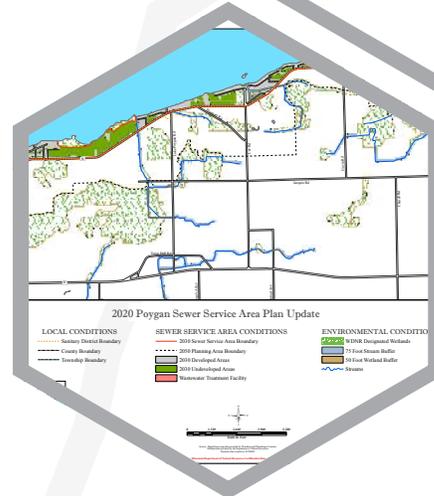
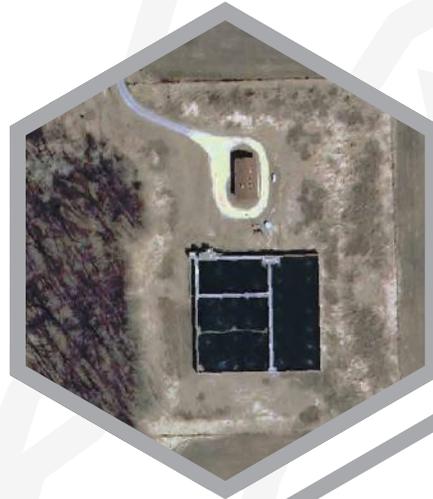


Poygan Year 2020 Sewer Service Area Plan Update



Commission Approval: July 25, 2003
Commission Reaffirmation: January 25, 2013
WDNR Certification Date: April 23, 2013



Calumet • Menominee • Outagamie • Shawano • Waupaca • Waushara • Winnebago

The preparation of this document was in part through a Water Quality Planning Assistance Grant from the Wisconsin Department of Natural Resources and Section 205(j) of the Clean Water Act.

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ABSTRACT

Title: POYGAN SEWER SERVICE AREA
PLAN UPDATE

Staff: Eric W. Fowle, Executive Director
Joe Huffman, SSA Planner
Todd Verboomen, SSA Planner

Subject: Sanitary sewer service area delineation for future
community growth and water quality protection.

Date: Commission Approval: July 25, 2003
Commission Reaffirmation: January 25, 2013
WDNR Certification Date: April 23, 2013

File Name: Poygan_SSAUpdate_2003 (2012).doc

Planning Agency: East Central Wisconsin Regional Planning Commission
400 Ahnaip Street, Suite 100
Menasha, WI 54952

This plan updates and supersedes the 1985 Poygan Sewer Service Area Plan which is an element of the Water Quality Management Plan, Wolf River Basin, Wisconsin. The plan was prepared by the East Central Wisconsin Regional Planning Commission and was certified by the Wisconsin Department of Natural Resources on April 23rd, 2013 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 Poygan Sewer Service Area. Also identified are environmentally sensitive areas which should not be developed. This plan contains policy recommendations to encourage cost-effective and environmentally sound development patterns.

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CHAPTER 1 - INTRODUCTION

This report represents the first update of the Poygan 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 (April, 1996). In the 30+ years that sewer service areas have been in effect, they have had significant impacts on urban development. Both communities and land developers are now more aware of sewer service areas and water quality issues, and are using the plans and policies in planning of future growth.

Please note that due to various factors impacting the Commission's structure and workload, this report was completed in 2003 but not submitted by the Commission until June, 2012 and was subsequently certified by the WDNR. Information regarding the capacity of the wastewater treatment plant was updated and limited information regarding 2010 Census figures were provided in the document, including the recalculation of the population and development projections. No modifications were made to the map based on these recalculations.

PURPOSE

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

Sewer service area plans serve as a basis for Department of Natural Resources (WDNR) approval of state and federal grants for the planning and construction of wastewater collection and treatment facilities. They also serve as a basis for WDNR approval of locally proposed sanitary sewer extensions, and the Department of Safety and Professional Services' approval of private interceptor sewers and sewer laterals in accordance with Wisconsin Admin. Code DSPS-382.20. In addition, environmentally sensitive areas identified in the service area plans serve as a guide for environmental permit decisions by federal and state agencies.

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

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

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 NR121, concerning areawide waste treatment management planning; and NR110, 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 Chapter NR121, the WDNR's role is to review and approve every sewer service area plan and plan amendment taking into account water quality impacts and cost effectiveness. The WDNR and East Central Planning also reviews and approves plans for wastewater treatment facilities and sewer extensions based upon conformance with the areawide plan. The contract agreement outlines rather broadly the responsibilities of each of the agencies involved in managing sewer service areas.

In order to address specific development proposals which impact sewer service area plans on a day-to-day basis, East Central has adopted an "Amendment Policy and Procedure for Sewer Service Areas." The amendment policy and procedures were initially adopted in 1978 and revised in 1984, 1990, 1995, 2001, and 2004. These procedures establish

standards and criteria for amending sewer service area boundaries and also describe the process for amending sewer service area plans. 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 Poygan Sewer Service Area Plan was recommended for approval by the Joint Poygan/Poy-Sippi Sanitary District on June 25th, 2003; adopted by East Central's Community Facilities Committee on July 2nd, 2003, and; adopted by its full Commission on July 25th, 2003. The plan was subsequently adopted by the Poygan Town Board on August 21st, 2003. Due to the aforementioned delays, the Commission reaffirmed its approval on January 25th, 2013 contingent upon receiving the approval of the Sanitary District. The District subsequently took action to re-approve the plan on January 30th, 2013. The plan update was certified by the Wisconsin Department of Natural Resources and became effective on April 23rd, 2013 (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.

A major review and update of the goals, objectives and policies was completed in 1995 and 1996 and have been incorporated within the Community Facilities Chapter of the Commission's approved 2030 Regional Comprehensive Plan (visit www.ecwrpc.org for a .pdf copy.) As part of the updating process in 1995 and 1996, 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.

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 C.

DESIGNATED VS. NON-DESIGNATED WATER QUALITY MANAGEMENT AREA

The Statewide Water Quality Management Plan identifies three designated (complex) water quality management planning areas within the State of Wisconsin with the remainder of the state identified as a "non-designated" area. Within the East Central region, the Fox Valley Designated Water Quality Management Area comprises major portions of the four urban counties surrounding Lake Winnebago. The 1,580 square mile area has been specially designated for water quality planning because of the concentration of industries and urbanization along the Fox River and Lake Winnebago. Within the overall area, 25 different sewer service areas have been delineated and individual plans prepared.

The non-designated portion of the East Central region, as well as the remainder of the state, is further divided into major river basins. For each river basin the WDNR has prepared a water quality management plan. The Poygan Sewer Service Area is contained wholly within the Pine/Willow River Watershed, part of the Wolf River Basin. **Be aware however, that those portions of the watershed that lie within Winnebago County are considered to be located in the Lower Fox River Designated Planning Area (WDNR, 1996).**

REPORT FORMAT

This plan describes and delineates the Poygan Sewer Service Area. The plan was developed in accordance with state and federal guidelines and involved public input and review including two informal information meetings with local officials, several individual meetings, and one public hearing held in conjunction with ECWRPC's Community Facilities Committee meeting in July of 2003. Summaries of Proceedings of these meetings and the approval resolutions are contained in Appendix A.

The following sections of the plan discuss the:

1. Poygan Sewer Service Area characteristics, projected growth and updated plan.
2. Service area delineation and planning process; and
3. Service area amendment process.

Additional information describing the planning process and copies of supporting documentation is available at the Commission offices.

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Lake Poygan



2020 POYGAN SEWER SERVICE AREA

LOCAL CONDITIONS

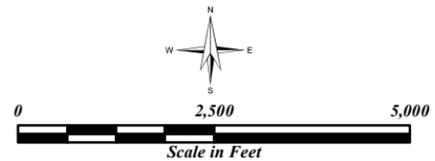
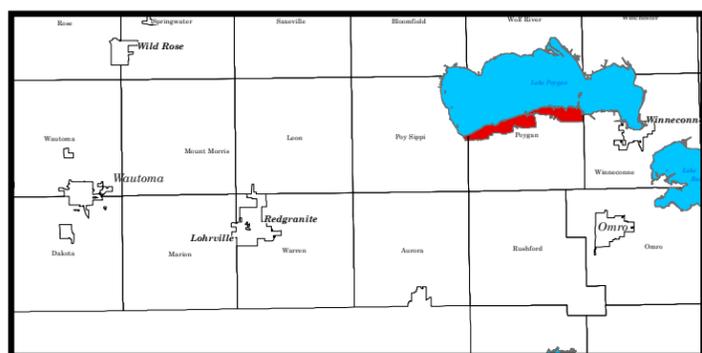
- Sanitary District Boundary
- County Boundary
- Township Boundary

SEWER SERVICE AREA CONDITIONS

- 2020 Sewer Service Area Boundary
- Planning Area Boundary
- 2020 Developed Areas
- 2020 Undeveloped Areas
- Wastewater Treatment Facility

ENVIRONMENTAL CONDITIONS

- WDNR Designated Wetlands
- 75 Foot Stream Buffer
- 50 Foot Wetland Buffer
- Streams



Source: Digital base map data provided by Waushara and Winnebago Counties;
 Wetland data provided by the Department of Natural Resources
 Thematic data created by ECWRPC
 This map and its associated sewer service area descriptions do not obligate a
 community(ies) to provide sewer service to property owners contained herein.

Wisconsin Department of Natural Resources Certification Date - April 23, 2013

MAP AMENDMENTS		
Designated Management Agency	Date of WDNR Approval	Task No.

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East Central Wisconsin Regional Planning Commission
ECWRPC
 Prepared By
 EAST CENTRAL WISCONSIN
 REGIONAL PLANNING COMMISSION
 APRIL, 2013

Back of Exhibit 1

CHAPTER 3 - POYGAN SEWER SERVICE AREA

PLANNING AREA DESCRIPTION

The Poygan Planning Area and Sewer Service Area are located in central Winnebago County and extreme eastern Waushara County along the southern shore of Lake Poygan (part of the Winnebago Pool lakes and Wolf River system). The updated Planning Area encompasses the portions of the Town of Poygan and Town of Poy-Sippi and all of properties contained within Joint Poygan/Poy-Sippi Sanitary District No. 1. 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 gravity interceptor sewers, and; the proximity of nearby clusters of development currently on on-site systems which may have long-term (20+ years) needs for sanitary sewer. In some areas, for administrative purposes, the Planning Area is often based on quarter-quarter section boundaries, road rights-of-way, or natural features.

Encompassing approximately 3.6 square miles, the updated SSA Planning Area contains the portions of (Winnebago County) T19N-R14E – Sections 1, 2, 3, 13, 14, 15, 16, 17, 18 and (Waushara County) T19N-R13E– Section 24. The plan update modified the existing Planning Area Boundary to some degree, as a net decrease of 1,920.6 acres occurred so that the boundaries better reflect the locations that could ultimately be served with gravity sewers.

LAND USE AND DEVELOPMENT

Land use within the Planning Area consists mainly of agricultural or open space uses south of County Road B. Seasonal and permanent single-family residential uses are prevalent along the North side of County Road B, with significant areas of undeveloped land remaining between this road and Lake Poygan. The conversion of seasonal, lakefront homes and lots to more permanent residences has been occurring for some time within this area, as it is still influenced by the Oshkosh and Fox Cities urban areas. Several newer subdivisions have occurred over the past ten years, however; significant amounts of new development have occurred as single housing units on individual, larger lots with frontage along County Road B. It is estimated that 314 dwelling units existed within the Joint Poygan-Poy Sippi Sanitary District in 2000. Few commercial uses exist within the SSA and those that do, cater to local needs or recreational users of Lake Poygan.

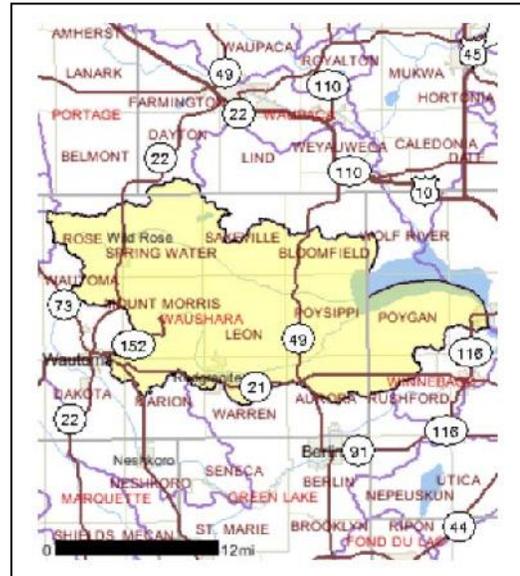
ENVIRONMENTAL CONDITIONS

Environmentally sensitive lands within the planning area are generally associated with lakes and rivers and their adjacent wetlands, and with a number of streams passing through the area. Descriptions of the Planning Area's natural resources are contained below and in Exhibit 2, Limiting Environmental Conditions Map.

Watersheds & Water Features

The Poygan Sewer Service Area and its Planning Area is wholly within the Pine and Willow Rivers Watershed (WR-02) of the Wolf River Basin. The Pine River and Willow Creek are clear, hardwater streams that drain the center two-thirds of Waushara County. This watershed flow directly into Lake Poygan and eventually drains into the Lake Winnebago/Fox River/Green Bay system.

According to the WDNR (website, 2012) the Pine and Willow Rivers watershed covers substantial portions northern Winnebago and eastern Waushara Counties and encompasses approximately 286 square miles.



This watershed was selected as a Priority Watershed in 1995 due to its non-point source pollution contributions and expired in 2009. According to the WDNR in 1996, this watershed ranked "high" as a priority for streams and "medium" as a priority for groundwater under the Nonpoint Source Priority Watershed selection process.

Insufficient data on lakes in this watershed prevented their inclusion in this round of priority watershed rankings. The Winnebago Comprehensive Management Plan rated this watershed a high priority for corrective measures due to critical animal waste problems and in-stream erosion. The data search for the Wolf River Basin Plan indicates polluted runoff-related problems, with excess vegetation and habitat deterioration. The data search for the Wolf River Basin Plan indicates polluted runoff-related problems, with excess vegetation and habitat deterioration. Soil erosion, at rates above 2 tons per acre per year, combined with local animal waste delivery and in-stream erosion have accelerated the deterioration of trophic status of millponds on the Pine River and Willow Creek.

As shown in the table below, impaired waters within the SSA Planning area include only Lake Poygan. This lake body is on the 303d list as a Medium Priority and as a Low Priority for PCB's. Strong considerations are being given to the development of a TMDL for this watershed by the WDNR.

SSA Planning Area Impaired Waters

Lake	WBIC	County	Pollutant	Impairment	303 Status	Priority
Lake Poygan	242800	Waushara, Winnebago	Sediment/Total Suspended Solids	Degraded Habitat, Turbidity	TMDL Development	Medium
Lake Poygan	242800	Waushara, Winnebago	PCBs	Contaminated Fish Tissue	303d Listed	Low
Lake Poygan	242800	Waushara, Winnebago	Total Phosphorus	Low DO, Eutrophication, Water Quality Use Restrictions	303d Listed	Medium

Source: WDNR, 2010

According to USGS maps, the other named water features within the Planning Area are the Arrowhead River, located in the northern portion of the SSA which bisects part of Joint Poygan/Poy-Sippi Sanitary District, and the Pumpkinseed Creek which is located along the far western portion of the SSA in Waushara Co. Pumpkinseed Creek has no measurable flow with its lower portions being part of the Poygan Marsh. Additional unnamed, intermittent streams which flow into either Lake Poygan or shoreland wetlands that is also present throughout the Planning Area. No other named lakes exist within the Planning Area, although a number of un-named natural and man-made ponds and channels provide additional open water habitat.

Environmentally sensitive lands within the Planning Area are generally associated with these lakes and rivers and their adjacent wetlands, and with a number of streams passing through the area. Descriptions of the Planning Area's natural resources are contained below and in Exhibit 2, Limiting Environmental Conditions Map.

Wetlands

Wetlands are areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions. Wetlands are found throughout the Planning Area, are essential environmental features for providing wildlife habitat, scenic open spaces, flood water retention, and groundwater discharge areas. Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates. They provide a buffer zone protecting shorelines and streambanks as well as excellent cover and migration corridors for wildlife. Wetlands can also support spawning and nursery habitat for fish and sanctuaries for rare and endangered species. Wetlands offer educational, recreational and aesthetic benefits and opportunities.

Exhibit 2

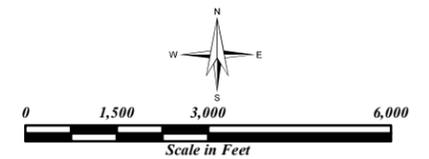
ESA &
LIMITING CONDITIONS
POYGAN
SEWER SERVICE AREA

GENERAL BOUNDARIES

-  2020 Sewer Service Area Boundary
-  Planning Area Boundary
-  County Boundary
-  Township Boundary

ENVIRONMENTAL CONDITIONS

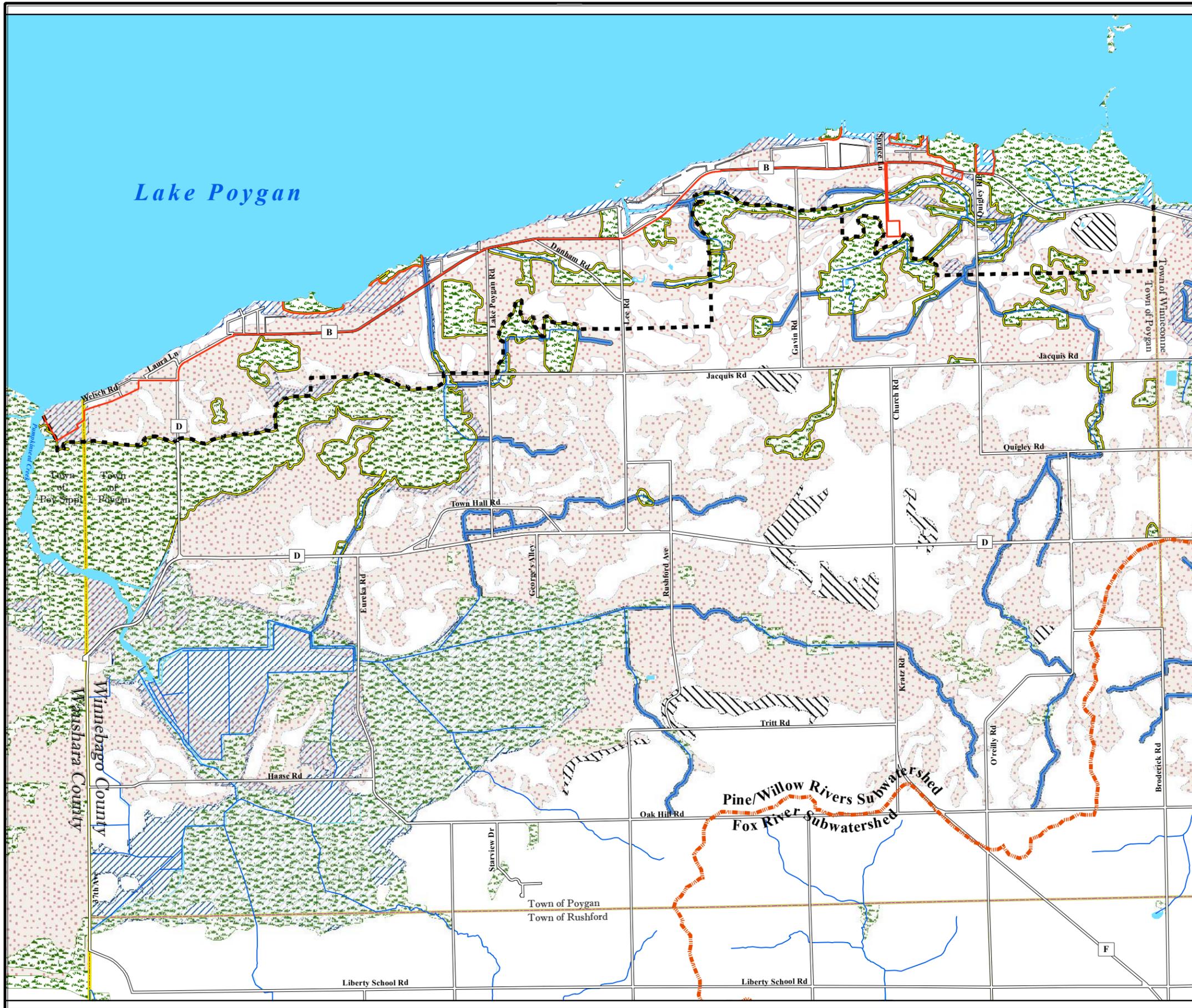
-  WDNR Designated Wetlands
-  50 Foot Wetland Buffer
-  75 Foot Stream Buffer
-  Bedrock Within 5 Feet of Surface
-  Groundwater Within 2 Feet of Surface
-  Floodplain/Floodway Areas
-  Subwatershed Boundary
-  Streams



This map and its associated sewer service area descriptions do not obligate a community(ies) to provide sewer service to property owners contained herein.
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Prepared By
EAST CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION
APRIL, 2013
Source: Digital base data provided by Winnebago and Waushara Counties. Land Use data provided by the Towns of Poygan and Poy Sippi.
Thematic data created by ECWRPC.

Wisconsin Department of Natural Resources Certification Date - April 13, 2013



Back of Exhibit 2

Protection of wetlands within the planning area is especially important for stormwater management purposes and open space planning. The amount and variety of wetland features may have moderate limitations on the future growth and development of the planning area. Several relatively expansive areas of designated wetland remain along the shores of the Lake Poygan. These wetlands continue to be susceptible to negative impacts resulting from boating activities, wave action, and exotic species invasion. A total of 8.9 acres of designated wetlands exist within the updated Sewer Service Area. The amount and variety of wetland features will have minimal limitations on the future growth and development of the planning area.

Wisconsin Administrative Code NR 115 and NR 117 mandate that wetlands be protected in both the rural and urban areas of the state. In the unincorporated areas, NR 115 protects wetlands or portions of wetlands within the shoreland zone that are designated on Wisconsin Wetland Inventory maps prepared by the Wisconsin Department of Natural Resources. To protect wetlands in incorporated areas, NR 117 was enacted in 1983 and requires that all wetlands or portion of 5 acres or more in size located in the shoreland zone be protected and outlines minimum shoreland zoning standards for Wisconsin cities and villages. In addition to NR 115 and NR 117, NR 103 outlines water quality standards for wetlands and requires that all practicable alternatives be considered to avoid and minimize wetland disturbance and to ensure preservation, protection, restoration and management of wetlands. Any alterations that are to be made to any wetland, regardless of size, need to be reviewed and approved by the U.S. Corps of Engineers and the WDNR before any action can be taken.

Endangered and Rare Species

Wisconsin's Natural Heritage Inventory program (NHI) was established in 1985 by the Wisconsin legislature as part of an international network of inventory programs. The program is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features throughout the state. Species and natural communities tracked by the Wisconsin NHI Program can be found on the NHI Working List.

According to the NHI data on the next page, in 2012 only one federally listed endangered species – the Striped Shiner - resides within the area surrounding the SSA Planning Area. Several Threatened species, including Greater Redhorse and Pugnose Shiner also may exist within the Planning Area.

Threatened and Endangered Species Natural Heritage Inventory, 2011

019N013E

<i>Cymbiodyta toddi</i>	A Water Scavenger Beetle	SC/N	S2S3	GNR	Beetle~
<i>Erimyzon sucetta</i>	Lake Chubsucker	SC/N	S3	G5	Fish~
<i>Haliaeetus leucocephalus</i>	Bald Eagle	SC/P	S4B,S4N	G5	Bird~
<i>Luxilus chrysocephalus</i>	Striped Shiner	END	S1	G5	Fish~
<i>Migratory Bird Concentration Site</i>	<i>Migratory Bird Concentration Site</i>	SC	SU	G3	Other
<i>Moxostoma valenciennesi</i>	Greater Redhorse	THR	S3	G4	Fish~
<i>Notropis anogenus</i>	Pugnose Shiner	THR	S2	G3	Fish~
<i>Opsopoeodus emiliae</i>	Pugnose Minnow	SC/N	S3	G5	Fish~
<i>Southern sedge meadow</i>	Southern Sedge Meadow	NA	S3	G4?	Community~
<i>Wet-mesic prairie</i>	Wet-mesic Prairie	NA	S2	G2	Community~

019N014E

<i>Erimyzon sucetta</i>	Lake Chubsucker	SC/N	S3	G5	Fish~
<i>Luxilus chrysocephalus</i>	Striped Shiner	END	S1	G5	Fish~
<i>Migratory Bird Concentration Site</i>	<i>Migratory Bird Concentration Site</i>	SC	SU	G3	Other
<i>Moxostoma valenciennesi</i>	Greater Redhorse	THR	S3	G4	Fish~
<i>Notropis anogenus</i>	Pugnose Shiner	THR	S2	G3	Fish~
<i>Opsopoeodus emiliae</i>	Pugnose Minnow	SC/N	S3	G5	Fish~

Floodplains

No significant floodway areas exist within the Planning Area, other than those associated shoreline areas or streams. However, mapped 100-year FEMA floodplains sourced from Winnebago County exist in numerous locations, including along the Lake Poygan Shoreline, as well as some larger 'inland' areas connected via stream/wetland corridors in both the eastern and western portions of the Planning Area. Floodplains do not pose a major limitation for new development within the planning area, as sufficient lands outside of the 100-year floodplain exist.

Groundwater, Geology, & Soils

These three natural features are closely related and will have the highest impact on future development within the planning area. The existence of generally poorly drained soils on level slopes with highly organic materials draws a concern over the potential for groundwater contamination. Failing on-site waste disposal systems, abandoned and active landfills, agricultural practices, and other land uses can be a direct source of contamination of groundwater.

The Wolf River Basin contains three of the four major aquifers of Wisconsin. Formed during the Ordovician and Cambrian Periods, the bedrock geology is comprised of the sandstone and dolomite aquifer and overlain by the shallow, mostly unconsolidated, sand and gravel aquifer. Most groundwater uses for residential, industrial, and agriculture are fulfilled by the sand and gravel aquifer. This aquifer is the most environmentally at risk in the basin 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.

The soil, aquifer, and surface water conditions in the area also produce some known areas of high groundwater, mostly associated with existing wetland and stream areas. These conditions can often limit the use of individual septic systems, however; a majority of these mapped areas exist south of CTH B and should not present significant concerns with respect to having suitable building sites within the District. Careful land use planning and requiring subdivisions to be located within areas which have sewer and water service or suitable soils for on-site systems will help greatly decrease the contamination potential of the underlying aquifer. The entire planning area currently relies on individual private wells for potable water and no municipal system exists.

Bedrock located near the surface is not of major concern within the planning area, however; several areas exist to the south of the planning area, associated with topographic highs in the surrounding landscape. If present, 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. Areas of steep slope are non-existent within the Planning Area.

EXISTING SEWERAGE COLLECTION AND TREATMENT SYSTEM

The Poygan/Poy-Sippi Joint Sanitary District lies along the southern shores of Lake Poygan in the Towns of Poygan (Winnebago County) and Poy Sippi (Waushara County) and currently encompasses approximately 860 acres. In 2000, the District was comprised of 314 residences and 2 businesses (316 total connections), and had an estimated population of approximately 820 persons. A majority of the District's residences are provided public sewer while several areas within the District still utilize private on-site systems. The District's Commissioners are appointed by the Town Board and serve staggered six-year terms.

The Poygan/Poy-Sippi Joint Sanitary District owns and operates its own wastewater treatment facility (WWTF) which is located in the south-central portion of the District, south of CTH B, near Kelly Road. The plant was originally constructed in 1990 and uses an aerated lagoon process with treated effluent being discharged into Lake Poygan. Treated sludge is then landspread on agricultural fields. No major re-construction has occurred to the plant since its initial construction. To date, the treatment plant services lands within the existing Sanitary District Boundary only.

According to the District's 2010 Compliance Maintenance Annual Report (CMAR) - an annual filing requirement by the WDNR - the plant was designed for a maximum average daily flow of 0.084 mgd (84,000 gallons per day). In 2010, the annual average monthly flow is approximately 48,000 gallons per day, or 70 percent of the system's capacity. Using crude assumptions of persons per household, water usage, and residential development density one can calculate the approximate population and dwelling units which can be serviced in the future based strictly on the plant's flow capacity. Exhibit 3 illustrates East Central's capacity estimates and shows that an additional 275 persons and 105 dwelling units can be serviced which would utilize approximately 52.7 acres of land (at a gross density of 2 units per acre).

The plant has had a good record of performance and consistently meets its permit limits under the District's management. The designed loadings for biological oxygen demand (C)BOD are 172 lbs/day with effluent limits of 30 mg/l. Currently, the annual monthly average (C)BOD loadings average approximately 30 lbs/day with effluent discharges of approximately 11 mg/l. The total suspended solids (TSS) effluent limit is 30 mg/l and effluent discharges have been averaging approximately 11 mg/l (See Exhibit 3).

Exhibit 3: Poygan/Poy-Sippi S.D. WWTF Performance/Capacity (2010)

Month	INFLUENT			EFFLUENT	
	Avg. Mo. Flow (MGD)	Avg. Mo. (C)BOD (mg/l)	Avg. Mo. BOD (lb/day)	Avg. Mo. (C)BOD (mg/l)	Avg. Mo. TSS (mg/l)
Jan	0.0477	49	19	17	9
Feb	0.0379	61	19	17	10
Mar	0.0585	81	39	27	16
Apr	0.0589	90	44	22	19
May	0.0542	65	29	15	14
Jun	0.0485	96	39	4	9
Jul	0.0620	93	48	5	12
Aug	0.0491	68	28	3	7
Sep	0.0412	76	26	5	25
Oct	0.0430	47	17	5	6
Nov	0.0398	92	31	5	2
Dec	0.0354	59	17	9	6
Ann. Mo. Avg	0.048	73	30	11	11

WWTF Design & Treatment Parameters

Design Flow (MGD)	0.0840
Design BOD, lb/day	172
Capacity Used (w/ Max. Flow)	70.1%
Capacity Remaining (w/Max. Flow)	29.9%
Capacity Remaining (w/ Mo. Avg. Flow)	42.8%
Capacity Used (w/ Max. BOD)	39.5%
Capacity Remaining (w/ Max. BOD)	60.5%
Capacity Remaining (w/Mo. Avg. BOD)	57.5%

WWTF Capacity Calculations (Max Flow)

Plant Capacity =	84,000	gpd
Current (Max.) Flow =	62,000	gpd
Remaining Capacity =	22,000	gpd =
275	persons capacity (at 80 gpcpd)	
105	dwelling units (at 2000 pph = 2.61)	
52.7	acres of sfr dev. (at 2 units/acre)	
65	New homes would put WWTF at 90% capacity.	

Source: WDNR and ECWRPC, 2010.

Overall, the District's WWTF had a total 2010 CMAR rating of A, out of an A through F scale, which falls under the WDNR's 'no action or recommendation range'. In summary, the 2010 permit and design information for the Poygan/Poy-Sippi Sanitary District's WWTF is as follows:

- WPDES Permit Number: WI-0035513
- Receiving water: Lake Poygan, Winnebago Co.
- Design Max. Monthly Flow: 0.084 mgd
- Avg. Monthly Flow: 0.048 mgd
- Design Avg. Monthly (C)BOD (lb./day): 172
- Avg. Monthly (C)BOD (lb./day): 73.0
- Treatment Type: Aerated Lagoon
- Sludge Treatment: Aerobic Digestion
- Sludge Disposal: Agricultural Landspreading

The Sanitary District operates a system of 8-inch gravity sewers and 4-inch and 6-inch forcemains which pump waste, from west to east, through a series of eight lift stations and ten grinder pumps (eight of which are owned by the District) to the WWTF. Clearwater inflow and infiltration (I&I) problems have not been identified as being significant as the system is relatively new. The District has an ongoing maintenance, inspection, and replacement program in place to address whole collection system.

FORECAST GROWTH

The Poygan Sewer Service Area is projected to have low rates of growth in the future (Exhibit 4). The total population for the Sanitary District is expected to increase by 340 persons by the Year 2020. Coupled with the projected decline in the number of persons per household, this growth translates into the potential for up to 150 new households (or dwelling units).

Using the growth rates above, and assuming all new housing is constructed at densities similar to existing development (~1/2 acre lots have been standard for new development), approximately 75 acres of vacant lands will be required to meet this potential demand. ECWRPC has traditionally added an additional twenty percent to this total to accommodate "market forces" within the area, thereby justifying a total need of 90 acres of vacant land to accommodate residential development.

Based on the Town of Poygan's Comprehensive Plan, a minimal need exists for additional commercial and industrial lands through the year 2020. No specific allocations were made to the SSA for these uses as it is not expected that significant commercial or industrial uses will be developed during the planning period.

Exhibit 4
Poygan Planning Area Population Growth & Projections

Town of Poygan - Population Change & Projections, 1950-2020

Year	Total Population	% Change (Population)	Households	Persons per Households
1950 (US Census)	566	n/a		
1960 (US Census)	596	5.30%		
1970 (US Census)	734	23.15%		
1980 (US Census)	898	22.34%		
1990 (US Census)	824	-8.24%		
2000 (US Census)	1,037	25.85%	397	2.61
2010 (US Census)	1,301	25.46%	498	2.61
Projected 2015 (WDOA)	1,365	4.92%	543	2.51
Projected 2020 (WDOA)	1,467	7.47%	587	2.50
Change - 2000-2020	430	41.47%	190	-0.11

Source: US Census, and WDOA for years indicated.

Poygan/Poy-Sippi Sanitary District - Population Change & Projections, 2000-2020

Year	Number of Persons*	Households	Persons per Households
Estimated 2000 (ECWRPC)*	820	314	2.61
Projected 2010 (ECWRPC)**	1,028	394	2.61
Projected 2015 (ECWRPC)**	1,079	430	2.51
Projected 2020 (ECWRPC)**	1,159	464	2.50
Change - 2000-2020	340	150	-0.11

* Initial figure based on 314 residential connections x T. Poygan 2000 PPH

** Sanitary District rate of growth assumed to be consistent with Town of Poygan rates of change.

Source: ECWRPC, 2012 and Sanitary District, 2002.

The year 2020 Poygan Sewer Service Area Plan Update, as shown in Exhibit 1, has a total of 450.6 acres. This represents an increase of 147.1 acres since the 1985 plan (Exhibit 5). Of the total SSA lands, 206.9 acres are considered to be developed; 223.9 acres are vacant and 19.5 acres have been identified as environmentally sensitive areas, including water features.

Exhibit 5
Poygan Sewer Service Area Characteristics: 1985 & 2012

SSA Characteristic	Existing (1985) Total Acres	Proposed (2012) Total Acres	Change in Total Acres
Total SSA Acreage	303.5	450.6	147.1
Total Developed Acres	155.0	206.9	51.9
Developed Land Uses	155.0	154.5	-0.5
Road Rights-of-way	0.0	52.4	52.4
Total Undeveloped Acres	148.5	243.7	95.2
Total Vacant Lands	96.5	224.2	127.7
Vacant Lands	96.5	223.9	127.4
Vacant, Undevelopable Areas	0.0	0.3	0.3
Environmentally Sensitive Area (ESA)	52.0	19.5	-32.5
WDNR Wetlands	0.0	8.9	8.9
50' Wetland Buffer	0.0	3.9	3.9
Stream Buffers	0.0	1.4	1.4
Open Water Areas	0.0	5.3	5.3
Total Developable Acreage	96.5	223.9	127.4

Given the previous justifications for needed vacant acreage to accommodate new sewer development, the updated plan contains an excess of approximately 134.2 acres for the entire service area. This excess is based on several factors: 1) the general nature and pattern of existing development and infill opportunities, and; 2) the re-configuration of the SSA boundary to follow natural and man-made physical features more closely. This re-configuration will improve administration of the plan and reduce questions on the actual boundary location, and; 3) the provision of adequate larger parcels of land to accommodate well planned, cost-effective sewer subdivisions.

GROWTH ALLOCATION AREAS

The policy basis for allocating acreage for future development is outlined on page 31. 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. Vacant lands allocated for development in this update total 223.9 acres. The following text generally describes the locations for new sewer development as outlined on the updated sewer service area map (Exhibit 1) and calculated in Exhibit 5.

Environmentally Sensitive Areas

This plan update has refined the mapping of ESA's based on the current definition, including the addition of new wetland boundary data. According to Table 5, approximately 8.9 acres, including open water areas, of ESA's exist within the updated Sewer Service Area.

Residential Development

Single-family residential development is expected to occur within the Sewer Service Area in various locations. A variety of small to medium size areas serve to accommodate continued infill housing as demands and circumstances allow. The additions of several areas were made during the plan update to allow for new planned subdivision development so that pressures for rural subdivisions in the area are reduced.

Commercial Development

No specific lands have been identified for significant future commercial uses within the updated SSA.

Industrial Development

There are no significant areas suitable for accommodating industrial development within the Sewer Service Area. The nearest industrial parks lie to the east in the Village of Winneconne and southeast in the City of Omro.

Holding Tank Service Areas

A complete inventory of existing private holding tanks and alternative septic systems is not available through the Counties' sanitary programs, but it is known that there are no large holding tanks which receive more than 3,000 gallons of wastewater per day within the planning area.

FUTURE WASTEWATER FLOWS

Based on the assumption that all developable land (223.9 acres) within the allocated SSA is developed within the planning period, approximate increased wastewater flows can be calculated. Based on the future, year 2020, population (an increase of 340 persons) and no growth assumptions for commercial and industrial growth, the anticipated future development flows could increase by as much as 0.03 MGD which would bring the plant to, or just over, its design flow capacity (Exhibit 3). Based upon the expected realities of growth and development in this rural region, coupled with the recent economic downturn, it is not expected that the design capacity of the treatment plant would be exceeded during the planning period. However, careful monitoring of capacity should be conducted and reviewed as part of any development proposal and facilities planning should be initiated as required.

WATER QUALITY ASSESSMENT

Continued urbanization of the Poygan Planning Area will impact surface and groundwater resources. Short term impacts could 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 new development will increase loadings to the wastewater treatment plant and Lake Poygan. At current treatment levels, projected residential growth will result in the daily discharge of an additional 63.8 pounds of BOD, 75 pounds of suspended solids (TSS) and, 2.3 pounds of phosphorus (P) to the system. 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 water 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 updated Year 2020 sewer service area includes 223.9 acres of undeveloped land within the sewer service area boundary. As this land comes under development, surface

water runoff and pollutant loadings are likely to increase. The placement of buildings, roads and parking areas increase the amount of impervious area, and hence, more water runs off the land surface, carrying organic and inorganic pollutants associated with more intensive urban uses. The conversion of the allocated acreage from rural/agricultural to urban uses (assuming full development, which is not likely given the population growth projected) would be estimated to increase annual pollutant yields by 5.6 tons for sediment, 0.06 tons for phosphorus and 0.02 tons each 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. The SSA does not have a potable municipal water system in place, but rather is reliant on individual private well systems. While the installation of the sanitary sewer system eliminates a major contamination potential, the permeability of the soils in the area poses risks of contamination from urban related land uses such as rooftops and 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 are made to the local units of government contained within the Planning Area in order to facilitate cost-effective, sewerred growth in a logical manner throughout the twenty year planning period:

Wastewater Treatment:

- 1) Monitor new development and loadings to the WWTF in order to determine the appropriate time for the District to initiate facility planning efforts to address potential capacity deficiencies.

- 2) Any future Facilities Plan update for the WWTF should address the potential for extending sewer to other vacant lands within the Planning Area.
- 3) Continue to implement existing plans and programs to control infiltration and inflow to the wastewater treatment plant so as to maintain or increase capacity for new development.

Development/ Land Use Planning and Intergovernmental Coordination:

- 4) Efforts should be made to direct development to areas where sewers are already in place before extending new sewers into undeveloped areas ('infill development')
- 5) 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.
- 6) Close coordination for the planning of any development (sewered or unsewered) within the Planning Area should be undertaken by the Sanitary District, the Towns of Poygan and Poy Sippi, and Waushara and Winnebago Counties:
 - a) The Sanitary District should periodically meet with the Towns' Plan Commission or Board to discuss, review, or initiate actions which implement the Towns' Comprehensive Plan visions with regard to sewer development;
 - b) The Towns and/or County should request that the Sanitary District review proposed concept plans or preliminary plats for developments located within the SSA or the Planning Area in order to offer comments on the potential for the immediate or future extension of sanitary sewer. This could include an assessment of the cost-effectiveness of servicing the development with public sewer versus on-site systems.
 - c) Larger lot, unsewered development within the Planning Area (but not in the SSA) that is considered cost-effective for on-site systems, should allow for the logical extension of future sanitary sewer mains. Things to consider, from a design perspective include:
 - Lot Size / Frontage Length;
 - Potential for future lot splits;
 - Allowance of 'cluster' developments which can be serviced easily in the future;
 - Reservation of easements for future sewer extensions;
 - Road patterns which allow for effective extension of sewer in future;
- 7) The Towns and Sanitary District should consider the examination of various regulatory tools to ensure the timely planning, financing, and extension of public utilities for new development including, but not limited to:

- a) Sanitary District's Annexation & Taxing Authority (i.e. rate increases and/or hookup charges)
 - b) Town Budget;
 - c) Grants & Loans;
 - d) Impact Fee Ordinance;
 - e) Adequate Public Facilities Ordinance;
 - f) Subdivision Ordinance;
- 8) The Sanitary District should actively participate in future land use plan updates conducted by the Towns.

Water Quality Protection:

- 9) Environmental conditions in the planning area warrants 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 wetlands and areas of steep slopes and/or appropriate erosion control measures should be applied to minimize the erosion hazard.
- 10) The Towns of Poygan and Poy Sippi should develop a stormwater management plan and appropriate regulations to control both the quality and quantity of stormwater discharge for new developments within the SSA.
- 11) The Towns of Poygan and Poy Sippi should develop and administer an erosion control for new development within the SSA in order to improve and enhance surface water quality.

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 Joint Poygan/Poy Sippi 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 Poygan Sewer Service Area Plan;

2. Review and update development policies and regulations in light of the sewer service plan and recommendations;
3. Request that Winnebago County submit preliminary land subdivision plats which are proposed to be sewer to the East Central Wisconsin Regional Planning Commission for review for consistency with sewer service area plans for the area;
4. Submit sanitary sewer extension requests to the East Central Wisconsin Regional Planning Commission for review for consistency with sewer service area plans prior to being submitted to the WDNR for approval;
5. Submit wastewater facilities plan elements and amended plan elements to the East Central Wisconsin Regional Planning Commission for review for consistency with sewer service area plans prior to submittal to the WDNR for approval; and
6. Carry out their management responsibilities for treatment facilities and collection systems as specified by state and federal requirements.

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

1. ECWRPC requests that communities within the region require developers to submit "preliminary" subdivision plats for staff review and comment (advisory only). Staff not only checks the proposed plat (whether sewer or using on-site treatment) for conformance with the municipality's SSA Plan, but also reviews the subdivision's overall design and, more specifically, check the following items: potential water quality impacts to environmental corridors; groundwater aquifer / private well concerns; impacts to other natural and cultural features; construction site erosion control methods; storm-water management methods and concerns; internal vehicle/bicycle/pedestrian transportation system design; and other social / service provision impacts (i.e., parks, adjacent land use conflicts, police and fire protection, etc.), 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 initiate 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 DELINEATION / 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, called "urban service areas," were first delineated for the East Central region in 1978 in the plan *New Directions for Growth and Development*. In the initial plan, a generalized methodology was used for the estimation and allocation of growth which led to the identification of service area boundaries. Various state and federal guidelines, as well as regional policies, were utilized in the planning process. Since the initial delineation of service areas, the planning and management process has become much more complex and multi-faceted, thus greater detail in the explanation of the updating process is required.

The process of updating and refining sewer service area plans consists of the following major steps:

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

IDENTIFICATION OF PLANNING AREA LIMITS

The first step in delineating sewer service areas is the outlining of broad planning areas which include all feasible options for where urban growth might occur within the 20-year planning period (through the year 2020). Planning area boundaries generally include all areas within existing city, village and sanitary district limits. These areas may also include clusters of development and adjacent areas where there is potential for the installation of a sanitary sewerage system in the foreseeable future. Planning areas generally extend beyond the existing or potential development areas to the nearest quarter section line. The planning areas are delineated on aerial photos at a scale of 1 inch to 400 feet. These aerial photos serve as detailed file photos for all sewer service area delineation purposes. The planning areas are also shown on the one inch to 2000 foot maps contained in this plan. 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 6. All wetlands shown on the state Wisconsin Wetland Inventory Maps and floodways as delineated on the official Federal Emergency Management Administration Flood Boundary and Floodway Maps are also designated environmentally sensitive. The environmentally sensitive areas are mapped on the sewer service area file photos and are also shown on the maps contained in this plan.

The purpose of designating environmentally sensitive areas is to preserve significant environmental features from encroachment by 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."

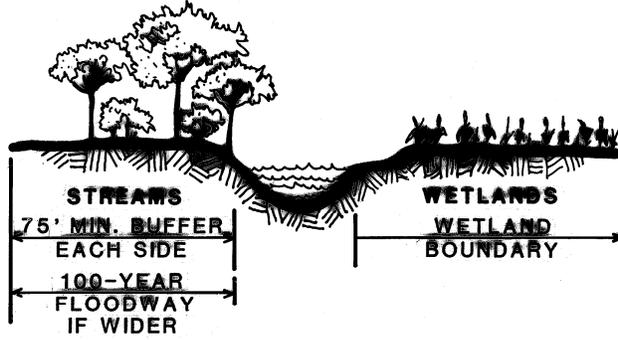
East Central, after deliberations with technical and policy advisory committees, defined environmentally sensitive areas in a manner that complements existing local, state and federal regulations which protect various environmental amenities. While NR 121 authorizes sewer service area plans to identify 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. Local communities affected by the SSA Plan can suggest the inclusion of additional features into this category

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.

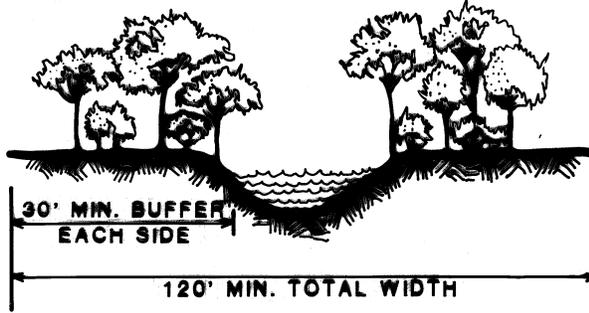
Exhibit 6
Environmental Sensitive Area Standards

ENVIRONMENTALLY SENSITIVE AREA STANDARDS

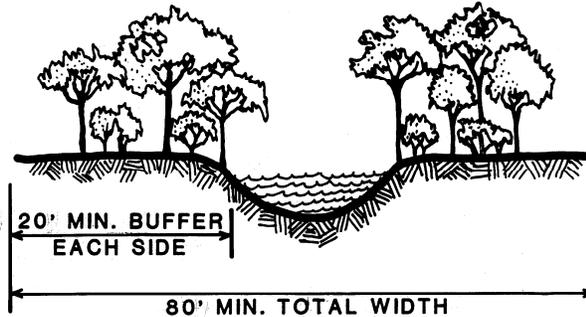
NAVIGABLE STREAMS & WETLANDS



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



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



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



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

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

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

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

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

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

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

- b) Shortening of a non-navigable stream or drainageway based upon field determination of its point of origin;
- c) Adjustments to the widths of shoreland buffer strips along non-navigable streams and drainageways within the guidelines established in Exhibit 5;
- d) Changes which would reduce the width of shoreland buffer strips below the minimum guidelines provided there are locally adopted stormwater drainage criteria that establish corridor widths for drainageway preservation. Locally adopted criteria must be based upon sound engineering and environmental protection criteria; and
- e) Changes which result from utility or roadway maintenance or construction which meet the criteria set forth in NR 115 or 117. It is not the intent of the environmental corridors to prevent or obstruct maintenance, expansion or construction of transportation or utility facilities intended to serve areas outside of the corridors, needed to maintain or improve continuity of those systems, or designed to serve compatible uses in the corridors, such as park shelters or facilities. Facilities intended to serve new sewer residential, commercial or industrial development in the corridors would not be permitted.

IDENTIFICATION AND QUANTIFICATION OF EXISTING CONDITIONS

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

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

New to this updated plan are the development of "holding tank" service areas and the mapping of on-site septic systems within the planning areas. On-site systems have been located, quantified and qualified for the purpose of determining individual septic system disposal requirements. Estimates of septage treatment are utilized in the treatment plant design recommendations.

Important for analyzing the planning areas, existing urban development areas were delineated using Geographic Information Systems that can be overlaid with aerial photos. Urban development areas consist of all concentrations of development within the planning area, together with undeveloped lands which are either sewered or otherwise committed for development. These urban development areas are, in most instances, the minimal land areas which should be designated as sewer service areas.

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

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

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

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

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

Much of this information was available from the 1990, 2000 and later census materials; other information was gathered from state and local sources. This data is contained in East Central's information files for each sewer service area.

REFINEMENT OF GOALS, OBJECTIVES AND POLICIES

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

FORECAST OF URBAN GROWTH

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

Population Projections

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

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

Residential Development

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

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

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

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

Non-Residential Development

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

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

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

Growth Allocation

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

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

1. All areas within a planning area which are currently served with public sanitary sewers shall be designated sewer service areas. Areas along existing and proposed (WDNR approved) sewer collector or interceptor lines (forcemains excluded) shall be designated sewer service areas. The depth of the sewer service area boundary line shall be to the average lot depth (maximum 400 feet) bordering the sewer or where average lot depths cannot be distinguished to line 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 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 NR113 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 NR113.

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 is a crucial part of the SSA Plan Update process was encouraged. An ad hoc Technical Advisory Committee (TAC) was formed during the initial stages of policy development for the Designated Sewer Service Areas for the 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 specifically targeted for the Poygan Planning Area was sought during and after the proposed sewer service area boundary maps were completed. Public information meetings were held with local officials within the planning areas and associated sewer service areas. The purpose of sewer service area planning, the planning process, existing conditions of the service area and growth forecasts were explained.

In response to comment from these meetings, the boundaries of various sewer service areas were modified in accordance with the technical and policy criteria and standards described earlier. After the preliminary changes were incorporated on the GIS maps, letters and draft maps showing the updated service areas were sent to all communities within the sewer service areas. Communities were notified to respond to East Central before the service areas were addressed by the Regional Development Committee for approval. A final round of these public information meetings was also held prior to adoption of the updated Poygan Sewer Service Area Plan by the Regional Development Committee.

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 Fox Valley 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 & UPDATE PROCESS

BACKGROUND

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. This chapter was updated, with input from the Land Use Advisory Committee, during 1999/2000 as part of addressing policy issues related to the Long-Range Fox Cities, Oshkosh, and Fond du Lac Transportation/Land Use Plan Addendum and certain provisions will apply to these communities. When an amendment is requested, East Central recommends that a representative from the government entity with Designated Management Agency (DMA) status meet with East Central staff to discuss the proposal prior to submission. 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 Community Facilities 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 Community Facilities Committee meeting if there are significant issues involved. The Community Facilities Committee shall recommend approval or disapproval of the amendment. Upon approval, the amendment request and Commission recommendation(s) shall be submitted to the Wisconsin Department of Natural Resources to request revision of the applicable Water Quality Management Plan.

WDNR REVIEW AND APPROVAL

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

The formal Sewer Service Area amendment process includes the following elements:

Section I: Amendment Policies

- A. Sewer service area boundaries may be modified (acreage swap) provided no increase in the total acreage of the specific sewer service area occurs. The newly added area shall have Environmentally Sensitive Areas (ESAs) delineated prior to the amendment approval. The land comprised of an ESA will not require a swap for an equal amount of acreage. Acreage swaps may occur on a regional basis within the same sewer service area. (i.e., added and deleted acreage does not have to be within the same community). Swap amendments less than 100 acres in size which do not have designated ESAs within, or immediately adjacent to, the area to be added may be approved by the Community Facilities Committee only and shall not require the approval of the WDNR so long as they are non-controversial and are consistent with the community's adopted comprehensive plan. The WDNR will be notified of all Commission approved swaps and will allow 14 days for any voluntary WDNR review and comment prior to Commission staff sending out approval letters. All review procedures and criteria still apply to such amendments (policy amendment approved by WDNR on 08/26/04).
- B. Sewer service area boundaries may be swapped on an acre for acre basis (vacant, developable lands only) provided a documented need for a sanitary sewer collection system exists for areas of existing urban development. Newly added areas will have Environmentally Sensitive Areas (ESAs) delineated prior to the amendment approval. The land comprised of an ESA will not require a swap for an equal amount of acreage. Acreage swaps may occur on a regional basis within the same sewer service area (i.e., added and deleted acreage does not have to be within the same community).
- C. Sewer service area boundaries may be expanded (overall increase in net developable acreage) provided a documented need for sanitary sewers to serve a proposed unique facility or development exists.
- D. Sewer service areas may be expanded (overall increase in net developable acreage) to provide the flexibility to accommodate unanticipated short-term development based upon accelerated growth which exceeds the forecasted total service area growth rate in the plan. The requesting DMA shall have the community(ies) certify that the proposed amendment area is required for reasonable community growth and is consistent with locally adopted land use 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 prior to the final approval of the amendment request.
 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 Sewer Service Area's 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 will be compared to other alternatives. East Central may require this determination from the applicant. Amendments submitted under Section I, Policy B shall require such a determination from the applicant, and;
- 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. The Commission will evaluate the ability of the existing sewerage facilities to transport and treat the projected flows and will provide a water quality evaluation statement. East

Central may also prescribe safeguards or impose additional conditions deemed necessary to protect the water quality in the area.

- C. Amendments within the Urbanized Area SSA's (see Exhibit 7) should be consistent with East Central's Long-Range Transportation/Land Use Plan Addendum's goals, objectives and policies, particularly for density standards (Policy 1.3), as follows:
- a) The average net residential density of the buildable plat area is more than or equal to 1 unit per acre; or
 - b) The community has illustrated that development proposal meets the density requirements by being part of an overall "mixed density" concept documented in its local land use plan which meets the policy intent. (Note: Should amendments occur over time primarily for low density development which does not meet the one acre requirement, and no higher density development occurs, Section V, Urbanized Area Standard (1)(d) will apply at the next scheduled plan update).
 - c) If an amendment takes place which includes lands planned for residential development, without being platted prior to the amendment, ECWRPC will require an assurance from the community in the form of a resolution stating that the development will meet these requirements. At the time of platting, ECWRPC will require that a copy of the preliminary plat be submitted for review.
- 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. Policy B (existing development) amendments must be contained within an approved SSA Planning Area. This boundary can be reviewed and considered for modification as a separate process if necessary.
- F. Amendment areas under Section I Policy A and B involving the "swap" of land acreage shall, to the extent possible, utilize consistent land use areas on an acre for acre basis, based on the community's locally adopted and Commission certified Comprehensive Plan (for Urbanized Area communities). Should the community not have enough of a particular type of land designated in its locally adopted Comprehensive Plan to allow for a swap, the community should consider utilizing the "regional swap" policy prior to submitting the amendment under Section I, Policy D. Any community affected by a "regional swap" shall be notified and given an opportunity to comment prior to Commission approval of the amendment.
- G. Amendments submitted under Section I, Policy C – Unique Facilities, not only fit the definition contained in this plan, but the applicant must also submit additional information which illustrates that all impacts, including

secondary land use impacts, and their effects on water quality, transportation, and public service provision be addressed prior to the Commission recommending approval of the amendment. Such amendment requests must also be consistent with locally adopted Comprehensive Plans. Amendments under this policy may be approved conditionally by the Commission so that other necessary approvals can occur concurrently.

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 has received Designated Management Agency (DMA) status and 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, 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 existing development and/or the type of future development expected to occur;
 4. Ability of the treatment facility to treat the anticipated wastewater;
 5. Methods of stormwater management and regulation for the 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. Any landowner potentially affected by the removal of property from the SSA shall be notified by the requesting entity at least 14 days prior to the scheduled Community Facilities Committee meeting at which the amendment will be addressed. Failure to do so will result in the tabling of the amendment request until the next regularly scheduled meeting (policy amendment approved by WDNR on 08/26/04).
 7. Plan Commission or Board action as required under Section I - Policy D.
 8. Amendments submitted under Section 1 – Policy B, for Urbanized Area communities (see Exhibit 7) will require that additional information be submitted and criteria be met as follows:

- a) Documentation that the community's locally adopted Comprehensive Plan illustrates the area as a future urban growth area which will be provided a full range of services as spelled out in the Urbanized Area Long-Range Transportation/Land Use Plan Addendum's density standards, and;
- b) A determination of the cost-effectiveness of providing public sanitary sewer versus on-site system replacement. This determination should be consistent with NR-110 requirements, and;
- c) Documentation that approximately 30% of the existing on-site systems within the proposed amendment area be considered failing (direct need), and;
- d) Documentation that approximately 30% or more of the balance of existing on-site systems within the proposed amendment area are subject to failure based on the physical condition of the on-site system itself and / or the physical characteristics of the subject site (indirect need);

Documentation for c) and d) above can be in the form of: copies of County or State orders for on-site system replacement; copies of existing on-site system inspection reports; letters from the County Sanitarian indicating that the systems are failing or have the potential to fail; or documentation of recent private well tests which show bacterial contamination likely resulting from on-site system failure.

- B. Based on this information the Community Facilities 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.
- C. Requests for amendments under Policy F pertaining strictly to the addition of 'transporting sewers' (i.e. interceptors and forcemains which do not directly service new development) may be initiated by East Central staff upon written request of the DMA and would be submitted directly the Wisconsin Department of Natural Resources for review and certification without the need for Community Facilities Committee approval. The Department would review and certify such amendments within 5 to 10 working days from receipt of staff's submittal. Please note that the information needs, as noted above, as well as the conformance with existing review criteria are still required for East Central and the Department to process such amendments (policy amendment approved by WDNR on 08/26/04).

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 to the community 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.
- C. The appeal shall be submitted to the Chairman of East Central for action at a regularly scheduled meeting of the Commission.
- D. Further appeals may be submitted to Wisconsin Department of Natural Resources.

Section V: SSA Plan Update Procedures and Standards

Even though local, regional, and state levels of government engage in planning activities to direct their future, individual or multiple conditions can change over time. Some can be predicted and handled proactively (DPS-383, demographics, etc.), while some occur rapidly and generally without much warning (economic conditions, regional growth patterns and rates, market demands, etc.). Sewer Service Area Plans are meant to be a proactive type of plan which identifies future sewered growth areas based on cost-effectiveness service provision, water quality, and regional cooperation/coordination. When conditions change, these plans need to be updated to reflect those changes. This section describes the conditions under which Sewer Service Area Plans are updated and how previously developed and approved regional goals, objectives, and policies (i.e. Urbanized Area Long Range Transportation/Land Use Plan Addendum) will apply prior to, during, or after the Update process.

Minimum Update Procedures and Standards (for all Sewer Service Areas)

SSA Plans will be updated on an approximate 5-year interval. Funding, staff availability, urban growth demands, and regional/state policy changes/proposals may alter this time interval. When updated, the following items will be addressed:

- 1) A review and update of population, housing, and employment trends and projections;
- 2) A review and update of land use demands based on socio-economic conditions and projections;
- 3) A review and update of existing physical conditions, including:
 - (a) Existing land uses;

- (b) Proposed land uses (based on local, county, regional, and state plans);
 - (c) Water quality and natural resource (ESA) characteristics, changes, and issues;
- 4) A description of relevant events since the last plan update pertaining to sanitary sewer or having an impact on future sewer service, including:
 - (a) Major WWTF improvements or changes;
 - (b) Major collection system improvements or changes;
 - (c) Local governmental changes (i.e., sanitary district formations, intergovernmental boundary / service agreements, Comprehensive Plan updates, regulations and requirements, etc.);
 - (d) SSA Plan amendments and acreage consumption since the last plan update;
 - 5) A review and modification of mapping elements, if necessary, to accommodate future sewer growth and development, including:
 - (a) Proposed major sewer system improvements and/or regional connections;
 - (b) A revised twenty-year Sewer Service Area Boundary;
 - (c) A revised forty-fifty year Planning Area Boundary;
 - (d) Environmentally Sensitive Areas;
 - 6) A review of local governmental actions and regulations which have implemented the Sewer Service Area Plan;
 - 7) An update of citizen information/education and participation efforts;
 - 8) A review of the institutional structure for plan update and amendment review and approval and for plan implementation;
 - 9) A review / revision of goals, objectives, and policies, if necessary;
 - 10) The development of recommendations and strategies for plan implementation.

Urbanized Area Procedures & Standards

The Urbanized Area Procedures and Standards will apply to the following communities: City of Appleton, City of Kaukauna, Village of Combined Locks, Village of Kimberly, Village of Little Chute, Town of Buchanan, Town of Grand Chute, Town of Greenville, Town of Kaukauna, Town of Vandebroek, City of Menasha, Village of Sherwood, Town of Harrison, City of Fond du Lac, Village of North Fond du Lac, Town of Calumet, Town of Empire, Town of Fond du Lac, Town of Friendship, Town of Taycheedah, City of Neenah, City of Oshkosh, Town of Algoma, Town of Black Wolf, Town of Menasha, Town of Neenah, Town of Nekimi, Town of Oshkosh, Town of Vinland.

The Urbanized Area Standards and Procedures include the above listed "Minimum" items, plus the following reviews of local conformance with policies and requirements as spelled out in the Urbanized Area Long-Range Transportation/Land Use Plan Addendum, including:

- 1) Addendum Policy 1.3 Conformance - A review of local development densities within the SSA occurring between plan updates and their conformance with the minimum residential density requirement will need to be met as follows:
 - (a) Areas within the SSA prior to WDNR certification date of the 1997 (or subsequent) Sewer Service Area Plan Update are not required to meet this policy, however; ECWRPC staff will consider new residential developments which have occurred after this date as part of the overall density calculation (therefore this will not penalize communities for recent development meeting the criteria and being “banked” for lower densities elsewhere within the SSA).
 - (b) Areas allocated and approved as part of the 1997 (or subsequent) Plan Update are required to meet policy
 - (c) Areas amended to SSA after 1997 update are required to meet policy (see SSA Plan Amendment Policies and Procedures section for additional information)
 - (d) If an individual community does not meet the density requirements spelled out in the Transportation/Land Use Plan Addendum it will not be eligible for additional Sewer Service Area acreage allocations in subsequent plan updates.
- 2) Addendum Policy 1.4 – A review of local unsewered development patterns and locations and advisory recommendations pertaining to such information;
- 3) Comprehensive Plan Guidelines – A review of local land use plan for conformance with the Guidelines and the communities’ plan certification status.

Section VI: Definitions

Sewer Service Area: An area defined and approved by the WDNR under Wisconsin Administrative Code, NR-121 with the assistance, and recommendation from, the East Central Wisconsin Regional Planning Commission and input from the communities involved and the general public. This boundary delineates areas which can be provided public sanitary sewer more cost-effectively than on-site treatment methods over a 20-year period. ECWRPC determines this boundary based on the following information (all of which are not necessarily listed in NR-121):

- 1) Definition and mapping of Environmentally Sensitive Areas (ESAs);
- 2) Justified acreage allocations based on projected 20-year growth and development using ECWRPC accepted methodologies;

- 3) Projected available 20-year capacity of wastewater treatment plant from publicly sewer development and established holding tank receiving areas;
- 4) Facilities Plan listed projects and improvements;
- 5) Projected available 20-year capacity of interceptor sewers, force-mains, and lift stations;
- 6) Location of existing sanitary sewer lines;
- 7) Existing and projected 20-year development patterns (based on local land use plan and zoning maps);
- 8) Proximity to development with known failing privately owned treatment works (POTWs) (also referred to as on-site wastewater treatment systems);
- 9) Ability to provide recommended levels of urban service per the Addendum matrices. (This would be addressed further as criteria for future allocations and amendments to the SSA);
- 10) Intergovernmental growth / service agreements (advisory only); and
- 11) The boundary itself is located, for administrative use, on the location of:
 - a) Environmentally Sensitive Areas (ESAs);
 - b) Watershed, sub-watershed, and drainage basin boundaries;
 - c) One lot depth (200-foot) buffer from existing sewer line locations;
 - d) Quarter-section lines based on the Public Land Survey System (PLSS);
 - e) MCD and Sanitary District Boundaries;
 - f) Road centerlines;
 - g) Lift station service areas (topography and depth); and
 - h) Gravity and interceptor sewer service areas (topography and depth)

Sewer Service Area Planning Area: An area defined and approved by the WDNR under Wisconsin Administrative Code, NR-121 with the assistance, and recommendation from, the East Central Wisconsin Regional Planning Commission and input from the communities involved and the general public. This is an area where urban growth is anticipated to occur over a longer period of time (40 to 50 years) where short-term conflicting land use development should be discouraged. This boundary serves the purpose of delineating long-term (40-50 year), cost-effective, urban growth areas. ECWRPC determines this boundary based on the following information (all of which are not necessarily listed in NR-121):

- 1) Definition and mapping of Environmentally Sensitive Areas (ESAs);
- 2) Justified acreage allocations based on projected 50-year growth and development using ECWRPC accepted methodologies;

- 3) Projected available 50-year capacity of wastewater treatment plant from publicly sewer development and establish holding tank receiving areas;
- 4) Projected available 50-year capacity of interceptor sewers, forcemains, and lift stations;
- 5) Existing and projected 20-year development patterns (based on local land use plan and zoning maps);
- 6) Location of existing development with known problems, or potential risk for on-site system failures;
- 7) Intergovernmental growth / service agreements; and
- 8) The boundary itself is located, for administrative use, on the location of:
 - a) Environmentally Sensitive Areas (ESAs);
 - b) Watershed, sub-watershed, and drainage area boundaries;
 - c) Nearest quarter-section line of the Public Land Survey System (PLSS);
 - d) MCD and Sanitary District boundaries;
 - e) Wastewater treatment plant service areas (when multiple plants available);
 - f) Road centerlines;
 - g) Lift station service areas (topography and depth);
 - h) Interceptor sewer service areas (topography and depth); and
 - i) Extraterritorial review jurisdiction of involved incorporated communities (this would be utilized only at the discretion of all affected communities).

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).

Unique Facility: A proposed facility that, regardless of location, is considered to be “unanticipated”; and is of “regional importance”. “Unanticipated” is defined as not being illustrated in a local community’s or county’s Comprehensive Plan, and was not anticipated or projected in the Sewer Service Area Plan during the previous update. “Regional importance” is defined as facility which, if constructed, will provide a widespread benefit to multiple local governmental jurisdictions within the Sewer Service Area. Examples of facilities fitting this criteria include state prisons, county landfills, regional public specialty facilities such as EAA, public museums or performing arts centers, churches, private (commercial) specialty facilities such as the Kaukauna dog track, opportunistic park/recreation/open space acquisitions, public golf courses, other state or federal facilities as deemed appropriate. Not eligible are any type of school facility, local government administrative office or facility, residential golf course developments, local parks, private campgrounds, local airports or related facilities. These types and locations of future facilities should be addressed, and their needs

quantified, in the communities local land use plans and the sewer service area plan update process. These listings may be added to from time to time based on individual SSA Plan Amendment proposals. Those specific facilities not listed above would be reviewed based on their merits and conformance with the intent of this definition.

Expansion Area: The geographic area proposed to be added to the existing sewer service area through the amendment process.

Cost-effectiveness: Analysis of the long term costs for providing sanitary sewerage system alternatives. The analysis shall include monetary costs, environmental costs, as well as other non-monetary costs consistent with NR-110.

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.

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APPENDIX A
PUBLIC PARTICIPATION & APPROVAL DOCUMENTATION

SUMMARY OF PROCEEDINGS
Community Facilities Committee
East Central Wisconsin Regional Planning Commission
Liberty Hall Kimberly
January 25, 2013 – 1:00 P.M.

Committee members present:

Ernie Bellin.....Winnebago County
Craig Moser (Alternate for Thomas Nelson) Outagamie County
Ken Capelle.Shawano County
Bob Hermes Menominee County

Committee members absent:

Brian SmithWaupaca County

Others in attendance:

Eric Fowle.ECWRPC Staff
Joe HuffmanECWRPC Staff
Kou Xiong. USDA Area Specialist

1. Welcome & Introductions.

Mr. Bellin welcomed everyone and introductions were made at 1:00 P.M.

2. Statement of Compliance/Wis. Stats. Ch. 19, Subchapter V, Sec. 19.84.

The open meeting law was recognized.

3. Action Item: Approval of the December 12, 2012 Community Facilities Committee Meeting Summary of Proceedings

Mr. Bellin announced the summary of proceedings for the December 12, 2012 Community Facilities Committee meeting and called for a motion to approve the summary. There being no discussion or issues Mr. Capelle moved to approve the December 12, 2012 summary of proceedings. Mr. Hermes made the second. Motion passed unanimously.

4. Public Comment

Mr. Xiong, United States Department of Agriculture Rural Development Specialist, addressed the Community Facilities Committee to make them aware of the funding opportunities available to communities through the Rural Development Community Facility Program. This program provides low interest guaranteed loans and grants for critical community facilities needs that include, among other things, town halls, street improvements, libraries and emergency related equipment. Local officials are encouraged to contact their local area USDA office for more details.

5. Resolution No. 06-13: Approving the Updated Year 2020 Poygan Sewer Service Area Plan

Mr. Fowle presented the 2020 Poygan SSA plan update to committee members outlining the background information including the delay in its completion. Mr. Fowle addressed the plans' allocation areas explaining the service area's future residential needs for the plan period. The plan also called for the dramatic reduction in the overall planning area boundary. This reduction in the planning area is more reflective of the plant's ability to serve. Mr. Fowle reviewed the projection tables and the acreage placement based on the allocations requested by the community. The Town of Poygan and the Joint Poygan/Poy Sippi Sanitary District were in agreement with the plan update, however, have yet to submit their approval letters from their respective boards. Mr. Fowle then asked the committee to adopt Resolution No. 06-13 to approve the 2020 Poygan Sewer Service Area Plan contingent upon written approvals from the two entities. Mr. Capelle moved to adopt Resolution 06-13 contingent upon receiving written approvals from the Town of Poygan and the Joint Poygan/Poy Sippi Sanitary District. Mr. Hermes made the second. Motion passed unanimously.

6. Adjourn

Meeting adjourned at 1:19 P.M.

SUMMARY OF PROCEEDINGS (EXCERPT ONLY)

Quarterly Commission Meeting

East Central Wisconsin Regional Planning Commission
Liberty Hall, Kimberly, WI
January 25, 2013

The meeting of the East Central Wisconsin Regional Planning Commission was called to order by Chair Bob Hermes at 1:30 P.M.

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

Roll call was taken showing the following attendance:

Commission Members Present

Ken Draheim (Alt. for Bill Barribeau)	Calumet County
Merlin Gentz	Calumet County
Bob Hermes	Menominee County
Craig Moser (Alt. for Tom Nelson)	Outagamie County
Peter Stueck (Alt. for Judy Schuette)	Outagamie County
Karen Harkness (Alt. for Tim Hanna)	Outagamie County
Kevin Sturn	Outagamie County
Jerry Erdmann	Shawano County
Ken Capelle	Shawano County
Marshal Giese	Shawano County
Dick Koeppen	Waupaca County
DuWayne Federwitz	Waupaca County
Paul Mayou (Alt. For Brian Smith)	Waupaca County
Donna Kalata	Waushara County
Larry Timm	Waushara County
Neal Strehlow	Waushara County
Mark Harris	Winnebago County
David Albrecht	Winnebago County
Ernie Bellin	Winnebago County
Jim Erdman	Winnebago County
Ken Robl	Winnebago County

Commission Members Excused

Pat Laughrin	Calumet County
Jeremy Johnson (Alt. for Elizabeth Moses)	Menominee County
Ruth Winter	Menominee County
Mark Rohloff	Winnebago County

Commission Members Absent

Carl Anthony	Outagamie County
Paul Hirte	Outagamie County
Gary Barrington	Waupaca County

Staff Members Present

Eric Fowle	Executive Director
Walt Raith	Assistant Director
Jason Kakatsch	Principal Planner
Nick Musson	Planner
Dave Moesch	Associate Planner
Kathy Thunes	Principal Planner
Tom Baron	Associate Planner
Trish Nau	Principal Planner
Joe Huffman	Planner
Melissa Kraemer Badtke	Associate Planner/SRTS Coordinator
Dave Kress	Planning Specialist (SRTS)
Mike Patza	Planner (SRTS)
Mike Zuege.....	GIS Coordinator
Vicky Johnson	Administrative Coordinator
Pam Scheibe-Johnson.....	Controller

Others Present

Craig Thompson..... Executive Director, Transportation Development Association

Chair Hermes noted that a quorum was present.

A. Introduction of alternates and guests.

Mr. Fowle welcomed Mr. Craig Thompson from TDA.

IV. Statement of Compliance with Wis. Stats. Sec. 19.84 Regarding Open Meetings Requirements

Compliance with Wisconsin's open meeting requirements was acknowledged.

V. Public Comment

There being none made, Chair Hermes moved on to item VI.

VI. APPROVAL OF AGENDA/MOTION TO DEVIATE

Mr. Bellin motioned to approve the agenda, seconded by Mr. Robl. The motion passed with 21 ayes, 0 nays.

VII. APPROVAL OF THE MINUTES FROM THE October 26, 2012 QUARTERLY MEETING

Mr. Robl moved to approve the Summary of Proceedings from the October 26, 2012 Quarterly Meeting, seconded by Mr. Giese. Motion passed with 21 ayes, 0 nays.

VIII. ANNOUNCEMENTS AND REPORTS

Mr. Fowle requested Ms. Scheibe-Johnson to present the Financial Report

Ms. Scheibe Johnson referred to the Balance Sheet and noted that the cash balance has improved from 2011 to 2012. She explained items under the account receivables, capital equipment, and liabilities. Ms. Scheibe Johnson continued by referring to the Income Statement noting that all the categories should be near or at 100 percent. She provided explanations for the categories that were not. She noted that the projected surplus was budgeted at \$54,462 but ended the year at \$71,165.

A. Announcements/Updates

Mr. Fowle upon request from the Commissioners said a sheet showing employee phone extension numbers was handed out prior to the meeting.

Mr. Fowle said that two resolutions that needed to be reaffirmed were omitted from the agenda and will be included on the April agenda.

Mr. Fowle reminded the Commissioners that Jason Kakatsch and staff are working on the MPO Bicycle and Pedestrian Plan for the Fox Cities and Oshkosh and encouraged the Commissioners to scan the maps that were on display in front of the room.

Mr. Fowle referred to the media articles included in the packet, noting that a letter was included from the auditors, Kerber, Rose & Associates, which is required to be distributed to the Commissioners prior to the Audit. He pointed out the thank you letter received from American Planning Association and the letter from Governor Walker congratulating the Commission on receiving a SRTS funding.

Mr. Fowle reminded the Commissioners that if they are unable to attend a Committee Meeting to call in or try to send an alternate. Staff will therefore be able to reschedule the meeting versus Commissioners arriving only to find out that the meeting needs to be rescheduled because of the lack of a quorum. He noted that a schedule of the meetings for the year will be provided for all the Standing Committees.

B. Commissioner News

Mr. Fowle said that Mr. Federwitz from Waupaca County was reappointed by the Governor. He noted that he is still waiting on reappointments for Ruth Winter, Menominee County and Paul Hirte, Outagamie County.

C. Staff News

Mr. Fowle introduced Trish Nau and Mike Zuege and announced the promotion of Ms. Nau to Principal Recreation Planner and Mr. Zuege to GIS Coordinator. With these promotions a position in the GIS area opened up and an entry level GIS Assistant will needed to be hired. He noted that this position is included in the budget.

D. Mr. Craig Thompson, TDA

Mr. Thompson apologized for missing the Mini-conference. He said that the State Transportation Finance and Policy Commission Report was approved unanimously and will move forward to the Legislature and the Governor. Mr. Thompson provided the Commissioners with an overview of the process that the Transportation Finance and Policy Commission (TFPC) went through and what transportation areas were examined. He noted that a \$33 million increase was recommended for state highway maintenance and a \$40 million increase for local highway and bridge improvements. A recommendation for transit included restoring the ten percent cut that was in last year's budget and language to establish Regional Transit Authorities. The total cost of recommendations would be \$480-490 million per year.

Mr. Thompson explained the revenue for the increases possibly could be generated from raising the gas tax by five cents per gallon, increasing annual registration fees by \$20, a new mileage based fee for cars and light trucks, increasing driver license fee, eliminating state tax exemption for the trade-in value of vehicles and increasing heavy truck registration.

Mr. Thompson noted that there were several policy related items in the report and explained a few recommendations to make the dollars stretch further. One of the recommendations was in order to lower administrative costs on a small project funded by STP funds would be to take the federal dollars out and replace them with state dollars so those dollars would stretch further. The federal dollars would then be applied to a larger project. He said that the General Transportation Aids formula was looked at and it was recommended that all criteria should go into maintenance and improvements, instead of other areas.

A discussion followed with the question being asked if there was any talk in reviewing the state prevailing wage list and the cost for projects. Mr. Thompson replied that the TFPC did not get into prevailing wages.

Mr. Capelle asked when Mr. Thompson referred to road maintenance was grass cutting included. Mr. Thompson it did.

Mr. Koeppen asked if when reference was made to vehicle driven mileage fees were commercial vehicles included. Mr. Thompson said it was for passenger vehicles; trucks would have an increased registration fee. Passenger vehicles would be exempt for the first 3,000 miles and capped at 20,000 miles.

Mr. Kakatsch inquired if the TPFC was considering a fee on the value of the vehicle. Mr. Thompson said that this was discussed, but did not become of the recommendations.

Mr. Raith asked for an update on the protection of the General Transportation Fund. Mr. Thompson said that it is anticipated that the amendment to the state constitution stating that money cannot be deferred out of the General Transportation Fund will be on the floor before the Governor introduces his budget on February 20th. If the amendment passes it will then go on the ballot for the November, 2014 election. This was one of the TFPC recommendations.

X. BUSINESS

A. Steering Committee

1. Acceptance of the Summaries of Proceedings for the October 22 and December 10, 2012 meetings.

Mr. Capelle moved to approve the Summary of Proceedings from the October 22 and December 10, 2012 meetings, seconded by Mr. Albrecht. Motion passed with 21 ayes and 0 nays.

Mr. Fowle noted that a correction was made on the December 10th Summary of Proceedings to include a second motion on Item 14 made by Mr. Capelle.

2. Proposed Resolution No. 02-13: **Adopting the Final 2013 Work Program and Budget for the East Central Wisconsin Regional Planning Commission**

Mr. Fowle referred to Part III – Work Program Descriptions noting that all the work elements have been updated and the new requirements included. The elements have been reviewed and approved by the individual Standing Committees. He addressed a few minor corrections in the budget. The first being Work Element 1108, Waushara County Comprehensive Plan Amendment mapping was listed in two different sections, the cost (approximately \$2,500) for the environmental sensitive mapping in Work

Element 1640 did not get added into the total 1600 Element and due to a printing error the Village of Hortonville contract is not shown.

Mr. Fowle said that the document includes a disclaimer which specifically identifies several particular work items the Commission can subcontract dollars out to a private consultant or another entity. He said that the Commissioners, upon approving this work program, approve the expenditure of funds for a subcontractor, as long as staff follows the procurement policy that is in place.

Mr. Gentz complimented Mr. Fowle and the staff for their efforts in putting together the Work Program and Budget and said that it was most informative to the Commissioners as to the work to be done, the staffing and the dollars involved.

Mr. Fowle referred to the Budget Summary and said that the budget was in good shape. He noted that the SRTS funding came in approximately \$225,000 less than anticipated in the preliminary July budget, but he was able to make up the shortfall through contracts and other programs. Mr. Fowle said that the surplus shows \$192,000 but \$150,000 of that amount is SRTS money that has been awarded to the Commission for 2013 with the ability to defer it to 2014. The \$150,000 will be deferred to 2014. He noted the increase in salaries reflects a small merit increase for staff and the new GIS position. The health insurance went up approximately ten percent.

Mr. Koeppen motioned to adopt Proposed Resolution No. 02-13, seconded by Ms. Kalata. Motion passed with 20 ayes, 0 nays and one abstention (Mr. Moser)

3. Proposed Resolution 05-13: **Adopting the Annual Affirmation Action Program for Equal Employment Opportunities**

Mr. Raith said that the Affirmation Action Program is updated annually to show that the Commission is an equal opportunity employer. He noted that there were no job actions in 2012, although some of the documents distributed include last year's job actions.

Mr. Robl motioned to adopt Proposed Resolution No. 05-13, seconded by Mr. Albrecht. Motion passed with 21 ayes and 0 nays

B. Economic Development Committee

1. Chairman's Report

2. Acceptance of the Summary of Proceedings for the October 26, 2012 meeting.

Mr. Giese said that the Chairman's Report and Summary of Proceedings were included in the packet and motioned for approval, seconded by Mr. Gentz. Motion passed with 21 ayes and 0 nays.

C. Open Space and Environmental Management Committee

1. Chairman's Report

2. Acceptance of the Summary of Proceedings for the October 10, 2012 meeting.

Mr. Erdman said that the Chairman's Report and Summary of Proceedings for the October 10, 2012 meeting were included in the packet, and requested a motion for approval. Mr. Bellin motioned for approval of the Chairman's Report and Summary of Proceedings, seconded by Mr. Robl. Motion passed with 21 ayes and 0 nays.

3. Status of Winnebago Pool Lakes Management Grant & Commission Involvement

Mr. Fowle reiterated that Calumet County applied for a grant from DNR for the Winnebago Pool Lakes. He noted that there is an issue between Calumet County and Winnebago County regarding this grant. The Open Space and Environmental Committee discussed this grant with the consensus of the Committee being that the Commission would have involvement as a stakeholder in the process.

4. Lower Fox River Total Maximum Daily Load (TMDL) Implementation Involvement

Mr. Fowle said that the WDNR was developing a strategy to cut phosphorus and suspended solids pollution from agricultural, industrial and municipal discharge sources into the Fox River system. He explained that there are alternative management scenarios and in some cases it may be more cost effective to look at doing land management practices in different parts of the watershed. There will be guidance coming out on this. Mr. Fowle was contacted by a representative of the paper companies and he had a discussion with them as to the Commission's role in the implementation of TMDL. The Open Space and Environmental Management Committee agreed to allow the Commission's involvement in the planning and implementation process. He will keep the Commissioners informed as the dialogue moves forward assuming that there will be a role for the Commission.

D. Community Facilities Committee

1. Chairman's Report

2. Acceptance of the Summaries of Proceedings for the September 12 and December 12, 2012 meetings.

Mr. Bellin noted that the Chairman's Report and Summaries of Proceedings for the September 12 and December 12, 2012 meetings were in the packet and motioned for approval. Mr. Capelle seconded the motion. The motion passed with 21 ayes and 0 nays.

3. Proposed Resolution 06-13: **Approving the Updated Year 2020 Poygan Sewer Service Area Plan**

Mr. Fowle said that the Poygan SSA Plan had been updated a few years ago but did not get sent to the DNR. The plan was reviewed and updated again. He referred to the color map of the Poygan Sewer Service Area that was handed out prior to the meeting, noting that the mustard color is the deleted area; the lime green represents the added 147 acres. The Community Facilities Committee met and approved the resolution with one contingency – that the Sanitary District approves it at the local level. Mr. Fowle requested approved with the contingency.

Mr. Albrecht asked if the staff conversed with the present local officials regarding the update. Mr. Fowle responded that he would make sure any new officials are informed. Mr. Albrecht said that another contingency stating that all local officials are formally notified be added to the motion to adopt the resolution.

Mr. Bellin motioned to approve Proposed Resolution 06-13 with contingencies, seconded by Mr. Federwitz. The motion passed with 21 ayes and 0 nays.

E. Transportation Committee

1. Chairman's Report

2. Acceptance of the Summary of Proceedings for the October 9, 2012 meeting.

PROPOSED RESOLUTION NO. 06-13

APPROVING THE UPDATED YEAR 2020 POYGAN SEWER SERVICE AREA PLAN

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

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

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

WHEREAS, the East Central Wisconsin Regional Planning Commission had previously approved the Poygan Sewer Service Area Plan Update in July, 2003 and has since found justification for additional modifications, which involved 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 Poygan Year 2010 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 Poygan Sewer Service Area.

Effective Date: January 25, 2013

Submitted By: Community Facilities Committee

Prepared By: Eric Fowle, Executive Director


Eric Bellin, Chair - Winnebago Co.


Robert G. Hernes, Menominee Co.

Thomas Nelson - Outagamie County

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Effective Date: January 25, 2013

Submitted By: Community Facilities Committee

Prepared By: Eric Fowle, Executive Director


Robert G. Hernes, Chair



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State of Wisconsin
DEPARTMENT OF NATURAL RESOURCES
161 S. Webster Street
Box 7821
Madison WI 53707-7921

Scott Walker, Governor
Cathy Stepp, Secretary
Telephone 608-266-2621
FAX 608-267-3878
TTY Access via relay - 711



April 23, 2013

DNR Project No. EC-0131

Mr. Eric Fowle, Executive Director
East Central Wisconsin Regional Planning Commission (ECWRPC)
400 Ahnaip Street, Suite 100
Menasha, WI 54952-3100

Subject: Poygan 2020 Sewer Service Area Plan Update

Dear Mr. Fowle:

We have completed our review of the subject Sewer Service Area (SSA) Plan update request received electronically by the Department on December 20, 2012, followed by a second draft on January 5, 2013, and the final electronic submittal on February 20, 2013. The Department hereby approves the plan update which adds 147.1 acres, bringing the 2020 sewer service area to a total of 450.6 acres. This includes 286.9 acres of developed lands, 224.2 acres of vacant land and 19.5 acres which have been identified as environmentally sensitive areas, including water features.

This update to the 1985 Plan which is based on a completed 2003 update which was not submitted to the WDNR, and which has been supplemented by more recent information, includes:

- A revision to the 2030 planning boundary, including a net decrease of 1,920.6 acres, to better reflect those areas that could ultimately be served with gravity sewers;
- Enhanced Environmental Conditions information including: watershed and surface water quality data, WDNR wetland mapping information, and a review of Wisconsin's Natural Heritage Inventory;
- Updated maps and tables;
- A review of the Compliance Maintenance Annual Report for the Joint Poygan-PoySippi Sanitary District Wastewater Treatment Facility;
- Amendment policy/procedure changes which were approved by WDNR in 2004 (EC-0061) and which apply to all ECWRPC's sewer service areas are incorporated into this plan update.

We request that when the final version of the report is printed that one copy be provided to this office (please direct to Fran Keally). We understand that the full report and mapping will also be available on the East Central Wisconsin Regional Planning Commission's website by mid-May.

The plan update was originally approved by the Commission by Resolution 15-03 on July 5, 2003 and reaffirmed by the Commission by Resolution 06-13 on January 25, 2013. The Commission of the Poygan-PoySippi Sanitary District #1 confirmed their acceptance of the plan at their January 30, 2013 meeting.



Mr. Eric Fowle – April 23, 2013

This plan update becomes a part of the Wolf River Basin Plan and will be forwarded to the US Environmental Protection Agency to meet the requirements of the Clean Water Act of 1987 (Public Law 92-500 as amended by Public Law 95-217), and outlined in the federal regulations 40 CFR, Part 35.

The approval of this sewer service area plan update does not constitute approval of any other local, state, or federal permit that may be required for sewer construction or associated land development activities.

If you believe that you have a right to challenge this decision, you should know that the Wisconsin statutes, administrative rules and case law establish time periods within which requests to review Department decisions must be filed. To request a contested case hearing pursuant to section 227.42, Wis. Stats., you have 30 days after the decision is mailed, or otherwise served by the Department, to serve a petition for hearing on the Secretary of the Department of Natural Resources. All requests for contested case hearings must be made in accordance with section NR 2.05(5), Wis. Adm. Code, and served on the Secretary in accordance with section NR 2.03, Wis. Adm. Code. The filing of a request for a contested case hearing is not a prerequisite for judicial review and does not extend the time period for filing a petition for judicial review.

For judicial review of a decision pursuant to sections 227.52 and 227.53, Wis. Stats., you must file your petition with the appropriate circuit court and serve the petition on the Department within the prescribed time period. A petition for judicial review must name the Department of Natural Resources as the respondent.

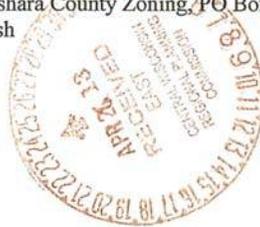
Sincerely,



Thomas J. Mugan, P.E., Chief
Wastewater Section
Bureau of Water Quality

cc:

Joe Huffman, ECWRPC, 400 Ahnaip St, Ste 100, Menasha, WI 54942
Pat Swiencicki, Secretary/Treasurer, Joint Poygan-PoySippi Sanitary District, 8059 Kolodzik Rd, Winneconne, WI 54986
Paul Wesner, President, Joint Poygan-PoySippi SD, W184 Welsch Rd, Winneconne, WI 54986
Richard Koglin, Commissioner, Joint Poygan-PoySippi SD, 9302 Blanco Rd, Winneconne, WI 54986
Francis Crowley, Commissioner, Joint Poygan-PoySippi SD, 9270 CTH B, Winneconne, WI 54986
Norman Lee, WWTF Operator, Joint Poygan-PoySippi SD, 8059 Kolodzik Rd, Winneconne, WI 54986
Sue Albright, Clerk, Town of PoySippi, W1298 CTH D, Berlin, WI 54923
Richard Nachtrab, Town Chair, Town of Poygan, 8390 Tritt Rd, Omro, WI 54963
John Wallace III, Attorney, Wallace & Wallace, 110 Algoma Blvd, Ste 9, Oshkosh, WI 54901
Jerry Bougie, Director, Winnebago County Zoning, 112 Otter Ave, Oshkosh, WI 54901
Terri Dopp-Paukstat, Director, Waushara County Zoning, PO Box 149, Wautoma, WI 54982
David Stertz – DNR –NER - Oshkosh
Lisa Helmuth – WQ/3
Fran Keally - WQ/3



APPENDIX C

GOALS, OBJECTIVES AND POLICIES

Goals represent common community ideals and give statements of direction in which the 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.