

**STOCKBRIDGE**

**SEWER SERVICE AREA PLAN**

Prepared by the  
East Central Wisconsin Regional Planning Commission

in cooperation with the

State of Wisconsin  
Department of Natural Resources

*WDNR Certification Date: April 4, 2001*

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## **ABSTRACT**

**Title:** STOCKBRIDGE SEWER SERVICE AREA PLAN UPDATE

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*This plan updates and supersedes the 1985 Stockbridge Sewer Service Area plan which is an element of the Water Quality Management Plan, Wolf River Watershed, Wisconsin. The plan was prepared by the East Central Wisconsin Regional Planning Commission and was certified by the Wisconsin Department of Natural Resources on April 4<sup>th</sup>, 2001 as part of the State of Wisconsin Water Quality Management Plan. It provides population and land use projections and delineates future growth areas for the Stockbridge Sewer Service Area. Also identified are environmentally sensitive areas which should not be developed. This plan contains policy recommendations encourage cost-effective and environmentally sound development patterns.*



## **TABLE OF CONTENTS**

CHAPTER 1 - INTRODUCTION	1
CHAPTER 2 – BACKGROUND	3
CHAPTER 3 - STOCKBRIDGE SEWER SERVICE AREA PLAN	9
CHAPTER 4 - SEWER SERVICE AREA PLANNING PROCESS	29
CHAPTER 5 - SEWER SERVICE AREA AMENDMENT PROCESS	41

## **APPENDICES**

APPENDIX A – PUBLIC PARTICIPATION / APPROVAL DOCUMENTS	47
APPENDIX B - GOALS , OBJECTIVES AND POLICIES	63

## **EXHIBITS**

EXHIBIT 1 - STOCKBRIDGE SEWER SERVICE AREA MAP	7
EXHIBIT 2 - STOCKBRIDGE SSA POPULATION TRENDS, ESTIMATES & PROJECTIONS - 1970 TO 2020	16
EXHIBIT 3 – STOCKBRIDGE SSA PERSONS PER HOUSEHOLD TRENDS AND PROJECTIONS, 1970-2020	18
EXHIBIT 4 – STOCKBRIDGE SSA DWELLING UNIT TRENDS AND PROJECTIONS, 1970-2020	18
EXHIBIT 5 – VILLAGE OF STOCKBRIDGE BUILDING PERMIT DATA, 1990 TO 1998	18
EXHIBIT 6 – UPDATED STOCKBRIDGE SSA ACREAGE	19
EXHIBIT 7 – ENVIRONMENTALLY SENSITIVE AREA STANDARDS	31



## CHAPTER 1 - INTRODUCTION

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This report represents the first update of the Stockbridge Sewer Service Area plan, a formal element of the State of Wisconsin's Water Quality Management Plan, which for this area includes the Upper Fox River Basin Water Quality Management Plan (WDNR, 1996 [draft]). In the eighteen years that Sewer Service Areas have been in effect, they have had significant impacts on urban development. Both communities and land developers are now more aware of Sewer Service Areas and are using the plans and policies in planning of future growth.

### **PURPOSE**

This Stockbridge Sewer Service Area plan Update amends the 1985 Sewer Service Area plan. The update is part of a regularly scheduled re-evaluation of Sewer Service Area plans. Water quality plan elements, including Sewer Service Areas, are to be updated every five years as provided by Wisconsin Administrative Code NR 121.07(2)(a)1. However, this schedule is dependent upon available funds and priorities established within the WDNR, and those determined by the Commission.

Sewer Service Area plans serve as a basis for Department of Natural Resources (WDNR) approval of state and federal grants for the planning and construction of wastewater collection and treatment facilities. They also serve as a basis for WDNR approval of locally proposed sanitary sewer extensions and Department of Workforce Development (formerly Department of Industry, Labor and Human Relations, or DILHR) approval of private sewer laterals. In addition, environmentally sensitive areas identified in the service area plans serve as a guide for environmental permit decisions by federal and state agencies.

Sewer Service Area plans are intended to be an important planning and development guide for local communities. The updated plans:

- Identify wastewater treatment and collection needs for Sewer Service Areas through the year 2020.
- Forecast the amount and location of future urban development areas.
- Identify environmentally sensitive areas where development should be limited to protect water quality.
- Contain land use development forecasts and recommendations for implementing wastewater treatment and collection plans for individual Sewer Service Areas.
- Establish "holding tank" service areas for isolated and rural special uses.



### SEWER SERVICE AREA PLANNING AUTHORITY

The passage of the Federal Water Pollution Control Act Amendment (P.L. 92-500) in 1972 marked the beginning of a new approach to the planning, design and construction of municipal wastewater collection and treatment facilities. This law established Areawide Water Quality Management Planning under Section 208 and also the Facility Planning Grant Program under Section 201. The preparation of Sewer Service Area plans for major urban areas was a significant part of this planning process.

In recent years, the State of Wisconsin has embodied many of the federal areawide and facility planning requirements in the Wisconsin Administrative Code. These administrative rules set forth clear procedures and standards regarding the preparation of these plans and their implementation. Specific sections of the code directly pertaining to these activities are NR-121, concerning areawide waste treatment management planning; and NR-110, concerning facility planning and sanitary sewer extensions.

In June 1977, East Central completed initial Sewer Service Area plans for 23 communities within the Fox Valley area under contract with the Fox Valley Water Quality Planning Agency. These plans delineated Sewer Service Areas through the year 2000. The service area plans were adopted as part of the Point Source element of the Fox Valley Water Quality Management Plan in January, 1979. In 1985, the East Central Wisconsin Regional Planning Commission entered into a memorandum of understanding with the Wisconsin Department of Natural Resources to initiate Sewer Service Area planning for the non-designated portions of the East Central ten County region. This memorandum sets out the responsibilities and relationships among the parties relative to the planning, management and implementation of Sewer Service Area plans.

The contractual agreement provides that East Central will periodically review, revise and update the service area plans, and review proposed sewer extensions for conformance with the approved areawide water quality plan. As provided by Chapter NR121, the WDNR's role is to review and approve every Sewer Service Area plan and plan amendment taking into account water quality impacts and cost effectiveness. The WDNR and East Central Planning also reviews and approves plans for wastewater treatment facilities and sewer extensions based upon conformance with the areawide plan. The contract agreement outlines rather broadly the responsibilities of each of the agencies involved in managing Sewer Service Areas.

In order to address specific development proposals which impact Sewer Service Area plans on a day-to-day basis, East Central has adopted an "Amendment Policy and Procedure for Sewer Service Areas." The amendment policies and procedures, initially adopted in 1978, were revised in 1984, 1990, with additional amendments regarding the urban areas (Fox-Cities/Oshkosh/Fond Du Lac) in late 1996, early 1997, and during 2000. These policies and procedures established standards and criteria for amending Sewer Service Area boundaries and also describes the procedure for amending Sewer Service Area plans. The amendment policy (Chapter 5) provides a mechanism whereby communities can alter service area boundaries in response to changes in both the rate and direction of development.

The amendment process provides the flexibility for communities to adjust to short-term changes in development trends and thus provides a means of accommodating changing development trends between the five-year updates.

The Stockbridge Sewer Service Area plan was adopted by East Central's Regional Development Committee on January 8<sup>th</sup>, 2001 and by its full Commission on January 26<sup>th</sup>, 2001. The plan update was certified by the Wisconsin Department of Natural Resources and became effective on April 4<sup>th</sup>, 2001 (Appendix A).

## **GOALS, OBJECTIVES AND POLICIES**

In the ten-County region of the East Central Wisconsin Regional Planning Commission, Sewer Service Area plans are prepared within the context of the regional land use plan, New Directions for Growth and Development (ECWRPC, 1977). The process used for the 1977 land use plan established goals, objectives and policies formulated in response to citizens' desires and needs brought forth in East Central's public participation program. Appropriate goals, objectives and policies were referenced as the groundwork for the establishment of 104 urban service area plans and boundaries.

The initial goals, objectives and policies were re-evaluated and refined in 1985 and in 1990. with additional refinements regarding the urban areas (Fox-Cities/Oshkosh/Fond Du Lac) in late 1996, early 1997, and 2000. Two overall goals have been identified. The first goal and its related objectives and policies pertain to land use and urban development issues. The second goal addresses public facilities, specifically sanitary sewerage systems. Objectives and policies related to both goals point out the significant interrelationship between urban land use and sanitary sewerage planning and also provide a sound basis for determining a community's future development and sewerage system needs. The adopted goals, objectives and policies are listed in Appendix B.

## **WATER QUALITY MANAGEMENT AREAS**

The Stockbridge Sewer Service Area is within the "designated" area and located within the Lake Winnebago East subwatershed which is part of the Upper Fox River Basin. The Statewide Water Quality Management Plan identifies three designated (complex) water quality management planning areas within the State of Wisconsin with the remainder of the state identified as a "non-designated" area. Within the East Central region, the Fox Valley Designated Water Quality Management Area serves as the "designated" portion and comprises major portions of the four urban counties surrounding Lake Winnebago.

The 1,580 square mile area has been specially designated for water quality planning because of the concentration of industries and urbanization along the Fox River and Lake Winnebago. Within this "designated" area, 23 different Sewer Service Areas have been delineated and individual plans prepared.

The remainder of the region is identified as a non-designated water quality management area. To date, East Central has prepared six Sewer Service Area plan elements within the "non-designated" area and twenty Sewer Service Area plan elements within the "designated" area. The "non-designated" portion of the East Central region, as well as the remainder of the state, are further divided into major river basins. For each river basin the WDNR has prepared a water quality plan.

## **REPORT FORMAT**

This plan describes and delineates the Stockbridge Sewer Service Area. The plan was developed in accordance with state and federal guidelines and involved public input and review. This SSA Plan update was developed with input taken from public meetings of a joint committee called together by the Village of Stockbridge (Village Board and Sewer Utility Committee). Formal informational meetings and public hearings were also held as part of the process in conjunction with ECWRPC's Regional Development Committee. Summaries of Proceedings of these meetings are kept on file at the East Central offices. Appendix A contains information on the public meetings during the plan development and approval process. The following sections of the plan discuss the:

1. Stockbridge Sewer Service Area characteristics, projected growth and service area plan map (Exhibit 1)
2. Service area delineation and planning process; and
3. Service area amendment process.

Additional information describing the Sewer Service Area planning process and copies of supporting documentation (such as population and growth projection methodologies) is available at the Commission offices.



EXHIBIT 1 – Stockbridge SSA Map (see separate .pdf file)



## **CHAPTER 3 - STOCKBRIDGE SEWER SERVICE AREA**

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### **PLANNING AREA DESCRIPTION**

The Planning Area is defined partially by what was felt to be a crude approximation of the "ultimate service" area of the treatment plant based on capacity/serviceability, as well as delineating and including nearby clusters of development currently on on-site systems which may have long-term needs for sanitary sewer (more than 20 years).

The Stockbridge SSA Planning Area and Sewer Service Area are located in the west-central part of Calumet County along the USH 55 corridor adjacent to Lake Winnebago. The Planning Area boundary was updated during the planning process and includes the Village of Stockbridge as well as portions of the adjacent Town of Stockbridge. Encompassing 5.87 square miles, the updated Planning Area is located in T.18-19N.-R.18-19.E. and includes all of government lots 4 through 31, 79 through 91, and 122 through 134.

The only modifications to the Planning Area during this update was the addition of approximately 1.38 square miles to the northwestern portion of the Planning Area which includes the Calumet County Park property. This highly used public park, located along Lake Winnebago and the Niagara Escarpment, currently utilizes a system of pit toilets and holding tanks for its sanitary facilities. Discussions with the Park Director as well as the Village, indicated a potential need for sanitary sewer. Based on information obtained from the County (Appendix C), it was felt that it may be cost-effective to service portions of the park with sanitary sewer, but only if the Rockland Beach Road residential area, immediately to the south, was serviced in the near future.

### **LAND USE AND DEVELOPMENT**

A mixture of urban, agricultural, recreational and rural development is present in the planning area. The Village of Stockbridge is the core of denser urban development. With a 1999 estimated population of 645 persons, the Village of Stockbridge covers an area of approximately 2,113.6 acres, of which approximately 325 acres (15%) is developed. The predominant land use is single family residential homes with a downtown commercial area. The Village does not have an improved industrial park although several quasi-industrial uses are present along USH 55. The total estimated dwelling units for the Village of Stockbridge was 257 in 1990.

The Planning Area encompasses portions of the surrounding Town of Stockbridge which had a 1999 estimated total population of 1,415 persons. These areas are predominantly agricultural, woodlands, or pasture; however a significant amount of lakeshore residential development is present north and south of the Village boundaries.

Additional "rural residential" subdivisions are present in the northern portion of the Planning Area, and scattered rural and farmstead housing comprises the balance of the Planning Area. All of these areas are currently unsewered and serviced by private on-site systems (primarily conventional septic systems and holding tanks).

## **ENVIRONMENTAL CONDITIONS**

Environmentally sensitive lands within the planning area are generally associated with wetlands and with a number of streams passing through the area.

### Watersheds

As stated previously, the Stockbridge Sewer Service Area planning Boundary falls entirely within the Lake Winnebago East subwatershed (UF-02) of the Upper Fox River Basin with all drainage flowing directly into Lake Winnebago via existing ditches, wetland areas, and stream corridors. According to the draft Upper Fox River Basin Water Quality Management Plan (October, 1996), Lake Winnebago is an important year round recreational waterbody which experiences excessive weed growth during July and August which is likely associated with non-point source pollution (i.e., phosphorus from lawn fertilizers, etc.). The Lake Winnebago East Watershed was designated as a "Priority Watershed Project" by the Wisconsin Department of Natural Resources in 1986 in hopes of improving water quality within the watershed and Lake Winnebago.

Other named surface water features within the Stockbridge Planning Area are Mill Creek and Mud Creek. These two creeks are quite small and narrow in nature and receive drainage from a majority of the lands located below the Niagara Escarpment, a unique bluff-like geologic feature which surrounds the Planning Area. Mill Creek is four miles long and classified as a warm-water sport fishery Mud Creek is approximately three miles long and is classified as a warm-water forage fishery. Mud Creek also serves as the discharge point for the Village's wastewater treatment plant.

### Wetlands

A majority of the areas along the previously mentioned water bodies which are not developed have been designated as Environmentally Sensitive Areas (ESA's). Feeder streams and all WDNR mapped wetlands have also been designated. These wetlands, found throughout the planning area, are essential environmental features for providing wildlife habitat, scenic open spaces, flood water retention, and groundwater discharge areas. Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates. They also provide a buffer zone protecting shorelines and streambanks.

The Planning Area has several large tracts of wetlands most of which are associated with river or stream features. These wetlands are mainly “emergent wet meadow” (E1K) and “forested broad-leaved deciduous” (T3K) types while several other varieties, including “deciduous scrub/shrub” (S3K) exist. Approximately 107.9 acres of WDNR identified wetlands exist within the updated Planning Area Boundary.

The Village of Stockbridge currently has a shoreland/wetland ordinance in place which regulates activities within 300 feet of a navigable stream, and 1,000 feet from a lake, pond, or flowage. Areas which are annexed after the date of ordinance adoption must comply with the Calumet County shoreland/wetland ordinance regulations.

### Floodplains

Mapped FEMA Floodplains exist within various portions of the defined Planning Area. Areas susceptible to flooding are considered unsuitable for any type of development due to the potential health risks and property damage. As revised in 1984, the Flood Insurance Rate Map (FIRM) for the incorporated and unincorporated portions of Calumet County identify areas within the Village and Town of Stockbridge adjacent to Lake Winnebago, Mud Creek and Mill Creek, which are subject to flooding within the 100-year floodplain. A significant area of floodplain is located east of Lakeshore Drive, immediately north of the Village’s southern boundary. A majority of the floodplain areas within the Planning Area are currently undeveloped at this time. The remaining floodplain areas place moderate restrictions on the overall development of the Stockbridge SSA. The Village also has a Floodplain Zoning Ordinance which regulates activities within FEMA identified floodplains.

### Soils and Geology

Soils support the physical base for development within the Planning Area. Knowledge of the limitations and potential difficulties of soil types is important in evaluating land use proposals such as residential development, utility installation and other various projects. Some soils exhibit characteristics such as slumping, compaction, erosion, and high water tables which place limits on development. Severe soil limitations do not necessarily indicate areas cannot be developed, but rather indicate more extensive construction measures must be taken to prevent environmental and property damage. These construction techniques generally increase the costs of development and the utilities needed to service that development.

Most of the soils within the Stockbridge Planning Area are heavily clay laden and have are more poorly drained. Although this may reduce the potential for groundwater contamination, failing on-site waste disposal systems, abandoned and active landfills, agricultural practices, quarries, and other land uses have the potential to be a direct source of contamination of groundwater if not managed properly. Since all of the Village’s residents rely on a municipal water system for potable uses (drinking water, cooking, etc.) the threat of contamination of the groundwater is of less concern versus areas within the Town with private wells.

According to the Soil Survey of Calumet County, prepared by the USDA in 1973, two major soil associations are present within the Stockbridge SSA Planning Area:

- Kewaunee-Manawa-Poygan Association: This soil association encompasses about 90 percent of the Planning Area. This association consists of soils on undulating ground moraines made up of knolls, ridges, and plains that are dissected by drainageways and broad depressions. The soils are mostly nearly level to sloping, but along the sides of drainageways and on escarpments, they are steeper. These soils are well drained to poorly drained that have a dominantly clayey subsoils and substratum. They have good potential for cultivated crops but have severe limitations for use as septic tank absorption fields.
- Wasepi-Plainfield-Boyer Association: This soil association encompasses approximately 10 percent of the Planning Area is present along portions of Mill Creek and the Lake Winnebago shoreline, north of the Village boundary. This association consists of soils on moraines, terraces, and outwash plains that are dissected by large drainageways. The soils are mostly nearly level and gently sloping, but on side slopes of drainageways and on escarpments they are sloping and moderately steep. The major soils of this association have fair to poor potential for cultivated crops and management concerns include water and wind erosion. These soils have moderate to severe limitations for use as septic tank absorption fields

Additionally, based on this soils information, steep slopes are identified in several portions of the Planning Area; these areas are associated either with streambank areas, or lands along the base of the Niagara Escarpment in the far eastern portion or northern portion of the Planning Area.

### Groundwater

The groundwater resources of area are generally plentiful and of good quality. Groundwater resources within the Stockbridge area are linked directly to the surficial glacial deposits and underlying bedrock structure. The western edge of the Niagara Escarpment lies immediately east of the Village, but moves towards Lake Winnebago in areas north of the Village. Therefore the northern portions of the Planning Area has four distinct aquifers, while the middle and southern areas contain three. These aquifers can be generally described as follows:

- The Water Table Aquifer is present in all areas of the Planning Area and consists of glacial sediments deposited by several glacial advances that covered portions of Calumet County. The thickness of this aquifer is variable, being greatest in pre-glacial bedrock valleys and least over topographic highs in the bedrock surface. Sand and gravel seams may transmit adequate amounts of water for private well systems.

- The Niagara Aquifer is specific to the area underlying the Niagara Cuesta in the northern portion of the Planning Area near Calumet County Park and forms an important regional aquifer along the western side of Lake Michigan. The Niagara Aquifer is underlain by Mequoketa Shale which does not transmit water easily and, therefore, acts as a confining layer between the Niagara Aquifer and the much more expansive Sandstone Aquifer of Wisconsin. The Niagara Aquifer consists of water stored in cracks and fractures located randomly throughout the rock. Fractured rock aquifers are particularly susceptible to pollution. In such areas, human activities and land uses take place in close proximity to features that provide relatively direct point source input routes for aquifer recharge. Dissolved and suspended contaminants can be moved rapidly across the land and into the subsurface with little or nothing to inhibit them. Examples of affected water supply wells, springs, and surface water bodies are common in such geologic settings. The potential for groundwater contamination is classified as high throughout most of the Niagara Escarpment.
- The Platteville-Galena Aquifer is located below the Water Table Aquifer and Niagara Aquifer, and below the layer of Mequoketa Shale, within all portions of the Planning Area. This aquifer is comprised primarily of dolomite and acts as a leaky confining layer over the sandstone aquifer. It does not transmit water as readily as the underlying sandstone, but it is capable of supplying adequate amounts of water to private water systems due to secondary fractures. The Cambrian (St. Peter's) Sandstone Aquifer is the areas thickest and is the most important in the western portion of Calumet County. Of the four aquifers, the Cambrian Sandstone aquifer is the most widely used for sustained high capacity wells for municipal and industrial uses.

The vertical flow of groundwater is present in all areas of the Stockbridge Planning Area with the exception of those areas where Mequoketa Shale is present. The horizontal movement of groundwater is generally westward towards Lake Winnebago. Groundwater recharge areas consist of local wetland areas and pervious soils within an approximate 2-mile radius of the Village's well. Additionally, based on this soils information, areas of high groundwater (5 feet or less) are identified in numerous portions of the Planning Area. Most areas of high groundwater are located in the central portion of the Planning Area.

The Village of Stockbridge has prepared and adopted a Wellhead Protection Plan and Ordinance for its municipal well which inventories existing features that may potentially cause contamination and recommends specific actions to address these concerns. The wellhead protection plan encompasses an area within an approximate one mile radius of the municipal well.

Bedrock located near the surface is not present within the Village limits, but areas exist within the updated Planning Area and are limited to areas within Calumet County Park. These areas are associated with the face and crest of the Niagara Escarpment. The Niagara Escarpment is composed of highly fractured dolomitic limestone referred to as Silurian Dolomite or Niagara Limestone. High bedrock may not only hinder development due to the cost of rock excavation, but it also coincides with a lack of soil which can filter pollutants before they reach groundwater; thus, the potential for groundwater contamination in high or exposed bedrock areas can be extremely high.

## **EXISTING SEWERAGE TREATMENT AND COLLECTION SYSTEM**

The entire Village is serviced with sanitary sewer with the exception of 4 to 5 existing housing that currently serviced with on-site systems due to the high cost of, or inability to extend sewers at this time. These systems will be eliminated as growth and services are expanded. Should an on-site system fail in the future, the Village will address the extension of sewers based on its cost-effectiveness.

No public sewerage system is present within the Town at this time, therefore; residents rely on individual on-site wastewater treatment systems (conventional, mound, and holding tank). Calumet County currently has a ban on holding tank installations for new construction, however, they are allowed for use as replacement systems.

### Wastewater Treatment Plant

The Village of Stockbridge's wastewater treatment facility (WWTF) is located in the south central portion of the community, adjacent to Mud Creek. This facility was originally constructed in 1963 with a major upgrade occurring in 1979. The treatment plant uses an activated sludge treatment system to process raw sewerage. The treated effluent is discharged into a tributary of Mud Creek with sludge stored on-site and eventually spread on agricultural lands.

The plant was designed for a maximum average design flow of 60,000 gallons per day (.06 mgd). The designed loadings for biological oxygen demand (BOD) are 102 lbs./day and suspended solids (SS) loadings are designed for a 30 mg/l weekly – 20 mg/l monthly average.

In summary, the permit and design information for the plant is as follows:

- **WPDES Permit Number:** WI-0021393-6 (issued 10/20/99 – expires 9/30/2004)
- **Receiving water:** Mud Creek, Lake Winnebago East Watershed
- **Design Flow:** 0.06 mgd
- **Average Flow:** 0.54 mgd (1999 CMAR)
- **Design BOD (lb./day):** 102
- **Treatment Type:** Aerobic digestion
- **Sludge Treatment:** Agricultural land spreading

### Wastewater Collection System

The existing wastewater collection system for the Village is comprised of mainly eight-inch gravity sewers except for a short segment of 10 inch sewer which leads from two interceptors into the treatment plant. Five lift-stations are used throughout the collection system to transport waste to the treatment plant.

### System Performance and Planning Activities

According to the 1999 CMAR, the Village of Stockbridge WWTF has a total rating of 71 points (departmental recommendation range). A majority of these points (36) were due to the plant's age. As a result of the CMAR recommendations the Village has been active in preparing an updated Facilities Plan.

The Village has completed a draft update of their Facilities Plan under NR-110 (Robert E. Lee, August, 2000 - pending WDNR approval) which reviewed existing treatment and capacity issues as well as inflow and infiltration concerns. In order to meet current WDNR codes, improve hydraulic capacity and sludge handling capabilities, as well as improving groundwater protection, the Facilities Plan recommends that the Village undertake Phase I of Alternative 1 which includes the upgrade of equipment such as its raw wastewater pumping station, adding a new final clarifier and clarifier pumps. Additionally, the existing effluent diversion and storage pond will be abandoned under this phase. A second phase of improvements (scheduled for 2010) includes a complete upgrade of the existing wastewater treatment facility with aeration basin modifications and increased sludge storage.

A study completed by Robert E. Lee & Associates in 1998 provided recommendations and guidance to decrease the amount inflow and infiltration within the Village's sanitary sewer system. The Village has recently completed the repair of all manholes recommended for maintenance in the report. Additional improvements, as well as monitoring of inflow/infiltration condition, are planned in the future.

## **FORECAST GROWTH**

Based on East Central's population projection methodology, the Stockbridge Sewer Service Area is projected to have no, to minimal, growth in the future (Exhibit 2). According to East Central's population projection methodology, the total Sewer Service Area (Village) is projected to decrease by 25 people between 2000 and 2020 thus bringing the permanent population of 645 in 1999 to 626 persons in the year 2020.

**EXHIBIT 2**  
**Stockbridge SSA Population Trends, Estimates & Projections, 1990 to 2020**

Year	Town of Stockbridge		Village of Stockbridge		Calumet County	
	ECWRPC	U.S. Census/DOA	ECWRPC	U.S. Census/DOA	ECWRPC	U.S. Census/DOA
<u>Historic</u>	n.a.		n.a.		n.a.	
1970	n.a.	1,285	n.a.	582	n.a.	27,604
1980	n.a.	1,248	n.a.	567	n.a.	30,867
1990	n.a.	1,317	n.a.	579	n.a.	34,291
<u>Estimates</u>						
1991	n.a.	1,322	n.a.	578	n.a.	34,512
1992	n.a.	1,324	n.a.	580	n.a.	34,779
1993	n.a.	1,342	n.a.	579	n.a.	35,655
1994	n.a.	1,369	n.a.	594	n.a.	36,097
1995	n.a.	1,380	n.a.	597	n.a.	36,824
1996	n.a.	1,387	n.a.	611	n.a.	37,309
1997	n.a.	1,396	n.a.	619	n.a.	37,788
1998	n.a.	1,408	n.a.	633	n.a.	38,760
1999	n.a.	1,415	n.a.	645	n.a.	39,313
<u>Projections</u>						
2000	1,427	-	651	583	39,892	36,523
2005	1,398	1,329	643	578	40,538	37,114
2010	1,388	1,331	641	577	41,282	37,795
2015	1,366	1,327	636	574	42,007	38,459
2020	1,335	n.a.	626	n.a.	42,460	n.a.

Source: U. S. Census, , 1970, 1980, 1990; WI DOA, 1991-1999; ECWRPC, 2000.

The projected persons per household for the Stockbridge Planning Area is also expected to decline throughout the planning period. The Village's persons per household is projected to drop from 2.55 in 1995 to 2.27 in 2020. Exhibit 3 contains information on the historic and projected persons per household for the Town and Village of Stockbridge as well as Calumet County.

Exhibit 4 illustrates the projected increases in dwelling units for the Town and Village of Stockbridge, and Calumet County. Even with a decline in population, there is a projected increase in dwelling units. The Village's dwelling units are expected to increase from 255 to 276 during this time period due to the continuing decline in household size.

Due to the overall decline in population, and the amount of vacant acreage which currently exists in the SSA, there is no justifiable need for additional vacant lands within the existing SSA based on East Central's population projection method alone. Using the demographic information discussed above, and assuming all new residential development occurred at 2.5 units per acre, only 8.4 acres of land would be demanded to serve the future needs of residential development.

Adequate amounts of vacant acreage exist within the current SSA; however, due to concerns on the relative marketability of existing vacant infill parcels and land ownership patterns, the Village has relatively limited opportunities for future developments in a typical urban subdivision form if they should be proposed. Additionally, the Village's proximity to the Fox Cities and Fond du Lac urbanized areas (~20 miles to each), as well as recent building permit trends (Exhibit 5), indicate that an increase in population will likely occur rather than a decline as projected. The surrounding Town of Stockbridge had 66 total residential building permits issued in this same time period.

Given the amount of excess acreage contained in the existing SSA, East Central staff and Village officials focused on the shifting of small pieces of existing vacant acreage to areas which have priority for development, while limiting the actual amount of new allocation areas to accommodate new development. Approximately 178.9 total vacant acres were added to the SSA, while approximately 27.98 vacant acres were removed, giving a net increase of 150.92 acres of developable land. Of the total 411.08 developable acres contained in the updated SSA, only 95.9 acres exist within three different "growth allocation areas" that are configured to accommodate traditional subdivision development. The balance of the developable acreage consists mostly of vacant lands along road frontages.

The proposed Stockbridge Sewer Service Area now has a total of 747.47 acres of land, an increase of 388.47 acres from the 1985 plan (almost 200 acres of this was due to subsequent amendments approved prior to this update), and a 191.8 acre increase from the current plan. Within the updated SSA boundary 30.22 acres have been identified as environmentally sensitive areas and 2.12 acres are open water. Developed lands within the updated service area total 204.09 acres while 411.08 acres of vacant, developable lands are now available for sewer development. Exhibit 6 contains details of the acreages associated with the updated Sewer Service Area.



**EXHIBIT 3**  
**Persons per Household, 1970 to 2020**

<b>Year</b>	<b>Town of Stockbridge</b>	<b>Village of Stockbridge</b>	<b>Calumet County</b>
1970	4.02	3.83	3.73
1980	3.30	3.12	3.15
1990	3.01	2.69	2.89
2000	2.85	2.55	2.74
2005	2.76	2.47	2.65
2010	2.67	2.40	2.57
2015	2.61	2.34	2.51
2020	2.53	2.27	2.43

Source: U. S. Census, 1970, 1980 and 1990; and ECWRPC, 2000

**EXHIBIT 4**  
**Number of Households, 1970 to 1990**

<b>Year</b>	<b>Town of Stockbridge</b>	<b>Village of Stockbridge</b>	<b>Calumet County</b>
1970	320	152	7,342
1980	376	182	9,694
1990	438	215	11,772
2000	500	255	14,457
2005	507	260	15,192
2010	519	268	15,954
2015	523	272	16,624
2020	528	276	17,358

Source: U. S. Census, 1970, 1980 and 1990; and ECWRPC, 2000

**EXHIBIT 5**  
**V. Stockbridge Building Permit Data, 1990 to 1998**

<b>Year</b>	<b>1 Unit</b>	<b>2 Unit</b>	<b>MF</b>	<b>Mobile Home</b>
1990	4	0	0	0
1991	4	0	0	0
1992	5	0	0	0
1993	10	0	0	0
1994	3	0	0	0
1995	3	2	0	0
1996	6	0	0	0
1997	8	2	0	0
1998	7	0	0	0
<b>Total</b>	<b>50</b>	<b>4</b>	<b>0</b>	<b>0</b>

Source: Wis. Dept. of Administration, 1999.

**EXHIBIT 6**  
**Stockbridge SSA - Proposed SSA Allocations/Deletions**

SSA Characteristic	Historic / Current Acreages		Proposed SSA Modifications		Total Proposed SSA
	1985 SSA Acres	2000 SSA Acres	Proposed SSA Additions	Proposed SSA Deletions	
<b>Total SSA Acreage</b>	<b>359.00</b>	<b>555.61</b>	<b>226.47</b>	<b>(34.61)</b>	<b>747.47</b>
<b>Total Developed Acres</b>	<b>177.00</b>	<b>249.83</b>	<b>40.84</b>	<b>(3.61)</b>	<b>287.06</b>
Developed Land Uses	177.00	176.33	30.17	(2.41)	204.09
Road Rights-of-way	n.a.	73.50	10.67	(1.20)	82.97
<b>Total Undeveloped Acres</b>	<b>150.00</b>	<b>305.78</b>	<b>185.63</b>	<b>(31.00)</b>	<b>460.41</b>
<b>Total Vacant Lands</b>	<b>n.a.</b>	<b>278.32</b>	179.85	(27.98)	430.19
Vacant Lands	n.a.	260.16	178.90	(27.98)	411.08
Vacant, Undevelopable Areas	n.a.	18.16	0.95	0.00	19.11
<b>Environmentally Sensitive Area (ESA)</b>	<b>32.00</b>	<b>27.46</b>	<b>5.78</b>	<b>(3.02)</b>	<b>30.22</b>
WDNR Wetlands	n.a.	7.39	0.33	(0.38)	7.34
Stream Buffers	n.a.	18.93	4.47	(2.64)	20.76
Water Areas	n.a.	1.14	0.98	0.00	2.12
<b>Total Developable Acreage</b>	<b>150.00</b>	<b>260.16</b>	<b>178.90</b>	<b>(27.98)</b>	<b>411.08</b>

Source: ECWRPC - November 3, 2000.

## **GROWTH ALLOCATION AREAS**

The policy basis for allocating acreage for future development is outlined on page 35. These policies take into account a broad range of land use and environmental concerns directed toward encouraging orderly, cost-effective and environmentally sound development. Working within the broad policy base, the Sewer Service Area plan also considers sewer system capacities, land development market trends, and development plans and preferences of the individual communities. New vacant lands available for development within the updated SSA boundary total 411.08 acres.

### Environmentally Sensitive Areas

Approximately 5.7j8 acres of ESAs were added to the SSA, while 3.02 acres were removed, giving a net increase of 2.76 acres of ESAs. The 4.5 acre difference between the 1985 and the 2000 (prior to the update) ESAs is due to more accurate digital mapping of these areas.

### Residential Development

Three major areas are proposed for future residential development within the updated Stockbridge Sewer Service Area. The Village intends on promoting the infilling remaining single-family lots located in existing subdivisions as well as those along existing sewer lines. New sewer residential development is proposed as follows:

- Approximately 49.2 acres of land in the western portion of the Village, north of CTH E, which consists primarily of “backlots” associated with Lake Winnebago shoreline development. This area was previously platted as the Lake Breeze Estates subdivision and has additional phases of low-density residential development planned. The area will be serviced by existing gravity sewers located along the shoreline and CTH E.
- Approximately 28.1 acres of land in the north-central portion of the Village, west of Mary Street is proposed for medium density residential development which will be serviceable by gravity sewers from the east.
- Approximately 18.6 acres of land in the south-central portion of the Village, near Linden Lane and Lakeshore Drive, is planned for short term, medium density residential development and should be serviceable with gravity sewers from the north and east.

Two areas of existing residential development along Lake Winnebago, north and south of the Village, have been added to the SSA based on their need for sanitary sewer and the cost-effectiveness of providing such service:

- Mud Creek Road: Located adjacent to the southern Village boundary, this area contains approximately 11 dwelling units and was included in the original SSA Plan (1985). The area was removed (swapped) during a subsequent amendment to the SSA plan. The area is being re-included with this update under the assumption that it is cost-effective to provide public sewer. An existing gravity sewer line immediately to the north, along Paramount Drive, was designed and installed in a manner so that it could be extended to service this area.
- Rockland Beach Road: Located adjacent to the northern Village boundary, this area contains approximately 63 dwelling units. An existing gravity sewer and forcemain lie immediately to the south, along St. Catherine's Bay Road and has the downstream capacity to service this area. A simple cost-effective analysis (Appendix C) was conducted using the assumption that a gravity/lift-station/forcemain system would be required. Based on the replacement and long term costs of operating individual holding tanks, it is likely that public sewer installation is feasible. Additional information on the condition of existing on-site systems are also included in Appendix C.

Both of these areas are located within the Town of Stockbridge. Several options for the provision of sewer exist, including, but not limited to:

- Annexation to the Village of Stockbridge under Wis. Stats. 66.0217;
- Formation of a Town Sanitary District under Wis. Stats. 60.70 (treatment provided by the Village).
- Boundary/Service Agreement(s) under Wis. Stats. 66.023 or 66.30 between the Village and the Town.
- Service via a "community treatment system" (i.e., large holding tank, or possibly a new system allowed under the new Comm. 83 provisions);

Each of these methods to provide sewer service may have benefits and drawbacks as well as legal issues and should be researched thoroughly by the Village, Town, and private property owners.

### Commercial Development

Commercial development has been primarily allocated within the Village of Stockbridge's existing central business district located along STH 55. Future development potential consists of the enhancement or re-development of portions of the downtown. Limited opportunities for additional commercial development may be available along STH 55 in the southern portion of the Village.

### Industrial Development

Based on local land use plans, no acreage was allocated specifically for industrial uses, although there is ample vacant land available within the updated SSA to accommodate future light or special industrial uses. A “swap” amendment may be necessary for such uses depending on their location and siting aspects.

#### Holding Tank Service Areas

A complete inventory of existing private holding tanks and alternative septic systems is not readily available for the entire Planning Area through the Calumet County sanitary program. Numerous holding tanks exist within the area with wastes hauled by private contractors to various wastewater treatment facilities in the area. Some information on holding tanks for the Rockland Beach Road and the Mud Creek Road lakeshore areas are contained in Appendix C.

### **FUTURE WASTEWATER FLOWS**

Based on ECWRPC’s original growth projection for the Village, no significant change in flows should result. However, it is assumed that some additional development will occur within the next twenty years. If all vacant lands allocated within the SSA were to develop in the future, the anticipated flows for all 411.08 acres are calculated to be 186,630 gallons per day (0.187 mgd) using the following assumptions:

- 411.08 acres of residential development at an average density of 2.5 units per acre, 2.27 persons per household [year 2020 projection], and 80 gallons per day per capita;

Current flows average 0.54 mgd with a design flow of .06 mgd for the current treatment system. If new development occurs at this level, the associated flows would exceed the design capacity of the wastewater treatment plant. Additional flows could also occur should areas of unsewered development (including Calumet County Park) be serviced in the future. Realistically, such a level of development would not occur throughout the Planning Period. The Village will need to monitor new growth and loadings to the plant continuously in order to determine if, and when, the Village needs to update its facility planning efforts to address any future capacity deficiencies.

### **WATER QUALITY ASSESSMENT**

Continued urbanization of the Stockbridge Planning Area will impact surface and groundwater resources. Short term impacts include the increase in surface water runoff and pollutant loadings as well as a reduction in groundwater recharge areas. Long term, cumulative development impacts include the loss of baseflow in streams and enhanced stream flashiness (flooding). The scope of these impacts cannot be precisely determined because specific development characteristics (location, type, density) are unknown. However, it is possible to generally estimate water quality impacts by applying assumptions concerning the nature of future development.

### Point Source Water Quality Impacts

Population growth and residential development will increase loadings to the wastewater treatment plant, and ultimately to the groundwater aquifer which is used for discharge. At current treatment levels, projected residential growth as illustrated above could result in the daily discharge of an additional 396.6 pounds of BOD, and 466.6 pounds of suspended solids (TSS) and 14 pounds of phosphorus. Impacts of increased discharge levels will be periodically evaluated by the Department of Natural Resources in conjunction with WPDES permit renewals. Assimilative capacity of the receiving areas will be used to establish discharge limits if existing categorical limits are inadequate to maintain water quality standards.

### Non-point Source Water Quality Impacts

The 2000 Sewer Service Area update includes 411.08 acres of undeveloped land within the Sewer Service Area boundary. As this land comes under development, surface water runoff and pollutant loadings are likely to increase. The placement of buildings, roads and parking areas increase the amount of impervious area, and hence, more water runs off the land surface, carrying organic and inorganic pollutants associated with more intensive urban uses. The conversion of the allocated acreage from rural/agricultural to urban uses (assuming full development which is not likely given the population growth projected) is estimated to increase annual pollutant yields by 78,105.2 39.05 tons for sediment, 0.1 tons for phosphorus and 0.08 tons for zinc and lead.

On a watershed basis, conversion of these lands will result in less than a one percent increase in pollutant loadings. However, localized impacts on receiving waters may be significant. Utilization of stormwater detention facilities, site development controls, preservation of green space and other measures can help mitigate urban non-point source impacts on water quality. The Village currently does not have an adopted stormwater management ordinance, although local officials have indicated the need for one in the near future.

### Groundwater Protection

Conversion of rural/agricultural lands to urban uses may impact the quality and quantity of groundwater. Groundwater recharge will decrease as areas which are paved over or built upon. At the same time, withdrawal of groundwater is likely to increase for domestic, commercial and industrial use. All residents within the Village have public water. While the installation of the sanitary sewer system eliminates a major contamination potential, the permeability of the soils in the area poses risks of contamination from urban related land uses such as parking lot runoff, lawn pesticides and commercial activities. As stated previously, the Village has an existing Wellhead Protection Plan and Ordinance in place which addresses most of these issues.

### Water Quality Protection

Where sanitary sewer extensions are proposed in mapped environmentally sensitive areas or on other lands whose physical characteristics indicate susceptibility to erosion or flooding, or where development of such lands is likely to impair surface or groundwater quality, East Central may identify mitigating conditions to be incorporated into the development proposal. As part of the Sewer Service Area plan review East Central may request the WDNR attach conditions for mitigation to any sewer extension prior to the approval for the proposed development.

### **RECOMMENDATIONS**

1. The Village and / or Town should request that Calumet County amend its current Growth Service Area boundary, as delineated in its Land Subdivision Regulations to include lands within the SSA that are located within the Town of Stockbridge, but not within the Growth Area.
2. The Village and Town of Stockbridge should work with Calumet County to examine the feasibility of providing sanitary sewer to Calumet County Park during the planning period. Should sewer be feasible, Calumet County should consider adding specific recommendations and budgetary information to its Calumet County Open Space and Recreation Plan Update and the County Budget. Additionally, the Village and Calumet County should investigate potential grant and loan opportunities which may be applicable for providing such infrastructure improvements.
3. The Village should continue to implement existing plans to control infiltration and inflow to the collection system and wastewater treatment plant so as to increase capacity for new developments.
4. The Village should monitor new development and wastewater loadings to the WWTF in order to determine the appropriate time for the additional Facility Planning efforts to address potential capacity deficiencies.
5. Close coordination for the planning of any new unsewered development between the SSA Boundary and the Planning Area Boundary should be undertaken by the Village and the Town.
6. Efforts should be made to direct development to areas where sewers are already in place ("infill") before extending new sewers into undeveloped areas. Efforts should also be made to maximize use of gravity sewers as well as capacity of existing wastewater pumping stations to avoid the capital, operating and maintenance costs associated with constructing new pumping facilities.

7. Environmental conditions within the SSA and Planning Area warrants concern with regard to construction site erosion, destruction of wetlands and impacts on ground and surface water quality. The Village should:
  - a. Direct development away from wetlands and areas of steep slopes and/or appropriate construction site erosion control measures should be applied to minimize the erosion hazard and maintain/improve water quality.
  - b. The Village should develop and adopt a Stormwater Management Ordinance and Erosion Control Ordinance in order to maintain/improve surface water quality conditions which may be negatively impacted by new development.
  - c. The Village should implement / enforce its well-head protection plan.

## **PLAN IMPLEMENTATION**

Although Sewer Service Area planning was initiated at the state and federal levels, successful implementation of each plan rests primarily at the local level with some guidance provided by East Central Planning. In the state-approved Areawide Water Quality Management Plan, certain local units of government were assigned water quality-related management functions. Entities with adequate authority to plan, construct, operate and maintain wastewater collection and treatment facilities were designated as management agencies (DMA) for portions of the planning area within their jurisdictions. The Village of Stockbridge has been designated as a Class III Designated Management Agency to provide wastewater collection and treatment within its planning area.

As designated management agencies for wastewater treatment and collection the Village should do the following:

1. Adopt the Stockbridge Sewer Service Area plan;
2. Review and update development policies and regulations in light of the sewer service plan and recommendations;
3. Submit preliminary land subdivision plats which are proposed to be sewered to the East Central Wisconsin Regional Planning Commission for review for consistency with Sewer Service Area plans for the area;
4. Submit sanitary sewer extension requests to the East Central Wisconsin Regional Planning Commission for review for consistency with Sewer Service Area plans prior to being submitted to the WDNR for approval;
5. Submit wastewater facilities plan elements and amended plan elements to the East Central Wisconsin Regional Planning Commission for review for consistency with Sewer Service Area plans prior to submittal to the WDNR for approval; and

6. Carry out their management responsibilities for treatment facilities and collection systems as specified by state and federal requirements.

Implementation of the SSA Plan relies mainly on local government actions which use the plan recommendations as a guide for the extensions of new sewers to service development. However, ECWRPC plays an advisory role in these decisions in two distinct ways:

1. ECWRPC requests that communities within the region require developers to submit "preliminary" subdivision plats for staff review and comment (advisory only). Staff not only checks the proposed plat (whether sewer or using on-site treatment) for conformance with the municipality's SSA Plan, but also reviews the subdivision's overall design and, more specifically, check the following items: potential water quality impacts to environmental corridors; groundwater aquifer / private well concerns; impacts to other natural and cultural features; construction site erosion control methods; storm-water management methods and concerns; internal vehicle/bicycle/pedestrian transportation system design; and other social / service provision impacts (i.e., parks, adjacent land use conflicts, police and fire protection, etc.).
2. Sewer extension requests are required to be submitted to ECWRPC for review and comment. Hopefully, staff has reviewed the preliminary plat prior to the extension request which can reduce conflicts at this point. However, staff normally requests that a copy of the final plat be submitted with the extension request. ECWRPC then issues a "208 Water Quality" letter if the extension request is in conformance with the municipality's current SSA Plan. In general, if the extension request is within the designated SSA and does not have negative impacts to defined environmental corridors, a letter will be issued. Sometimes, requests fall outside of the SSA Boundary and thereby, usually initiates an SSA Amendment Request for continued consideration. If negative water quality impacts will occur to designated environmental corridors, a denial of the extension will occur, or recommended mitigation measures (i.e., stormwater management / erosion control devices, etc.) will be attached to the approval.

Utilizing these two methods, a majority of the water quality concerns relating to construction and development can be effectively monitored by ECWRPC for individual projects; thereby, assisting to attain the water quality objectives outlined within the plan's goals.

In addition to ECWRPC's role in implementing Sewer Service Area plans, local units of government may exercise other authority conferred upon them by state statute to preserve and protect water quality. Local units may use this authority to plan and manage land use and development through subdivision, zoning and other development ordinances. Criteria can be written into existing ordinances or new ordinances can be adopted which promote orderly development and address water quality concerns. Additional actions by local units of government which are recommended for water quality protection include the adoption of construction site erosion and stormwater management ordinances and the preservation of greenways along existing drainage corridors.



## **CHAPTER 4 - SEWER SERVICE AREA PLANNING PROCESS**

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### **GENERAL DESCRIPTION**

A Sewer Service Area is a geographic area which is currently served or anticipated to be served with sanitary sewers within a 20-year planning period. Sewer Service Areas, called "urban service areas," were first delineated for the East Central region in 1978 in the plan New Directions for Growth and Development. In the initial plan, a generalized methodology was used for the estimation and allocation of growth which led to the identification of service area boundaries. Various state and federal guidelines, as well as regional policies, were utilized in the planning process. Since the initial delineation of service areas, the planning and management process has become much more complex and multi-faceted, thus greater detail in the explanation of the updating process is required.

The process of updating and refining Sewer Service Area plans consists of the following major steps:

1. Identification of planning area limits;
2. Delineation of environmentally sensitive areas;
3. Identification and quantification of existing conditions;
4. Refinement of goals, objectives and policies;
5. Forecast of urban growth and re-delineation of service area limits;
6. Public and community input; and
7. Adoption and publication of final plans.

### **IDENTIFICATION OF PLANNING AREA LIMITS**

The first step in delineating Sewer Service Areas is the outlining of broad planning areas which include all feasible options for where urban growth might occur within the 20-year planning period (through the year 2020). Planning area boundaries generally include all areas within existing city, Village or sanitary district limits. These areas may also include clusters of development and adjacent areas where there is potential for the installation of a sanitary sewerage system in the foreseeable future. Planning areas generally extend beyond the existing or potential development areas to the nearest quarter section line. Planning areas serve as the study areas for wastewater facilities planning efforts.

## **DELINEATION OF ENVIRONMENTALLY SENSITIVE AREAS**

Environmentally sensitive areas are geographic areas consisting of all lakes and streams shown on the USGS quadrangle maps and adjacent shoreland buffer areas as defined in Exhibit 7. All wetlands shown on the state Wisconsin Wetland Inventory Maps and floodways as delineated on the official Federal Emergency Management Administration Flood Boundary and Floodway Maps are also designated environmentally sensitive. The environmentally sensitive areas are mapped on the Sewer Service Area file photos and are also shown on the maps contained in this plan.

The purpose of designating environmentally sensitive areas is to preserve significant environmental features from encroachment by sewered development. Environmentally sensitive areas perform a variety of important environmental functions including stormwater drainage, flood water storage, pollutant entrapment, and the provision of wildlife habitat. They can also provide desirable green space to enhance urban aesthetics.

In the 1978 Sewer Service Area plans only major wetlands as shown on the USGS quadrangle maps were considered environmentally sensitive. Since that time, the Department of Natural Resources through Wisconsin Administrative Code NR 121.05(g)(2)(c), has developed guidelines which serve as minimum criteria for the identification and delineation of environmentally sensitive areas. Department of Natural Resource guidance states, "Environmentally sensitive areas will be used for all environmental features that should be excluded from sanitary Sewer Service Areas."

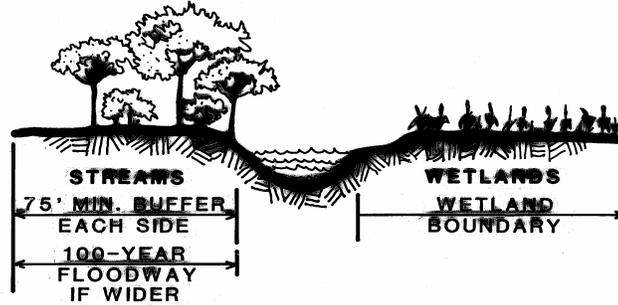
East Central, after deliberations with technical and policy advisory committees, defined environmentally sensitive areas in a manner that complements existing local, state and federal regulations which protect various environmental amenities. While NR 121 authorizes Sewer Service Area plans to identify a broad array of natural features as environmentally sensitive areas, only those features which were believed vital in the East Central Wisconsin Region to preserve environmental quality were so designated.

Although the delineation of environmentally sensitive areas is intended to provide adequate long term and uniform environmental protection for all Sewer Service Areas within the East Central Wisconsin Region, the environmentally sensitive area classification may be changed in two ways in response to specific local development proposals.

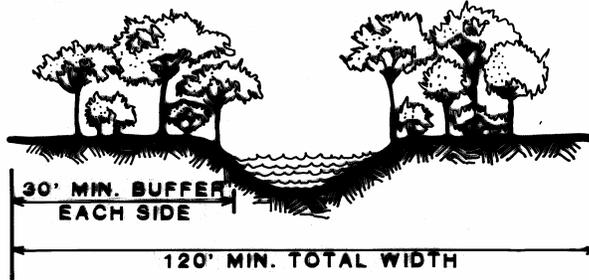
Exhibit 7

**ENVIRONMENTALLY SENSITIVE AREA STANDARDS**

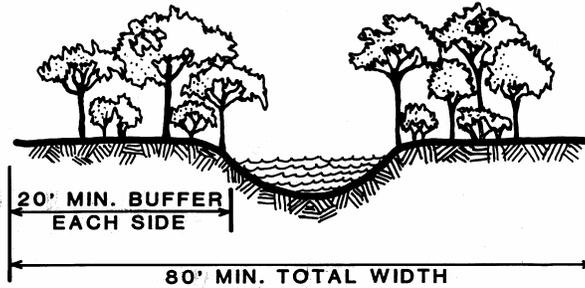
**NAVIGABLE STREAMS & WETLANDS**



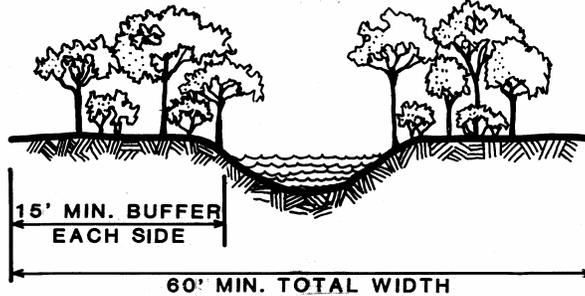
**NON-NAVIGABLE STREAMS & DRAINAGEWAYS  
DRAINAGE AREA GREATER THAN APPROXIMATELY 2000 ACRES**



**NON-NAVIGABLE STREAMS & DRAINAGEWAYS  
DRAINAGE AREA APPROXIMATELY 300-2000 ACRES**



**NON-NAVIGABLE STREAMS & DRAINAGEWAYS  
DRAINAGE AREA LESS THAN APPROXIMATELY 300 ACRES**



First, the classification can be removed provided that the conditions outlined in Section (E) of the Sewer Service Area Amendment Process are met. This re-designation is considered a major change. Major changes have the potential for significant impacts on water quality and would require the concurrence of the East Central Wisconsin Regional Planning Commission and the Department of Natural Resources before these changes would become effective for the purpose of reviewing sanitary sewer extensions. Examples include:

1. Removal of any mapped wetland area for sewer development, unless resulting from an activity exempted by state administrative rules governing wetland protection [NR 117.05(2)] or state approved rezoning of wetlands;
2. Reduction of a delineated floodway of any navigable stream or river, or removal of any area below the ordinary high water mark of a navigable stream, pond, or lake;
3. Total removal or change in the continuity of any corridor segment including floodways, wetlands, shoreland buffer strips or steep slopes adjacent to water bodies. The water quality benefit that was associated with the portion of the corridor removed must be provided in the development proposal.

In the second instance, the environmentally sensitive areas may be modified by a minor change. Refinements and minor changes would not require prior approval of the East Central Wisconsin Regional Planning Commission or the Department of Natural Resources. However, East Central would have to be informed of the change before it would be effective for the purposes of reviewing sanitary sewer extensions. East Central would then be responsible for informing the Department of Natural Resources of the change.

Refinements and minor changes are generally of two types. The first type involves changes resulting from revised, improved or more detailed background resource information to include:

- a) Improved or revised WDNR certified floodway delineations resulting from revised flood studies;
- b) Revised wetland boundaries on the Wisconsin Wetland Inventory Maps resulting from field inspections by WDNR personnel or resulting from an approved rezoning.

The second type involves changes which would not seriously affect water quality and are the result of specific development proposals to include:

- a) Relocation of a non-navigable stream or drainageway as long as the environmental integrity of the stream or drainageway is preserved;

- b) Shortening of a non-navigable stream or drainageway based upon field determination of its point of origin;
- c) Adjustments to the widths of shoreland buffer strips along non-navigable streams and drainageways within the guidelines established in Figure 1;
- d) Changes which would reduce the width of shoreland buffer strips below the minimum guidelines provided there are locally adopted stormwater drainage criteria that establish corridor widths for drainageway preservation. Locally adopted criteria must be based upon sound engineering and environmental protection criteria; and
- e) Changes which result from utility or roadway maintenance or construction which meet the criteria set forth in NR 115 or 117. It is not the intent of the environmental corridors to prevent or obstruct maintenance, expansion or construction of transportation or utility facilities intended to serve areas outside of the corridors, needed to maintain or improve continuity of those systems, or designed to serve compatible uses in the corridors, such as park shelters or facilities. Facilities intended to serve new sewer residential, commercial or industrial development in the corridors would not be permitted.

## **IDENTIFICATION AND QUANTIFICATION OF EXISTING CONDITIONS**

The ability to inventory existing conditions both quantitatively and qualitatively are paramount to evaluating land use and development trends and impacts. Aerial photos are the basis for identifying and quantifying land uses within the East Central region. Comparing aerial photos at different time intervals can establish trends in types and magnitude of land uses. East Central's 1980 land use inventory has been updated utilizing more recent photos (where available) or spot field surveys for this purpose. Acreages for major land use categories have been computer digitized and aggregated by section and Township-range. Totals were also calculated for each unit of government within the planning area. In conjunction with the land use mapping program, all Village and city municipal boundaries, as well as sanitary district limits, were identified on the aerial photos and transferred to the Sewer Service Area maps.

Sanitary sewerage systems for all communities have been identified on the Sewer Service Area file aerial photos. The location and size of all sewer collectors, mains, interceptors and forcemains are mapped in detail. In addition, the locations of all lift stations, pump stations and wastewater treatment facilities are shown. These maps are continually updated as new sewer extensions are reviewed by East Central.

Important for analyzing the planning areas, existing urban development areas were delineated on aerial photography based on field work and photo interpretation. Urban development areas consist of all concentrations of development within the planning area, together with undeveloped lands which are either sewered or otherwise committed for development. These urban development areas are, in most instances, the minimal land areas which should be designated as Sewer Service Areas.

The urban development areas have been further broken down into areas which are (1) both developed and sewered, (2) developed and unsewered, (3) undeveloped and sewered and (4) undeveloped and unsewered. In order to be classified as sewered, areas must be adjacent to public sewer lines, with the ability to connect either through private laterals or, in certain instances, private sewers. In general, lands within 200 feet of a public sewer are assumed to connect via a private sewer lateral.

In addition to the development information included on the, the existing Sewer Service Area boundaries were identified to determine the location and amount of land currently available for development outside of the urban development areas. This land, in most instances, is the area which had been the primary growth area forecast in the 1985 Sewer Service Area plan. These lands were automatically included within the updated Sewer Service Area.

In addition to the designations of environmental sensitive areas (shorelands, wetlands and floodways), other areas with natural characteristics that could impact environmental quality or development potential have been identified. These areas have been termed areas with "limiting environmental conditions" and include areas with seasonal high groundwater (within one foot of the surface), floodplain areas, lands with shallow bedrock (within five feet of the surface) and areas with steep slopes (12 percent or greater).

Unlike the environmentally sensitive areas, development is not excluded from land with limiting environmental conditions. The primary purpose of identifying these areas is to alert communities and potential developers of environmental conditions which should be considered prior to the development of such an area.

Complementing the information placed upon the aerial photos, additional data was collected on existing population, numbers of dwelling units, mixes and densities of residential development, existing employment by type and amount, and densities of industrial and commercial development.

Much of this information was available from the 1990 and later census materials; other information was gathered from state and local sources. This data is contained in East Central's information files for each Sewer Service Area.

## **REFINEMENT OF GOALS, OBJECTIVES AND POLICIES**

The conceptual and philosophical bases for Sewer Service Area planning are the goals, objectives and policies. As stated earlier, the service area planning process has become much more complex since it was first initiated. In response to changing conditions, minor refinements have been made to the 1985 goals, objectives and policies. This effort was accomplished early in the planning process in order to give direction to decisions involving the amount of growth in a given service area, especially the allocation and location of future growth.

## **FORECAST OF URBAN GROWTH**

The forecasting of urban growth and development within the East Central region involves two primary analytical processes. These are 1) population projections and related dwelling unit and employment estimates, and 2) allocation of land use acreage. This process answers the question of the quantity and location of new growth. The process utilizes the Sewer Service Area policies and various planning and development standards as a technical basis.

### Population Projections

Population projections are the key factor in forecasting urban growth. The projections used are the 1990-2020 Department of Administration (DOA) population projections by five year increments for individual counties. DOA utilizes the cohort component method of population projection. These are the official state projections, consistent with U.S. Bureau of Census State of Wisconsin projections. The DOA County projections are required to be used as control totals in accordance with Wis. Admin. Code. NR121 for the development of Sewer Service Area plans. A detailed description of the population projection process is included in the East Central report Population Characteristics of the East Central Region, April 1994. The official DOA projections, first received in 1992, have been updated using the DOA annual population estimates for the counties and individual MCD's.

East Central has developed a process for breaking down the County population projections to the minor civil division (MCD) level. This estimating process uses the "share-of-the-County trending methodology." This methodology was used for all communities within the East Central region, with the exception of the Fox Cities, Sherwood and Fond du Lac. In these areas, a special procedure was used which established "urban area" control totals. These control totals were then broken down into Transportation Analysis Zones (TAZ's) in the Fox Cities and Sherwood areas and Special Analysis Zones (SAZ's) in the Fond du Lac area. This special projection process was needed because of the complex jurisdictional interrelationships of cities, Villages and sanitary districts within these areas.

### Residential Development

In addition to population projections, household size and housing densities are required to determine residential land needs. Household formation rates were estimated and translated into household size. The household size thus represents a typical dwelling unit which can be compared to population projections for estimating future dwelling units. The household size for the East Central region has been steadily declining and is anticipated to continue to decline. Thus, an anomaly occurs in which a community may not be increasing in population, but still is forming new households which require new housing construction.

Once household size was established, residential development densities and the mixture of single-family/multifamily uses was determined. The number of dwelling units per acre were determined from existing residential development densities for the three major urban areas. These densities were also used for larger outlying urban communities. Several smaller communities in the outlying areas were found to have less dense development and therefore a somewhat lower density was used.

The mix of residential development was determined from development and construction records from various communities as well as census materials for the urbanized area. The residential mix was found to vary greatly from community to community. Community specific mixes were used for freestanding communities; however, standardized splits for the Fox Cities, Sherwood and Fond du Lac areas were developed and applied within the growth forecast method.

Population projections divided by household size established the number of dwelling units. The number of dwelling units by type (single or multifamily) divided by the density per acre resulted in the number of acres of residential land required. The resultant acreage was allocated as residential growth for land areas within each planning area.

### Non-Residential Development

Forecasts of nonresidential development were also based upon population projections for Sewer Service Area planning. There is, however, a significant difference between the methodology used for the three urban areas and the outlying planning areas. Within the urban areas the population projections served as a basis for estimating future employment. These employment estimates were used in conjunction with documented employment densities (number of employees per acre) for various land use types and employment categories to determine acreage needs for future nonresidential employment. Similar to the household participation rates for calculating dwelling units, labor force participation rates were used to calculate employment for various employment categories. These employment categories were broken down into two types of nonresidential development consisting of commercial and industrial land uses. After future employment was estimated for commercial and industrial uses, densities were applied (employees per acre) and total acres of the land needs were calculated. This acreage was then allocated within particular planning areas.

In the outlying areas, a much simpler process for forecasting nonresidential growth was required because of deficiencies in labor force and employment data available for small communities. Furthermore, because of the small commercial and industrial base of these communities, a refined process for estimating future employment could be subject to extreme error.

Local initiative for promoting development is a greater factor in future growth than statistical trends. A simple forecast method was used which calculated the existing amount of nonresidential development per capita within the area then multiplying this amount by the population growth for the planning period resulting in the amount of non-residential acreage required.

### Growth Allocation

After the amount of growth is calculated for residential and nonresidential uses within each planning area, the process of allocating this growth acreage is undertaken. The allocation process (where growth should occur) is complex, and must integrate service area growth policies, planning standards and criteria as well as historical and market growth trends for a particular planning area. The allocation process establishes the future growth areas within each Sewer Service Area.

A major product of the allocation process is the mapping of growth areas. Again, the file aerial photos were used to designate these growth areas. The following criteria and standards were utilized in the designation of growth areas:

1. All areas within a planning area which are currently served with public sanitary sewers shall be designated Sewer Service Areas. Areas along existing and proposed (WDNR approved) sewer collector or interceptor lines (forcemains excluded) shall be designated Sewer Service Areas. The depth of the Sewer Service Area boundary line shall be to the average lot depth (maximum 400 feet) bordering the sewer or where average lot depths cannot be distinguished to line 350 feet from the sewer line. Development within this area is generally considered to be serviceable by a private sewer lateral.
2. Unsewered areas of development within close proximity to existing sanitary sewer lines where the cost-effectiveness of the extension of sewers is not questionable shall be included in the service area. These areas have generally been designated as an urban development area.
3. Areas of existing development with approved wastewater facility plans shall be designated Sewer Service Areas. (Note: Various areas of existing development previously designated may have been dropped because of lack of approved wastewater facilities plans.)
4. The acreage allocations of future development areas should approximate residential, commercial and industrial growth projections.
5. Environmentally sensitive areas shall be excluded from the Sewer Service Area.

6. Holding tank service areas shall be designated for existing large holding tanks defined in NR-113 and for areas of existing development where no cost-effective alternative to the installation of a large holding tank is available. The cost-effective analysis is to be prepared by the owner. All large and individual holding tank wastes are to be disposed of in accordance with NR-113.

The standards and criteria for allocating future growth areas are policy based. These considerations are:

1. Urban development patterns should incorporate planned areas of mixed use and density that are clustered and compatible with adjacent uses.
2. The allocation of future urban development should maximize the use of existing urban facilities and services.
3. Future urban development should be encouraged to infill vacant developable lands within communities and then staged outward adjacent to existing development limits.
4. Future commercial and industrial development should expand upon existing areas and be readily accessible to major transportation systems.
5. The boundaries of urban development should consider natural and man-made features such as ridge lines, streams and major highways.
6. Residential land use patterns should maximize their accessibility to public and private supporting facilities.
7. Urban development should be directed to land suitable for development and discouraged on unsuitable land, such as floodplains, areas of high bedrock, and areas of high groundwater.
8. Environmentally sensitive areas shall be excluded from the Sewer Service Area to protect water quality.
9. Future urban development should pose no significant adverse impacts to surface or groundwater.
10. Urban development should be located in areas which can be conveniently and economically served by public facilities.
11. The waiver of acreage allocations based on density standards for large lot developments will be considered if the installation of sewers is cost-effective, the community adopts a development plan and subdivision plat for the area specifying no smaller subdivision of parcels will be allowed.

Combined with the policy-based criteria for allocating future development areas were various considerations involving the direction of growth trends and short term "market"

factors. These considerations primarily involved experienced judgments by planning staff and consultations with local planning officials.

Early in the planning process, a policy decision was made that the total allocated growth acreage for individual Sewer Service Areas delineated in the 1985 adopted plans and subsequent amendments, would not be reduced in quantity. This policy was applied to all Sewer Service Areas which have a sewerage system or which have WDNR approved wastewater facilities plans for a sewerage system. The impact of this policy is that the areas available for future growth in various Sewer Service Areas sometimes were greater than the updated forecast growth which was to be allocated. The result of this policy is that there were fewer service areas where the existing service area boundaries needed to be expanded.

## **PUBLIC AND COMMUNITY PARTICIPATION**

Citizen participation during the update of the service area plans was encouraged throughout the process. An ad hoc Technical Advisory Committee (TAC) was formed during the initial stages of policy development for the Designated Sewer Service Areas (urban areas). This committee met three times at critical stages in the process and provided a significant contribution to the refinement of the goals, objectives and policies.

General public participation from the Stockbridge Planning Area was sought during and after the land use planning process as proposed Sewer Service Area boundary maps were completed. Public information meetings were held with local officials within the planning areas and associated Sewer Service Areas. The purpose of Sewer Service Area planning, the planning process, existing conditions of the service area and growth forecasts were explained. In response to comment from these meetings, the boundaries of various Sewer Service Areas were modified in accordance with the technical and policy criteria and standards described earlier.

After the preliminary changes were incorporated on the GIS maps, letters and draft maps showing the updated service areas were sent to all communities within the Sewer Service Areas. Communities were notified to respond to East Central before the service areas were addressed by the Regional Development Committee for approval. A final round of these public information meetings was also held prior to adoption by East Central.

## **ADOPTION AND PUBLICATION OF FINAL PLANS**

Each individual Sewer Service Area is adopted by the East Central Wisconsin Regional Planning Commission as an element of the Commission's regional land use plan. After adoption, the plans are submitted to the Wisconsin Department of Natural Resources for certification as an element of the Water Quality Management Plan. After WDNR certification the plan becomes effective and copies of the final plans are distributed to the affected communities.

## **CHAPTER 5 - SEWER SERVICE AREA AMENDMENT PROCESS**

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### **POLICIES AND PROCEDURES**

The East Central Wisconsin Regional Planning Commission has adopted "An Amendment Policy and Procedure For Sewer Service Areas" to enable Sewer Service Area plans to be amended in response to changing conditions and community plans. This procedure provides a flexible, yet equitable and uniform basis for revising Sewer Service Area boundaries.

East Central recommends that a representative from the government entity requesting the amendment meet with East Central staff to discuss the proposal. Most documentation and questions needed for the evaluation of the amendment can be addressed at that time.

### **EAST CENTRAL REVIEW AND RECOMMENDATION**

East Central's Regional Development Committee will review the proposed amendment within approximately 30 days of receipt of the request. The review will include a staff evaluation of the consistency of the proposal with East Central's amendment policies and criteria. The review will also include an evaluation of comments and recommendations received from local units of government and agencies notified of the proposal by East Central. The applicant may be requested to appear at the Regional Development Committee meeting if there are significant issues involved. The Regional Development Committee shall recommend approval or disapproval of the amendment. Upon approval, the amendment request shall be submitted to the Wisconsin Department of Natural Resources to request revision of the Water Quality Management Plan.

### **WDNR REVIEW AND APPROVAL**

The Wisconsin Department of Natural Resources will review the East Central recommendations for the service area amendment. If the service area amendment does not involve an area greater than 1,000 acres or greater than 5 percent of the total service area the Department should approve the amendment and certify the applicable Water Quality Management Plan within approximately 45 days after submittal. If the proposal is over 1,000 acres or 5 percent of the total service area, and/or if the project involves the development of an Environmentally Sensitive Area the Department may require the preparation of an environmental assessment statement under NR-150 with public comment period on Type 2 Actions. This may lengthen the approval period to three months or greater. Once WDNR decision is made, and if approved, East Central can review sewer extensions and submit comments to the WDNR for sewer extension plan approval.



The formal amendment process includes the following elements:

**Section I: Amendment Policies**

- A. Sewer Service Area boundaries may be modified (acreage swap) provided there is no increase in the total acreage of the specific Sewer Service Area.
- B. Sewer Service Area boundaries may be expanded provided there is a documented need for a sanitary sewer collection system for areas of existing urban development.
- C. Sewer Service Area boundaries may be expanded provided there is a documented need for sanitary sewers to serve a proposed unique facility or development.
- D. Sewer Service Areas may be expanded to provide communities with the flexibility to accommodate unanticipated short-term development. The community shall certify through plan commission action that the proposed amendment area is required for reasonable community growth and is consistent with adopted development plans.
- E. Sewer Service Area boundaries may be modified by the re-designation of previously identified environmentally sensitive areas consistent with all the following standards:
  - 1. The environmentally sensitive area is immediately adjacent to an existing Sewer Service Area.
  - 2. Appropriate local, state and federal environmental permits are granted for the proposed development.
  - 3. Major re-designations shall pose no significant adverse water quality impacts. Major re-designations include:
    - a. removal of any mapped wetland area for sewered development unless resulting from an activity exempted by state administrative rules governing wetland protection [NR 117.05(2)] or state approved rezoning of wetlands.
    - b. any change which would reduce a delineated floodway of any navigable stream or river, or which would remove any area below the ordinary high water mark of a navigable stream, pond or lake.

- c. any change resulting in the total removal or in the continuity of any corridor segment including floodways, wetlands, shoreland buffer strips or steep slopes adjacent to water bodies. The water quality benefit that was associated with the portion of the corridor removed must be provided for in the development.
- 4. The re-designated acreage will be added to the service area total acreage.
- F. Sewer Service Area boundaries may be modified or expanded to correct an error in the maps, data, projections or allocations of the adopted Sewer Service Area plan.

## **Section II: Amendment Criteria**

Any proposed amendment shall be reviewed according to the following criteria:

- A. The cost-effectiveness of the proposed amendment compared to other alternatives. East Central may require this determination from the applicant.
- B. The environmental impacts of the proposed amendment shall be assessed in accordance with the criteria established in the Wisconsin Department of Natural Resources environmental assessment checklist.
- C. The East Central Wisconsin Regional Planning Commission will provide a water quality impact assessment and also evaluate the ability of the existing sewerage facilities to transport and treat the projected flows. East Central may also prescribe safeguards or impose additional conditions deemed necessary to protect the water quality in the area.
- D. Amendment areas under Section I Policy A & D shall have a common boundary with the current Sewer Service Area and shall not create a void within the service area.
- E. Service area amendments under Section I Policy D shall use as guidance the following:
  - 1. The expansion area generally shall not exceed 20 acres for residential development or 50 acres for nonresidential development.
  - 2. Not less than 15 percent of the expansion area boundary must be common to the boundary of a reference area within the current Sewer Service Area. This reference area must be three times larger than the acreage in the proposed expansion and must be at least 50 percent developed.

3. If any part of the reference area is part of a previously defined reference area, then the entire expansion area of the previous amendment should be included as part of the current reference area.
- G. The Commission may also prescribe safeguards or impose additional conditions deemed necessary to carry out the intent of the Sewer Service Area amendment criteria.

### **Section III: Amendment Procedures**

Proposed Sewer Service Area amendments shall be reviewed according to the following procedure:

- A. Requests for Sewer Service Area amendments should be made by the governmental entity that will be expected to serve the area. Units of government seeking an amendment to the Sewer Service Area boundary should transmit a letter requesting the amendment to East Central along with the following documentation:
1. A map of the proposed expansion area and, if required, reference area or any area to be deleted (swapped) which affects the boundary modification;
  2. Estimates of existing and anticipated population, wastewater generation and means of collection from the area;
  3. A description of the type of development expected to occur;
  4. Ability of the treatment facility to treat the anticipated wastewater;
  5. methods of stormwater management for added service area and surrounding areas which may be impacted; and
  6. Documentation that all property owners in areas proposed to be deleted (swapped) were notified of this request by the unit of government seeking the amendment.
  7. Plan Commission or Board action as required under Section I Policy D.
- B. Based on this information the Regional Development Committee, designated as the review committee by the East Central's bylaws, will review the proposed amendment to determine whether it meets the standards set forth in the Sewer Service Area Amendment Process. If no significant adverse water quality impacts are involved, the East Central shall recommend approval of the Plan amendment and submit it to the Wisconsin Department of Natural Resources for State plan certification.

## **Section IV: Appeal**

If an applicant feels that a hardship exists in the strict interpretation and application of the amendment standards and criteria, consideration may be given to providing relief through a variance subject to the following requirements:

- A. The hardship is significant and widespread owing to substantial pre-existing financial or legal commitments for sanitary sewer service.
- B. The major objectives of the Sewer Service Area plans can be met. The appeal shall be submitted to the Chairman of East Central for action at a regularly scheduled meeting of the Commission. Further appeals may be submitted to Wisconsin Department of Natural Resources.

## **Section V: Definitions**

- *Sewer Service Area*: A geographic area currently or anticipated to be served with sanitary sewers within the planning period as specified in the Sewer Service Area plan element of the Water Quality Management Plan.
- *Existing Urban Development*: A geographic area with densities of development suitable for the efficient and economic provision of urban services such as sanitary sewer, water, transportation and storm drainage. (e.g. single family residential development greater than two units per gross acre)
- *Reference Area*: A geographic area currently within the existing Sewer Service Area which is at least 50 percent developed.
- *Unique Facility or Development*: Interpreted to represent a development which was not anticipated or projected in the Sewer Service Area plan but, which if constructed, will provide a widespread benefit to the entire service area. It may also include a development which requires a specific geographic location for which no other location can be utilized. (i.e. Airport Industrial Park in Outagamie County, EAA complex and state prison site in Sherwood)
- *Expansion Area*: The geographic area proposed to be added to the existing Sewer Service Area through the amendment process.
- *Cost-effectiveness*: Analysis of sanitary sewerage system alternatives. The analysis shall include monetary costs and environmental as well as other non-monetary costs.

- *Environmentally Sensitive Area (ESA)*: Geographic areas consisting of all lakes and streams shown on USGS quadrangle maps and their adjacent shoreland buffer areas. Also all wetlands shown on the state Wisconsin Wetland Inventory Maps and floodways as delineated on the official Federal Emergency Management Administration Flood Boundary and Floodway Maps.

## **APPENDIX A – PUBLIC PARTICIPATION AND APPROVAL DOCUMENTS**

### **Appendix Documents**

1. List of Public Meetings Held
2. Regional Development Committee Summary of Proceedings – January 8, 2001
3. ECWRPC Commission Summary of Proceedings – January 26, 2001
4. ECWRPC - Commission Resolution No. 01-01
5. WDNR Certification Letter



## Stockbridge Sewer Service Area Update Meetings

A majority of the meetings held during the SSA Plan Update process were "joint" meetings of the Village Board and the Village's Sewer Utility Commission. All meetings were posted and/or published and open to the public.

### Date Description

July 10 <sup>th</sup> , 2000	Meeting with Village Board to inform them of the SSA update project and determine public process for review and input.
September 13 <sup>th</sup> , 2000	Joint meeting of Village Board and Sewer Utility Committee to initiate project and review background information and maps.
October 11 <sup>th</sup> , 2000	Joint meeting of Village Board and Sewer Utility Committee to discuss background information and review first draft of updated SSA Boundary.
November 8 <sup>th</sup> , 2000	Joint meeting of Village Board and Sewer Utility Committee to review and discuss revised draft of SSA maps and draft report.
December 4, 2000 Plan.	Village of Stockbridge Board review and adoption of draft SSA
January, 8 <sup>th</sup> , 2001	ECWRPC Regional Development Committee informational meeting and public hearing on draft Stockbridge SSA Plan Update.
January 26 <sup>th</sup> , 2001	ECWRPC full Commission meeting to review and approve draft Stockbridge SSA Plan Update

SUMMARY OF PROCEEDINGS

Regional Development Committee  
East Central Wisconsin Regional Planning Commission  
East Central Offices  
January 8, 2001 – 9:30 A.M.

The meeting was called to order by Yvonne Feavel 9:35 A.M. Committee members present were:

Yvonne Feavel ..... Waushara County  
Ruth Winter..... Menominee County  
Lester Van Loon..... Waushara County  
Don Wilson..... Marquette County  
Clarence Wolf..... Calumet County  
Richard Wollangk ..... Winnebago County  
Ernie Bellin ..... Winnebago County

Others in attendance:

Ron Jesse ..... Shawano Utility Commission  
Jerry Weisnicht ..... Shawano Lake Sanitary District  
Representative ..... Care of All Ages Development  
Laura Johnston ..... Planner, City of Appleton  
Paula VandeHey ..... Planner, City of Appleton  
Harlan Kiesow ..... ECWRPC Staff  
Eric Fowle ..... ECWRPC Staff  
Joe Huffman ..... ECWRPC Staff  
Betty Nordeng ..... ECWRPC Staff

**1. Welcome & Introductions**

Ms. Feavel welcomed everyone to the meeting and introductions were made and the meeting was called to order at 9:35 A.M.

**2. Informational/Public Hearing on Stockbridge Sewer Service Area Plan Update**

Mr. Fowle presented the Stockbridge Sewer Service Area Plan Update to committee members referring to maps provided prior to this meeting date. Mr. Fowle indicated that the Stockbridge Utility Commission approved the update as presented in December, 2000. The additional acreage allocations reflect a need for accommodating planned subdivisions within the Stockbridge area. Although excess developable acreage was evident in the plan update, Mr. Fowle indicated there was a justifiable need based on the development trends in the past. Areas north of the service area, (Rockland Beach Road and the Calumet County Park), were included as a planning area boundary adjustment. Future service to these areas was predicted based on known failing private septic systems along Rockland Beach Road. This decision was based on cost-effective analysis on septic system replacement costs versus gravity sewer systems. Mr. Fowle pointed out areas where the sewer service area boundary was adjusted for reasons of clarity. No comments were made nor received in written form based on the plan as presented and the information hearing was closed.

**3. Resolution # 01-01: Approval of the Stockbridge Sewer Service Area Plan Update**

Mr. Fowle recommended approval of Resolution 01-01 to the committee members that would adopt the Stockbridge Sewer Service Plan Update. Richard Wollangk moved to approve Resolution #01-01 thus adopting the Stockbridge Sewer Service Plan Update as presented. Clarence Wolf made the second. Motion passed unanimously.

**4. Shawano-Shawano Lake Sewer Service Area Amendment, City of Shawano Well Property, (Tabled)**

**5. Shawano-Shawano Lake Sewer Service Area Amendment, Care for All Ages**

Mr. Fowle presented the Shawano Lake Sanitary District's request for an acreage swap in order to provide sewer service to a planned development within the eastern portion of the service area. The areas to be removed were identified by Mr. Fowle. Mr. Fowle did note, however, that a slight modification to the deletion area was made in order to avoid a "service area hole". This modification was approved by the sanitary district prior to the meeting. Mr. Fowle indicated that the most significant circumstances involving this request was the reclassification of the wetlands within the amendment area. The redesignation comprises almost half of the amendment request to be added. Mr. Fowle indicated that the Department of Natural Resources and U.S. Army Corps of Engineers assisted in that effort.

It was also pointed out that, although service would be provided by the sanitary district, the amendment area fell within the City of Shawano's corporate limits. No issues were evident, other than property owner notification, for the area being removed from the service area. Sanitary district officials were informed that submittal of this request to the Department of Natural Resources would be delayed until proper notifications were in place. There being no additional discussion Ernie Bellin moved to approve the amendment request with the map modification and contingent upon property owner notification. Don Wilson made the second. Motion passed unanimously.

**6. Appleton Sewer Service Area Amendment Request, Unanticipated Growth Policy**

Mr. Kiesow presented the committee with an amendment request submitted by the City of Appleton utilizing Policy I,D, unanticipated growth. The area to be added was approximately 250 acres to be developed as mixed use with single family development being the primary development. The city has submitted development trend data and buildable lot information for use in the unanticipated growth analysis. Based on that data and staff analysis of developed areas within the service area, it was determined that East Central's projections fell short in the amount of approximately 300 acres. East Central felt that this request meets the criteria for the unanticipated growth policy and was therefore reasonable and justified.

Laura Johnston, City of Appleton, informed the committee that the city was experiencing a 10 year record low for available lots. The growth pressures in north Appleton was evidenced by the fact that nearly all the platted subdivisions in the last four years were built out. There being no further comments Clarence Wolf moved to approve the amendment request. Lester Van Loon made the second. Motion passed unanimously.

**7. Report on Regional "Smart Growth" Plan Progress**

Mr. Harlan Kiesow addressed the committee relative to the "Smart Growth" initiative from a regional perspective. The agency goal was to have the regional plan in place by 2005. The development of data sets that communities within the East Central region would utilize became the focal point in the on-going debate. The coordination between county and state agencies was outlined.

Mr. Kiesow stressed that East Central members would, as one of the objectives, benefit from a cost savings standpoint as a result of information and data sets developed from this effort. The assessment

of staffing requirements was also underway and that information would be provided to East Central's Steering Committee in the near future. Mr. Kiesow indicated that East Central would be hard pressed to take on additional local contracts i.e., land use development planning, comprehensive plans, zoning plans, etc., because of the limited manpower associated with the regional comprehensive plan. Mr. Kiesow ended the discussion by informing the committee that the state selection committee would have grant allocation monies designated by the end of January.

**8. Scheduling of the next Regional Development Committee Meeting/Agenda Discussion**

The next RDC meeting was scheduled for January 23, 2001 at 1:30 P.M. There being no further business the meeting was adjourned at 10:10 A.M.

SUMMARY OF PROCEEDINGS

East Central Wisconsin Regional Planning Commission  
Winnebago County Courthouse, Oshkosh  
January 26, 2001

- I. **PLEDGE OF ALLEGIANCE**
- II. **MOMENT OF SILENT MEDITATION**
- III. **ROLL CALL**

The meeting of the East Central Wisconsin Regional Planning Commission was called to order by Chair Donald De Groot at 1:40 P.M. Roll call was taken showing the following attendance:

Commission Members Present

Merlin Gentz .....	Calumet County
Wilma Springer .....	Calumet County
Clarence Wolf .....	Calumet County
Walter Cacic .....	Marquette County
Don Wilson .....	Marquette County
Brian Kowalkowski .....	Menominee County
Ruth Winter .....	Menominee County
James Schuette (Alt. For Robert "Toby" Paltzer) .....	Outagamie County
Sally Meilke .....	Outagamie County
Alfred Krause .....	Outagamie County
Donald De Groot .....	Outagamie County
Arlyn Tober .....	Shawano County
M. Eugene Zeuske .....	Shawano County
Clarence Natzke .....	Shawano County
La Verne Grunwald .....	Waupaca County
Norman Weiss .....	Waushara County
Lester Van Loon .....	Waushara County
Joseph Maehl .....	Winnebago County
Arden Schroeder .....	Winnebago County
Ernie Bellin .....	Winnebago County
Richard Wollangk (Alt. for Jon Dell'Antonia) .....	Winnebago County

Commission Members Absent

Howard Zellmer .....	Marquette County
Randy Reiter .....	Menominee County
Tim Hanna .....	Outagamie County
Duane Brown .....	Waupaca County
Ken Hurlbut .....	Waupaca County
Yvonne Feavel (Alt. for George Sorenson) .....	Waushara County
Jane Van De Hey .....	Winnebago County

Staff Members Present

Harlan Kiesow .....	Executive Director
Ann Z. Schell .....	Assistant Director
Fred Scharnke .....	Principal Planner
Walt Raith .....	Principal Planner
Eric Fowle .....	Associate Planner
Ed Kleckner .....	Associate Planner
Denise McShane .....	Associate Planner
Elizabeth Runge .....	Planner

Betty Nordeng ..... Planner  
 Kathy Thunes ..... Planner  
 Tom Faella ..... Information Technology Manager  
 Vicky Johnson ..... Administrative Specialist

IV. **MINUTES OF THE OCTOBER 27, 2000 MEETING**

Mr. Van Loon motioned to approve the minutes of the October 27, 2000 meeting, seconded by Mr. Natzke. The motion was passed unanimously.

V. **BUSINESS**

A. Steering Committee

1. Acceptance of the Summary of Proceedings for the December 21, 2000 Meeting.

Mr. Weiss motioned to accept the Summary of Proceedings for the December 21, 2000 Meeting. The motion was seconded by Ms. Springer and passed unanimously.

2. Contract Services Status Report

Mr. Scharnke referred to the handout listing the status of the contracts. He stated his intent was to update the Commissioners on what contracts the Commission is presently working on, what was accomplished in 2000 and what is anticipated for 2001. Because some contracts go over one year, the handout also shows the contract work that will be completed in 2002. Mr. Scharnke stated that according to the 2000 Work Program, the target for local contract work was to be \$148,119. The commission was paid about \$65,000 and there is another \$21,900 outstanding billed. Basically, the Commission has received \$87,411, with a deficit of \$60,708 for the year 2000. Mr. Scharnke referred to the 2001 Work Program with an expected work activity of \$149,317. He indicated that with the \$60,708 deficit of 2000, the 2001 staff work effort would be \$210,000. Under expected billings for 2001 there is \$128,000 plus probable contracts of \$114,737. The probable contracts are specific contracts which will be presented for approval by the Commission at this meeting.

Mr. Cacic stated that in the year 2000 there is a deficit of \$60,000, what does the contract specifically state in terms of payment and why wasn't it brought up to date at year's end? Mr. Scharnke stated that a primary reason is that some of the contracts have not been completed yet, so they have not been billed out.

3. Proposed Resolution No. 25-00: **Amending Resolution 8-90, Specifying the Personnel Policies for Persons Employed by the East Central Wisconsin Regional Planning Commission, As Amended**

Ms. Schell stated that the final copy of the salary study was handed out prior to the meeting. Ms. Schell indicated that the Proposed Resolution No. 25-00 reflects the changes to the personnel policies resulting from the study. She briefly highlighted the changes in the Personnel Policies.

Mr. Cacic stated that in reference to the pay grades on page three, there are fifteen pay grades and these grades are not indicated on the sheet showing the employees. He indicated that it would be beneficial to know what pay grade each employee is currently at, so comparison can be done next year. Ms. Schell stated there were many more columns on the original spreadsheet, but it was simplified for the handout by hiding a number of columns. The pay grades could easily be added in for future handouts.

Mr. Cacic also questioned the payment instead of health insurance, if that is a lump sum, are deductions and retirement fund taken out. Ms. Schell indicated that all the deductions are taken out including the retirement fund. Mr. Cacic stated that if that was the case, the people taking insurance are not getting the amount taken out for their insurance added to their retirement fund. A brief discussion followed. A discussion ensued regarding the merit increases and the rationale of keeping it in place.

Ms. Springer motioned to adopt Proposed Resolution No. 25-00, seconded by Mr. Wollangk. Passed unanimously.

Ms. Schell briefly explained the handout that reflected the salary study changes to individual salaries and the overall impact of the salary study on the budget.

4. Proposed Resolution No. 02-01: **Authorizing the Commission to enter into an Agreement with Waushara County and the Towns of Deerfield, Hancock, Oasis, and Plainfield and the Village of Hancock for the Preparation of Local Land Use Management Plans**

Mr. Scharnke explained Proposed Resolution No. 02-01 is authorizing the Commission to enter into an agreement with five communities in Waushara County for land use planning. This is Group C or the third group of communities in Waushara County to contract for land use planning. Mr. Scharnke indicated that the Village of Plainfield declined to participate in this particular land use planning project. The total amount of the contract is \$49,474, with the county underwriting half the cost and the local communities half the cost. East Central, under project services, will rebate the local municipalities a certain amount once the land use plan is approved by the municipality. This typically amounts to \$600. Mr. Scharnke stated the difference between this contract and the previous contracts is that East Central now has a timeline built into the contract that allows two years to complete the plan versus eighteen months.

Motion was made by Mr. Cacic to accept Proposed Resolution No. 02-01, seconded by Mr. Weiss, passing unanimously.

5. Proposed Resolution No. 03-01: **Authorizing the Commission to Enter into an Agreement with the Wisconsin Department of Transportation for the Preparation of a STH 21 (Oshkosh to Omro) Corridor Study**

Mr. Raith stated the Department of Transportation requested that East Central prepare a study for STH 21 Corridor from Oshkosh to Omro. The proposal is that a study be prepared for the corridor and submitted to the Department of Transportation, and they would presents that to the Major Transportation Projects Commission (TPC)in August 2001. The Commission makes recommendations to include projects in the state budget through the transportation program. If approved by the TPC, WisDOT would begin the detailed engineering and environmental analysis for the corridor.

Mr. Raith added that East Central has been working for a long time on STH 21 issues and has resolutions of support from Winnebago County, the Cities Oshkosh and Omro and the Town of Omro. The recommendations we develop would reflect the resolutions in support of a 4-lane divided, expressway facility including a bypass of the City of Omro. What we need to nail down a little better is how the local road connections and private drives access the highway. Along with that we need to develop access management strategies that the communities can use to protect the highway. The locals have more ability to control access than WisDOT in terms of how subdivisions are plotted or commercial access is provided.

It is in the best interest of the communities to put these plans together and protect their long-range needs for the highway. The plans are about 50 percent for WisDOT and 50 percent for

the communities, as a notice or heads-up that this is probably the type of facility that will be built, so plan accordingly.

Mr. Maehl motioned for approval of Proposed Resolution No. 03-01, seconded by Mr. Bellin. Motioned passed unanimously.

B. Economic Development Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the January 17, 2001 meeting.

Chair De Groot indicated that the Chairman's Report and the Summary of Proceedings were handed out prior to the Meeting. Mr. Zeuske motioned for acceptance of Chairman's Report and Summary of Proceedings for the Economic Development Committee, seconded by Mr. Natzke. Passed unanimously.

C. Open Space and Environmental Management Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the January 9, 2001 meeting.

Mr. Natzke indicated the Chairman's Report and the Summary of Proceedings for the Open Space and Environmental Management Committee were in the packet and motioned for acceptance of them. The motion was seconded by Mr. Krause, passing unanimously.

3. Proposed Resolution No. 04-01: **Authorizing the Commission to Enter into Negotiations with Interested Member Counties to Implement Wisconsin Administration Code NR -135 – Non-Metallic Mining Reclamation**

Mr. Fowle stated that the Commissioners may already be aware that the State has adopted Administration Code NR-135 dealing with non-metallic mining reclamation. This code applies to reclamation only, not zoning of quarries or those issues. It is Mr. Fowle's understanding that counties will be required to adopt an ordinance or program related to this by June 1, 2001. Individual units of government have the option of developing their own program superseding a county program. If no one develops a program, the DNR will come in and develop and administer a program. East Central was approached by Outagamie, Winnebago, and Calumet counties expressing an interest in developing a regional program.

Due to the self-sufficient nature of the program through permit fees; concerns of existing county staff availability for such a local program; and the large mining operators that have sites in multiple counties, it was thought that this may worth pursuing. Mr. Fowle stated that a letter was sent to all counties asking for their interest and participation in such an effort. Mr. Fowle indicated that, at this time, Shawano County was a maybe, Waushara County declined with the understanding that they are developing their own, but want to sit in on meetings, and no response from Fond du Lac, Green Lake, Marquette, Waupaca and Menominee Counties.

Mr. Fowle explained that Proposed Resolution No. 04-01 was approved by the Open Space and Environmental Management Committee and it does not commit the Commission to anything at this time, but does authorizes the staff to sit down at a table with those interested counties and try to work out finer details and to see if it will be feasible. In terms of time frame, this needs to be figured out in the next two months.

Mr. Natzke moved for approval of Proposed Resolution No. 04-01, seconded by Ms. Meilke. Motion passed unanimously.

D. Regional Development Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the January 8, 2001 and January 23, 2001 meetings.

Ms. Winter stated the Summary of Proceedings for the Regional Development Committee for the January 8, 2001 meeting were in the packet and the Summary of Proceedings for the January 23 meeting, was handed out prior to the meeting along with the Chairman's Report. Ms Winter moved for acceptance, seconded by Mr. Kowalkowski. Passed unanimously.

3. Proposed Resolution No. 01-01: **Updating the Stockbridge Sewer Service Plan**

Mr. Fowle stated the Stockbridge SSA Plan has not been updated since 1985. He explained that Stockbridge area expects a moderate population increase over the next twenty years. Based on calculations approximately 75 – 100 acres are needed to accommodate that development. Mr. Fowle indicated that the planning area boundary was also expanded to include Calumet County Park under the assumption that it would be cost-effective should the balance of lakeshore development (to the south) is serviced first. The plan has been approved by the Village Sewer and Utilities Commission and the Village Board.

Mr. Wolf moved to approve Proposed Resolution No. 01-01, seconded by Mr. Van Loon. Resolution was approved unanimously.

4. Proposed Resolution No. 06-01: **Updating the Freedom Sewer Service Plan**

Mr. Fowle stated that the Freedom Sewer Service Plan also has not been updated since 1985. The Town of Freedom is expected to increase by approximately 1,100 persons, of which 584 persons would be located in the Sanitary District. This increase correlates to an acreage need of about 150-160 acres. Mr. Fowle referred to the acreage summary and map that was handed out prior to the meeting illustrating the proposed configurations. He anticipates adding 235 acres to the service area. There are a few issues that may affect growth in this area - a power plant locating to the south of the community, which could increase industrial development, and water issues that could lead to installation of municipal water system. The draft plan has been approved by the Sanitary District, the Plan Commission, the Town Board and the Regional Development Committee.

Mr. Bellin motioned to adopt Proposed Resolution No. 03-00, seconded by Mr. Wollangk. Motion passed unanimously.

E. Transportation Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the January 17, 2001 meeting.

Ms. Springer stated that the Chairman's Report and the Summary of Proceedings for the January 17, 2001 were handed out prior to the meeting. She motioned for approval, seconded by Mr. Weiss. Unanimously passed.

3. Proposed Resolution No. 05-01: **Amending the Transportation Improvement Program for the Fox Cities (Appleton-Neenah) and Oshkosh Urbanized Areas, 2001**

Ms. Schell explained that the TIP is required in every urbanized area, by the U. S. Department of Transportation, and it must include all federally, state, and significant locally funded transportation projects. WisDOT has done a particularly good job in getting the grant programs to fall in place so we can get them into the TIP when we adopt it in July, but a couple of grant programs still do not mesh well with that schedule. In January, two programs require the amendment of the TIP. First is the 5310 Program, which is a program for the capital purchase of vehicles by non-profit organizations for transportation of elderly/disabled persons. And the other program is the WETAP Program, which is Wisconsin Employment Transportation Assistance Program. And that program funds transportation programs for low-income persons for work or work-related trips. The specific projects to be amended to the 2001 TIP are: under the 5310 Program, is Cerebral Palsy Inc. (Oshkosh) is submitting an application for a bus that carries twelve passengers and six wheelchair passengers; the WETAP Program will be submitting an application in the end of March, which will be for continuation of services.

Mr. Wollangk motioned for adoption of Proposed Resolution No. 05-01, seconded by Mr. Tober. Passed unanimously.

**VI. OTHER BUSINESS**

A. Appointment of Nominating Committee

Chair De Groot appointed the Nominating Committee as follows:

Clarence Wolf – Calumet County  
Walter Cacic – Marquette County  
Brian Kowalkowski – Menominee County  
Alfred Krause – Outagamie County  
Eugene Zeuske – Shawano County  
Ken Hurlbut – Waupaca County  
Lester Van Loon – Waushara County - Chairman  
Ernie Bellin – Winnebago County

Mr. Kiesow indicated that he had another point of business. The census figures will be coming out for the local municipalities, for the purpose of redistricting. According to the Commission By-laws, a county's representation increases by one as the population increases in increments of 50,000 persons. At this time, it appears that Outagamie, Winnebago and Waupaca counties may be eligible for an additional commissioner. Mr. Kiesow stated that this would affect the organizational structure and, if the figures are correct, the counties will be contacted to appoint an additional commissioner.

**VII. ESTABLISH TIME AND PLACE FOR NEXT COMMISSION MEETING**

After a brief discussion regarding location of the next Quarterly Meeting it was determined that the next Quarterly Commission Meeting, 1:30 P.M., Friday, April 27, 2001, would be held in Shawano County Courthouse, Shawano. The morning mini-conference on April 27, 2001 would also be held in Shawano County.

**VIII. ADJOURNMENT**

Mr. Wollangk moved for adjournment, seconded by Ms. Springer. Motion passed unanimously. Meeting adjourned at 2:40 P.M.

**RESOLUTION NO. 01-01**

**UPDATING THE STOCKBRIDGE SEWER SERVICE AREA PLAN**

**WHEREAS**, the East Central Wisconsin Regional Planning Commission has been designated by the Wisconsin Department of Natural Resources as the sewer service area management agency for the ten county East Central region, and;

**WHEREAS**, the East Central Wisconsin Regional Planning Commission has entered into a memorandum of agreement with the Wisconsin Department of Natural Resources to develop, update, and manage sewer service area plans for the designated area and select non-designated areas, and;

**WHEREAS**, the East Central Wisconsin Regional Planning Agency is preparing updated sewer service area plans for communities through the year 2020, and;

**WHEREAS**, the East Central Wisconsin Regional Planning Commission has held numerous public participation and community meetings for those areas affected during the planning process, and;

**WHEREAS**, the Sewer Service Area Plans will be submitted to the Wisconsin Department of Natural Resources and certified as part of the Wisconsin Water Quality Plans;

**NOW THEREFORE BE IT RESOLVED BY THE EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION:**

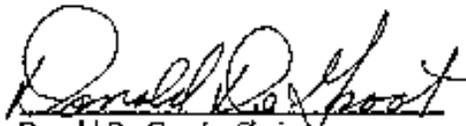
**Section 1:** That the Commission adopt the updated plan for the Stockbridge Sewer Service Area and recommend Wisconsin Department of Natural Resources certification of the plan update, and;

**Section 2:** That the Commission provide continuing sewer service area planning and management functions including sewer service area amendments, the review of wastewater and sewer plans and the review of sewer extension requests for the Stockbridge SSA.

Effective Date: January 26<sup>th</sup>, 2001

Submitted By: Regional Development Committee

Prepared By: Eric W. Fowle, AICP – Assoc. Environmental Planner

  
Donald De Groot, Chair



State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

Scott McCallum, Governor  
Darrell Buzzell, Secretary

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Box 7921  
Madison, Wisconsin 53707-7921  
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Mr. Harlan Kiesow  
ECRPC  
132 Main Street  
Menasha, WI 54952

SUBJECT: Stockbridge SSA Plan Update

Dear Mr. Kiesow:

We have completed our review and approve of the Stockbridge Sewer Service Area Plan Update for the year 2020. This plan update adds 747.5 acres of land to the SSA, 417 of which are developable and 30 of which are environmentally sensitive. As mentioned in the plan update, the Village of Stockbridge should adopt a stormwater management ordinance and if one is not in place, a construction site erosion control ordinance, as well, to maintain water quality during and after development occurs.

The approval of this revision does not constitute approval of any of the following:

- private sewage systems pursuant to Chapter ILHR 83, (WI Admin. Code),
- sewer extension pursuant to Chapter NR 110, (WI Admin. Code),
- authority to alter the bed or banks of any navigable waterway (Chapter 30, WI Stats.),
- certification for any wetland alteration (Section 401, Federal Water Pollution Control Act, and NR 103, 299, WI Admin. Code),
- takings of threatened and endangered resources pursuant to Wisconsin Statutes 29.415

Those approvals must be obtained separately from the respective agencies. In addition, storm water management plan development is required for any construction site activity disturbing five or more acres of land pursuant to Chapter NR 216 (WI Admin. Code).

Any person aggrieved by this approval has the right to appeal the decision. Wisconsin Statutes and Administrative Code establish time periods within which requests to review Department decisions must be filed. For judicial review of a decision pursuant to s. 227.52 and 227.53, Wisconsin Statutes, a petition for review must be filed within 30 days after service of the decision. The respondent in an action for judicial review is the Department of Natural Resources. This notice is provided pursuant to s. 227.48(20), Wisconsin Statutes.

Sincerely,

  
Charles R. Ledin, Section Chief  
Great Lakes & Watershed Planning Section  
Bureau of Watershed Management

c. George Boronow, NER-Green Bay  
Kara Ott, V. of Stockbridge  
Gail Eldred, sewer utility commission

## **APPENDIX B - GOALS, OBJECTIVES AND POLICIES**

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Goals represent common community ideals. They give statements of direction in which planning is aimed. Objectives are more specific targets along the path of satisfying community goals. Objectives may be measurable, adding to the community good. Policies are strategies for accomplishing the stated objectives. Specific policies can be used in the decision-making process.

As part of the updating process, the earlier set of goals, objectives and policies have been refined to provide more specific guidance for service area planning. The refinements are a result of additional community and technical advisory committee participation in the service area update planning process. The refinements also reflect various state and federal laws and regulations which impact Sewer Service Area growth and development activities. They address three basic questions. How much development is anticipated to occur? What type of development can be expected? Where should this development occur?

Two overall goals have been identified. The first goal and related objectives and policies pertain to land use and urban development issues. The second goal addresses public facilities, specifically sanitary sewerage systems. Objectives and policies related to both goals point out the significant interrelationship between urban land use and sanitary sewerage planning and provide a sound basis for determining a community's future development and sewerage system needs.

### **GOAL**

To encourage an orderly and planned pattern of community growth and development that will provide a high quality living environment.

**OBJECTIVE:** To promote a balanced and realistic allocation of land areas to accommodate current and future urban development needs.

### **Policies**

- 1) The supply of land allocated for urban development should approximate current and future needs as determined from population, employment and land use projections.
- 2) Urban development patterns should incorporate planned areas of mixed use and density that are clustered and compatible with adjacent uses.

- 3) The allocation of future urban development should maximize the use of existing urban facilities and services.

**OBJECTIVE:** To promote compact communities which contain centralized, concentrated and compatible urban development patterns.

### **Policies**

- 1) Future urban development should be encouraged to infill vacant developable lands within existing communities and then staged outward adjacent to existing development limits.
- 2) A greater proportion of subdivision development now occurring in rural areas should be encouraged within existing communities where urban services area are available.
- 3) Future commercial and industrial development should expand upon existing areas and be readily accessible to major transportation systems.
- 4) Urban development areas should consider existing political boundaries and jurisdictions.
- 5) The boundaries of urban development should consider natural and man-made features, such as ridge lines, streams and major highways.
- 6) Residential land use patterns should maximize their accessibility to public and private supporting facilities.
- 7) Urban development should occur only in designated urban service areas.

**OBJECTIVE:** To promote urban development which is environmentally sound and compatible with the natural resource base.

### **Policies**

- 1) Urban development should be directed to land suitable for development and discouraged on unsuitable land, such as floodplains, wetlands, prime agricultural soils, areas of high bedrock and groundwater, prime wildlife habitat, unique scientific areas and areas of historical or archeological significance.
- 2) Environmentally sensitive areas should be preserved and protected from urban development.

- 3) Urban development should pose no significant adverse impacts to surface water and groundwater.

**OBJECTIVE:** To promote urban development in an efficient and economical manner.

**Policies**

- 1) Urban development should be encouraged at densities adequate to sustain reasonable urban service costs.
- 2) Future urban development should be located in areas which can be conveniently and economically served by public facilities.
- 3) Future residential development should provide an adequate variety of types, prices and locations of housing and convenience and choice in acquiring goods services.
- 4) Existing communities and their central businesses districts should be preserved and enhanced.

**GOAL**

To provide and maintain a full range of community facilities and services which are efficient, economical and environmentally sound.

**OBJECTIVE:** To promote sanitary sewerage systems which will effectively and economically serve urban development.

**Policies**

- 1) The number of waste treatment plants should be minimized to avoid duplication of facilities, institute economies of scale and lessen environmental degradation.
- 2) Urban development should be provided with sanitary sewer service which is reasonably sized.
- 3) Existing capacity in sanitary sewerage systems should be used before making substantial expansion or extensions.
- 4) Sanitary sewerage system construction and sizing should be staged to encourage lower capital investment and greater flexibility.

- 5) Sanitary sewerage systems should be provided for existing development whenever they are the most cost-effective alternative for addressing failing on-site disposal systems.
- 6) Gravity flow sanitary sewer and interceptor systems should be utilized whenever it is cost-effective.

**OBJECTIVE:** To promote sanitary sewerage systems which are environmentally sound.

### **Policies**

- 1) Disturbances to natural resources should be minimized when constructing sanitary sewerage systems.
- 2) Constructing sanitary sewers through environmentally sensitive areas should be avoided whenever possible.
- 3) The design and construction of sanitary sewerage facilities should not promote development in environmentally sensitive areas.
- 4) Sanitary sewerage systems should meet water quality standards.
- 5) When feasible, sanitary sewer systems and stormwater drainage systems should be designed and constructed concurrently to achieve pollutant abatement, gain drainage benefits, and minimize disruption of natural resources.
- 6) Erosion and sediment control practices should be utilized in constructing sanitary sewer systems where the potential for erosion is high.