

LARSEN-WINCHESTER SEWER SERVICE AREA PLAN

WDNR Certification Date: July 23rd, 2002

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: LARSEN-WINCHESTER SEWER SERVICE AREA PLAN

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

Date: WDNR Certification Date – July 23rd, 2002

Planning Agency: East Central Wisconsin Regional Planning Commission
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This plan updates and supersedes the 1985 Larsen-Winchester 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 July 23rd, 2002 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 Larsen-Winchester 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

This report represents the first update of the Larsen-Winchester 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 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 Larsen-Winchester Sewer Service Area Plan Update amends the 1985 Larsen-Winchester 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

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 Larsen-Winchester Sewer Service Area Plan was adopted by East Central's Community Facilities Committee on April 2nd, 2002, and; by its full Commission on April 26th, 2002. The plan update was certified by the Wisconsin Department of Natural Resources and became effective on July 23rd, 2002 (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 and its pool of lakes. 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 Larsen-Winchester Sewer Service Area is located within a "designated" area and lies within the Wolf River Basin.

REPORT FORMAT

This plan describes and delineates the Larsen-Winchester 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 Larsen-Winchester 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. Larsen-Winchester 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 - LARSEN-WINCHESTER SEWER SERVICE AREA MAP (see separate .pdf file)

Back of map

CHAPTER 3 - LARSEN-WINCHESTER SEWER SERVICE AREA

PLANNING AREA DESCRIPTION

The Larsen-Winchester Planning Area and Sewer Service Area are located the north-central part of Winnebago County near the intersections of STH 150 and STH 110. The Planning Area is split between the Towns of Clayton and Winchester and includes the Larsen-Winchester Sanitary District as well as adjacent lands.

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/or; the proximity of nearby clusters of development currently on on-site systems which may have long-term (20+ years) needs for sanitary sewer.

The updated Planning Area encompasses approximately 7.23 square miles (4,629 acres) and includes the south ½ of Sections 13 and 14, and all of Sections 23 and 24, T20N, R15E, and; all of Section 19, the southern ½ of Section 18, and portions of Sections 20, 21, 22, 27 and 28, T20N, R16E. An additional 1,881 acres were added to the Planning Area in two locations to acknowledge the long-term needs for sewer near the proposed STH 150/STH 110 interchange, and the potential lift station gravity service area to the east of the unincorporated community of Larsen. Approximately 119 acres of the original Planning Area were removed north of STH 150 and east of Hickory Road (Town of Clayton) based on its recent use as a WisDOT wetland mitigation site.

LAND USE AND DEVELOPMENT

The unincorporated communities of Larsen (Town of Clayton) and Winchester (Town of Winchester) are completely encompassed by the Larsen-Winchester Sanitary District and is the core of denser development. With a 2000/2001 estimated population of 777 persons, the Sanitary District covers an area of approximately 323 acres, of which approximately 70 percent is developed. The total estimated dwelling units for the Sanitary District was 285 2000-2001.

A mixture of land uses and development is present with the Planning Area. The predominant land use is single family residential homes with small commercial areas located along STH 150 and CTH in Winchester and Larsen, respectively. The balance of the Planning Area is comprised of mainly agricultural, farmstead, and rural residential development.

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 Larsen-Winchester Sewer Service Area and its Planning Area falls entirely within the Arrowhead River and Daggets Creek Watershed (WR-01); a subwatershed of the Wolf River Basin with all drainage flowing directly or indirectly into Lake Michigan via the Fox River system. According to the Wolf River Basin Water Quality Management Plan (April, 1996), the Arrowhead/Daggets subwatershed covers substantial portions northern Winnebago County and encompasses approximately 86,400 acres (135 square miles). This watershed drains directly to Lakes Poygan, Winneconne, and Buttes des Morts and was selected as a Priority Watershed (plan adopted by WDNR in 1993) due to its non-point source pollution

The Arrowhead River drains a majority of the Planning Area and is located along the southeastern boundary of the Planning Area. This low-gradient river empties into the east shore of Lake Winneconne and has been extensively in the past. This river is periodically referred to as the "Larsen Drain" due to its oversight by the Larsen Drainage District, a formal governmental entity with taxing authority to ensure that lands are kept drained for agricultural purposes. The stream experiences areas of critical soil erosion due to agricultural practices. Other portions of the Planning Area drain to tributaries of the Rat River, or into intermittent streams and agricultural drainageways tributary to Lake Winneconne. No named lakes exist within the Planning Area, although a number of unnamed natural and man-made ponds 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 areas of designated wetlands per the WDNR Wetland Inventory Maps. These wetlands are found scattered throughout the Planning Area in isolated patches. A mixture of emergent and forested (deciduous) wetlands exist to the north of Winchester, while several areas of scrub-shrub wetlands are also present to its southwest. Additional wetlands of varied types exist primarily along an old railroad corridor which passes through Larsen.

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 *unincorporated* portions of Winnebago County identifies only a small area within the Town of Clayton, adjacent to the Arrowhead River, which is subject to flooding within the 100-year floodplain. A majority of the floodplain areas are currently undeveloped at this time and will place no significant limitations on the expansion of development within, or near, the Sanitary District.

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 Larsen-Winchester Planning Area:

- **Kewaunee-Manawa-Hortonville:** This soil association comprises approximately 40 percent of the Planning Area and is located in a southwest to northeast band between the unincorporated communities of Winchester and Larsen. 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 and is located to the north and west of Winchester and to the south and east of Larsen. 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 along the Arrowhead River, southwest of Larsen. 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, several areas of steep slopes (12% or more) are present within the Planning Area. These areas are located immediately to the northwest of Winchester with a few smaller areas located to the south and southwest. Steep slopes may not be suitable for development due to the potential for soil erosion and slope stability.

Additionally, bedrock located near the surface is of concern in portions of the Planning Area. Lands to the north, south, and southwest of the Winchester portion of the Sanitary District and areas along Hickory Road contain bedrock which is within five feet of the surface. High bedrock may not only hinder development due to the cost of rock excavation, but it also coincides with a lack of soil which can filter pollutants before they reach groundwater; thus, the potential for groundwater contamination in high or exposed bedrock areas can be extremely high.

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.

All Larsen-Winchester residents are provided drinking water via private wells which have water of generally good quality, however; the Towns of Winchester and Clayton lie within a WDNR defined "Arsenic Advisory Area" that coincides with the western edge of the St. Peter formation. Of thirty-seven wells tested within the Town of Clayton, 48.65% had some detectable level of arsenic, with only one of these containing a level exceeding federal health standards. Currently, no plans exist for the installation of a public water system for the District.

Many portions of the Planning Area also contain areas with high groundwater (within one foot of the surface). These areas are scattered throughout the Planning Area, but have their highest concentration in its southeast corner while smaller areas exist in the north, south-central, and northwestern portions.

EXISTING SEWERAGE TREATMENT AND COLLECTION SYSTEM

A majority of residents within the Planning Area are connected to the Sanitary District's sewer system. Residents that are not connected rely on individual on-site wastewater treatment systems (holding tanks, conventional septic, and mound systems).

The Larsen-Winchester Sanitary District's wastewater treatment facility (WWTF) serves both unincorporated communities and is located in the south-central portion of the Planning Area, ½ mile southwest of the unincorporated community of Larsen. The facility was last reconstructed in 1981 and uses a stabilization lagoon system with treated effluent being discharged into the Arrowhead River (also known as the Larsen Drain). Sludge solids from the lagoon are periodically removed and spread on agricultural lands. No industrial wastes are received by the plant.

The plant was designed for a maximum average monthly design flow of 48,300 gallons per day (.0483 mgd). The annual average monthly flow for 2000 was 36,500 gallons per day (.0365 mgd) which was approximately 75 percent of its designed operating capacity. The designed maximum loadings for biological oxygen demand (BOD) are 108 lbs/day. In 2000, the BOD loadings averaged 84 lbs/day.

The plant has had a good record of performance given its limitations, and has generally met permit limits under the District's management. According to the 2000 WDNR CMAR, the Larsen-Winchester WWTF has a total rating of 79 points (departmental recommendation range). A majority of these points (40) were attributed to periodic flow and BOD loadings which were beyond the design capacity of the plant.

In summary, the permit and design information for the Larsen-Winchester WWTF is as follows:

- **WPDES Permit Number:** WI-0031925
- **Receiving water:** Arrowhead River, Winnebago County
- **Design Flow:** 0.0493 mgd
- **Average Flow (Jan.- Dec., 2000):** 0.0365 mgd
- **Design BOD Inflow (lb./day):** 108
- **Average BOD Inflow (lb./day, Jan.-Dec., 2000):** 84
- **Average BOD Effluent (mg/l, Jan.-Dec., 2000):** 21 mg/l
- **Treatment Type:** Stabilization Lagoons
- **Sludge Treatment:** None required
- **Sludge Disposal:** Agricultural land spreading

The District's existing wastewater collection system consists of a series of 8-inch gravity sewers services most areas within each community, with those areas of lower topography using 4-inch and 6-inch forcemains and three separate lift stations. Wastewater from Winchester is pumped over a mile to the wastewater treatment plant through a single lift station and 6-inch forcemain. Wastewater from Larsen is directed to the treatment facility through a single lift station and forcemain. The four existing lift stations have the capacity and depth (for gravity flow purposes) to service additional areas of undeveloped land in the northern, southern, and eastern portions of the Planning Area. Clearwater infiltration and inflow has not been a severe problem within this system, and an ongoing inspection program is implemented by the District.

Capacity in the treatment plant has been severely limited in recent years and there is actually a waiting list of property owners which have requested to connect to the system. This District had initiated a temporary ban on new annexations and has limited future connections to those properties which can tie in directly to existing sewer lines.

The District's last Facilities Plan study was developed in 1994 with the assistance of Martenson & Eisele, the District's current consulting engineers. Since that time, the District has implemented many of its recommendations; however the need to initiate a new facilities planning process is evident. The District intends on utilizing the information contained in the updated SSA Plan as a basis for flow calculations and design aspects in the facilities planning process.

FORECAST GROWTH

Based solely on East Central's projection methodology, the Larsen-Winchester Sewer Service Area is projected to have a steady increase in population and development in the future (Exhibit 2). The total Sanitary District population is projected to increase by 147 persons, thus bringing the 2000/2001 estimated population of 777 to 923 by the year 2020. This increase in population translates to an increase of 81 households (dwelling units) between 2000 and 2020. Assuming that all single family units are at an average density of 3.0 units per acre, only 27 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 projection of 32.4 acres.

Based on residential sewer connection information, the District has experienced an annual increase in households of approximately 10 new units per year. If this trend continued, approximately 190 new homes would be needed during the planning period. Additional factors which may alter ECWRPC's projection include, but are not limited to:

- Proximity to the Fox Cities and USH 45/150/10 freeway improvements;
- Town land use plan policies directing growth to specific areas;
- Ability to improve WWTF capacity and costs in order to accommodate growth;
- Lack of a public water system and recent concerns regarding Arsenic contamination;

Recent building permit trends for the Towns as a whole support much potential for growth beyond East Central's projections, and discussions with the Towns resulted in acreage allocations which, although exceeding the projections, appear to be logical given the circumstances surrounding the area.

Commercial and industrial development potential exists near the proposed STH 110 / 150 interchange and the District and Town are currently discussing the amounts, locations, and serviceability of these lands. An exact acreage figure cannot be calculated for this type of development.

Exhibit 2

Larsen-Winchester Planning Area Growth Projections, 1990-2020

Year	T. Clayton			T. Winchester		
	Total Population	Persons Per Household	Total Households	Total Population	Persons Per Household	Total Households
1990 (US Census)	2,264	2.80	809	1,433	2.83	507
1995 (DOA Est.)	2,443	2.76	886	1,583	2.78	569
2000 (US Census)	2,974	2.71	993	1,676	2.74	616
2005 (ECWRPC)	3,177	2.67	1058	1,762	2.69	660
2010 (ECWRPC)	3,328	2.61	1112	1,817	2.64	696
2015 (ECWRPC)	3,473	2.56	1165	1,869	2.58	733
2020 (ECWRPC)	3,610	2.51	1213	1,916	2.54	767
Change (2000-2020)	636	-0.20	220	240	-0.20	151

Year	Total of Both Towns			Larsen/Winchester S.D.		
	Total Population	Persons Per Household Avg.	Total Households	Total Population*	Persons Per Household**	Total Households***
1990 (US Census)	3,697	2.82	1316	n/a	2.82	n/a
1995 (DOA Est.)	4,026	2.77	1455	n/a	2.77	n/a
2000 (US Census)	4,650	2.73	1609	777	2.73	285
2005 (ECWRPC)	4,939	2.68	1718	825	2.68	308
2010 (ECWRPC)	5,145	2.63	1808	860	2.63	328
2015 (ECWRPC)	5,342	2.57	1898	893	2.57	347
2020 (ECWRPC)	5,526	2.53	1980	923	2.53	366
Change (2000-2020)	876	-0.20	371	146	-0.20	81

* 2005-2020 Projections based on average percent increase of both Towns.

** Average of both Towns

*** 224 residential sewer connections existed in 1994 and 285 in 2001. Projected households are calculated by dividing the total population by the PPH.

GROWTH ALLOCATION AREAS

The year 2020 Larsen-Winchester Sewer Service Area Plan, as updated and illustrated in Exhibit 1, now has a total of 610.51 acres of land, an increase of 323.7 acres from the 1985 plan. Within the service area boundary 0.2 acres have been identified as environmentally sensitive areas and 0.1 acres are open water. Developed lands within the updated service area total 243.3 acres while 361.3 acres of lands are considered to be available for sewer development. An additional 5.7 acres within the SSA are considered vacant but undevelopable due to lot size restrictions and existing development and ownership patterns. Exhibit 3 contains details of the acreages associated with the current (previous) SSA, while Exhibit 4 shows the specific allocations made to each portion of the SSA

The policy basis for allocating acreage for future development is outlined on page 35. These policies take into account a broad range of land use and environmental concerns directed toward encouraging orderly, cost-effective and environmentally sound development. Working within the broad policy base, the sewer service area plan also considers sewer system capacities, land development market trends, and development plans and preferences of the individual communities. New vacant lands available for development within the updated SSA boundary total 361.3 acres.

It should be noted that the proposed land uses associated with the acreage allocations were developed by East Central with input from the Towns and Sanitary District at the time of plan development. No formal land use plan exists for the Town of Winchester, however; they have formed a Land Use Planning Committee and are in the process of developing a 'smart growth' Comprehensive Plan. Once the plan is completed, the Town may wish to request modifications to the SSA in order to achieve consistency between the two plans.

It should also be noted that an area of existing development known as the Willow Pines manufactured home park, which lies west of the new Planning Area boundary south of USH 110, may be in need of public sewer in the future. The owners of the park have expressed interest in hooking up to the District's sewer, however; since the construction of a lift station is necessary to service lands near the proposed interchange, it is not expected that the park would even be able to consider such a connection until this infrastructure is installed. East Central is willing to consider an amendment to the SSA Plan in the future once the cost-effectiveness of servicing the park is documented.

Exhibit 3
 Larsen-Winchester Sewer Service Area
 Summary of Existing and Updated SSA Acreages

SSA Characteristic	1985 Acres	2001 Acres	2002 Acres (after allocations)
Total SSA Acreage	303.5	286.8	610.5
Total Developed Acres	155.0	229.6	243.3
Developed Land Uses	155.0	186.5	200.2
Road Rights-of-way	N/A	43.1	43.1
Total Undeveloped Acres	148.5	57.2	367.2
Total Vacant Lands	96.5	54.6	364.6
Vacant Lands	96.5	48.9	358.9
Vacant, Undevelopable Areas	N/A	5.7	5.7
Environmentally Sensitive Area (ESA)	52.0	2.5	0.2
WDNR Wetlands	N/A	0.0	0.0
Stream Buffers	N/A	2.5	0.2
Open Water Areas	N/A	0.1	0.1
Total Developable Acreage	96.5	48.9	361.3

Source: ECWRPC, 1985, 2000 and 2001.

Note: Variations in acreages between 1985 and 2001 are, in some cases, due to increased levels of mapping accuracy.

EXHIBIT 4

Larsen-Winchester Sewer Service Area Plan Update Detailed Acreage Allocations

SSA Allocation Type	Acres		
	Winchester Area	Larsen Area	Total Allocation
Future Growth Area Allocations (Vacant lands by proposed land use)	222.92	91.54	314.46
Single Family Residential	148.20	82.16	230.36
Multi-Family Residential	13.70	0.00	13.70
Commercial	61.02	0.00	61.02
Industrial	0.00	9.38	9.38
Administrative Allocations (Vacant lands by proposed land use)	3.21	1.33	4.54
Single Family Residential	3.21	1.33	4.54
Existing Development Allocations	11.76	6.75	18.51
Developed Lands	11.76	6.75	18.51
SSA Deletions (lands by development status)	6.60	9.52	16.12
Developed	3.45	1.37	4.82
Vacant/Undeveloped	3.15	5.83	8.98
ESA	0.00	2.32	2.32
Net SSA Increase (Total SSA)	231.29	90.10	321.39
Net SSA Increase (Vacant, developable lands only)	222.98	87.04	310.02

Note: Specific land use designations are for internal planning purposes only and actual future land uses will be dictated by locally prepared and adopted land use plans.

Source: ECWRPC - March 28, 2002

FUTURE WASTEWATER FLOWS

Based on ECWRPC's growth projection for the Larsen-Winchester SSA, significant increases in wastewater flows will potentially result during the planning period. Given that there is an excess of available acreage within SSA as compared to the development projections, the potential for increased flows does exist. If all 361.3 acres of vacant, developable lands allocated within the SSA were to develop in the future, the anticipated flows are calculated to be approximately 224,449 gallons per day assuming (0.224 mgd):

- 15% of land would be utilized for road rights-of-way and other infrastructure, leaving;
- 277.2 acres of residential development at an average density of 3.0 units per net acre, 2.53 persons per household [year 2020 projection], generating 80 gallons per day per capita;
- 13.7 acres of multi-family residential development at an average density of 10.0 units per net acre, 2.53 persons per household [year 2020 projection], generating 80 gallons per day per capita;
- 70.4 acres of commercial / industrial development which can accommodate approximately 6 businesses generating 10,000 gallons per day per business;

Current flows average .0365 mgd with a design flow of .0483 mgd for the current treatment system. If all lands within the updated SSA develop as stated above, the associated flows will likely exceed the design capacity of the plant by approximately 0.1757 mgd.

WATER QUALITY ASSESSMENT

Continued urbanization of the Larsen-Winchester 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. If all lands allocated for development in the updated SSA were to develop, it would result in an increase 403.7 pounds of BOD, 422.9 pounds of suspended solids (TSS), and 12.3 pounds of phosphorus. Impacts of increased discharge levels will be periodically evaluated by the Department of Natural Resources in conjunction with WPDES permit renewals. Assimilative capacity of the receiving areas will be used to establish discharge limits if existing categorical limits are inadequate to maintain water quality standards.

Non-point Source Water Quality Impacts

The 2001 sewer service area update includes 361.3 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 71.35 tons for sediment, 0.12 tons for phosphorus, and 0.22 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

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 District 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:

1. 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.
2. 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 gravity sewers as well as capacity of existing wastewater pumping stations to avoid the capital, operating and maintenance costs associated with constructing new pumping facilities.
3. The District should initiate Facilities Planning under NR-110 to examine the infrastructure needs, improvements, and costs to accommodate future development within the updated SSA. This is of particular concern for the STH 110/150 interchange area which will require one or more lift stations.
4. The District should work with WisDOT to ensure that future sewer extension needs are addressed prior to, and during, construction of the STH 110/150 interchange.
5. The Towns of Clayton, Winchester and Winnebago County should incorporate the updated SSA map and the report findings into the local "smart growth" planning process.
6. The Town of Clayton, the LWSD, and Winnebago County should closely examine any proposed developments located between the SSA and the Planning Area to ensure that conflicts are reduced or eliminated regarding the future extensions of sewer.
7. The Towns and the LWSD should consider the potential for a public water system due to future growth pressures and existing arsenic contamination in private wells.

8. Environmental conditions in the planning area also warrant concern with regard to construction site erosion, destruction of wetlands and impacts on ground and surface water quality. Development should either 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.

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 Larsen-Winchester Sanitary District has been designated as a Class III Designated Management Agency (DMA) to provide wastewater collection and treatment within its planning area. As a Designated Management Agency for wastewater treatment and collection the District should do the following:

1. Adopt the Larsen-Winchester Sewer Service Area Plan Update;
2. Review and update development policies and regulations in light of the sewer service plan and recommendations;
3. Request that the Towns comprising the District, or Winnebago County submit preliminary land subdivision plats which are proposed to be sewer to the East Central Wisconsin Regional Planning Commission to review for consistency with the sewer service area plans;
4. Submit 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 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.

7. The Sanitary District should participate closely in the Town of Winchester's and Town of Clayton's "smart growth" land use planning process in order to give input regarding future sewer development and wastewater treatment impacts.

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

1. ECWRPC requests that communities within the region require developers to submit "preliminary" subdivision plats for staff review and comment (advisory only). Staff not only checks the proposed plat (whether sewer or using on-site treatment) for conformance with the municipality's SSA Plan, but also reviews the subdivision's overall design and, more specifically, check the following items: potential water quality impacts to environmental corridors; groundwater aquifer / private well concerns; impacts to other natural and cultural features; construction site erosion control methods; storm-water management methods and concerns; internal vehicle/bicycle/pedestrian transportation system design; and other social / service provision impacts (i.e., parks, adjacent land use conflicts, police and fire protection, etc.), 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

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 sewer 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."

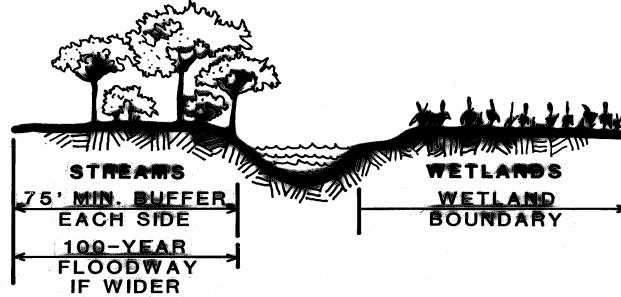
East Central, after deliberations with technical and policy advisory committees, defined environmentally sensitive areas in a manner that complements existing local, state and federal regulations which protect various environmental amenities. While NR-121 authorizes sewer service area plans to identify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

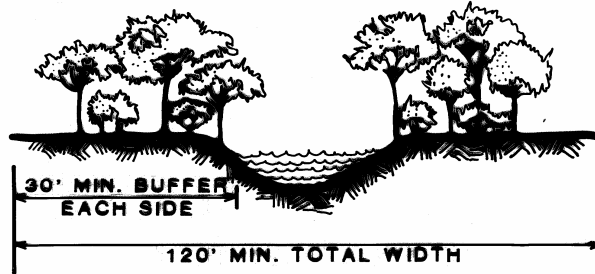
Exhibit 5

ENVIRONMENTALLY SENSITIVE AREA STANDARDS

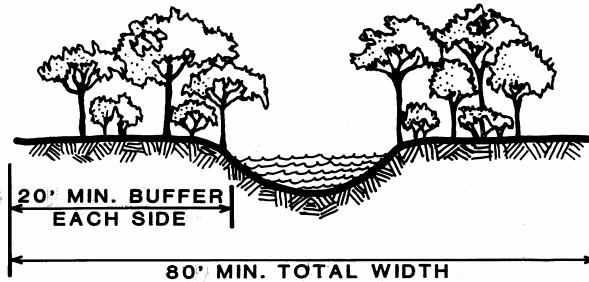
NAVIGABLE STREAMS & WETLANDS



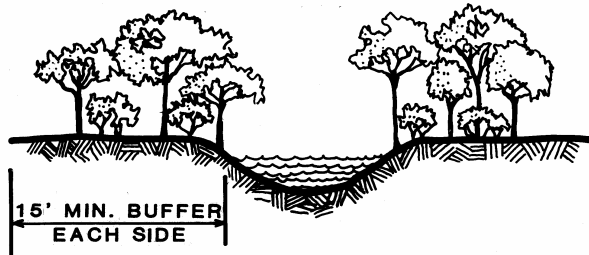
**NON-NAVIGABLE STREAMS & DRAINAGEWAYS
DRAINAGE AREA GREATER THAN APPROXIMATELY 2000 ACRES**



**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 are 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's 1980 land use inventory has been updated utilizing more recent photos (where available) or spot field surveys for this purpose. Acreages for major land use categories have been computer digitized and aggregated by section and township-range. Totals were also calculated for each unit of government within the planning area. In conjunction with the land use mapping program, all 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 on the sewer service area file aerial photos. The location and size of all sewer collectors, mains, interceptors and forcemains are mapped in detail. In addition, the locations of all lift stations, pump stations and wastewater treatment facilities are shown. These maps are continually updated as new sewer extensions are reviewed by East Central.

Important for analyzing the planning areas, existing urban development areas were delineated 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 1990 and later census materials; other information was gathered from state and local sources. This data is contained in East Central's information files for each sewer service area.

REFINEMENT OF GOALS, OBJECTIVES AND POLICIES

The conceptual and philosophical bases for sewer service area planning are the goals, objectives and policies. As stated earlier, the service area planning process has become much more complex since it was first initiated. In response to changing conditions, minor refinements have been made 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 to be disposed of in accordance with NR-113.

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

1. Urban development patterns should incorporate planned areas of mixed use and density that are clustered and compatible with adjacent uses.
2. The allocation of future urban development should maximize the use of existing urban facilities and services.
3. Future urban development should be encouraged to infill vacant developable lands within communities and then staged outward adjacent to existing development limits.
4. Future commercial and industrial development should expand upon existing areas and be readily accessible to major transportation systems.
5. The boundaries of urban development should consider natural and man-made features such as ridge lines, streams and major highways.
6. Residential land use patterns should maximize their accessibility to public and private supporting facilities.

7. Urban development should be directed to land suitable for development and discouraged on unsuitable land, such as floodplains, areas of high bedrock, and areas of high groundwater.
8. Environmentally sensitive areas shall be excluded from the sewer service area to protect water quality.
9. Future urban development should pose no significant adverse impacts to surface or groundwater.
10. Urban development should be located in areas which can be conveniently and economically served by public facilities.
11. The waiver of acreage allocations based on density standards for large lot developments will be considered if the installation of sewers is cost-effective, the community adopts a development plan and subdivision plat for the area specifying no smaller subdivision of parcels will be allowed.

Combined with the policy-based criteria for allocating future development areas were various considerations involving the direction of growth trends and short term "market" factors. These considerations primarily involved experienced judgments by planning staff and consultations with local planning officials.

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

PUBLIC AND COMMUNITY PARTICIPATION

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

General public participation from the Larsen-Winchester residents, surrounding towns and Winnebago County was sought during 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. In response to any comments received from these meetings, the boundaries of various sewer service areas were modified in accordance with the technical and policy criteria and standards described earlier.

After the preliminary changes were incorporated on the GIS maps, letters and draft maps showing the updated service areas were sent to all communities within the sewer service areas. Communities were notified to respond to East Central before the service areas were addressed by the Regional Development Committee for approval. A final round of these public information meetings was also held prior to adoption by East Central'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 modification proposal (either through a plan update or amendment) 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 sewered development unless resulting from an activity exempted by state administrative rules governing wetland protection [NR 117.05(2)] or state approved rezoning of wetlands.
 - b. any change which would reduce a delineated floodway of any navigable stream or river, or which would remove any area below the ordinary high water mark of a navigable stream, pond or lake.
 - c. any change resulting in the total removal or in the continuity of any corridor segment including floodways, wetlands, shoreland buffer strips or steep slopes adjacent to water bodies. The water quality benefit that was associated with the portion of the corridor removed must be provided for in the development.

4. The re-designated acreage will be added to the service area total acreage.
- F. Sewer service area boundaries may be modified or expanded to correct an error in the maps, data, projections or allocations of the adopted sewer service area plan.

Section II: Amendment Criteria

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

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

Section III: Amendment Procedures

Proposed sewer service area amendments shall be reviewed according to the following procedure:

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

Section IV: Appeal

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

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

Section V: Definitions

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

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

Larsen-Winchester Sewer Service Area Plan Update Meeting Record

<u>Date</u>	<u>Description</u>
June 6 th , 2001	Larsen/Winchester Sanitary District Meeting.
July 11 th , 2001	Larsen/Winchester Sanitary District Meeting.
September 5 th , 2001	Larsen/Winchester Sanitary District Meeting.
October 3 rd , 2001	Larsen/Winchester Sanitary District Meeting.
December 10 th , 2001	Meeting at ECWRPC offices w/ Town of Clayton and Winchester Chairs and consultant to discuss issues regarding SSA projections and allocations.
February 6 th , 2002	Larsen/Winchester Sanitary District meeting (Approval of draft SSA Plan Update Map).
February 18 th , 2002	Town of Clayton Town Board (Approval of draft SSA Plan Update map).
February 20 th , 2002	Town of Winchester Land Use Planning Committee (Informational meeting).
April 2 nd , 2002	ECWRPC Community Facilities Committee meeting with public Hearing and adoption of resolution.
April 10 th , 2002	Town of Winchester Town Board (Annual Meeting) w/ Public Hearing.
April 26 th , 2002	ECWRPC full Commission meeting and adoption of resolution approving the Larsen-Winchester SSA Plan update.

SUMMARY OF PROCEEDINGS

Community Facilities Committee
East Central Wisconsin Regional Planning Commission
East Central Offices
April 2, 2002 – 10:00 A.M.

The meeting was called to order by Wilma Springer at 10:00 A.M.

Committee members present:

Wilma Springer Calumet County
Sally Mielke Outagamie County
Lester Van Loon Waushara County
Richard Wollangk, (Alt. for Jon Dell' Antonia) Winnebago County
John Fink, (Alt. for Jane Van De Hey) Winnebago County

Others in attendance:

Allison Blackmer Town of Harrison
Chris Haese City of Neenah
Mark Surwillo HOV MSD
Bill Helein Pres. Waverly Sanitary District
Harry Sturgis Town of Neenah
Gordy Ratzman Larsen-Winchester S.D.
Stan Martensen Martensen & Eisele, Inc.
Roger Volden Chairman, Town of Winchester
Denny Briggs Town of Neenah
Arden Schroeder Town of Clayton
Don Verbrick Town of Neenah S.D. #2
Roy Van Gheem Village of Little Chute
Harlan Kiesow ECWRPC Staff
Eric Fowle ECWRPC Staff
Joe Huffman ECWRPC Staff
Betty Nordeng 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 Information and Hearing on the Proposed Larsen-Winchester SSA Plan Update

The public hearing and informational session was opened by Mr. Fowle to those parties interested in commenting on the Larsen-Winchester Sewer Service Area Plan Update. The commission has been working with the Towns of Clayton and Winchester during this update process. Mr. Fowle indicated that the service area allocations for the community of Winchester were slightly modified to include approximately 19 acres of future residential development. A like amount of allocation was then

removed from an area north of S.T.H. 150 to ensure no net gain or loss to the original allocation totals. Mr. Fowle referred to the proposed plan map and associated acreage. The excess acreage within the plan was due partly to the district's freeze on new annexations and in some cases a moratorium on new lateral connections. It was indicated that the sanitary district and the two townships involved have concurred with the final proposal and will also use this plan to update their wastewater facilities plan.

There being no further discussion Mr. Fowle asked the committee to take action on Resolution 06-02 that would adopt the Larsen-Winchester Sewer Service Area Plan Update.

3. Approval of Resolution 06-02; Adoption of the Larsen-Winchester SSA Plan Update

Ms. Mielke moved to approve Resolution 06-02 as presented. Mr. Van Loon made the second. Motion carried unanimously.

4. Resolution 07-02; Approving the Memorandum of Understanding Between East Central Planning and Brown County Planning Regarding Sewer Service Area Planning Roles & Authorities

Mr. Fowle introduced the Memorandum of Understanding with regard to specific sewer service area planning activities between the Brown County Planning Commission and East Central. Essentially this agreement would transfer control of these planning efforts to Brown County in certain geographic scenarios. The border counties, (Outagamie, Calumet and Shawano), would be affected by this resolution. As an example, Mr. Fowle explained that a treatment plant located within Brown County serving areas within Outagamie County would come under the Brown County planning dictums. However, as a regional planning entity, East Central would continue to review facilities planning documents and other development strategies occurring within the East Central region. Mr. Fowle has indicated that the proposed resolution presented today would supersede previous agreements between the two planning commissions.

There being no further discussion Mr. Van Loon moved to adopt Resolution 07-02. Mr. Wollangk made the second. Motion passed unanimously.

5. Certification of the City of Neenah Comprehensive Plan for SSA Planning Purposes

Mr. Fowle presented to the committee the City of Neenah's Vision 2020 Comprehensive Plan and indicated that the document was in conformance with the requirements and criteria set forth in the Urbanized Area Long-Range Transportation Land Use Plan Addendum. Mr. Fowle also stated the City of Neenah and its surrounding townships have satisfied consistency issues as previously suggested by East Central staff. Staff also recommended that the City's plan be certified at this time. Ms. Mielke moved to certify the City of Neenah's Comprehensive Plan as presented. Mr. Wollangk made the second. Motion passed unanimously.

6. Certification of the Town of Neenah Land Use Plan for SSA Planning Purposes

The Town of Neenah's Land Use Plan was presented to the committee for certification and staff feels that concerns regarding horizontal consistency among the Town of Vinland and the City of Neenah have been adequately addressed. East Central staff assisted the town in formulating and preparing the necessary language for plan certification under its technical assistance program. Recent adoption by the town board had occurred the previous week. Again, this plan meets the required elements and intent as set forth in the Urbanized Area Long-Range Transportation Land Use Plan Addendum. Staff recommends certification of the plan at this time. Mr. Van Loon then moved to certify the Town of Neenah's Land Use & Development Plan as presented. Mr. Wollangk made the second. Motion passed

unanimously.

7. Neenah-Menasha Sewer Service Area Amendment Request; Waverly S.D. Swap

Mr. Fowle introduced the Neenah-Menasha amendment request in which the Waverly Sanitary District has proposed a swap of acreage to serve future residential development. Mr. Fowle indicated that this request was a follow-up amendment from the January 17 Community Facilities Committee by which the Waverly S.D. was requesting the balance of the original request. East Central has in effect brokered a land swap arrangement that involved the City of Neenah, Town of Neenah Sanitary District #2, Waverly Sanitary District and private property owners. Approximately 89 acres are being requested for the Waverly Sanitary District in which 80 acres would be removed from the Town of Neenah Sanitary District #2. The deleted area was approved and agreed upon by the property owner and the Town board. The remaining 9 acres are being added administratively along the east frontage of Lake Park Road anticipating eventual sewer construction north along Lake Park. Mr. Fowle added that the DeKeyser family, involved in the town board action and the negotiations, would not need notification as part of the amendment criteria due to her position on the Town board.

Mr. Fowle responded by explaining that two other potential areas to be used as swappable land had special circumstances excluding them from the process. East Central realizes that the DeKeyser property would create a hole in the service area, however, given the fact that the Fox Cities Update was on the horizon this area could easily be reinstated. Mr. Fowle recommended that committee discuss this policy issue and added that staff would have no objection to approving the amendment as presented.

Chris Haese, City of Neenah, brought two points to the committee's attention; 1) Waverly's previous amendment request, (January 17, 2002 of approx. 60 acres), which used acreage from a city "credit" from the Carpenter Preserve mapping area and 2) the violation of East Central's policy which discourages the creation of a hole within the interior of the service area. Mr. Haese then pointed out that the Town of Harrison would be hard-pressed to develop this amount of acreage before the next update. He went on to add that creating a "hole" in the service area not only violates East Central policy, but was not sound planning practice. Mr. Haese implored the committee to leave the politics out of this issue and make decisions based on sound planning principles. One other point was that Castle Oak Road, which lies on the northern boundary of the DeKeyser property may have, or is proposed to have, a sewer line.

Allison Blackmer, Town of Harrison, informed the committee that this particular area has been sought after for over a year. Engineering for the entire area has been planned for and implemented with costs already incurred. The inclusion of today's request was vital for repaying the sewer debt. Ms. Blackmer stressed that developers within Harrison consistently sell available lots. It was noted that the DeKeyser property has no intention on developing thus using it as swappable land makes sense. Ms. Blackmer also added that the boundary agreements with the City of Menasha and City of Appleton showed good planning strategy. Stan Martensen, representing the Waverly Sanitary, also disputed the projected lots within the amendment area stating that topography would dictate lot sizes. In many cases, lot sizes typically run 2 per acre as opposed to 3 per acre. Mr. Martensen emphasized that the many boundary agreements involved make inter-municipal acreage swaps difficult. He also stated that this particular amendment would complete a 160 acre project started over a year ago.

Steve Spanbauer, Town of Neenah, wanted to make clear that there has been no animosity between the two sanitary districts. Additional discussion ensued regarding the two parcels in question for the swap, undevelopable areas including environmentally sensitive areas were also discussed as possible policy issues. The City of Neenah's stance remained on the side of good planning practices and felt that this particular arrangement was in conflict with that notion.

Mr. Fowle then suggested that the swap area, (DeKeyser property), be: 1) re-configured in order to keep the southern frontage of Castle Oak Road in the service area, 2) table this request or 3) approval as presented. Ms. Blackmer then implored the committee to act favorably on this request. Ms. Mielke then moved to approve the amendment request contingent upon the property owner, (DeKeyser), agreeing to the alteration of the swap area which would keep the southern frontage of Castle Oak into the service area *. Mr. Van Loon made the second. Motion carried unanimously.

***(Based on staff's further investigation the amendment area had reverted to the original proposal thus making the contingency unnecessary. Please see attached memorandum).**

8. Heart of the Valley Sewer Service Area Amendment Request – V. Little Chute

Mr. Fowle presented the Heart of the Valley Sewer Service amendment request in which the Village of Little Chute has requested a land swap. The original amendment proposal has been modified based on the Town of Vandebroek's concerns. The town has recently been looking into the re-activation of its sanitary district and suggested that more time be given to study various issues. Based on these concerns, East Central negotiated a smaller swap, (approx. 20 acres), to address the village's immediate development needs. Mr. Fowle then described the area to be added and referenced the swap area on existing mapping. Based on the existing development conditions within the proposed amendment area it has been determined that 13.5 acres was needed to complete the swap. There was no objection filed by the Town of Vandebroek based on the modified request. Staff has suggested that the committee act on this request contingent upon receipt of property owner notification for the removal area. Mr. Wollangk then moved to approve the amendment request with the aforementioned contingency. Ms. Mielke made the second. Motion carried unanimously.

9. Heart of the Valley Sewer Sewerage District Capacity Issues – Informational

Mr. Mark Surwillo, HOVMSD, informed the committee of recent issues pertaining to the Heart of the Valley treatment plant including capacity concerns, I/I problems and development trends that affect wastewater loadings to the plant. HOVMSD has been made aware that interceptor capacities are being exceeded and referenced a study by a private consulting firm supporting the claim. The projected peak flows through the systems siphons were studied in order to make assumptions and/or decisions relative to plant upgrades or restrictions on development. Mr. Surwillo was hesitant to commit to an outright moratorium. He explained that the capacity study could be wrapped up by November 2002 and felt better decisions could be formulated at that time. HOVMSD, however, did not object to today's amendment request by the Village of Little Chute. Mr. Fowle added that East Central would assist the HOVMSD with technical assistance based on the study findings and perhaps modify sewer service area amendment and update procedures as a result.

10. Status Report on the Regional Comprehensive Plan for Public & Community Facilities Element

Mr. Fowle presented the committee with a status report on the Regional Comprehensive Plan activities to date. Internal meetings with other staff has produced the direction and approach for the community facilities element. A policy report will be prepared for the commission meeting which would then come back to committee for further discussion and/or revisions. The first milestone report appears to be on schedule for October 2002. Mapping for this element has been formalized and specific technical expertise may be needed to pinpoint specific needs from a regional perspective.

Meeting was then adjourned at 11:27 A.M.

SUMMARY OF PROCEEDINGS

East Central Wisconsin Regional Planning Commission
The Menominee Casino Bingo Hotel, Keshena
April 26, 2002

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

The meeting of the East Central Wisconsin Regional Planning Commission was called to order by Chair Donald De Groot at 10:05 A.M.

Chair De Groot introduced new commissioner, Brian Smith, Mayor, City of Waupaca. Chair De Groot stated that an additional new commissioner, the new Chair from Outagamie County, Clifford Sanderfoot, was not present due to a personal obligation.

Roll call was taken showing the following attendance:

Commission Members Present

Clarence Wolf	Calumet County
Brian Kowalkowski	Menominee County
Ruth Winter	Menominee County
Robert "Toby" Paltzer	Outagamie County
Tim Hanna	Outagamie County
Alfred Krause	Outagamie County
Donald De Groot	Outagamie County
Arlyn Tober	Shawano County
M. Eugene Zeuske	Shawano County
Clarence Natzke	Shawano County
Duane Brown	Waupaca County
La Verne Grunwald	Waupaca County
Ken Hurlbut	Waupaca County
Brain Smith	Waupaca County
Yvonne Feavel	Waushara County
Norman Weiss	Waushara County
Lester Van Loon	Waushara County
Joseph Maehl	Winnebago County
John Fink (Alt. for Jane Van De Hey)	Winnebago County
Richard Wollangk (Alt. for Stephen Hintz)	Winnebago County
Ernie Bellin	Winnebago County
Arden Schroeder	Winnebago County
Mark Madison	Winnebago County

Commission Members Absent

Merlin Gentz	Calumet County
Wilma Springer	Calumet County
Randy Reiter	Menominee County
Clifford Sanderfoot	Outagamie County

Staff Members Present

Harlan Kiesow	Executive Director
Ann Z. Schell	Assistant Director
Fred Scharnke	Principal Planner
Eric Fowle	Principal 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. **MINUTES OF THE JANUARY 25, 2002 MEETING**

Mr. Krause moved to approve the minutes of the January 25, 2002 meeting, seconded by Mr. Grunwald. The motion was passed unanimously.

V. **BUSINESS**

A. Steering Committee

1. Acceptance of the Summary of Proceedings for the January 25 and April 21, 2002 Meetings.

Mr. Bellin moved to accept the Summary of Proceedings for the January 25 and April 21, 2002 meetings. The motion was seconded by Ms. Feavel and passed unanimously.

2. Approval of the CY 2001 Audit Report

Harlan Kiesow introduced Paul Denis from Schenck & Associates. Mr. Denis presented the 2001 Audit Report. Mr. Denis stated the Governmental Accounting Standards Board Statement No. 34 which will be effective for financial statements for the year 2004 and will require changes to the Commission's annual financial report. He highlighted some of the differences that have occurred in the 2001 Audit and explained the importance of having an adequate fund balance for the year 2002.

Mr. Brown moved to accept the CY-2001 Audit Report, seconded by Mr. Weiss. Motion passed unanimously.

3. Proposed Resolution No. 04-02: **Amending the Personnel Policies of the East Central Wisconsin Regional Planning Commission**

Mr. Kiesow stated that Proposed Resolution No. 04-02 amends the table of authorized positions of the Personnel Policies. The change in the table is to accommodate the promotion of Eric Fowle from Associate Planner to Principal Planner.

Ms. Feavel moved to adopt Proposed Resolution No. 04-02, seconded by Mr. Natzke. Passed unanimously.

4. Proposed Resolution No. 05-02: **Organizational Restructuring of the Council of Regional Planning Organizations (CORPO)**

Mr. Kiesow explained that all the regional planning commissions in the state have been members of the Council of Regional Planning Organizations (CORPO) for about twenty five years. There is an effort underway to restructure this group to more closely reflect how it

has been functioning, and to address a more efficient meeting schedule and update issues to be addressed by the group. With the restructuring the name of the organization will be changed to Association of Wisconsin Regional Planning Commissions (AWRPC). The new organization would include membership of one representative Commission member from each RPC, and one staff member (Executive Director) from each RPC.

Mr. Hanna moved to accept Proposed Resolution No. 05-02, seconded by Ms. Winter, passing unanimously.

5. Proposed Resolution No. 09-02: **Authorizing Memoranda of Agreement for Intergovernmental Cooperation**

Mr. Kiesow explained this memoranda is related to the Smart Growth planning that East Central is currently involved with. This memoranda provides a basis for intergovernmental cooperation and coordination with all of the neighboring planning agencies. Bay-Lake RPC and North Central RPC have received grants. The Southeastern RPC did not apply for a grant but is in the process of developing a plan in compliance with the legislation. Mr. Kiesow stated this memoranda spells out some of the activities that East Central would be doing in coordinating the planning process/programs with the neighboring planning agencies.

Mr. Hanna moved to accept Proposed Resolution No. 09-02, seconded by Mr. Paltzer. Unanimously passed.

6. Proposed Resolution No. 10-02: **Amending the Bylaws of the East Central Wisconsin Regional Planning Commission**

Mr. Kiesow stated that due to the withdraw of Marquette County's membership, East Central's bylaws need to be revised. The change in the number of members has to be reflected in the bylaws, along with the structure of the Standing Committees. Mr. Kiesow stated the changes to the Standing Committees include the Steering Committee now consisting of seven members instead of eight, and the planning committees will consist of five or six members (at the discretion of the Chairman) with a quorum of three. He briefly highlighted minor editing errors in the bylaws.

Mr. Bellin moved for approval of Proposed Resolution No. 10-02, seconded by Mr. Paltzer. Passed unanimously.

B. Economic Development Committee

1. Chairman's Report.

2. Acceptance of the Summary of Proceedings for the April 15, 2002 Meeting.

Mr. Brown moved for acceptance of the Chairman's Report and the Summary of Proceedings for the Economic Development Committee, seconded by Mr. Zeuske. Passed unanimously.

C. Open Space and Environmental Management Committee

1. Chairman's Report.

2. Acceptance of the Summary of Proceedings for the April 9, 2002 meeting.

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

D. Community Facilities Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the April 2, 2002 meetings.

Mr. Van Loon moved for acceptance of the Chairman's Report and the Summary of Proceedings of the April 2, 2002 meeting, seconded by Mr. Weiss. Unanimously passed.

3. Proposed Resolution No. 06-02: **Approving the Larsen/Winchester SSA Plan Update**

Mr. Fowle referred to the tables and the map that were included in the packet showing the changes to the Larsen/Winchester area. Mr. Fowle explained that the existing area was last updated when it was created in 1995 and was limited in the amount of acreage available for development. There had been a moratorium on annexation to the district because of concerns on wastewater treatment plant capacity. The District will use the SSA Update as a basis for their upcoming Facilities Plan. Mr. Fowle stated that there will be a new interchange in this area which will make it more accessible, thus creating new growth pressures. Mr. Fowle indicated that about 310 acres were added to the SSA. The Sanitary Districts and the towns of Larsen and Winchester have taken formal action to approve the map and the update and staff recommends the same.

Mr. Bellin moved to approve Proposed Resolution No. 06-02, seconded by Mr. Maehl. The resolution was approved unanimously.

4. Proposed Resolution No. 07-02: **Approving a Memorandum of Understanding Between East Central Planning and the Brown County Planning Commission regarding Sewer Service Area Planning Roles and Authorities**

Mr. Fowle explained that Proposed Resolution No-07-02 was an agreement between Brown County Planning Commission and East Central regarding sewer service area planning responsibilities and would replace any previous agreements. Mr. Fowle indicated that this agreement states that if a community in a county in the East Central region, such as, Outagamie, Calumet or Shawano, intends to hook up to the Green Bay Metropolitan Sewage District, that Brown County Planning Commission would be responsible for the sewer service planning and any updates for that community and East Central and local units would be notified and would have an opportunity for input. He stated that it also would work conversely.

Mr. Van Loon moved to approve Proposed Resolution No. 07-02, seconded by Ms. Feavel. Motion was passed unanimously.

5. SSA Plan Status Report

Mr. Fowle stated that a table showing the status of the sewer service plans was included in the packet. He indicated that there are twenty-six plans in place and in the last five to seven years an update has been completed on all of them. Presently five are being worked on and should be completed by year's end. The next contract with DNR would begin the next round of updates, starting with Wautoma/Silver Lake, which was the first plan done in

digital format. Mr. Fowle explained that now that all the plans are in digital format, he expects that the updates will be to be completed every five to six years.

Referring to the table included in the packet, Mr. Fowle stated that it shows the municipalities that are affected by each service area. The colored text indicates status of East Central's land use plan certification for urbanized area communities as outlined in the Long-Range Transportation/Land Use Plan process. The communities listed in blue have been reviewed by staff and action has been taken by the Community Facilities Committee to certify their plans. The communities in red still require certification and depending on where they are at in the process, they may need to meet the requirements specified in the Addendum or meet the smart growth requirements.

E. Transportation Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the April 9, 2002 meeting.

Mr. Bellin stated that the Chairman's Report and the Summary of Proceedings for the April 9, 2002 were in the packet and moved for approval, seconded by Mr. Natzke. Unanimously passed.

3. Proposed Resolution No. 08-02: **Amending the Fox Cities Urbanized Area Functional Classification System and the Rural Functional System to include Designated Portions of Kensington Drive, Evergreen Drive, French Road, and Lightning Drive as Urban Collectors, a Portion of Lightning Drive as a Rural Minor Collector, a Portion of French Road, and a portion of Nye Street (CTH TT) in Hortonville as Rural Major Collectors, and to Remove a Portion of Lake Park Road from the Urban System**

Ms. Schell explained that Proposed Resolution No. 08-02 recommends adding several highway segments to the urbanized area's functionally classified system. Inclusion to the system would mean the roadways would be eligible for state and federal funds. Ms. Schell stated that federal regulation allows up to 35 percent of all the roadways to be included in the functional system. The changes were prompted by a request from the City of Appleton.

Ms. Schell indicated that typically WisDOT updates the functionally classified system prior to our long range update. Due to staffing and budget issues, WisDOT will not be preparing a complete update this time around, but rather on an as-needed basis. WisDOT requested that any changes in the system be approved and formally adopted by the jurisdiction or operating agency, in the case of the urbanized area, the MPO.

Mr. Paltzer moved for adoption of Proposed Resolution No. 08-02, seconded by Mr. Weiss. Passed unanimously.

F. Regional Comprehensive Planning Committee

1. Chairman's Report
2. Acceptance of the Summary of Proceedings for the March 27, 2002 meeting.

Ms. Feavel moved for approval of the Chairman's Report and the Summary of Proceedings of the March 27, 2002 meeting. The motion, seconded by Mr. Hurlbut, passed unanimously.

3. Presentation of current East Central Regional Policies

In the context of the review of current regional policy, Ms McShane discussed four issues:

(1) Why review current East Central Policies?; (2) What is the process for review?; (3) What has East Central learned? and (4) What are the next steps?

- (1) Why review current East Central policies? Ms. McShane indicated that current policies are found in over 100 documents. East Central needed to pull the policies together into one document so that it can clarify existing policies and begin to examine strengths and weaknesses.
- (2) What is the process for review? Ms. McShane explained that first, staff reviewed all East Central publications and cross-referenced East Central goals and policies with the Smart Growth elements – see the regional policy matrix. Second, staff has pulled together this information into the draft policy paper. The policy paper examines the six substantive smart growth policy areas: housing, economic development, transportation, public facilities, agricultural, natural and cultural resources and land use. Information is presented on the goals, policies, policy implementation, preliminary policy analysis, integration, and guiding principles.
- (3) What has East Central learned?
 - a. There are policy contradictions that need to be addressed.
 - b. A better urban-rural policy balance needs to be achieved.
 - c. There are new policy areas and existing policies that need to be expanded.
 - d. The degree of policy specificity needs to be assessed.
 - e. Need to consider how the Commission will implement policy in its advisory capacity.
 - f. Need to consider how to determine whether the Commission has been successful, performance indicators.
- (4) How does the draft policy paper fit into the regional comprehensive planning process? Ms. McShane stated that the draft policy paper represents another building block in the planning process. The Commission will use it along with Milestone Report 1: Context for Evaluation and input from the public participation process to inform its revision of current policies.

VI. OTHER BUSINESS

A. Nominating Committee

Mr. Natzke, Chair of the Nominating Committee, indicated that the Nominating Committee met prior to the Quarterly Meeting and the name of Yvonne Feavel, Waushara County was placed in nomination for Chair and Ernie Bellin, Winnebago County for Vice-Chair. There being no other nominations, Mr. Natzke moved nominations be closed and a unanimous ballot be cast for the candidates, seconded by Mr. Maehl, passing unanimously.

VII. ESTABLISH TIME AND PLACE FOR NEXT COMMISSION MEETING

Annual Meeting, May 22, 2002, Liberty Hall, Kimberly

VIII. ADJOURNMENT

Mr. Brown moved for adjournment, seconded by Mr. Bellin. Motion passed unanimously. Meeting adjourned at 11:05 A.M.

RESOLUTION NO. 06-02
UPDATING THE LARSEN -WINCHESTER 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 Commission 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 Larsen-Winchester 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 Larsen-Winchester Sewer Service Area.

Effective Date: April 26th, 2002

Submitted By: Community Facilities Committee

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

Wilma Springer, Interim Chair

Sally Mielke

Lester Van Loon

Jane VanDeHey

Richard Wollangk (Alt. for Jon Dell' Antonia)



State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

Scott McCallum, Governor
Darrell Bazzell, Secretary

101 S. Webster St.
Box 7921
Madison, Wisconsin 53707-7921
Telephone 608-266-2621
FAX 608-267-3579
TTY 608-267-6897

July 23, 2002

Mr. Harlan Kiesow
Executive Director
East Central Wisconsin Regional Planning Commission
132 Main Street
McNasha, WI 54952

SUBJECT: Larsen -Winchester Sewer Service Area (SSA) Plan Update

Dear Mr. Kiesow:

We have completed our review and approve the amendment to Larsen-Winchester SSA Plan update (see attached map). The projected population of the SSA is expected to increase from 777 to 923 by the year 2020, covering an estimated service area of 610.5 acres.

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

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

Those approvals must be obtained separately from the respective agencies. In addition, storm water management plan development is required for any construction site activity disturbing five or more acres of land pursuant to Chapter NR 216 (WI Admin. Code). Any person aggrieved by this approval has the right to appeal the decision. Wisconsin Statutes and Administrative Code establish time periods within which requests to review Department decisions must be filed. For judicial review of a decision pursuant to s. 227.52 and 227.53, Wisconsin Statutes, a petition for review must be filed within 30 days after service of the decision. The respondent in an action for judicial review is the Department of Natural Resources. This notice is provided pursuant to s. 227.48(20), Wisconsin Statutes.

Sincerely,

Charles R. Lodin, Section Chief
Great Lakes and Watershed Planning

C: Dan Helf, NER



APPENDIX B - GOALS, OBJECTIVES AND POLICIES

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.