

# **WINNECONNE SEWER SERVICE AREA PLAN**

**September, 2003**

Prepared by the  
East Central Wisconsin Regional Planning Commission

in cooperation with the

State of Wisconsin  
Department of Natural Resources

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## ABSTRACT

Title: WINNECONNE SEWER SERVICE AREA PLAN

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Subject: Sanitary sewer service area delineation for future  
community growth.

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*This plan updates and supersedes the 1985 Winneconne Sewer Service Area Plan which is an element of the Wolf River Basin Water Quality Management Plan. This plan was prepared by the East Central Wisconsin Regional Planning Commission and was certified by the Wisconsin Department of Natural Resources on September 22<sup>nd</sup>, 2003 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 Winneconne 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.*



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## CHAPTER 1 - INTRODUCTION

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This report represents the first update of the Winneconne Sewer Service Area Plan, a formal element of the State of Wisconsin's Water Quality Management Plan, which for this area includes the Wolf River Basin Water Quality Management Plan (WDNR, 1996). In the twenty-four years 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 Winneconne Sewer Service Area Plan Update amends the 1985 Winneconne Sewer Service Area Plan and 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.

Sewer service area plans serve as a basis for Wisconsin 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 (ESAs) 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 where appropriate.

## CHAPTER 2 - BACKGROUND

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### 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 (FVWQPA). 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 Wisconsin Administrative Code NR-121, 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 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 Winneconne Sewer Service Area Plan was adopted by East Central's Community Facilities Committee on January 16<sup>th</sup>, 2003, and; by its full Commission on January 31<sup>st</sup>, 2003. The plan update was certified by the Wisconsin Department of Natural Resources and became effective on September 22<sup>nd</sup>, 2003 (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 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 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 overall area there are now 20 different sewer service areas that 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 there are now six sewer service area plan elements within the non-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. The Winneconne Sewer Service Area is located within a "designated" area and lies within both the Arrowhead River and Daggets Creek and the Pine and Willow Rivers watersheds of the Wolf River Basin.

## **REPORT FORMAT**

This plan describes and delineates the Winneconne Sewer Service Area. The plan was developed in accordance with state and federal guidelines and involved public input and review. Formal informational meetings and public hearings were held as part of the SSA Plan Update process with the Winneconne Sanitary District as well as with ECWRPC's Community Facilities Committee and full Commission. Summaries of Proceedings of these meetings are contained in Appendix A.

The following sections are formatted as follows and discuss the:

1. Winneconne 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) are available at the Commission offices.



EXHIBIT 1 - WINNECONNE SEWER SERVICE AREA MAP (see separate map)

Back of map

## CHAPTER 3 - WINNECONNE SEWER SERVICE AREA

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### PLANNING AREA DESCRIPTION

The Winneconne Planning Area and Sewer Service Area are located in central Winnebago County along the Wolf River (a connecting channel between Lake Butte des Morts and Lake Winneconne) and USH 116. The Planning Area encompasses the Village of Winneconne and portions of the Town of Winneconne which contain the Town of Winneconne Sanitary Districts No. 3, 4, and 5. The Planning Area is defined based on individual, or combinations of factors, including, but not limited to representations of: the "ultimate service" area of the treatment plant based on capacity; the extent of service areas for individual lift stations or interceptor sewers, and; the proximity of nearby clusters of development currently on on-site systems which may have long-term (20+ years) needs for sanitary sewer. In some areas, for administrative purposes, the Planning Area is often based on quarter-quarter section boundaries.

This plan update includes several modifications to the existing Planning Area Boundary which more realistically portrays areas which are, or are not, able to be serviced by gravity sewers from the Village's existing lift stations. This analysis was not conducted for the lift stations within the Town of Winneconne Sanitary District No. 3. Approximately 54.2 acres were removed from the Planning Area, while 222.9 acres were added, giving a net increase of approximately 168 total acres. The Planning Area now encompasses approximately 4,566 acres (7.13 square miles) and includes all of Sections 3, 4, 9, 10, 16, 21, and 22 and portions of Sections 14, 15, 17, 18, 20, 28, and 29 in T19N-R15 E.

Also, this plan update adds an approximate 681 acres (1.06 sq. mile) as an 'undefined planning area' between the Village of Winneconne and the Buttes des Morts Sanitary District (Buttes des Morts SSA). This designation is based on two factors: 1) The Town of Winneconne's long-range land use plan calls for a majority of new development to locate within this portion of the Town, preferably using public sanitary sewer, and; 2) it is not known at this time which wastewater treatment and collection system can serve all, or portions, of this area the most cost-effectively. A number of recommendations are contained in this plan (page 24) regarding how to address the 'undefined planning area'.

## LAND USE AND DEVELOPMENT

The Village of Winneconne is the core of denser development, while primarily lakeshore residential and recreational housing units exist within the Town of Winneconne. With a 2002 estimated population of 3,064 persons, the pre-updated SSA covered an area of approximately 1,433 total acres, of which approximately 60 percent is developed. The total estimated dwelling units for the entire SSA was 1,168 in 2002. A mixture of land uses and development is present with the SSA and its Planning Area. The predominant land use is single family residential homes with an older downtown commercial area located in the Village along USH 116 (Main Street). Additional highway and community related commercial uses stretch to the east along USH 116, while industrial uses are primarily located in the western portion of the Village in its industrial park. The balance of the Planning Area is comprised of agricultural, rural and lakeshore residential development. Winneconne is primarily a small recreational community with close ties to Lake Winnebago Pool Lakes and the Wolf River system, although recently, development pressures have increased due to its close proximity to the Oshkosh and Fox Cities urbanized areas. Of the three existing sanitary districts located in the Town of Winneconne, only one, Sanitary District No. 3, provides sewer collection service, with treatment being provided by the Village's wastewater treatment plant via an intergovernmental agreement. Additional information on the status of each sanitary district is contained below:

### Town of Winneconne S.D. 3

This District lies to the northeast of the Village of Winneconne was originally formed in 1971. The District currently encompasses approximately 707 acres of land and, in 2002, was comprised of 261 residences (connections) with an estimated population of approximately 663 persons. A majority of the District's residences are provided public sewer (which was installed in 1998 based on a 1996 Facilities Plan prepared by McMahon Associates) while several areas within the District still utilize private on-site systems.

This District oversees the operations and maintenance of its sewer system up to its metered connection point located northeast of the high school. Wastewater is treated by the Village of Winneconne's wastewater treatment plant under an intermunicipal agreement (approved in 1997). The agreement specifies the maximum extent of sewer service and the total number of dwelling units which may receive service. Based on this agreement, a total of 762 dwelling units may be serviced (350 more units than existed in the entire District at the time of the agreement). A maximum of 0.155 mgd (0.388 mgd w/peak flows) has been allocated in the treatment plant to serve the sanitary district.

#### Town of Winneconne S.D. 4

The Town of Winneconne Sanitary District No. 4 lies to the east of the Village of Winneconne, west of Buttes des Morts and south of USH 116. The District encompasses approximately 1,100 acres was originally formed in the late 1960's or early 1970's; however, no public sewer is provided at this time and the District is relatively inactive. The District was formed to investigate the feasibility of servicing existing development along Lake Butte des Morts which had/has failing on-site systems. This area was addressed as part of the Village's regional Facility Plan (1976), but was deemed as being not cost-effective to service at the time.

#### Town of Winneconne S.D. 5

The Town of Winneconne Sanitary District No. 5 lies to the west of the Village of Winneconne, along the southern shores of Lake Winneconne. The District encompasses approximately 565 acres and was originally formed in the late 1960's or early 1970's; however, no public sewer is provided at this time and the District is relatively inactive. The District was formed to investigate the feasibility of servicing existing development along Lake Butte des Morts which had/has failing on-site systems. This area was addressed as part of the Village's regional Facility Plan (1976), but was deemed as being not cost-effective to service at the time.

## **ENVIRONMENTAL CONDITIONS**

Environmentally sensitive lands within the Planning Area are generally associated with water features, riparian corridors, and wetland areas. The following text describes these features in more detail.

### **Watersheds & Water Features**

The Winneconne Sewer Service Area and its Planning Area within two distinct subwatersheds of the Wolf River Basin: the Arrowhead River and Daggets Creek Watershed (WR-01) and; the Pine and Willow Rivers Watershed (WR-02). These watersheds flow directly into Lakes Winneconne and Buttes des Morts and eventually drain into the Lake Winnebago/Fox River/Green Bay system. According to the Wolf River Basin Water Quality Management Plan (April, 1996), the Arrowhead/Daggets Creek watershed covers substantial portions northern Winnebago County and encompasses approximately (135 square miles). This watershed was selected as a Priority Watershed (plan adopted by WDNR in 1993) due to its non-point source pollution contributions. The Pine and Willow Rivers Watershed has been ranked as a "high" priority for streams and "medium" as a priority for groundwater under the Non-point Source Priority Watershed selection process. Insufficient data exists for this watershed and additional monitoring was recommended.

According to USGS maps, the only other named water feature within the Planning Area is the Arrowhead River, located in the northern portion of the SSA which bisects part of Winneconne Sanitary District 3. Additional unnamed, intermittent streams which flow into either Lake Winneconne, Lake Poygan, or shoreland wetlands are also present throughout the Planning Area. No other named lakes exist within the Planning Area, although a number of un-named natural and man-made ponds and channels provide additional open water habitat.

### **Wetlands**

Wetlands 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 provide a buffer zone protecting shorelines and streambanks. Several relatively expansive areas of designated wetland remain along the shores of the Wolf River, Lake Winneconne and Lake Butte des Morts. These wetlands continue to be susceptible to negative impacts resulting from boating activities, wave action, and exotic species invasion. A total of 889 acres of designated wetlands existed in the Planning Area in 2002.

### **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 Winnebago County identify areas along the Wolf River, Lake Winneconne, and Lake Buttes des Morts shorelines which are subject to flooding within the 100-year floodplain. Additional floodplain areas lie along the western and southwestern portions of the Village along an existing water channel and intermittent stream.

### **Soils**

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.

According to the Soil Survey of Winnebago County, prepared by the USDA in 1976, three major soil associations are present within the Winneconne Planning Area:

- **Kewaunee-Manawa-Hortonville:** This soil association comprises approximately 40 percent of the Planning Area and is located in its extreme eastern and western portions. This association consists is well to somewhat poorly drained and nearly level to sloping. This unit is used mainly for cultivated crops. Seasonal wetness, poor tilth, and erosion are the main farming concerns, while residential uses are limited due to poor conditions for septic tank absorption fields.
- **Zittau-Poy:** This association comprises approximately 40 percent of the Planning Area throughout most of the incorporated Village and along the shores of Lake Winneconne. This association is very poorly drained and is located in areas of a glacial lake basins. Wetness due to high water tables limit the use of these areas for both agricultural and residential purposes.
- **Houghton-Willette:** These soils comprise approximately 10 percent of the Planning Area and are located in the southeastern portion of the Village and along Lake Butte des Morts. These soils are nearly level and very poorly drained and may contain marshy areas with ponded water. Wetness and frequent flooding limit the uses of these areas for both agricultural and urban uses.

Based on this soils information, only one area of steep slope (12% or more) exists within the Planning Area. This slope is associated with the western side of a hill along CTH M in the east-central portion of the Planning Area. Steep slopes may not be suitable for development due to the potential for soil erosion and slope stability. Additionally, bedrock located near the surface (less than 5 feet) is present within the eastern and northeastern portions of the Planning Area, just outside of the updated SSA. High bedrock can hinder development due to the cost of rock excavation.

### **Groundwater**

The groundwater resources of area are generally plentiful and of fair quality. Groundwater resources within the Planning Area are linked directly to the surficial glacial deposits and underlying bedrock structure. The Planning Area contains three of the four major aquifers of Wisconsin. Formed during the Ordovician and Cambrian Periods, these aquifers are associated with the different geologic strata and can be generally described as having the following characteristics:

- **The Surficial (Sand & Gravel) Aquifer** - Also known as the “water table”, this aquifer is present in all areas of the Planning Area and consists of glacial sediments deposited by several glacial advances that covered portions of all of Winnebago 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, present throughout the aquifer, typically can transmit adequate amounts of water for private well systems, although this aquifer is the most environmentally at risk in due to the shallow depth to groundwater and the high permeability of most of the subsurface materials. This may increase the possibility that contaminants at the surface will percolate through the ground to contaminate groundwater. While there are sandy soils in the planning area, there is also high groundwater present in many areas. These conditions limit the use of individual septic systems and development in many of the desirable areas.
- **The Platteville-Galena Aquifer** - This aquifer is comprised primarily of dolomite and acts as a leaky confining layer between the upper Surficial Aquifer and the lower 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** - The area's thickest and most important aquifer, it is the most widely used for sustained high capacity wells for municipal and industrial uses.

The Planning Area's residents are provided drinking water either via the Village's municipal water system, or by private well systems. The groundwater within the Planning Area is generally of good quality, however; the Planning Area lies within a WDNR defined “Arsenic Advisory Area” that coincides with the western edge of the St. Peter formation. Shallower, private wells may be more susceptible to arsenic contamination than is the Village's municipal system. Approximately 90 percent of the Planning Area contains areas of high groundwater (within one foot of the surface). These areas are uniformly scattered throughout the Planning Area. Areas of high groundwater may hinder development within the SSA and may require increased dewatering during construction.

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

The Village of Winneconne's wastewater treatment facility (WWTF) is located in the southwestern portion of the Village at the east end of Washington Street and was originally constructed in 1940. Its last re-construction occurred 1980. The treatment plant is a compact package plant using activated sludge and aerobic digestion processes. The plant discharges treated effluent into the Wolf River and utilizes a series of sludge drying beds. Treated sludge is then landspread on agricultural fields.

The Village is currently facing an issue with the amount of land needed and available for landspreading treated sludge through a required three-year rotation. The Village is currently seeking to acquire or lease additional farmland in close proximity to satisfy current and long-term spreading needs.

The facility was originally designed as a regional treatment plant with capacity to service development within the Village, and the Town of Winneconne Sanitary Districts No. 3 and No. 5, as well as the Poygan Sanitary District. To date, the treatment plant only services lands within the Village of Winneconne and the Town of Winneconne S.D. No. 3. The plant was designed for a maximum average design flow of 0.495 mgd (495,000 gallons per day) of which a maximum of 0.155 mgd has been allocated to the Town of Winneconne Sanitary District No. 3 via an inter-municipal agreement. System capacity was recently added in 1998 via the construction of a 750,000 gallon equalization basin. Raw pump capacity was also increased to 600,000 gallons per day in 1998. The plant's annual average monthly flow for 2002 was 0.4792 mgd which represents 103 percent of the design capacity. According to the Public Works Director additional capacity can be gained by splitting up the equalization basin into another 'compact' treatment plant.

The plant has had a good record of performance and has generally met permit limits under the Village's management. The designed loadings for biological oxygen demand (BOD) are 868 lbs/day with effluent limits of 30 mg/l. The total suspended solids (TSS) effluent limit is 30 mg/l and has been consistently monitored at levels averaging 7 mg/l on a monthly basis. The Village has an industrial waste pre-treatment requirement and charges additional fees for effluent containing over 9 mg/l of phosphorus. Currently, the Rothenberg/Ensley Tool Company is the only major industrial contributor of phosphorus.

Overall, the Village's WWTF had a total 2002 Compliance Maintenance Annual Report (CMAR) rating of 57 points, which falls under the WDNR's 'no action or recommendation range'. A majority of these points are attributed to the plant's age. In summary, the 2002 permit and design information for the Village of Winneconne WWTF is as follows:

- **WPDES Permit Number:** WI-0021938-5
- **Receiving water:** Wolf River, Winnebago Co.
- **Design Avg. Monthly Inflow:** 0.495 mgd
- **Annual Avg. Monthly Inflow:** 0.479 mgd
- **Design Avg. Monthly BOD Loadings (lb./day):** 868
- **Annual Avg. Monthly BOD Loadings (lb./day):** 136
- **Treatment Type:** Activated Sludge
- **Sludge Treatment:** Aerobic Digestion
- **Sludge Disposal:** Agricultural Landspreading

Sanitary District No. 3's existing wastewater collection system consists mainly of eight inch gravity sewers which pump waste through a series of 4 lift stations and six-inch forcemains to a connection point at a 12-inch gravity sewer located northeast of the Winneconne School District's high school facility.

A system 8-inch gravity sewers, 6-inch forcemains, and five lift stations exist within the Village and transport waste to either a series of 10, 12, and 24-inch gravity interceptors (west side) or to a set of 15 and 18-inch interceptors (east side). A major river crossing, consisting of an 8-inch and 18-inch siphon sewer, provides transport of wastes to the plant from the east side. The river crossing was constructed as part of the treatment plant re-construction in 1980 and has a capacity of 8.83 cfs. Currently approximately 1,314,512 gallons per month run through the siphon, which represents approximately 40-50 percent of its available capacity. No issues regarding capacity of the siphon should be present based on the proposed allocation areas.

The clearwater inflow and infiltration (I&I) problems noted in the 1985 plan have been reduced as the Village continues to televise, clean, and replace sewers as funds provide for. According to the Public Works Director, since 1998 approximately 1.75 miles of sanitary sewer has been upgraded or replaced.

## **FORECAST GROWTH**

Based on East Central's projection methodology, the Winneconne Sewer Service Area is projected to have steady growth during the planning period (Exhibit 2). The total population within the SSA is projected to increase by 499 persons thus bringing the 2000/2002 population of 3,064 to 3,563 in the year 2020. This projection is based the Village's expected population coupled with the expected increase in population within the Town of Winneconne Sanitary District No. 3. The District's population was calculated by applying the Town's projected rate of growth to the District's base year population. A portion of projected growth comes from within the Village and District as the persons per household size is expected to decrease over time. Based on these figures, it is expected that a total of 260 additional dwelling units will be constructed during the planning period.

Assuming that all future single family dwelling units are at an average density of 2.0 units per acre (consistent with recent development trends), approximately 137 acres of vacant land will be required within the sewer service area to accommodate future residential development. An additional 20 percent "market factor" is added to this total for a final residential projection of 164.4 acres.

When compared to recent building permit activity, these projections may be somewhat low. The Village has had an average of 17 dwelling units constructed annually (Exhibit 3), and if the trend continues, approximately 340 dwelling units would be constructed throughout the planning period. Using the same density and market factor assumptions, a total of 204 acres of vacant land would be needed to accommodate residential development for just the Village.

The plan update, as proposed, would contain approximately 433.7 total acres to accommodate residential development within the SSA. This figure is higher than the projected amount, however; East Central staff feels that this amount is justifiable based on the configuration of the SSA and the historical and projected development trends. Additionally, a number of other 'external' factors present within the general geographic area will likely allow for growth beyond East Central's projections. Namely, the Village's proximity to the Oshkosh and Fox-Cities Urbanized Areas and the ongoing upgrades and improvements to the USH 10/45 highway corridor. An interchange is being constructed at USH 116 and USH 110 which will provide for easier access to the Village and Town in the future.

## **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. The year 2020 Winneconne Sewer Service Area Plan, as updated and illustrated in Exhibit 1, contains a total of 1,560.8 acres of land. Within the service area boundary 104.6 acres have been identified as environmentally sensitive areas and 33.1 acres are open water. Developed lands within the updated service area total 826.3 acres while 558.4 acres of lands are considered to be available for sewered development. Exhibit 4 contains details of the acreages associated with the Year 2020 sewer service areas.

**Exhibit 2**  
**Winneconne Planning Area Growth Projections, 1990-2020**

Year	Village of Winneconne			Town of Winneconne		
	Total Population	Persons Per Household	Total Households	Total Population	Persons Per Household	Total Households
<b>1990</b> (US Census)	2,059	2.65	777	1,761	2.62	672
<b>2000</b> (US Census)	2,401	2.57	907	2,145	2.54	749
<b>2005</b> (ECWRPC)	2,558	2.53	962	2,309	2.50	787
<b>2010</b> (ECWRPC)	2,634	2.47	1007	2,401	2.45	817
<b>2015</b> (ECWRPC)	2,705	2.42	1051	2,489	2.39	845
<b>2020</b> (ECWRPC)	2,768	2.38	1090	2,571	2.35	869
<b>Change (2000-2020)</b>	<b>367</b>	<b>-0.19</b>	<b>183</b>	<b>426</b>	<b>-0.19</b>	<b>120</b>

Year	Winneconne S.D. #3			Total Winneconne SSA**		
	Total Population*	Persons Per Household	Total Households	Total Population	Persons Per Household***	Total Households
<b>1990</b> (ECWRPC)	n/a	n/a	n/a	2,059	2.64	777
<b>2000/2002</b> (ECWRPC/S.D.)	663	2.54	261	3,064	2.56	1168
<b>2005</b> (ECWRPC)	714	2.50	285	3,272	2.52	1247
<b>2010</b> (ECWRPC)	742	2.45	303	3,376	2.46	1310
<b>2015</b> (ECWRPC)	769	2.39	322	3,474	2.41	1373
<b>2020</b> (ECWRPC)	795	2.35	338	3,563	2.37	1428
<b>Change (2000-2020)</b>	<b>132</b>	<b>-0.19</b>	<b>77</b>	<b>499</b>	<b>-0.19</b>	<b>260</b>

\* Projections calculated by applying T. of Winneconne annual percentage increases to 2002 base population. Base population derived from total residential connections w/in District.

\*\* Total of Village and Winneconne S.D. 3

\*\*\* Average of Town and Village PPH

Source: ECWRPC, 2002

**Exhibit 3**  
**Winneconne SSA Building Permit History 1990-2001**

<b>Year</b>	<b>V. Winneconne</b>	<b>T. Winneconne*</b>
1990	15	5
1991	11	15
1992	23	28
1993	15	28
1994	18	20
1995	25	15
1996	35	20
1997	9	16
1998	16	18
1999	10	29
2000	16	33
2001	16	Not available
<b>Total</b>	<b>209</b>	<b>227</b>
<b>Average</b>	<b>17</b>	<b>21</b>

Source: WI DOA and V. Winneconne

\* Unsewered units

**Exhibit 4**  
**Winneconne SSA Plan Update - Summary of Proposed Modifications**

SSA Characteristic	Allocation Type (Acres)			
	Administrative Adjustments	Existing Development Allocations	Growth Area Allocations	Total
Developed Lands	0.6	7.3	13.5	<b>21.3</b>
Road R.O.W.	-2.8	0.6	2.4	<b>0.1</b>
Vacant Lands	28.6	4.9	195.9	<b>229.5</b>
ESA (Stream Buffer)	-1.4		0.7	<b>-0.7</b>
ESA (Wetland)	-114.0			<b>-114.0</b>
Open Water	-8.7			<b>-8.7</b>
<b>Totals</b>	<b>-97.7</b>	<b>12.8</b>	<b>212.4</b>	<b>127.5</b>

**Winneconne SSA Plan Update - Summary of SSA Plan Acreages**

SSA Characteristic	1985 Acres	2002 Acres	Additions / Deletions	2003 (Updated) SSA
<b>Total SSA Acreage</b>	<b>1466.0</b>	<b>1433.4</b>	<b>127.5</b>	<b>1560.8</b>
<b>Total Developed Acres</b>	<b>714.0</b>	<b>804.9</b>	<b>21.5</b>	<b>826.3</b>
Developed Land Uses	N/A	619.0	21.3	640.3
Road Rights-of-way	N/A	185.9	0.1	186.0
<b>Total Undeveloped Acres</b>	<b>752.0</b>	<b>628.5</b>	<b>106.0</b>	<b>734.5</b>
<b>Total Vacant Lands</b>	<b>294.0</b>	<b>328.9</b>	<b>229.5</b>	<b>558.4</b>
Vacant Lands	294.0	328.9	229.5	558.4
<b>Environmentally Sensitive Area (ESA)</b>	<b>458.0</b>	<b>257.7</b>	<b>-114.7</b>	<b>143.0</b>
WDNR Wetlands	N/A	218.6	-114.0	104.6
Stream Buffers	N/A	39.1	-0.7	38.4
<b>Open Water Areas</b>	<b>N/A</b>	<b>41.8</b>	<b>-8.7</b>	<b>33.1</b>
<b>Total Developable Acreage</b>	<b>294.0</b>	<b>328.9</b>	<b>229.5</b>	<b>558.4</b>

Source: ECWRPC, 1985 & 2002.

Note: Variations of acreage between 1985 and 2002 are a result of more accurate GIS mapping of the SSA.

### **Environmentally Sensitive Areas**

Approximately 0.7 acres of ESA (stream buffer) were added to the SSA as part of the update, while 115.4 acres (wetland) were removed giving a net decrease of 114.7 acres in this category. These areas would preclude additional sewer development.

*It should also be noted that the wetland area north of USH 116, between N. 9<sup>th</sup> Street and N. 7<sup>th</sup> Street which is proposed to be removed from the SSA may be the subject of additional investigation after the plan update is approved by the WDNR. Based on discussions with the Village, this particular block does, in fact, have some areas of developable land (i.e., not wetland), however; concerns exist on the cost-effectiveness of extending sewer to these areas based on the shallow depth of the existing, nearby sewer line. The Village did not want to hold up the plan update process due to this issue and preferred to deal with it separately, at a later date. East Central staff will work with the Village later in 2003 to assess the situation and, if necessary, propose an amendment to the SSA which would include the vacant lands without requiring a 'swap' of land.*

### **Residential Development**

Residential development is planned to continue gradually in the eastern portion of the Village, north of STH 116 near the Winneconne High School and within Sanitary District No. 3. Approximately 196.1 additional acres have been allocated for such development within these areas. While additional infill development is expected to occur within Sanitary District No. 3, two areas were added in order to accommodate planned, subdivision type development. Additional acreage is also available within the western portion of the existing SSA, within the Village, to the south and east of STH 116. A total of approximately 423.4 total acres are available within the updated SSA to accommodate new residential development.

### **Commercial Development**

Approximately 10 acres of land along the eastern portion of the STH 116 corridor have been added to accommodate future highway commercial development.

### **Industrial Development**

Approximately 23.4 acres have been added in the southwest portion of the SSA for industrial purposes. This area was previously removed from the SSA during a 'swap' amendment and is being re-instated as part of the update. Approximately 125 acres of vacant land are available in the industrial park to accommodate future development within the planning period.

### **Public / Institutional Development**

No additional public or institutional lands have been requested or allocated in this plan update.

## **FUTURE WASTEWATER FLOWS**

Based on ECWRPC's growth projection for the Winneconne SSA, significant changes in wastewater flows could result during the planning period if all 558.4 acres of vacant, developable lands allocated within the SSA were to develop in the future. The increase in flows are calculated to be 365,970 gallons per day (0.366 mgd) assuming:

- 15% of land would be utilized for road rights-of-way and other infrastructure, leaving 474.7 net acres for new development as follows:
  - 359.9 net acres of single-family residential development with an average density of 2.0 units per net acre, 2.37 persons per household [year 2020 projection], generating 80 gallons per day per capita;
  - 114.8 net acres of commercial and industrial development, housing approximately 23 new businesses (average of 5 acres per business) generating an average flow of 10,000 gallons per day.

Current flows average 0.479 mgd with a design flow of 0.495 mgd for the current treatment system. If all of the vacant lands within the SSA were to develop as assumed above, it would exceed the WWTF's designed capacity. Although this is unlikely to happen during the planning period, the Village of Winneconne and the Winneconne Sanitary District should monitor new growth and loadings to the plant continuously in order to determine the need for facilities planning.

### **Holding Tank Service Areas**

Holding tank service areas are defined as existing publicly managed clusters of individual holding tanks whose waste is required to be treated by the nearest wastewater treatment plant. The plan update contains one 'holding tank service area' which is located in the Town of Winneconne and encompasses approximately 19.9 acres. The Sunshine Harbor Condominium development located in Winneconne S.D. No. 5, northwest of the Village, was added to the SSA in 1995 as a designated holding tank service area.

## **WATER QUALITY ASSESSMENT**

Continued urbanization of the Winneconne 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 commercial / industrial development will increase loadings to the wastewater treatment plant, and ultimately to surface waters and groundwater aquifers. At current wastewater treatment levels, if all lands 558.4 acres of lands available within the SSA were to develop, it would result in an increase in the daily discharge of approximately 496.5 pounds of BOD, 384.8 pounds of suspended solids (TSS), and 10.2 pounds of phosphorus. Impacts of increased discharge levels will be periodically evaluated by the Department of Natural Resources in conjunction with WPDES permit renewals.

### **Non-point Source Water Quality Impacts**

The 2001 sewer service area update includes 558.4 acres of developable 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 90.97 tons for sediment, 0.17 tons for phosphorus, and 0.30 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.

### **Groundwater Impacts**

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 Town and its Sanitary Districts utilize private wells and, therefore; while the installation of the sanitary sewer system eliminates a major contamination potential, the underlying soil and bedrock in the area poses risks of contamination from urban related land uses such as parking lot runoff, lawn pesticides and commercial activities.

### **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**

The following recommendations have been generated by East Central staff during this plan update and pertain to both the Town and Village of Winneconne:

1. Continue to address short and long-term needs for the agricultural land-spreading of treated WWTF sludge.
2. Continue to monitor new development amounts, rates, and their associated loadings to the WWTF in order to determine the appropriate time to initiate facility planning efforts.
3. Continue to implement existing plans and programs to control infiltration and inflow to the wastewater treatment plant so as to increase capacity for new developments.
4. Efforts should be made to direct development to areas where sewers are already in place before extending new sewers into undeveloped areas. Efforts should also be made to maximize use of existing gravity and forcemain systems to avoid the capital, operating and maintenance costs associated with constructing new pumping facilities.
5. Environmental conditions in the planning area warrants concern with regard to construction site erosion, destruction of wetlands and impacts on groundwater and surface water quality. Development should be directed away from riparian areas and wetlands as well as other areas of limiting conditions. Additionally, appropriate erosion control measures should be applied to any land disturbing activity to minimize the erosion hazard.
6. The Town and Village should develop and adopt an overall stormwater management plan and ordinance to address non-point source pollution and flooding concerns related to existing and new development.

Based on numerous discussions with the Town of Winneconne during the development of this plan, and its 'smart growth' comprehensive plan, it became apparent that the future provision of sanitary sewer is a key component to implementing the plan's vision. The Town is in a unique situation which would allow for the expansion of existing 'town-controlled' sewer system within the unincorporated community of Buttes des Morts instead of relying solely on the expansion of the Village's system. The following strategies and recommendations were developed by East Central staff, and have also been incorporated into the Town's land use plan, to give guidance for activities related to implementing aspects of its Comprehensive Plan:

7. Improve intergovernmental coordination between the Town Board, Plan Commission, Town Sanitary Districts and the Village of Winneconne with respect to planned development and the extension of future sanitary sewer:
  - a. Have the Town's Plan Commission or Board meet with existing Town Sanitary Districts periodically to discuss or initiate actions to implement the Plan's Vision;
  - b. Require that the Sanitary District(s) review developer's concept plans or preliminary plats for proposed developments within the SSA Planning Area in order to examine the potential for the immediate or future extension of sanitary sewer.
  
8. That additional, more detailed planning activities be conducted in order to further assess the potential for implementing the Plan's vision:
  - a. The development of a joint study between the Buttes des Morts Sanitary District, Sanitary District No. 4, and the Village of Winneconne to look at engineering concerns, service methods, and the cost-effectiveness of extending sewer to the "Undefined Planning Area". This study could be funded by examining various administrative and tax levy authorities of the existing Sanitary Districts, such as: the consolidating existing Sanitary Districts or expanding existing Sanitary District(s) and assessing study costs to landowners.
  - b. Work with Village of Winneconne to develop a boundary agreement which allows for future extension of services (sewer) into Town growth areas based on results of study.
    - i. The Town's Plan should be reviewed and modified as necessary after study results are determined;
  - c. Encourage the Buttes des Morts Sanitary District to conduct update of their Facilities Plan as necessary based on the results of the study;

9. Ensure/Recommend that Village of Winneconne, at time of their next Facility Plan update, includes the examination of future sewer service to all Town lands within the Winneconne SSA Planning Area.
10. Consider the utilization of various regulatory tools to ensure the timely planning, financing, and extension of public utilities for new development:
  - a. Sanitary District's Taxing Authority
  - b. Impact fees;
  - c. Adequate public facilities ordinance;
  - d. Winnebago County's Sanitary Ordinance;
  - e. Subdivision Ordinance – particularly with respect to larger lot development serviced with on-site systems within the plan's sewer growth areas in order to ensure the logical extension of future sanitary sewer mains. Things to consider, from a design perspective include:
    - Lot Size;
    - Lot Frontage;
    - Potential for future lot splits;
    - Allowance of 'cluster developments' with a single community well and treatment system;
    - Reservation of easements for future sewer extensions;
    - Road patterns which allow for effective extension of sewer in future;
11. Recommend that an inspection and maintenance program for on-site systems along lakeshore areas be initiated by the Town and/or County to ensure the protection of water quality. Inspection information can be used in future studies for the expansion of sanitary sewer.
12. Monitor development rates in S.D. 3 and initiate facilities planning and/or a re-negotiation of the existing agreement between the Sanitary District and Village of Winneconne when appropriate (when approximately 90% of allocated capacity is reached at connection point).
13. Request amendments to the existing Sewer Service Area plans by East Central Planning as necessary to implement the Town's Plan.
14. Actively participate in future land use planning efforts conducted by the Village of Winneconne.

## 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 for portions of the planning area within their jurisdictions.

The Village of Winneconne has been designated as a Class I Designated Management Agency (collection and treatment) while the Winneconne Sanitary District No. 3 has been designated as a Class III Designated Management Agency (collection only). As Designated Management Agencies for wastewater treatment and collection the Village and Sanitary District No. 3 should do the following:

1. Adopt the Winneconne Sewer Service Area Plan Update;
2. Review and update development policies and regulations in light of the sewer service plan and recommendations;
3. Submit future preliminary land subdivision plats which are proposed to be sewered to the East Central Wisconsin Regional Planning Commission to review for consistency with the sewer service area plans;
4. Submit future sanitary sewer extension requests to the East Central Wisconsin Regional Planning Commission for review for consistency with the sewer service area plan prior to being submitted to the WDNR for approval;
5. Submit future wastewater facilities plan elements and amended plan elements to the East Central Wisconsin Regional Planning Commission for review for consistency with the sewer service area plan 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 sewered 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.), and;
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, sometimes 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 a 40 to 50 year planning period (through the year 2040). 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. Areas which could be serviced by the existing infrastructure (lift station service areas or gravity sewers) are generally included within this boundary. 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 5. 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 Commission's GIS system 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."

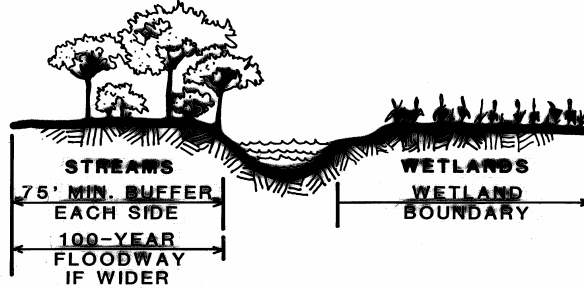
East Central, after deliberations with technical and policy advisory committees, defined environmentally sensitive areas in a manner that complements existing local, state and federal regulations which protect various environmental amenities. While NR-121 authorizes sewer service area plans to identify 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.

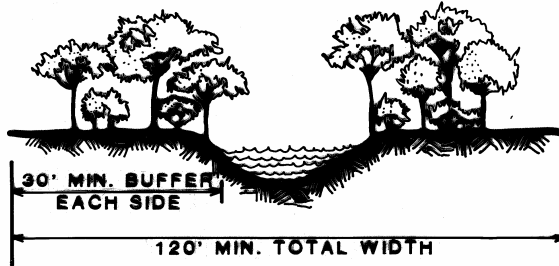
Exhibit 5

ENVIRONMENTALLY SENSITIVE AREA STANDARDS

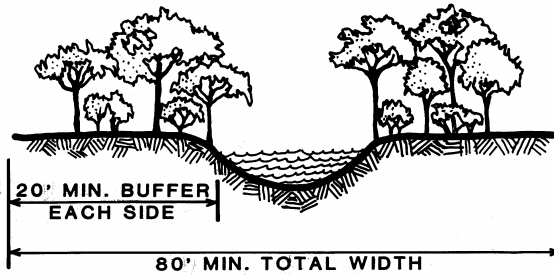
NAVIGABLE STREAMS & WETLANDS



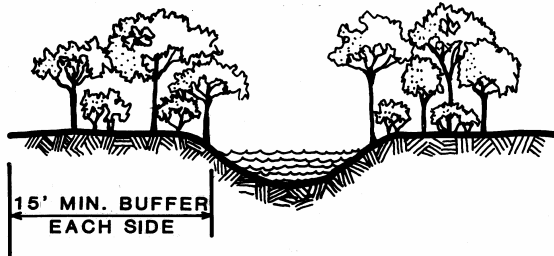
NON-NAVIGABLE STREAMS & DRAINAGEWAYS  
DRAINAGE AREA GREATER THAN APPROXIMATELY 2000 ACRES



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 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;
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.
- c) The second type involves changes which would not seriously affect water quality and are the result of specific development proposals to include:
- d) Relocation of a non-navigable stream or drainageway as long as the environmental integrity of the stream or drainageway is preserved;

- e) Shortening of a non-navigable stream or drainageway based upon field determination of its point of origin;
- f) Adjustments to the widths of shoreland buffer strips along non-navigable streams and drainageways within the guidelines established in Exhibit 4;
- g) 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
- h) Changes which result from utility or roadway maintenance or construction which meet the criteria set forth in NR-115 or NR-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 sewered residential, commercial or industrial development in the corridors would not be permitted.

It should be noted, that as of the date of this plan, ECWRPC will be considering revisions to the regional definition of Environmentally Sensitive Areas during the development of the regional "smart growth" comprehensive plan. This definition may include additional features based on water quality concerns. Communities with existing SSAs will be notified and offered an opportunity to give input during this process.

## **IDENTIFICATION & QUANTIFICATION OF EXISTING CONDITIONS**

The ability to inventory existing conditions both quantitatively and qualitatively is paramount to evaluating land use and development trends and impacts. Aerial photos are the basis for conducting land use inventories for the individual SSAs. Comparing aerial photos (land use inventories) at different time intervals can establish trends in types and magnitude of land uses. East Central conducted a land use inventory using year 2000 aerial photography and spot field surveys. 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 city and village municipal boundaries, as well as sanitary district limits, were identified and transferred to the sewer service area maps.

Sanitary sewerage systems for all communities have been identified and 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 as part of the original land use inventory. 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 approximately 300 feet of a public sewer are assumed to connect via a private sewer lateral.

In addition to the development information, 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.

In addition to the designations of environmentally 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 this information, 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 2000 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 over time to the 1985 goals, objectives and policies (Appendix B). This effort was done 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 NR-121 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 and updated in 2000. The official DOA projections, first received in 1992, have been updated annually 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 non-residential 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 Commission's GIS system was 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 a line 200 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 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. General public participation from the Town and Village of Winneconne residents, and Winnebago County was sought during and after the 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. Additional meetings were held during the development of the Town of Winneconne's 'Smart Growth' Comprehensive Plan by Martenson & Eisele to discuss issues pertaining to land use and sewer service. In response to any comments received from these meetings, the boundaries of 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 potentially affected by the modifications. Communities were notified to respond to East Central before the service areas were addressed by the Community Facilities Committee for approval. A final round of these public information meetings was also held prior to adoption by East Central's full Commission.

## **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**

### **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 water quality plan within approximately 45 days after submittal. If the proposal is over 1,000 acres or 5 percent 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 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 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.
    - 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 Oshkosh)
- *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:* 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 DOCUMENTS**

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### Appendix Documents

1. List of Public Meetings Held
2. Community Facilities Committee Summary of Proceedings
3. ECWRPC Commission Summary of Proceedings
4. ECWRPC - Commission Resolution
5. WDNR Certification Letter



## Winneconne Sewer Service Area Plan Update Meeting Record

<u>Date</u>	<u>Description</u>
January 9 <sup>th</sup> , 2002	V. Winneconne Plan Commission to introduce SSA Plan Update process
February 14 <sup>th</sup> , 2002	V. Winneconne Plan Commission to review background materials.
April 10 <sup>th</sup> , 2002	V. Winneconne Plan Commission meeting to discuss specifics of potential modifications to the SSA.
May 7 <sup>th</sup> , 2002	V. Winneconne Plan Commission meeting to discuss current sewer infrastructure and revised SSA maps.
May 9 <sup>th</sup> , 2002	T. Winneconne Plan Commission to give overview and specifics of SSA Plan Update as it affects the Town and its future planning activities.
May 14 <sup>th</sup> , 2002	V. Winneconne Plan Commission to review draft SSA Plan Update Maps
August 14 <sup>th</sup> , 2002	T. Winneconne Board to discuss draft SSA Plan Update
October 3 <sup>rd</sup> , 2002	Town of Winneconne Plan Commission to discuss SSA Plan Update
November 7 <sup>th</sup> , 2002	T. Winneconne Plan Commission to discuss revised SSA Plan Update
December 9 <sup>th</sup> , 2002 -	T. Winneconne Plan Commission and Public Hearing on final draft of SSA Plan.
December, 10 <sup>th</sup> , 2002	V. Winneconne Plan Commission to review/approve final draft of SSA Plan.
December 17, 2002	V. Winneconne Board to review/approve final draft of SSA Plan.
December 19, 2002	T. Winneconne Board to review/approve final draft of SSA Plan (letter attached)
January 16, 2003	ECWRPC Community Facilities Committee Meeting and Public Hearing on final draft of SSA Plan.
January 31, 2003	ECWRPC Full Commission to review/approve final draft of SSA Plan.
September 22, 2003	WDNR Certification of the Winneconne SSA Plan.



# **Town of Winneconne**

6494 Cty Rd M • Winneconne, WI 54986  
Telephone: 920-582-3260 • Fax: 920-582-3207

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December 20, 2002

ECWRPC - Eric Fowle  
132 Main St.  
Menasha, WI 54952-3100

Mr. Fowle:

The Town Board has approved, with reservation, the Winneconne Sewer Service Area Plan draft of December 2002.

## **WINNECONNE TOWN BOARD**

Harvey J. Rengstorf, Chairman  
Wm. O. Benedict, Supv.  
Dale A. Burghardt, Supv.  
James Eagon, Supv.  
Ronney Fiegner, Supv.

SUMMARY OF PROCEEDINGS

Community Facilities Committee  
East Central Wisconsin Regional Planning Commission  
East Central Offices  
January 16, 2003 – 10:00 A.M.

The meeting was called to order by Ernie Bellin at 10:00 A.M.

Committee members present:

Wilma Springer ..... Calumet County  
Clifford Sanderfoot ..... Outagamie County  
Ernie Bellin ..... Winnebago County

Committee members absent:

Donald De Groot ..... Outagamie County  
Jane Van De Hey ..... Winnebago County  
Brian Kowalkowski..... Menominee County

Others in attendance:

Jim Salm. .... Darboy Sanitary District  
Maurice Brockman ..... Darboy  
John Johnson ..... Heart of the Valley MSD  
Tom Lebak ..... Village of Little Chute  
Roy Van Gheem ..... Village of Little Chute  
Mark Van Thiel ..... Village of Combined Locks  
Bob Jakel ..... City of Kaukauna  
Mark Surwillo ..... Heart of the Valley MSD  
Harvey Rengstorf ..... Town of Winneconne  
Steve Geibel ..... Heart of the Valley MSD  
Steve Wideman ..... Appleton Post Crescent  
Harlan Kiesow ..... ECWRPC Staff  
Eric Fowle ..... ECWRPC Staff  
Joe Huffman ..... ECWRPC Staff  
Kathy Thunes ..... ECWRPC Staff

**1. Welcome & Introductions**

Ms. Springer welcomed everyone to the meeting, introductions were made and the meeting was called to order at 10:05 A.M.

**2. Public Informational Session/Public Hearing-Dale Sewer Service Area Plan Update**

Mr. Fowle opened the public hearing for the Dale Sewer Service Area Plan Update. Mr. Fowle indicated to committee members that the update was the first since 1985. Mr. Fowle referred to the tables and maps provided pointing out the acreage allocations for the Dale Sanitary District. Based on past development trends and existing developable acreage, Mr. Fowle felt the allocations were justified and reasonable. The Town of Dale and the Dale Sanitary District approved the proposed plan update in November 2002. The public hearing was then opened for additional comment. There was no further discussion on the proposed plan update and the public hearing was then closed.

**3. Resolution 05-03; Approving the Dale Sewer Service Area Plan Update**

Based on the information from the public hearing Mr. Fowle requested the committee to take action on Resolution 05-03 which adopts the Dale Sewer Service Area Plan Update. Mr. Sanderfoot moved to approve Resolution 05-03. Wilma Springer made the second. Motion passed unanimously.

**4. Informational Session/Public Hearing-Winneconne Sewer Service Area Plan Update**

Mr. Fowle presented the Winneconne Sewer Service Area Plan Update for public discussion. During the process Mr. Fowle indicated that the Village of Winneconne, Town of Winneconne, three town sanitary districts and the Butte des Morts Consolidated Sanitary District participated with the plan update. The Winneconne area has not had a major update since 1985. Mr. Fowle stated that the update has been in progress for approximately one year and then gave an overview of the allocation acreage which was approved by the parties involved. Harvey Rengstorf, Town of Winneconne, stated the town concurs with the plan update. There being no further discussion the public hearing was closed.

**5. Resolution 06-03; Approving the Winneconne Sewer Service Area Plan Update**

Based on the information from the public hearing Mr. Fowle requested the committee to take action on Resolution 06-03 which adopts the Winneconne Sewer Service Area Plan Update. Wilma Springer moved to approve Resolution 06-03. Mr. Sanderfoot made the second. Motion passed unanimously.

**6. Sewer Service Area Amendment Request – Village of Oakfield**

Mr. Fowle presented the Oakfield Sewer Service Area amendment in which the Village of Oakfield has filed for a mapping error amendment. Policy I,F allows for the correction of mapping errors, in this case a land use designation error, and the resulting acreage would be credited to potential development areas. Mr. Fowle explained that areas designated initially as residential development were in fact public/institutional use, (the parcel is actually in public ownership). Approximately 7.3 acres would be credited to the service area to correct the mis-allocated lands. Mr. Fowle then described the development proposal which would be located in the southern portion of the service. Discussion ensued by the proximity of the Niagara Escarpment to the new development. The Town of Oakfield identifies the area in their land use plan as environmentally significant however, the village would need to develop their own zoning classification pending the annexation. Mr. Fowle also pointed out a stream buffer along the eastern edge of the proposed development but indicated that no negative impact would result despite the development.

There being no further discussion staff recommended approval of the amendment request. Mr. Sanderfoot moved to approve the request. Wilma Springer made the second. Motion passed unanimously.

## **7. Informational Item – Preliminary Heart of the Valley Accelerated Growth Mapping**

This particular topic has been discussed in prior CFC meetings as well as individually with those parties involved. The issue revolves around the fact that there have been numerous requests for accelerated growth amendments by the Darboy Sanitary District, Village of Little Chute and City of Kaukauna. With the growing concern regarding interceptor sewer capacities, future growth within specific areas of the service area could be jeopardized at least in the short term. Mr. Fowle has prepared mapping illustrating the potential accelerated growth areas being requested. As part of the discussion East Central conducted its own analysis and feels that approximately 450 to 500 acres could be justified as opposed to over 1400 acres originally requested by the communities involved. Mr. Fowle stressed that any acreage figures and/or the possible distribution of acreage to communities were preliminary and no formal agreements were set.

Mr. Fowle reviewed briefly for the committee the concerns with portions of the Heart of the Valley's interceptor sewer capacities. It has been known for some time that the siphon sewer crossing the Fox River northeast of Darboy was near capacity. This situation, based on independent studies by consultants, has raised questions pertaining to additional development to the interceptor system. Coupled with a 10 year storm event it was believed that back-ups along the system were likely. The exceptions to this are developments occurring in the Village of Little Chute and City of Kaukauna where connections to the interceptor system are at different points downstream. Mr. Fowle then distributed comments from the Village of Combined Locks expressing concerns regarding the potential amendment requests, (see attachment). Mr. Fowle added that areas proposed for inclusion for Little Chute and Kaukauna would have no adverse impacts to the interceptor system however, additional lands added to the Darboy Sanitary District would negatively impact the interceptor system. Given these circumstances East Central cannot effectively justify, to the Department of Natural Resources, additional acreage for the Darboy Sanitary District. Mr. Fowle then recommended that the requests for accelerated growth amendments could be granted to the Village of Little Chute and the City of Kaukauna. These amendments could be scheduled for committee action as soon as February 2003.

There were numerous comments and discussions from the affected parties particularly the Heart of the Valley Metro Sewerage District. The HOVMSD stressed that two independent studies were conclusive in their findings that significant I/I problems exist within the interceptor system. Alternatives for correcting the problem appeared to be somewhat time-consuming and specific planning would be required to address the problem. The HOVMSD has confirmed that a facility planning report has been scheduled and based on this detailed study a plan would be developed to carry out the recommended alternatives. HOVMSD added that it could not in good conscience approve additional development in Darboy given the current situation. Additional discussions from the City of Kaukauna outlined concerns regarding a community's ability or desire to provide certain levels of service for an urbanizing area.

Staff and the committee concurred that no additional acreage would be allocated to Darboy but would, for the most part, be held in reserve until the problem was addressed. Mr. Salm requested, and staff will consider, adding only the proposed interceptor route to the sewer service area. This would allow the Darboy Sanitary District to continue with their planning efforts independently. Mr. Fowle will discuss this matter with the Heart of the Valley Metropolitan Sewerage District as there may be issues with HOVMSD taxing authority. Staff will continue to work with the Village of Little Chute and the City of Kaukauna on their amendment requests in hopes of formally addressing them in subsequent Community Facilities meetings.

**8. Informational Item – Draft Review of Milestone #1; Community Facilities Element**

Mr. Fowle distributed draft documents for East Central's Regional Comprehensive Plan pertaining to the Community Facilities element which this committee has oversight. Committee members were informed that this draft would be included with the remaining plan elements for discussion at the January 31, 2003 full Commission meeting. Ms. Kathy Thunes, East Central staff, gave a brief overview of the elements' content and explained the data collection process. Regional facilities that include solid waste disposal and recycling facilities, educational facilities, landfill and wastewater treatment plant sites and various energy sources and a range of social services were identified within the document. Focus group meetings were held to help identify these major issues with interest groups and concerned citizens providing their input.

**9. Other Business**

None discussed.

**10. Next Meeting and Agenda**

With numerous service area amendments, including those discussed today, a tentative meeting date of February 27, 2003 or March 7, 2003 was agreed upon.

Meeting was then adjourned at 11:40 A.M.

**SUMMARY OF PROCEEDINGS**

East Central Wisconsin Regional Planning Commission  
Outagamie County Courthouse, Appleton  
January 31, 2003

**I. PLEDGE OF ALLEGIANCE**

**II. MOMENT OF SILENT MEDITATION**

Mr. Paltzer welcomed the Commissioners and staff to the Outagamie County Courthouse.

**III. ROLL CALL**

The meeting of the East Central Wisconsin Regional Planning Commission was called to order by Vice-Chair Yvonne Feavel at 1:30 P.M. Roll call was taken showing the following attendance:

Commission Members Present

Clarence Wolf .....	Calumet County
Robert "Toby" Paltzer .....	Outagamie County
Clifford Sanderfoot .....	Outagamie County
Alfred Krause .....	Outagamie County
Donald De Groot .....	Outagamie County
Marvin Fox .....	Outagamie County
Arlyn Tober .....	Shawano County
M. Eugene Zeuske .....	Shawano County
Clarence Natzke .....	Shawano County
La Verne Grunwald .....	Waupaca County
Ken Hurlbut .....	Waupaca County
Yvonne Feavel .....	Waushara County
Norman Weiss .....	Waushara County
Lester Van Loon .....	Waushara County
Joseph Maehl .....	Winnebago County
Jane Van De Hey .....	Winnebago County
Richard Wollangk (Alt. for Stephen Hintz) .....	Winnebago County
Ernie Bellin .....	Winnebago County
Arden Schroeder .....	Winnebago County

Commission Members Absent

Merlin Gentz .....	Calumet County
Wilma Springer .....	Calumet County
Randy Reiter .....	Menominee County
Brian Kowalkowski .....	Menominee County
Ruth Winter .....	Menominee County
Tim Hanna .....	Outagamie County
Duane Brown .....	Waupaca County
Brian Smith.....	Waupaca County
Mark Madison .....	Winnebago County

Staff Members Present

Harlan Kiesow .....	Executive Director
Ann Z. Schell .....	Assistant Director
Fred Scharnke.....	Principal Planner

Walt Raith .....	Principal Planner
Eric Fowle .....	Principal Planner
Ed Kleckner .....	Associate Planner
Denise McShane.....	Associate Planner
Elizabeth Runge .....	Associate Planner
Betty Nordeng .....	Planner
Kathy Thunes .....	Planner
Tom Faella .....	Information Technology Manager
Vicky Johnson .....	Administrative Specialist

IV. **APPROVAL OF AGENDA**

Mr. Weiss moved to approve the agenda, seconded by Mr. Bellin. The motion passed unanimously.

V. **MINUTES OF THE OCTOBER 25, 2002 MEETING**

Mr. Wollangk moved to approve the minutes of the October 25, 2002 meeting, seconded by Mr. Maehl. The motion was passed unanimously.

VI. **BUSINESS**

A. Steering Committee

1. Acceptance of the Summary of Proceedings for the October 25 and December 20, 2002 Meetings.

Chair Feavel moved to accept the Summary of Proceedings for the October 25 and December 20, 2002 Meetings. The motion was seconded by Mr. Wollangk and passed unanimously.

2. Proposed Resolution No. 19-02: **Authorizing the Commission to Submit a Grant Application to the Fox Valley Community Foundation to Assist the Town of Greenville, Outagamie County, in the Preparation of a "Greenprint" Plan**

Mr. Fowle stated that Proposed Resolution No. 19-02 would authorize the Commission to submit a grant application to the Fox Valley Community Foundation for approximately \$14,000, with East Central's share for in kind service being approximately \$610. He explained that this is a project for the Town of Greenville based on work that he, Fred Scharnke and others have provided to the town over the last two or three years to help implement their adopted comprehensive plan. The planning process approach to the "Greenprint" plan will include four to five community workshops, which will use maps to help the community participants to establish a vision for the Town's identification and protections of natural resources that are valued by the community. The document that would be produced would be an advisory type document to the town. Mr. Fowle stated that this project is unique to the region and would provide a model for other communities to follow. Mr. Fowle noted that there are other partners in the grant, the Town of Greenville would be contributing \$1,000, two private companies contributing \$500 each (one pending), and in kind services with UW Extension and Fox Cities Greenways.

Mr. Natzke moved for approval of Proposed Resolution No. 19-02, seconded by Mr. Paltzer. Motion passed unanimously.

3. Proposed Resolution No. 07-03: **Amending the 2003 Work Program and Budget for the East Central Wisconsin Regional Planning Commission**

Ms. Schell explained that Proposed Resolution 07-03 is an amendment to the 2003 Work Program involving two elements of the Transportation element, 1340 and 1350. Historically element 1340 requested discretionary funds from Federal Highways to contribute toward the aerial photography project, this has now been split into two elements 1341 and 1342, with 1341 still being aerial photography and 1342 being the additional funds needed for transportation modeling, previously conducted by WisDOT. Ms. Schell stated that the 1350 elements are new, and were added to cover the work involving the Fond du Lac Area MPO. East Central is staffing the Fond du Lac Area MPO, and will be developing the annual work program, the Transportation Improvement Program (TIP) and the long-range transportation/land use plan, as shown in elements 1351, 1352, and 1353, respectively. Element 1354 is requesting additional funds for start-up efforts, and to the staff needed.

Mr. Maehl moved to approve Proposed Resolution No. 07-03, seconded by Mr. Bellin. Motion passed unanimously.

4. Proposed Resolution No. 08-03: **Amending the Personnel Policies of the East Central Wisconsin Regional Planning Commission**

Ms. Schell stated the Proposed Resolution No. 08-03 amends the Table of Authorized Positions in the Personnel Policies to include the additional staff needed to take on the duties of the Fond du Lac Area MPO. The two positions would be limited term positions, one at the associate planner level and the other at a planner level.

Mr. Weiss moved for approval of Proposed Resolution No. 08-03, seconded by Mr. Hurlbut. Motion passed unanimously.

B. Economic Development Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the January 15, 2003 meeting.

Mr. Zeuske moved for acceptance of the Chairman's Report and the Summary of Proceedings for the January 15, 2003, seconded by Mr. Van Loon. Motioned passed unanimously.

C. Open Space and Environmental Management Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the January 14, 2003 meeting.

Mr. Natzke indicated the Chairman's Report and the Summary of Proceedings for the January 14, 2003 committee meeting were in the packet and moved for acceptance of them. The motion was seconded by Mr. Fox, passing unanimously.

D. Community Facilities Committee

1. Chairman's Report.

2. Acceptance of the Summary of Proceedings for the November 12, 2002, December 19, 2002 and January 16 meetings.

Mr. Bellin moved for acceptance of the Chairman's Report and Summary of Proceedings for the Community Facilities Committee meetings of November 12, 2002, December 19, 2002 and January 16, 2003, seconded by Mr. De Groot. Passed unanimously.

3. Proposed Resolution No. 05-03: **Approving the Dale Sewer Service Area Plan Update**

Mr. Fowle explained that Proposed Resolution No. 05-03 is to approve the Dale SSA Plan in Outagamie County. He indicated that this plan had not been updated since 1985. The Town of Dale is anticipated to grow at a steady rate over the next twenty years, therefore, 130 acres were added to the sewer service area. The planning area boundaries were also modified. The Town Board approved the plan in December, 2002 and the Community Facilities Committee approved the plan in January, 2003.

Mr. Bellin moved for approval of Proposed Resolution No. 05-03, seconded by Mr. Maehl. Passed unanimously.

4. Proposed Resolution No. 06-03: **Approving the Winneconne Sewer Service Area Plan Update**

Mr. Fowle stated that the Winneconne SSA Plan has not been updated since 1985. The map included in the packet identifies what is called "an unidentified planning area ". Based on the map approximately 215 acres were added to the over all sewer service area. Particularly related to the Town, the plan shows the new development going into the lands between Butte des Morts Sanitary District and the Village of Winneconne. It is imperative that it be looked at to which facility will be able to service those lands. The Village of Winneconne, as well as, the Town Board has adopted this plan. The Community Facilities Committee adopted this plan at its January, 2003 meeting.

Mr. Natzke moved for approval of Proposed Resolution No. 06-03, seconded by Mr. Weiss. Motion passed unanimously.

E. Transportation Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the January 15, 2003 meeting.

Mr. Krause moved for acceptance of the Chairman's Report and the Summary of Proceedings for the January 15, 2003 meeting, seconded by Mr. Paltzer. Unanimously passing.

3. Proposed Resolution No. 01-03: **MPO Adoption of the Fox Cities Adjusted Urbanized Area and Metropolitan Planning Area Boundaries**

Ms. Schell indicated that Proposed Resolution No. 01-03 is for formal adoption of the adjusted urbanized and metropolitan planning area boundaries for the Fox Cities urbanized area. As a result of the 2000 Census, the Census Bureau produced an urbanized area for the Fox Cities. The 2000 urbanized areas area strictly based on residential population and don't look at other land uses, that may very well be urban in nature, such as industrial parks or airports, etc. Ms. Schell stated that we are given the opportunity to adjust that urbanized

area to include urban land uses and to smooth out boundary irregularities. She noted that the purple line on the display map indicates the proposal for the adjusted urbanized area boundary. The green line on the display map indicates the metropolitan planning area boundary, which is defined as the current urbanized area plus that which is expected to be urban in thirty years. The metropolitan planning area boundary will be used in the Long-range Transportation/Land Use Plan update.

Mr. Krause moved for adoption of Proposed Resolution No. 01-03, seconded by Mr. Weiss, passing unanimously.

4. Proposed Resolution No. 02-02: **MPO Adoption of the Oshkosh Adjusted Urbanized Area and Metropolitan Planning Area Boundaries**

Ms. Schell stated that Proposed Resolution No. 02-03 is exactly the same situation for the Oshkosh urbanized area as Proposed Resolution 01-03. The area that was defined by the Census Bureau was adjusted to include commercial and industrial land uses that are considered urban, to form the adjusted urbanized area boundary, and anticipated urbanized areas for the next 30 years were added to form the metropolitan planning area boundary.

Mr. Van Loon moved for adoption of Proposed Resolution No. 02-03, seconded by Mr. Wollangk. Motion passed unanimously.

5. Proposed Resolution No. 03-03: **Authorizing the Commission to enter a contract with the Wisconsin Department of Transportation to assist in the development of a Corridor Plan for Highway 47 from Highway 41 in the Fox Cities to Highway 29 in Bonduel**

Mr. Raith noted that Proposed Resolution No. 03-03 authorizes the Commission to enter into a contract with WisDOT for a Corridor Study very similar to previous corridor studies East Central has been involved with. The new construction on Highway 29 has changed the character of Highway 47. A highway corridor study will consider the land use and access for the entire portion of Highway 47 from the Fox Cities to Bonduel. Mr. Raith stated that local land use planning is needed to protect the highway for the long range in terms of both mobility and safe, adequate access to the highway. He noted that the Highway 47 and Highway A intersection has been under study for a few years and a number of alternatives have been developed for the local road system in the area.

Mr. Krause moved for adoption of Proposed Resolution No. 03-03, seconded by Mr. Hurlbut, passing unanimously.

6. Proposed Resolution No. 04-03: **Amending the Fox Cities and Oshkosh Transportation Improvement Program (TIP) 2003**

Ms. Schell stated that Proposed Resolution No. 04-03 is an amendment to the Transportation Improvement Program (TIP) which was adopted in July, 2002. This amendment is needed to include some additional highway projects from WisDOT that were not originally submitted, but will be using federal funds. The projects to be included are the Highway 125 (College Avenue) from Highway 41 to Perkins Street, and assorted maintenance on various highways within the Fox Cities and Oshkosh urbanized areas. She noted that for most urbanized areas there are typically some maintenance and preservation projects which are fairly routine and previously were not included in the TIP. The Federal Highway has developed a means to include these now. Each year DOT will put in a specified amount of money for such projects in the urbanized area and this will show up in the TIP.

Mr. Maehl moved to adopt Proposed Resolution No. 04-03, seconded by Mr. Schroeder. Passed unanimously.

F. Regional Comprehensive Planning Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the January 15, 2003 meeting.

Ms. Feavel moved for acceptance of the Chairman's Report and the Summary of Proceedings for the January 15, 2003 meeting, seconded by Ms. Van de Hey. Passed unanimously.

3. Review and Acceptance of the State of Region Report

Ms McShane focused on three points in her discussion of Milestone Report 1: The State of the Region Report.

First, she explained the context for the Milestone Reports. To make the regional planning process more manageable East Central decided to divide the regional planning process into four main stages that would be reported upon as completed.

- Milestone Report #1: the State of the Region (Jan 2003)
- Milestone Report # 2: Issues/Opportunities and a Regional Vision (Oct 2003)
- Milestone Report # 3: Goals and strategies for Action (Oct 2004)
- Milestone Report #4: A Plan for Implementation (Jan 2005)

Second, Denise discussed the purpose and structure of the report. She explained that there are two main reasons for producing the report:

- To provide useful accessible information to local communities.
- To collate information that would provide the foundation that would enable East Central, in cooperation with local government, interest groups and citizens, to move to the next stage in the regional planning process. Specifically, before beginning to plan for the future, we need a benchmark of where we are at the moment.

The report provides background information on demographic trends and socioeconomic conditions, economic development, housing, transportation, utilities and community facilities, cultural resources, and land use.

A chapter is devoted to each of these topics. Each chapter is divided into five main sections. After a brief introduction, each chapter describes the broad policy context for that particular area, and presents a statement on current intergovernmental cooperation. The presentation of background information, the assessment of current and future conditions, is the main focus. Each chapter concludes by summarizing the key findings current and future trends and presents a preliminary identification of the issues and opportunities, which the data analysis and public participation process indicate will need to be addressed in the regional plan. For ease of reference the conclusions of each chapter, the key findings are on colored paper.

The data inventory along with the ongoing public participation process has been crucial in providing the input necessary to identify the key issues and opportunities facing the region. These issues and opportunities will be addressed in much greater detail in Milestone Report 2: Issues, Opportunities, and a Regional Vision, which is scheduled for adoption in October 2003.

Third, Denise outlined the next steps in the planning process.

- Complete and issue Chapter 7 Agricultural Resources and Chapter 8 Natural Resources to Commissioners by February 28<sup>th</sup>.
- Make available the approved State of the Region report on the East Central web site by February 14<sup>th</sup>.
- Make available, interactive data tables, on the East Central Data Center, February 14<sup>th</sup>.
- Prepare a summary State of the Region report, newsletter format, for widespread dissemination, March 14<sup>th</sup>, 2003.
- Organize two public information meetings in the region, March / April.
- Establish Citizen and Technical Advisory Committees, February through April.
- Bring Milestone Report #1: The State of the Region (2003) and East Central Policy (2003) to the April Commission meeting for adoption, April 25<sup>th</sup>, 2003.
- Draft Milestone Report #2: Issues, Opportunities and a Regional Vision for presentation at the October 2003 Commission meeting, February through October.

## VII. **OTHER BUSINESS**

### A. Appointment of Nominating Committee

Vice-Chair Feavel appointed the Nominating Committee as follows:

Clarence Wolf – Calumet County  
Brian Kowalkowski – Menominee County  
Alfred Krause – Outagamie County  
Clarence Natzke – Shawano County - Chairman  
LaVerne Grunwald – Waupaca County  
Lester Van Loon – Waushara County  
Joseph Maehl – Winnebago County

## VIII. **ESTABLISH TIME AND PLACE FOR NEXT COMMISSION MEETING**

Location of the next Quarterly Meeting will be at Winnebago County on April 25, 2003 at 1:30 P.M.

## IX. **ADJOURNMENT**

Ms. Feavel moved for adjournment, seconded by Mr. Hurlbut. Motion passed unanimously. Meeting adjourned at 2:10 P.M.

**RESOLUTION NO. 06-03**

**UPDATING THE WINNECONNE 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 Winneconne 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 Winneconne Sewer Service Area.

Effective Date: January 31<sup>st</sup>, 2003

Submitted By: Community Facilities Committee

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

  
Yvonne Feavel, Chair



State of Wisconsin | DEPARTMENT OF NATURAL RESOURCES

Jim Doyle, Governor  
Scott Hassett, Secretary

101 S. Webster St.  
Box 7921  
Madison, Wisconsin 53707-7921  
Telephone 608-266-2621  
FAX 608-267-3579  
TTY 608-267-8897

September 22, 2003

Mr. Harlan Kiesow  
ECRPC  
132 Main Street  
Menasha, WI 54952

SUBJECT: Winneconne SSA Plan

Dear Mr. Kiesow:

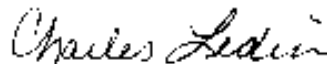
We have completed our review and approve of the proposed Winneconne SSA Plan. The Commission, Village and Town of Winneconne and Winneconne SD No. 3 must ensure that water quality is protected prior to, during and after development actions occur. These protections include minimizing stormwater runoff, erosion and intrusion or impingement on water features and adjacent buffers. *Please forward a copy of this letter to the communities involved in its implementation.*

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

- private sewage systems pursuant to Chapter II, HR 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

These 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. Dan Heli, NER Shawano





## 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.