

**Environmental Assessment for the  
Federal Bureau of Prisons' Acquisition and Activation of  
Thomson Correctional Center as  
Administrative United States Penitentiary Thomson**

**Thomson, Illinois**



*Prepared for:*

**Federal Bureau of Prisons**

*Prepared by:*

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Fairfax, Virginia**

August 2010

## **ENVIRONMENTAL ASSESSMENT ORGANIZATION**

This Environmental Assessment (EA) evaluates the potential environmental impacts of the acquisition and activation of the Thomson Correctional Center (TCC), Thomson, Illinois. The Federal Bureau of Prisons is considering acquiring TCC in order to address an acute shortage of male high-security, maximum-custody bed space for federal inmates. The EA has been prepared to comply with the requirements of the National Environmental Policy Act of 1969, as amended (Title 42 of the *United States Code*, Sections 4321–4347); the Council on Environmental Quality’s *Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act* (Title 40 of the *Code of Federal Regulations* [CFR], Parts 1500–1508); and 28 CFR Part 61, Appendix A, *Bureau of Prisons Procedures Relating to the Implementation of the National Environmental Policy Act*. The purpose of this EA is to inform decisionmakers and the public of the likely environmental and socioeconomic consequences of the proposed action and alternatives.

An **EXECUTIVE SUMMARY** briefly describes the proposed action, environmental and socioeconomic consequences, and mitigation measures.

- SECTION 1.0:**        **PURPOSE, NEED, AND SCOPE** summarize the purpose of and need for the Proposed Action and describes the scope of the environmental impact analysis process.
- SECTION 2.0:**        **PROPOSED ACTION AND ALTERNATIVES** describes the Proposed Action of federal acquisition and operation of TCC and examines alternatives to implementing the Proposed Action.
- SECTION 3.0:**        **AFFECTED ENVIRONMENT AND CONSEQUENCES** describes the existing environmental and socioeconomic setting at the proposed site and identifies the potential effects of implementing the Proposed Action and the No Action Alternative.
- SECTION 4.0:**        **FINDINGS AND CONCLUSIONS** summarizes the environmental and socioeconomic effects of implementing the Proposed Action and No Action Alternative.
- SECTION 5.0:**        **REFERENCES** provides bibliographical information for cited sources.
- SECTION 6.0:**        **PERSONS AND AGENCIES CONSULTED** provides a list of persons and agencies consulted during preparation of this EA.
- SECTION 7.0:**        **LIST OF PREPARERS** identifies the persons who prepared the document.
- SECTION 8.0:**        **DISTRIBUTION LIST** indicates recipients of this EA.
- APPENDICES**        **A**        Presidential Directive, December 15, 2009  
                              **B**        Agency Coordination Letters

An **ACRONYMS AND ABBREVIATIONS** list is provided at the end of the document.



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## ***ENVIRONMENTAL ASSESSMENT***

***LEAD AGENCY:*** Federal Bureau of Prisons

***TITLE OF PROPOSED ACTION:*** Acquisition and Activation of Thomson Correctional Center as Administrative United States Penitentiary (USP) Thomson

***AFFECTED JURISDICTION:*** Carroll County, Illinois

***PREPARED BY:*** Tetra Tech, Inc., Fairfax, Virginia

***APPROVED BY:*** HARLEY G. LAPPIN, Director, Bureau of Prisons

***ABSTRACT:*** This Environmental Assessment (EA) evaluates the potential environmental impacts of the acquisition and activation of the Thomson Correctional Center (TCC), Thomson, Illinois. The Federal Bureau of Prisons (Bureau) is considering acquiring TCC in order to address an acute shortage of high-security, maximum-custody bed space for male federal inmates. Under the proposed action, the Bureau would acquire TCC from the State of Illinois; convert, activate, and maintain the facility as Administrative USP Thomson; and relocate between 1,800 and 2,000 inmates to TCC from other federal facilities. Two alternatives for the implementation of the Proposed Action are examined, as well as a No Action Alternative. Implementing the Proposed Action is not expected to result in significant environmental impacts. Therefore, preparation of an Environmental Impact Statement is not required, and a Finding of No Significant Impact will be published in accordance with the National Environmental Policy Act.

***REVIEW COMMENT DEADLINE:*** The EA is available for review and comment for 30 calendar days from the publication of a Notice of Availability (NOA) in the *Prairie Advocate* and the *Daily Gazette* newspapers. The EA is available on the Bureau's Web site at <http://www.bop.gov/news/index.jsp>. Copies of the EA also have been provided to libraries within the region of influence, as identified in Section 8.0, Distribution List, of this EA. Comments on the EA should be submitted to Mr. Jeff Limjoco of the Federal Bureau of Prisons, no later than 30 days from the publication of the NOA by email to ThomsonEA@tetrattech.com, or by mail addressed to Federal Bureau of Prisons, Real Estate and Environmental Law Branch, Office of General Counsel, ATTN: Mr. Jeff Limjoco, 320 First Street, N.W., Washington D.C. 20534.

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## **EXECUTIVE SUMMARY**

### **ES.1 INTRODUCTION**

This Environmental Assessment (EA) evaluates the potential environmental impacts of the Federal Bureau of Prisons (Bureau) proposal to acquire and activate Thomson Correctional Center (TCC), Thomson, Illinois. TCC is located approximately one mile northwest of the Village of Thomson, Illinois. The Illinois Department of Corrections constructed TCC in 2001 for 1,600 maximum-security and 200 minimum-security inmates. The principal facilities consist of eight 200-bed housing units for maximum-security inmates; one minimum-security unit for approximately 200 inmates; and facilities for administrative functions, inmate programs and support, and warehouse space. The minimum-security unit was used for the custody of approximately 200 inmates until 2010; the eight 200-bed housing units for maximum-security inmates were never used. The State of Illinois closed TCC in 2010.

### **ES.2 PROPOSED ACTION**

The Bureau proposes to acquire and operate TCC as maximum-security United States Penitentiary (USP), Administrative USP Thomson, for the care and custody of 1,800 to 2,000 federal inmates. To operate Administrative USP Thomson, the Bureau would transfer about 350 trained federal correctional officers and staff from other Bureau facilities. In addition, the Bureau would hire approximately 550 new personnel from the local region and train them for correctional duties. No construction and only minor renovations/modifications would take place. Physical renovations/modifications to the facility would be minimal because the facility was originally constructed as a maximum-security prison. The Bureau would be able to begin the activation process and have the first inmates housed in the facility in less than one year from the time that funding is appropriated by Congress.

### **ES.3 NO ACTION ALTERNATIVE**

Under the No Action Alternative, the Bureau would not acquire TCC for Bureau use. Presumably, the State of Illinois would find another buyer or another use for TCC. The Bureau would continue to house federal inmates at their present locations. Inclusion of the No Action Alternative in this EA is prescribed by CEQ regulations. The No Action Alternative serves as a benchmark against which the federal action can be evaluated.

### **ES. 4 PURPOSE AND NEED**

The Bureau is considering acquiring TCC in order to address an acute shortage of male high-security, maximum-custody bed space (hereinafter, high-security beds) for federal inmates. Currently, the Bureau's high-security institutions are operating at 52 percent over the rated capacity, and continuing increases in the federal inmate population pose substantial ongoing challenges for the Bureau. A variety of measures have been undertaken in recent years to accommodate the growth of the federal inmate population, including acquisition and adaptation of existing facilities, expansion and improvement of existing correctional facilities, expanded use of contract beds, and construction of new institutions. The Bureau is in immediate need of a new facility to alleviate the serious issue of overcrowding and resolve the acute shortage of high-security beds.

Separate and apart from this preexisting critical shortage of high-security beds, the President issued a directive on December 15, 2009. This Presidential directive required the Attorney General to “acquire and activate” the “Thomson Correctional Center (TCC) in Thomson, Illinois” in order to help “reduce the Bureau of Prisons’ shortage of high security, maximum custody cell space.”

## **ES. 5 ENVIRONMENTAL CONSEQUENCES**

The environmental resources evaluated in the EA are land use, visual and aesthetic resources, air quality, noise, soils, water resources, biological resources, cultural resources, socioeconomics, transportation, utilities, and hazardous and toxic substances. A summary of the expected environmental effects follows.

### ***Land Use***

*Proposed Action.* No effects would be expected.

*No Action Alternative.* No effects would be expected.

### ***Visual and Aesthetic Resources***

*Proposed Action.* No effects would be expected.

*No Action Alternative.* No effects would be expected.

### ***Air Quality***

*Proposed Action.* Short- and long-term negligible adverse effects on air quality would be expected. The effects would be from air emissions during minor renovations and from new vehicle trips from staff and visitors at TCC. The increases in emissions would be *de minimis* (of minimal importance) and not regionally significant, and they would not contribute to a violation of any federal, state, or local air regulation.

*No Action Alternative.* No effects would be expected.

### ***Noise***

*Proposed Action.* Short- and long-term negligible adverse effects on the noise environment would be expected. The noise would not exceed the standards determined by federal, state, or local regulations. No construction and only minor renovations/modifications would take place, and no increase in noise from these sources is anticipated. Operation of the proposed activities at TCC would not generate disruptive noise levels at the adjacent residences. Long-term changes in traffic would not constitute a perceptible change in the noise environment. These effects would be negligible.

*No Action Alternative.* No effects would be expected.

### **Soils**

*Proposed Action.* No effects would be expected.

*No Action Alternative.* No effects would be expected.

### **Water Resources**

*Proposed Action.* Negligible effects on surface water would be expected from implementing the Proposed Action. The Proposed Action would be expected to raise the total population at TCC and increase the demand for public water services (drinking water supply and waste water treatment); however, the existing storage and treatment capacity exceeds the expected increase in demand. The Proposed Action would not contribute pollutants identified on the section 303(d) list as causing impairment.

*No Action Alternative.* No effects would be expected.

### **Biological Resources**

*Proposed Action.* No effects would be expected.

*No Action Alternative.* No effects would be expected.

### **Cultural Resources**

*Proposed Action.* No effects would be expected.

*No Action Alternative.* No effects would be expected.

### **Socioeconomics**

*Proposed Action.* Short- and long-term minor beneficial effects on the economic environment within the region of influence would be expected. Short-term minor beneficial effects would be expected from renovation activities at TCC. Long-term minor beneficial economic effects would be expected from activation and operation of TCC as Administrative USP Thomson.

No adverse effects on population would be expected.

Short-term minor adverse effects from potential lodging shortages and long-term beneficial effects on the housing and lodging markets would be expected.

Long-term minor beneficial effects would be expected on law enforcement, fire protection, and medical services. No adverse effects on schools would be expected. Short-term minor adverse and long-term minor beneficial effects would be expected on support services, shopping, and recreation.

No effects would be expected with respect to environmental justice or protection of children.

*No Action Alternative.* No effects would be expected.

### ***Transportation***

*Proposed Action.* Short- and long-term minor adverse effects on transportation resources would be expected. The effects would be due to minor changes in localized traffic patterns from the additional personnel and visitors at TCC.

*No Action Alternative.* No effects would be expected.

### ***Utilities***

*Proposed Action.* No measurable adverse effects on utility systems would be expected.

*No Action Alternative.* No effects would be expected.

### ***Hazardous and Toxic Substances***

*Proposed Action.* Short- and long-term negligible adverse effects related to hazardous materials, toxic substances, and petroleum constituents would be expected from implementing the Proposed Action. In the short term, renovations/modifications might involve the use of equipment, which might result in minor spills from engines and equipment operation. Implementing best management practices during renovations/modifications would ensure that any leaks or spills would be negligible. Over the long term, there would be an increased use of materials such as petroleum, oils, lubricants, solvents, and paints from the motor pool and operation and maintenance activities.

*No Action Alternative.* No effects would be expected.

*Cumulative effects.* Cumulative effects could occur with respect to air quality, socioeconomics, and traffic and transportation. None of the cumulative effects would be significant.

*Mitigation.* The EA considered mitigation actions to reduce, avoid, or compensate for adverse effects. No mitigation measures were identified.

## **ES. 6 CONCLUSION**

Analyses in the EA show that implementation of the Proposed Action would not result in significant environmental or socioeconomic effects. Issuance of a Finding of No Significant Impact would be appropriate, and an Environmental Impact Statement would not be required prior to implementation of the Proposed Action.



**CONTENTS**

**SECTION 1.0 PURPOSE, NEED, AND SCOPE .....1-1**

1.1 PURPOSE AND NEED .....1-1

1.2 SCOPE.....1-2

1.3 PUBLIC INVOLVEMENT .....1-2

1.4 FRAMEWORK FOR DECISION MAKING.....1-3

**SECTION 2.0 DESCRIPTION OF THE PROPOSED ACTION AND ALTERNATIVES .....2-1**

2.1 INTRODUCTION .....2-1

2.2 PROPOSED ACTION.....2-1

2.3 NO ACTION ALTERNATIVE.....2-1

2.4 ALTERNATIVES CONSIDERED BUT ELIMINATED FROM FURTHER CONSIDERATION OR DETAILED STUDY .....2-4

2.4.1 Standish Maximum Correctional Facility Alternative.....2-4

2.4.2 Joint Bureau and DoD Use of TCC Alternative .....2-5

**SECTION 3.0 AFFECTED ENVIRONMENT AND CONSEQUENCES.....3-1**

3.1 LAND USE.....3-1

3.1.1 Affected Environment.....3-1

3.1.2 Environmental Consequences .....3-1

3.1.2.1 Proposed Action.....3-1

3.1.2.2 No Action Alternative.....3-1

3.2 VISUAL AND AESTHETIC RESOURCES .....3-1

3.2.1 Affected Environment.....3-1

3.2.2 Environmental Consequences .....3-2

3.2.2.1 Proposed Action.....3-2

3.2.2.2 No Action Alternative.....3-2

3.3 AIR QUALITY.....3-2

3.3.1 Affected Environment.....3-2

3.3.2 Environmental Consequences .....3-3

3.3.2.1 Proposed Action.....3-3

3.3.2.2 No Action Alternative.....3-3

3.4 NOISE .....3-3

3.4.1 Affected Environment.....3-3

3.4.2 Environmental Consequences .....3-4

3.4.2.1 Proposed Action.....3-4

3.4.2.2 No Action Alternative.....3-4

3.5 SOILS .....3-4

3.5.1 Affected Environment.....3-4

3.5.2 Environmental Consequences .....3-4

3.5.2.1 Proposed Action.....3-4

3.5.2.2 No Action Alternative.....3-4

3.6 WATER RESOURCES .....3-4

3.6.1 Affected Environment.....3-4

3.6.1.1	Surface Water.....	3-4
3.6.1.2	Groundwater .....	3-6
3.6.1.3	Floodplains.....	3-6
3.6.1.4	Wetlands .....	3-6
3.6.2	Environmental Consequences .....	3-6
3.6.2.1	Proposed Action.....	3-6
3.6.2.2	No Action Alternative.....	3-7
3.7	BIOLOGICAL RESOURCES .....	3-7
3.7.1	Affected Environment.....	3-7
3.7.2	Environmental Consequences .....	3-8
3.7.2.1	Proposed Action.....	3-8
3.7.2.2	No Action Alternative.....	3-9
3.8	CULTURAL RESOURCES .....	3-9
3.8.1	Affected Environment.....	3-9
3.8.2	Environmental Consequences .....	3-9
3.8.2.1	Proposed Action.....	3-9
3.8.2.2	No Action Alternative.....	3-9
3.9	SOCIOECONOMICS.....	3-9
3.9.1	Affected Environment.....	3-9
3.9.1.1	Economic Environment .....	3-10
3.9.1.2	Demographics .....	3-11
3.9.1.3	Housing .....	3-13
3.9.1.4	Quality of Life .....	3-17
3.9.1.5	Environmental Justice.....	3-22
3.9.1.6	Protection of Children.....	3-22
3.9.2	Environmental Consequences .....	3-22
3.9.2.1	Proposed Action.....	3-22
3.9.2.1.1	Economic Environment .....	3-22
3.9.2.1.2	Demographics .....	3-25
3.9.2.1.3	Housing.....	3-26
3.9.2.1.4	Quality of Life .....	3-26
3.9.2.1.5	Environmental Justice.....	3-28
3.9.2.1.6	Protection of Children .....	3-28
3.9.2.2	No Action Alternative.....	3-28
3.10	TRANSPORTATION.....	3-29
3.10.1	Affected Environment.....	3-29
3.10.2	Environmental Consequences .....	3-29
3.10.2.1	Proposed Action.....	3-29
3.10.2.2	No Action Alternative.....	3-29
3.11	UTILITIES .....	3-30
3.11.1	Affected Environment.....	3-30
3.11.1.1	Potable Water Supply .....	3-30
3.11.1.2	Wastewater System.....	3-30
3.11.1.3	Energy Sources .....	3-30

3.11.1.4	Communications .....	3-30
3.11.1.5	Solid Waste .....	3-31
3.11.1.6	Storm Water .....	3-31
3.11.2	Environmental Consequences .....	3-31
3.11.2.1	Proposed Action .....	3-31
3.11.2.2	No Action Alternative .....	3-31
3.12	HAZARDOUS AND TOXIC SUBSTANCES .....	3-32
3.12.1	Affected Environment .....	3-32
3.12.2	Environmental Consequences .....	3-32
3.12.2.1	Proposed Action .....	3-32
3.12.2.2	No Action Alternative .....	3-32
3.13	CUMULATIVE EFFECTS SUMMARY .....	3-32
3.14	MITIGATION SUMMARY .....	3-33
<b>SECTION 4.0</b>	<b>CONCLUSIONS .....</b>	<b>4-1</b>
4.1	ENVIRONMENTAL EFFECTS .....	4-1
4.2	RESULTS OF ANALYSIS .....	4-3
<b>SECTION 5.0</b>	<b>REFERENCES .....</b>	<b>5-1</b>
<b>SECTION 6.0</b>	<b>PERSONS AND AGENCIES CONSULTED .....</b>	<b>6-1</b>
<b>SECTION 7.0</b>	<b>LIST OF PREPARERS .....</b>	<b>7-1</b>
<b>SECTION 8.0</b>	<b>DISTRIBUTION LIST .....</b>	<b>8-1</b>

**APPENDICES**

Appendix A	Presidential Directive, December 15, 2009 .....	A-1
Appendix B	Agency Coordination Letters .....	B-1

**ACRONYMS AND ABBREVIATIONS**

**FIGURES**

Figure 2-1	General Location Map .....	2-2
Figure 2-2	Aerial View of Thomson Correctional Center .....	2-3
Figure 3-1	Watershed .....	3-5

**TABLES**

Table 3.7-1	Federally listed species known to occur in Carroll County, Illinois .....	3-8
Table 3.9-1	Counties in the ROI .....	3-10
Table 3.9-2	ROI labor force and unemployment .....	3-11
Table 3.9-3	ROI, state, and national unemployment rates .....	3-11
Table 3.9-4	Income, 2000 and 2007 .....	3-11
Table 3.9-5	Population .....	3-12
Table 3.9-6	Housing units and costs .....	3-14
Table 3.9-7	Vacant units available for sale or rent in the 60-mile-radius ROI .....	3-14
Table 3.9-8	Vacant units available for sale or rent within a 20-, 30-, and 40-mile radius of Thomson, Illinois .....	3-15
Table 3.9-9	Hotels and motels near Thomson, Illinois .....	3-16

Table 3.9-10 ROI full-time law enforcement personnel by county .....3-18  
Table 3.9-11 Hospitals in the ROI .....3-19  
Table 3.9-12 Bureau estimated staffing and expenditures for the Proposed Action.....3-23  
Table 3.9-13 IMPLAN Output – Year 1 .....3-24  
Table 3.9-14 IMPLAN Output – Year 2 .....3-24  
Table 3.9-15 IMPLAN Output – Year 3 .....3-24  
Table 3.9-16 IMPLAN Output – Summary .....3-24  
Table 3.10-1 Estimated peak traffic from the Proposed Action.....3-29

## **SECTION 1.0 PURPOSE, NEED, AND SCOPE**

### **1.1 PURPOSE AND NEED**

This Environmental Assessment (EA) evaluates the potential environmental impacts of the acquisition and activation of the Thomson Correctional Center (TCC), Thomson, Illinois. The Federal Bureau of Prisons (Bureau) is considering acquiring TCC in order to address an acute shortage of male high-security, maximum-custody bed space (hereinafter, high-security beds) for federal inmates. The EA has been prepared to comply with the requirements of the National Environmental Policy Act of 1969 (NEPA), as amended (Title 42 of the *United States Code* [U.S.C.], Sections 4321–4347); the Council on Environmental Quality’s (CEQ) *Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act* (Title 40 of the *Code of Federal Regulations* [CFR], Parts 1500–1508); and 28 CFR Part 61, Appendix A, *Bureau of Prisons Procedures Relating to the Implementation of the National Environmental Policy Act*.

The Bureau is responsible for carrying out judgments of the federal courts whenever a period of confinement is ordered. The mission of the Bureau is to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens. Federal court sentencing guidelines are resulting in longer terms of confinement for serious crimes.

Currently, the Bureau’s high-security institutions are operating at 52 percent over the rated capacity, and continuing increases in the federal inmate population pose substantial ongoing challenges for the Bureau. For example, in 2008 the Bureau had a shortage of 6,766 high-security beds. The shortage in 2009 was 6,614 beds. In 2010 it is expected to be 7,172 beds, and in 2011 it is projected to be 7,822 beds. A variety of measures have been undertaken in recent years to accommodate the growth of the federal inmate population, including acquisition and adaptation of existing facilities, expansion and improvement of existing correctional facilities, expanded use of contract beds, and construction of new institutions. Two medium-security federal institutions for male inmates are under construction, and they will provide a total of approximately 2,500 beds once activated. However, no additional construction projects or federal acquisitions have been funded to address the immediate and continuing need for additional high-security beds. The Bureau is in immediate need of a new facility to alleviate the serious issue of overcrowding and resolve the acute shortage of high-security beds. A typical Bureau high-security institution has highly secure perimeters (either walled or double-fenced with a taut wire fence); multiple- and single-occupant cell housing; guard towers, electrified fences, or both; and close staff supervision and movement control.

Separate and apart from this preexisting critical shortage of high-security beds, the President issued a directive on December 15, 2009. This Presidential directive required the Attorney General to “acquire and activate” the “Thomson Correctional Center (TCC) in Thomson, Illinois” in order to help “reduce the Bureau of Prisons’ shortage of high security, maximum custody cell space” and also make available to the Department of Defense “a sufficient portion of the TCC to serve as a detention facility to be operated by the Department of Defense in order to accommodate the relocation of detainees by the Secretary of Defense...currently held at Guantanamo Bay Naval Base.” A copy of the Presidential directive is provided in Appendix A. The President’s budget

submission to Congress for fiscal year 2011 requested approximately \$237 million for the Bureau to acquire, activate, and operate TCC. Congress, however, has restricted the ability of the Department of Defense (DoD) to relocate detainees from Guantanamo Bay Naval Base (Guantanamo). Moreover, the Bureau's acute shortage of high-security beds is not connected to the possibility that DoD might at some time in the future be able to relocate detainees from Guantanamo to the United States. Accordingly, this EA does not address the potential environmental impacts that might arise if in the future it becomes possible for DoD to relocate detainees from Guantanamo and use a portion of TCC to house them in the United States. If DoD is permitted to relocate detainees to the United States at some time in the future, DoD will prepare any documents required under NEPA at the appropriate time.

## **1.2 SCOPE**

This EA identifies, documents, and evaluates the environmental effects of the Bureau's acquisition and activation of TCC. Its purpose is to inform decisionmakers and the public of the likely environmental consequences of the Proposed Action and alternatives.

An interdisciplinary team of environmental scientists, biologists, planners, economists, engineers, archaeologists, and historians has analyzed the Proposed Action and alternatives in light of existing conditions and has identified relevant beneficial and adverse effects associated with the action. The Bureau's Proposed Action and a No Action Alternative are described in Section 2.0. Conditions existing as of December 2009, considered the "baseline" conditions, are described in Section 3.0, Environmental Conditions and Consequences. The expected effects of the Proposed Action, also described in Section 3.0, are presented immediately following the description of baseline conditions for each environmental resource addressed in detail in the EA. Section 3.0 also addresses the potential for cumulative effects, and mitigation measures are identified where appropriate.

This EA fully examines the potential environmental impacts of the acquisition and activation of TCC by the Bureau. The EA also fully examines the impacts of reasonable alternatives to the Proposed Action, to the extent such alternatives may be implemented consistent with relevant laws, Executive orders, and Presidential directives.

## **1.3 PUBLIC INVOLVEMENT**

Under regulations issued by the CEQ,<sup>1</sup> the evaluation of potential environmental effects of federal actions is open to public participation. Public participation in the NEPA process promotes both open communications between the public and the Bureau and better decisionmaking. All persons and organizations that have a potential interest in the Proposed Action are urged to participate in the NEPA environmental analysis process.

Public participation opportunities with respect to the Proposed Action and this EA are guided by Bureau regulations. The Bureau will make the EA available for 30 days for public comment, beginning with publication of a Notice of Availability (NOA) in the *Prairie Advocate* and the *Daily Gazette* newspapers. The Bureau will also host a public meeting during the 30-day comment period. The meeting will give the public an opportunity to learn more about the proposed action, speak with representatives of the Bureau, and provide written or verbal

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<sup>1</sup> Council on Environmental Quality, *Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act*, 40 CFR Parts 1500–1508.

comments regarding the EA. The NOA will identify the date, time, and location of the public meeting. During this review period, the Bureau will consider comments submitted by agencies, organizations, or members of the public on EA. At the conclusion of the review period, the Bureau will, if appropriate, execute and Finding of No Significant Impact FNSI, and proceed with the Proposed Action<sup>2</sup>.

#### **1.4 FRAMEWORK FOR DECISIONMAKING**

A decision on whether to proceed with the Proposed Action rests on numerous factors, such as the Bureau's mission requirements and schedule, the availability of funding, and environmental considerations. In addressing environmental considerations, the Bureau is guided by several relevant statutes (and their implementing regulations) and Executive orders (EOs) that establish standards and provide guidance on environmental and natural resources management and planning. These include the Clean Air Act, Clean Water Act, Noise Control Act, Endangered Species Act, National Historic Preservation Act, Archaeological Resources Protection Act, Resource Conservation and Recovery Act, Energy Policy Act, Energy Independence and Security Act, and Toxic Substances Control Act. EOs bearing on the Proposed Action include EO 11988 (*Floodplain Management*); EO 11990 (*Protection of Wetlands*); EO 12088 (*Federal Compliance with Pollution Control Standards*); EO 12580 (*Superfund Implementation*); EO 12898 (*Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*); EO 13045 (*Protection of Children from Environmental Health Risks and Safety Risks*); EO 13175 (*Consultation and Coordination with Indian Tribal Governments*); EO 13186 (*Responsibilities of Federal Agencies to Protect Migratory Birds*); EO 13423 (*Strengthening Federal Environmental, Energy, and Transportation Management*); and EO 13514 (*Federal Leadership in Environmental, Energy, and Economic Performance*). These authorities are addressed throughout this EA when relevant to particular environmental resources and conditions.

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<sup>2</sup> If it is determined that implementing the Proposed Action would result in significant impacts, the Bureau would (a) publish in the *Federal Register* a notice of intent to prepare an environmental impact statement, (b) determine and commit to mitigation actions sufficient to reduce impacts below significance thresholds, or (c) not take the action.

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## **SECTION 2.0 DESCRIPTION OF THE PROPOSED ACTION AND ALTERNATIVES**

### **2.1 INTRODUCTION**

This section describes the actions associated with acquiring TCC and converting it to a maximum-security facility known as Administrative USP Thomson for use by the Bureau. The Bureau proposes to relocate between 1,800 and 2,000 federal prisoners to Administrative USP Thomson from other federal facilities. The Proposed Action as presented in Section 2.2 is the agency's preferred alternative. Section 2.3 identifies the No Action Alternative. Section 2.4 identifies alternatives that were considered but eliminated from detailed study.

### **2.2 PROPOSED ACTION**

The Bureau proposes to acquire and operate TCC as maximum-security United States Penitentiary, Administrative USP Thomson, for the care and custody of 1,800 to 2,000 federal inmates. TCC is located approximately one mile northwest of the Village of Thomson, Illinois (Figure 2-1). The Illinois Department of Corrections constructed TCC in 2001 for 1,600 maximum-security and 200 minimum-security inmates. The principal facilities consist of eight 200-bed housing units for maximum-security inmates; one minimum-security unit for approximately 200 inmates; and facilities for administrative functions, inmate programs and support, and warehouse space. The minimum-security unit was used for the custody of approximately 200 inmates until 2010; the eight 200-bed housing units for maximum-security inmates were never used. The State of Illinois closed TCC in 2010. Figure 2-2 provides an aerial view of the TCC facilities.

To operate Administrative USP Thomson, the Bureau would transfer about 350 trained federal correctional officers and staff from other Bureau facilities. In addition, the Bureau would hire approximately 550 new personnel from the local region and train them for correctional duties. Physical modifications to the facility would be minimal because the facility was originally constructed as a maximum-security prison. The Bureau would be able to begin the activation process and have the first inmates housed in the facility in less than one year from the time that funding is appropriated by Congress.

### **2.3 NO ACTION ALTERNATIVE**

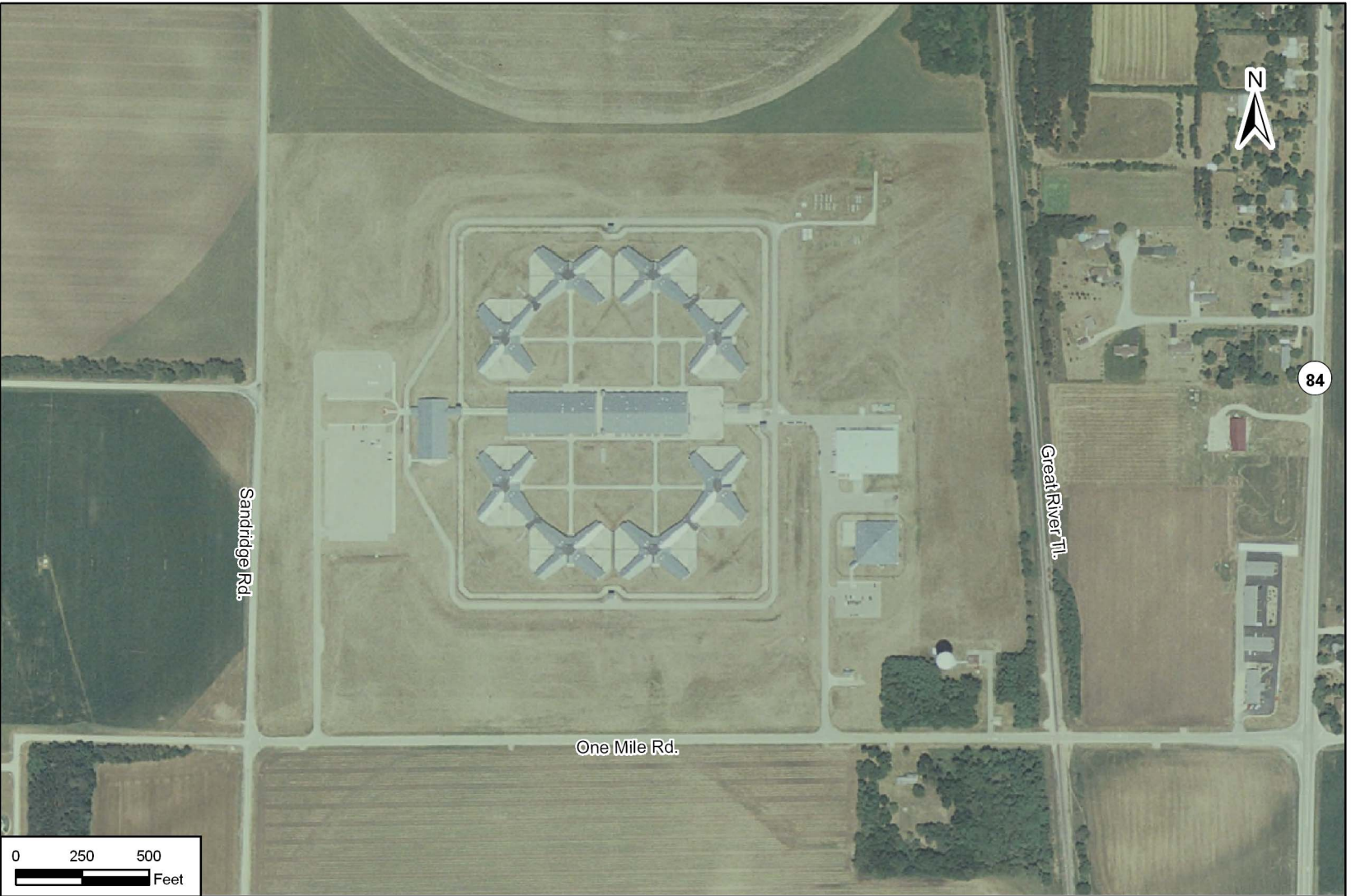
This document refers to continuing existing conditions of the affected environment, without implementing the Proposed Action, as the No Action Alternative. Under the No Action Alternative, the Bureau would not acquire TCC for Bureau use. Presumably, the State of Illinois would find another buyer or another use for TCC. The Bureau would continue to house federal inmates at their present locations. Inclusion of the No Action Alternative in this EA is prescribed by CEQ regulations. The No Action Alternative serves as a benchmark against which the federal action can be evaluated.



- LEGEND**
- State Boundary
  - County Boundary
  - Interstate Highway
  - Urban Area
  - Surface Water

## General Location Map

Figure 2-1



***Aerial View of Thomson Correctional Center***

Figure 2-2

## **2.4 ALTERNATIVES CONSIDERED BUT ELIMINATED FROM FURTHER CONSIDERATION OR DETAILED STUDY**

The Bureau initially considered two alternatives to the proposed action, as described in the subsections below. Neither alternative was viable, and therefore neither was carried forward for detailed study in the EA.

### **2.4.1 Standish Maximum Correctional Facility Alternative**

The Bureau also considered acquiring and modifying the Standish Maximum Correctional Facility (SMF) to help it address its acute shortage of high-security bed space. The SMF is located on a 120-acre reservation along State Highway 61, approximately one mile east of Interstate 75 near the town of Standish, Michigan. The facility comprises five 88-bed housing units, one 164-bed unit, and other buildings to provide food service, health care, maintenance, programming, and administrative functions. The SMF could hold approximately 964 inmates and was designed as a high-security facility. The Michigan Department of Corrections employed approximately 312 staff to operate the SMF, which was constructed in 1990. It was operated as a maximum-security facility from 1990 to 2009. The State of Michigan closed the facility October 31, 2009, as a result of the high cost of operating a maximum-security prison in Michigan.

The much smaller size and capacity of the facility and its age (20 years) would require the Bureau to renovate and modify the SMF to make it a high-security, maximum-custody Bureau facility. These modifications would include, but would not be limited to, renovating/expanding the food services area and visiting rooms, upgrading the Sallyport, and renovating administrative support facilities. The Bureau would also need to add high-security outer perimeter fencing, additional gates, a groundwater storage tank, and a receiving and discharge area. In order to increase the capacity of the existing facility the Bureau would have to add another housing unit, and a new prison camp. The land adjacent to the facility is farmlands and wetlands. Depending on the size of the additional parcel necessary to support a larger Bureau facility, there might be a need to address impacts on wetlands. The Bureau would have to complete the necessary environmental studies, an appraisal, title work, and surveys for the property it was interested in acquiring before it could begin to negotiate to acquire the facility and any additional property.

In acquiring an existing facility such as the SMF, it would normally take the Bureau 6 to 12 months to complete the necessary environmental studies required under NEPA. It usually takes the Bureau 6 months to complete an EA and 12 months to complete an Environmental Impact Statement (EIS). Once the Bureau completed the necessary environmental studies, appraisals, title work, and surveys, it could begin negotiations to acquire the property. After acquiring the property, it could award a contract for the necessary modifications and new construction. These modifications and new construction would be expected to take 12 to 18 months to complete. Once construction was complete, it would take another six months to complete the activation process and begin receiving inmates at the newly modified Bureau facility. The period from the time the Bureau began the process until it could place high-security inmates in the modified SMF would be at least two to three years. This alternative was rejected from further consideration because it did not meet the need to begin to immediately address the critical shortage of high-security beds in an expeditious manner.

#### **2.4.2 Joint Bureau and DoD Use of TCC Alternative**

The Presidential directive of December 15, 2009, directed the Attorney General to acquire and activate TCC as a United States Penitentiary and also “provide to the Department of Defense a sufficient portion of the TCC to serve as a detention facility to be operated by the Department of Defense in order to accommodate the relocation of detainees” currently held at Guantanamo Bay Naval Base. Congress, however, has restricted DoD’s ability to relocate detainees from Guantanamo. Accordingly, an alternative whereby the Bureau would permit DoD to use up to three of the housing units to house people who are currently located at Naval Station Guantanamo Bay, Cuba was rejected from further consideration at this time. If Congress were to lift the restrictions on DoD’s ability to relocate detainees from Guantanamo to the United States, DoD would be responsible for complying with NEPA at that time.

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## **SECTION 3.0**

### **AFFECTED ENVIRONMENT AND CONSEQUENCES**

Some environmental resources and conditions that are typically evaluated with respect to a Proposed Action would not be affected or would be affected to only a negligible or minor degree by the Proposed Action to acquire TCC and convert it to use by the Bureau. The environmental resources and conditions identified in this section are evaluated to a degree that is consistent with their importance or potential for impacts. Accordingly, discussion of socioeconomic impacts and utilities usage and availability receive substantial attention, whereas discussion of biological resources receives less attention than found in many EAs. This approach helps to focus the reader and decision maker on those issues of most relevance and importance.

#### **3.1 LAND USE**

##### **3.1.1 Affected Environment**

Land use refers to the development of property to achieve its highest and best use and to ensure compatibility among adjacent uses. TCC is located in Carroll County in the western portion of Illinois. Carroll County is a primarily rural area, with agriculture the major land use. TCC lies west of Route 84, approximately one mile north of the Village of Thomson (population 580 persons). The construction of TCC, completed in November 2001, resulted in the conversion of approximately 146 acres of agricultural land to institutional use.

##### **3.1.2 Environmental Consequences**

###### **3.1.2.1 Proposed Action**

No effects on land use would be expected. Acquisition and activation of TCC by the Bureau would not change the land use classification of TCC because it would remain in institutional use. TCC would continue to be compatible with adjacent agricultural uses.

###### **3.1.2.2 No Action Alternative**

No effects on land use would be expected.

#### **3.2 VISUAL AND AESTHETIC RESOURCES**

##### **3.2.1 Affected Environment**

TCC is in a rural area, and there are no aesthetically sensitive locations within the viewshed of the site. The existing view from the homes of nearby residents is a view of a modern correctional facility, consisting of administrative facilities and a fenced area containing housing units for inmates. The existing facility is equipped with high-mast lighting along the perimeter fence. The facility is not directly visible from the Mississippi River; however, light emanating from the facility can be seen from the river at night.

### **3.2.2 Environmental Consequences**

#### **3.2.2.1 Proposed Action**

No effects in visual and aesthetic resources would be expected. The proposed action does not involve the construction of new structures or the addition of additional fencing and lighting. The current visual setting of the facility would remain unchanged.

#### **3.2.2.2 No Action Alternative**

No effects on visual and aesthetics resources would be expected under the No Action Alternative.

### **3.3 AIR QUALITY**

#### **3.3.1 Affected Environment**

U.S. Environmental Protection Agency (USEPA) Region 5 and the Illinois Environmental Protection Agency (IEPA) regulate air quality in Illinois. The Clean Air Act (42 U.S.C. 7401–7671q), as amended, gives USEPA the responsibility to establish the primary and secondary National Ambient Air Quality Standards (NAAQS; 40 CFR Part 50) that set acceptable concentration levels for six criteria pollutants: fine particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>), sulfur dioxide, carbon monoxide, nitrous oxides, ozone, and lead. Each state has the authority to adopt standards stricter than those established under the federal program; however, the State of Illinois accepts the federal standards. Federal regulations designate air quality control regions with levels below the NAAQS as attainment areas. Carroll County (and therefore all areas associated with the Proposed Action) are in the Metropolitan Quad Cities Interstate Air Quality Control Region (40 CFR 81.102). USEPA has designated Carroll County as in attainment for all criteria pollutants (40 CFR 81.314).

**Climate and Greenhouse Gasses.** Thomson, IL's climate is warm during summer when temperatures tend to be in the 70's, and very cold during winter when temperatures tend to be in the 20's. The warmest month of the year is July with an average maximum temperature of 81.6 °F, while the coldest month of the year is January with an average minimum temperature of 10.9 °F. The annual average precipitation in Thomson is 34.5 inches (Idcide, 2009).

Greenhouse gases (GHGs) are components of the atmosphere that trap heat relatively near the surface of the earth, and therefore, contribute to the greenhouse effect and global warming. Most GHGs occur naturally in the atmosphere, but increases in their concentration result from human activities such as the burning of fossil fuels. Global temperatures are expected to continue to rise as human activities continue to add carbon dioxide (CO<sub>2</sub>), methane, nitrous oxide, and other greenhouse (or heat-trapping) gases to the atmosphere. Whether or not rainfall will increase or decrease remains difficult to project for specific regions. (USEPA, 2010; IPCC, 2007)

EO 13514, *Federal Leadership in Environmental, Energy, and Economic Performance* outlines policies intended to ensure that Federal agencies evaluate climate-change risks and vulnerabilities, and to manage the short- and long-term effects of climate change on their operations and mission. The EO specifically requires the Federal agencies to measure, report, and reduce their GHG emissions from both their direct and indirect activities. In addition, the CEQ recently released draft guidance on when and how Federal agencies should consider GHG emissions and climate change in NEPA analyses. The draft guidance includes a presumptive



effects threshold of 27,563 tons (25,000 metric tons) of CO<sub>2</sub> equivalent emissions from a federal action on an annual basis (CEQ, 2010).

### **3.3.2 Environmental Consequences**

#### **3.3.2.1 Proposed Action**

Short- and long-term negligible adverse effects on air quality would be expected. The effects would be from air emissions during minor renovations and from new vehicle trips from staff and visitors at TCC. The increases in emissions would be *de minimis* (of minimal importance) and not regionally significant, and they would not contribute to a violation of any federal, state, or local air regulation.

The Proposed Action would generate minute amounts of air emissions of criteria pollutants (i.e. particulate matter, sulfur dioxide, carbon monoxide, nitrous oxides, ozone, and lead) from personal operating vehicles. Because of the limited size and scope of these emissions, they would be *de minimis* (of minimal importance) and not regionally significant. It is understood that emissions at these levels are not sufficient to threaten the attainment status of the region. The general conformity rules require federal agencies to determine whether their action(s) would affect air quality in nonattainment areas (40 CFR 93.153(b)). Because the project is within an attainment area, the air conformity regulations do not apply.

Operation of the facilities and activities proposed at TCC, as well as worker commuting, would generate extremely minute amounts of greenhouse gasses (primarily CO<sub>2</sub>). The GHG emissions would fall well below the CEQ threshold, and no long-term emissions would be introduced that would impede progress toward GHG reduction goals put forth under EO 13514. These effects would be negligible.

#### **3.3.2.2 No Action Alternative**

No effects on air quality would be expected under the No Action Alternative.

### **3.4 NOISE**

#### **3.4.1 Affected Environment**

Existing sources of noise near TCC include limited rail activity, local road traffic, high-altitude aircraft overflights, crop-dusting aircraft activities, and natural noises such as water, leaves rustling, and bird vocalizations. The existing noise environment can be classified as quiet, and it is consistent with a typical agricultural or low-density residential area.

The Noise Control Act of 1972 (Public Law 92-574) directs federal agencies to comply with applicable state and local noise control regulations. Illinois's Environmental Protection Act of 1985 limits noise to levels that protect health, general welfare, and property. The state regulation sets specific not-to-exceed levels for noise-sensitive land uses; however, it does not apply to construction activities or aircraft (35 IAC H.901.101). Carroll County maintains a general nuisance noise ordinance, which does not specify explicit not-to-exceed levels.

### **3.4.2 Environmental Consequences**

#### **3.4.2.1 Proposed Action**

Short- and long-term negligible adverse effects on the noise environment would be expected. The noise would not exceed the standards determined by federal, state, or local regulations. No construction and only minor renovations/modifications would take place, and no increase in noise from these sources is anticipated. Operation of the proposed activities at TCC would not generate disruptive noise levels at the adjacent residences. Long-term changes in traffic would not constitute a perceptible change in the noise environment. These effects would be negligible.

#### **3.4.2.2 No Action Alternative**

No effects on the noise environment would be expected under the No Action.

### **3.5 SOILS**

#### **3.5.1 Affected Environment**

Before the construction of TCC, the surface soils consisted of Sparta and Ade loamy sands and Dickinson sandy loam (USDA 2009). During facility construction, these soils were altered by grading, cutting, filling, and shaping.

#### **3.5.2 Environmental Consequences**

##### **3.5.2.1 Proposed Action**

No effects would be expected. The proposed action does not involve construction or other land disturbing activities.

##### **3.5.2.2 No Action Alternative**

No effects on soils would be expected under the No Action Alternative.

### **3.6 WATER RESOURCES**

#### **3.6.1 Affected Environment**

##### **3.6.1.1 Surface Water**

Located approximately one-half mile east of the Mississippi River, TCC is in the Apple-Plum watershed, which is assigned U.S. Geological Survey Hydrologic Unit Code 07060005. The Apple-Plum watershed and its contributing counties—Carroll, Jo Daviess, Stephenson, Whiteside, Clinton, Dubuque, Jackson, Grant, and Lafayette—are shown in Figure 3-1.

The main waterway in this watershed is the Mississippi River, which flows south from its headwaters in Minnesota to discharge into the Gulf of Mexico. The portion of the Mississippi River near TCC (Segment Identification IL\_M-12) is listed as impaired for mercury and polychlorinated biphenyls (PCBs) on Illinois's Clean Water Act section 303(d) list of impaired water bodies; the segment is not meeting its designated use for fish consumption (IEPA 2008).



**LEGEND**

State Boundary	Surface Water
County Boundary	Apple-Plum Watershed
Interstate Highway	
Urban Area	

# Watershed

Figure 3-1

Impairment for mercury is often caused by pollutants transported through the air from burning fuel and industrial emissions. PCBs were banned in 1977, but exposure continues to occur as a result of historic contamination. They were used as coolants and lubricants in transformers, which have a lifetime or 30 years or more (Scorecard 2009). There are no naturally occurring surface water features at TCC.

Drinking water at TCC, servicing an average population of 300, is provided by Village of Thomson Water System number IL0150350 via water supply wells IEPA 11726, 11727, and 01286. The water is treated with chemicals at the pump houses located at each well. Wells 11726 and 11727 produce at a combined rate of 700 gallons per minute; well 01286 produces at a rate of 950 gallons per minute. The system includes a 750,000-gallon water storage tank allocated for TCC use. This water meets all the IEPA and USEPA requirements for public water supply systems. There are no irrigation systems, pumps, or wells on-site at TCC.

The storm water management system consists of catch basins that convey water to three detention ponds located on the grounds.

### **3.6.1.2 Groundwater**

Groundwater levels are influenced by fluctuations in the Mississippi River water level. The TCC is underlain by a sand and gravel aquifer and does not contain any Sole Source Aquifers or source water protection management zones as regulated by IEPA. Groundwater in the area is generally obtained from the sand and gravel aquifer at a depth of 65 feet. At this time TCC does not use groundwater for any purpose.

### **3.6.1.3 Floodplains**

The TCC is currently mapped as Zone C by the National Flood Insurance Program, Flood Insurance Rate Map number 170019, panel 0125B. Zone C is defined as an area of minimal flood hazard, usually depicted on the Flood Insurance Rate Maps as above the 500-year flood level. Zone C might have ponding and local drainage problems that do not warrant a detailed study or designation as base floodplain. However, the corresponding Flood Insurance Rate Map is being revised. According to the revision, TCC is mapped as Zone D by the National Flood Insurance Program, preliminary Digital Flood Insurance Rate Map number 17015C, panel 0305C. Zone D is defined as an area in which flood hazards are undetermined but possible.

### **3.6.1.4 Wetlands**

The National Wetlands Inventory indicates there are no wetlands on the grounds of or adjacent to TCC.

## **3.6.2 Environmental Consequences**

### **3.6.2.1 Proposed Action**

Negligible effects on surface water would be expected from implementing the Proposed Action. The Proposed Action would be expected to raise the total population at TCC and increase the demand for public water services (drinking water supply and waste water treatment); however, the existing storage and treatment capacity exceeds the expected increase in demand. The Proposed Action would not contribute pollutants identified on the section 303(d) list as causing impairment. See section 3.11 for more details.

No impacts on groundwater, floodplains, or wetlands would be expected.

### **3.6.2.2 No Action Alternative**

No effects on water resources would be expected under the No Action Alternative.

## **3.7 BIOLOGICAL RESOURCES**

### **3.7.1 Affected Environment**

The area within the project boundary consists entirely of mowed grass with some sparsely placed shrubbery. Much of the facility is fenced and overall represents extremely poor quality wildlife habitat. There are no wetlands within the project boundary.

The *Migratory Bird Treaty Act of 1918* (MBTA). The MBTA implemented the 1916 convention between the United States and Great Britain for the protection of birds migrating between the United States and Canada. Similar conventions exist between the United States and Mexico (1936). The MBTA made it illegal for people to "take" migratory birds or their eggs, feathers, or nests. *Take* is defined in the MBTA to include, by any means or in any manner, any attempt at hunting, pursuing, wounding, killing, possessing, or transporting any migratory bird, nest, egg, or part thereof. The Bald and Golden Eagle Protection Act affords additional protection to all bald and golden eagles.

The Migratory Bird Program of the U.S. Fish and Wildlife Service (USFWS) recently started a new program called the "Focal Species Strategy for Migratory Birds." This strategy involves campaigns for selected species to provide explicit, strategic, and adaptive sets of conservation actions required to return the species to healthy and sustainable levels. As part of the strategy, 139 species of management concern were identified and are to receive increased attention over the short term. In the Midwest Region, where TCC is located, this list includes Henslow's sparrow (*Ammodramus henslowii*) and king rail (*Rallus elegans*), both of which, according to various data sources, have shown long-term population declines. (USFWS 2009b).

Henslow's sparrow has not been observed in Carroll County, and though the king rail has been observed in the county, it is a waterbird and the agricultural habitat surrounding TCC is unsuitable habitat. (USFWS 2009b)

In addition, the USFWS, Midwest Region, maintains the following five important bird areas in Illinois: Upper Mississippi River National Wildlife and Fish Refuge-Lost Mound Unit; Chautauqua National Wildlife Refuge; Mark Twain National Wildlife Refuge, Long Island Division; Crab Orchard National Wildlife Refuge; and Emiquon National Wildlife Refuge. (USFWS 2009b). TCC is not located near any of these lands.

*Threatened and Endangered Species.* The Endangered Species Act of 1973, as amended (ESA) requires all federal agencies to conserve listed species. Conservation, as defined by the ESA, means the use of all methods and procedures necessary to bring any listed species to the point where protections pursuant to the ESA are no longer necessary. Section 7(a)(2) of the ESA requires federal agencies to consult with the USFWS to ensure that they are not undertaking, funding, permitting, or authorizing actions likely to jeopardize the continued existence of listed species or destroy or adversely modify designated critical habitat.

Critical habitat is defined in section 3 of the ESA as “(i) the specific areas within the geographic area occupied by a species, at the time it is listed in accordance with the Act, on which are found those physical or biological features (I) essential to the conservation of the species and (II) that may require special management considerations or protection; and, (ii) specific areas outside the geographic area occupied by a species at the time it is listed, upon determination that such areas are essential for the conservation of the species.”

Because conservation means the use of all methods and procedures necessary to bring an endangered or threatened species to the point at which listing under the ESA is no longer needed, critical habitat areas should provide sufficient habitat to support the species at the population level and geographic distribution that is necessary for recovery.

Four federally listed species (Table 3.7-1) and 38 state-listed species are known to occur in Carroll County; however, none of these species are expected to occur at TCC (IL NHP 2008; USFWS 2009a). In addition, no critical habitat exists within the project area. The land surrounding the TCC property is almost entirely agricultural.

**Table 3.7-1  
Federally listed species known to occur in Carroll County, Illinois**

Species	Federal Status	Habitat
Indiana bat ( <i>Myotis sodalis</i> )	Endangered	Caves, mines (hibernacula); small stream corridors with well-developed riparian woods; upland forests (foraging)
Higgins eye pearl mussel ( <i>Lampsilis higginsii</i> )	Endangered	Mississippi River; Rock River to Steel Dam
Sheepnose mussel ( <i>Plethobasus cyphus</i> )	Candidate	Rivers
Eastern prairie fringed orchid ( <i>Platanthaera leucophaea</i> )	Threatened	Mesic to wet prairies

### 3.7.2 Environmental Consequences

#### 3.7.2.1 Proposed Action

No effects on biological resources are expected to occur as a result of the Proposed Action. The security lighting at the facility could be expected to attract insects during the nighttime hours. This, in turn, would increase the availability, concentration, and focus of potential food sources for local populations of insectivorous bat species. Although this might increase the number of bats feeding at TCC during any particular evening, it could be expected to have a negligible effect on the overall bat population in the area. The Proposed Action would not adversely affect any state or federally listed species, migratory birds, or their habitats.

On December 10, 2009, a coordination letter describing the Proposed Action and requesting comments was sent to the USFWS, Midwest Region. A copy of the letter is provided in Appendix B.

### **3.7.2.2 No Action Alternative**

No effects on biological resources would be expected under the No Action Alternative.

## **3.8 CULTURAL RESOURCES**

### **3.8.1 Affected Environment**

TCC was constructed by the State of Illinois on former farmland. Agricultural activities involving earthmoving such as drain installation, plowing over time, and crop harvesting would have disturbed to some degree any buried archaeological materials at this site. In addition, the extensive earthmoving and fill activities that took place when the State of Illinois constructed TCC would certainly have totally destroyed any buried archaeological remains at this site. No historic buildings of any sort are known to have been constructed on or adjacent to the TCC site.

### **3.8.2 Environmental Consequences**

#### **3.8.2.1 Proposed Action**

No adverse effects on cultural resources would be expected from implementation of the Proposed Action. In terms of archaeological resources, this property has already been extensively disturbed by historical and modern farming activities and most especially by earthmoving activities conducted when the State of Illinois constructed TCC. This site is highly unlikely to contain any intact archaeological deposits that would be considered eligible for the NRHP. The proposed action does not involve construction and only minor renovations/modifications would take place. However, should any currently unrecorded archaeological sites, materials, or incidental finds be identified at any point in the future, the Bureau would consult with the Illinois SHPO and other interested parties to develop measures to avoid, minimize, or mitigate any associated adverse effects. There are no NRHP-eligible structures on or adjacent to TCC. Therefore, no adverse effects on architectural properties are expected as a result of implementing the Proposed Action.

A scoping letter was sent to the Illinois SHPO for review and comment; it is included in Appendix B.

#### **3.8.2.2 No Action Alternative**

No adverse effects on cultural resources would be expected from the No Action Alternative.

## **3.9 SOCIOECONOMICS**

### **3.9.1 Affected Environment**

The socioeconomic indicators used for this study include economic development, demographics, housing, quality of life, environmental justice, and protection of children. These indicators characterize the region of influence (ROI). The ROI is a geographic area selected as the basis on which social and economic impacts of project alternatives are analyzed. The ROI for the social and economic environment is defined as a 60-mile radius from Thomson, Illinois. Table 3.9-1 provides a list, by state, of the counties in the ROI and the counties are shown on Figure 1-1. Carroll County, Illinois, is the home county of TCC. This ROI was selected because it is the

outside range for driving distance to a place of employment<sup>1</sup> and it includes the larger population centers of the Quad Cities,<sup>2</sup> Dubuque and Scott Counties in Iowa, and Winnebago County in Illinois, which would be sources of labor and housing. The ROI covers an area of 13,616 square miles. The closest large metropolitan areas to Thomson, Illinois, are the cities of Dubuque, which is about 57 miles to the northwest, and the Quad Cities area, which is about 55 miles to the southwest.

The baseline year for socioeconomic data is 2008, the most recent year for which most of the ROI socioeconomic indicators (e.g., population, employment) are reasonably available. Where 2008 data are not available, the most recent data available are presented.

**Table 3.9-1  
Counties in the ROI**

Illinois	Iowa	Wisconsin
Bureau	Cedar	Grant
Carroll	Clinton	Green
Henry	Dubuque	Lafayette
Jo Daviess	Jackson	
Lee	Jones	
Mercer	Muscatine	
Ogle	Scott	
Rock Island		
Stark		
Stephenson		
Whiteside		
Winnebago		

Note: Carroll County, Illinois, is the home county of TCC.

### 3.9.1.1 Economic Environment

**Employment and industry.** ROI civilian labor force and unemployment data are shown in Tables 3.9-2 and 3.9-3, along with national and state data for comparative purposes. The U.S. economy entered a recession at the end of calendar year 2008; this is reflected in the data shown in the tables. The ROI unemployment rate increased from 6.2 percent in 2008 to 10.4 percent as of October 2009. The number of persons unemployed increased by about 29,800 during that period (Table 3.9-2). The ROI's October 2009 unemployment rate was higher than the national unemployment rate (9.5 percent) and that of the states of Iowa and Wisconsin (6.2 percent and 7.6 percent, respectively), but just below the Illinois state unemployment rate of 10.5 percent (Table 3.9-3) (BLS 2009). Of the 22 counties in the ROI, 9 (Bureau, Carroll, Lee, Ogle, Rock Island, Stark, Stephenson, Whiteside, and Winnebago) had double-digit unemployment rates as of October 2009. The primary sources of ROI employment were manufacturing, retail trade, government and government enterprises, health care and social assistance, administrative and

<sup>1</sup> The region is suffering from the economic recession and high unemployment. On the basis of anecdotal evidence, people in the region are commuting up to an hour to places of employment.

<sup>2</sup> The Quad Cities are Bettendorf and Davenport, Iowa, and East Moline/Moline, and Rock Island, Illinois.



waste services, and accommodation and food services. Together these industry sectors accounted for about 60 percent of regional employment. Farming accounted for about 4 percent of ROI employment (BEA 2009a).

**Table 3.9-2**  
**ROI labor force and unemployment**

	Civilian labor force	Employed	Unemployed	Unemployment rate
2000 (annual)	677,741	649,823	27,917	4.1%
2008 (annual)	698,864	655,814	43,050	6.2%
2009 (as of October 2009)	702,774	629,861	72,913	10.4%

Source: BLS 2009.

**Table 3.9-3**  
**ROI, state, and national unemployment rates**

	2000 annual unemployment rate	2008 annual unemployment rate	October 2009 unemployment rate
ROI	4.1%	6.2%	10.4%
Illinois	4.5%	6.5%	10.5%
Iowa	2.8%	4.1%	6.2%
Wisconsin	3.4%	4.7%	7.6%
United States	4.0%	5.8%	9.5%

Source: BLS 2009.

**Income.** The ROI 2007 per capita personal income (PCPI) was \$33,127, an increase of 27 percent over the 2000 PCPI of \$26,030 (Table 3.9-4). This increase was relatively consistent with the state-level change in PCPI in Illinois, Iowa, and Wisconsin and the nation. The ROI PCPI was lower than the state and national levels in 2000 and 2007. The ROI 2007 PCPI was 86 percent of the national PCPI of \$38,615 (BEA 2009b).

**Table 3.9-4**  
**Income, 2000 and 2007**

	2000 PCPI	2007 PCPI	Change in PCPI, 2000–2007
ROI	\$26,030	\$33,127	27%
Illinois	\$32,190	\$41,012	27%
Iowa	\$26,558	\$34,916	31%
Wisconsin	\$28,572	\$36,272	27%
United States	\$29,847	\$38,615	29%

Source: BEA 2009b.

### 3.9.1.2 Demographics

The ROI's 2008 population was 1,296,550, an increase of 2 percent from the 2000 population of 1,271,108 (Table 3.9-5). This growth in the ROI was lower than that of each of the three states in the ROI and in the United States during the same period. From 2000 to 2008, Illinois's population increased by 3.9 percent; Iowa's, 2.6 percent; Wisconsin's, 4.9 percent; and the nation's, 8 percent (U.S. Census Bureau 2009a). Carroll County's population actually decreased 5 percent from 2000 to 2008, and that of the neighboring counties of Whiteside (Illinois) and Clinton

(Iowa) also decreased, by 2.5 percent and 2.4 percent, respectively. The greatest growth by county in the ROI occurred in Ogle County, Illinois (8.1 percent), while the greatest decline in population occurred in neighboring Stephenson County, Illinois (-5.3 percent). Overall, the population declined in 15 of the 22 counties in the ROI from 2000 to 2008, while 7 of the counties experienced population growth (U.S. Census Bureau 2009a).

**Table 3.9-5  
Population**

	2000 population	2008 population	Change in population, 2000–2008
<b>Illinois</b>			
Bureau County	35,503	34,933	-1.6%
Carroll County	16,674	15,841	-5.0%
Henry County	51,018	49,569	-2.8%
Jo Daviess County	22,289	22,188	-0.5%
Lee County	36,062	35,129	-2.6%
Mercer County	16,957	16,481	-2.8%
Ogle County	51,032	55,167	8.1%
Rock Island County	149,388	146,886	-1.7%
Stark County	6,332	6,135	-3.1%
Stephenson County	48,979	46,367	-5.3%
Whiteside County	60,651	59,153	-2.5%
Winnebago County	278,422	300,252	7.8%
<i>Subtotal Illinois ROI</i>	<i>773,307</i>	<i>788,101</i>	<i>1.9%</i>
<b>Iowa</b>			
Cedar County	18,187	18,079	-0.6%
Clinton County	50,149	48,942	-2.4%
Dubuque County	89,156	92,724	4.0%
Jackson County	20,296	19,965	-1.6%
Jones County	20,221	20,346	0.6%
Muscatine County	41,722	42,504	1.9%
Scott County	158,689	164,690	3.8%
<i>Subtotal Iowa ROI</i>	<i>398,420</i>	<i>407,250</i>	<i>2.2%</i>
<b>Wisconsin</b>			
Grant County	49,597	49,238	-0.7%
Green County	33,647	36,090	7.3%
Lafayette County	16,137	15,871	-1.6%
<i>Subtotal Wisconsin ROI</i>	<i>99,381</i>	<i>101,199</i>	<i>1.8%</i>
<b>Total for ROI</b>	<b>1,271,108</b>	<b>1,296,550</b>	<b>2.0%</b>
<b>Statewide</b>			
Illinois	12,419,660	12,901,563	3.9%
Iowa	2,926,381	3,002,555	2.6%
Wisconsin	5,363,708	5,627,967	4.9%
<b>United States</b>	<b>281,421,906</b>	<b>301,621,159</b>	<b>8.0%</b>

Source: U.S. Census Bureau 2009a.

### 3.9.1.3 Housing

The housing data are from the U.S. Census Bureau 2006–2008 American Community Survey 3-year estimates. The estimates are based on data collected between January 2006 and December 2008. These data are published by the U.S. Census Bureau for selected geographic areas with populations of 20,000 or greater, and the data represent the average characteristics over the 3-year period. For counties with a population of less than 20,000, the 2000 Decennial Census data were used because they are the most recent available data (U.S. Census Bureau 2009b). Housing data presented below includes total number of housing units; units occupied and vacant; vacant units for sale or rent; housing costs (i.e., median monthly mortgage and gross rent); and housing age (i.e., year structure built).

ROI housing data are presented in Table 3.9-6, along with national housing data for comparison. The ROI housing costs are lower than the national levels. The ROI median monthly mortgage of \$1,088 is 72 percent of the national level of \$1,508. The ROI median gross rent of \$566 is 69 percent of the national average of \$819.

There were almost 560,000 housing units in the ROI, of which 91 percent were occupied and 9 percent were vacant. The ROI has a lower percentage of vacant units compared to the national rate of 12 percent (Table 3.9-6). Table 3.9-7 lists the vacant units that are for rent or for sale. The ROI is a 60-mile radius around Thomson, Illinois, and it is estimated that within that region more than 13,900 housing units are available for rent and about 5,000 are available for sale. To estimate the number of units available within close proximity to Thomson, the number of housing units in counties that fell wholly or in part within a 20-, 30-, and 40-mile radius of Thomson was calculated and is presented in Table 3.9-8. Note that if a county fell only partly within a radius, all of the county's housing units were included in the total because the data could not be further subdivided. Consequently, the data presented in Table 3.9-8 might overestimate the number of housing units within each radius, but the data are presented to provide the best available estimate of housing within relatively close commuting distances to Thomson, Illinois.

Most of the ROI housing units are more than 30 years old; about half of the units are 50 or more years old. Twenty-four percent of the housing units were constructed between 1980 and the present; 28 percent were built between 1960 and 1979; and 48 percent were built before 1959 (U.S. Census Bureau 2000, 2009b).

A search was conducted to locate hotels within a 60-mile radius around Thomson, Illinois. A number of well-known travel Web sites were researched (e.g., Orbitz, Travelocity, Hotels.com), as well as county visitor bureau sites. The findings are presented in Table 3.9-9. The table is sorted by distance (in miles) from Thomson. For the purpose of this study, the hotel space would be needed to accommodate Bureau personnel and visitors; therefore, the study primarily focused on hotel chains, where hotel quality and amenities are more consistent and a larger number of rooms are available. Smaller or specialty establishments such as “mom and pop” motels, bed and breakfasts, resorts and spas, and Recreational Vehicle campgrounds were not included. Table 3.9-9 lists a total of 68 hotels with 5,110 rooms within 60 miles of Thomson. Within 30 miles of Thomson, there are 25 hotels with 1,512 rooms; within 20 miles of Thomson, there are 15 hotels with 909 rooms; and within 10 miles of Thomson there are 6 hotels with 274 rooms.

**Table 3.9-6**  
**Housing units and costs**

	Number of housing units	Occupied	Vacant	Median monthly mortgage	Median gross rent
ROI	559,867	91%	9%	\$1,088	\$566
United States	127,762,925	88%	12%	\$1,508	\$819

Source: U.S. Census Bureau 2000, 2009b.

**Table 3.9-7**  
**Vacant units available for sale or rent in the 60-mile-radius ROI**

County	For rent	For sale
<b>Illinois</b>		
Bureau	97	92
Carroll	204	159
Henry	633	149
Jo Daviess	120	231
Lee	353	213
Mercer	68	77
Ogle	201	236
Rock Island	4,892	102
Stark	40	53
Stephenson	590	440
Whiteside	295	230
Winnebago	1,986	685
Subtotal	9,479	2,667
<b>Iowa</b>		
Cedar	97	83
Clinton	464	226
Dubuque	632	155
Jackson	174	118
Jones	145	111
Muscatine	423	322
Scott	1,289	884
Subtotal	3,224	1,899
<b>Wisconsin</b>		
Green	522	160
Grant	596	280
Lafayette	151	73
Subtotal	1,269	513
Total for ROI	13,972	5,079

Source: U.S. Census Bureau 2000, 2009b.

Note: The most recent data available for the following counties are from the 2000 Decennial Census: Carroll, Lee, Mercer, Stark, Cedar, Jones, and Lafayette.

**Table 3.9-8  
Vacant units available for sale or rent within a 20-, 30-,  
and 40-mile radius of Thomson, Illinois**

<b>County</b>	<b>For rent</b>	<b>For sale</b>
<b>20-mile radius</b>		
Carroll	204	159
Clinton	464	226
Jackson	174	118
Whiteside	295	230
Total	1,137	733
<b>30-mile radius</b>		
Carroll	204	159
Whiteside	295	230
Rock Island	4,892	102
Clinton	464	226
Jackson	174	118
Jo Daviess	120	231
Stephenson	590	440
Ogle	201	236
Carroll	204	159
Total	6,940	1,742
<b>40-mile radius</b>		
Carroll	204	159
Whiteside	295	230
Jo Daviess	120	231
Scott	1,289	884
Clinton	464	226
Jackson	174	118
Stephenson	590	440
Ogle	201	236
Lee	353	213
Bureau	97	92
Henry	633	149
Rock Island	4,892	102
Total	9,312	3,080

Source: U.S. Census Bureau 2000, 2009b.

Notes:

The list of vacant units within a 60-mile radius is shown in Table 3.9-7.

The most recent data available for the following counties are from the 2000 Decennial Census: Carroll, Lee, Mercer, Stark, Cedar, Jones, and Lafayette.

**Table 3.9-9  
Hotels and motels near Thomson, Illinois**

<b>Hotel</b>	<b>City</b>	<b>State</b>	<b>Miles from Thomson, IL</b>	<b>Number of rooms</b>
Executive Inn	Thomson	IL	1	40
Villager Lodge	Thomson	IL	2	40
Comfort Inn & Suites	Fulton	IL	7	51
Super 8	Savanna	IL	9	66
Travel Inn	Clinton	IA	10	51
L& M Motel	Savanna	IL	10	26
Motel 6	Clinton	IA	12	99
Super 8	Clinton	IA	12	63
Country Inn & Suites by Carlson	Clinton	IA	12	62
Best Western Frontier Inn	Clinton	IA	12	107
Holiday Inn Express	Clinton	IA	12	67
Ramada Inn	Clinton	IA	13	62
Timber Motel	Clinton	IA	13	28
Parkview Motel	Morrison	IL	13	24
Oak Tree Inn	Clinton	IA	15	123
Super 8	Rock Falls	IL	25	59
Country Inn & Suites by Carlson	Rock Falls	IL	25	80
Holiday Inn	Rock Falls	IL	25	117
Whiteside Motel	Rock Falls	IL	26	26
Super 8	De Witt	IA	26	40
Country Inn & Suites by Carlson	Stockton	IL	28	40
Comfort Inn & Suites	Le Claire	IA	29	54
Super 8	Le Claire	IA	29	32
Holiday Inn Express	Le Claire	IA	29	66
Brandywine Hotel and Suites	Dixon	IL	29	89
Longhollow Point	Galena	IL	31	60
Comfort Inn	Maquoketa	IA	31	64
Super 8	Maquoketa	IA	31	48
Quality Inn & Suites	Eldridge	IA	32	62
Country Inn & Suites by Carlson	Freeport	IL	32	66
Super 8	Dixon	IL	33	40
Comfort Inn	Dixon	IL	33	48
Quality Inn & Suites	Dixon	IL	33	52
Hampton Inn & Suites	Davenport	IA	34	103
Staybridge Suites	Davenport	IA	34	80
Holiday Inn Express	Freeport	IL	34	67
Hampton Inn	Freeport	IL	34	72
Baymont Inn & Suites	Freeport	IL	34	63
Sleep Inn & Suites	Davenport	IA	35	55

**Table 3.9-9  
Hotels and motels near Thomson, Illinois (continued)**

<b>Hotel</b>	<b>City</b>	<b>State</b>	<b>Miles from Thomson, IL</b>	<b>Number of rooms</b>
Best Western Quiet House & Suites	Galena	IL	35	42
Country Inn & Suites by Carlson	Galena	IL	35	75
DeSoto House Hotel	Galena	IL	35	55
Grant Hills Motel	Galena	IL	35	34
Ramada	Galena	IL	35	72
Super 8	Geneseo	IL	36	39
Super 8	Davenport	IA	36	61
Super 8	Moline	IL	36	60
Motel 6	Davenport	IA	36	98
Hampton Inn	Davenport	IA	44	103
Staybridge Suites	Davenport	IA	44	80
Sleep Inn & Suites	Davenport	IA	44	55
Days Inn	Davenport	IA	45	64
La Quinta Inn	Davenport	IA	45	129
Courtyard Marriott	Bettendorf	IA	46	108
Clarion Hotel	Davenport	IA	46	288
Baymont Inn & Suites	Davenport	IA	46	102
Holiday Inn Hotel & Suites	Bettendorf	IA	48	150
Radisson Hotel	Moline	IL	49	163
Timmerman's Hotel	East Dubuque	IL	55	74
Holiday Inn	Dubuque	IA	57	193
Days Inn	Dubuque	IA	57	161
Hilton Garden Inn	Dubuque	IA	58	116
Super 8	Dubuque	IA	59	61
Fairfield Inn	Dubuque	IA	60	56
Hampton Inn	Dubuque	IA	60	97
Motel 6	Dubuque	IA	59	61
Comfort Inn	Dubuque	IA	60	52
Comfort Inns & Suites	Dubuque	IA	60	69
<b>Total</b>				<b>5,110</b>

Sources:

Orbitz.com 2009; Kayak.com 2009; Hotels.com 2009; Travelocity.com 2009; Google.com 2009; Bing.com 2009; Galena/Jo Daviess County CVB 2009; Carroll County Illinois 2009.

### 3.9.1.4 Quality of Life

**Law enforcement.** Law enforcement in the ROI is provided by state, county, and municipal law enforcement officers, as well as other agencies such as state departments of commerce and natural resources, parks departments, airport authorities, and universities and colleges. The states of Illinois, Iowa, and Wisconsin have about 5,100 full-time state police law enforcement officers, with about 850 additional officers from other state agencies (DOJ FBI 2009). ROI county law

enforcement data are provided in Table 3.9-10. The ROI has about 630 county law enforcement officers.<sup>3</sup>

Carroll County, in which TCC is located, has 9 county officers. There are also six municipal police departments within the county with a total of 16 law enforcement personnel (DOJ FBI 2009).

**Fire protection.** The ROI has 220 fire departments with a total of 297 fire stations and more than 7,300 firefighters. Most of the fire departments (92 percent) are volunteer or mostly volunteer with about 6,400 firefighters. The remaining are career or mostly career departments with about 960 firefighters (Fire Departments Network 2009). Carroll County fire departments would be the nearest responders to a fire emergency at TCC; however, there are currently no Memorandums of Understanding in place to service the center. The county has 6 volunteer fire departments with 7 fire stations and almost 200 firefighters. The Thomson Fire Protection District fire department is

**Table 3.9-10**  
**ROI full-time law enforcement personnel by county**

Metropolitan/Nonmetropolitan Counties	County	Total law enforcement employees	Total officers	Total civilians
<b>Illinois</b>	Bureau	37	20	17
	Carroll	25	9	16
	Henry	73	23	50
	Jo Daviess	38	20	18
	Lee	40	22	18
	Mercer	29	12	17
	Ogle	73	30	43
	Rock Island	158	63	95
	Stark	13	5	8
	Stephenson	81	29	52
	Whiteside	55	24	31
	Winnebago	401	117	284
<b>Iowa</b>	Cedar	35	10	25
	Clinton	42	24	18
	Dubuque	83	71	12
	Jackson	14	8	6
	Jones	24	10	14
	Muscatine	65	22	43
	Scott	165	43	122
<b>Wisconsin</b>	Grant	47	25	22
	Green	56	34	22
	Lafayette	27	15	12
<b>ROI Total</b>		<b>1,581</b>	<b>636</b>	<b>945</b>

Source: DOJ FBI 2009

<sup>3</sup>Law enforcement officers are defined as persons who ordinarily carry a firearm and a badge, have full arrest powers, and are paid from governmental funds set aside specifically to pay for sworn law enforcement. Civilian employees include full-time agency personnel such as clerks, radio dispatchers, meter attendants, stenographers, jailers, correctional officers, and mechanics (DOJ FBI 2009).



about 1 mile from the correctional center. Illinois also has a Mutual Aid Box Alarm System (MABAS), which is part of a tristate fire and emergency response system. Thomson fire department is a member of MABAS Division 29.

**Medical.** There are 17 hospitals in the ROI with a total of more than 2,300 beds (ahd.com 2009). Hospital services include emergency facilities, trauma centers, urgent medical care, burn centers, inpatient care, wound care, oncology services, cardiology services, and surgical facilities (Table 3.9-11).

The nearest trauma facility to TCC is Mercy Medical Center in Clinton, Iowa, about 15 miles south of the facility. Emergency medical helicopter transport is available from MedForce in Bettendorf, Iowa. A secondary emergency medical transport helicopter is available through the University of Iowa AirCare. AirCare regularly collaborates with nearly 100 emergency medical services, fire, and law enforcement agencies throughout Iowa and the ROI. The response time to TCC is approximately 20 minutes.

**Table 3.9-11  
Hospitals in the ROI**

Hospital and location	Beds	Miles from Thomson, IL	Type of facility	Clinical services
Mercy Medical Center – Clinton, Clinton, IA	255	15	Short - term acute care	Cardiovascular services, emergency department, neurosciences, oncology services, radiology/nuclear medicine/imaging, physical therapy, hemodialysis, home health, hospice, inpatient surgery, obstetrics, psychiatric, rehabilitation, skilled nursing, intensive care unit
Morrison Community Hospital, Morrison, IL	63	20	Critical access	Cardiology, emergency room, surgery, physical therapy, occupational therapy, medicine, pulmonology, urology, radiology
Genesis Medical Center, DeWitt, IA	13	30	Critical access	Emergency room, cardiology, neurology, oncology, orthopedic surgery, physical therapy, pulmonology, surgery, urology, women's services
CGH Medical Center, Sterling, IL	92	31	Short-term acute care	Cardiovascular services; emergency department; neurosciences; oncology services; orthopedic services; radiology/nuclear medicine/imaging; wound care; hemodialysis; home health; inpatient surgery; lithotripsy; obstetrics; intensive care unit
Midwest Medical Center, Galena, IL	25	39	Critical access	Cardiology, emergency room, neurology, orthopedic surgery, pulmonology, surgery, urology, physical therapy, diagnostic imaging, laboratory services
Genesis Medical Center, Illini Campus, Silvis, IL	269	40	Critical access	Cardiology, neurology, orthopedic surgery, pulmonology, surgery, urology

**Table 3.9-11  
Hospitals in the ROI (continued)**

<b>Hospital and location</b>	<b>Beds</b>	<b>Miles from Thomson, IL</b>	<b>Type of facility</b>	<b>Clinical services</b>
Trinity Regional Health System - Terrace Park Campus, Bettendorf, IA	69	41	Short-term acute care	Cardiovascular services, emergency department, neurosciences, orthopedic services, radiology/nuclear medicine/imaging, physical therapy, wound care, burn center, hemodialysis, inpatient surgery, obstetrics, intensive care unit
FHN Memorial Hospital, Freeport, IL	158	44	Short-term acute care	Cardiovascular services, emergency department, neurosciences, chemotherapy, orthopedic services, radiology/nuclear medicine/imaging, physical therapy, hemodialysis, hospice, inpatient surgery, lithotripsy, obstetrics, intensive care unit
Trinity Regional Health System - 7th Street Campus, Moline, IL	38	47	Short-term acute care	Emergency room; surgical services; recovery care center; cancer center; cardiac rehab; diagnostic and women's imaging services; wound care center; sleeping disorders lab; Heartaware early detection center; diabetes center; bariatrics; birthplace unit
Katherine Shaw Bethea Hospital, Dixon, IL	80	47	Short-term acute care	Cardiovascular services, emergency department, neurosciences, orthopedic services, radiology/nuclear medicine/imaging, home health, hospice, inpatient surgery, obstetrics, intensive care unit
Genesis Medical Center, Davenport, IA	414	47	Short-term acute care	Cardiovascular services, emergency department, neurosciences, oncology, orthopedic, radiology/nuclear medicine/imaging, physical therapy, wound care, hemodialysis, inpatient surgery, obstetrics, intensive care unit, neonatal intensive care
Jackson County Regional Health Center, Maquoketa, IA	43	47	Critical access	Cardiology, emergency room, intensive care unit, neurology, obstetrics, orthopedic surgery, pulmonology, radiology/nuclear medicine/imaging, surgery, urology
Select Specialty Hospital - Quad Cities, Davenport, IA	50	50	Long-term acute care	Cardiology, medicine, orthopedics, pulmonology, surgery, wound care, neurology, post-trauma, infectious disease
Hammond-Henry Hospital, Geneseo, IL	50	53	Critical access	Cardiology, medicine, neurology, orthopedic surgery, pulmonology, surgery, urology

**Table 3.9-11  
Hospitals in the ROI (continued)**

<b>Hospital and location</b>	<b>Beds</b>	<b>Miles from Thomson, IL</b>	<b>Type of facility</b>	<b>Clinical services</b>
Trinity Regional Health System - West Campus, Rock Island, IL	358	54	Short-term acute care	Cardiovascular services, emergency department, neurosciences, oncology services, orthopedic services, radiology/nuclear medicine/imaging, physical therapy, wound care, hemodialysis, inpatient surgery, obstetrics, rehabilitation, coronary intensive care, intensive care unit, neonatal intensive care
Mercy Medical Center – Dubuque, Dubuque, IA	263	60	Short-term acute care	Cardiovascular services, emergency department, neurosciences, orthopedic services, radiology/nuclear medicine/imaging, physical therapy, hemodialysis, home health, inpatient surgery, lithotripsy, obstetrics, psychiatric, rehabilitation, intensive care unit
The Finley Hospital, Dubuque, IA	131	60	Short-term acute care	Cardiovascular services, emergency department, neurosciences, oncology services, orthopedic services, radiology/nuclear medicine/imaging, physical therapy, wound care, hemodialysis, home health, inpatient surgery, obstetrics, rehabilitation, intensive care unit
<b>Total beds</b>	<b>2,371</b>			

Source: ahd.com 2009.

The nearest burn center is at Trinity Regional Health System–Terrace Park Campus in Bettendorf, Iowa, about 40 miles south of Thomson.

A variety of emergency transport services are available within the local Thomson area. Fulton Ambulance Service in Fulton, Illinois, is about 9 miles south of TCC. Savanna Ambulance services in Savanna, Illinois, is approximately 13 miles north of Thomson. Mount Carroll Ambulance Service is in Mount Carroll, Illinois, about 15 miles northeast of Thomson. Andover Ambulance Service in Andover, Iowa, is approximately 20 miles west of Thomson.

**Schools.** The ROI has 165 public school districts with more than 210,000 students enrolled in 608 schools (NCES 2009a). The median student-to-teacher ratio in the ROI public schools is 14.4 pupils to 1 teacher, which is lower than the national average of 15.3 pupils to 1 teacher (NCES 2009a,b). There are also 100 private schools in the ROI with a total student enrollment of about 24,600. The private school student-to-teacher ratio is 12.8 to 1, which is lower than the national average for private schools of 13.0 to 1 (NCES 2009a,b). No primary or secondary schools are on or adjacent to TCC.

The economic recession has also affected the school systems. The population of several counties in the ROI has declined in the last several years (see Table 3.9-5) lowering school enrollment, creating excess capacity, and reducing the tax revenue base for the school districts. For example, in Carroll County, the Village of Thomson did not receive the influx of new students anticipated when TCC opened (the prison was built but never became operational), so its school was closed

and the student population was consolidated with other Carroll County school districts (Village of Thomson 2009).

**Support services, shopping, and recreation.** The ROI has an array of the typical shopping, service, and recreational facilities.

### **3.9.1.5 Environmental Justice**

On February 11, 1994, President Clinton issued EO 12898, *Federal Actions to Address Environmental Justice in Minority and Low-Income Populations*. The EO is designed to focus the attention of federal agencies on the human health and environmental conditions in minority communities and low-income communities. Environmental justice analyses are performed to identify the disproportionate placement of high and adverse environmental or health effects from proposed federal actions on minority or low-income populations, and to identify alternatives that could mitigate these effects.

Minority populations are identified as Black or African American, American Indian and Alaska Native, Asian, Native Hawaiian and other Pacific Islander, persons of two or more races, and persons of Hispanic origin. Minority populations should be identified where either the minority population of the affected area exceeds 50 percent or the minority population percentage of the affected area is meaningfully greater than the minority population percentage in the general population or other appropriate unit of geographic analysis (CEQ 1997). As of 2008, 92 percent of the ROI population was white and 8 percent was of a minority population. The ROI had a lower percentage of minority populations compared to the United States, which had 20 percent minority populations (U.S. Census Bureau 2009a). The minority population of the ROI does not exceed 50 percent, nor is it greater than the minority population percentage of the general population.

Poverty thresholds established by the U.S. Census Bureau are used to identify low-income populations (CEQ 1997). Poverty status is reported as the number of persons or families with income below a defined threshold level. Eleven percent of ROI residents were classified as living in poverty as of 2007, lower than the national poverty rate of 13 percent (U.S. Census Bureau 2009a).

### **3.9.1.6 Protection of Children**

EO 13045, *Protection of Children from Environmental Health and Safety Risks*, requires federal agencies, to the extent permitted by law and mission, to identify and assess environmental health and safety risks that might disproportionately affect children.

There are no residences, schools, churches, or parks on or adjacent to TCC.

## **3.9.2 Environmental Consequences**

### **3.9.2.1 Proposed Action**

#### **3.9.2.1.1 Economic Environment**

**IMPLAN model.** A projection of economic effects on the ROI from the Proposed Action was developed using the Impact Analysis for Planning Model (IMPLAN). IMPLAN is a regional economic input-output model that was originally developed by the U.S. Forest Service for natural resource planning, but later updated and adapted by many other government agencies and private-

sector analysts for use in economic impact analysis. IMPLAN has been in use since 1979 and has evolved from a mainframe non-interactive application to a menu-driven microcomputer program that is completely interactive. IMPLAN federal government clients include U.S. Army Corps of Engineers, Bureau of Economic Analysis, Bureau of Land Management, U.S. Department of Energy, Federal Emergency Management Agency, Mineral Management Service, National Marine Fisheries Service, National Park Service, Natural Resources Conservation Service, USEPA, USFWS, and U.S. Forest Service (MIG 2009).

IMPLAN is derived by using local data combined with national input-output accounts. The model uses 2008 data obtained from the Department of Commerce, Bureau of Labor Statistics, and other federal and state agencies. IMPLAN uses trade flow characteristics to trace economic changes in a regional economy arising from changes in the level of activity in one or more identified sectors. County-level data are used to adjust the national income accounts to fit the trade flow characteristics of the sub-national ROI for the study. IMPLAN estimates economic changes for the defined ROI and quantifies changes to economic indicators, including output, employment, and labor income. Output represents the value of industry production (i.e., business sales dollars). Employment is the total number of jobs (full- and part-time) and is separated into direct and indirect jobs. Direct jobs are those hired directly to do the subject work. Indirect jobs are those created from increased business activities associated with the subject work (business-to-business transactions) or from changes in household spending (consumer spending by the workforce), also called induced jobs. Labor income is all forms of employment income, including employee compensation (wages and benefits) and proprietor income (MIG 2009).

Table 3.9-12 lists the input data for the IMPLAN model. The data were provided by the Bureau. The Bureau would ultimately employ about 900 people at TCC: 350 would be current Bureau employees transferred to TCC, and the other 550 jobs would be eligible to be filled by qualified persons already residing in the ROI. The Bureau's staff would be phased in over years 1 and 2, with full staff in year 3. Renovation would occur in the first year. The U.S. General Services Administration per diem was used for the visitor lodging and meals expenditures, and trips were assumed to be 3-day, 2-night stays.

**Table 3.9-12**  
**Bureau estimated staffing and expenditures for the Proposed Action**

	Year 1	Year 2	Year 3
Bureau total staff <sup>a</sup>	150	750	900
Bureau renovation expenditures	\$15,000,000	0	0
Bureau annual operating expenditures	\$37,000,000	\$112,000,000	\$122,000,000
Bureau estimated annual outside visitors <sup>b</sup>	0	50	100

Sources: Meyers, personal communication, 2009; Executive Office of the President, Council of Economic Advisers 2009.

Notes:

<sup>a</sup> Numbers are rounded.

<sup>b</sup> Bureau outside visitors would be family, friends, attorneys, and journalists.

**Economic effects.** Short- and long-term minor beneficial economic effects would be expected from implementing the Proposed Action. Tables 3.9-13 through 3.9-15 present the IMPLAN results for each year by activity (e.g., renovation, operation, visitors), and Table 3.9-16 summarizes the total effects for each year. The IMPLAN model estimates the total multiplier effect on the ROI economy from renovation expenditures and operations employment associated with the Proposed Action. Each year represents the total employment and expenditures that would occur in that year.

**Table 3.9-13  
IMPLAN output: Year 1**

	Renovation	Operation	Visitors	Total
Direct Employment	105	150	0	255
Indirect Employment	82	46	0	128
Total Employment	187	196	0	383
Total Labor Income	\$8,870,240	\$3,179,736	\$0	\$12,049,976
Total Output	\$24,573,504	\$10,304,704	\$0	\$34,878,208

**Table 3.9-14  
IMPLAN output: Year 2**

	Operation	Visitors	Total
Direct Employment	750	0.3	750
Indirect Employment	231	0.2	231
Total Employment	981	0.5	981
Total Labor Income	\$15,898,688	\$15,942	\$15,914,630
Total Output	\$51,523,456	\$53,438	\$51,576,894

**Table 3.9-15  
IMPLAN output: Year 3**

	Operation	Visitors	Total
Direct Employment	900	0.6	901
Indirect Employment	277	0.4	278
Total Employment	1,177	1	1,179
Total Labor Income	\$ 19,078,464	\$31,885	\$19,110,349
Total Output	\$ 61,828,224	\$106,877	\$61,935,101

**Table 3.9-16  
IMPLAN output: Summary**

	Year 1	Year 2	Year 3
Direct Employment	255	750	901
Indirect Employment	128	231	278
Total Employment	383	981	1,179
Total Labor Income	\$12,049,976	\$15,914,630	\$19,110,349
Total Output	\$34,878,208	\$51,576,894	\$61,935,101

Short-term minor beneficial effects would be expected from renovation in year 1 (Table 3.9-13). The economic benefits of renovation would be temporary and diminish as the renovation projects reach completion at the end of the first year. Bureau renovation activities are estimated to employ more than 100 direct workers and generate about 80 indirect jobs in associated industry sectors. The indirect jobs would be mostly in the food services, wholesale and retail trade, and professional services sectors. The total estimated employment from renovation is about 190 jobs. Renovation would also generate about \$8.8 million in labor income and about \$24.5 million in output (i.e., business sales).

Long-term minor beneficial economic effects would be expected from the operation of TCC. The Bureau would ramp up operations at the TCC facility in the first year and bring in about 150 Bureau personnel. As shown in Table 3.9-13, the 150 Bureau direct jobs would generate an additional 46 indirect and induced jobs in ROI, with labor income of about \$3 million and business sales output of about \$10 million. In year 2 (Table 3.9-14), the Bureau would bring on 750 more direct hires. About 550 of these direct jobs could be filled by qualified ROI residents, and an additional 230 indirect and induced jobs would be generated for the regional labor force. Bureau operations would generate about \$15 million in labor income and \$51 million in business sales (Table 3.9-14). By year 3 (Table 3.9-15), Bureau functions at TCC would be fully staffed at about 900 employees. In total, about 350 of the direct jobs would be Bureau personnel transferred to the region and about 550 jobs would be available for qualified persons in the ROI. About 275 indirect jobs would be created and expected to be filled by people residing in the ROI. Most of the indirect jobs generated would be in the trade and professional services sectors. Bureau operation of TCC would generate about \$19 million in labor income and \$61 million in business sales in year 3 (Table 3.9-15).

Visitors to the TCC facility would also generate minor additional economic activity in the region. When the Bureau would be fully staffed and has achieved maximum occupancy of TCC in year 3, it would expect about 100 visitors a year. This activity would create additional jobs and sales in the travel-related sectors (e.g., hotels, eating establishments, automobile rentals, air travel).

Table 3.9-16 summarizes the total economic effects by year. If and when the proposed Bureau activities at TCC would become fully operational, they would be expected to generate more than 1,100 total jobs, about \$19 million in labor income, and about \$61 million in business sales output for the ROI. The increase in employment would be modest relative to the size of the ROI's labor force of about 700,000 (see Table 3.9-2). Given the high unemployment rates, the Proposed Action would provide much-needed jobs for the region.

### 3.9.2.1.2 Demographics

No adverse effects on population would be expected from implementing the Proposed Action. The Proposed Action would increase the ROI population by about 865 people. This total includes the Bureau personnel who would relocate to the ROI and an estimated number of dependents.<sup>4</sup> The total represents a minor increase of 0.07 percent over the ROI 2008 population of almost 1.3 million (see Table 3.9-5). Growth is largely beneficial to an economy. The ability of the ROI to accommodate this population growth would depend on many factors, including the degree to which local infrastructure—including roads, environmental management systems, and public services—is able to meet the demand of the additional population. Considering the minor percentage increase in population growth (0.07 percent), and considering that 15 of the 22 counties in the ROI declined in population from 2000 to 2008 by about 13,400 people (see Section 3.9.1.2), the infrastructure to support the increase in population should be available, though more jobs could be needed to meet demand (see following discussion in Section 3.9.2.1.4).

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<sup>4</sup> From data provided by the Bureau, 350 personnel would be relocated to the ROI and could bring their dependents with them. Based on the U.S. Census Bureau's current population data for 2008, 67 percent of households are family households. Assuming each employee represents one household, there would be about 235 family households ( $350 * 0.67 = 234.5$ ) and the remaining 116 households would be non-family and assumed to live alone. Per the U.S. Census data, the average family household size is 3.2, for a total of about 750 persons ( $3.2 * 235 = 752$ ). Adding the family household population to the non-family households equates to a total population of 866 ( $750 + 116 = 866$ ) (Meyers, personal communication, 2009; U.S. Census Bureau 2009b).

### 3.9.2.1.3 Housing

Short-term minor adverse effects from potential lodging shortages and long-term beneficial effects on the housing and lodging markets would be expected. About 350 Bureau personnel would be relocated to the ROI. There are about 19,000 vacant housing units for sale or rent in the ROI (see Table 3.9-7). Assuming each of the employees represents one household, and assuming that within the housing stock there are housing units of suitable age, condition, and size to accommodate their families, the amount of available housing should be sufficient to accommodate these personnel. The influx of personnel would increase the demand for housing units, which would have beneficial effects on a housing market that has been negatively affected by the recession and mortgage crisis.

The 350 Bureau transferred personnel would likely need temporary housing when first moving to the area before settling into a rental or purchased unit. Table 3.9-9 lists a total of 68 hotels with 5,110 rooms within the 60-mile ROI; within 30 miles of Thomson, Illinois, there are 25 hotels with 1,512 rooms. In addition to the personnel, the Bureau estimates about 100 annual visitors to the federal penitentiary. (Bureau outside visitors would include family, friends, attorneys, and journalists). Considering also the current use of the hotels by those visiting or traveling through the ROI, the demand for hotels could create a shortage of hotel rooms in the short term, forcing personnel, visitors, or travelers to stay farther from their destination. Over the long term, the market would respond to the demand by increasing the supply of hotel rooms in the region, which would have beneficial effects on the accommodation and food services industry by increasing industry sales and employment. The Bureau personnel would be phased in over a 2-year period, which would help to disperse the demand over that period. Over time, the ROI economy would respond to the new demand by increasing the supply of lodging facilities.

The Bureau personnel reassigned to the proposed facility at TCC would be provided with transferring employees' PCS travel benefits in accordance with 41 CFR Parts 300–304 (Federal Travel Regulations), the Department of Justice travel regulation supplement, and the Bureau travel regulation supplement. The Bureau Relocation Services Section staff would assist all Bureau transferring employees with the transition to the new duty station using these regulations. The Relocation Services staff would provide counseling on PCS travel benefits, provide travel authorizations, prepare and process vouchers, and coordinate household goods shipments and temporary storage (Ulrich, personal communication, 2009).

### 3.9.2.1.4 Quality of Life

The following paragraphs identify the anticipated effects for each of the key components of quality of life. In the short term, the incoming population would increase demand for quality-of-life services. Growth is largely beneficial to an economy; however, labor and material shortages could result if expansion occurred too rapidly or if increases in investment lagged behind employment and population growth. Over time, the ROI economy would respond to the new demands by increasing the labor force and supply of goods and services.

- *Law enforcement, fire protection, and medical services.* Long-term minor beneficial effects would be expected. Long-term beneficial effects would result from new jobs created to meet this demand and the demand for public services in general due to the total population increase. Although the projected population increase from the Proposed Action is small relative to the total ROI population, there would be a minor increase in demand on public services. There would be a need for additional law enforcement, fire protection, and medical services. Over time, public support services could adapt to the demands of the increased



population base. The population influx and job creation would generate new income and personal spending, increasing tax revenues for public services. Expansion of law enforcement, firefighting, and medical services (i.e., increasing staff or acquiring new facilities or equipment) would allow these departments to maintain adequate service levels and emergency response times.

With an estimated increase in ROI population of about 865, and using a rate of 2.7 law enforcement personnel per 1,000 inhabitants, an estimated additional 2 law enforcement employees would be needed to serve the new ROI population.<sup>5</sup> Using a rate of 7 firefighters per 1,000 inhabitants, an additional 6 firefighters would be needed to serve the new ROI population.<sup>6</sup>

The increased in population would also create additional demand for medical services. A minor amount of additional medical service capacity in the ROI would be needed, such as additional hospital beds, physicians, and nurses. With an estimated increase in local population of about 865, and using the national rate of 2.7 community hospital beds per 1,000 persons, an estimated additional 2 community hospital beds could be needed in the ROI. Using the national rate of 2.7 active physicians per 1,000 population, about 2 more physicians could be needed; using the national rate of about 8 nurses per 1,000 population, about 7 more nurses could be needed (NCHS 2009).<sup>7</sup>

The Bureau would establish Memorandums of Understanding with the local police, fire, hospitals, medical helicopter transport, and ambulance services to provide emergency response to TCC. Bureau inmates in need of medical treatment would be transported and treated by the providers with which Bureau has a Memorandum of Understanding. The Proposed Action would not affect the legislative jurisdictions of the municipal, county, or state police and fire departments in the ROI.

The ROI offers a full range of medical care facilities that would be available to the incoming Bureau personnel, such as trauma centers, burn centers, wound care, and oncology services (see Table 3.9-11).

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<sup>5</sup> The rate of law enforcement personnel per 1,000 inhabitants is based on annual data reported to the Department of Justice–Federal Bureau of Investigations’ Uniform Crime Report program. The rate is based on data reported to the Uniform Crime Report program by law enforcement agencies throughout the United States; it does not reflect a recommended rate or some defined law enforcement standard and should be viewed only as a guide (DOJ–FBI 2009). The rate reported for the Midwestern Division of the United States was used for this EA analysis.

<sup>6</sup> The rate of firefighters per 1,000 inhabitants is from the National Fire Protection Association’s *U.S. Fire Department Profile through 2008*. The rate is based on data reported to the National Fire Protection Association by fire departments throughout the United States; it does not reflect a recommended rate or some defined fire protection standard (NFPA 2009). The national rate of volunteer firefighters per 1,000 inhabitants was used for this EA because most of the fire departments in the ROI are volunteer departments.

<sup>7</sup> The rate of hospital beds, physicians, and nurses per 1,000 population is based on national data from the U.S. Department of Health and Human Services, National Center for Health Statistics, reported in *Health, United States, 2008* (NCHS 2009). These rates are national averages used for projection purposes in this study, and they do not reflect a recommended rate or some defined standard.

- *Schools.* No adverse effects on schools would be expected from implementing the Proposed Action. The Proposed Action would increase the number of school-age children in the ROI. It is estimated that the Bureau personnel who would relocate to the area and could bring spouses and dependents with them would have about 290 school-age children.<sup>8</sup> This number equates to a 0.1 percent increase in the ROI public school student population of about 210,000. (See schools discussion in Section 3.9.1.4.) Some of the families might also enroll their children in area private schools. It is not expected that schools in the ROI would be overburdened by the incoming student population. Some school districts are operating with excess capacity or have closed schools due to declining population. (See schools discussion in Section 3.9.1.4.) The increased population base would provide additional tax revenue to support public schools.
- *Support services, shopping, and recreation.* Long-term minor beneficial effects would be expected. The incoming population would increase demand for shopping, recreation, and service facilities in ROI. Over the long term, the incoming population would stimulate job growth and the development of new service, trade, and recreation facilities in the ROI.

### **3.9.2.1.5 Environmental Justice**

No effects would be expected. The Proposed Action would not create disproportionately high or adverse human health or environmental effects on minority or low-income populations in the ROI. The proposed renovation and operations activities at TCC are not actions that would have the potential to substantially affect human health or the environment by excluding persons, denying persons benefits, or subjecting persons to discrimination because of their race, color, national origin, or income level. The ROI populations would benefit from the creation of new jobs associated with implementation of this action.

### **3.9.2.1.6 Protection of Children**

No effects on children would be expected from implementing the Proposed Action. There are no residences, schools, churches, or parks on or adjacent to TCC. All proposed renovation activities would occur within the fenced grounds. The facility would be operated as a maximum-security penitentiary.

### **3.9.2.2 No Action Alternative**

No effects on the economic or sociological environment would be expected. The changes in population and economic activity that would occur under the Proposed Action would not occur under the No Action Alternative.

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<sup>8</sup> From data provided by the Bureau, 350 personnel would be relocated to the ROI and could bring their dependents with them. Based on the U.S. Census Bureau's current population data for 2008, 67 percent of households are family households. Assuming each employee represents one household, there would be about 235 family households ( $350 * 0.67 = 234.5$ ). The average number of children under 18 per family is 1.86, for a total of 436 children ( $1.86 * 234.5 = 436$ ). Per the U.S. Census data, about two-thirds of the children would be of school age, for a total of 288 school-age children ( $0.66 * 436 = 288$ ) (Meyers, personal communication, 2009; U.S. Census Bureau 2009b,c).

### 3.10 TRANSPORTATION

#### 3.10.1 Affected Environment

Traffic in Thomson is generated primarily by personal operating vehicles. The roadways are predominately paved, two-lane asphalt roads. Regional access to Thomson is provided by Route 84 from the north and south, and Routes 30 and 64 from the east and west. Interstate 88 travels east to west between Chicago and Davenport, approximately 18 miles south of Thomson. Travelers would approach and access TCC most efficiently via Route 84 and One Mile Road once entering the area. The existing facility has direct access to One Mile Road. Annual average daily traffic (AADT) on One Mile Road and Route 84 near the TCC is 50 and 4,600 vehicles per day (vpd) respectively (IDOT, 2007). These roadways are not congested, and they operate well under capacity.

TCC is one-half mile east of the Mississippi River and is directly adjacent to an active north-south rail spur. The Quad City International Airport is located in Moline, Illinois, 40 miles south of Thomson. There is no public transportation in Thomson.

#### 3.10.2 Environmental Consequences

##### 3.10.2.1 Proposed Action

Short- and long-term minor adverse effects on transportation resources would be expected. The effects would be due to minor changes in localized traffic patterns from the additional personnel and visitors at TCC. Access to TCC would be limited to the two existing vehicle entry control points on One Mile Road. This would result in effects that are more noticeable on streets near the site than on any of the regional roadways. Traffic in the immediate vicinity of TCC would increase, with the highest number of vehicle trips occurring during peak traffic periods. Staff would work on a three-shift basis, facilitating operations 24 hours a day, 7 days a week. The estimated morning and evening peak-period traffic volumes that would be generated from the facility are shown in Table 3.10-1. This small increase in traffic would not affect the capacity of any of the nearby roadway segments or intersections. Some temporary queuing could occur at the entry control points and at nearby intersections during shift changes. Vehicles from the facility, and on adjacent roadways, would be both lower in number and less likely to interfere with one another during other periods. These effects would be minor.

**Table 3.10-1**  
**Estimated peak traffic from the Proposed Action**

Thomson Correctional Center	Peak Traffic (vph)	
	A.M.	P.M.
Entering	249	58
Exiting	129	149

Source: ITE 2003.

Note: vph = vehicles per hour.

##### 3.10.2.2 No Action Alternative

Selecting the No Action Alternative would result in no impact on transportation

## **3.11 UTILITIES**

### **3.11.1 Affected Environment**

TCC is served by multiple utilities, including potable water, sanitary sewer, electricity, natural gas, communications, and solid waste disposal. Storm water is managed on-site. Details on each utility are provided below.

#### **3.11.1.1 Potable Water Supply**

Water for domestic use and fire protection is acquired from an elevated, 750,000- gallon-per-day (gpd) water tank that was built by the Village of Thomson specifically for use by TCC. As of October 2009, approximately 56,200 gpd was used at TCC (Sitzmore, personnel communication, 2009). An additional 100,000-gpd water source is used by the Village of Thomson; however, if needed, water from the elevated water tank can be used. The water supply and distribution system is operated and maintained by the Village of Thomson (Ashby, personal communication, 2009). An intergovernmental agreement between the Village of Thomson and TCC permits TCC to use an average daily demand of 300,000 gallons of water (Village of Thomson 1999); however, most of this permitted capacity is unused.

#### **3.11.1.2 Wastewater System**

Wastewater is treated at the Thomson Municipal Wastewater Treatment Plant. The design average flow of the treatment plant is 800,000 gpd, however, the facility has been designed to accommodate future growth and demand. The treatment facility has piping in place to accept additional holding tanks if necessary. The daily demands for treatment from nearby industry and the Village of Thomson are 250,000 gpd and 100,000 gpd, respectively (Ashby, personal communication, 2009). An intergovernmental agreement between the Village of Thomson and TCC permits TCC approximately 300,000 gallons of water treatment capacity per day (Village of Thomson 1999); however, most of this permitted capacity is unused. The remaining available treatment capacity is approximately 150,000 gpd. The Village of Thomson operates and maintains the wastewater treatment plant.

#### **3.11.1.3 Energy Sources**

Jo Carroll Energy provides electrical and natural gas services. A medium-voltage substation serves TCC and the surrounding area (USACE 2009a). In the event of a power outage, an emergency generator with a rating of 2,000 kW, 2500 kVA, at 0.8 power factor, 480Y/277 volts, 60 Hz at 1,800 rpm is available to supply power to the entire facility. Fuel for the emergency generator is supplied by an 8,000-gallon aboveground diesel fuel tank (Sitzmore, personnel communication, 2010).

#### **3.11.1.4 Communications**

Gallatin River Communications (doing business as CenturyLink) provides communications service to the Village of Thomson, including fiber optic cable, voice, data, and cable television services (Sitzmore, personnel communication, 2009; USACE 2009a).

### **3.11.1.5 Solid Waste**

Solid waste at TCC is collected and disposed of by a private waste removal vendor. Operational refuse such as paper, plastics, dietary remains, and other trash is placed into dumpsters. When full, the dumpsters are unloaded into a compactor, which is removed by the vendor on a call-in basis. Another dumpster that supports the minimum security area is picked up daily by the vendor. The waste is then hauled to Prairie Hill Landfill in Morrison, Illinois, for disposal (Sitzmore, personnel communication, 2010).

### **3.11.1.6 Storm Water**

Storm water at TCC is directed to on-site storm water detention areas around the perimeter of the facility. The detention areas drain rapidly because of the soil conditions (Sitzmore, personnel communication, 2010).

## **3.11.2 Environmental Consequences**

### **3.11.2.1 Proposed Action**

No measurable adverse effects on utility systems would be expected. The utilities that were installed for the existing facility would be used and utility systems and utility providers would be expected to have adequate capacity to meet utility demands; therefore, negligible effects on utility systems would be expected from implementing the Proposed Action.

The population of the facility would be approximately 2,900 people, including staff and inmates. The staff would rotate through three shifts per day. Using average Bureau water usage data and wastewater design flow rates, the operation of TCC would create the following approximate demands on local utility systems. The typical water usage for an inmate is approximately 125 gpd (Bureau 2009), and the amount used by staff would be approximately 25 gpd (NCAC 2006). When inmate and staff usage is combined, the demand on potable water would be approximately 272,500 gpd. The remaining available water capacity from the 750,000-gpd water tank would be approximately 477,500 gallons. An intergovernmental agreement for the purchase of water would need to be negotiated with the Village of Thomson.

Using the same facility population and usage data, the demand on wastewater that might be generated could be approximately 272,500 gpd. Although this amount would be expected to be less than the typical water usage, it is used to represent a possible worst-case scenario of wastewater generation. As mentioned in Section 3.12.1, local industry and the Village of Thomson's approximate daily demand for treatment is 350,000 gpd and the design average flow of the treatment plant is 800,000 gpd. The remaining capacity of the wastewater treatment plant is 177,500 gpd. An intergovernmental agreement for the purchase of sewer service would need to be negotiated with the Village of Thomson. No effects on electrical and natural gas systems would be expected. Since only minor interior modifications to TCC are proposed no significant debris would be generated; therefore, impacts to regional landfill capacities would not be expected.

### **3.11.2.2 No Action Alternative**

No effect on utilities would result from implementing the No Action Alternative. No additional demand on utility systems would be created.

## **3.12 HAZARDOUS AND TOXIC SUBSTANCES**

### **3.12.1 Affected Environment**

Support facilities at TCC where hazardous materials or waste might be used or generated include a vehicle maintenance garage, a medical facility, and emergency power sources. The vehicle maintenance garage is used for minor vehicle maintenance such as oil changes, tire rotation, and vehicle detailing. A triple-basin oil/water separator collects waste water from the floor drains in the garage areas. The separator was periodically inspected by TCC personnel prior to closure of the facility. There are no underground storage tanks on the premises; however, three aboveground storage tanks were used for an emergency generator and motor vehicle fueling. Since TCC was constructed in 2001, there have been no known environmental concerns associated with asbestos or lead-based paint. Medical waste generated at TCC was held in a hazardous waste container that was picked up every 8 weeks and taken to the Stericycle St. Paul, Minnesota, facility for treatment. The waste was autoclaved and then sent to a landfill. The Acting Chief Engineer at TCC was not aware of any environmental issues at the facility (Sitzmore, personnel communication, 2009). An IEPA violation letter issued to TCC in 2002 indicated that approximately 625 gallons of ethylene glycol was released into the sanitary sewer and eventually passed through the Village of Thomson's wastewater treatment plant (IEPA 2002). The release was caused by a TCC contractor and did not directly affect TCC soils.

As part of the proposed acquisition, a Phase I Environmental Site Assessment (ESA) was completed to determine the environmental condition of the TCC property. During the investigation no significant environmental issues were reported from historic or existing uses of the property.

### **3.12.2 Environmental Consequences**

#### **3.12.2.1 Proposed Action**

Short- and long-term negligible adverse effects related to hazardous materials, toxic substances, and petroleum constituents would be expected from implementing the Proposed Action. In the short term, modifications might involve the use of equipment, which might result in minor spills from engines and equipment operation. Implementing BMPs during modifications would ensure that any leaks or spills would be negligible. The presence of lead-based paint or asbestos-containing materials would be unlikely because the facility was constructed in 2001. Over the long term, there would be an increased use of materials such as petroleum, oils, lubricants, solvents, and paints from the motor pool and operation and maintenance activities. Operations that use hazardous materials and petroleum products would be conducted in compliance with all local, state, and federal regulations, and thus no measureable adverse impacts would be expected.

#### **3.12.2.2 No Action Alternative**

No effect on hazardous and toxic substances would result from implementing the No Action Alternative.

## **3.13 CUMULATIVE EFFECTS SUMMARY**

The CEQ defines *cumulative effects* as the “impacts on the environment which result from the incremental impact of the action when added to other past, present, and reasonably foreseeable future action regardless of what agency (federal or nonfederal) or person undertakes such other

actions” (40 CFR 1508.7). Cumulative effects reasonably expected to result if the Proposed Action is implemented as described in this EA are discussed below.

**Air quality.** The State of Illinois takes into account the effects of all past, present, and reasonably foreseeable emissions during the development of its State implementation Plan under the Clean Air Act. The state accounts for all significant stationary, area, and mobile emission sources in the development of this plan. The activities associated with the Proposed Action would be *de minimis* and would not be regionally significant. Therefore, the Proposed Action would not contribute appreciably to cumulative effects on air quality within the ROI.

**Socioeconomics.** Beneficial cumulative socioeconomic effects would be expected. In addition to this Proposed Action, a number of other economic development projects occurring in the region would have short- and long-term beneficial effects on the regional economy by increasing employment, income, and business sales volume. The projects include infrastructure improvements (water, sewer, roads, and bridges); industrial development; recreational development; and commercial and residential development.

**Traffic and transportation.** The Proposed Action would introduce long-term incremental increases in traffic in the area. There are no planned or reasonably foreseeable actions that, when added to the effect of the Proposed Action, would substantially change local road use or traffic patterns. These changes would have negligible cumulative effects in the vicinity of TCC

### **3.14 MITIGATION SUMMARY**

Mitigation actions are used to reduce, avoid, or compensate for adverse effects. The EA does not identify the need for any mitigation measures, and it asserts that mitigation measures would not be required to reduce the level of effect under NEPA to less than significant. Although the level of effects would be minor for some resources, the following BMPs could be implemented with the Proposed Action to reduce these already-limited effects:

- Preparation of a storm water pollution prevention plan or an equivalent document
- Conduct of storm water inspections and, when necessary, removal of accumulated sediment at regularly scheduled intervals

Notably, the acquisition and operation of the facility would be accomplished in full compliance with current Illinois regulatory requirements.

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## **SECTION 4.0 CONCLUSIONS**

### **4.1 ENVIRONMENTAL EFFECTS**

This EA has been prepared to evaluate the potential environmental impacts of the acquisition and activation of the Thomson Correctional Center (TCC), Thomson, Illinois. Environmental resources evaluated in the EA include land use, visual and aesthetic resources, air quality, noise, soils, water resources, biological resources, cultural resources, socioeconomics, transportation, utilities, and hazardous and toxic substances. The EA has examined the Proposed Action and the No Action Alternative. The following provides a summary of the expected environmental effects and the conclusions of the EA.

#### ***Land Use***

*Proposed Action.* No effects would be expected.

*No Action Alternative.* No effects would be expected.

#### ***Visual and Aesthetic Resources***

*Proposed Action.* No effects would be expected.

*No Action Alternative.* No effects would be expected.

#### ***Air Quality***

*Proposed Action.* Short- and long-term negligible adverse effects on air quality would be expected. The effects would be from air emissions during minor renovations and from new vehicle trips from staff and visitors at TCC. The increases in emissions would be *de minimis* (of minimal importance) and not regionally significant, and they would not contribute to a violation of any federal, state, or local air regulation.

*No Action Alternative.* No effects would be expected.

#### ***Noise***

*Proposed Action.* Short- and long-term negligible adverse effects on the noise environment would be expected. The noise would not exceed the standards determined by federal, state, or local regulations. No construction and only minor renovations/modifications would take place, and no increase in noise from these sources is anticipated. Operation of the proposed activities at TCC would not generate disruptive noise levels at the adjacent residences. Long-term changes in traffic would not constitute a perceptible change in the noise environment. These effects would be negligible.

*No Action Alternative.* No effects would be expected.

### **Soils**

*Proposed Action.* No effects would be expected.

*No Action Alternative.* No effects would be expected.

### **Water Resources**

*Proposed Action.* Negligible effects on surface water would be expected from implementing the Proposed Action. The Proposed Action would be expected to raise the total population at TCC and increase the demand for public water services (drinking water supply and waste water treatment); however, the existing storage and treatment capacity exceeds the expected increase in demand. The Proposed Action would not contribute pollutants identified on the section 303(d) list as causing impairment.

*No Action Alternative.* No effects would be expected.

### **Biological Resources**

*Proposed Action.* No effects would be expected.

*No Action Alternative.* No effects would be expected.

### **Cultural Resources**

*Proposed Action.* No effects would be expected.

*No Action Alternative.* No effects would be expected.

### **Socioeconomics**

*Proposed Action.* Short- and long-term minor beneficial effects on the economic environment within the region of influence would be expected. Short-term minor beneficial effects would be expected from renovation activities at TCC. Long-term minor beneficial economic effects would be expected from activation and operation of TCC as Administrative USP Thomson.

No adverse effects on population would be expected.

Short-term minor adverse effects from potential lodging shortages and long-term beneficial effects on the housing and lodging markets would be expected.

Long-term minor beneficial effects would be expected on law enforcement, fire protection, and medical services. No adverse effects on schools would be expected. Short-term minor adverse and long-term minor beneficial effects would be expected on support services, shopping, and recreation.

No effects would be expected with respect to environmental justice or protection of children.

*No Action Alternative.* No effects would be expected.

### ***Transportation***

*Proposed Action.* Short- and long-term minor adverse effects on transportation resources would be expected. The effects would be due to minor changes in localized traffic patterns from the additional personnel and visitors at TCC.

*No Action Alternative.* No effects would be expected.

### ***Utilities***

*Proposed Action.* No measurable adverse effects on utility systems would be expected.

*No Action Alternative.* No effects would be expected.

### ***Hazardous and Toxic Substances***

*Proposed Action.* Short- and long-term negligible adverse effects related to hazardous materials, toxic substances, and petroleum constituents would be expected from implementing the Proposed Action. In the short term, modifications might involve the use of equipment, which might result in minor spills from engines and equipment operation. Implementing BMPs during modifications would ensure that any leaks or spills would be negligible. Over the long term, there would be an increased use of materials such as petroleum, oils, lubricants, solvents, and paints from the motor pool and operation and maintenance activities.

*No Action Alternative.* No effects would be expected.

***Cumulative effects.*** Cumulative effects could occur with respect to air quality, socioeconomics, and traffic and transportation. None of the cumulative effects would be significant.

***Mitigation.*** The EA considered mitigation actions to reduce, avoid, or compensate for adverse effects. It did not identify the need for any mitigation measures.

## **4.2 RESULTS OF ANALYSIS**

Analyses in the EA show that implementation of the Proposed Action would not result in significant environmental or socioeconomic effects. Issuance of a Finding of No Significant Impact would be appropriate, and an Environmental Impact Statement would not be required prior to implementation of the Proposed Action.

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Mercer Carnegie Public Library  
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Mount Carroll Township Public Library  
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Princeton Public Library  
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Rock Island Public Library  
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**Appendix A**  
**Presidential Directive, December 15, 2009**

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THE WHITE HOUSE

Office of the Press Secretary

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For Immediate Release

December 15, 2009

December 15, 2009

MEMORANDUM FOR THE SECRETARY OF DEFENSE  
THE ATTORNEY GENERAL

SUBJECT: Directing Certain Actions with Respect to  
Acquisition and Use of Thomson Correctional  
Center to Facilitate Closure of Detention  
Facilities at Guantanamo Bay Naval Base

By the authority vested in me as President and as Commander in Chief of the Armed Forces of the United States by the Constitution and the laws of the United States of America, including the Authorization for Use of Military Force (Public Law 107-40, 115 Stat. 224), and in order to facilitate the closure of detention facilities at the Guantanamo Bay Naval Base, I hereby direct that the following actions be taken as expeditiously as possible with respect to the facility known as the Thomson Correctional Center (TCC) in Thomson, Illinois:

1. The Attorney General shall acquire and activate the TCC as a United States Penitentiary, which the Attorney General has determined would reduce the Bureau of Prisons' shortage of high security, maximum custody cell space and could be used for other appropriate inmate or detainee management purposes. The Attorney General shall also provide to the Department of Defense a sufficient portion of the TCC to serve as a detention facility to be operated by the Department of Defense in order to accommodate the relocation of detainees by the Secretary of Defense in accordance with paragraph 2 of this memorandum.
2. The Secretary of Defense, working in consultation with the Attorney General, shall prepare the TCC for secure housing of detainees currently held at the Guantanamo Bay Naval Base who have been or will be designated for relocation, and shall relocate such detainees to the TCC, consistent with laws related to Guantanamo detainees and the findings in, and interagency Review established by, Executive Order 13492 of January 22, 2009.

This memorandum is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity, by any party against the United States, its departments, agencies, or entities, its officers, employees, or agents, or any other person.

The Secretary of Defense is authorized and directed to publish this memorandum in the *Federal Register*.

BARACK OBAMA

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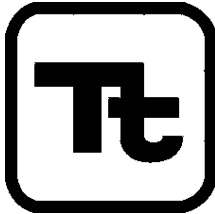


**Appendix B**  
**Agency Coordination Letters**

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*Note to Readers: the following agency scoping documents were circulated in support of an earlier version of the Proposed Action. Under that plan, the BOP would grant the Department of Defense (DoD) a permit to use up to three housing units at TCC to house individuals detained at Guantanamo Bay Naval Base, Cuba. DoD proposed constructing a number of additional facilities for TCC, including a new perimeter fence, four towers, a new warehouse, a motor pool, a new parking lot and several other buildings. The current Proposed Action does not include DoD construction since this facility is being acquired for the housing of federal inmates. However, the following letters and agency responses are provided in this EA because they reviewed a greater range of potential environmental impacts than currently considered under the Proposed Action.*

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**TETRA TECH, INC.**

10306 Eaton Pl., Suite 340  
Fairfax, VA 22030  
Telephone (703) 385-6000  
FAX (703) 385-6007

December 11, 2009

Mr. Tom Melius  
U.S. Fish and Wildlife Service  
One Federal Drive  
Fort Snelling, MN 55111-4056

Subject: Environmental Assessment (EA) for Thomson Correction Center (TCC), Thomson, Illinois

Dear Mr. Melius:

The Department of Justice, Bureau of Prisons (BOP) is preparing an EA to evaluate the impacts of acquiring and operating the TCC located approximately one mile northwest of the Village of Thomson, Illinois. The Illinois Department of Corrections built the prison in 2001 for 1,600 maximum- and 200 minimum-security inmates. The principal facilities consist of eight 200-bed housing units, a minimum-security unit for housing 200 inmates, administration functions, prisoner programs, prisoner support, and warehouse facilities. The facility currently houses approximately 200 minimum-security inmates; the maximum-security housing units have never been occupied.

Under the proposed action, the BOP would purchase TCC from the State of Illinois and relocate 1,800-2,000 inmates to TCC, to be operated as Administrative U.S. Penitentiary (USP) Thomson, from other federal facilities. The BOP would grant a permit to the Department of Defense (DoD) for use of three housing units for individuals currently detained at Guantanamo Bay Naval Base, Cuba by Joint Task Force Guantanamo (JTF-GTMO).

To operate Administrative USP Thomson, the BOP would transfer between 300 and 350 trained federal corrections officers and staff from other facilities. In addition, the BOP would hire 550 to 600 additional personnel from the local region and train them for correctional duties. Physical modifications to the facility for BOP use would be minimal.

Relocation of the JTF-GTMO facility would require the re-stationing of about 900 DoD personnel to Administrative USP Thomson. In order to accommodate personnel and mission requirements, DoD would erect some modular buildings, expand the existing parking area, add a helo-pad, erect a new perimeter fence and watchtowers, and add new entry control points. During the initial transition period, some portion of the DoD personnel would occupy two existing buildings at Rock Island Arsenal (RIA) until modular facilities could be put in place at Administrative USP Thomson. Also, to reduce the JTF-T footprint at Administrative USP Thomson, a cadre of 250 to 500 personnel could be assigned to spaces at RIA on a regular basis.

The proposed action provides for like-use of the area at TCC and involves minor construction and renovation as described above. The area within the project boundary consists entirely of mowed grass with some sparsely-placed shrubbery. Much of the facility is already fenced-in, overall represents poor quality wildlife habitat, and is not expected to be utilized by any state or federally-listed species. The land surrounding the TCC property is almost entirely agricultural. Any disturbance to wildlife in the surrounding area from construction activities would be minimal and limited to the term of construction

activities. The two buildings at RIA would involve interior modifications only and are entirely within the highly urbanized cantonment area. The proposed action is expected to have no effects on any state or federally listed species, migratory birds, or their habitats.

This correspondence is being sent as part of the agency scoping for the EA. For reference, location and site maps have been included with this correspondence. Please submit any comments you have on the proposed action via letter correspondence or agency stamp to this letter to my attention within 30 days of receipt of this letter. I will follow-up with you by phone next week to ensure that you have received this letter and to see if you have any fish and wildlife concerns of which we are not aware.

Please contact Dr, Neil D. Robison, U.S. Army Corps of Engineers, Mobile District at (251) 690-3018 or via email at Neil.d.robison@usace.army.mil. Thank you in advance for your assistance.

Very Respectfully,

A handwritten signature in black ink, appearing to read "Eric T. Dohner". The signature is fluid and cursive, with the first name "Eric" and last name "Dohner" clearly distinguishable.

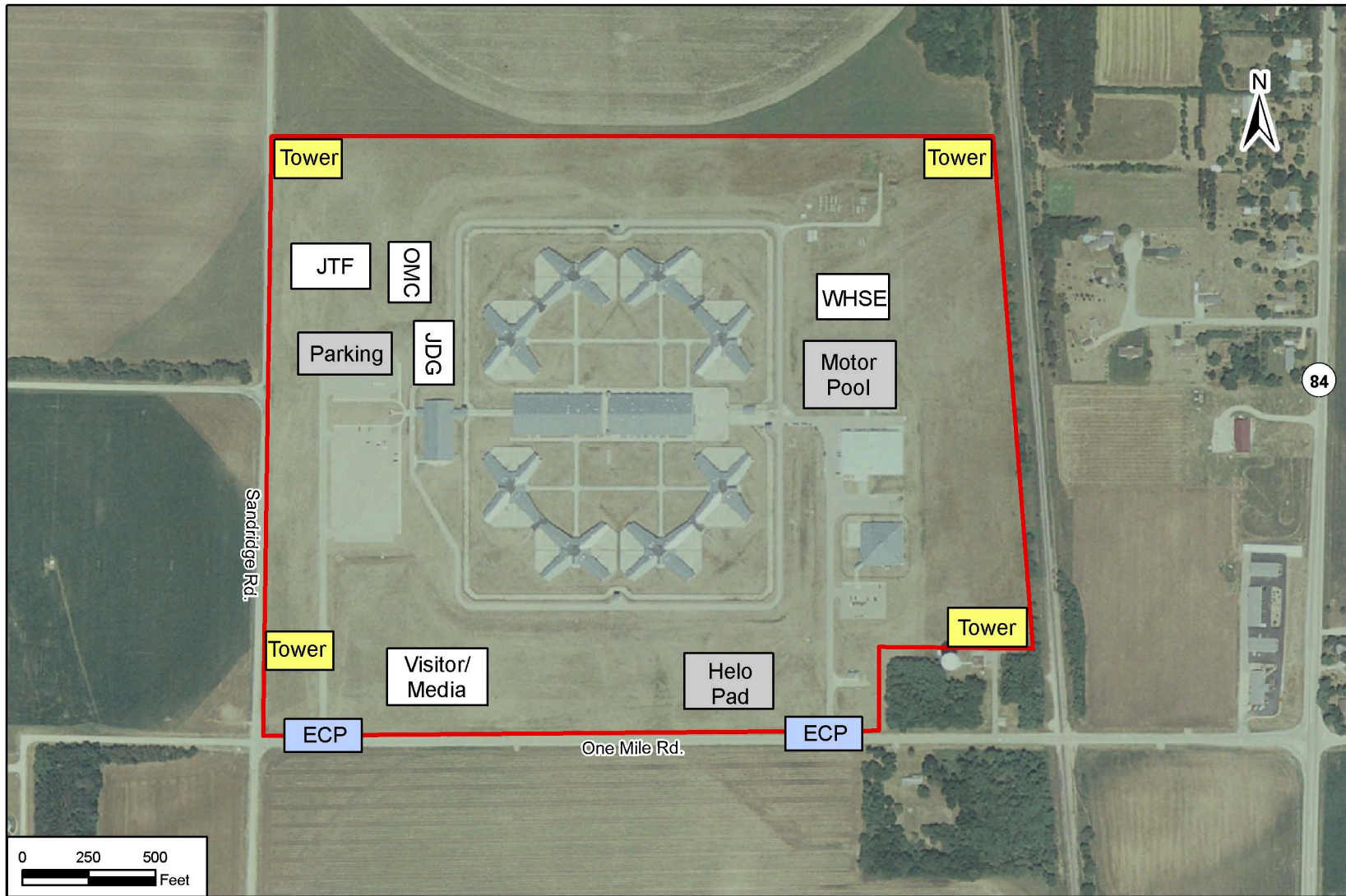
Eric T. Dohner, Director  
Tetra Tech, Inc.



- LEGEND**
- State Boundary
  - County Boundary
  - Interstate Highway
  - Urban Area
  - Surface Water

# General Location Map

Figure 1



**LEGEND**

- New Perimeter Fence
- Tower
- Modular Structure
- Paved Area
- Entry Control Point

## **General Site Plan for Administrative USP Thomson**

**Figure 2**

Preparer's Note: Because of AT/FP requirements, the lay-out for proposed facilities might have to be identified as "notional" pending DoD waivers.





## United States Department of the Interior



FISH AND WILDLIFE SERVICE  
Rock Island Field Office  
1511 47<sup>th</sup> Avenue  
Moline, Illinois 61265  
Phone: (309) 757-5800 Fax: (309) 757-5807

IN REPLY REFER  
TO:  
FWS/RIFO

January 13, 2010

Mr. Eric Dohner  
Tetra Tech, Inc.  
1960 Eagle Valley Drive  
Lawrenceville, Georgia 30043

Dear Mr. Dohner:


This is in response to your letter of December 11, 2009, requesting comments on the proposed acquisition and development of the Thomson Correction Center, near Thomson, Carroll County, Illinois.

We have reviewed the information provided and have no objection to the project as proposed. Should the project be modified, or new information indicate that listed species may be affected, consultation should be initiated.

Also, please note that the project lies within the vicinity of lands owned and managed by the Upper Mississippi National Wildlife and Fish Refuge (UMNW&FR). Mr. Ed Britton of the Savanna District of the UMNW&FR should be notified of commencement of work and included in environmental review correspondence.

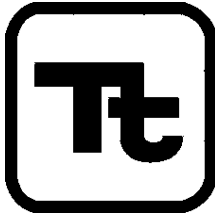
This letter provides comments under the authority of and in accordance with provisions of the Fish and Wildlife Coordination Act (48 Stat. 401, as amended; 16 U.S.C. 661 *et seq.*); and the Endangered Species Act of 1973 (87 Stat. 884, as amended; 16 U.S.C. 1531 *et seq.*).

If you have any questions regarding our comments, please contact Amber Address of my staff at (309) 757-5800, extension 222.

Sincerely,  
  
Richard C. Nelson  
Field Supervisor

cc: UMNW&FR (Britton)

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**TETRA TECH, INC.**

10306 Eaton Pl., Suite 340  
Fairfax, VA 22030  
Telephone (703) 385-6000  
FAX (703) 385-6007

December 11, 2009

Mr. Pat Gleason  
Illinois Historic Preservation Agency  
Old State Capitol  
Springfield, Illinois 62701

Subject: Environmental Assessment (EA) for Thomson Correction Center (TCC), Thomson, Illinois

Dear Mr. Gleason:

The Department of Justice, Bureau of Prisons (BOP) is preparing an EA to evaluate the impacts of acquiring and operating the TCC located approximately one mile northwest of the Village of Thomson, Illinois. The Illinois Department of Corrections built the prison in 2001 for 1,600 maximum- and 200 minimum-security inmates. The principal facilities consist of eight 200-bed housing units, a minimum-security unit for housing 200 inmates, administration functions, prisoner programs, prisoner support, and warehouse facilities. The facility currently houses approximately 200 minimum-security inmates; the maximum-security housing units have never been occupied.

Under the proposed action, the BOP would purchase TCC from the State of Illinois and relocate 1,800-2,000 inmates to TCC, to be operated as Administrative U.S. Penitentiary (USP) Thomson, from other federal facilities. The BOP would grant a permit to the Department of Defense (DoD) for use of three housing units for individuals currently detained at Guantanamo Bay Naval Base, Cuba by Joint Task Force Guantanamo (JTF-GTMO).

To operate Administrative USP Thomson, the BOP would transfer between 300 and 350 trained federal corrections officers and staff from other facilities. In addition, the BOP would hire 550 to 600 additional personnel from the local region and train them for correctional duties. Physical modifications to the facility for BOP use would be minimal.

Relocation of the JTF-GTMO facility would require the re-stationing of about 900 DoD personnel to Administrative USP Thomson. In order to accommodate personnel and mission requirements, DoD would erect some modular buildings, expand the existing parking area, add a helo-pad, erect a new perimeter fence and watchtowers, and add new entry control points. All of these construction activities would occur within the current footprint of the TCC on lands that were extensively disturbed when the State of Illinois constructed the existing prison complex and its supporting structures. As TCC is surrounded by actively used farmland containing no standing structures, visual impacts to significant architectural resources would not occur. It is therefore recommended that the proposed construction activities at the TCC will have no impact on properties on or eligible for the National Register of Historic Places.

During the initial transition period, some portion of the DoD personnel would occupy two existing buildings at Rock Island Arsenal (RIA) until modular facilities could be put in place at Administrative USP Thomson. Also, to reduce the JTF-T footprint at Administrative USP Thomson, a cadre of 250 to 500 personnel could be assigned to spaces at RIA on a regular basis.

Work at RIA will be limited to interior modifications to two buildings—66 and 250. Both buildings have been evaluated for National Register of Historic Places (NRHP) eligibility. Building 250 was determined not to be eligible. Building 66, a former warehouse, is NRHP eligible. RIA currently has a Memorandum of Agreement with your office regarding exterior modifications of NRHP properties (replacement of windows and new roofing). For this proposed action, all renovation work for Building 66 will be limited to interior modifications and no exterior building fabric elements that contribute to its NRHP eligibility will be affected. Therefore, no effects to RIA NRHP-eligible architectural resources are anticipated.

This correspondence is being sent as part of the agency scoping for the EA. For reference, location and site maps have been included with this correspondence. Please submit any comments you have on the proposed action via letter correspondence or agency stamp to my attention within 30 days of receipt of this letter. Please contact Dr, Neil D. Robison, U.S. Army Corps of Engineers, Mobile District at (251) 690-3018 or via email at Neil.d.robison@usace.army.mil. Thank you in advance for your assistance.

Very Respectfully,

A handwritten signature in purple ink, appearing to read "Kristin J. Shields".

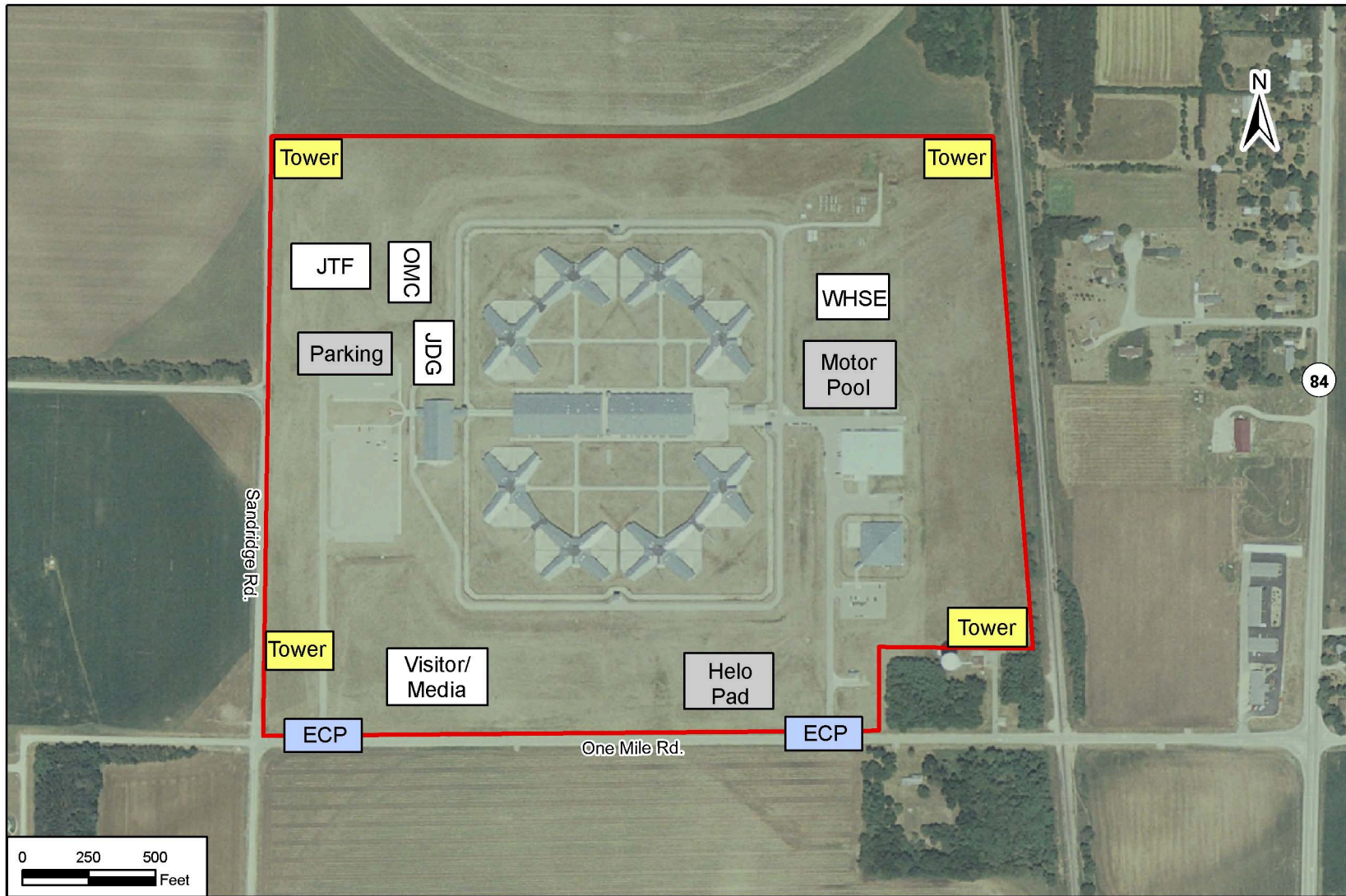
Kristin J. Shields, Director  
Tetra Tech, Inc.



- LEGEND**
- State Boundary
  - County Boundary
  - Interstate Highway
  - Urban Area
  - Surface Water

# General Location Map

Figure 1



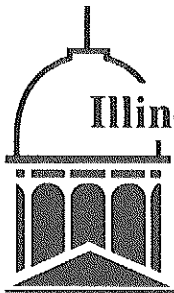
**LEGEND**

- New Perimeter Fence
- Tower
- Modular Structure
- Paved Area
- Entry Control Point

## **General Site Plan for Administrative USP Thomson**

**Figure 2**

Preparer's Note: Because of AT/FP requirements, the lay-out for proposed facilities might have to be identified as "notional" pending DoD waivers.



Illinois Historic  
Preservation Agency

FAX (217) 782-8161

1 Old State Capitol Plaza • Springfield, Illinois 62701-1512 • [www.illinois-history.gov](http://www.illinois-history.gov)

Carroll County  
Thomson

Acquisition and Operation of Thomson Correctional Center  
1100 One Mile Road  
IHPA Log #017121409

December 24, 2009

Kristin Shields, Director  
Tetra Tech, Inc.  
10306 Eaton Pl., Suite 340  
Fairfax, VA 22030

Dear Ms. Shields:

We have reviewed the documentation submitted for the referenced project(s) in accordance with 36 CFR Part 800.4. Based upon the information provided, no historic properties are affected. We, therefore, have no objection to the undertaking proceeding as planned.

Please retain this letter in your files as evidence of compliance with section 106 of the National Historic Preservation Act of 1966, as amended. This clearance remains in effect for two years from date of issuance. It does not pertain to any discovery during construction, nor is it a clearance for purposes of the Illinois Human Skeletal Remains Protection Act (20 ILCS 3440).

If you have any further questions, please contact me at 217/785-5027.

Sincerely,

Anne E. Haaker  
Deputy State Historic  
Preservation Officer

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## **ACRONYMS AND ABBREVIATIONS**

AADT	Annual average daily traffic
A.M.	ante meridiem (i.e. before noon)
BMPs	best management practices
BOP	[Federal] Bureau of Prisons
CEQ	Council on Environmental Quality
CFR	<i>Code of Federal Regulations</i>
dba	A-weighted decibels
EA	Environmental Assessment
EO	Executive Order
FNSI	Finding of No Significant Impact
gpd	gallons per day
HUC	Hydrologic Unit Code
Hz	hertz
IEPA	Illinois Environmental Protection Agency
IMPLAN	Impact Analysis for Planning Model
ITE	Institute of Transportation Engineers
kVA	kilovolt-amperes
kW	kilowatt
MABAS	Mutual Aid Box Alarm System
NAAQS	National Ambient Air Quality Standards
NEPA	National Environmental Policy Act of 1969
NOA	Notice of Availability
NRHP	National Register of Historic Places
PCPI	per capita personal income
P.M.	post meridiem (i.e. after noon)
PM <sub>10</sub>	particulate matter less than 10 microns in diameter
PM <sub>2.5</sub>	particulate matter less than 2.5 microns in diameter
ROI	region of influence
sf	square feet
SHPO	State Historic Preservation Office
TCC	Thomson Correctional Center
U.S.C.	United States Code

USDA	United States Department of Agriculture
USEPA	U.S. Environmental Protection Agency
USGS	U.S. Geological Survey
USP	United States Penitentiary
UST	underground storage tank
vpd	vehicles per day