Marina Superfund Dredging Project: The Camp Marina Superfund Dredging Project is currently underway. Approximately 28,500 cubic yards of polynuclear aromatic hydrocarbon (PAH) contaminated sediment will be removed and will be paid for by Wisconsin Public Service, the PRP. This project is located within the Superfund Lower River section in the City of Sheboygan adjacent to Boat Island.

The Legacy Act Dredging Project: The Legacy Act Dredging Project is currently in the feasibility and design phase with dredging set to begin in 2012. Approximately 240,000 cubic yards of PCB and PAH contaminated sediment is to be removed from the Lower River. The non-federal share of the project (40-50%) is the work being performed by Superfund and Camp Marina project's PRPs. The federal funds available for this project come entirely from the Great Lakes Legacy Act Program of EPA. This project is located in the Lower River area and extends downstream to the 8th Street Bridge (the start of the USACE proposed action).

Sheboygan River AOC Fish & Wildlife Restoration Projects: Several Sheboygan River AOC Fish & Wildlife Restoration Projects are currently in the planning phase and are anticipated to

be implemented in 2012. Projects include Sheboygan River shoreline restoration stabilization projects, fish and wildlife restoration and assessment, Wildwood Island restoration, eroding riverbank stabilization and invasive species control in the Sheboygan River. These projects are located throughout the entire lower 14-mile section of the Sheboygan River AOC.

No Action Alternative

The No Action alternative would not have a significant impact on cumulative effects from recent, present, or reasonably foreseeable future projects. Although future and reoccurring dredging of the FNC is authorized, it would not be expected to occur in the foreseeable future due to lack of funding and the minimal amount of current existing commercial needs at the harbor. Shoaling would continue over time and continue to adversely affect navigation in the river. Some low-level contamination does exist in river sediments, and this material would likely remain in-place if no federal action occurs. Therefore, the FNC portion of the harbor would continue to be classified as an AOC because of the Beneficial Use Impairments such as dredging restrictions due to contaminants.

Recommended Alternative

Implementing the Recommended Alternative would provide benefits in combination with other dredging activities in Sheboygan Harbor. The most significant cumulative effect would be related to the removal of low-level contaminated sediment, leading to improved sediment and water quality in the Sheboygan River. In combination with the other dredging projects described above, the Recommended Alternative and proposed action would contribute to the anticipated delisting of the Sheboygan River as an AOC. Improved sediment and water quality would in turn benefit fish and other aquatic life in the Sheboygan River and Lake Michigan. There may also be cumulative effects on the community due to increased truck traffic with multiple dredging operations occurring along the Sheboygan River within the city. The overall environmental, economic and recreational benefits to the community upon completion of the proposed action, and the other nearby dredging projects, far outweighs the short-term, minor, and some negative cumulative effects (i.e., truck traffic, equipment / truck emissions) of the construction activities.

3.2 Physical Setting

3.2.1 Existing Environment

Sheboygan is located in the northern Midwest. Average seasonal temperatures range between 80 and 60 degrees Fahrenheit in the summer and between 30 and 10 degrees Fahrenheit in the winter. Average rainfall is about 36 inches a year. Snowfall mainly occurs between mid-November and mid-April. Topography in downtown Sheboygan has been changed through development over the years but remains generally flat in the vicinity of the proposed transfer site and proposed upland DMPF. Soils at the transfer site are highly disturbed from a history of urban development and remediation activities. Impacted soils were either removed and disposed at a licensed landfill or covered with a clean fill cap; refer to the HTRW section below for additional information.

The upland DMPF is mainly composed of clay soils. The U.S. Army Corps of Engineers geotechnical site investigation (October 2011) showed a consistent layer of low permeability clay extending at least 50 feet below the ground surface. Samples were taken every 2.5 feet. All samples were classified as clay or silty clay. The only sand encountered was a 3 inch layer of silty sand at a depth of 26 feet below ground surface noted in one boring. While soil borings holes were dry immediately after drilling, the water depths varied from 7' to 38' below ground surface after 24 hours. Due to the low permeability clay, slow recharge rates would be expected and the groundwater is likely much shallower. Therefore, a shallow groundwater table at the DMPF can be anticipated due to the moist condition of the clay and close proximity to wetlands.

3.2.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore, no impacts to the physical setting would occur. The No Action Alternative would not contribute to cumulative impacts to the physical setting.

Recommended Alternative

In-stream activities associated with the proposed action would occur via a barge or other floating device and would not significantly affect the Sheboygan River hydrology. There would be no major changes to the watershed or sediment cycling in the watershed, either at the transfer site or upland DMPF.

3.3 Air Quality

3.3.1 Existing Environment

Sheboygan County, Wisconsin has a designation status of nonattainment for ozone (1997 8-hour National Ambient Air Quality Standard [NAAQS]); the area is designated in attainment for all other criteria pollutants. In March 2011, the EPA made the determination under the Clean Air Act (CAA) that the Sheboygan, Wisconsin area has “attained the 1997 8-hour ozone NAAQS.” This means that based on certified ambient air monitoring data, the ozone standards are being met. The designation status remains nonattainment for ozone, as the EPA has not determined that the site meets the CAA requirements for redesignation to attainment; however, the determination that the area has attained the NAAQS based on certified air monitoring, certain requirements and submittals are suspended as long as they continues to attain the ozone standard.

In most recent years, air quality data maintained by the State and EPA has not indicated any unhealthy days for the general population (**Figure 7**). Between 2008 and 2010, air quality data indicated that an average of 4 days per year were unhealthy for sensitive groups including older adults and children. Overall, the EPA Air Quality Index for Sheboygan County is predominantly good.

There are no sources of pollutant air emissions on the transfer site or proposed upland DMPF as

they are both vacant parcels. Sources of air emissions in the vicinity of both the transfer site and the upland DMPF would primarily consist of fuel combustion emissions from vehicle traffic on the surrounding roadways; and in addition of fuel combustion emissions from airplanes at the upland DMPF.

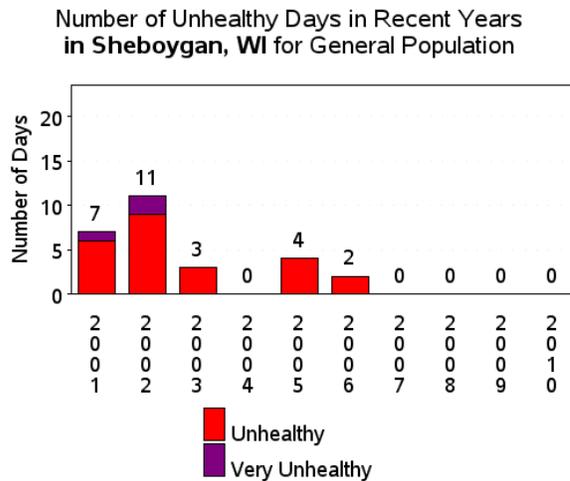


Figure 7: Sheboygan County, WI Air Quality Graph.

http://www.epa.gov/cgi-bin/broker?_service=aircomp&_debug=0&_program=dataprog.wcj_byyearhealth.sas&geocode=55117&condition=none&citycounty=county

3.3.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to air quality would occur. The No Action Alternative would not contribute to cumulative impacts to air quality.

Recommended Alternative

Implementation of the Recommended Alternative would result in a temporary and minor impact on overall air quality from the use of heavy equipment (i.e., excavators, dump trucks, bulldozers) at the transfer site, upland DMPF, and along the truck route between the two sites. The operation of equipment and its associated diesel exhaust emissions would suspend fugitive dust and other related particles in the air. There could also be minor, temporary effects on air quality at the transfer site from dust generated during the initial addition and mixing of drying agents (i.e., lime-reaction additive) to the dredged materials. Consistency of the dredged materials, wind and temperature conditions are factors that could influence the type and quantity of additive needed. The volume of dust emitted will vary depending on the level of activity, specific construction techniques, soil characterizations, and weather conditions. Emissions and dust would generally be localized to the project sites and public roadways. These temporary impacts would be minimized by requirements that the contractor keep the equipment properly maintained and operating. Construction dust and particles would be reduced by implementing fugitive dust control measures, such as the application of water to exposed ground, as necessary. Construction activities are not

expected to violate applicable air quality control regulations for the protection of public health and welfare. No permanent emission sources are part of the proposed action.

Written General Conformity determinations are required for federal actions in or affecting nonattainment or maintenance areas. The maximum increase in air emissions that is exempt from a detailed air quality analysis is called the *de minimis* level. “Maintenance dredging and debris disposal where no new depths are required, applicable permits are secured, and disposal will be at an approved disposal site” are exempt from the CAA conformity requirements under Section 93.153 of the Clean Air Act, 40 CFR, as amended. By this definition, the Recommended Alternative is exempt because the action would result in no emissions increase or an increase in emissions is clearly *de minimis*. A detailed analysis of air quality is not required. **Appendix C** contains a General Conformity Rule Record of Non-Applicability for the Preferred Alternative.

Implementation of the Recommended Alternative would cause effects to air quality, however, those effects would not be significant cumulative effects nor increase air pollutants to levels that exceed regulatory thresholds because of the relatively small scope of this project and because recent development in the area has been minor and no other project(s) are currently planned near the transfer site or upland DMPF. The Recommended Alternative would not require mitigation for air quality.

3.4 Water and Sediment Quality

3.4.1 Existing Environment

Due to the history of industrial use along the Sheboygan River, agricultural industry in the area, and poor land-use practices (i.e., erosion, chemical and nutrient runoffs), historical discharges of pollutants entered and accumulated within the river sediment. In 1985, the lower Sheboygan River (which is defined as the last 14 miles) and harbor were designated as an Area of Concern (AOC) by the International Joint Commission on the Great Lakes due to impairment of the beneficial uses of the waterway. Per the EPA, the high levels of nutrients, solids and “toxics” entering the river had caused a series of problems including nuisance algal blooms, fish consumption advisories and contaminated sediments. The pollutant discharges are also suspected of contributing to the degradation of wildlife, fish, benthos and plankton populations and the reduction in fish and wildlife habitat in the AOC as a result of degraded water and sediment quality. The Sheboygan River AOC experiences restrictions on dredging and placement activities due to water and sediment quality impairments. Through elaborate testing by the EPA, DNR, and USACE conducted over the past several decades, the inner harbor sediment downstream of the 8th Street Bridge (Project Area, see **Figure 1**) has been identified as having only low-level contamination and is the focus of this EA. The project area falls within the AOC and the EPA’s Superfund Operational Unit..

Sediment sampling was conducted in 1979 and 1982 in the Sheboygan Harbor, Wisconsin federal navigation channel by the U.S. Army Corps of Engineers. The sampling events included obtaining borings at various depths and subsamples within each boring were obtained (up to 8 subsamples per boring). The bottom sediments started at 12 feet below low water datum (LWD) and ranged down to 22 feet below LWD. The deepest sample was obtained 37 feet below LWD. The results showed high PCB contamination with levels at the surface ranging from single digit levels to less

than 10 ppm up to 170 ppm in subsurface samples.

Sediment sampling was conducted at Sheboygan Harbor, Wisconsin in 2009 by U.S. EPA. Forty borings were obtained to various depths in the river, up to 34 feet deep. The samples were split into sub-samples for analyses. The samples were analyzed for PCBs and PAHs. The average level of PCBs in the river material was 0.51 ppm, and the average level of PAHs was 3.36 ppm

The EPA conducted additional sampling in the Sheboygan Harbor, Wisconsin federal navigation channel in 2010 for further PCB analyses. Grid sampling was performed and one hundred and nine borings were obtained at various depths, up to 7 feet deep. Samples were split into 1 foot subsamples. The PCB levels in the material averaged 1.47 ppm. The highest value found was 9.74 ppm. The majority of samples were below 1.0 ppm. Ten percent of the samples had PCB levels greater than 1.0 ppm, and only 2.5 percent were greater than 5.0 ppm. The majority of the samples that were above 5.0 ppm were located in subsamples at around 22 feet below LWD.

Additional sampling was conducted by the U.S. Army Corps of Engineers in Sheboygan Harbor, Wisconsin federal navigation channel in July 2011 to characterize the metals in the sediment. Six soil borings were collected and split into subsamples and analyzed for metals, PAHs, PCBs, Pesticides and leachate quality. The sample borings were located in the area of the highest PCB levels found in the 2009/2010 sampling efforts by the EPA. Polycyclic aromatic hydrocarbons (PAHs) and pesticides were not detected in the sediment. Barium, manganese, lead and zinc were the heavy metals detected at elevated concentrations. The concentration of total PCBs in the sediment ranged from 0.57 to 1.0 parts per million (ppm), with an average level of 0.78 ppm. The levels of metals from the river sediment were compared to the Wisconsin Consensus Based Sediment Quality Guidelines (Wisconsin DNR) and only two metals (lead and zinc) were above the threshold effect concentration which is defined as levels at which there are no anticipated effects to benthic organisms. The remaining metals all had an average detectable level below the threshold effects concentration; therefore, they are below levels of concern. Lead results ranged from 40 to 140 ppm, with an average level of 77 ppm. This level for lead exceeded the Wisconsin Soil Cleanup Standard (NR 720) direct contact criteria for non-industrial land use which is 50 ppm. However, at these levels (40 to 140 ppm for lead), the dredged material would be acceptable for placement at the proposed upland DMPF as long as there is no access to the public in order to reduce the risk for exposure to humans.

Synthetic Precipitation Leaching Procedure (SPLP) leachate tests were conducted on the July 2011 sediment samples obtained by the U.S. Army Corps of Engineers in the Sheboygan Harbor, Wisconsin federal navigation channel and analyzed for PCBs, PAHs, and metals. Iron, copper, lead, mercury and PCBs were observed in the leachate samples. Zinc was not detected in the leachate testing; therefore, the concern over zinc in the sediment was dismissed. Lead and PCBs were the only parameters in the leachate that had levels of concern from the July 2011 sampling effort. Results of the SPLP testing indicated that lead was detected at a range of 8.3 to 25 parts per billion (ppb) (with an average of 14.25 ppb) and PCBs ranged from non-detectable (less than 0.05 ug/L) to 0.97 ug/L with an average level of 0.5 ppb. The levels of lead and PCBs in the leachate were compared to the Wisconsin Public Welfare groundwater standard (NR140), which is 15 ppb for lead and 0.03 ppb for PCBs.

Treatment studies were conducted in November 2011 on dredged material collected by the U.S. Army Corps of Engineers in the Sheboygan Harbor, WI Federal Navigation Channel. The samples collected in November were treated with an 8% application rate of calciment (an industry standard drying agent). Leachate samples were obtained and analyzed on the dredged material obtained in the November sampling event prior to treatment and at intervals after treatment with the drying agent (4 hours, 24 hours and one week). The leachate levels of lead in the untreated samples obtained during the November sampling event were an average of 3.51 ppb. There was no observed trend in the treatment study for PCBs. The SPLP test indicates the potential of contaminants in the dredged material, and the groundwater standard would be applicable at either the boundary property line or receptors for drinking water, such as groundwater wells. There are no known groundwater wells in the vicinity of the DMPF. The results of the treatment study show that lead levels in the leachate declined with each treatment interval and after one week of treatment was an average of 1.25 ppb. The treatment studies showed that a drying agent decreased leachability of lead. The levels of the lead are below levels of concern in groundwater noted above from NR140. In conclusion, leachate levels of lead are expected to meet the groundwater standard (NR140) and leachate levels of PCBs are expected to be minimized because the DMPF is underlain by clay.

There is a shallow water table at the proposed upland DMPF, as evidenced by the location of a nearby wetland. The U.S. Army Corps of Engineers geotechnical site investigation (October 2011) showed a consistent layer of low permeability clay extending at least 50 feet below the ground surface. The proposed upland DMPF will contain dikes constructed out of on-site clay, as well as a three foot cover of clean material as a final cover. PCBs in soil are unlikely to migrate to groundwater because of strong binding to soil. The adsorption of dissolved PCBs onto solids is greatest for solids composed primarily of organic matter and clay (ATSDR 2000, Toxicological Profile for Polychlorinated Biphenyls (PCBs)). In other words, PCBs are unlikely to travel with any water that is able to pass through the proposed DMPF's thick layers of clay. In addition, there are no wells in the vicinity, and no usable aquifer was identified in the geotechnical investigation that would result in an impact to groundwater use. There is a concern that after the site preparation is completed and the dredged material is placed at the DMPF, that the groundwater levels would eventually recharge and reach normal levels and may enter the dredged material. However, those potential impacts are not anticipated due to two primary reasons: 1) low permeability clay at the DMPF, and 2) a lack of groundwater receptors (such as wells) in the immediate vicinity as described above. In conclusion, the dredged material within the proposed upland DMPF would have minimal potential impacts or risk to groundwater use and/or human health.

3.4.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to water and sediment quality would occur. The No Action Alternative would not contribute to cumulative impacts to water and sediment quality.

Recommended Alternative

No open water is present at the upland DMPF; wetlands are addressed below. No long-term or significant effects on water quality are anticipated from the proposed action. A *de minimis* (Latin for 'of minimal importance') amount of carriage water from the barges is anticipated to re-enter the river during the transfer of dredged material from barges onto the shore, or before drying agents (i.e., lime-reaction additive) is added to the dredged material. The dispensation of river water back into the river could induce minimal, short-term turbidity and suspension of sediments; however, noticeable turbid conditions would be temporary and not cause a significant degradation of water quality. If the mixing of dredged materials with the drying agents occurs on land instead of in a barge, there is a potential for accumulated water depending on weather conditions (i.e., excess rain). Any accumulated water would first be allowed to evaporate if conditions permit, if not, it would be collected and assessed prior to any discharge. The contractor shall be required to obtain and abide by all appropriate permits and / or restrictions, as necessary, for the potential discharge of accumulated transfer site water, if conditions arise, and soil erosion and sediment control. Upon project completion, exposed work areas will be seeded and vegetated to prevent erosion to surface waters.

Since calciment (or similar product) would be added to the dredged material at the transfer site to dewater the dredged material prior to transport and placement, the dredged material placed at the proposed DMPF would contain minimal free liquid. Accumulation of rainwater at the DMPF may occur during placement of dredged material and the water would be maintained on-site during filling of the placement facility. Specifics regarding surface water handling requirements depend on weather and site conditions during placement of the dredged material. The contractor shall be responsible for obtaining any general permits for discharge of accumulated rainwater, if rainwater accumulates and if the State requires such permits. Since the county plans to cover the dredged material after placement activities have completed, the cover would be placed to maintain drainage. Therefore, once the DMPF is covered, rainwater would drain to the perimeter of the DMPF and the rate of drainage would equal or exceed the rate of drainage currently found on the agricultural site.

Over the years, there have been a number of samples obtained to characterize the sediment at Sheboygan Harbor, Wisconsin. The recent sediment sampling events and analyses have shown that the material at Sheboygan Harbor has improved in PCB contamination levels over the years. Recent sampling analysis indicates that elevated levels of PCBs are not contained within the Sheboygan Harbor, Wisconsin federal navigation channel. Sediment in the federal navigation channel does contain low levels of PCBs, as well as some elevated levels of metals (lead and zinc). Much of the historical PCB contamination within the harbor characterized in the early 1980's may have moved out to Lake Michigan. Recent elutriate testing and bioaccumulation testing of the river sediment showed that discharge of the dredged material from Sheboygan Harbor into open water will cause an unsuitable, adverse, contaminated-related impacts. Therefore, the dredged material is not acceptable for open water disposal. The federal navigation channel sediment does contain low levels of PCBs, as well as some elevated levels of metals (lead and zinc) and is not suitable for unconfined upland placement, due to the lead levels in the dredged material which are above the Wisconsin clean-up standard. The low PCB contamination levels in the material would have minimal potential impacts or risk to human health or wildlife. The federal navigation channel

dredged sediment material is suitable for controlled upland placement which means the material would have to remain on-site and the DMPF would need to restrict access by humans.

With regard to the future agricultural use of the DMPF, several studies (Commission on Geosciences, 1996 [summarizes several additional studies]; Lakhwinder, 2008) have been conducted on the potential uptake of PCBs by crops. Studies indicate that PCBs do not readily translocate into upper tissues of plants; therefore, the PCB exposure via plant/soil pathway is minimal. In addition, the potential risk is further minimized since crops will not be grown on the dredged material, but rather on an approximate 3 foot cover composed of native agricultural soils. In summary, future agricultural use of the DMPF would have minimal potential impacts or risk to human health.

3.5 Hazardous, Toxic and Radioactive Waste (HTRW)

3.5.1 Existing Environment

The purpose of a HTRW investigation is ascertain the environmental history and current conditions of a site as it relates to HTRW, within practical measures and using reasonably available resources. By conducting such an investigation, the uncertainty regarding the potential for HTRW in connection with the project is reduced, though not eliminated. There is always some risk of encountering unknown HTRW elements during a project, thus contract clauses incorporate wording on how to address such conditions should they be discovered. A review of the EPA's Envirofacts (which includes Superfund sites, toxic releases, water dischargers, air emissions, and hazardous wastes), Wisconsin's Bureau for Remediation and Redevelopment Tracking System (BRRTS), and interviews with property owners were conducted for both the transfer site and upland DMPF. The details from the database review are included in the two paragraphs below.

Transfer site – The transfer site is a mixture of pavement and grass with no surface water. The transfer site was a small part of a larger parcel of land that was previously occupied by the Reiss Coal Company, specific industrial practices are unknown. The use resulted in subsurface contamination which is known to include leaded/unleaded gasoline contamination from leaking underground storage tanks (LUSTs). Various investigations and remedial activities have been completed on the Reiss parcel; however, the remediation activities do not appear to have occurred in the area of the transfer site. The closure documentation from DNR indicates a use restriction and a protective cover or barrier remain intact for the Reiss Property and has limitations on the activities that can be performed that would result in disturbance to the cap.

Upland DMPF – The known historical use for the property was reported to be agricultural use, with no indication of industrial use. The database review conducted as part of this HTRW investigation did not reveal any indication of HTRW issues. An Environmental Data Resources Inc (EDR) Report dated November 9, 2011 was reviewed. The target property was not identified in any of the databases searched. A nearby property, Prange Estate Property, W3348 County Highway O, Sheboygan Falls, WI was identified as having LUSTs and having administrative controls on the site. This property is not of significant concern due to the closure that was provided by DNR, and distance from the upland site. Environmental and geotechnical soil sampling was conducted at the proposed upland DMPF by the USACE in October 2011 for general

screening purposes. Clay soils were encountered throughout the site (see Section 3.2 for additional soil information). Based on the visual and olfactory observations from the soil sampling did not indicate contamination. The soil samples were not able to be analyzed within their hold time; therefore the results will be used for screening purposes only. Results showed no detectable concentrations of pesticides or semi-volatile organic compounds. Metal and nutrient concentrations were consistent with natural occurring levels. Data and resource reviews indicate that no HTRW sites are located at or in the immediate vicinity of the DMPF that would impact the facility.

3.5.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to HTRW resources in the area would occur. The No Action Alternative would not contribute to cumulative impacts to HTRW resources.

Recommended Alternative

Potential activities at the transfer site may include construction of an asphalt pad to temporarily contain dredged material prior to transfer to the upland DMPF, and/or placement of stone to help reduce sediment on truck tires. The site may be re-paved upon completion of the project, but this would not exacerbate HTRW concerns. The intended use of the transfer site does not include subsurface activities that would compromise the integrity of the cap. If the project plans do require an asphalt or concrete pad to be placed at the site, it will be done in a manner that does not negate the current design that has been approved by DNR. Coordination would be done with the DNR in the event activities will be performed that are restricted in the closure documentation. Implementation of the Recommended Alternative would not cause or exacerbate HTRW concerns at the upland DMPF. As a precaution, the construction contract would contain standard language on procedures to follow to help ensure that there are no releases and that the materials are properly remediated where applicable, in the event that contaminated materials are encountered.

In order for the sediment to be placed at the airport site, the County will apply, with technical support from USACE, for a Low Hazard Waste Exemption (LHWE) from the WDNR. The WDNR has been active in project coordination and no issues are foreseen in acquiring the LHWE. After the WDNR has approved the LHWE, any future disturbances of the sediment are required to be submitted in writing to the WDNR as a Plan Modification. Any Plan Modifications are assessed by the WDNR on a case by case basis and cannot proceed without WDNR approval. The restriction remains in place regardless of the property owner.

3.6 Prime Farmland and Wetlands

3.6.1 Existing Environment

There are no farmlands or wetlands identified at the transfer site. The upland DMPF is an agricultural field. Typical crops include corn and soybeans. There is no surface water within the

proposed facility area; however, a forested wetland is present west of the site. Based on the close proximity of the wetland, the USACE conducted a wetland delineation in August 2011 for the proposed DMPF. The delineation identified 2 small (0.04 acres each) emergent, palustrine wetlands, A and B (**Figure 8**). Wetland A is located along the boundary of the proposed DMPF and Wetland B is located south of the proposed DMPF. **Figure 5** indicates the layout of the proposed upland DMPF. Surface runoff from the existing farmland appears to drain west toward the nearby wetland.



Figure 8: Aerial Photograph from Wetland Delineation Report.
Not to scale.

3.6.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to farmland and wetland resources in the area would occur. The No Action Alternative would not contribute to cumulative impacts to farmland and wetland resources.

Recommended Alternative

Farmland. No farmland is present at the transfer site, thus there would be no impacts. Farmland would be temporarily impacted at the upland DMPF during placement of the dredged material.

Upon completion of the placement activities, the County will place a cover over the dredged material for the purpose of returning the site back to its current land use of agricultural. The cover would be placed in a manner conducive for successful crop growth. This may include approximately 1 foot of topsoil and 2-3 feet of non-compacted soils. Non-compacted soils would allow adequate drainage and not impede root growth. There would not be a significant impact or permanent conversion of farmland to another land use because the site would revert back to agricultural use.

Wetlands. No wetlands are present at the transfer site, thus there would be no impacts. Depending on weather and site conditions at the proposed DMPF, surface water (e.g., from rainwater) may accumulate during placement activities. It is anticipated that surface water will be maintained on-site. Specifics regarding the accumulation of and handling requirements of the surface water depend on weather and site conditions during placement of the dredged material. The dredged material would contain minimal free liquid since a drying agent (calcium or similar product) would be added to the dredged material at the transfer site to dewater the dredged material prior to transport and placement. Therefore, the contractor shall be responsible for obtaining any permits for discharge of surface water during placement activities if warranted by the State.

The U.S. Army Corps of Engineers geotechnical site investigation (October 2011) showed a consistent layer of low permeability clay extending at least 50 feet below the ground surface at the proposed DMPF. While soil borings holes were dry immediately after drilling, the water depths varied from 7' to 38' below ground surface after 24 hours. Due to the low permeability clay, slow recharge rates would be expected and the groundwater is likely much shallower. Therefore, a shallow groundwater table at the proposed DMPF can be anticipated due to the moist condition of the clay and close proximity to wetlands.

The county plans to cover the dredged material after placement activities have completed. The cover would be placed and graded to reestablish the current overland surface runoff drainage pattern toward the existing wetland (**Figure 5**). Based on discussions with the DNR and review of stormwater documents such as the State of Minnesota Storm-Water and Wetlands report (June 1997), surface water would drain to the perimeter of the covered DMPF and through a vegetative buffer (grass) before reaching the wetland. The rate of overland surface runoff would equal or exceed the rate of drainage currently found at the site. This would help maintain the desirable influx of surface runoff into the wetland and to provide added benefits to the wetland.

There is no open water in the immediate vicinity of the upland DMPF. Wetlands located in the vicinity of the upland DMPF will be avoided and dredged material will not be placed into wetlands. Surface water flow to the wetland will be reestablished. Overall, it is not anticipated that the proposed action would have significant impacts to wetlands.

3.7 Vegetation and Wildlife Habitat

3.7.1 Existing Environment

The Sheboygan River in the vicinity of the transfer site is heavily shoaled with sediments and undergoes a high volume of boat traffic. The transfer site is partially paved with the remaining

area covered by mowed grass (**Figure 4**). No substantial aquatic or terrestrial vegetation is present at the transfer site. The upland DMPF was farmed during summer 2011, and plowed in September. The surface is currently exposed soil with no substantial vegetation (**Figure 6**).

The transfer site does not contain wildlife habitat. Some birds (i.e., shorebirds, sparrows) and small mammals (i.e., squirrel) may temporarily use this urban site for rest; however, neither wildlife nor signs of wildlife were observed during site visits. At present condition (a plowed agricultural field), the upland DMPF does not contain substantial wildlife habitat. A fence is present around the airport and separates the upland DMPF from the wetland, preventing larger animals from using the proposed facility area. However, due to the remoteness of the facility site, it is expected that small mammals (i.e., fox, rabbit, skunk, and squirrel) and birds (i.e., pheasant, doves, songbirds, and predatory birds such as hawks) that live in the vicinity (i.e., the nearby wetland or nearby farm fields) may occasionally venture onto the facility. Predatory birds may hunt small mammals year-round; however, activity at the airport (ground and air) likely discourages most wildlife from utilizing the facility. Crops present during summer months likely provide some shelter and food. No wildlife or signs of wildlife were observed at the proposed upland DMPF during site visits.

3.7.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to vegetation and wildlife habitat in the area would occur. The No Action Alternative would not contribute to cumulative impacts to vegetation and wildlife habitat resources.

Recommended Alternative

The proposed action would not cause a significant impact to vegetation, wildlife or habitat. Short term effects would be minor and may involve disrupted use of the agricultural field for resting or feeding by small mammals, reptiles, amphibians, insects, and birds. Wildlife would be expected to return to the area upon project completion. Actions would not adversely effect biodiversity or abundance of wildlife or plant communities. To minimize the potential of exotic or invasive aquatic species, the Contractor shall ensure that all previously used construction equipment is free from soil residuals, egg or seed deposits from aquatic or plant pests, noxious weeds, and plant seeds prior to bringing it onto the project site(s). The Contractor shall consult with the USDA jurisdictional office for additional cleaning requirements.

3.8 Aquatic Resources

3.8.1 Existing Environment

Due to sediment and water quality issues in the vicinity of the proposed project facility, the river has experienced: degradation of benthos and fish habitat; degradation of phytoplankton, zooplankton, and fish populations; fish tumors or other deformities; and restrictions on fish consumption. No unique or significant fish or aquatic habitat is known to occur at the facility. The

Wisconsin DNR has an environmental window of March 15 to May 15 where in-stream work in the Sheboygan River is restricted to protect fish during spawning. Fish such as northern pike, walleye, white sucker, steelhead, redhorse (silver, shorthead, and golden), and large- and smallmouth bass typically use the Sheboygan River for spawning during this time period. In the fall there is a run of Lake Michigan salmon and trout up the Sheboygan River.

3.8.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to aquatic resources in the area would occur. The No Action Alternative would not contribute to cumulative impacts to aquatic resources.

Recommended Alternative

Implementing the Recommended Alternative would not have significant impacts on the aquatic ecosystem. In addition, by following the DNR established windows for in-stream work, unless an exception is granted by the State, as necessary, adverse impacts on fish movement, fish spawning, egg incubation periods and high stream flows would be further minimized. By implementing the proposed action to remove low-level contaminated sediments from the Sheboygan River, the improved water and sediment quality would in-turn have positive effects on the local fish and benthic community. Improvement of the fish community will benefit the Sheboygan River and Great Lakes ecosystem. Some minor, temporary disturbances to fish in the project area may occur during the dredging/transfer of material to trucks; however, fish are mobile and are expected to temporarily avoid the work area. To minimize the potential of exotic or invasive aquatic species, the Contractor shall ensure that all previously used construction equipment is free from soil residuals, egg or seed deposits from aquatic or plant pests, noxious weeds, and plant seeds prior to bringing it onto the project site(s). The Contractor shall consult with the USDA jurisdictional office for additional cleaning requirements.

3.9 Federally Listed Species

3.9.1 Existing Environment

The U.S. Fish and Wildlife Service (FWS) “County Distribution of Federally-Listed Threatened, Endangered, Proposed and Candidate Species” for Sheboygan County, Wisconsin (last revised January 2011) has been reviewed. The only listed species is the threatened Pitcher's thistle (*Cirsium pitcher*). Habitat for the Pitcher's thistle is described as stabilized dunes and blowout areas. The transfer site consists of land along the Sheboygan River in an urban setting, and the upland DMPF is farmland adjacent to an airport and wetland. There is no habitat in the project vicinity for the Pitcher's thistle.

3.9.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to federally listed species in the area would occur. The No Action Alternative would not contribute to cumulative impacts to federally listed species.

Recommended Alternative

There is no habitat for federally listed species in the project vicinity; therefore, based on a review of available information and knowledge about the proposed action, there will be *no effect* on federally listed species.

3.10 Cultural Resources

3.10.1 Existing Environment

A review of the National Register of Historic Places (NRHP), available photographs, maps and drawings was carried out in an attempt to identify whether any cultural resources are located at the transfer site or upland DMPF. No historic properties have been identified in the area of potential effect for the proposed action. Due to the anticipated subsurface earthwork and lack of information at the upland DMPF, the USACE, in coordination with the Wisconsin SHPO, conducted an archeological survey at the airport in September 2011. The survey included a subsurface field investigation and did not reveal any subsurface resources. Refer to Section 5.0, Coordination of the Proposed Action, for additional details pertaining to coordination with the Wisconsin SHPO.

3.10.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to cultural resources in the area would occur. The No Action Alternative would not contribute to cumulative impacts to cultural resources.

Recommended Alternative

In compliance with Section 106 of the National Historic Preservation Act of 1996 and Executive Order 11593 (Protection and Enhancement of the Cultural Environment, May 1971), the National Register of Historic Places and the State Historic Preservation Office (SHPO) have been consulted. The transfer site and upland DMPF have been reviewed for historic and cultural resources. No known historic properties listed on or eligible for listing on the National Register, or archeological sites / items are known to be located in the proposed project areas. The transfer site underwent extensive subsurface disturbance during past development and remediation activities. The proposed action would only cause minor, surface impacts. Prior subsurface disturbances at the

upland DMPF are minimal and related to farming. Construction contracts would include clauses protective of any discovered cultural resources. If any unusual sites/items that may have historical value are encountered during the course of the proposed construction, work would stop and the sites/items would be protected while the appropriate authorities, including the District archeologist, are contacted. It is anticipated that the proposed action would not affect cultural resources. A letter dated November 15, 2011 was received from the Wisconsin SHPO indicating concurrence with the USACE's determination that the proposed action "will result in no historic properties affected pursuant to 36 CFR 800.4(d)(1)." A response was also received (dated November 23, 2011) where the SHPO agreed with the USACE determination under 36 CFR 800.4 that no historic properties are located at and thus would not be affected at, the proposed transfer site.

3.11 Noise and Traffic

3.11.1 Existing Environment

The transfer site is located in downtown Sheboygan, between the Sheboygan River and South Pier Drive (**Figures 3 and 4**). A pedestrian walkway is located along the river (northern border of the site). Typical noise in the vicinity is related to river and South Pier Drive traffic. South Pier Drive is the only road providing access to the south pier commercial and hotel district. Various upstream dredging projects are currently underway by others, and contribute to current above average truck traffic within the City of Sheboygan. Due to ongoing upstream dredging projects, and upcoming EPA Legacy Project and USACE project, the City has temporarily lifted the noise ordinance to allow 24-hour work periods. The upland DMPF is located at the Sheboygan County Memorial Airport and thus experiences regular noises associated with take-offs and landings of planes. The DMPF is located along Resource Drive, which does not have sidewalks or experience heavy vehicular traffic. Though a public street, Resource Drive mainly services the airport.

3.11.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to noise and traffic resources in the area would occur. The No Action Alternative would not contribute to cumulative impacts to noise and traffic resources.

Recommended Alternative

Noise levels and vehicular traffic volumes would temporarily increase at the transfer site and upland DMPF during implementation of the proposed action. The effects would be short-term and not significant, with no anticipated long-term or secondary effects. Noise and other associated impacts from the presence of heavy machinery, including vibrations, would not be expected to exceed levels necessary for the protection of public health and welfare. The presence and operation of such equipment could interfere with the aesthetic setting of the area. Annoyance resulting from noise and typical construction site conditions involves the subjective responses of individuals. Aesthetic elements in the area could be temporarily affected during construction, but disturbances would be short-term. The increase in noise in the vicinity of the transfer site would

be similar to that which the City is currently experiencing with other upstream dredging projects, and would be similar to other dredging projects that are anticipated to occur concurrently with the proposed action during the summer of 2012. To minimize noise impacts, all motorized construction equipment would be required to have approved mufflers.

Foot traffic along South Pier Drive (south side of transfer site) and the river walk (north side of transfer site) would be blocked during construction. Alternate routes would be implemented. Vehicular traffic along South Pier Drive would remain open to the public, as this is the only route the south pier businesses; however, the road would experience increased truck traffic during construction. Assuming approximately 20-hour work days, there would be approximately 135 trucks departing the transfer site per day to transport dredged material to the upland DMPF. Truck traffic through the city and along route to the upland DMPF would experience increased volumes during construction. The increased truck traffic in downtown Sheboygan could pose an increased safety risk. All equipment and materials hauled to and from the transfer site and upland DMPF would use approved hauling routes and abide by local, state, and Federal hauling requirements. The contractor would be required to coordinate with the local authorities regarding use of access routes, safety and traffic signage, and to obtain the appropriate permit(s), if necessary. The increase in traffic in the vicinity of the transfer site would be similar to that which the City is currently experiencing with other upstream dredging projects, and would be similar to other dredging projects that are anticipated to occur concurrently with the proposed action.

3.12 Coastal Zone Management and Floodplains

3.12.1 Existing Environment

Sheboygan County, including the transfer site and upland DMPF, is located within a Wisconsin Coastal Zone County and is thus subject to the Wisconsin Coastal Management Program. Both the transfer site and the upland DMPF are outside Federal Emergency Management Agency (FEMA) mapped floodplains.

3.12.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to coastal zone management and floodplain resources in the area would occur. The No Action Alternative would not contribute to cumulative impacts to coastal zone management and floodplain resources.

Recommended Alternative

Off-loading and dewatering the dredged material would occur in the river (on a barge) or along the river bank at the transfer site. Use of the transfer site could include construction activities such as a temporary dewatering pad or placement of portable construction offices, etc. This construction would be temporary and the site restored to similar conditions upon completion of the project. The upland DMPF is within Sheboygan County (a Wisconsin Coastal Zone County); however,

placement of dredged materials would not significantly impact natural resources. The proposed action would be “consistent to the maximum extent practicable” (as defined in 16 USC 1456, Coastal Zone Management Act, approved 1978) with the Wisconsin Coastal Management Program and not significantly impact the coastal zone. Although water next to the transfer site, where barges would off-load dredged material, is within the floodplain, the transfer site and upland DMPF are outside the floodplains. The proposed action would not impact the floodplain and complies with the Federal Executive Order on Flood Plain Management (E.O. 11988) because there is no practicable alternative to construction in the floodplain, nor would the project encourage floodplain development.

3.13 Social Setting and Environmental Justice

3.13.1 Existing Environment

The City of Sheboygan has a population of approximately 50,400 people and covers 14.5 square miles. There are 32 acres of parks and numerous businesses throughout the city, with a notable number of commercial and charter fishing operations, a significant recreational boating population, and a 3-star hotel along the river in the downtown district. Top industry sectors in Sheboygan County include cheese manufacturing, metal fabricated products, basic organic chemical manufacturing, plastic fabricated products and animal products.

3.13.2 Environmental Consequences

No Action Alternative

By taking the no federal action, the harbor would continue to shoal in and inhibit navigation and recreation. The harbor would also continue to be classified as an AOC because of Beneficial Use Impairments pertaining to dredging restrictions due to contaminants in the FNC sediment. Revitalization of Sheboygan Harbor is central to the economic development and sustainment of the area. With current draft as little as 2 feet below low water datum and a siltation rate of 4 inches per year, the harbor is accessible to only very shallow draft vessels. The No Action alternative does not provide the local draft needs to facilitate the industries and investments built to utilize the harbor for more than a decade.

Recommended Alternative

Sheboygan Harbor has limited commercial navigation traffic and is primarily a recreational waterway. The proposed project would yield regional economic benefits, which are important to the local economy, but would not provide sufficient National Economic Development (or NED) benefits to result in positive net benefits. Dredging to the recreational navigation draft plan depth would allow for the Yorktown, a cruise ship, to utilize the inner harbor. This vessel requires a nine-foot draft and can accommodate 138 passengers and 40 crew members.

While this project has marginal transportation benefits, the environmental benefits are sufficient for the EPA to justify the use of GLRI funding for the project’s implementation. Given the river’s historical use for manufacturing, the sediments are contaminated to the point where consumption

advisories exist. Several Federal, state and local agencies have been working together to remediate and remove this contamination from the river. The proposed inner harbor dredging of the Federal channel is the last step in this remediation process. If the proposed dredging project were to occur, the Sheboygan River could be delisted as an Area of Concern. The completion of on-the-ground actions necessary to delist AOCs is one of EPA's and the Administration's highest priorities under the Great Lakes Restoration Initiative.

The complete clean-up of the river would improve quality of water, the aquatic ecosystem, and would eventually allow for the consumption advisory to be lifted. Since fishing is an important input to the regional economy, the elimination of the consumption ban would benefit the commercial fisherman, the charter fishing businesses and the entire region. In addition, the removal of the last residual sediment contamination in Sheboygan River and Harbor would eliminate the dredging restriction Beneficial Use Impairment. This means that any future dredging for commercial or recreational navigation should be able to use unrestricted disposal methods, and reduce future dredging costs.

In addition, it is anticipated that by implementing the Recommended Alternative, there would be positive impacts on desirable community and regional growth, property values, tax revenues, employment, and business activity. The project would not have significant adverse impacts on community cohesion, industrial activity, public facilities or services. The project would not cause the displacement of people.

3.14 Recreation

3.14.1 Existing Environment

Numerous recreational boaters, charter fishery companies, and commercial fisheries operate in the project area of the Sheboygan River. Several boat docks are present along the boardwalk in front of the proposed transfer site. The river is also utilized for recreational activities such as canoeing and small-town harbor environment.

3.14.2 Environmental Consequences

No Action Alternative

By taking no federal action, there would be minimal changes to current conditions, and therefore no impacts to recreation resources in the area would occur. The No Action Alternative would not contribute to recreation resources.

Recommended Alternative

The presence of construction equipment will temporarily limit recreational use of the river in the vicinity of the transfer site during the project. Boat docks along the boardwalk in front of the transfer site would need to be relocated for the duration of the project. The City of Sheboygan would be responsible for coordinating this and has already begun communication with dock users within the entire project area. Upon project completion, existing river access would be restored

with the needed additional boat draft for safe navigation. Impacts would be minor. In addition, the improvement of the fish community in the Sheboygan River and Great Lakes ecosystems will benefit the recreational and commercial fisheries dependent on them. Because recreation does not occur at the upland DMPF, there would be no impacts.

SECTION 4

Conclusions

This EA contains a comprehensive evaluation of the existing conditions and potential environmental impacts associated with implementing the Recommended Alternative as compared to taking no federal action. Three categories of potential impacts were evaluated: direct, indirect, and cumulative. A direct impact is the result of direct action and occurs at the same time and place. An indirect impact is caused by an action and “are later in time or farther removed in distance, but are still reasonably foreseeable.” A cumulative impact results from the incremental impact of the action when combined with other recent, present, and reasonably foreseeable future actions regardless of what agency or person undertakes such other action.

Cumulative Effects. The proposed action would provide benefits in combination with other dredging activities in Sheboygan Harbor. The most significant cumulative effect would be related to the removal of contaminated sediment, leading to improved sediment and water quality in the Sheboygan AOC. Improved sediment and water quality would in turn benefit fish and other aquatic life in the Sheboygan River and Lake Michigan. There may also be cumulative effects on the community due to increased truck traffic with multiple dredging operations occurring along the Sheboygan River within the city. The overall environmental, economic and recreational benefits to the community upon completion of the proposed action, and the other nearby dredging projects, far outweighs the short-term, minor, and some negative cumulative effects (i.e., truck traffic, equipment / truck emissions) of the construction activities.

Alternatives. Alternatives considered included: Alternative 1: No Federal Action; Alternative 2: Chemical Dewatering and Placement in the Locally Provided Dredged Material Placement Facility (DMPF); Alternative 3: Mechanical Dewatering and Placement in the Locally Provided DMPF; Alternative 4: Chemical Dewatering and Placement in a Licensed Landfill; and Alternative 5: Mechanical Dewatering and Placement in a Licensed Landfill.

The Recommended Alternative is Alternative 2. For this alternative, the sediments would be mechanically dredged with an enclosed clamshell bucket and placed into the barge. Once the material is in the barge, a lime-reaction additive would be mixed with the sediment to dewater the material. The material would then be transported to the placement facility, or placed on a dewatering pad at the transfer site prior to transport and disposal as the situation dictates. This approach is engineeringly feasible, environmentally acceptable and the least costly alternative evaluated. The cost of the dredging, transportation and disposal will be fully Federal funded. For this project, the non-Federal partners have voluntarily agreed to provide the dredged material placement facility (DMPF) to the USACE for use at no cost to the Federal government.

The following alternatives were not carried forward for further analysis. Alternative 1 was not pursued because the harbor would continue to be classified as an AOC because of Beneficial Use Impairments such as dredging restrictions due to contaminants. The harbor would continue to shoal in and inhibit navigation and recreation. Alternative 3 was not carried forward because the mechanical dewatering process would require the locating, evaluation, and selection of a much larger transfer site than is currently available for project use; and it is more costly than Alternative 2. Alternative 4 was not carried forward because it is more costly than Alternative 2 and the sediment would need to be transported a greater distance, increasing project risk. Alternative 5 was not carried forward because the mechanical dewatering process would require the locating, evaluation, and selection of a much larger transfer site than is currently available for project use; it is more costly than Alternative 2; and the sediment would need to be transported a greater distance, increasing project risk. In addition, during project planning, the following alternatives were considered but eliminated from further analysis: no existing DMPF and the contaminants in the dredge material prevent upland unrestricted placement and beach nourishment and/or open water placement.

This EA has been prepared in accordance with the National Environmental Policy Act (NEPA); the Council on Environmental Quality, *Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act* (40 CFR Parts 1500-1508); and the Corps of Engineers, *Policy and Procedure for Implementing NEPA* (33 CFR Part 230).

The proposed project has been reviewed pursuant to the following Acts and Executive Orders, as amended: National Environmental Policy Act of 1969; Fish and Wildlife Act of 1956; Fish and Wildlife Coordination Act of 1958; National Historic Preservation Act of 1966; Clean Air Act of 1970; Executive Order 11593, Protection and Enhancement of the Cultural Environment, May 1971; Coastal Zone Management Act of 1972; Endangered Species Act of 1973; Water Resources Development Act of 1976; Clean Water Act of 1977; Executive Order 11990, Wetland Protection, May 1977; Executive Order 11988, Floodplain Management; and the Farmland Protection Policy Act (Subtitle I of Title XV of the Agriculture and Food Act of 1981).

The proposed project has been found to be in compliance with the above Acts and Executive Orders including:

- Endangered Species Act of 1973; there would be no effect on federally listed species.
- Section 106 of the National Historic Preservation Act of 1996 and Executive Order 11593 (Protection and Enhancement of the Cultural Environment, May 1971), the National Register of Historic Places and the State Historic Preservation Office (SHPO) have been consulted and has concurred with USACE's determination "that no historic properties are affected within the area of potential effects."
- The proposed action would be exempt as *de minimis* and meet the Conformity Requirements under Section 93.153 of the Clean Air Act, 40 CFR, as amended.
- The proposed action would be "consistent to the maximum extent practicable" (as defined in 16 USC 1456, Coastal Zone Management Act, approved 1978) with the Wisconsin Coastal Management Program and not significantly impact the coastal zone.
- The proposed action would not impact the floodplain and complies with the Federal Executive Order on Flood Plain Management (E.O. 11988) because there is no practicable

alternative to construction in the floodplain, nor would the project encourage floodplain development.

Based on the findings of this EA, implementation of the Recommended Alternative (Alternative 2) would not have significant adverse direct, indirect, or cumulative effects on the quality of the human or natural environment. The Recommended Alternative would meet the project's purpose and need. The No Action Alternative was considered but it does not meet the project's purpose and need. This EA concludes that: 1) there are no significant cumulative or long-term environmental effects associated with the proposed action; 2) the benefits outweigh the minor, temporary effects that may result; and 3) it does not constitute a major Federal action significantly affecting the quality of the human environment.

A preliminary Statement of Findings/Finding of No Significant Impact (SOF/FONSI) has been prepared to accompany this EA. The preliminary SOF/FONSI concludes that the Recommended Alternative does not constitute a major federal action that significantly affects the environment and an Environmental Impact Statement, the next higher level of environmental impact investigation under NEPA, is not required for this project action. A 404(b) Evaluation of the environmental effects of the discharge of fill material into waters of the U.S. has not been prepared because there will be no placement of materials in waters of the U.S. associated with the proposed action.

SECTION 5

Agency Coordination

5.1 The proposed action for upland placement of dredged material in Sheboygan, Wisconsin was coordinated via written correspondence with numerous Federal, State, and Tribal groups between June and November, 2011. No significant concerns were noted in responses. These entities will receive a copy of the EA for review and comment during the 30- day public review period. Coordination response letters can be found in Appendix B.

5.2 Federal Aviation Administration (FAA). USACE coordinated the proposed action with the FAA and Wisconsin Bureau of Aeronautics in September 2011, in addition to the County conducting ongoing coordination with the FAA and the Wisconsin Bureau of Aeronautics regarding the proposed DMPF at the Sheboygan County Memorial Airport. The FAA responded to the County's proposed construction plan, indicating that they did not see any affect to the aviation localizer / navigation aids or routine maintenance of such equipment by a Designated Maintenance Examiner by the proposed DMPF design. The FAA and the Wisconsin Bureau of Aeronautics shall receive copies of the EA for review and comment.

5.3 Native American Tribes. Coordination of the proposed action was initiated with nearby Tribes in June and September 2011. A response letter dated September 13, 2011 was received from the Stockbridge-Munsee Tribal Historic Preservation Office. The letter states that the project is not within a county that the Michigan Tribe has interest in. Should the proposed action

inadvertently uncover a Native American site, associated earthwork would be halted and appropriate Tribes contacted immediately. No other comments were received.

5.4 Natural Resources Conservation Service (NRCS). Coordination of the proposed action was initiated in June 2011. NRCS provided various maps and data to aid in evaluating soil conditions and potential impacts at the upland DMPF. There would not be a significant effect or permanent conversion of farmland to another land use because after the dredged material is placed, the facility will be covered (1' of topsoil plus 2' of non-compacted soil) and returned to agricultural use. The field would be out of projection during implementation of the Recommended Alternative, but would return to agricultural use after the cover is placed by the County. NRCS did not note any concerns regarding the proposed action.

5.5 U.S. Environmental Protection Agency (EPA). Several dredging projects are under way or being planned as part of a multi-phase clean-up project located in the Sheboygan River Area of Concern are being coordinated by the Great Lakes National Program Office of the EPA and have shown support for this project to assist in this clean-up effort. The EPA has been involved throughout development and design of this proposed project including biweekly teleconference meetings with the USACE, EPA, DNR, County of Sheboygan, and the City of Sheboygan. A letter dated July 6, 2011 outlined comments related to contamination, the dewatering process, erosion, transport to the upland DMPF, and aquatic resources and habitats. All comments have been addressed in the EA as appropriate. A letter dated December 15, 2011 was received where the EPA expressed their support for the dredging project and implementation of the preferred alternative. If this project is approved for implementation, the harbor would be dredged using Great Lakes Restoration Initiative funding from the EPA and they will continue to be a fully engaged partner in this project.

5.6 U.S. Fish and Wildlife Service (FWS). Coordination with the FWS was initiated in June 2011. A response letter dated Oct 25, 2011 was received in which the FWS concurred with the USACE determination that "no federally-listed, proposed, or candidate species would be expected in the project area," and that "no critical habitat is present." No other comments were received.

5.7 Wisconsin Department of Natural Resources (DNR). The DNR has been involved throughout development and design of this proposed project as it coincides with their Remedial Action Plan for the Sheboygan Harbor. Their involvement includes biweekly teleconference meetings with the USACE, EPA, DNR, County of Sheboygan, and the City of Sheboygan. Coordination letters were sent to WI Southeast Region Headquarters in June and September. Various coordination has occurred with the Bureau of Waste and Materials Management, Sheboygan Basin Team, and several biologists. The DNR has provided various input and assistance related to development of the proposed upland DMPF design and various potential impacts from the proposed action. The DNR will continue to be a team member as this project becomes implemented. No other comments were received.

5.8 Wisconsin Historical Society, Division of Historic Preservation (SHPO). USACE coordinated the proposed action with the Wisconsin SHPO. The SHPO requested that an archeological survey be conducted at the proposed upland DMPF. The scope for the survey was coordinated with the SHPO and a survey conducted in September 2011. The survey included a

subsurface field investigation and did not reveal any subsurface resources. Results of the survey were provided to the SHPO in November 2011. In compliance with Section 106 of the National Historic Preservation Act of 1966, as amended, the SHPO provided a concurrence letter (dated November 15, 2011) that the proposed action “will result in no historic properties affected pursuant to 36 CFR 800.4(d)(1).” A response was also received (dated November 23, 2011) where the SHPO agreed with the USACE determination under 36 CFR 800.4 that no historic properties are located at and thus would not be affected at, the proposed transfer site.

SECTION 6

List of Preparers

Preparers		
Name	Education & Experience	Primary Responsibilities
Ms. Bridget Rohn	M.S., Environmental Science, University of Michigan, 2008; B.S. Lyman Briggs School, Environmental Biology / Zoology, Michigan State University, 2000. 11 years of experience in environmental engineering and science.	NEPA Task Lead. Environmental Scientist / Biologist; data collection, analysis and preparation of EA text.
Ms. Pam Horner	Certified Hazardous Materials Manager, M.A., Hazardous Waste Management, Wayne State University, 1992; M.A. Biology, Wayne State University, 1982; B.S. Biology and B.A. Chemistry, Wayne State University, 1979. 27 years experience in environmental science / chemistry.	Chemist; data collection, analysis and preparation of EA text.
Mr. Charles A. Uhlarik	M.S., Environmental Biology, Eastern Illinois University, 1989; B.A., Ecology, University of Illinois, 1987. 20 years experience in ecosystem restoration and environmental permitting and planning.	NEPA technical review and quality assurance of the EA.

SECTION 7

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ATTACHMENT A
PRELIMINARY STATEMENT OF FINDINGS /
FINDING OF NO SIGNIFICANT IMPACT

DRAFT



DEPARTMENT OF THE ARMY
DETROIT DISTRICT, CORPS OF ENGINEERS
477 MICHIGAN AVE.
DETROIT, MICHIGAN 48226-2550

IN REPLY REFER TO:

Planning Division
Environmental Analysis Branch

**PRELIMINARY STATEMENT OF FINDINGS /FINDING OF NO SIGNIFICANT
IMPACT FOR
UPLAND PLACEMENT OF DREDGED MATERIALS
SHEBOYGAN HARBOR, WISCONSIN**

1. In accordance with the National Environmental Policy Act (NEPA) of 1969, the U.S. Army Corps of Engineers, Detroit District (USACE), has assessed the potential environmental effects associated with the proposed action of upland placement of dredged materials from the Sheboygan Harbor, Wisconsin, federal navigation channel. The District evaluated the following alternatives: Alternative 1: No Federal Action; Alternative 2: Chemical Dewatering and Placement in the Locally Provided Dredged Material Placement Facility (DMPF); Alternative 3: Mechanical Dewatering and Placement in the Locally Provided DMPF; Alternative 4: Chemical Dewatering and Placement in a Licensed Landfill; and Alternative 5: Mechanical Dewatering and Placement in a Licensed Landfill. The Recommended Alternative is Alternative 2. The Recommended Alternative includes dredging sediment from the Sheboygan Harbor, federal navigation channel, the dewatering of the dredged material, and transport and placement of the dredged material onto an upland Dredged Material Placement Facility (DMPF). Potential impacts associated with dredging at the Sheboygan Harbor FNC have been previously assessed under NEPA. Sheboygan County is providing an upland Dredged Material Placement Facility (DMPF) capable of meeting the one-time dredging project needs. The placement facility must restrict the sediment from direct contact with humans or the environment. The locally provided DMPF restricts direct contact by having low-permeability clay soils to deposit the sediment in, an exterior fence to restrict public interaction, and after the dredging operations are complete, a cover, which will allow returning the land to agricultural use. The estimated start date of the project is the spring of 2012.

Implementing the Recommended Alternative would meet the local community's navigation needs, improve the aquatic environment, and remove the dredging restrictions from the harbor to the dredged depth. By removing the dredging restrictions, the Beneficial Use Impairment would be removed to the dredged depth, which would help move towards delisting the Sheboygan River as an Area of Concern.

2. An Environmental Assessment (EA) has been completed. The EA indicates that implementing the Recommended Alternative will not result in significant short-term, long-term or cumulative adverse environmental impacts. Adverse effects would be minor, limited primarily to short-term noise, air emissions, traffic, and localized turbidity. The benefits outweigh the minor, temporary effects that may result. The proposed upland placement of dredged materials into a DMPF provides an environmentally sound solution.

3. A 404(b) Evaluation of the environmental effects of the discharge of fill material into waters of the U.S. has not been prepared because there will be no placement of materials in waters of the

U.S. associated with the proposed action.

4. Review of the proposed action and of the comments received during the 30 day public review, indicates that the proposed action does not constitute a major Federal action significantly affecting the quality of the human environment; therefore, an Environmental Impact Statement will not be prepared.

Date Signed

Michael C. Derosier
Lieutenant Colonel, U.S. Army
District Engineer

DRAFT

ATTACHMENT B
COORDINATION LETTER RESPONSES

DRAFT

ATTACHMENT C
GENERAL CONFIRMITY RULE RECORD OF NON-APPLICABILITY

DRAFT

GENERAL CONFORMITY RULE RECORD OF NON-APPLICABILITY

Project/Action Name: Upland Placement of Dredged Materials, Sheboygan Harbor, WI

Project/Action Identification Number: N/A

Project/Action Point of Contact: Charlie Uhlarik, Chief, Environmental Analysis Branch,
USACE-Detroit, 313-226-2476

Estimated Begin Date: May 2012

Estimated End Date: September 2012

General Conformity under the Clean Air Act, Section 176 has been evaluated for the project described above according to the requirements of 40 CFR 93, Subpart B. The requirements of this rule are not applicable to this project/action because:

Under 40 CFR 93.153 (c), "The requirements of this subpart shall not apply to the following Federal actions:"... (2) "Actions which would result in no emissions increase or an increase in emissions that is clearly *de minimis*:"... (ix) "Maintenance dredging and debris disposal where no new depths are required, applicable permits are secured, and disposal will be at an approved disposal site."

AND

The project / action is not considered regionally significant under 40 CFR 93.153(i).

Supporting documentation and / or emissions estimates are:

- ATTACHED
- APPEAR IN THE NEPA DOCUMENTATION (*PROVIDE REFERENCE*)
- OTHER – Refer to 40 CFR Section 93.153.

Charles A. Uhlarik
Chief, Environmental Analysis Branch
US Army Corps of Engineers, Detroit District