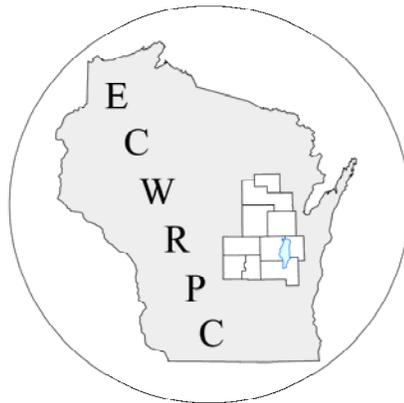


# Omro 2030 Sewer Service Area

**WDNR Approval  
November 30, 2009**



Prepared by the  
East Central Wisconsin Regional Planning Commission

in cooperation with the State of Wisconsin  
Department of Natural Resources

The preparation of this document was financed 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.

Merlin Gentz, Chair  
Brian Kowalkowski, Vice-Chair  
Eric W. Fowle, Secretary-Treasurer

COMMISSION MEMBERS

CALUMET COUNTY

Merlin Gentz  
Pat Laughrin  
Clarence Wolf

WAUPACA COUNTY

Dick Koeppen  
Duane Brown  
Robert Danielson  
Brian Smith

MENOMINEE COUNTY

Randy Reiter  
Ruth Winter  
Brian Kowalkowski

WAUSHARA COUNTY

Norman Weiss  
Yvonne Feavel  
Neal Strehlow

OUTAGAMIE COUNTY

Toby Paltzer  
Clifford Sanderfoot  
Donald Grissman  
Tim Hanna  
Helen Nagler  
Robert Lamers

WINNEBAGO COUNTY

Mark Harris  
David Albrecht  
Ernie Bellin  
Frank Towert  
(Richard Wollangk, Alt)  
Jim Erdmant  
Ken Robl

SHAWANO COUNTY

Marshal Giese  
Ken Capelle  
M. Eugene Zeuske

## ABSTRACT

---

Title: OMRO 2030 SEWER SERVICE AREA PLAN

Authors: Todd A. Verboomen/ SSA Planning  
Joe Huffman, GIS /SSA Planning

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

Date: September 30, 2009

Planning Agency: East Central Wisconsin Regional Planning Commission  
400 Ahnaip Street, Suite 100  
Menasha, WI 54952  
(920) 751-4770

This plan updates and supersedes the 1998 Omro Sewer Service Area Plan which is an element of the Water Quality Management Plan, Fox River Valley Wisconsin. The plan was prepared by the East Central Wisconsin Regional Planning Commission and was certified by the Wisconsin Department of Natural Resources on September 30, 2009 as part of the Statewide Water Quality Plan. It provides population and land use projections and delineates future growth areas for the Omro Sewer Service Area. Also identified are environmentally sensitive areas which should not be developed. Policy recommendations encourage cost-effective and environmentally sound development patterns.

*This report, including maps and other related information on Sewer Service Areas and the East Central Wisconsin Regional Planning Commission, is available on our website at [www.eastcentralrpc.org](http://www.eastcentralrpc.org).*

*This page intentionally left blank*

## CONTENTS

<b>INTRODUCTION</b> .....	<b>1</b>
Report format.....	1
Purpose.....	1
Back ground.....	2
Fox River Designated Water Quality Management Area .....	3
Plan, Goals, Objectives, & Policies.....	5
<b>OMRO SSA Plan Overview</b> .....	<b>15</b>
<b>OMRO SEWER SERVICE AREA PLAN</b> .....	<b>17</b>
Planning Area Description .....	17
Land Use & Development .....	18
Environmentally Sensitive Areas .....	25
Designated Management Area Descriptions .....	29
Sewerage Collection & Treatment System.....	33
Forecast Growth & Development .....	39
Growth Allocation Areas & 2030 SSA .....	41
Priority Development Area Mapping .....	41
Year 2030 SSA .....	42
Holding Tank Service Areas .....	49
Water Quality Assessment & Development Impacts .....	49
Point Source Impacts .....	49
Non-point Source Impacts .....	49
Ground Water Impacts.....	55
Water Quality Protection & Stormwater Management.....	55
Plan Implementation & Recommendations .....	57
<b>SEWER SERVICE AREA DELINEATION AND PLANNING PROCESS</b> .....	<b>59</b>
Identification of Planning Area Limits.....	59
Delineation of Environmentally Sensitive Areas.....	59
<b>SEWER SERVICE AREA AMENDMENT &amp; UPDATE PROCESS</b> .....	<b>71</b>
Background .....	71
East Central Review & Recommendation .....	71
WDNR Review and Approval .....	71

## APPENDICES

Appendix A – Plane Development & Approval Documentation .....	I
Appendix B – Transportation/Land use Plan Addendum Policy .....	XXV
Appendix C – SSA Demographic and Acreage Projection Tables .....	XXXV
Appendix D – Summary of Existing Runoff Rules.....	LIII
Appendix E – Environmental Assessment of 2030 SSA Allocations .....	LXI

## TABLES

Table 1 - 2006 Omro WWFT Performance Summary .....	35
Table 2 - Omro SSA Population, Housing & Employment Projections.....	39
Table 3 - Summary of 2020 & Proposed 2030 SSA Conditions .....	40
Table 4 - Wastewater Flow Projections.....	51
Table 5 - Omro SSA – Existing (2005) Non-Point Source Pollution Loading Estimate .....	52
Table 6 - Omro SSA – Future (2030) Non-Point Source Pollution Loading Estimate .....	52
Table 7 - Omro SSA – Designated Management Agencies .....	56

## MAPS

Map 1 - Fox River Water Quality Management Area .....	4
Map 2 - Omro SSA – Year 2050 Planning Area Boundary.....	21
Map 3 - Omro SSA – 2005 Existing Land Use.....	23
Map 4 - Omro SSA – ESAs and Limiting Environmental Conditions .....	27
Map 5 - Omro SSA – Political Jurisdictions & DMAs .....	31
Map 6 - Omro SSA – WWTF & Infrastructure Locations.....	37
Map 7 - Omro SSA – Priority Development Areas .....	45
Map 8 - Omro SSA – Year 2030 Sewer Service Area.....	47
Map 9 - Omro SSA – Year 2030 SSA & Proposed Land Use.....	53
Map 10 - Sewer Service Area Amendment Standards & Update Procedures Application Area .....	72

## FIGURES

Figure 1 - Environmentally Sensitive Area Standards .....	62
---	----

# INTRODUCTION

---

This is the second update of the Omro Sewer Service Area Plan (1985 & 1998) which is an element of the State of Wisconsin Water Quality Management Plan, specifically, the State of the Upper Fox River Basin Plan (WDNR publ. WT-665-2001). In the 30 years since sewer service areas have been in effect, they have provided a guide for sewered development and have had a significant impact in the protection of water quality. Both communities and land developers are now more aware of the purpose of sewer service areas, using the plans and policies in community and development planning.

## Report Format

This plan describes and delineates the Omro Sewer Service Area. The plan was developed in accordance with state and federal guidelines and involved various community and public input measures including:

- o Two public informational meetings;
- o Five separate 'working' meetings with local units of government and organizations and;
- o One public hearing;

This plan discusses the SSA characteristics, projected growth levels and the service area plan map. The beginning and end portions of this document discuss traits common to all SSAs, such as:

1. Service area goals, objectives and policies,
2. Service area delineation and planning process; and
3. Service area amendment and update process.

## Purpose

This Sewer Service Area Plan updates and amends the 1998 sewer service area planning element of the State of the Upper Fox River Basin Plan (WDNR publ. WT-665-2001). The updating process is part of a regularly scheduled five-year re-evaluation, the last of which was completed in 1998 (and now again in 2007) according to Wisconsin Administrative Code NR121.07(2)(a)1.

Sewer service area plans serve as a basis for Wisconsin Department of Natural Resources (WDNR) approval of state and federal grants for the planning and construction of wastewater treatment and sewerage facilities. They also serve as a basis for WDNR approval of locally proposed sanitary sewer extensions and Wisconsin Department of Commerce approval of private sewer laterals. In addition, because the service area plans identify environmentally sensitive areas, they 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 for a 20 year or more planning period;
- Forecast the amount and location of future urban development areas;
- Identify environmentally sensitive areas which should be preserved;
- Contain land use development forecasts and recommendations for implementing wastewater treatment and collection plans for individual sewer service areas;
- Inform developers and property owners of community policies and restrictions before development is proposed; and
- Establish "holding tank" service areas for isolated and rural special uses.

## **Background**

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 and designated water quality management areas were significant parts 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 which describes water quality and areawide waste treatment planning and management; and NR110 concerning wastewater facility and sanitary sewer extension planning. In June 1977, East Central completed initial sewer service area plans for 23 communities within the Fox Valley area under contract with the Fox Valley Water Quality Planning Agency. These plans delineated sewer service areas through the year 2000. The service area plans were adopted as part of the Point Source element of the Fox Valley Water Quality Management Plan in January, 1979.

On December 31, 1989 the Fox Valley Water Quality Planning Agency (FVWQPA) was disbanded and the Wisconsin Department of Natural Resources (WDNR) took over agency responsibility for the Fox Valley Designated Water Quality Management Area. Therefore, the WDNR now directs and is responsible for the implementation of sewer service area plans. East Central, as a sewer service area planning agency, has a contractual agreement with the Department which 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. The Department's role is to provide a water quality assessment and comment on revisions and updates of the sewer service area plan and to review and approve plans for wastewater treatment facilities and sewer extensions based upon their conformance to 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. The amendment policies (page 71) provide 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.

### **Fox River Designated Water Quality Management Area**

The Fox River Designated Water Quality Management Area comprises major portions of the four urban counties surrounding Lake Winnebago (Map 1). The 1,580 square miles has been specially designated for water quality planning because of the concentration of industries and urbanization along the Fox River and Lake Winnebago. Within this overall area 25 different sewer service areas have been delineated and individual plans prepared (Map 1). The East Central Wisconsin Regional Planning Commission is responsible for preparing, maintaining and updating sewer service area plans within the designated area. The Wisconsin Department of Natural Resources is responsible for plan implementation.

While the Fox Valley area is interrelated from a water quality viewpoint, it can be separated into two distinct areas in terms of growth and development planning. These areas consist of the large communities of the Fox Cities, Oshkosh and Fond du Lac and the individual smaller communities of the outlying areas. In projecting future growth, these areas were handled differently in service area plan development.



## **Plan Goals, Objectives & 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, 1978). The process used for the 1978 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 throughout the region.

A major review and update of the goals, objectives and policies was completed in 1995 and 1996 and they may be assessed again as part of the Commission's implementation of its Regional Comprehensive Plan (smart growth plan). 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.

Four overall goals have been identified. These goals and related objectives and policies pertain to growth management, urban service delivery, environmental resources and open space. Objectives and policies related to the goals point out the significant interrelationship between urban growth and land use, sanitary sewerage planning and the environment. Together, they provide a sound basis for determining a community's future development.

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

The intent of the Omro Sewer Service Area Plan is to encourage efficient, orderly and planned land use development patterns which allow for logical, cost-effective sewered development that incorporates sound environmental management practices. The land use element provides direction and integrates four sub-area functional plans which have direct impacts on future land use. These functional areas are Growth Management, Urban Service Delivery, Environmental Resources and Open Space.

## Growth Management

GOAL: ENCOURAGE AN ORDERLY AND PLANNED PATTERN OF COMMUNITY GROWTH AND DEVELOPMENT.

OBJECTIVE: **Allocated Growth. Promote balanced allocation of land areas to accommodate current and future urban development needs.**

### **Policies:**

1. The supply of land allocated for urban development should approximate the current and future needs as determined from population, employment and land use projections which have been developed in conjunction with adopted comprehensive or urban service area plans.
2. New urban development patterns should incorporate planned areas of mixed use and density neighborhoods that are clustered and compatible with adjacent uses.
3. Work places, shopping centers, recreational facilities, and community facilities should be located to provide a mix of land uses for improved accessibility for residents.
4. Urban designs with higher density land use alternatives should be promoted.

OBJECTIVE: **Planned Urban Communities. Promote planned urban communities which contain centralized, compact, contiguous and compatible urban development patterns.**

### **Policies:**

1. Vacant developable lands within existing urban areas should first be infilled, then development staged outward from the existing development limits.
2. New subdivision development should be encouraged within existing urbanized areas or as an expansion of existing urban areas concurrent with the provision of necessary facilities and services.
3. The expansion of major commercial and industrial land use activities should be adjacent to existing areas or in areas designated for such development in adopted comprehensive plans.
4. Natural and man-made features, such as ridge lines, streams and major highways, should be considered in the expansion and staging of urban development.
5. Urban development should only take place in designated urban service areas.
6. Community development plans should be coordinated in multi-jurisdictional urban areas.
7. Urban sprawl in the form of unplanned development which is non-contiguous, low density, scattered and inefficiently served should be discouraged.

**OBJECTIVE: Environmentally Sound Development. Promote urban development which protects environmentally sensitive areas and is compatible with the natural resource base.**

**Policies:**

1. Urban development should be directed to suitable land and discouraged on unsuitable land, such as floodplains, wetlands, prime agricultural soils, areas of high bedrock and groundwater, steep slopes, prime wildlife habitat, unique scientific areas and areas of historical or archeological significance.
2. The development of environmentally sensitive areas should be discouraged.
3. Adverse development impacts to surface water and groundwater should be mitigated.
4. Designs and plans for new development should preserve open spaces for public use, complement the existing landscape, and conserve energy and natural resources.
5. Land reclamation should be required following extractive operations or other uses which significantly alter the land surface.
6. Urban redevelopment activities should weigh environmental, health and safety factors against associated costs and benefits.

**OBJECTIVE: Efficient Development. Promote efficient and cost-effective development in urban growth areas.**

**Policies:**

1. Urban development should be encouraged at densities adequate to sustain reasonable urban service costs.
2. Urban development should occur in areas served by adequate public facilities and services.
3. A variety of types, prices and locations of housing should be provided to promote convenience, choice and affordability.
4. Development patterns and site designs that support multimodal transportation should be encouraged.
5. Major commercial and industrial areas should be provided with readily accessible major transportation systems.
6. Community comprehensive plans should be adopted prior to the extension of urban services.

**OBJECTIVE: Rural Land Development. Preserve rural land uses by requiring planning which considers water and sanitary sewer adequacy.**

**Policies:**

1. Agricultural and open space characteristics of rural areas should be preserved.
2. Rural development should be limited to land with suitable physical characteristics and soils supporting conventional on-site sewage treatment systems.
3. Rural residential housing should be limited to dependent single lot use in agriculture and open space areas.
4. Rural subdivision development should be limited to areas which do not negatively impact agricultural or open space uses and the provision of public services.
5. Rural subdivision development should be restricted in urban planning areas until long-term urban services are provided.

**OBJECTIVE: Compatibility with the Transportation Network. Encourage development in areas that are served by existing transportation infrastructure.**

**Policies:**

1. Infill development and redevelopment projects should be promoted in order to avoid the need for extension of transportation infrastructure and service.
2. Design standards for infill should be given different consideration for transportation/ traffic requirements compared to "greenfield" development.

Urban Service Delivery

**GOAL: PROMOTE URBAN SERVICES IN AN EFFICIENT, ENVIRONMENTALLY SOUND, AND SOCIALLY RESPONSIBLE MANNER.**

**OBJECTIVE: Economical Public Facilities. Provide efficient, economical, and equitable public facilities and services to urban development.**

**Policies:**

1. The use of existing public facilities and services should be maximized in the allocation of future urban growth.
2. Designing of new and upgraded transportation and utility facilities with capacities sufficient to respond to existing demand levels and to the additional demand generated by planned development should be encouraged.
3. A full range of essential urban services and facilities should be provided to urban development areas.

4. The costs of providing urban services should be minimized through higher density development.
5. Major infrastructure extensions should be staged to coincide with community growth rates.
6. Utilities serving individual developments should be extended consistent with community water and wastewater system plans.
7. Provision of public facilities and services should be coordinated with the location and timing of new development.

**OBJECTIVE: Cooperative Provision of Services. Provide services where efficiency, equity, and economies of scale can be obtained through cooperation and coordination.**

**Policies:**

1. Overlapping urban service areas, facility and system capacities and service capabilities should be discouraged.
2. The proliferation of major public infrastructure facilities should be discouraged.
3. Intermunicipal agreements should be promoted for the provision of joint service.
4. More uniform facility design and service standards should be encouraged for multiple jurisdiction development areas.

Environmental Resources

**GOAL: PROTECT THE ENVIRONMENT AND MANAGE NATURAL RESOURCES IN AN ECOLOGICALLY SOUND MANNER.**

**OBJECTIVE: Water Quality Protection. Improve and protect surface and groundwater quality.**

**Policies:**

1. The quality and supply of groundwater should be protected as the principal source of water supply and encourage water conservation programs.
2. The use of natural drainage patterns and measures should be promoted to enhance water quality.
3. Wetlands should be preserved as an essential component of the hydrologic system.
4. The risk of groundwater contamination should be reduced in aquifer recharge areas.
5. Lakeshore and streambank erosion should be minimized.

6. Construction site erosion should be controlled and urban stormwater runoff reduced.
7. Non-point source pollution abatement programs should be supported.
8. The adverse water quality impacts of agricultural runoff should be minimized.

**OBJECTIVE: Air Quality Maintenance. Improve or maintain high air quality throughout east central Wisconsin.**

**Policies:**

1. Air pollution abatement programs and air quality regulations should be supported.
2. Geographically coordinated abatement strategies should be encouraged.
3. The public should be provided with information on air quality programs and specific air quality problems.
4. The increased use of transportation modes that are more efficient and environmentally sound than the private automobile should be encouraged.
5. Noise pollution should be reduced and noise sources isolated.

**OBJECTIVE: Environmentally Sensitive Area Protection. Preserve and protect environmentally sensitive areas and promote the linkage of these areas into environmental corridors.**

**Policies:**

1. The natural environment should be recognized as an integrated system of interacting and finite land, water and air resources to protect the health and stability of this system.
2. Shoreland, floodplain and wetland areas should be protected as essential components of the hydrologic system and their scenic and recreational value preserved.
3. The disturbance of environmentally sensitive areas by utilities and transportation facilities construction should be minimized.
4. Critical natural areas should be preserved and protected from development and other adverse impacts.
5. Adjacent land uses which adversely impact sensitive areas should be restricted or mitigated.
6. The interrelationship of adjacent landscape types should be recognized to avoid dividing the natural units or breaking important linkages.

**OBJECTIVE: Wildlife Habitat Management. Manage wildlife and wildlife habitat in a manner that maintains ecological stability and diversity, and considers social and economic impacts.**

**Policies:**

1. The diversity and population of plant and wildlife species should be maintained and increased.
2. Critical habitat areas for endangered and rare species should be preserved and enhanced.
3. Wildlife habitat such as fencerows, woodlots and natural areas should be protected and expanded.
4. Adequate public access to hunting and fishing areas should be provided.
5. Responsible public use of private land should be encouraged.
6. Wildlife and plant populations should be managed in ways that do not impose undue financial loss to individual property owners.
7. Plant and animal preserves used specifically for educational and observational purposes should be maintained and expanded.

**OBJECTIVE: Food and Fiber Production. Preserve land suitable for the production of food and fiber to meet present and future needs.**

**Policies:**

1. Land best suited for agriculture or forestry should be preserved for these uses or in other uses which enable the land to be readily converted to agricultural or forestry production.
2. Ecologically sound and economically feasible farm and forestry management practices which preserve soil productivity and minimize soil loss should be encouraged.
3. Soil should be recognized as one of the basic and most important resources and programs to preserve and improve productivity and wise use consistent with soil capability should be developed and promoted.

**OBJECTIVE: Solid Waste Management. Employ a comprehensive management approach for solid and organic wastes.**

**Policies:**

1. The amount of solid waste generated by households, business and industry should be reduced.
2. Solid waste should be recycled as an alternative raw material for construction, manufacturing, and energy production.
3. Organic wastes should be used as soil amendments.
4. Waste disposal operations and facilities should be centralized where economically feasible.

5. Cost-effective waste management systems should be provided that are consistent with development and water and air quality regulations.
6. On-site waste disposal systems should be managed to minimize adverse land use, environmental, and public health impacts.
7. Health threats from toxic substances in the environment should be reduced.

#### Open Space

**GOAL: PROVIDE SUFFICIENT PUBLIC OPEN SPACE TO MEET THE RECREATIONAL NEEDS OF ALL RESIDENTS AND PROTECT AND PRESERVE NATURAL AND CULTURAL RESOURCES.**

**OBJECTIVE: Recreational Opportunity. Provide all area residents an opportunity to partake in a wide range of active and passive recreational activities on a year-round basis.**

#### **Policies:**

1. Recreational facilities should be provided to address the level of activity participation, facility deficiencies and aesthetic needs of the community.
2. Park sites to fully serve the local and areawide needs of the community should be located and developed.
3. Safe, convenient and adequate access to all parks and recreation areas should be provided.

**OBJECTIVE: Preservation Areas. Preserve areas of unique natural, historical, and cultural significance or unusual beauty for public use and enjoyment.**

#### **Policies:**

1. All significance preservation areas should be identified and mapped.
2. Unique areas should be protected by minimizing the impact of individual development proposals.
3. Significant natural areas should be preserved as public open space.
4. Public access and use within environmental corridors and drainage ways should be promoted.

**OBJECTIVE: Urban Recreation Needs. Plan for the future open space and recreational needs of the urban area.**

**Policies:**

1. All municipalities should be encouraged to participate in the development of comprehensive park and open space plans.
2. Opportunities should be identified for developing a network of recreational trails along highly attractive environmental corridors, natural waterways, and transportation rights-of-way to link major recreational facilities and residential areas.
3. Coordination between neighboring jurisdictions should be facilitated for development of parks and recreation facilities and linkages.
4. Future parks and open space areas should be preserved so that suitable and adequate land will be available to provide active and passive recreational opportunities as growth occurs.

**OBJECTIVE: Cost-Effective Recreation. Provide recreational opportunities in a cost-effective manner.**

**Policies:**

1. Facilities should be developed which can provide multi-seasonal recreational opportunities.
2. The use of existing recreational facilities should be optimized.
3. Duplicative recreational facilities and programs should be avoided.
4. Grants and funding assistance should be maximized in the acquisition and development of recreational facilities.
5. Municipalities and school districts should be encouraged to cooperate in the development of community recreational and playground facilities.
6. The development of the county park system should be encouraged to complement recreational opportunities available in local parks.
7. Municipalities should be encouraged to establish capital funding and other parkland dedication methods to provide for future recreational needs.

**OBJECTIVE: Attractive Communities. Make individual communities, and the region as a whole, a more attractive place to live, work, and play.**

**Policies:**

1. Scenic areas should be preserved and landscaping and other site development requirements strengthened to promote community beautification.
2. Additional billboard proliferation should be prevented, their placement controlled and a phase-out program promoted.
3. Community tree planting programs on street terraces and public areas should be promoted.
4. Waterfront areas should be preserved and redeveloped to promote greater public recreational use.
5. Scenic easements to protect important viewsheds should be acquired.

## OMRO SSA PLAN OVERVIEW

---

### Plan Assumptions & Reader Notes

The beginning year for this update was 2007, and hence; data was finalized in late 2007 to coincide with this starting timeframe. The plan itself looks out 25 years into the future (2030) in terms of projections. The reader should further note that all references to SSA boundaries and acreages are associated with the 'updated' (2007) conditions, not with the 'current' (1998) plan features. Basically, the plan is written as if it has already obtained WDNR approval.

### 2030 SSA Population, Development and Acreage Projections

In order to ease the reading of this document, all of the detailed demographic and development projection data for each Designated Management Areas (DMA) are contained in a separate appendix (Appendix C). Figures for the aggregate SSA are referenced in the text for descriptive purposes. An attempt was made to have all data reflect conditions as of October, 2007. The planning horizon timeframe also encompasses a 25 year span, rather than the traditional 20 year span, which will allow staff to provide (for a 5-year period) a 20-year population and development projection when reviewing sewer projects and sizing through the Water Quality Management (WQM or 208) review process.

### Future Land Use Designations

The SSA plan has tables and maps which illustrate 2030 SSA's vacant acreage by proposed land use type. Each community's land use classification scheme was assessed and simplified so that common land use categories existed.

*This page intentionally left blank*

# OMRO SEWER SERVICE AREA

---

## PLANNING AREA DESCRIPTION

The Omro 2050 planning area (Map 2) is situated along the Upper Fox River in the center of Winnebago County. The City of Oshkosh is located approximately 10 miles to the east and the Fox Cities are approximately 30 miles to the north. The planning area contains the City of Omro, Town of Omro Sanitary District No. 1, the Rivermoor Sanitary District, the Town of Omro, and a small portion of the Town of Winneconne.

The updated Omro 2050 Planning Area covers approximately 10.6 square miles (as compared to 10.4 square miles in 1998). 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 planned service areas for individual lift stations or interceptor sewers (as indicated on Map 2), and/or; the proximity of nearby clusters of development currently using on-site systems which may have long-term (20+ years) needs for sanitary sewer. This boundary is, conceptually, a much longer-term indication of the service area, perhaps 40 to 50 years out into the future. Adjustments to the planning area were developed and proposed by staff after a thorough review of information pertaining to the existing and planned wastewater collection system, as well as through discussions with each Designated Management Agency during the plan development process. Each modification is discussed below:

- Planning area additions/expansions: There were three areas proposed for inclusion in the planning area during the update process to better reflect the expansion areas totaling 616.5 acres. Based on technical information for existing and future interceptor sewers and lift stations, the following areas have been proposed for inclusion in the planning area as part of the 2008 update:
  1. County Road F: The planning area was extended approximately 0.2 of a mile west from the 2020 Planning Area Boundary, encompassing approximately 112 acres within the Town of Omro. This area was proposed for inclusion for two reasons. First, this allocation highlights an ultimate service area of a lift station that would be required should sewer be extended to the area east of Spruce Street between Poygan Road and STH 21. The second reason for this planning area addition is due to the proximity of a mapped interchange which is part of the proposed STH 21 Bypass. Although it is unlikely that the bypass will become a reality during the life of this plan, this area was identified as having high development potential which would be serviced by the City of Omro in the long-term.
  2. South Webster Avenue: The planning area was extended south between South Webster Avenue and Harrison Avenue totaling approximately 59 acres within the Town of Omro. This area was identified as an area that will be serviced by the City of Omro in the long-term as residential development continues.

3. City Industrial Park: Additional acreage will extend the planning area east from the City Industrial Park located primarily north East Scott Road. The City of Omro will continue to extend public sewer to this area as commercial and industrial development continues.
- Planning area deletions/removals: There was one proposal for removal totaling 465.9 acres. This removal area is based on the inability to extend public sewer in the long-term.
    1. A large portion of the planning area (465.9 acres) was proposed to be removed due to the land classification of this area. The area located along the north shore of the Fox River (within the Town of Winneconne) is part of a large WDNR designated wetland complex that extends north and west along the Lake Butte des Morts shoreline. Because this wetland area is considered an environmentally sensitive area (ESA) sewer development would not be allowed. Therefore, this area should not be included in the planning area which delineates areas that sewer could be extended within a 40 to 50 year time period.

## **LAND USE AND DEVELOPMENT**

Map 3 illustrates the current (2007), existing land use for the Omro SSA along with the updated Planning Area boundary for reference purposes. This information is based on the Commission's detailed land use inventory with corrections made by each community during the update process. This data corresponds with a timeframe (or 'snapshot') of late 2007.

In this update, the 2030 SSA contains 2,280 acres of land of which 1,266 acres (56%) are considered to be developed. The developed lands can be described as follows (Appendix C, Table C-10): 665 acres of residential land use (29% of total SSA); 61 acres of commercial land use ( 3% of total SSA); 53 acres of industrial use (2% of total SSA); 284 acres of transportation/road use (13 % of total SSA); 199 acres of public/institutional use (9% of total SSA); 4 acres of utility use or planned stormwater detention ponds (0.2 % of total). A total of 10 acres are considered undevelopable wetland buffers and another 58 acres are considered environmentally sensitive areas (ESA).

### **Residential Development**

The City of Omro's residential development is split by the Fox River and primarily consists of single family developments. Residential development within the Omro and Rivermoor Sanitary Districts is primarily located along the shoreline of Lake Butte Des Morts with newer subdivisions located along Sand Pit Road and Leonard Point Road.

### **Commercial Development**

Commercial development is located in the historic Downtown Main Street District. Newer commercial development has been occurring east of the Downtown Main Street District stretching along the STH 21 corridor to the STH 21 East Side District.

## **Industrial Development**

The Omro Industrial Park is located between STH 21 and East Scott Street. The Industrial park is considered to be a mid-level intensity park. The Omro industrial park has been very successful; industrial park expansion/ development will continue to in-fill and move east towards Rivermoor Road.

## **Public/ Institutional Uses**

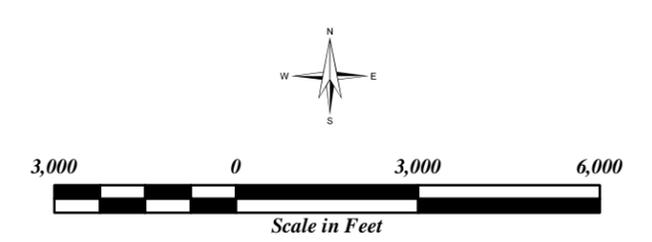
Public/ institutional uses within the Omro SSA are located within the City of Omro. Government buildings such as the community center, police station, and court house are located in the central portion of the City. The City has number of parks offering a variety of recreational uses. Scott Park a key focal point of the City, is located along Main Street and the south bank of the Fox River.

*This page intentionally left blank*

# Map 2

## 2050 PLANNING AREA BOUNDARY OMRO SEWER SERVICE AREA

-  2050 Planning Area Boundary
-  Sanitary District Boundary
-  City Corporate Limits
-  Township Boundary
-  Section Lines
-  2050 Planning Area
-  Wastewater Treatment Facility



Source: Digital base data provided by Winnebago County.  
Thematic data created by ECRPC.

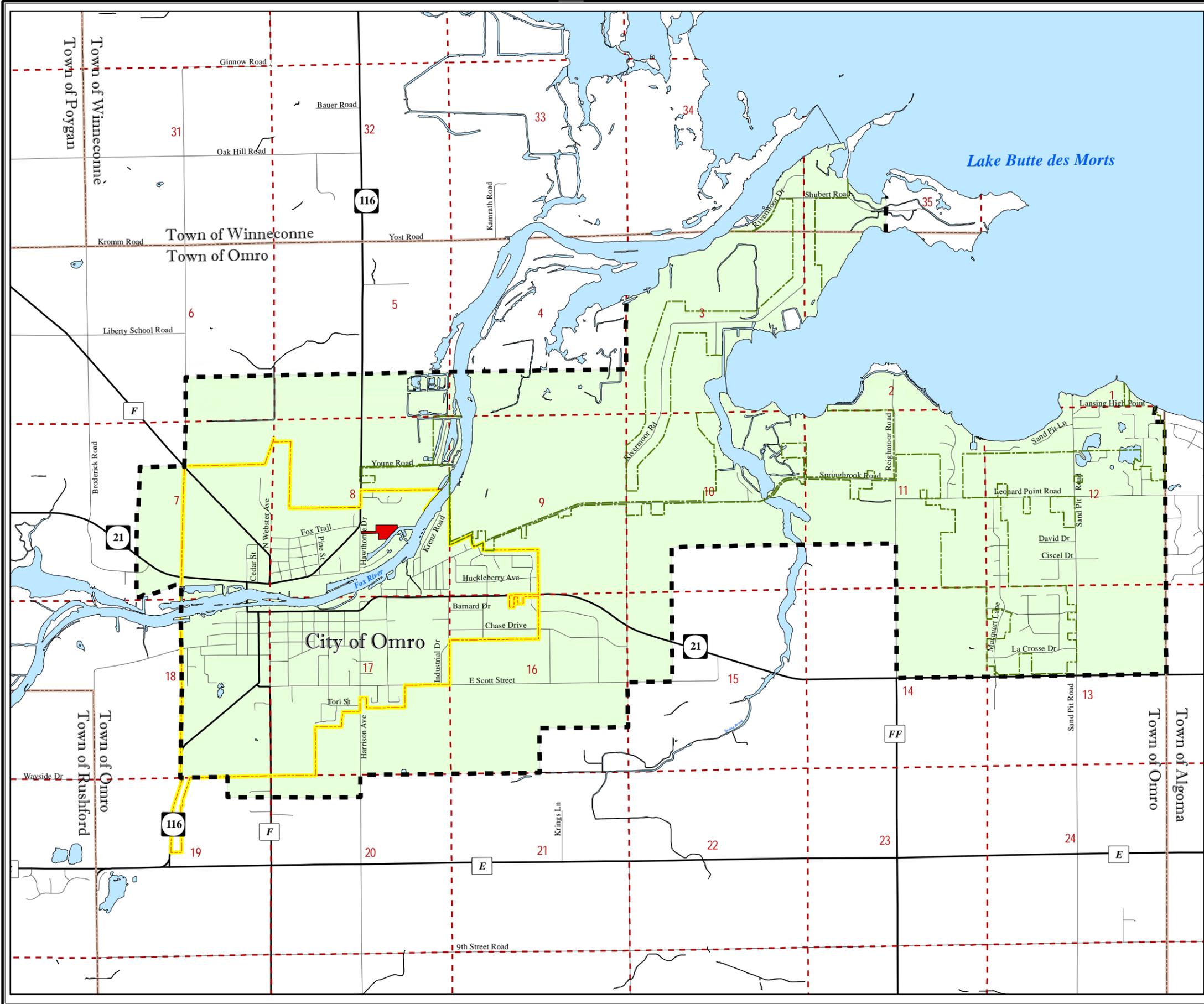
This map and its associated sewer service area descriptions do not obligate a community(ies) to provide sewer service to property owners contained herein.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.



Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION - OCTOBER, 2009  
**WDNR Certification Date - September 30, 2009**





Map 3

2005 EXISTING LAND USE  
OMRO  
SEWER SERVICE AREA

- 2050 Planning Area Boundary
- - - Section Lines
- City Corporate Limits
- Township Boundary
- Single Family Residential
- Multi-Family Residential
- Commercial
- Industrial
- Public/Institutional
- Recreational/Open Space
- Wastewater Treatment Facility
- Stormwater Detention
- Vacant
- Agricultural
- Woodlands



This map and its associated sewer service area descriptions do not obligate a community(ies) to provide sewer service to property owners contained herein.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

Source: Digital base data provided by Winnebago County.  
Thematic data created by ECWRPC.

Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION - OCTOBER, 2009

WDR Certification Date - September 30, 2009



## **ENVIRONMENTALLY SENSITIVE AREAS**

### Watersheds and Water Features

The Omro Sewer Service Planning Area falls within two sub-watersheds which are located within the Upper Fox River Basin (map 4). The southeast portions of the SSA are within the Lake Butte des Morts Watershed (UF04). Land use within this watershed is primarily agricultural, with urban areas located along Lake Butte des Morts southern shoreline, within the Omro Sanitary District and Rivermoor Sanitary District. The Upper Fox River flows into Lake Butte des Morts which then becomes part of the Winnebago Pool Lakes which ultimately drains into the Lower Fox River. The lower two miles of Spring Brook are located within the Town of Omro Sanitary District, which is a head water stream that comprises a bayou off Lake Butte des Morts. Spring Brook's corridor is protected by easements through the WDNR Stewardship Program. These easements protect the stream's natural vegetation, which help control stream flow and water retention. The stream carries a large volume of stormwater runoff which contributes sediment loading to the Winnebago Pool Lakes. The northwest portions of the SSA falls within the Fox River – Rush Lake Subwatershed (UF-05) encompassing the majority of the City of Omro. This subwatershed has been identified as a major contributor of phosphorus and suspended solids to Lake Butte des Morts and Lake Winnebago. Hoger's Bayou is adjacent to the Upper Fox River, west of the City of Omro. The majority of the bayou is surrounded by open marsh. While dense vegetation growth limits recreation uses within this area, it is an important natural habitat resource.

### Lakes

Lake Butte des Morts is part of the Winnebago Pool Lakes, which includes Lake Winneconne, and Lake Poygan. The lake shoreline has suffered from wetland loss that has led to increased shoreline erosion and loss of habitat. Sediment and nutrient loading (i.e. lawn fertilizers, street runoff, etc.) are the main non-point pollution sources. The lake is considered a very good sport fishery and provides significant habitat for nesting and migratory waterfowl. Because of this, the lake serves as an important natural resource to the region.

### Wetlands

Wetlands are essential environmental features providing wildlife habitat, scenic open spaces, flood water retention, and groundwater recharge areas. Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates. They provide a buffer zone protecting shorelines and stream banks. Small wetland areas are scattered throughout the planning area, with significant wetland complexes located adjacent to the Fox River, Spring Brook and Lake Butte des Morts (see Map 4). Hoger's Bayou is a major wetland area located along the north shoreline of the Fox River west of the STH 21 bridge.

### Floodplains

Mapped FEMA Floodplains exist within various portions of the defined SSA (map 4). Areas susceptible to flooding are considered unsuitable for any type of development due to the potential health risks and property damage. As revised in 1984, the Flood Insurance Rate Map (FIRM) for the incorporated and unincorporated portions of Winnebago County identify areas along the Fox River, Spring Brook and Lake Buttes des Morts shorelines which are subject to flooding within the 100-year floodplain. In the City of Omro the mapped floodplain extends south of STH 21 in an area west of McKinley Street.

## Soils

Soils support the physical base for development within the planning area. Knowledge of the limitations and potential difficulties of soil types is important in evaluating land use proposals such as residential development, utility installation and other various projects. Some soils exhibit characteristics such as slumping, compaction, erosion, and high water tables which place limits on development. Severe soil limitations do not necessarily indicate areas cannot be developed, but rather that more extensive construction measures must be taken to prevent environmental and property damage. These construction techniques generally increase the cost of development and the utilities needed to service that development. According to the *Soil Survey of Winnebago County*, prepared by the USDA in 1976, and the Soil Survey of Winnebago County (USDA 1989), three major soil associations are present within the Omro SSA:

- **Kewaunee-Manawa-Hortonville:** This soil association comprises the majority of the SSA and are well to somewhat poorly drained soils located on nearly level to sloping lands. This unit is used mainly for cultivated crops. Seasonal wetness, poor tilth, and erosion are the main farming concerns, while residential uses are limited due to poor conditions for septic tank absorption fields.
- **Zittau-Poy:** This soil association is found along the Fox River and Spring Brook corridors and encompasses or surround the mapped wetland areas. This association is made up of poorly drained soils which are subject to ponding and flooding.
- **Houghton-Willette:** This association is located within a small portion of the Rivermoor Sanitary District. These are poorly drained soils associated with old lake basins and are frequently subject to flooding.

## Groundwater & Geology

These 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, private wells, abandoned and active landfills, agricultural practices, and other land uses can be a direct source of contamination of groundwater.

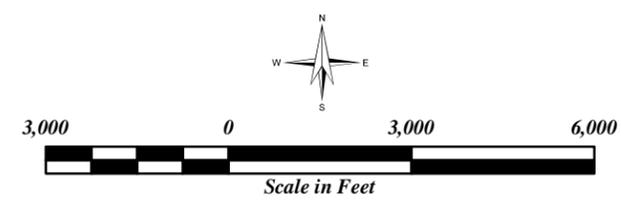
Groundwater can be found within two feet of the surface in scattered areas throughout the entire SSA. Map 4 illustrates these areas based on NRCS soils mapping. The City of Omro utilizes two artesian wells for its potable water supply. These wells are located along West Main Street and Madison Street. The average daily demand is approximately 230,000 gallons per day. The Omro SSA falls within the WDNR Arsenic Advisory Area. The advisory area is associated with the St. Peter Sandstone formation running north and south. Levels of arsenic in groundwater supplies have elevated due to declining groundwater levels which expose the St. Peter Sandstone formation allowing oxidation of pyrite to occur. The City of Omro is in the process of developing a Wellhead Protection Plan to identify and limit potential groundwater contamination.

## **LIMITING ENVIRONMENTAL CONDITIONS**

Although groundwater occurs within two feet of the surface throughout portions of the Omro planning area, however the area does not have a large number of other limiting environmental conditions for development (i.e. high bedrock or steep slopes).

Map 4  
 ESA &  
 LIMITING CONDITIONS  
 2030 OMRO  
 SEWER SERVICE AREA

- 2050 Planning Area Boundary
- Subwatershed Divide Boundary
- City Corporate Limits
- Township Boundary
- Section Lines
- ~~~~~ Streams
- 75 Foot Stream Buffer
- 50 Foot Wetland Buffer
- Floodplain Areas
- WDR Designated Wetlands
- Groundwater Within 2 Feet of Surface
- Wastewater Treatment Facility



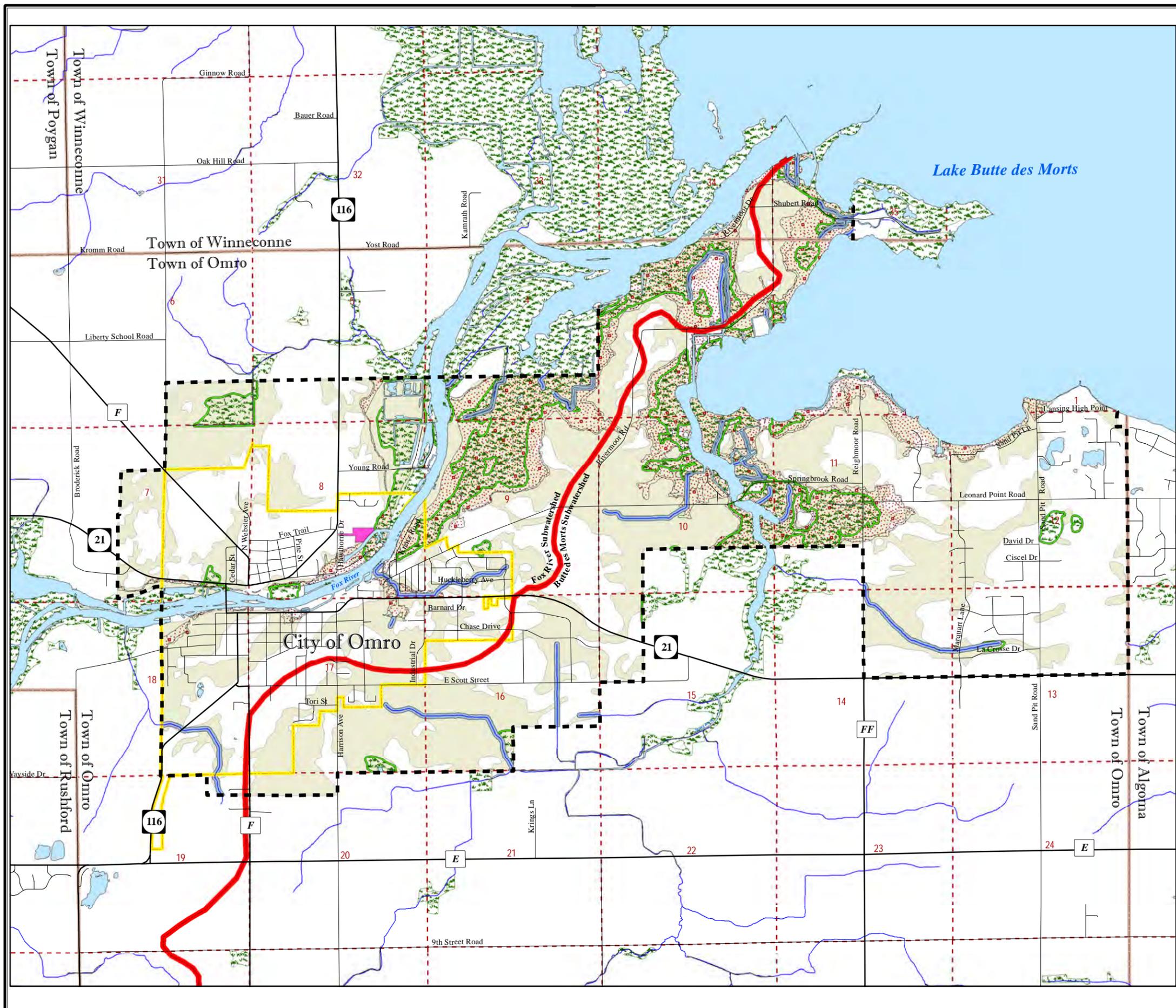
This map and its associated sewer service area descriptions do not obligate a community(ies) to provide sewer service to property owners contained herein.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

Source: Digital base data provided by Winnebago County.  
 Thematic data created by ECRPC.



Prepared By  
 EAST CENTRAL WISCONSIN  
 REGIONAL PLANNING COMMISSION - OCTOBER, 2009  
 WDR Certification Date - September 30, 2009



## Designated Management Agency

Map 5 illustrates the existing Designated Management Agencies (DMAs) within the Omro SSA. DMAs are the legal entities (communities, sanitary districts, or utility districts) that are responsible for the collection and/or treatment of wastewater. Within the SSA Planning Area there are six governmental entities which exist, three of which are DMAs.

1. City of Omro\*
2. Omro Sanitary District No. 1\*
3. Rivermoor Sanitary District No. 1\*
4. Town of Omro
5. Town of Winneconne
6. Winnebago County

*\*indicates DMA designation*

Short descriptions of each DMA, including basic information on their involvement in land use planning and intergovernmental cooperation activities is contained below:

**City of Omro** - The City of Omro's planning area covers approximately 2.4 square miles or 1,564 acres. In 2005 the City had a population of 3,355 persons with 2.46 persons per household. Residential development is split by the Fox River with commercial development occurring along the STH 21 corridor. The City's industrial park is located in the southeast portion of the City and has been developing rapidly. The City projects that the industrial park will continue to develop eastward from Industrial Drive to Rivermoor Road. In 2007, the City had a total of 888 developed acres; approximately 405 acres of residential uses and 109 commercial/Industrial uses. There were 332 acres of vacant/developable lands within the City's SSA boundary, the majority of which are slated for single family residential uses.

The WDOT is considering a proposed STH 21 bypass which would route traffic north around the city. The potential for new residential and commercial growth exists north of the City should this bypass be developed, however it is not likely that this project will be completed during the life of this SSA plan.

**Omro Sanitary District No. 1** – The Omro S.D. was constructed in 1997, and encompasses approximately 7 miles or 4,533 acres located along the southern shore of Lake Butte des Morts, east of the City of Omro. In 2005 the District had an estimated population of 781 persons with 2.64 persons per household.

Single family development is spread throughout the District with most of the developed areas located along the Lake Butte des Morts shoreline, while newer single family subdivisions stretch south from Leonard Point Road to STH 21. A small amount of commercial development could potentially locate along STH 21 in the future. In 2007, a total of 345 acres were considered to be vacant/developable within the District's SSA boundary. Of this vacant acreage, a total of 303 acres are slated for single family uses (For a more detailed summary see (Appendix C, Table C-1)

This large amount of vacant/developable acreage is due to two large underdeveloped sewered subdivisions that have not developed as fast as projected. The District along with the Town of Omro will promote in-fill development of this area before considering new subdivision extensions.

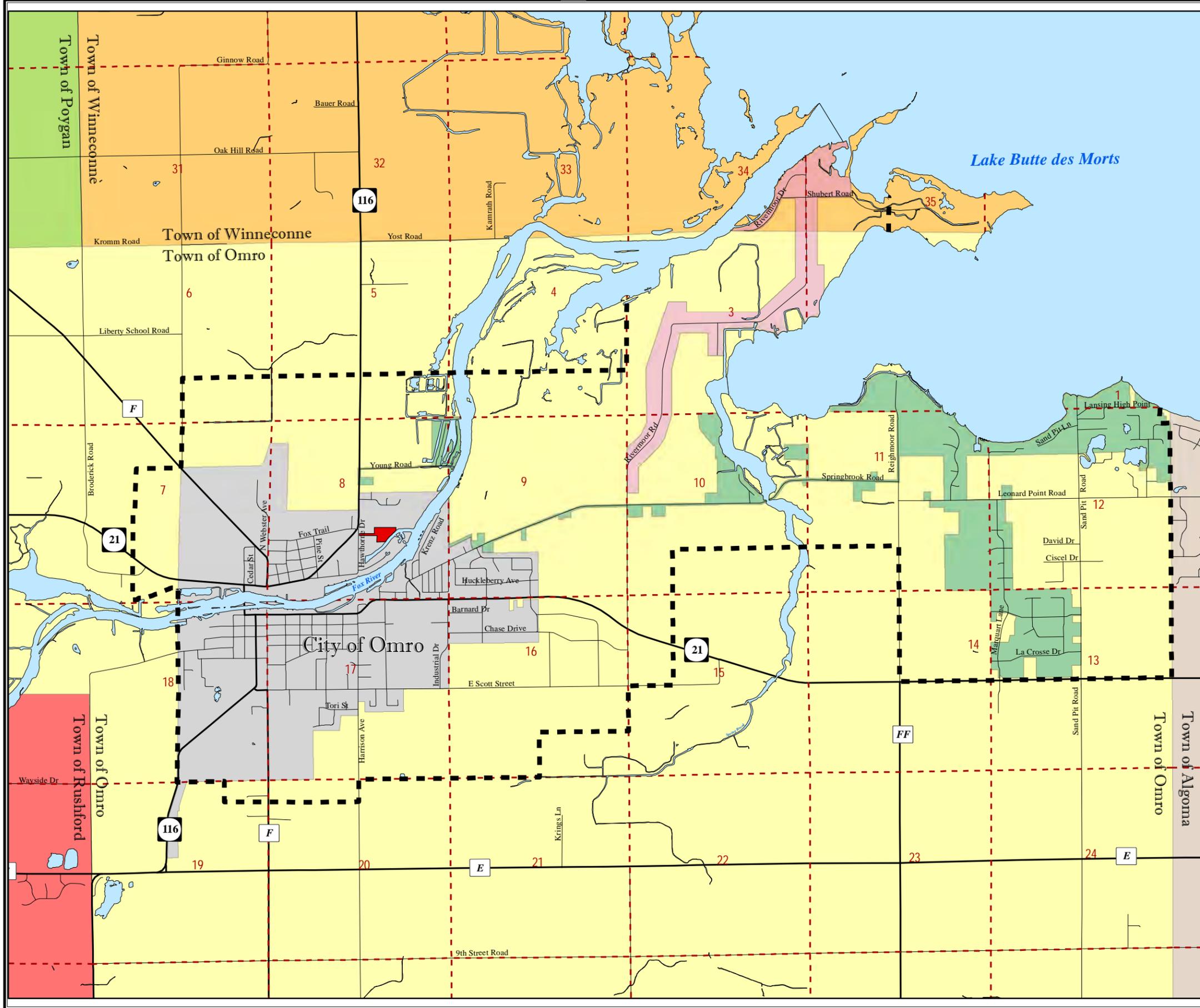
The District originally had an agreement with the City to allow seven hook-ups per year. Currently however, the Sanitary District is operating without maximum hook-up restrictions.

**Rivermoor Sanitary District No. 1** - The Rivermoor S.D. is located within the Town of Winneconne along the Fox River at the point where the river discharges into Lake Butte des Morts. The District consist of single family homes which currently utilize private on-site systems. These systems are aged and will need replacement in the future. The 2004 City of Omro Wastewater Facilities Plan states that the Rivermoor Sanitary District will need to be serviced by public sewer by the year 2015 and has built in capacity to accept the Districts future wastewater flows.

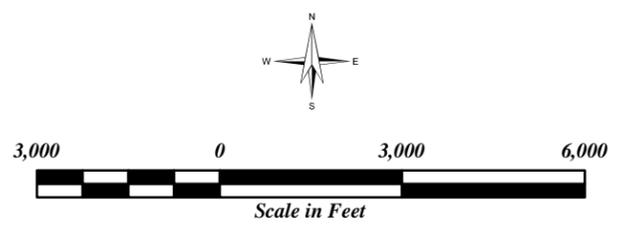
The projected 2005 population of the Sanitary District was 152 persons with 2.56 persons per household. In 2007 there was a total of 32 vacant/developable acres, all of which are slated for single family.

Although the need for service is approaching, the majority of property owners (67%) are currently against public sewer. As private on-site systems within the District continue to age, failure will become increasingly more likely and will require replacement. As this happens the need as well as property owner support for public sanitary service should increase. Due to this projected need, the Rivermoor Sanitary District will become proactive throughout the life of this plan working to establish service agreements and growth agreements with the City of Omro and the Town of Omro Sanitary District.

# Map 5 POLITICAL JURISDICTIONS and DMA's OMRO SEWER SERVICE AREA



- ■ ■ ■ 2050 Planning Area Boundary
- - - - Section Lines
- MINOR CIVIL DIVISIONS**
- City of Omro
- Town of Algoma
- Town of Omro
- Town of Poygan
- Town of Rushford
- Town of Winneconne
- SANITARY DISTRICTS**
- Rivermoor Sanitary District #1
- Town of Omro Sanitary District #1
- Wastewater Treatment Facility



This map and its associated sewer service area descriptions do not obligate a community(ies) to provide sewer service to property owners contained herein.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

Source: Digital base data provided by Winnebago County.  
Thematic data created by ECWRPC.



Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION - OCTOBER, 2009

WDR Certification Date - September 30, 2009



## Sewerage Collection & Treatment System

The original Omro wastewater treatment facility (WWTF) was constructed in late 1978, small upgrades were completed in 2004 with major plant upgrades completed in 2006. Due to the 2006 upgrades, plant capacity increased to 1.145 mgd and is designed so that capacity can be increased to 2.8 mgd. The treatment plant presently serves the City of Omro, Town of Omro Sanitary District No. 1, and is designed to serve the Rivermoor Sanitary District No. 1 which currently does not utilize sewer. The Omro WWTF also treats a small amount of waste from private haulers throughout the year.

The existing facility consistently meets permit effluent limits for all parameters (see Table 1). Based upon a 2006 observation period the facility has removal efficiencies of 95.85 percent biochemical oxygen demand (BOD), with an average monthly effluent of 6.6 mg/l. Total suspended solids (TSS) effluent averaged 5.0 mg/l per month and Phosphorus effluents averaged 0.7 mg/l per month. Periodic high clearwater flows into the plant do not appear to have a significant effect on treatment performance

Discharge permit information and design characteristics of the plant are as follows:

WPDES Permit Number:	WI-0025011-07-0
Expiration Date:	March 31, 2012
Receiving Water:	Fox River
Design Flow:	1.145 mgd
Average Flow:	0.48 mgd
Treatment Type:	Secondary treatment by activated sludge process with effluent limits for BOD, TSS, pH, Res, Cl
Sludge Treatment:	Liquid sludge
Sludge Disposal:	Agricultural land spreading

The existing Omro sewage collection system consists of approximately 19 miles of sanitary sewer with a total of 2 lift stations. There are areas throughout the City that utilize vitrified clay pipe (VCP). These areas are continually being replaced with PVC by the City. Sewer ranges in size from 4-inches to 21-inches with a 21-inch interceptor sewer located on the south side of the Fox River. A 27-inch interceptor routes wastewater flows under the Fox River from the south side of the City to the WWTF.

The City of Omro's sewerage system has had a history of infiltration and inflow (I&I) problems. These clearwater problems are especially significant during wet weather; however, the treatment plant has been able to continually meet the WPDES permit requirements. The City lined 3,000 feet of sewer in 2007, replaced CVP with PVC and sealed man holes in efforts to reduce I&I.

The Town of Omro Sanitary District #1 collection system was constructed in 1997 and consists of primarily 8-inch PVC gravity sewers. The Sanitary District owns, operates and maintains 5 lift stations and 34 grinder pumps. Forcemains (4, 8, & 10-inch) located along Reighmoor and Springbrook Roads transfer approximately 45,000 gallons per day to the City of Omro's WWTF.

The Rivermoor Sanitary District does not currently utilize public sewer, however it is anticipated that this area will likely be serviced by public sewer within the next 10-15 years. At this time the district is unsure how sewer will be extended to the Rivermoor area. One of two possible interceptor routes will need to be chosen by the District. At the moment the District does not know if it will own and maintain this line or if the District will enter into a service agreement with the Town of Omro S.D. As mentioned previously, the Rivermoor S.D. will become very proactive over the next few years working with the City of Omro and the Town of Omro S.D. in determining the fate of the Rivermoor Sanitary District.

**TABLE 1  
2006 OMRO WWFT PERFORMANCE SUMMARY**

Month	INFLUENT			EFFLUENT		BOD Removal Efficiency
	Avg. Monthly Flow (mgd)	Average Mo. BOD Concentration (mg/l)	Avg. Monthly BOD Loading (lbs/day)	Avg. Monthly BOD (mg/l)	Avg. Monthly TSS (mg/l)	
JAN	0.5268	133	586	5	6	96.24%
FEB	0.5029	179	750	8	4	95.53%
MAR	0.6288	167	876	7	5	95.81%
APR	0.592	137	676	5	5	96.35%
MAY	0.7426	113	700	12	6	89.38%
JUN	0.4865	133	540	6	5	95.49%
JUL	0.4651	179	695	8	8	95.53%
AUG	0.336	213	596	7	5	96.71%
SEP	0.3447	220	631	6	3	97.27%
OCT	0.3732	160	499	6	5	96.25%
NOV	0.3632	247	747	5	4	97.98%
DEC	0.4534	215	812	5	4	97.67%
<b>Total</b>	<b>5.82</b>	<b>2,096</b>	<b>8,108</b>	<b>80</b>	<b>60</b>	
<b>Average</b>	<b>0.48</b>	<b>175</b>	<b>676</b>	<b>6.67</b>	<b>5.00</b>	<b>95.85%</b>

Max Month Design Flow (mgd) = 1.145	BOD Permit Limit (mg/l) = 30
90% of Design = 1.0305	90% of Permit Limit = 27
Design BOD (lb/day) = 900	TSS Permit Limit (mg/l) = 30
90% of Design = 810	90% of Permit Limit = 27

*Note: Average of Monthly flows is 42.3% of design flow.*

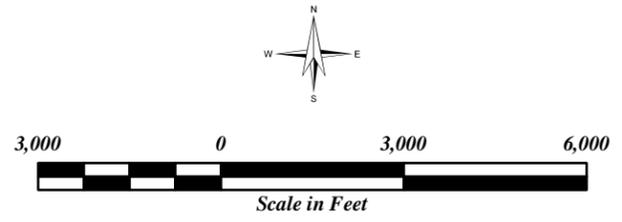
Source: City of Omro WWTF CMAR; 2006

10/3/2007

*This page intentionally left blank*

# Map 6 WWTP & INFRASTRUCTURE LOCATIONS OMRO SEWER SERVICE AREA

-  Lift Station Locations
-  2" - 6" Force Mains
-  10" - 18" Gravity Mains
-  21" Gravity Mains
-  24" Gravity Mains
-  27" Gravity Mains
-  2050 Planning Area Boundary
-  Sanitary District Boundary
-  City Corporate Limits
-  Township Boundary
-  Section Lines
-  Wastewater Treatment Facility



This map and its associated sewer service area descriptions do not obligate a community(ies) to provide sewer service to property owners contained herein.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

Source: Digital base data provided by Winnebago County.  
Thematic data created by ECWRPC.



Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION - OCTOBER, 2009  
WDRN Certification Date - September 30, 2009



## FORECAST GROWTH & DEVELOPMENT

The Omro Sewer Service Area is expected to have steady to moderate growth within the planning period. The Omro SSA population is projected to increase by 20% (865) bringing the total population to 5,153 persons by 2030. Demographic projections for the Omro SSA are listed below in Table 2; Appendix C (Tables C-2 through C-9) offers detailed demographic breakdowns for each entity within the SSA boundary.

Population growth, coupled with a continued decline in household size (persons per housing unit), indicates a need for 491 dwelling units. It is estimated that 85.3 percent of these (419) units will be single-family; 4.4 percent (4) will be duplex units, and 10.3 percent (51) will be multifamily units. Given the residential densities (Appendix C, Table C-7) of 1.9 single-family units, 3.8 for duplex, and 6.7 for multifamily units per acre, an additional 229 acres will be needed to sustain future residential development. With adjustment factors for necessary infrastructure (road, etc.) at 15%, as well as the 20% market factor an estimated 316 acres of additional residential land will be required by the year 2030. With 304 acres single family, one acre duplex, and 11 acres multi-family.

Labor force and employment data is not available for the Omro area. Therefore non-residential growth needs were determined by multiplying the existing amount of nonresidential development per capita by the projected 2030 population increase for the sewer service area.

An estimated total of 21.3 acres are needed to support the areas commercial and industrial development. After adding a 15% infrastructure factor and a market factor of 20%, the acreage required increases to 29.4 acres. (Appendix C, Table C-9)

**TABLE 2  
Omro SSA Population, Housing & Employment Projections**

Projection Type	Year						Change 2005 -2030	Change w/ 10% increase*
	2005	2010	2015	2020	2025	2030		
Total Population	4,288	4,442	4,598	4,770	4,964	5,153	865	951
Total Households (d.u.)	1,674	1,763	1,851	1,941	2,020	2,120	446	491
Total Employment	Note: used a per capita calculation vs. total employment figures							

*\*This figure is the one utilized as the base projection for the 2030 SSA acreage calculations.*  
Source: U.S. Census Bureau, 2000; ECWRPC, 2007.

Table 3 lists the acreage allocated to the Omro 2030 SSA Plan update based on the previous projections. The allocations also take into account local development plans and allocations for public use plans, market conditions, and public and institutional projects which are planned by communities. Based upon this there is an excess of 601 acres of developable acreage included in the service area, most of which is in the residential category. There are a total of 2,280 acres in the Omro 2030 SSA. Of this total, 946 acres are vacant and allocated for future development.

**TABLE 3 - SUMMARY OF 2020 & PROPOSED 2030 SSA CONDITIONS**

SSA Characteristic	2020 SSA	2030 SSA	2020-2030 Difference	2030 SSA Projection	"Excess" (2030 projection)*	% Over/ Under 2030 vs. Projected
Developed Land Uses	1,239	1,266	27	n/a	n/a	n/a
<b>Vacant Lands</b> (see below for breakdown by proposed land use)	<b>709</b>	<b>946</b>	<b>237</b>	<b>345</b>	<b>601</b>	<b>174%</b>
Vacant/Undevelopable Lands (includes 50' wet land buffer)	10	10	0	n/a	n/a	n/a
Environmentally Sensitive Areas (wet lands & stream buffer)	30	30	0	n/a	n/a	n/a
Water Areas	28	28	0	n/a	n/a	n/a
<b>Total SSA</b>	<b>2,015</b>	<b>2,280</b>	<b>264</b>	<b>345.0</b>	<b>601</b>	<b>n/a</b>

Vacant Land By Proposed Land Use Type	2020 SSA	2030 SSA	2020-2030 Difference	2030 SSA Projection	"Excess" (2030 projection)	% Over/ Under 2030 vs. Projected
Single Family Residential (incl. duplex)	563	688	124	305	383	125%
Multi-Family Residential	0	0	0	11	-11	-100%
Commercial/Industrial	62	167	105	29	138	468%
Public Institutional	63	69	6	n/a	n/a	n/a
Agriculture/Undeveloped (assumed to be SF Res.)	20	22	n/a	n/a	n/a	n/a
<b>Total Vacant Acreage</b>	<b>709</b>	<b>946</b>	<b>237</b>	<b>345</b>	<b>600</b>	<b>174%</b>

## **Growth Allocation Areas & 2030 SSA**

The policy basis for allocating growth areas is described in the Sewer Service Area Delineation and Planning Process on page. 59. These policies take into account a broad range of land use and environmental concerns directed towards encouraging orderly, cost-effective and environmentally sound development. Working within this broad policy base sewer service area planning also considers sewerage system capacities, land development market trends, development plans and preferences of individual communities. East Central may recommend that conditions be attached to WDNR sewer extension approvals, where needed, to preserve designated environmentally sensitive areas or other significant natural features that lie within the growth allocation areas.

### Priority Development Area Mapping

During each DMA 'working meeting' there was an attempt to identify a thorough assessment regarding the phasing, or 'priority' of development based on communities adopted comprehensive plan. During the 'working meetings' with each DMA and community, a map was developed which indicated their general thoughts of development timing based on their local plan, landowner knowledge and planned capital improvements. Three levels of 'priority' were assigned to overall areas requested for addition to the 2030 SSA and can be simply described as follows: #1 – generally felt to develop in the next 5, to possibly 10 years; #2 – generally felt to develop in 10 to 20 years, and; #3 – generally thought to develop in 20 or more years, primarily based on the need for, and timing of major sewer infrastructure. For the entire SSA, the 'priority area requests', were as follows: Priority #1 – 419.7 acres, Priority #2 – 149.9 acres, and Priority #3 – 0 acres (priority 3 areas were not identified for this update). Map 7 indicates the 'priority level' which was assigned to each community's acreage request. The 2030 SSA growth allocation areas encompassed a total of 211 acres of Priority #1 request areas and a total of approximately 4.1 acres of Priority #2 request areas.

While East Central will not formally hold each community to these development priorities, they will serve to remind the Commission, community, and public of the basic thoughts of development timing determined in 2007. It should be noted that East Central may, and in some cases has, recommend that conditions be attached to WDNR sewer extension approvals where needed to deal with conflicts related to development timing issues or to preserve designated environmentally sensitive areas that lie within the growth allocation areas.

### Year 2030 Sewer Service Area

The year 2030 Sewer Service Area for the Omro WWTF is illustrated in Map 8 and contains a total of 2,280 acres. Of this total, 30 acres have been designated as environmentally sensitive areas (ESAs) and 946 acres are considered to be vacant/developable areas. If one removes the vacant acreage that is reserved for public or institutional uses (69) from this total, a final figure of 877 acres are left to accommodate traditional residential, commercial, and industrial development. This compares to a calculated vacant acreage need of 345 acres for these types of development; therefore, an 'excess' of 548 vacant acres exists within the 2030 SSA. A more detailed listing of SSA allocations are contained in Appendix C. A short description of the major acreage allocations and growth areas are provided below:

- **City of Omro.** A total of 177.6 vacant acres were added to the City of Omro SSA. Approximately half of these acres are slated for single family development. Approximately 56 acres were added to an area located north of the Fox River and is split east and west by STH 116. This area was allocated in large part in response to the projected location of the STH 21 Bypass and a proposed STH 116 interchange. This area will continue to develop north as the future bypass becomes a reality. A small amount of acreage (approximately 19 acres) was allocated to the area east of South Webster Road and west of Harrison Avenue.

A sizable amount of commercial and industrial (C/I) acreage was allocated to the area east and southeast of the current Omro Industrial Park. The industrial park has been successful and the City will continue to promote development in this area throughout the life of this plan.

Two areas (highlighted on Map 8) within the City service area require lift stations. The highlighted lift station area north of STH 21 and south of Poygan Road is within the Omro 2030 SSA boundary. Due to the needed infrastructure, consideration was given to remove this area from the 2030 SSA. The City does not have any immediate plans to invest in the needed infrastructure to service this area, however if the STH 21 Bypass and mapped interchange to the west becomes a reality this area would have immediate development pressure. Recognizing this potential, this area will remain in the SSA boundary even through it contributes to the excess of vacant/developable acres above the plans projected needs.

- **Town of Omro S.D.** In the recent past the Sanitary District invested in infrastructure for two large platted subdivision located between Leonard Point Road and La Crosse Drive, however development of this area has been slow. The District recognizes the investment and the need to in-fill this area before allowing new subdivisions. Due to the abundance of vacant/developable acres which have sewer extensions in place, only a small amount of acreage (approximately 42 acres) was allocated to the Omro Sanitary District. The allocation area is located along Sand Pit Road between Leonard Point Road and Lansing High Point Road. This area was identified as a priority area by both the Town of Omro and the Omro Sanitary District.

Throughout the SSA update planning process the District identified landowner interests in developing a subdivision west of Sand Pit Road. To respond to this, the SSA line was located approximately 300 feet west of Sand Pit Road. This amounts to approximately 8 acres, which would allow for 10 to 15 single family homes (depending on design) to be developed initially. Once this area is developed and occupied, the district would be in favor of submitting a SSA amendment request and extending sewer to the second phase of development to the west.

The WDNR has requested that a 100 foot buffer be placed along all sewer lines that are located outside prior adopted SSA boundaries. For this reason, a 100 foot buffer has been added to a number of areas within the District. Sewer extensions off these lines will not be approved; however the District can service properties with private laterals (within the Districts specified maximum lateral distance) that fall along this buffer.

A small amount of acreage was allocated to an area stretching west from Sand Pit Road along the STH 21 corridor. This area is slated for future commercial development and the district will encourage phasing of sewer extensions.

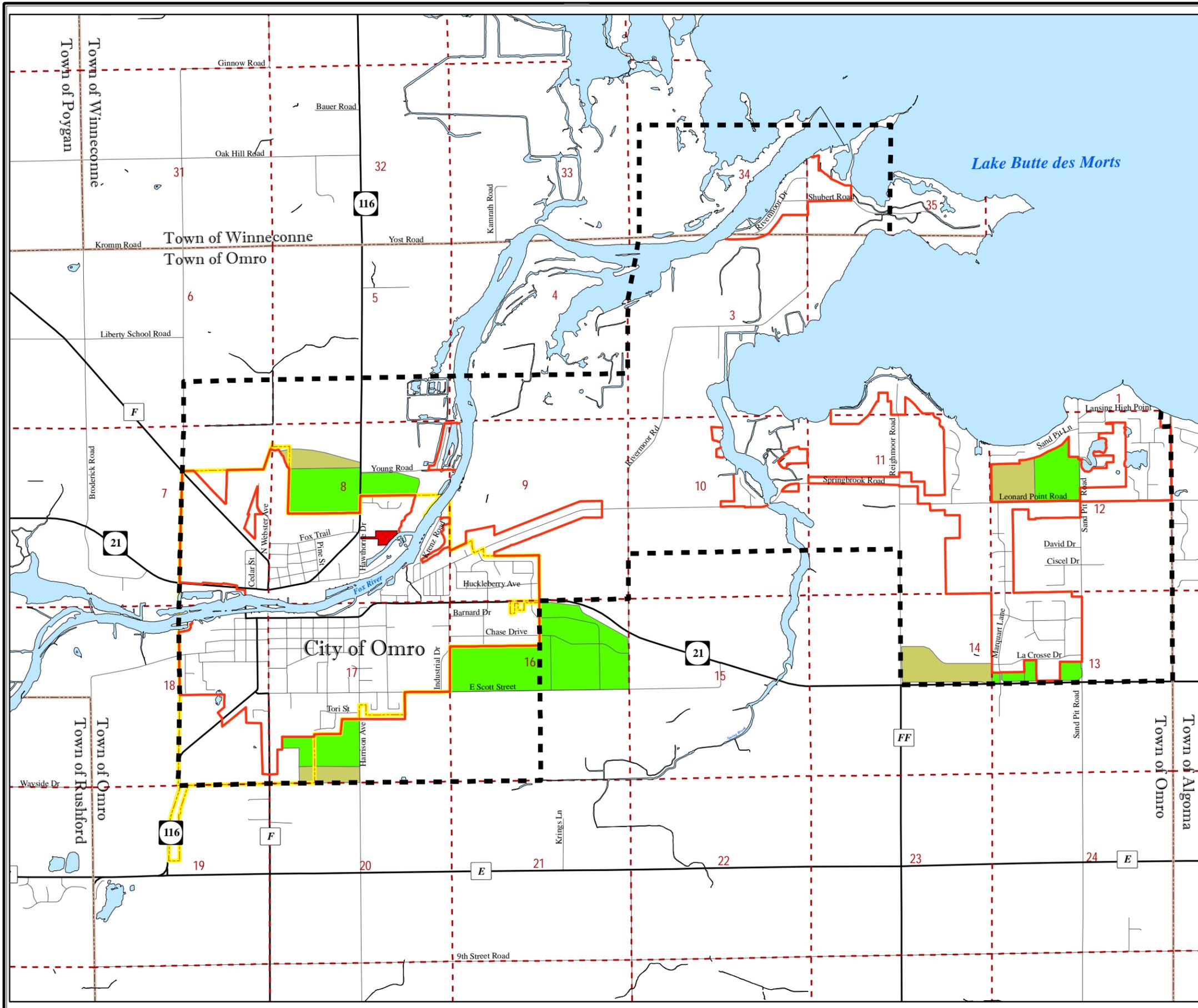
- **Rivermoor S.D.** As mentioned previously the Rivermoor S.D. does not currently utilize public sewer, however it is anticipated that the area will be serviced within the next 10 to 15 years. By definition the SSA boundary highlights areas that will be serviced by public sewer within a 20 to 25 year time frame. At the current time the District is unsure about exact route an interceptor will be extended and therefore will not be represented by the 2030 SSA boundary line.

The Rivermoor S.D. will become very active throughout the life of this plan. Intergovernmental cooperation and planning will need to be initiated by the Rivermoor S.D. working with the City of Omro, Omro S.D, and the Town of Omro. Agreements will need to be made in regards to service agreements, growth agreements, daily maximum flow amounts, and the interceptor route location.

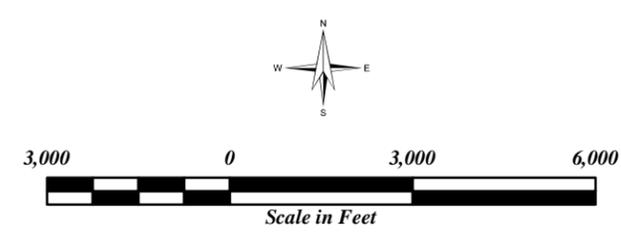
*This page intentionally left blank*

# Map 7

## PRIORITY DEVELOPMENT AREAS OMRO SEWER SERVICE AREA



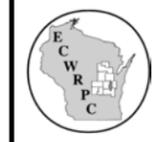
- 2020 Planning Area Boundary
- 2020 Sewer Service Area Boundary
- Section Lines
- City Corporate Limits
- Township Boundary
- First Priority Request By DMA
- Second Priority Request By DMA
- Wastewater Treatment Facility



This map and its associated sewer service area descriptions do not obligate a community(ies) to provide sewer service to property owners contained herein.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

Source: Digital base data provided by Winnebago County.  
Thematic data created by ECWRPC.

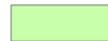


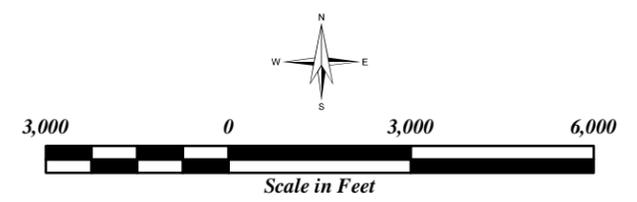
Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION - OCTOBER, 2009  
WDR Certification Date - September 30, 2009



# Map 8

## 2030 OMRO SEWER SERVICE AREA

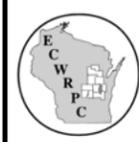
-  2030 Sewer Service Boundary
-  2050 Planning Area Boundary
-  City Corporate Limits
-  Township Boundary
-  Section Lines
-  2030 Service Area Allocations
-  Lift Station Infrastructure Needed
-  2030 Sewer Service Area
-  Wastewater Treatment Facility



Source: Digital base data provided by Winnebago County.  
Thematic data created by ECWRPC.

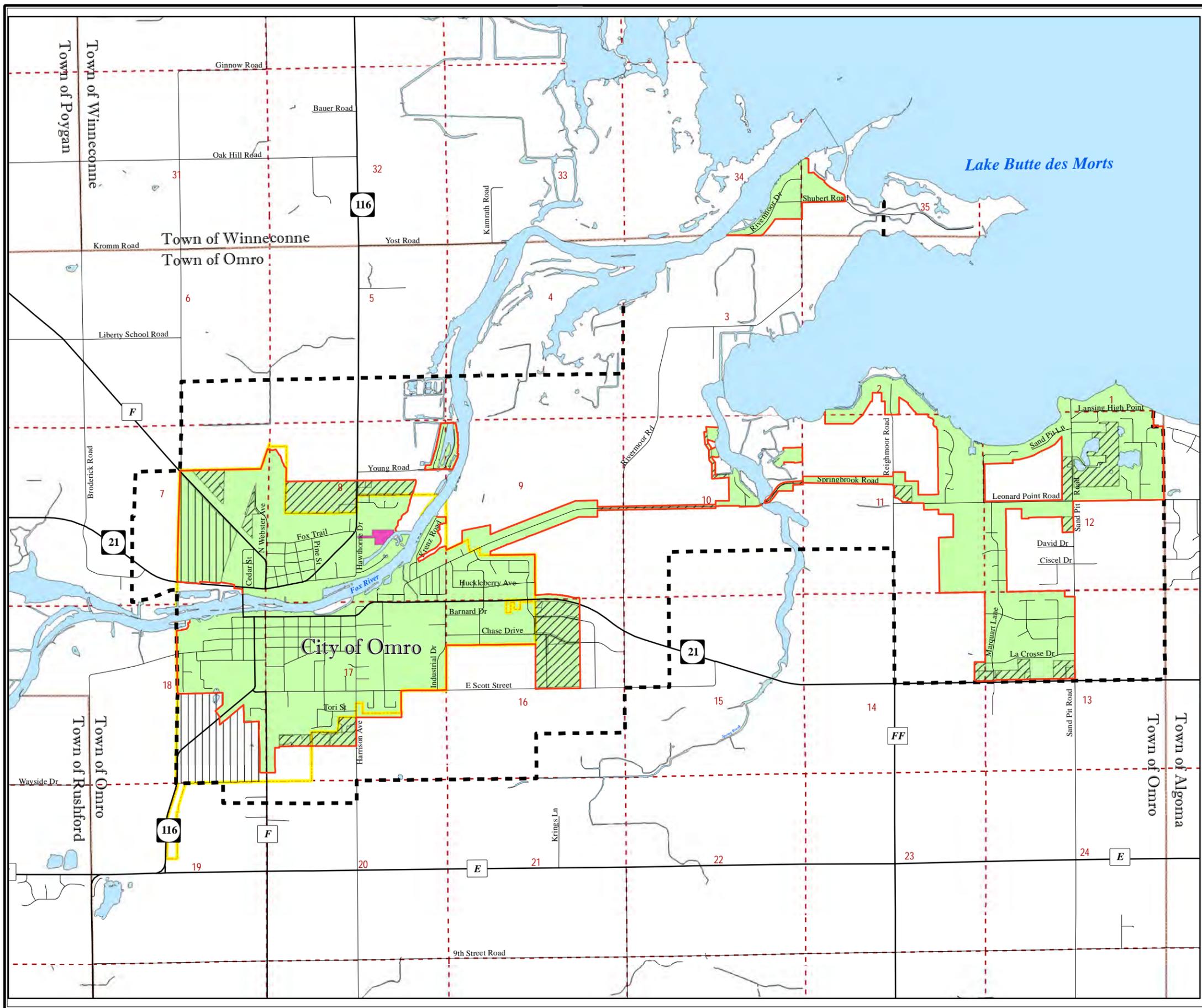
This map and its associated sewer service area descriptions do not obligate a community(ies) to provide sewer service to property owners contained herein.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.



Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION - OCTOBER, 2009

WDNR Certification Date - September 30, 2009



### **Holding Tank Service Areas**

There are numerous individual on-site septic systems within the Omro Planning Area. According to Wisconsin Administrative Code NR113 septic pumped from these systems should be directed to the area wastewater treatment facilities. In addition, large holding tanks exceeding 3,000 gallons per day need a special holding tank service area designation. There are no large holding tanks present in the Omro Planning Area. A complete inventory of existing private on-site holding tanks and septic systems is not available from the county at this time.

### **Water Quality Assessment & Development Impacts**

Continued urbanization of the Omro Sewer Service Area will impact surface and groundwater resources. Surface water runoff and pollutant loadings are likely to increase and groundwater recharge is likely to decrease. The scope of these impacts cannot be precisely determined because specific future development characteristics (location, type, density and site mitigation) are unknown. However, it is possible to generally estimate water quality impacts by applying assumptions relative to the nature of future development.

#### **Point Source Water Quality Impacts**

Population growth and commercial/industrial development will increase wastewater flows and loadings to the treatment plant and ultimately to the Fox River. Without a wastewater engineering assessment it is not possible to analyze specific flows for the different existing land uses and estimate future flows. A rough estimate comparing existing average daily flows of current development to a percentage increase in overall future development can be made (Table 4). Based upon this analysis, the average flows are expected to increase by 0.385 mgd which is well within the capacity of the current treatment facility.

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

The Omro SSA includes portions of two sub-watersheds. Various land uses within these sub-watersheds contribute significant urban and agricultural runoff to Lake Butte des Morts and the Winnebago Pool Lakes. Sediment loads, nutrients and other pollutants are carried through storm sewers and drainageways throughout the SSA.

Surface water runoff and pollutant loadings will increase with the forecast growth for the 2030 SSA.

The placement of roads, buildings 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 these more intensive urban uses. The Department of Natural Resources has general guidelines for estimating unit area loadings of pollutants by land use categories. Within the Omro Sewer Service Area four pollutants have been analyzed for seven land use categories. The estimated loadings address both existing and future land uses. The estimates only relate to land uses within the service area with resultant impacts on the Fox River, Lake Butte des Morts, and the Lake Winnebago Pool Lakes. Specific subwatershed analysis has not been attempted.

The estimated annual pollutant loadings for the existing developed area (based on the 2007 land use) within the Omro SSA are listed in Table 5. The land uses within this area consist primarily of older development with significant infrastructure, therefore stormwater mitigation is more difficult and costly in these areas.

Table 6 illustrates the future annual pollutant loadings expected based on the total amounts of development which could occur by 2030 within the Omro SSA if all the available vacant lands were developed. The pollutant loadings are estimates for the proposed land uses with no significant stormwater mitigation measures or practices adopted. 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. These loadings can serve as a baseline for proposed areawide stormwater reduction efforts.

## TABLE 4: WASTEWATER FLOW PROJECTIONS

### OMRO SSA - PROJECTED 2030 RESIDENTIAL WASTEWATER FLOWS

SSA	2005 Population	2030 Population	2005-2030 Increase	2005-2030 SSA Population Increase (includes additional 10% of 2005-2030 increase)	Additional Flows (@ 80 gallons per day per person)		Peak Flows (@4.0 factor)	
					gallons per day (gpd)	millions of gallons (mgd)	gallons per day (gpd)	millions of gallons (mgd)
C. Omro	3,355	3,962	607	668	53416	0.053416	213664	0.213664
T. Omro S.D. #1	781	997	216	238	19008	0.019008	76032	0.076032
Rivermoor S.D.	152	194	42	46	3,696	0.004	14,784	0.015
<b>Totals</b>	<b>4,288</b>	<b>5,153</b>	<b>865</b>	<b>952</b>	<b>3,696</b>	<b>0.004</b>	<b>14,784</b>	<b>0.015</b>

Source: City of Omro 2006 CMAR; ECWRPC

### OMRO SSA - PROJECTED 2030 COMMERCIAL/INDUSTRIAL FLOWS

SSA	2005 C/I Acreage Totals	2030 C/I Acreage Totals	Acres + 20% Market Factor*	Projected Flows (@ 1100 gal./ac./day)	
				Gallons per day (gpd)	Millions of Gallons per Day (mgd)
C. Omro	155	246	295	324,192	0.324
T. Omro S.D. #1	18	35	42	45,936	0.046
Rivermoor S.D.	0	0	-	-	0.000
<b>Totals</b>	<b>173</b>	<b>280</b>	<b>336</b>	<b>370,128</b>	<b>0.370</b>

Note: C/I acreage totals include vacant/developed lands which are slated for C/I development delineated by the City and Town of Omro Comprehensive Plans.

Source: City of Omro 2006 CMAR; ECWRPC

### OMRO - SUMMARY OF PROJECTED FLOWS & WWTF CAPACITIES

SSA	Additional Residential Flows (mgd)	Additional Comm/Ind. Flows (mgd)	Total Additional Flows (mgd)	Existing WWTF Flows (Avg. of 2006 mo. Avg. flows - mgd)*	Existing / Planned* WWTF Design Capacity (mgd)	Difference (Ex. / Planned Capacity - Existing & Projected Flows)
Omro SSA	0.015	0.370	0.385	0.48	1.145	0.28

**TABLE 5****Omro SSA - Existing (2007) Non-Point Source Pollution Loading Estimate**

2007 Acres	Unit Area Loads by Land Use (lbs/acre/yr)					Calculated Loadings (lbs)			
	Development Type	Sediment	Phosphorus	Zinc	Lead	Sediment	Phosphorus	Zinc	Lead
643.0	Medium Dens Res. (2-6 units/ac, no alleys)	190.0	0.5	0.2	0.2	122,170.0	321.5	128.6	128.6
17.4	Multi-Family Res. (3+ units / 1-3 stories)	420.0	1.0	0.7	0.8	7,308.0	17.4	12.2	13.9
58.1	Commercial (strip/downtown)	1,400.0	1.5	2.1	2.7	81,340.0	87.2	122.0	156.9
52.9	Manufacturing Industries	900.0	1.5	2.1	2.4	47,610.0	79.4	111.1	127.0
274.8	Freeways / Local Roads	600.0	0.9	1.9	2.5	164,880.0	247.3	522.1	687.0
708.5	Undeveloped / Vacant	25.0	0	0	0	17,712.5	2.7	0	1.4
188.5	Institutional / Governmental	700.0	0.5	0.6	1.1	131,950.0	94.3	113.1	207.4
1,943.2	<b>TOTALS</b>					<b>572,970.5</b>	<b>849.7</b>	<b>1,009.1</b>	<b>1,322.1</b>
						<b>Tons</b>	<b>286.49</b>	<b>0.42</b>	<b>0.50</b>
								<b>0.66</b>	

Source: ECWRPC, 2007

Note: Total SSA acres is less than previously noted due to water features not being included in these calculations.

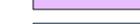
**TABLE 6****Omro SSA - Future (2030) Non-Point Source Pollution Loading Estimate**

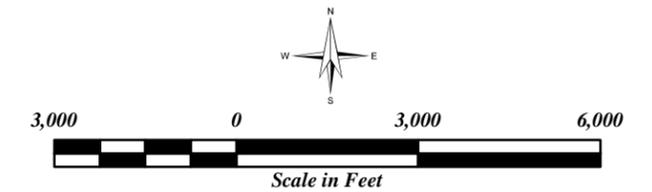
2007 Acres	Unit Area Loads by Land Use (lbs/acre/yr)					Calculated Loadings (lbs)			
	Development Type	Sediment	Phosphorus	Zinc	Lead	Sediment	Phosphorus	Zinc	Lead
648.1	Medium Dens Res. (2-6 units/ac, no alleys)	190.0	0.5	0.2	0.2	123,139.0	324.1	129.6	129.6
17.4	Multi-Family Res. (3+ units / 1-3 stories)	420.0	1.0	0.7	0.8	7,308.0	17.4	12.2	13.9
60.5	Commercial (strip/downtown)	1,400.0	1.5	2.1	2.7	84,700.0	90.8	127.1	163.4
52.9	Manufacturing Industries	900.0	1.5	2.1	2.4	47,610.0	79.4	111.1	127.0
284.2	Freeways / Local Roads	600.0	0.9	1.9	2.5	170,520.0	255.8	540.0	710.5
945.6	Undeveloped / Vacant	25.0	0	0.0	0	23,640.0	9.5	0	4.7
198.7	Institutional / Governmental	700.0	0.5	0.6	1.1	139,090.0	99.4	119.2	218.6
2,207.4	<b>TOTALS</b>					<b>596,007.0</b>	<b>876.1</b>	<b>1,039.1</b>	<b>1,367.6</b>
						<b>Tons</b>	<b>298.00</b>	<b>0.44</b>	<b>0.52</b>
								<b>0.68</b>	

Source: ECWRPC, 2007

Note: Total SSA acres is less than previously noted due to water features not being included in these calculations.

# Map 9 YEAR 2030 SSA & PROPOSED LAND USE OMRO SEWER SERVICE AREA

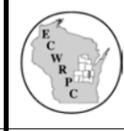
-  2030 Sewer Service Boundary
-  2050 Planning Area Boundary
-  City Corporate Limits
-  Township Boundary
-  Section Lines
-  Streams
-  Proposed Single Family
-  Proposed Commercial
-  Proposed Industrial
-  Proposed Public/Institutional
-  Open Space/Recreational
-  Proposed Utilities
-  Proposed Roadways
-  Proposed STH 21 (Unofficial)
-  Proposed Stormwater Detention
-  Agricultural - (No Designation)
-  Existing Development
-  Wastewater Treatment Facility
-  75 Foot Stream Buffer
-  WDNR Designated Wetlands



Source: Digital base data provided by Winnebago County.  
Thematic data created by ECWRPC.

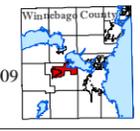
This map and its associated sewer service area descriptions do not obligate a community(ies) to provide sewer service to property owners contained herein.

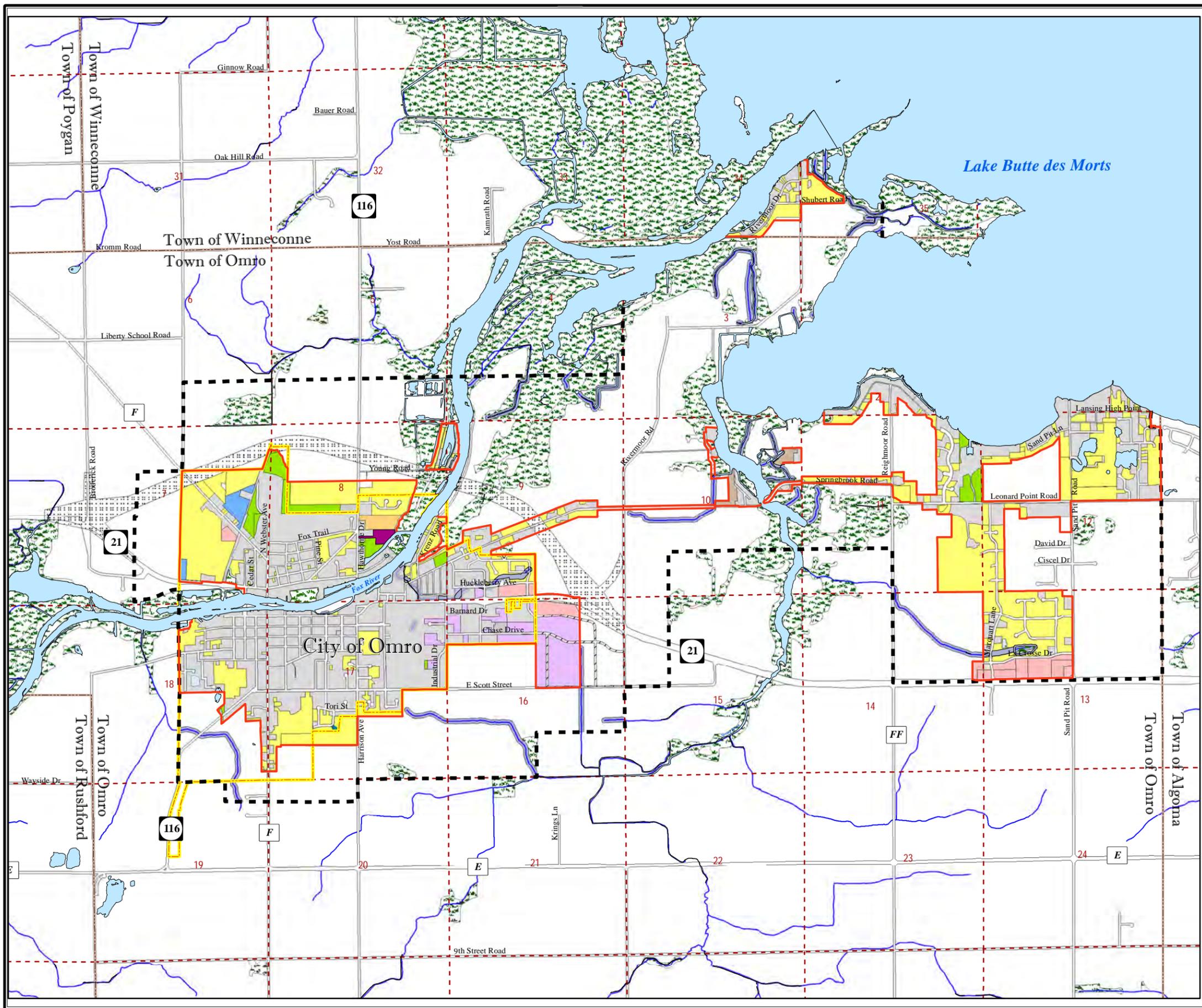
This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.



Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION - OCTOBER 2009

WDNR Certification Date - September 30, 2009





### Groundwater Impacts

A United States Geological Survey study on groundwater and aquifer conditions for the Fox Valley region was completed in 1998. Findings of this study have determined that the deep aquifer (sandstone deposits), which provides high capacity wells, is recharged from the west and northern edges of the Fox Cities urban area. Increased development of the recharge areas could have long-term impacts on the groundwater recharge. Conversion of rural/agricultural lands to urban uses may impact both the quality and quantity of groundwater as development continues. Groundwater recharge will decrease as areas are paved over or built upon. At the same time, withdrawal of groundwater on a regional basis is likely to increase for domestic, commercial and industrial use. According to U.S.G.S. reports, the deep sandstone aquifer in the Fox Cities area is declining at a rate of two feet per year.

While there are no significant negative groundwater impacts anticipated with increased development in the service area, there may be localized impacts as areas develop. The City of Omro obtains its potable water supply from two municipal artesian wells. The Town of Omro (and both Sanitary Districts) in large part utilize private wells for its potable water supply. A portion of the Town of Omro Sanitary District receives potable water from the Town of Algoma Sanitary District, which is part of the Oshkosh 2030 SSA Plan. The Omro Sanitary District is continuing to discuss service agreements for potable water with the City of Omro and the Town of Algoma Sanitary District.

### Water Quality Protection & Stormwater Management

Cumulative impacts, including loss of baseflow in streams from increased development of impervious surfaces and enhanced stream flashiness and the resulting streambank erosion from alterations to headwaters and tributaries, will occur with full buildout of the sewer service area. Stormwater management actions other than large-scale detention ponds are available for older urban areas such as enhanced street sweeping, comprehensive stormwater management and other nonstructural best management practices.

Various stormwater management activities are underway within the planning area. For example the Town of Omro requires on-site stormwater detention for any new subdivisions larger than five acres.

East Central recommends receipt of preliminary subdivision plats for review for a conformance check with the sewer service area and water quality plan. Recommendations are made for final plat approval concerning water quality and stormwater management as well as environmental and cultural resource concerns.

East Central also provides mandatory sewer extension review comments. 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 or uses, East Central may identify mitigating conditions to be incorporated into the development proposal, and request the WDNR to attach such conditions to any sewer extension approval for the proposed development. Where the impacts of development pose significant water quality impacts or negatively impact environmentally sensitive areas the Commission may recommend denial of the proposed extension.

Voluntary preliminary plat review and mandatory sewer extension review are the primary mechanism for service area plan implementation and the attainment of water quality plan objectives.

### **Plan Implementation & Recommendations**

#### Plan Implementation

Although sewer service area planning was initiated at the state and federal levels, successful implementation of each plan rests at the local level. In the state-approved Areawide Water Quality Management Plan for the Fox River Valley, certain local units of government are assigned water quality management functions. Entities with adequate authority to plan, construct, operate and maintain wastewater collection and treatment facilities are designated as management agencies for portions of the planning area within their jurisdictions. The City of Omro, Town of Omro Sanitary District #1, and the Rivermoor Sanitary District #1 are currently designated. The functions of the respective units concerning sewerage system management are shown in Table 6:

**Table 7  
DESIGNATED MANAGEMENT AGENCIES**

Governmental Unit	Category of Designation	Management Function
City of Omro	III	Collection & Treatment
T. Omro S. D. #1	I	Collection
Rivermoor S.D. #1*	I	Collection

\*The Rivermoor S.D. is designated as a category I, however the District does not currently utilize public sewer.

### Plan Recommendations

The city and sanitary districts, as the designated management agencies for the wastewater treatment and collection systems, and the city, towns and county, as the agencies responsible for development policies and regulations, should do the following:

1. Adopt the Omro 2030 Sewer Service Area Plan update;
2. Review and update development policies and regulations in light of the sewer service plan boundaries and recommendations;
3. Submit preliminary land subdivision plats to 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 plans and amended plans 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.

In addition to implementing sewer service area plans, local government may exercise other authority conferred upon them by state statute to preserve and protect water quality. Local governments 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.

1. All communities should review and address issues and recommendations identified in the Upper Fox River Basin Integrated Management Plan.
2. The City should establish an extraterritorial zoning committee with the Town of Omro, so that land use outside of the City's Corporate limits but within the Planning Area and/or the extraterritorial area can be regulated.
3. Intergovernmental cooperation should continue between the City, the Town of Omro, the Town of Omro S.D., and the Rivermoor S.D. developing such things as:
  - Growth agreements;
  - Annexation agreements;
  - Wellhead protection ordinance;
  - Sanitary sewer service agreements (i.e. total number of hook-ups per year).

4. The Rivermoor S.D. should determine which route the interceptor will utilize (i.e. along Rivermoor Road or under the channel). Once the route is determined the S.D. will need to develop service agreements with the City of Omro and the Town of Omro S.D.
5. Continue to address issues and regulatory methods for the management of on-site system development within the 2050 Planning Area to better recognize the existing investment in sewer infrastructure.
6. Complete and/or update as necessary, local and county 'smart growth' comprehensive plans and incorporate information as necessary from the 2030 SSA Plan.
7. Consider the utilization of various regulatory tools to ensure the timely planning, financing, an extension of public utilities for new development:
  - a. Subdivision Ordinance – particularly with respect to interim development serviced by on-site systems within the 2050 Planning Area in order to ensure the logical extension of future sanitary sewer mains. Things to consider, from a design perspective include:
    - Lot size;
    - Lot frontage;
    - Potential for future lot splits;
    - Allowance of 'cluster developments' with a single community well and treatment systems (conservation subdivisions);
    - Reservation of easements for future sewer extensions; and
    - Road patterns which allow for effective extension of sewer in the future.

## **SEWER SERVICE AREA DELINEATION AND PLANNING PROCESS**

---

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 redefinition 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. Undeveloped lands surrounding these entities are also included based on the potential ability to provide sewer service in the long-term future according to the existing/planned wastewater treatment and collection system. Additionally, clusters of nearby, existing development may be included if sewer may be warranted in the future due to failing on-site systems. Planning areas also 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 Figure 1. All wetlands shown on the state Wisconsin Wetland Inventory Maps and flood-ways 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.

The Wisconsin 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. The WDNR's code guidance document states:

"Environmentally sensitive areas will be used for all environmental features that should be excluded from sanitary sewer service areas."<sup>1</sup>

East Central, after deliberations with technical and policy advisory committees, defined environmentally sensitive areas in a manner that complements existing local, state and federal regulations which protect various environmental amenities. While NR 121 authorizes sewer service area plans to identify a broad array of natural features as environmentally sensitive areas, only those features which were believed vital in the East Central Wisconsin Region to preserve environmental quality were so designated. Although the delineation of environmentally sensitive areas is intended to provide adequate long term and uniform environmental protection for all sewer service areas within the East Central Wisconsin Region, the environmentally sensitive area classification may be changed in two ways in response to specific local development proposals.

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

- (1) removal of any mapped wetland area for sewered development, unless resulting from an activity exempted by state administrative rules governing wetland protection [NR 117.05(2)] or state approved rezoning of wetlands;
- (2) reduction of a delineated floodway of any navigable stream or river, or removal of any area below the ordinary high water mark of a navigable stream, pond, or lake;
- (3) total removal or change in the continuity of any corridor segment including floodways, wetlands, shoreland buffer strips or steep slopes adjacent to water bodies. The water quality benefit 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 do not require prior approval of the East Central Wisconsin Regional Planning Commission or the Department of Natural Resources. However, as part of the sanitary sewer extension review process, East Central has to be informed of the change before it is effective. East Central is then responsible for informing the Department of Natural Resources of the change.

---

<sup>1</sup> "Guidance for Approving Sewer Service Area Plans and Plan Amendments." WDNR Correspondence, February, 1982.

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

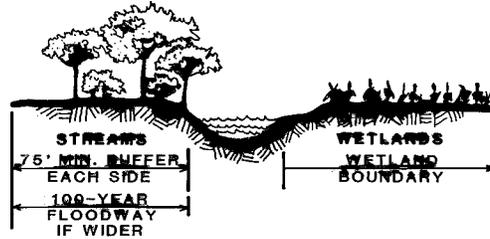
The second type involves changes which would not seriously affect water quality and are the result of specific development proposals to include:

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

Figure 1

**ENVIRONMENTALLY SENSITIVE AREA STANDARDS**

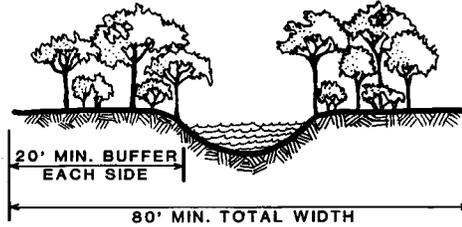
**NAVIGABLE STREAMS & WETLANDS**



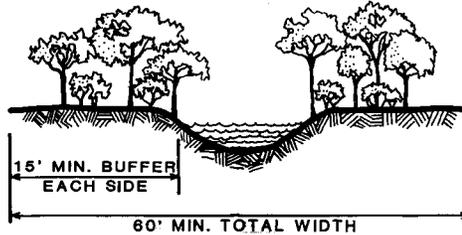
**NON-NAVIGABLE STREAMS & DRAINAGEWAYS  
DRAINAGE AREA GREATER THAN APPROXIMATELY 2000 ACRES**



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



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



## IDENTIFICATION AND QUANTIFICATION OF EXISTING CONDITIONS

The ability to inventory existing conditions both quantitatively and qualitatively are paramount to evaluating land use and development trends and impacts. Aerial photos are the basis for identifying and quantifying land uses within the East Central region. Comparing aerial photos at different time intervals can establish trends in types and magnitude of land uses. East Central's 2000 aerial photography and land use inventory was the last complete coverage of the Fox River Valley and the region. For the most up-to-date coverage, aerial photography flown by individual counties at various times is utilized. This information is supplemented by land use maps prepared from spot field surveys. Acreages for major land use categories are computer digitized and aggregated by section-township-range. Totals are also calculated for each town, town sanitary district, village, city and county within the planning area. In conjunction with the land use mapping program, all village and city municipal boundaries, as well as sanitary district limits, are identified on the aerial photos and transferred to the sewer service area digital maps.

Sanitary sewerage systems for all communities are identified on the sewer service area GIS data files. The location and size of most sewer collectors, mains, and interceptors (18" or larger), as well as 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. Additionally, "holding tank" service areas, if they exist, are identified on the GIS system within the planning areas.

Important for analyzing the planning areas, existing urban development areas are delineated on digital maps based on land uses shown on the 2000 aerial photos. Urban development areas consist of all concentrations of development within the planning area, together with undeveloped lands which are sewered or otherwise committed for short-term development. These urban development areas are, in most instances, the minimal land areas which should be designated as sewer service areas.

In addition to the development information included on the digital maps, existing sewer service area boundaries are 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 has been the primary long-term growth area forecast in the 2030 sewer service area plan. These lands are 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 which could impact environmental quality or development potential are identified. These areas are termed areas with "limiting environmental conditions" and include lands 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 digital maps, additional data is collected on existing population, numbers of dwelling units, mixes and densities of residential development, existing employment by type and amount, and densities of industrial, commercial and institutional development.

Much of this information is available from the 2000 and later census materials; other information is gathered from state and local sources. This data is contained in East Central's data and GIS 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, major refinements were made to the original 1990 goals, objectives and policies over the years. 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.

A significant policy change involves the requirement of adopted community comprehensive plans prior to SSA plan updates in the urbanized areas for the year 2000. An additional change involves urban service delivery criteria which recommend thresholds and standards for levels of urban services. The goals, objectives and policies are included in Appendix D of the plan.

## **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 2000-2030 Department of Administration (DOA) population projections by five year increments for individual counties. DOA utilizes the cohort component method of population projection. These are the official state projections, consistent with U.S. Bureau of Census State of Wisconsin projections. The DOA county projections are required to be used as control totals in accordance with Wis. Admin. Code NR-121 for the development of sewer service area plans. A detailed description of the population projection process is included in the East Central report Population Characteristics of the East Central Region, October, 2004. The official DOA projections have been updated for this plan using the DOA annual population estimates for the counties and individual MCD's.

East Central has developed a process for distributing the county population projections to the minor civil division (MCD) level. This estimating process uses the "share-of-the-county trending

methodology." This methodology is 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 is used which establishes "urban area" control totals. These control totals are then allocated to Transportation Analysis Zones (TAZ's) in the Fox Cities, Oshkosh and Sherwood areas and Special Analysis Zones (SAZ's) in the Fond du Lac area. This special projection process is 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 are 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 experience an increase in population, but still form new households which require new housing construction.

Once household size is established, residential development densities and the mixture of single-family/multifamily uses is determined. The number of dwelling units per acre is determined from existing residential development densities for the three major urban areas using recent subdivision plats for calculation purposes. Planned (future) densities are based on either locally adopted land use plan policies or, in the case where plans did not exist or a density was not specified, an assumption was made that existing densities will continue into the future.

The mix of residential development is determined from existing land use and building permit records from the various communities. The residential mix varies greatly from community to community. Community specific mixes are used for freestanding communities; however, standardized splits for the Fox Cities, Sherwood and Fond du Lac areas are developed and applied within the growth forecast method.

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

## **Non-Residential Development**

Forecasts of nonresidential development are 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 rural planning areas. Within the urban areas the population projections plus a commuter variable serve as a basis for estimating future employment. These employment estimates are 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 are used to calculate employment for various employment categories. After future employment is estimated for commercial and industrial uses, densities are applied (employees per acre) and total acres of the land needs are calculated. This acreage is then allocated within particular planning areas.

In the outlying areas, a much simpler process for forecasting nonresidential growth is required, because of deficiencies in labor force and employment data available for small communities. Furthermore, because these communities have a small commercial and industrial base, 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 is used which calculates the existing amount of nonresidential development per capita within the area then multiplies 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, local politics, 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 project's GIS files are used to designate these growth areas. The following criteria and standards are 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. Where the cost-effectiveness of sewerage areas of existing development is questionable, these areas shall be designated with the approval of WDNR wastewater facility plans.

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, industrial and institutional growth projections. Once final acreage is determined a 20% "market factor" of developable acreage will be added to adjust for land development flexibility, unless otherwise noted.
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 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 and the community adopts a specific site development plan and subdivision plat for the area specifying no smaller subdivision of parcels will be allowed.

12. The allocations should be consistent with adopted local comprehensive plans within the planning area.

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

Early in the service area planning process, a policy decision was made that the total allocated growth acreage for individual sewer service areas as delineated in the 1995 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 are greater than the updated forecast growth which is to be allocated. The result of this policy is that there are fewer service areas where the existing service area boundaries need to be expanded.

## **PUBLIC AND COMMUNITY PARTICIPATION**

Citizen participation during the update of the service area plans has been and is encouraged throughout the process. In this service area planning update, Goals, Objectives and Policies were refined in conjunction with the Transportation/Land Use Plan update process. Ad hoc Technical Advisory Committees (TACs) were formed and refined the policies during 2004 and 2005.

General public participation is sought from communities and counties during the plan update process through individual meetings with the entities. Public information meetings were held for each sewer service area once draft maps were completed. The purpose of sewer service area planning, the planning process, existing conditions of the service area and growth forecasts are explained. As a follow-up to these meetings (in smaller communities these meetings are combined) additional meetings are held for communities within each sewer service area to address specific issues. The designated service area boundaries are reviewed as part of these meetings. Public information meetings are listed in Appendix A of the service area plan. A final public hearing is noticed and held as part of the Community Facilities Committee meeting and approval.

## **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 River Water Quality Management Plan or appropriate river basin plan. After WDNR certification the plan becomes effective and copies of the final plans are distributed to the affected communities.

*This page intentionally left blank*

# **SEWER SERVICE AREA AMENDMENT & UPDATE PROCESS – August, 2004**

---

## **BACK GROUND**

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 the communities illustrated in Map 39.

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.

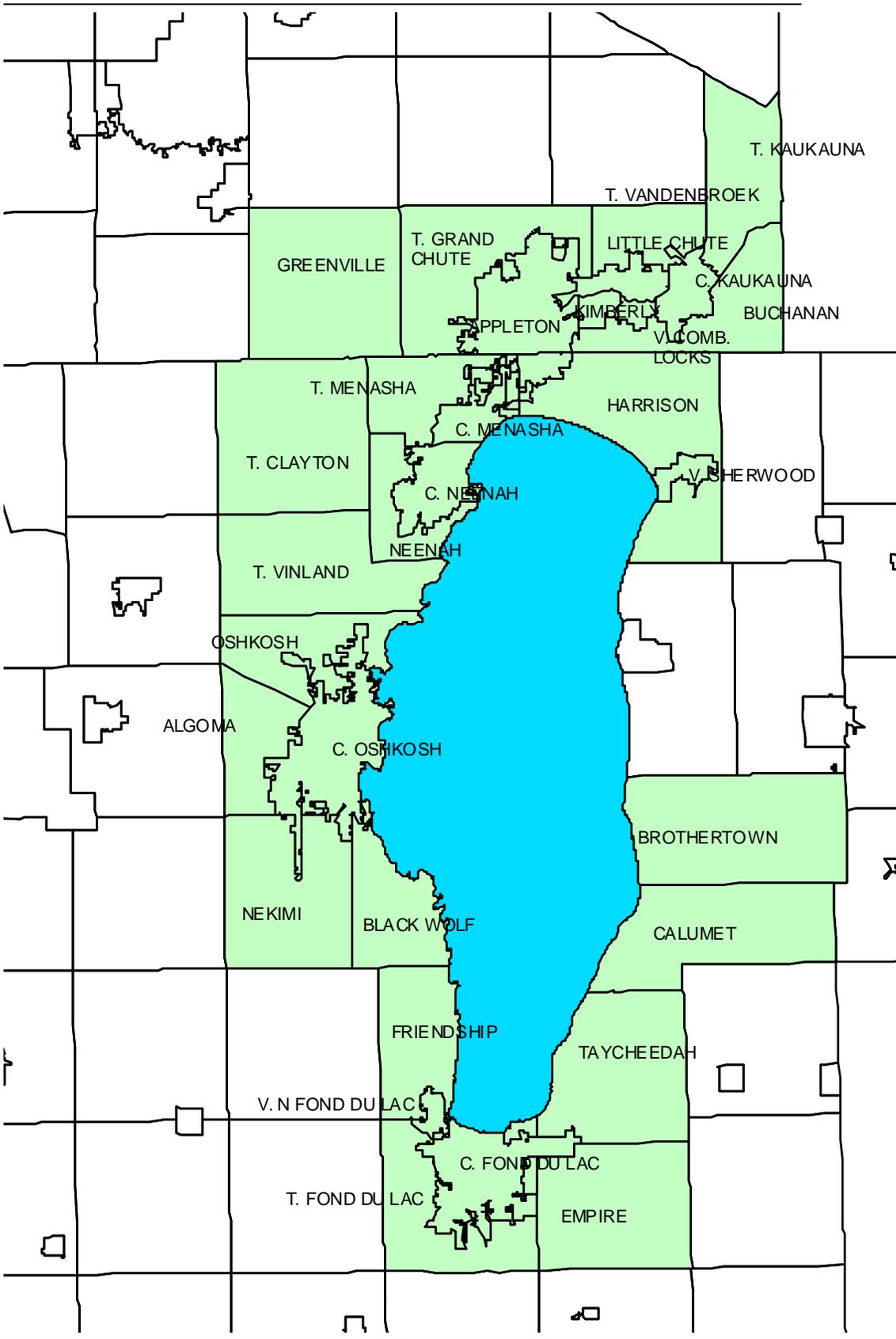
## **EAST CENTRAL REVIEW AND RECOMMENDATION**

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

Map 10– Sewer Service Area Amendment Standards & Update Procedures Application Area



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 and 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 area will have Environmentally Sensitive Areas (ESAs) delineated prior to the amendment approval. The land comprised of an ESA will not require a swap for and 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 sewer development unless resulting from an activity exempted by state administrative rules governing wetland protection [NR 117.05(2)] or state approved rezoning of wetlands.
    - b. any change which would reduce a delineated floodway of any navigable stream or river, or which would remove any area below the ordinary high water mark of a navigable stream, pond or lake.
    - c. any change resulting in the total removal or in the continuity of any corridor segment including floodways, wetlands, shoreland buffer strips or steep slopes adjacent to water bodies. The water quality benefit that was associated with the portion of the corridor removed must be provided for in the development.
  4. The re-designated acreage will be added to the 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 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) should be consistent with East Central's Long-Range Transportation/Land Use Plan Addendum's goals, objectives and policies, particularly for density standards, as follows:

Policy 1.3 conformance:

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

**Section V: 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 (Comm. 83, 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 sewered 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)
- 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)
- 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 sewered development and establish holding tank receiving areas;
- 4) Projected available 50-year capacity of interceptor sewers, force-mains, 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
- 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)
  - 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.

## Appendix A – Plan Development & Approval Documentation

---

*This page intentionally left blank*



## State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

Jim Doyle, Governor  
Matthew J. Frank, Secretary

101 S. Webster St.  
Box 7921  
Madison, Wisconsin 53707-7921  
Telephone 608-266-2621  
FAX 608-267-3579  
TTY Access via relay - 711

September 30, 2009

DNR Project No. EC-0122

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

Subject: Omro - 2030 Sewer Service Area – Plan Update

Dear Mr. Fowle:

We have completed our review of the subject Sewer Service Area (SSA) Plan update request submitted to the Department on September 12, 2008. The Department hereby approves the plan update that adds 264 acres to the SSA. The addition includes 237 acres of developable area, bringing the plan's total vacant/developable land area to 946 acres.

We request that when the final version of the report is printed that two copies be provided to this office (please direct to Tom Gilbert).

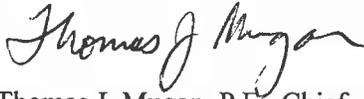
The plan update was approved by the ECWRPC on April 27, 2007.

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,

A handwritten signature in cursive script that reads "Thomas J. Muga".

Thomas J. Muga, P.E., Chief  
Wastewater Section  
Bureau of Watershed Management

cc:

Rob McLennan – DNR – NER - Oshkosh  
Jim Savinski – DNR – NER – Oshkosh  
Tom Gilbert - WT/3

## RESOLUTION NO. 08-08

### APPROVING THE UPDATED, OMRO 2030 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 2030, and;

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

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

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

**Section 1:** That the Commission adopt the draft plan for the Omro 2030 Sewer Service Area Plan Update, and recommend Wisconsin Department of Natural Resources certification of the aforementioned plan update(s), 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 Omro 2030 Sewer Service Area.

Effective Date: April 25, 2008

Submitted By: Community Facilities Committee

Prepared By: Todd A. Verboomen, SSA Planner



---

Dick Koeppen, Vice- Chair

**PROPOSED RESOLUTION NO. 08-08**

**APPROVING THE UPDATED, OMRO 2030 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 2030, and;

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

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

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

**Section 1:** That the Commission adopt the draft plan for the Omro 2030 Sewer Service Area Plan Update, and recommend Wisconsin Department of Natural Resources certification of the aforementioned plan update(s), 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 Omro 2030 Sewer Service Area.

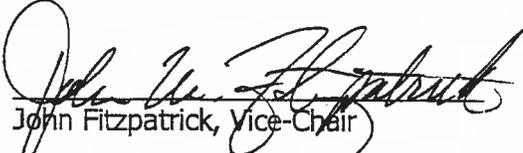
Effective Date: April 25, 2008

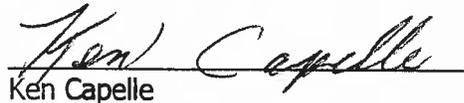
Submitted By: Community Facilities Committee

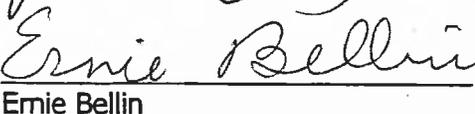
Prepared By: Todd A. Verboomen, SSA Planner

  
Clifford Sanderfoot, Chair

  
Pat Laughrin

  
John Fitzpatrick, Vice-Chair

  
Ken Capelle

  
Ernie Bellin

SUMMARY OF PROCEEDINGS

**Quarterly Commission Meeting**

East Central Wisconsin Regional Planning Commission  
ECWRPC Offices, 400 Ahnaip St., Menasha  
April 25, 2008

The meeting of the East Central Wisconsin Regional Planning Commission was called to order by Chair Merlin Gentz at 9:33 A.M. Chair Gentz turned the meeting over to Vice-Chair Koeppen.

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

Roll call was taken showing the following attendance:

Commission Members Present

Merlin Gentz .....	Calumet County
Bill Barribeau .....	Calumet County
Patrick Laughrin .....	Calumet County
Ruth Winter .....	Menominee County
Bob Hermes .....	Menominee County
Robert "Toby" Paltzer .....	Outagamie County
Clifford Sanderfoot .....	Outagamie County
Bruce Roskom (Alt. for Tim Hanna) .....	Outagamie County
Marshal Giese .....	Shawano County
Ken Capelle .....	Shawano County
M. Eugene Zeuske .....	Shawano County
Dick Koeppen .....	Waupaca County
Duane Brown .....	Waupaca County
Paul Mayou (Alt. for Brian Smith).....	Waupaca County
Norman Weiss .....	Waushara County
Wally Petersen .....	Waushara County
Mark Harris .....	Winnebago County
David Albrecht .....	Winnebago County
John Fitzpatrick (Alt. for Frank Tower) .....	Winnebago County
Ernie Bellin .....	Winnebago County
Ken Robl .....	Winnebago County
Jim Erdman .....	Winnebago County

Commission Members Excused

Helen Nagler .....	Outagamie County
Bob Danielson .....	Waupaca County
Neal Strehlow .....	Waushara County

Commission Members Unexcused

Clarence Wolf .....	Calumet County
Elizabeth Moses .....	Menominee County
Don Grissman .....	Outagamie County
Bob Lamers .....	Outagamie County

Staff Members Present

Eric Fowle .....	Executive Director
Walt Raith .....	Assistant Director
Jason Kakatsch .....	Principal Planner
Ed Kleckner .....	Principal Planner
Kathy Thunes .....	Principal Planner
Todd Verboomen .....	Planner
Joe Huffman .....	Planner
Vicky Johnson .....	Administrative Coordinator
Angie Cottrell .....	Financial Specialist

Others Present

John Nordbo .....	WisDOT
Paul Denis .....	Schenck Solutions
Paul Esslinger .....	Councilman, City of Oshkosh
Russ Klug .....	Klug's Contemporary Designs
Adam Delikowski .....	Valley Home Builders

A. Introduction of Alternates and Guests.

Vice-Chair Koeppen presented Mr. Gentz with a plaque of appreciation for his service to the Commission.

The two new Commissioners, Bill Barribeau from Calumet County and Bob Hermes from Menominee County were introduced. Others present introduced themselves.

IV. State 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 Vice-Chair Koeppen moved on to item VI.

VI. **APPROVAL OF AGENDA**

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

VII. **APPROVAL OF THE MINUTES FROM THE JANUARY 25, 2008 MEETINGS**

Mr. Robl moved to approve the summary of proceedings from the January 25, 2008 meeting, seconded by Mr. Bellin. Motion passed with 21 ayes, 0 nays.

VIII. **SPECIAL ORDER OF BUSINESS**

A. **Public Hearing** – Year 2030 Regional Comprehensive Plan: Milestone Report #3 Goals, Strategies, and a Plan for Action

Mr. Sanderfoot motioned to open the Public Hearing, seconded by Mr. Weiss. Motion passed with 21 ayes, 0 nays.

Mr. Fowle explained the process leading up to the public hearing. He stated that the plan is very detailed and was written to be action oriented. The recommendations in the plan are formulated in three basic manners: general policies statements, recommendations geared to

county and local units of government to guide and direct them; and recommendations geared at the Commission.

Mr. Fowle referred to the handout indicating comments received from various individuals including a letter of support for the plan from Outagamie County Planning Department staff that was received to be submitted as part of the comment process and the Department of Administration's letter stating no comment on the plan. The most significant comment was a recommendation to change the term "Fact Sheet" to "Plan Guidelines". Mr. Fowle said he agreed with the recommendation and would incorporate it into the final document.

After a brief discussion, Mr. Sanderfoot motioned to adjourn the Public Hearing, seconded by Mr. Bellin. Motion passed with 21 ayes, 0 nays.

**B. Proposed Resolution No. 05-08: Adopting the Year 2030 Regional Comprehensive Plan for the East Central Region.**

Mr. Weiss motioned to adopt the *Year 2030 Regional Comprehensive Plan for the East Central Region* with the adjustment proposed, seconded by Mr. Paltzer. Motion passed with 21 ayes, 0 nays.

**IX. ANNOUNCEMENTS**

**A. Staff News**

Mr. Fowle introduced Tom Baron, who was hired in March as a planner. Mr. Baron graduated from the UW-Green Bay and interned for the City of Menasha. He will be assisting staff on completion of ongoing projects.

**B. Commissioner News**

Mr. Fowle presented the traveling Foth Award to Bill Barribeau, Calumet County Chair. Mr. Fowle explained that the Commission was presented the Foth Good Government Award at the October Quarterly Meeting for its work with the NR-135 Program and the Award has become a traveling award to recognize the efforts of all the involved counties. The Award will remain with the county until the next Quarterly Meeting.

**IX. BUSINESS**

**A. Steering Committee**

1. Acceptance of the Summaries of Proceedings for the January 18 and January 25, 2008 meetings.

Mr. Paltzer motioned to accept the summary of proceedings for the January 18 and January 25, 2008 meetings, seconded by Mr. Sanderfoot. Motion passed with 21 ayes, 0 nays.

2. Action on the CY 2007 Audit Report

Mr. Fowle introduced Mr. Denis from Schenck Solutions. Mr. Denis highlighted the tables included in the Audit Report. He stated that the Commission's local contracts were down in 2007, but the overall Audit showed positive net assets of \$57,000. The net assets increase was the first in several years.

Mr. Sanderfoot moved for approval of the 2007 Audit Report, seconded by Ms. Winter. Motion passed with 21 ayes, 0 nays.

3. 1<sup>st</sup> Quarter, 2008 Financial Report

Mr. Fowle explained the tables included in the packet show where the Commission is financially at the present time as far as revenues and where those dollars are located whether in the local government investment pool or bank account. He noted that the tables also show the estimated budget for 2008 and where the budget is at the end of the first quarter. The budget is on track for the first quarter of 2008.

Mr. Brown motion for approval of the 1<sup>st</sup> Quarter 2008 Financial Report, seconded by Mr. Petersen. Motion passed with 21 ayes, 0 nays.

4. Local Contracts Update

Mr. Fowle stated that the Commission was on track with the local contracts. Two additional contracts will be added, the Outagamie County All-Hazards Mitigation Plan and the funding from the Community Foundation for the Heritage Corridor Plan Update. He indicated potential contracts are also being considered for the Town of Lamartine in Fond du Lac, the Town of Nepeuskun in Winnebago County, and the Town/Village of Coloma and Village of Lohrville in Waushara County for smart growth planning projects.

5. ECWRPC/UW/VHBA Mini-Conference Status Report

Mr. Fowle stated that in place of the mini-conferences of the past, the Commission will be pursuing a different direction to provide information to the communities. He said that the Commission has formed a partnership with Valley Home Builders Association. The first conference will be a workshop/listening session on helping communities better understand and define barriers to create affordable housing and looking at different styles of development. The date will be Friday, October 10, 2008 at Liberty Hall in Kimberly. Mr. Fowle stated that a target audience will be used for this first conference to help better define a series of future conferences.

6. Proposed Resolution 04-08: **Approving a Contract with Outagamie County for the Preparation of an All-Hazards Mitigation Plan**

Mr. Fowle stated that Outagamie County has been awarded funds from the Wisconsin Emergency Management to prepare an All-Hazard Mitigation Plan. Staff person, Mr. Jennings will be the planner in charge on this project.

Mr. Barribeau motioned to approve Proposed Resolution 04-08, seconded by Mr. Capelle. Motion passed with 21 ayes, 0 nays.

7. Proposed Resolution 06-08: **Amending the Bylaws for the East Central Wisconsin Regional Planning Commission**

Mr. Fowle said after discussions at the Steering Committee meetings and consultation with the Commission's attorney he is proposing amendments to the By-Laws. The amendments clarify language regarding the length of notification for the Commission to call a special meeting; changing the majority vote for adoption of the annual budget to simple majority of members present; and the ability to change the By-Laws at any full Commission meeting.

Mr. Giese motioned for approval of Proposed Resolution 06-08, seconded by Mr. Sanderfoot. Motion passed with 21 ayes, 0 nays.

8. Proposed Resolution 07-08: **Amending the Personnel Policies for the East Central Wisconsin Regional Planning Commission**

Mr. Fowle indicated that Personnel Policies update the Table of Authorized Positions and the Salary Schedule, which have already been approved through the annual budget process but are considered a part of the Personnel Policies also. The other updates involve language clarifications on resignations/termination of employment and leave of absences; terminology under fringe benefits; and clarifications on payout of unused vacation time upon resignation.

After a brief discussion, Mr. Laughrin motioned for approval of Proposed Resolution 07-08, seconded by Mr. Sanderfoot. Motion passed with 21 ayes, 0 nays.

B. Economic Development Committee

1. Chairman's Report
2. Acceptance of the Summary of Proceedings for the January 9, 2008 meeting.

Mr. Brown moved to accept the Chairman's Report and the Summary of Proceedings for the January 9, 2008 meeting, seconded by Mr. Robl. Motion passed with 21 ayes, 0 nays.

C. Open Space and Environmental Management Committee

1. Chairman's Report
2. Acceptance of the Summary of Proceedings for the January 8, 2008 meeting.

Mr. Paltzer motioned for approval of the Chairman's Report and Summary of Proceedings for the January 8, 2008 meeting, seconded by Mr. Capelle. Motion passed with 21 ayes, 0 nays.

D. Community Facilities Committee

1. Chairman's Report
2. Acceptance of the Summary of Proceedings for the January 9, 2008 meeting

Mr. Sanderfoot motioned for acceptance of the Chairman's Report and the Summary of Proceedings for the January 9, 2008 meeting, seconded by Mr. Bellin. Motion passed with 21 ayes, 0 nays.

3. Proposed Resolution No. 08-08: **Approving the Omro Sewer Service Area Plan Update**

Mr. Verboomen stated that there was no opposition in terms of the process or methods used to derive the final sewer allocations for the plan. Mr. Verboomen said that the Omro SSA Plan Update outcome was endorsed by all the communities involved and there were no objections to the plan.

Mr. Sanderfoot motioned for approval of Proposed Resolution 08-08, seconded by Mr. Capelle. Motion passed with 21 ayes, 0 nays.

4. Update on Darboy Sanitary District/Town of Harrison SSA Amendment Appeal

Mr. Fowle stated that the Commission has not received a response from the DNR regarding this issue.

E. Transportation Committee

1. Chairman's Report

2. Acceptance of the Summary of Proceedings for the January 8, 2008 meeting.

Mr. Giese motioned for acceptance of the Chairman's Report and the Summary of Proceedings, seconded by Mr. Brown. Motion passed with 21 ayes, 0 nays.

F. Regional Comprehensive Planning Committee

1. Chairman's Report

2. Approval of the Summary of Proceedings for the January 25, 2008 Meeting

Mr. Weiss stated that the Summary of Proceedings show him representing Waupaca County instead of Waushara County. Mr. Weiss motioned for acceptance of the Chairman's Report and the Summary of Proceedings with the change, seconded by Ms. Winter. Motion passed with 21 ayes, 0 nays.

X. **OTHER BUSINESS**

C. Nominating Committee Report and Recommendations

Mr. Bellin stated that the Nominating Committee recommended Dick Koeppen, Waupaca County for Chair and Marshal Giese, Shawano County for Vice-Chair for one year terms.

Mr. Bellin motioned to approve the recommendations of the Nominating Committee, seconded by Mr. Brown. Motion passed with 18 ayes, 0 nays and one abstention (Mr. Koeppen).

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

Quarterly Commission Meeting, 10:00 A.M. Friday July 25 at New London City Hall

XII. **ADJOURNMENT**

Mr. Barribeau motioned for adjournment, seconded by Mr. Bellin. Motion passed with 21 ayes, 0 nays. Meeting adjourned at 10:45 A.M.

**DRAFT**  
**SUMMARY OF PROCEEDINGS**  
**(Pending approval by Community Facilities Committee)**  
**Community Facilities Committee**  
**East Central Wisconsin Regional Planning Commission**  
**April 25, 2008 – 9:00 A.M.**

Committee members present:

Ernie Bellin.....	Winnebago County
John Fitzpatrick.....	Winnebago County
Ken Capelle.....	Shawano County
Patrick Laughrin.....	Calumet County
Clifford Sanderfoot.....	Outagamie County

Others in attendance:

Eric Fowle.....	ECWRPC Staff
Kathy Thunes.....	ECWRPC Staff
Todd Verboomen.....	ECWRPC Staff
Joe Huffman.....	ECWRPC Staff

**1. Welcome & Introductions**

Mr. Sanderfoot welcomed everyone to today's meeting, after introductions were made  
Mr. Sanderfoot called the meeting to order.

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

The open meeting law was recognized.

**3. Public Comment**

There were no comments.

**4. Action Item: Resolution No. 05-08; Adopting the Year 2030 Regional Comprehensive Plan for the East Central Region**

Mr. Fowle addressed committee members regarding the Year 2030 Regional Comprehensive Plan and in particular Chapter 7: Community and Public Facilities Fact Sheets contained in the final milestone report; Milestone #3 - Goals, Strategies and a Plan for Action. The committee had an opportunity to review this document prior to today's meeting. Mr. Fowle informed committee members that the Wisconsin Department of Administration had recently approved East Central's Year 2030 Regional Comprehensive Plan with no apparent or glaring comments.

Mr. Fowle described the public informational meetings held with respect to the release of the final Milestone document of the Year 2030 Regional Comprehensive Plan. Four public informational meetings were conducted throughout the region in the counties of Shawano, Waushara, Winnebago and Fond du Lac. Mr. Fowle distributed a summary sheet detailing the number of participants and written comments that were submitted by the public. There being minimal discussion on this item, Mr. Fowle recommended approval of the Year 2030 Regional Comprehensive Plan to the Community Facilities Committee.

Mr. Laughrin moved to adopt the Year 2030 Regional Comprehensive Plan as presented. Mr. Capelle made the second. Motion passed unanimously.

**5. Action Item: Resolution No. 08-08; Approval of the *Draft Omro 2030 Sewer Service Area Plan Update***

Mr. Verboomen presented the final draft allocation acreage and final draft mapping of the 2030 Omro Sewer Service Area Plan Update. Much of this information has already been reviewed by committee members over the course of this update process. Mr. Verboomen briefly outlined the allocation process and explained the circumstances for justifying the proposed expansion of the Omro Sewer Service Area. Mr. Verboomen distributed written comments from one property owner indicating disappointment of the final version of the plan update. Mr. Verboomen stated that practical planning did not warrant additional vacant residential acreage. Based on the number of available sewer lots, Mr. Verboomen indicated that any future subdivision developments would have to be 'phased' in order to avoid a glut of vacant lots within the Omro Sanitary District. This planning concept was endorsed by the Town of Omro Plan Commission, Omro Sanitary District and the City of Omro.

Mr. Verboomen noted that all the communities involved with this plan update have adopted the plan update via their respective planning commissions and/or common council meetings. Mr. Verboomen then recommended to committee members to adopt the *Draft Omro 2030 SSA Plan Update*.

Mr. Laughrin then moved to adopt the *Draft Omro 2030 SSA Plan Update as presented*. Mr. Fitzpatrick made the second. Motion passed unanimously.

**6. Next Meeting**

The next scheduled meeting is for May 14, 2008 at 1: P.M.

**7. Adjourn**

A motion to adjourn was made by Mr. Capelle and seconded by Mr. Laughrin. Motion carried. Meeting adjourned at 9:21 A.M.

SUMMARY OF PROCEEDINGS

Public Information Meeting & Public Hearing  
East Central Wisconsin Regional Planning Commission  
Omro City Hall  
March 12, 2008 – 6:00 P.M.

The meeting was called to order by Todd Verboomen at 6:00 P.M.

Those in attendance:

City of Omro Planning Commission .....Winnebago County  
Betty Reimer.....Omro Sanitary District No.  
1  
Barb Meyers .....Town of Omro Planning Commission  
Brian Noe ..... Chairman, Town of Omro  
Allen Knurr ..... Supervisor, Town of Omro  
Charles Whittaker. .... Supervisor, Town of Omro  
Thomas E. Tuschl . .... Supervisor, Town of Omro  
Alan Kostrzak. .... Town of Winneconne  
Steve Bilkey .....City of Omro  
Darin Treleuen .....Citizen, Town of Omro  
Todd Verboomen. ....ECWRPC Staff  
Joe Huffman

**2. Welcome & Introductions**

The City of Omro welcomed East Central to the Public Information Meeting and Public Hearing session for the 2030 Omro Sewer Service Area Plan Update. The floor was turned over to Todd Verboomen to begin the informational portion of this meeting. At this time, Mr. Verboomen asked that the agenda be modified to have the Public Hearing at the end of tonight’s meeting.

**3. City of Omro Plan Commission Business**

The City had brief business to discuss and the remaining of the meeting was dedicated to the proposed Draft 2030 Omro SSA Plan Update.

**4. Public Information Meeting: Draft Omro 2030 Sewer Service Area Plan Update**

Mr. Verboomen with the aid of final draft mapping and a Power Point presentation began the informational session. Mr. Verboomen reviewed the step by step process during the course of this update. The data gathering for treatment plant operation, land use inventory and the various meetings held with each community was outlined. Mr. Verboomen then discussed the different tables and number calculations that made up the final allocations for this plan period. There being no questions the informational meeting was closed.

## **5. Public Hearing Session: Draft Omro 2030 Sewer Service Area Plan Update**

Mr. Verboomen, prior to opening the floor for public comment, overviewed the sewer service area process and how the plan was designed to function. Mr. Verboomen made distinctions between the actual 2030 sewer service area boundary and the 2050 planning area boundary. A brief review of the summary tables in addition to the decision making process in determining the proposed service area allocations was also given. Mr. Verboomen then described the final changes made to the mapping of the Draft Omro 2030 Sewer Service Area Plan Update. There being no questions with respect to the planning process, Mr. Verboomen opened the floor for public comment.

Tom Tuschl, Town of Omro Supervisor, distributed a letter from a concerned property owner, Valores Last Trust Property, indicating disappointment in the update process, (correspondence received by J.E. Arthur & Associates on behalf of Valores is attached). The Valores Trust feels that more acreage should be allocated for their development needs. Mr. Verboomen then explained that SSA allocations were considered for this area, but the final allocations did not encompass the entire Valores Last Trust Property. This decision was based on the existing available vacant (sewered) lots within the Omro Sanitary District and the excess of available vacant/ developable acreage within the proposed Omro 2030 SSA. East Central staff felt strongly that development of the Valores Last Trust Property should occur in phases and therefore allocated approximately 10 acres to this area which will allow 10 to 15 single family homes (depending on design) to be developed initially. Mr. Verboomen stated once the first phase of development is complete the District along with the developer could consider a SSA amendment to allow for second phase development. Mr. Verboomen's explanation of SSA allocations and the emphasis on phasing sewer development to this area was met with agreement among Town of Omro and the Omro Sanitary District officials.

One comment was made relative to the proposed mapping of the S.T.H. 21 bypass. The observation made dealt with the omission of interchanges on the north side at S.T.H. 116. While some official mapping of the bypass was undertaken by the City of Omro, East Central has no data to support the mapping of interchanges along S.T.H. 116. It is quite clear that this bypass project is on a longer term timeline than is the life of this plan, therefore, East Central will illustrate the proposed bypass on the Omro 2030 Sewer Service Area Plan for discussion and re-visits for subsequent update cycles.

Darin Treleuen, asked for clarification and service implications for his property located in the southwest portion of the proposed planning area boundary. It was determined that this particular parcel fell outside the sewer service area but, inside the planning area boundary. Mr. Verboomen explained that the southwest portion of the planning area boundary, in all likelihood, would require a lift station to serve. In this instance, no service area allocations were placed in this area. Mr. Verboomen also explained that Mr. Treleuen's property was outside the service area boundary and sewer service was a longer term proposition. This satisfied Mr. Treleuen's inquiry.

There being no further public comment the public hearing session was closed at 7:03 P.M.



# J. E. ARTHUR AND ASSOCIATES, INC.

ENGINEERS • SURVEYORS

548 Prairie Road • P O Box 1779  
Fond du Lac WI 54936-1779

Phone: 920/922-5703

FAX No: 920/922-5731

March 12, 2008

Town of Omro Planning Commission  
Attn: Tom Tuschl  
5410 E. Reighmoor Rd.  
Omro, WI 54963-9438

**Re: *Valores Last Trust Property***  
***Update to Town of Omro Sanitary Sewer Service Area Map***

Dear Mr. Tuschl,

I would like to express my sincere disappointment in the proposed updates to the Town of Omro's Sanitary Sewer Service Area Map.

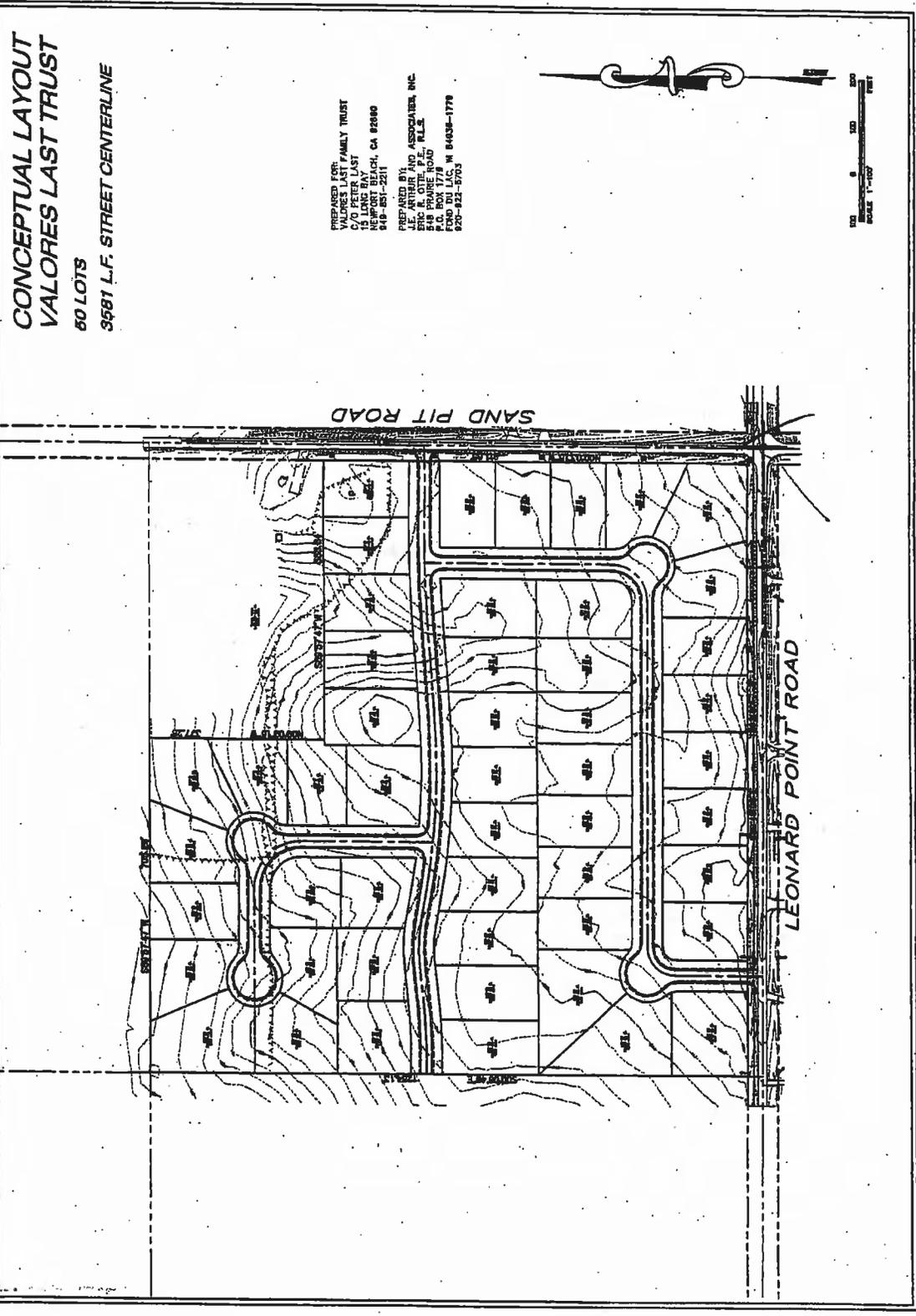
Our client owns the Valores Last Trust Property located at the northwest corner of Leonard Point Rd. and Sand Pit Road. The property was rezoned to single family residential in 2005 and in November of 2006, a preliminary concept of a subdivision layout was submitted with review of the concept at the January 25, 2007 planning commission meeting. At that time, there was a moratorium placed on development and so now, a year later, after the moratorium has recently been lifted, we are revisiting the potential for developing this property. A phone call to Joe Huffman with the East Central Wisconsin Regional Planning Commission regarding the status of the sanitary sewer service area has revealed that there is a meeting tonight to discuss area revisions. Mr. Huffman stated that he was unaware of development plans on the Valores Last Trust property based on the lack of comments by the Town of Omro. We were informed by Mr. Huffman that the sewer service area at this location has even been reduced.

To our knowledge, our client has received no notification of upcoming meetings regarding the service area revisions. The fact that the service area on our client's parcel has been reduced in size, when the Town has been well aware of our client's intentions for development, only makes us wonder if the Town is discouraging development on our client's property to promote the development of other subdivisions. We would like to provide a reminder to the Town that such an action would be illegal.

On behalf of our client, we are requesting the Town of Omro Planning Commission and East Central Wisconsin Regional Planning Commission consider providing our client's property with additional sewer service area. At a minimum, the property should be provided with the same sewer service area that it previously had. Our client has expressed interest in the development of the property since 2005. Also, we would like to request that our client be considered for future additional service area to provide sewer service to the entire subdivision.

3/12/08

EMAIL A COPY OF  
THE CONCEPT PLAN  
TO BETTY.



March 17, 2008

Alan Kostrzak, President  
Rivermoor Sanitary District  
5046 Rivermoor Drive  
Omro, WI 54963

Todd Verboomen  
ECWRPC  
132 Main Street  
Menasha, WI 54952

Attn:

This letter shall serve to inform you that the Rivermoor Sanitary District commissioners do not find any objections to the boundaries of the district as drawn on the Omro Sewer Service Area Proposed 2030 Allocations map, dated February, 2008. If further information/response is needed, please contact me.

Sincerely,

A handwritten signature in cursive script that reads "Alan Kostrzak".

Alan Kostrzak, President  
Rivermoor Sanitary District

# **OMRO SANITARY DISTRICT NO. 1**

5410 E. REIGHMOOR RD

OMRO, WI 54963

April 22, 2008

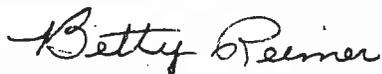
Mr. Todd Verboomen  
Sewer Service Area Planner  
East Central Regional Planning Commission  
400 Ahnaip Street, Suite 100  
Menasha WI 54952

Dear Todd:

At our Sanitary District Meeting on April 15, 2008 the commissioners made final comments of the draft of the 2030 Sewer Service Area Plan and map and found no objections to the proposed allocations. At this time we fully support the 2030 Sewer Service Area Plan.

We thank you and Joe Huffman for the many times you either met with the Omro Sanitary District No. 1 representatives or held meetings in our area to provided opportunities to comment and make changes. Your and Joe's availability to answer questions other than in the meetings is also appreciated.

Sincerely,



Betty Reimer, President

Cc: Commissioners Larry Schmick, Brian Schlagel

OMRO SEWER SERVICE AREA PLAN  
PLAN UPDATE

KICK OFF MEETING



November 27, 2007 - 6:00 p.m. - City Hall, City of Omro

Name	Address	Representing (community, citizen, etc.)
Bob Brou	Po Box 399	City of Omro
Glenn Anktram	4375 Reighmoor Rd.	OMRO TOWN PLAN
Wayne Schmick	4511 Rivermoor Rd	Tn Of Omro
Barbara Meyers	5673 9th St. Rd.	TOWN of OMRO
Barb Stanek	3092 Sand Pit Road	Town of Omro Planning Comm.
Harvey Rengstorff	6716 Wontzel St. Rd. Wausau, WI	Wausau Town Chair
Steve Jungwith	711 Jackson ave	omro (city)
Thomas E. Tuschl	5184 CISCLE DRIVE Oshkosh	Town of Omro PC
LINDA KUTCHENRITER	Po Box 399 205 S. WEBSTER, Omro	City of Omro
BRIAN NOE	5156 DAVID DR OSHKOSH	TOWN OF OMRO
Allen Knurr	1668 Harrison Ave Omro	Town of Omro
Jan Schettl	306 Poygan Rd	Omro, WI

Name	Address	Representing (community, citizen, etc.)
Herb Hellwig	728 E. River Pr,	Omro, WI
Charles Whitaker	5552 W. Keighmson	Omro WI - 54963
BARBARA CROISANT	7496 STATE ROAD 21	TOWN OF OMRO CLERK
Brian Schlegel	2148 Springbrook Rd	Omro SD TOWN
LARRY SCHMIDT	4431 Swallow Banks Lane	OMRO SD TOWN
Steve Bilkey	P.O. Box 349	City of Omro
Gary Marks	P.O. Box 399	Omro, WI

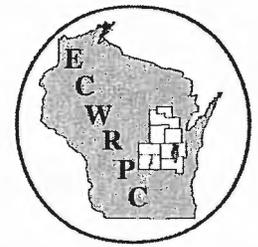
OMRO SEWER SERVICE AREA PLAN  
PLAN UPDATE

WORKING MEETING



December 11, 2007 - 6:00 p.m. - City Hall, City of Omro

Name	Address	Representing (community, citizen, etc.)
Herb Hellwig	228E River Dr	Omro
Leon Francke	521 Hawthorne Dr.	Omro Planning Commission
Jan Skelton	306 Paygan Rd	Omro " "
Linda Kutchentier	222 Jackson	Omro
Scott Jorgensen	430 Paygan Road (Cbox 249)	Omro
Steve Jungwirth	711 Jackson Ave	Omro
Gary Marks	435 N Webster Ave	Omro



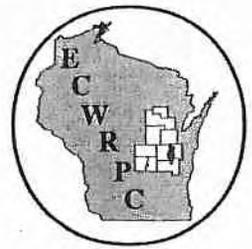
OMRO SEWER SERVICE AREA PLAN  
PLAN UPDATE

T. OF OMRO & RIVERMOOR S.D.  
WORKING MEETING

January 8, 2007 - 6:00 p.m. - Town Hall, Town of Omro

Name	Address	Representing (community, citizen, etc.)
ALAN KOSTRZAK	5046 Rivermoor Drive, Omro <sup>54963</sup>	Rivermoor Sanitary District
BRIAN NOE	5156 DAVID DR, OSHKOSH	TOWN OF OMRO
THOMAS E. TUSCHL	5784 CISCEL DR, OSHKOSH	Town of omro PC
Allen Knurr	1668 Harrison Ave. Omro	Town of Omro

Name	Address	Representing (community, citizen, etc.)
BARBARA CROISANT	7496 STATE ROAD 21 OMRO	TOWN OF OMRO CLERK
Betty Reimer	5410 E. Reighmoor Rd, Omro	Omro Sanitary District
Charles Whittaker	5552 W Reighmoor Dr Omro	Town OMRO SUPERVISOR
Janet Scheer	306 Poygan Rd	City of Omro, Planning C.
THOMAS TUSCHL	5184 CISCLE DRIVE OSHKOSH	Omro PC
GLENN ANGLAM	4375 Reighmoor Rd OMRO	town of OMRO PC
Wayne Schmick	4511 Rivermoor Rd Omro	Town of Omro PC
BRIAN NOE	5156 PAUID DR OSHKOSH <sup>54904</sup>	TOWN OF OMRO CHAIRMAN
LARRY SCHMICK	4431 SWALLOW BAYES LAVE <sup>OSHKOSH 54904</sup>	OMRO SANITARY DISTRICT
Brian Schlagel	2148 Springbrook Rd Omro	Omro Sanitary District
Steve Jungwirth	711 Jackson Ave OMRO	City of Omro
Bob Brew	625 Kennedy Ave OMRO	City of OMRO
Leon Franke	521 Hawthorn Dr Omro	City of Omro
Scott Jorgensen	430 Poygan Road (box 249) Omro	CITY of Omro
Linda Kutschenrter	PO Box 399 222 Jackson, Omro	City of Omro Admin.
GARY MARKS	PO Box 399, Omro	City of Omro DPW



OMRO SEWER SERVICE AREA PLAN  
PLAN UPDATE

PUBLIC INFORMATIONAL MEETING  
& PUBLIC HEARING

March 12, 2008 - 6:00 p.m. - City Hall, Town of Omro

Name	Address	Representing (community, citizen, etc.)
Betty Beemer	5418 E. Reighmoor Rd.	Omro San. District #1
Bobb Meyers	5673 9th St. Rd. Omro	T of Omro Planning Commission
BRIAN NOE	5156 DAVID DR OSHKOSH	TN OF OMRO CHAIRMAN
Allen Knurr	1668 Harrison Omro	Tn of Omro Supy.
Charles Whitaker	3552 W Reighmoor Omro	Tn of Omro Supervision
Thomas E. Tuschl	5184 CISCLE DRIVE OSHKOSH	Town of Omro Planning Commission
ALAN KOSTRZAK	5046 Rivermoor Dr., Omro	Tn. of Winneconne
Steve Bilkey	P.O. Box 399 Omro	City of Omro
Darin Treloven	833 Harrison Ave Omro	Citizen

**Appendix B–Transportation/Land Use Plan Addendum Policies**

---

*This page intentionally left blank*

*(NOTE: This is an excerpt from the Fox Cities/Oshkosh/Fond du Lac Urbanized Area Long-Range Transportation Land Use Plan Addendum, developed and adopted by the Commission and dated February 12<sup>th</sup>, 2001)*

## **URBAN AREA GROWTH POLICIES AND URBAN SERVICE DELIVERY**

### **INTRODUCTION**

Federal transportation legislation has for some time required all urbanized areas to have a comprehensive, cooperative and continuing transportation planning process to guide effective use of federal funding assistance. East Central first developed goals and objectives for transportation/land use planning in the mid 1970's, and updated those policies and objectives in the early 1980's. In 1991, the federal government passed the Intermodal Surface Transportation Efficiency Act (ISTEA) requiring all Metropolitan Planning Organizations (MPOs) to update and adopt long-range transportation plans which conformed to ISTEA's metropolitan planning requirements. ISTEA's requirements emphasized multimodal transportation, a strong transportation/land use interrelationship and an expanded public involvement process.

East Central began this process by conducting an issues identification session on November 16, 1993. Representatives of governmental agencies, area officials, environmental groups, developers, business groups, civic organizations, minority advocates and interested citizens attended the session. Session participants and others who were unable to attend the session joined East Central's on-going Technical Advisory Committee (TAC). Their task was to develop goals, policies, and objectives for the long-range transportation/land use plan for the urban planning area, paying particular attention to the items indicated in the issues identification session. The goals, policies, and objectives and accompanying definitions developed by TAC were adopted by the Commission as part of the long-range transportation/land use plan on January 27, 1995.

The TAC, however, was unable to resolve several key policy issues regarding growth management and urban service delivery (see Appendix B). TAC members who wished to continue working on these policies were asked to participate on a new committee, the Land Use Advisory Committee (LUAC). In June 1995, LUAC was organized to address unresolved issues and provide community input into the land use portion of the Long Range Transportation/Land Use Plan and also the urban sewer service area update. LUAC's discussion focused on the urban planning area, which includes the cities, towns, and villages of the Fox Cities, Fond du Lac and Oshkosh urban areas. Their recommendations, therefore, apply to the communities within those areas. Areas outside of the urban planning area need to address many of the same issues facing the urban planning area in the east central region. However, since they have a different amount of development and size of population, their needs differ from communities within the urban planning area.

The LUAC revised some TAC definitions and one TAC policy statement. The committee developed additional definitions and urban service standards for new development within the urban planning areas. LUAC also approved a set of comprehensive plan guidelines developed by staff to help all communities understand the comprehensive planning process. The comprehensive plan guidelines identify key elements for a good comprehensive plan, explain the comprehensive plan review and approval process, and discuss the relationship to future sewer service updates within the urban sewer service area.

East Central staff reviewed LUAC's recommendations and made minor revisions to some definitions and recommendations. Using the TAC goals, policies, and objectives as a guideline, East Central staff also developed an open space recommendation and a rural development recommendation. Staff solicited written comments regarding LUAC and staff recommendations. All written comments and recommendations, except for the rural development recommendation, were presented to the Community Facilities Committee on December 14, 1995. The Community Facilities Committee approved the revised definitions and comprehensive plan guidelines, and requested minor revisions to the single family density standards matrix and staff recommendations. The requested revisions and the rural development policy recommendations were presented to the Community Facilities Committee on January 18, 1996. The Community Facilities Committee approved the revisions and recommendations. The Committee approved recommendations were submitted to the full Commission on February 9, 1996. The Commission approved the urban growth, urban service delivery, open space, and rural development policies and definitions as written. The Commission revised the comprehensive plan guidelines to include the following statement:

"If a community's plan is incompatible with other plans, the communities involved will not receive expanded sewer service area or receive approval of any amendment request for the area in contention."

The Commission then adopted all recommendations as an addendum to the Long Range Transportation/Land Use Plan at their February 9<sup>th</sup>, 1996 meeting.

### **1999-2000 ADDENDUM UPDATE**

After the Addendum was adopted, East Central staff began implementing the policies and standards using three basic methods: 1) by reviewing individual communities' land use plans for conformance with the policies, density standards, and comprehensive plan guidelines; 2) through the process of updating and amending local Sewer Service Area Plans; and 3) through the "208" review process for sanitary sewer extensions and advisory subdivision plat reviews.

During the implementation, staff identified concerns with several of the major policies. More clarification and definition was needed, as well as better interpretation of how the policies would be applied in specific situations. Additionally, several major changes were proposed at the state level regarding on-site sewer regulations (Comm. 83) and statutory definitions and procedures for the preparation and adoption of local comprehensive land use plans.

These issues dictated the need for staff to re-convene the Land Use Advisory Committee. The LUAC met eleven times between May, 1999 and July, 2000 to discuss these and other issues in detail in the hopes of achieving consensus from the urbanized area communities on the various regional policies and implementation details. The LUAC approved the modified documents on August 10<sup>th</sup>, 2000. The proposed changes were approved by the Commission's Community Facilities Committee on September 27<sup>th</sup>, 2000 and by the full Commission on October 27<sup>th</sup>, 2000. Appendix E contains the Summary of Proceedings for all of the meetings held, as well as other pertinent correspondence relating to the approval of this revised document.

Please note that these revised policies and the Comprehensive Plan Guidelines will affect all of the following communities effective upon adoption by the full Commission:

CALUMET COUNTY:

- City of Appleton
- City of Menasha
- Village of Sherwood
- Town of Harrison
- Town of Brothertown (new)

FOND DU LAC COUNTY:

- City of Fond du Lac
- Village of North Fond du Lac
- Town of Calumet (new)
- Town of Empire
- Town of Fond du Lac
- Town of Friendship
- Town of Taycheedah

OUTAGAMIE COUNTY:

- 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 Vandenbroek

WINNEBAGO COUNTY:

- City of Appleton
- City of Menasha
- City of Neenah
- City of Oshkosh
- Town of Algoma
- Town of Clayton
- Town of Black Wolf
- Town of Menasha
- Town of Neenah
- Town of Nekimi
- Town of Oshkosh
- Town of Vinland

Also note that the Commission and its staff may elect to review and revised any or all of the policies contained in this document, subject to input from local and state units of government, as part of the preparation of its Regional Comprehensive Plan as newly required by Wisconsin State Statutes 66.0295.

## **URBAN SERVICE DELIVERY RECOMMENDATIONS**

The objective of these recommendations is to encourage growth within the urban planning area to develop in a manner consistent with the policies and objectives stated in the Long Range Transportation/Land Use Plan, while maintaining individual community character and identity. In keeping with that objective, the decision as to what level of land use development tier (high, medium or low density) a jurisdiction wishes to achieve is the decision of the jurisdiction. However, the thresholds and standards developed by LUAC provide the degree of essential services to be provided. All urban areas of the Fox Cities, Oshkosh, and Fond du Lac shall primarily fit into one of the three levels of land use development tiers, although various portions of a jurisdiction may fit more than one tier.

The thresholds and standards are summarized in Exhibits 2, 3, and 4 which contain the Residential Density Standard Matrices (Parts A and B) and the Levels of Service for Commercial and Industrial Development Matrix (See pages 6, 7, and 8). The matrices are based on the growth management and urban service delivery goals, policies and objectives. The densities within the residential matrix are formulated from recent development patterns within the urban planning area. The matrix discussion is applicable to the urban planning area only. The open space discussion (*page 9*) is applicable to all communities within the east central region. The rural development recommendations are directed to development occurring outside the urban planning area (Sewer Service Area Planning Area). The rural development recommendations are designed to help minimize any unintentional consequences resulting from the urban policy recommendations. Definitions apply to the entire region.

## **MATRIX RECOMMENDATIONS**

### **Levels of Residential Land Use and Development Tiers.**

The levels of residential land use have been reformulated into three land use development tiers: high, medium, and low density.

- The high density definition designates those jurisdictions or portions of a jurisdiction that meet density standards of three or more residential units per gross acre (high density), provide all essential urban services, and continue to plan new development at the appropriate density levels.
- The medium density definition identifies those jurisdictions or portions of a jurisdictions where the residential density standards range between 1.0 and 2.99 units per acre, and where essential urban services are provided for all development where density is greater than 1.0 and where new development is planned at 2.0 or greater.
- The low density definition distinguishes those jurisdictions or portions of a jurisdiction where the residential density factor is less than 1, where essential urban services are not necessarily provided, and where development is limited.

## ***Exhibit 2 – Residential Density Standards Matrix***

### **Part A**

<b>SERVICES</b>	<b>HIGH DENSITY</b>	<b>MEDIUM DENSITY</b>	<b>LOW DENSITY</b>
SANITARY SEWER	<ul style="list-style-type: none"> <li>• Full public sewer all dwelling units</li> <li>• Pipe sizes increase with density</li> <li>• Pipe length decreases with density</li> <li>• Remain within treatment facility capacity</li> </ul>	<ul style="list-style-type: none"> <li>• Primarily public sewer</li> <li>• On-site systems in very low density 1 acre or less</li> <li>• Pipe size increases with density</li> <li>• Pipe length decreases with density</li> <li>• Remain within treatment facility capacity</li> </ul>	<ul style="list-style-type: none"> <li>• Single family on-site sewer</li> <li>• Other housing, full public sewer</li> </ul>
WATER SUPPLY	<ul style="list-style-type: none"> <li>• Full public water service for all dwelling units</li> <li>• Pipe sizes increase with density</li> <li>• Pipe lengths decrease with density</li> <li>• Adequate water pressure and flow to meet</li> <li>• Standards for fire protection and consumption</li> </ul>	<ul style="list-style-type: none"> <li>• Primarily public water</li> <li>• private wells for very low density 1 acre or less</li> <li>• Pipe sizes increase with density</li> <li>• Pipe lengths decrease with density</li> <li>• Adequate water pressure and fire flow to meet</li> <li>• standards for fire protection and consumption</li> </ul>	<ul style="list-style-type: none"> <li>• Private on-site wells</li> <li>• Adequate water pressure and fire flow to meet</li> <li>• standards for fire protection and consumption</li> </ul>
STORMWATER	<ul style="list-style-type: none"> <li>• Full underground storm drainage system</li> <li>• Required for all development</li> <li>• Pipe sizing as for sewer and water</li> <li>• Detention/Retention as appropriate</li> <li>• Adequate to carry peak flow per design storm</li> </ul>	<ul style="list-style-type: none"> <li>• Underground and surface mix</li> <li>• Required for all development</li> <li>• Pipe sizing such as for sewer and water</li> <li>• Detention and retention as appropriate</li> <li>• Adequate to carry peak flow per design storm</li> </ul>	<ul style="list-style-type: none"> <li>• Surface drainage</li> <li>• Required for dense and commercial development</li> <li>• Pipe sizing as for sewer and water</li> <li>• Detention and retention as appropriate</li> <li>• Adequate to carry peak flow per design storm</li> </ul>
STREET NETWORK	<ul style="list-style-type: none"> <li>• Lighting, curb, gutters &amp; sidewalk</li> <li>• Right of Way (ROW) and Pavement width</li> <li>• meet Level C standards for traffic flow</li> </ul>	<ul style="list-style-type: none"> <li>• Mix of lighting. Curb &amp; gutter or alternative</li> <li>• Effective stormwater management. Sidewalks or</li> <li>• other distinct, maintained pedestrian corridors</li> <li>• Right of Way (ROW) and Pavement width</li> <li>• meet Level C standards for traffic flow</li> </ul>	<ul style="list-style-type: none"> <li>• Sparse lighting, no curb, gutter, or sidewalk</li> <li>• Right of Way (ROW) and Pavement width</li> <li>• meet Level C standards for traffic flow</li> </ul>

**Exhibit 3 - Residential Density Standards Matrix**

***Part B***

<b>SERVICES</b>	<b>HIGH DENSITY</b>	<b>MEDIUM DENSITY</b>	<b>LOW DENSITY</b>
Police	<ul style="list-style-type: none"> <li>Adequate number of officers to provide an average response time of 7 min., under 4 min. for Code 1 and 2 calls.</li> </ul>	<ul style="list-style-type: none"> <li>Adequate number of officers to provide an average response time of 10 min., under 5 min. for Code 1 and 2 calls.</li> </ul>	<ul style="list-style-type: none"> <li>Adequate number of officers to provide an average response time of 15 min., under 6 min. for Code 1 &amp; 2 calls.</li> </ul>
Fire	<ul style="list-style-type: none"> <li>Full time staff and chief</li> <li>Average response time: 4 min</li> </ul>	<ul style="list-style-type: none"> <li>Partly on call staff</li> <li>Average response time: 6 min</li> </ul>	<ul style="list-style-type: none"> <li>All on call staff/ no full time staff</li> <li>Average response time: 8 min</li> </ul>
Ambulance	<ul style="list-style-type: none"> <li>Fractile time response: for 90% of calls</li> <li>first responders arrive within 4 minutes,</li> <li>backup arrives in less than 8 minutes.</li> </ul>	<ul style="list-style-type: none"> <li>Fractile time response: for 90% of calls</li> <li>First responders arrive within 4 minutes,</li> <li>Backup arrives in less than 10 minutes.</li> </ul>	<ul style="list-style-type: none"> <li>Fractile time response: for 90% of calls</li> <li>first responders arrive within 4 minutes,</li> <li>backup arrives in less than 12 minutes.</li> </ul>
Schools*	<ul style="list-style-type: none"> <li>plan for adequate capacity to absorb projected development</li> </ul>	<ul style="list-style-type: none"> <li>plan for adequate capacity to absorb projected development</li> </ul>	<ul style="list-style-type: none"> <li>plan for adequate capacity to absorb projected development</li> </ul>
General Government	<ul style="list-style-type: none"> <li>Central Municipal building, specialized depts.</li> <li>Full-time staff</li> </ul>	<ul style="list-style-type: none"> <li>Central municipal building, less specialized depts.</li> <li>Full-time &amp;/or Part-time staff</li> </ul>	<ul style="list-style-type: none"> <li>Central municipal building, few specialized depts.</li> <li>Part-time staff</li> </ul>
Library	<ul style="list-style-type: none"> <li>18.3 wkly service hrs. per/1000 pop</li> <li>3.61 books per capita</li> </ul>	<ul style="list-style-type: none"> <li>18.3 weekly service hours per 1000 pop</li> <li>3.61 books per capita</li> </ul>	<ul style="list-style-type: none"> <li>18.3 wkly service hrs. per/1000 pop</li> <li>3.61 books per capita</li> </ul>
Solid Waste	<ul style="list-style-type: none"> <li>Weekly Curbside by municipality</li> </ul>	<ul style="list-style-type: none"> <li>Weekly curbside by municipality or patron</li> </ul>	<ul style="list-style-type: none"> <li>Weekly curbside by patron or patron to landfill</li> </ul>

*\*School districts and communities should cooperate when siting schools in a manner which does not encourage sprawl.*

**Exhibit 4 - Levels of Service for Commercial and Industrial Development Matrix**

SERVICES	CATEGORY A	CATEGORY B	CATEGORY C
Street Network	<ul style="list-style-type: none"> <li>• Lighting, curb, gutters &amp; safe, distinctive provision</li> <li>• For pedestrian and bicycle access</li> <li>• Right of Way (ROW) and Pavement width</li> <li>• Increase with density</li> </ul>	<ul style="list-style-type: none"> <li>• Mix of lighting, curb, &amp; gutter. Safe, distinctive</li> <li>• Provision for pedestrian and bicycle access</li> <li>• ROW and Pavement width related to density</li> </ul>	<ul style="list-style-type: none"> <li>• Sparse lighting, no curb, gutter, or sidewalk</li> <li>• ROW and pavement width relative to density</li> </ul>
Storm Water	<ul style="list-style-type: none"> <li>• Fully engineered storm drainage system</li> <li>• Required for all development</li> <li>• Pipe sizing as for sewer and water</li> <li>• Detention/retention as appropriate</li> <li>• Adequate to carry peak flow per design storm</li> </ul>	<ul style="list-style-type: none"> <li>• Underground and surface mix</li> <li>• Required for all development</li> <li>• Pipe sizing as for sewer and water</li> <li>• Detention and retention as appropriate</li> <li>• Adequate to carry peak flow per storm design</li> </ul>	<ul style="list-style-type: none"> <li>• Surface Drainage</li> <li>• Pipe sizing as for sewer and water</li> <li>• Detention and retention as appropriate</li> <li>• Adequate to carry peak flow per storm design</li> </ul>
Sanitary Sewer	<ul style="list-style-type: none"> <li>• Full public sewer for all development</li> <li>• Pipe sizes increase with density</li> <li>• Pipe length decreases with density</li> <li>• Remain within treatment facility capacity</li> </ul>	<ul style="list-style-type: none"> <li>• Primarily public sewer</li> <li>• On-site systems for low daily waste water flow rates</li> <li>• Pipe size increases with density</li> <li>• Pipe length decreases with density</li> <li>• Remain within treatment facility capacity</li> </ul>	<ul style="list-style-type: none"> <li>• On site systems</li> </ul>
Water Supply	<ul style="list-style-type: none"> <li>• Full public water service for all development</li> <li>• Pipe sizes increase with density</li> <li>• Pipe lengths decrease with density</li> <li>• Adequate water pressure and fire flow to meet</li> <li>• Standards for fire protection</li> </ul>	<ul style="list-style-type: none"> <li>• Primarily public water; water assessment required</li> <li>• For establishments not on public water.</li> <li>• Pipe sizes increase with density</li> <li>• Pipe lengths decrease with density</li> <li>• Adequate water pressure and fire flow to meet</li> <li>• Standards for fire protection</li> </ul>	<ul style="list-style-type: none"> <li>• Private on site wells; water assessment for heavy users</li> <li>• Adequate water pressure and fire flow to meet</li> <li>• standards for fire protection</li> </ul>

*Category A: Commercial and industrial development which has a projected daily wastewater flow rate of 10,000 or more gallons. Examples: warehouses, industrial parks, and shopping malls.*

*Category B: Commercial and industrial development which has a projected daily waste water flow rate of less than 10,000 gallons. Examples: furniture store, neighborhood grocery store.*

*Category C: Commercial and industrial development which requires no additional infrastructure beyond what would be expected in a low density environment. A low density commercial and*

*Industrial environment includes areas that have low traffic volumes, sparse development, and are located further away from medium and high density areas of development.*

*Examples: home occupations and bed and breakfast establishments as defined in ILHR 51.01, mini-warehouses, landfills, and resource production and extraction.*

*Note: Compatible Category B and C commercial and industrial establishments can be located in a Category A environment. However, in these cases, the Category A level of service will be expected to be provided.*

## Levels of Industrial and Commercial Development

The levels of industrial and commercial development have been divided into three service categories: Category A, Category B, and Category C.

- Category A includes industrial and commercial development which has a projected daily wastewater flow rate of 10,000 or more gallons. Establishments in this category can be expected to employ large numbers of people, generate considerable automobile and/or pedestrian traffic, require a high level of infrastructure development, and may place considerable demands on government services such as police and fire protection. Examples include, but are not limited to, warehouses, industrial parks, and shopping malls.
- Category B includes industrial and commercial development which has a projected daily wastewater flow rate of less than 10,000 gallons. Establishments in this category still may generate considerable automobile and/or pedestrian traffic, but do not require the same level of infrastructure development as Category A businesses. Examples include, but are not limited to, furniture stores and neighborhood grocery stores.
- Category C includes industrial and commercial development which require no additional infrastructure beyond what would be expected in a low density environment. A low density commercial and industrial environment includes areas that have low traffic volumes, sparse development, and are located further away from medium and high density areas of development. Examples include, but are not limited to, home occupations and bed and breakfast establishments as defined in ILHR 51.01, mini-warehouses, landfills, and resource production and extraction.

Compatible Category B and C commercial and industrial establishments can be located in a Category A environment. However, in these cases, the Category A level of service will be expected to be provided by Category B and C establishments, in order not to disrupt the level of service needs required by Category A establishments.

## Urban Services

Urban services are all services that should be provided within urban areas, with particular reference to facilities placed on or in the land as part of a development process. Development should only occur when the facilities and services are available to support that development. For the purpose of this discussion, urban services have been divided into four categories: infrastructure, environmental, health and human safety, and social services. Essential urban services for each category are listed below.

- Infrastructure Services include sanitary sewer, water distribution and storage, stormwater handling, and street networks.
- Environmental Services include recreation and parks, and conservation.
- Health and Human Safety Services include law enforcement, fire protection, and emergency medical services.
- Social Services include education, public buildings, and library services.

Infrastructure and environmental services should be included for discussion in a jurisdiction's comprehensive plan. Threshold levels for these services are listed in Part A of the Residential Density Standards Matrix and the Levels of Service for Commercial and Industrial Development Matrix (Exhibits 2 and 4) and described in more detail in this document. The criteria listed in the matrix is the minimum level of service, which should be provided to development which meets each of the density levels. A higher level of service may be provided to a particular development if a community so desires. Providing a lower level of service than listed in the matrix may result in the denial of new sewer service allocations in future sewer service plan updates.

Current and future needs for health and human safety and social services should be discussed in the comprehensive plan. The level and provision of these services should be provided for in the community's short range plan. Suggested levels for these services are listed in Part B of the Residential Density Standard Matrix (Exhibit 3) and described in more detail in this document. Part B standards differs from Part A standards in that Part B standards are suggested goals to strive for throughout the community, while Part A standards are criteria to be met by new development. Part B standards for police, fire, and ambulance are recommended guidelines from national professional organizations, such as AMA and NFPA.

Sewer service allocations will not be denied to communities which do not meet the suggested goals within Part B of the single family density standard matrix. However, communities should realize that growing or changing populations require more services. As a community's population grows and changes, the community may need to add additional services or increase their level of service to insure the health and safety of their residents. A good practice is for communities to review their provision of these services at least once every five years, and make adjustments as needed. Rapidly growing communities may wish to review their provision of these services on an annual basis.

## **THRESHOLD LEVELS**

The following discussion describes the threshold levels established for future development in the urban planning area (Sewer Service Area Planning Area). These levels are summarized in the matrices found on pages 6, 7, and 8 .

### **Essential Infrastructure Services**

1. Sanitary Sewer Services: Minimum Level of Service (LOS) standard for sanitary sewer by development:
  - 1.1. *Sewer service shall be evaluated by demand generation, and provided in accordance with NR 110.*
  - 1.2. *The provision of sanitary sewer service shall be consistent with the land use allocation identified in the future land use element of the comprehensive plan.*
  - 1.3. *All new major subdivision development on sites of less than one acre shall be connected to sanitary sewer. All Category A commercial and industrial development shall be connected to sanitary sewer. Category B commercial and industrial development shall be connected to sanitary sewer, unless the establishment or group of establishments has a low daily wastewater flow rate and public sewer is not available. Category C commercial and industrial development can be connected to on-site systems.*

1.4. On-site sewer systems are allowed within the Sewer Service Area Planning Area on existing lots of record regardless of lot size. However, East Central recommends that no new development, whether CSMs or subdivisions, using on-site sewer systems (regardless of the type) be permitted within the Sewer Service Area, or within the SSA Planning Area as of the date of the Commission's adoption of this policy. If rural residential development is allowed within this geographic area, the community should adequately address the following items prior to approval of the development:

- a) Whether the area will eventually have public sewer (40 to 50 year time horizon);
- b) How the area will fit into the overall planned residential density scheme of that portion of the community once "build-out" is completed;
- c) How the development is designed to accommodate the cost-effective provision of sewer in the future (i.e., sewer routes, easements, future increases in density, land access, etc.)

Staff is aware that communities may not realize the full implication of this policy and how it is to be implemented at the local level. Therefore, as part of the adoption of this revised policy, the Commission expresses its intent to assist the communities (beginning with the Oshkosh urbanized area) in the interpretation of this policy with respect to the current SSA Plan and locally adopted Comprehensive Plan in the following manners prior to, or during, the next regularly scheduled update of the applicable SSA Plan:

- o ECWRPC will map out all of the urbanized community's Land Use / Comprehensive Plans (proposed land uses);
- o ECWRPC will map out all of the urbanized community's locally developed Boundary / Service Agreements;
- o ECWRPC staff will conduct an assessment of all urbanized area land use plans and boundary agreements for conformance with Policy 1.3 and 1.4;
- o ECWRPC staff will suggested modifications to local land use plans and boundary agreements, if necessary, for conformance with Policy 1.3 and 1.4;
- o ECWRPC staff will request that the WDNR revise the SSA Planning Area boundary during the next SSA Plan update process per the findings of its assessment and local input.

2. Potable Water: Minimum LOS standard of service for potable water shall be:

- 2.1. *All Category A commercial and industrial development and all new residential development at medium densities of 2.0 or greater shall be connected to municipal water.*
- 2.2. *Category B and C commercial and industrial development and residential development at medium-low densities of 1.0 to 1.99 will require a water needs assessment. Issues such as water quality and quantity, groundwater impact, surface water recharge and similar concerns will form the basis for determining if residential development at medium-low density should be connected to public water.*
- 2.3. *Public water will not be required for low density residential development and Category C commercial and industrial development which uses little water, nor is a water needs assessment required. However, if communities are experiencing water quantity and quality problems, they may wish to consider a water needs assessment for these types of development to avoid placing a demand on the aquifer which will create an otherwise unnecessary need for a public water system.*
- 2.4. *Refer to appropriate PSC, DNR, and EPA codes.*

3. Stormwater: Minimum LOS standard of service for stormwater shall be:

- 3.1. *Minimum drainage levels for the standards of service for the retention volume and storm design of stormwater shall be established to assure the reception, retention, detention, and release of stormwater in a timely, safe manner, so as to prevent flooding and environmental degradation.*
- 3.2. *A regional stormwater management view shall be preferred, as stormwater management is a regional problem. If a regional option is not available, each community shall include regulations in their development ordinance to identify adequate on-site drainage and storage retention/detention. Communities should note that within the matrices, different criteria have been set for different densities. A stormwater management system should be designed to provide adequate drainage for the entire area.*
- 3.3. *Where the WDNR Priority Watershed Program has been established, local communities should follow the guidelines and plans set by the priority watershed plan in the area. A regional perspective is always more effective and efficient for stormwater controls, whereas subdivision by subdivision controls are the least effective management mechanism available.*
- 3.4. *Each jurisdiction shall develop a stormwater plan in conjunction with the comprehensive plan. This plan shall include a minimum drainage level for standards of service to be provided for the retention, volume, and storm design of stormwater to assure the reception, retainage, detainage and release of stormwater in a timely manner. Category A commercial and industrial developments and residential developments where density factors are at 3.0 or higher shall provide a full range of stormwater services; alternatives include detention, retention, curb and gutter and site drainage. Category B and C commercial and industrial development and communities where the residential density factors are less than 2.9 shall delineate how they plan to handle stormwater and the criteria that will be used. The Stormwater Management plan portion of the comprehensive plan shall set specific design and flow criteria for the 24 hour/ 5-25 year design storm for the regulation of stormwater.*

4. Road Network: Traffic circulation levels of service shall be based on criteria set in the "Wisconsin Highway System Plan Level of Service Standards and Guideline Manual".

- 4.1. *The following roadway types shall meet the subsequent level of service standards: principal arterials, minor arterials, collectors. Level of service standard C shall be the accepted criteria for the urban Fox Cities, Oshkosh, and Fond du Lac area. The document referenced describes*

Level of Service C as follows:

"Level of Service C represents stable operations: however, ability to maneuver and change lanes in mid-block locations may be more restricted than in LOS B, and longer backups and/or adverse signal coordination may contribute to lower average travel speeds of about 50 percent of the average free flow speed for the arterial. Motorists will experience an appreciable tension while driving."<sup>1</sup>

- 4.2. *Lighting shall be provided in a manner that provides for the public's safety.*
- 4.3. *Curb, gutter and sidewalks shall be provided in residential developments where density factors are at 3.0 or higher. Sidewalks or other safe, distinct, maintained pedestrian corridors and bicycle access shall be provided for medium density residential development and Category A and B commercial and industrial development. Sidewalks are optional for low density development. Low density residential development, however, does not necessarily mean low traffic volumes. There may be instances where a community may wish*

to provide sidewalks or other safe, distinct, maintained pedestrian or bicycle corridors for low density areas. For example, providing a sidewalk along a busy road between a subdivision and a school site within easy walking distance of that subdivision would eliminate the cost of providing bus or automobile transportation to and from the school site.

- 4.4. *The Long Range Transportation/Land Use Plan includes goals, policies, and objectives for alternative modes of transportation such as pedestrian and bicycle travel and public transportation. East Central would suggest that communities consider these policies when developing their comprehensive plans and updating their ordinances in order to reduce long term infrastructure costs and provide their residents with greater mobility. Providing alternate modes of transportation reduces traffic congestion, road infrastructure costs, and provides individuals, particularly the elderly and the young with greater independence of movement. It also makes automobile usage a matter of choice, rather than a necessity.*

Communities should also be aware that some development patterns cannot be efficiently served by fixed route transit. If communities anticipate a current or future need or desire for fixed route service, they should promote land use patterns and site designs standards which can be efficiently served by public transportation. Studies show that 1/4 mile is a reasonable distance to expect an individual to walk to catch a bus. Curb cuts are important for making transit accessible to persons with disabilities.

Many zoning ordinances require extended building setbacks for commercial and industrial establishments. While such setbacks make it easier and less costly to widen the road in the future, site designs which include sidewalks along the front of buildings, with parking lots behind the buildings make commercial and industrial establishments more accessible for pedestrians and transit users. Benches and/or bus shelters or indoor waiting areas also make transit use more convenient.

East Central encourages mixed use commercial and industrial development which incorporates pedestrian and bicycle circulation within its design. Such designs can substantially reduce the need for automobiles, especially if this development is also pedestrian or bicycle accessible from other areas within the community.

## **Environmental Services**

5. Parks and Recreation: *Approximately 10 acres of park land should be provided for every 1,000 residents. A hierarchy of community and neighborhood parks which meet the recreational needs of a community's residents shall be provided for residential development. Park design should reflect the community's needs or desires for recreational space and equipment.*
6. Open Space: The TAC has set policies regarding open space goals objectives and policies. These objectives include recreational opportunities, preservation objectives, urban recreation needs, cost effectiveness, and aesthetic considerations. The matrices include a requirement for park space only.
  - 6.1. *Communities are encouraged to include open space policies for their communities within the comprehensive planning elements.*

The need to protect some areas from development by preserving them as open space is universal to urban, suburban, ex-urban and rural environments. No matter how much open space presently exists in an area, its very attributes which attract new residential development, are compromised with each new house constructed.

Preserving open space is socially, environmentally, and economically prudent. It can be effectively and inexpensively accomplished. It merely requires a recognition by local decision-makers that some lands due to their location and/or physical features are more suitable for development than others and an unwavering commitment to channel new growth to those areas which can best accommodate it. Clearly delineating areas which will be preserved as open space in the land use plan or through official mapping

is essential to ensuring that natural areas and the important environmental or aesthetic functions they serve are not lost as growth occurs.

### **Health and Human Safety Services**

7. *Communities shall arrange to provide an adequate level of emergency services to provide for the health and safety of their residents and business establishments.*

Communities currently providing their own police, fire and ambulance service can better plan for future service needs by regularly monitoring the provision of service to ensure adequate protection of their citizens. Communities not currently providing their own police protection, can better plan for future service needs by maintaining an open dialogue with the county sheriff's department. Such communities should be aware that as growth occurs, a community will at some point need to establish its own police department and/or provide additional funds to supplement the county sheriff department's protection.

### **Social Services**

8. Education:
  - 8.1. *Communities should work with their local school district to ensure that schools have adequate capacity to absorb the projected level of development.*
  - 8.2. *School districts and communities should cooperate when siting schools in a manner which does not encourage additional sprawl.*
  - 8.3. *East Central would encourage the construction of sidewalks and pedestrian bridges to provide children living within walking distance safe access between their place of residence and school.*
9. Public Buildings: *Jurisdictions should provide the necessary staffing and physical infrastructure to efficiently and effectively provide the level of government services required by their citizens.*
10. Library Services: *Communities should work with the regional library systems to help provide the level of library service desired by their residents.*
11. Solid Waste: *Weekly curbside pickup shall be provided by municipalities where the residential density factor is 3.0 or greater. Weekly curbside service shall be provided by municipalities or patrons where the residential density factor ranges from 1.0 to 2.99. Patrons shall provide pickup where the residential density factor is less than 1.0.*
12. Intergovernmental and Interagency Cooperation: *Intergovernmental and interagency cooperation is important for cost effective, efficient, equitable provision of all of services. East Central would encourage communities to work together to form better relations and cost saving, equitable techniques for services.*

## **COMPREHENSIVE PLAN GUIDELINES**

### **Introduction & Revisions**

*With the passage of the Governor's 2000-2001 biennial budget bill, new statutory language which defines the content and preparation process of a Comprehensive Plan, was also passed (Wis. Stats. 66.0295(2)). In order to achieve consistency between local, county, regional, and state plans, ECWRPC staff recommends that the definition of a Comprehensive Plan, as described under 66.0295(2) be adopted by*

*the LUAC and the Commission in place of the current Transportation/Land Use Plan Addendum's Comprehensive Plan Guidelines. This recommendation would apply as follows:*

- A) Communities within the urbanized areas that have, prior to the final Commission adoption of this Addendum document and with the intent of meeting ECWRPC's previous Addendum guidelines, either: 1) received Commission "certification"; 2) submitted their plan to ECWRPC for review, or; 3) initiated the process of preparing a Comprehensive Plan will be allowed to receive future or SSA allocations for the next SSA Plan update (Fox Cities and Oshkosh are scheduled for initiation in 2002, while Fond du Lac's will begin in 2005). SSA Plan Amendment requests are allowed at any time for communities once their plan is "certified".

Certified Plans (as of July 27, 2000):

*Calumet County – T. Harrison, C. Appleton;*

*Outagamie County - T. Buchanan, T. Grand Chute, C. Appleton;*

*Winnebago County – T. Menasha, C. Appleton, C. Oshkosh*

*Fond du Lac County – None*

Plans Completed & Submitted for Review (as of July 27, 2000):

Calumet County – None;

Outagamie County – T. Greenville, V. Combined Locks, C. Kaukauna;

Winnebago County – T. Clayton, T. Vinland, T. Algoma, T. Black Wolf, T. Neenah, C. Neenah;

Fond du Lac County – T. Empire, T. Taycheedah, T. Friendship, , C. Fond du Lac

Planning Initiated or In Progress (as of July 27, 2000):

Calumet County – V. Sherwood;

Outagamie County – V. Little Chute;

Winnebago County – C. Menasha, T. Nekimi;

Fond du Lac County – V. North Fond du Lac, T. Fond du Lac, T. Calumet.

- B) All remaining communities must meet the new statutory definition for the content of a Comprehensive Plan as described under 66.0295 and have Commission "certification" under in order to receive new SSA allocations during the next update (2002 for Fox Cities & Oshkosh / 2005 for Fond du Lac) or to request SSA amendments.

Plans Not Initiated:

Calumet County – T. Brothertown;

Outagamie County - T. Kaukauna, T. Vandenbroek, V. Kimberly;

Winnebago County – T. Oshkosh;

Fond du Lac County – None

- C) Any community receiving Commission "certification" under the previous Addendum guidelines should meet the Wis. Stats. 66.0295 definition and have their plan "re-certified" prior to the 2007(Fox Cities & Oshkosh) or 2010 (Fond du Lac) Sewer Service Area Plan Update in order to receive future Sewer Service Area acreage allocations. SSA Plan amendments will be allowed between the 2002 and 2005

Sewer Service Area Plan updates for category A communities with "certified" plans under the old Addendum guidelines.

## **Guidelines for Category A Communities**

Note: Staff recognizes that a number of the statutory references and plan requirements listed below are now out of date due to the adoption of the new "smart growth" legislation. However, the contents of the plan, as listed below, will still be used as a guideline for reviewing community plans which fall under category A.

A comprehensive plan is the most useful tool a community has in making thoughtful and fiscally responsible decisions regarding growth and development in a community. Without specific criteria, a community fashions arbitrary decisions based on zoning and subdivision regulation. Local comprehensive or "master" plans are defined in the Wisconsin Statutes Section 62.23 (3)(a) which states:

"The master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development."

In reference to a memo dated June 1, 1995 sent to the Land Use Advisory Committee, staff recommended the following definition of a comprehensive plan:

"The comprehensive plan is the official public document adopted by a local government as a policy guide to decisions about the physical development of the community."

A comprehensive plan, which typically encompasses a twenty year period of time, is a precursor to an effective zoning ordinance. A zoning map and ordinances are not substitutes for a comprehensive plan or singularly sufficient criteria for the creation of adjoining planning maps. Without the comprehensive plan in place, land use decisions are made simply to support zoning criteria. A plan can provide sufficient backing in resolving difficult conflicts and making land use decisions. A community's comprehensive plan should be consistent with other local, neighboring communities, county, regional, and state plans and policies. It should also incorporate county overlay districts and farmland preservation plans where appropriate. The plan should include citizen input and maintain internal consistency between plan elements. Types of acceptable citizen input include public sessions and/or citizen surveys. A comprehensive plan should be updated at least every five years. This timeframe is also dependent on the level of growth which a community promotes. Some communities may wish to update a comprehensive plan more often.

The community should choose a document format which is clear, concise, and easy for them to use and follow. The plan should, at the very minimum, identify a description of the community's characteristics, physical resources, the community's needs, a vision for the future characteristics of the community, and an implementation strategy for actuating the plan.

### Description of community characteristics and resources:

A description of community characteristics and resources should include existing population, housing, income, and employment characteristics, and transportation networks. This description should also describe existing environmental conditions and resources including stormwater management issues, potable water conditions, and existing land uses. It should answer questions such as: What social, economic, and physical characteristics make our community unique or special? Who are the major employers? What are the characteristics of our labor force? What environmental resources need to be protected? What physical or social attributes can we build upon? How do our community's land uses impact the environmental conditions of the community and how can we minimize the negative impacts?

### Identification of community needs and their vision for the future:

This information should include projected population growth and household projections. In order to meet specific growth trends, the plan must identify projected infrastructure, service, and housing needs. This plan should make clear what level of growth and urban development a community desires to achieve, with the understanding that along with urban growth comes service needs for the community. A community must then provide the proper public support for this effort.

If the residents of a community do not wish to add services such as additional police protection, sidewalks, etc. to sustain urban types of development, then the community's land use goals and objectives should reflect this idea by expressing the desire to maintain the current amount and/or addressing how the level of development in a community will or will not impact the service needs of a community.

For example, if residents vote in a referendum, or indicate in a survey, or a public information session that they do not wish to add additional police protection, the existing level of service is obviously viewed as satisfactory. Communities which are growing in population and housing intelligibly need to continue providing the same level of protection in relation to the population. A community should recognize, for health and human safety reasons, that an increase in population automatically increases the service needs of the residents. A community should make a conscience decision whether or not they want to add or expand those services, hence deciding at which level a community should grow, if at all. If a community decides not to change the level of services necessary to accommodate additional urban development, then development should be discouraged by the community.

Community land use plan goals and desires should form according to the public's vision of their community. It should answer such questions as: What do we like about our community? What is our community presently lacking? What physical or social attributes of our community need to be rectified or improved? What do we want our community to look like in the future? What needs will we have to address in the future?

### Implementation strategy

An implementation strategy should include practical recommendations for achieving the community's goals for strengthening and building their community while addressing the needs of its citizens. The adoption process for a community's comprehensive plan includes ongoing participation and review by a community's planning and/or zoning committee (where applicable) and then final adoption by resolution by the common council, or village or town board.

Historically, the legality of community comprehensive plans has been tested in the court system. A community's adopted plan and requiring consistency with the plan is completely legal and binding according to the courts' decisions. Sporadic use of a plan by a community is not appropriate from a legal standpoint, and ignores the intent for preparing a plan.

Zoning is an implementation tool that is highly effective in promoting the goals and objectives of a community. A comprehensive plan should identify areas in which the current zoning ordinance is inconsistent with those goals and then make reasonable improvements to the zoning ordinance. Types of recommendations may include additions or changes to a subdivision review process, subdivision plat requirements, general zoning changes, etc.

Short range plans are micro-plans that focus on a specific issue. Short range plans are formed from a set of community needs within a condensed period of time, generally within a five year period. A community can choose to effectively discuss the short range plans at a very concise level depending on the character of the plan. Examples of a short range plan are short-term service plan improvements, CIP's, and special projects. Part B items in the single-family service matrix are all candidates for short term plans.

A Capital Improvement Program or CIP is a five to ten year short range plan with updates occurring annually. A general CIP includes a community's capital items such as existing parks, public buildings, emergency vehicles, wastewater and water treatment facilities, streets and other infrastructure. The CIP also includes improvement projects required for the community's future and the appropriate timeline and funding which is being followed to implement the improvements. A CIP is highly specific to each community.

A Capital Improvement Program is considered a short range planning item within the implementation strategy. A CIP helps a community to focus on community needs and goals, and allows a community to establish rational priorities. Intergovernmental coordination can also be enhanced with the aid of a Capital Improvement Program. A standard CIP includes cost considerations for improvements and any other costs expected for the community within a reasonable period of time (i.e.: five to ten year plan updated annually).

Intergovernmental coordination and concurrency for additional development and services is recommended. Concurrency requires the creation of supporting infrastructure at the same time as new development projects occur. The community should be able to document anticipated funding levels and sources needed to accommodate the creation of new development in the plan.

#### Consistency Issues

Three levels of consistency are necessary in a comprehensive plan. The first is the consistency in the planning process of a community and how different elements are formed. For example, has a sufficient amount of public input been gathered for the creation of the plan? Is the information gathered within the inventory portion of the plan current, unbiased, and credible? Has there been a process in which the planning effort has followed or has it been haphazardly formed?

The second level necessary is the consistency between the plan policies, recommendations, and neighboring plans. One of the most important aspects of the development of a comprehensive plan is the inherent consistency within the plan elements themselves. If the community inventory and resource information, the public input and other elements within the plan are not reflected within the community goals, objectives and plan recommendations, the plan is inadequate and inconsistent. The "Single Family Density Standards" and "Levels of Service for Commercial and Industrial Development" matrices developed through the Land Use Advisory Committee and staff recommendations should be used as guidelines for the areas within urban service areas. If a community is presently lacking specific levels of service in reference to the matrices, the plan should recognize this issue and identify intended actions in response to the discrepancy. If a plan identifies certain resolutions to the discrepancy, but the community fails to follow through with the recommendations, the plan will be considered inconsistent and inadequate.

Communities should strive for consistency in proposed transportation networks, development areas, and other influencing aspects with the plans of neighboring communities. A community should attempt to identify and foster working relationships with neighboring communities to help provide consistency between comprehensive plans. A plan will not be considered inconsistent if there are no apparent solutions to discrepancies in the comprehensive plans. However, if the discrepancy between the communities' plans involves sewer service considerations or other service improvements, the plan will be considered inconsistent for regional planning purposes.

State Statutes provide the best guidance available regarding consistency issues between communities. According to Wisconsin State Statute 59.97(1), a county board "may plan for the physical development and zoning of territory within the county as set forth in this section and shall incorporate therein the master plan adopted under section 62.23(2) or (3) and the official map of any city or village in the county adopted under section 62.23(6)."

However, Section 62.23(2) states it is a function of the municipal planning commission to make and adopt a plan for the physical development of the city and areas outside of the city in which have been judged to "bear relation to the development of the city provided, however, that in any county where a *regional*

*planning department* has been established, areas outside of the boundaries of the city may not be included in the master plan without the consent of the county board of supervisors."

The last level of consistency in a comprehensive plan is the hierarchy of consistency with county and regional plans and state policies. There are various types of plans in which a community's comprehensive plan should review and, when possible, incorporate those recommendations into the goals, objectives and recommendations of its plan. Some of these plans include regional and county-wide plans (i.e.: transportation, farmland preservation, greenways/open space, overlay districts, sewer service area, etc.). State policies can include environmental regulations, transportation network policies, etc. Instances of inconsistencies within a comprehensive plan will be reviewed on a case by case scenario.

## **Plan Elements**

This section lists suggested guidelines for elements of a comprehensive plan. These elements are discussed at a basic level and should become more specialized with the consideration of a community's goals and objectives.

### *1. Population*

Useful population information for a community to examine includes past and projected trends in population growth; and present and changing demographic characteristics such as age distribution, educational attainment, income and employment characteristics.

### *2. Housing*

Useful housing information for a community to examine includes the age, structural, value, and occupancy characteristics of its present housing stock, and current and projected housing demand.

### *3. Land Use*

Land use information should include percentage of land in specific uses such as residential, commercial, industrial, ROW, etc. Maps showing current land uses, productive agricultural soils (where appropriate), soil limitations for building site development (i.e.: for basement construction), floodplains, wetlands and other environmentally sensitive lands, and community's proposed future land use development pattern (including general residential densities [Note: "mixed-density" plans which meet the overall density requirements spelled out in Exhibits 2, 3, and 4 are acceptable]) should also be included in the plan. The land use development plan should map such items as transportation network improvements, and environmentally sensitive areas which are to be protected from development.

### *4. Transportation*

The transportation element of the plan should include current infrastructure provisions for automobile, bicycle, and pedestrian traffic and pertinent mass transit and shipping facilities such as bus lines and shelters, para-transit service, airports, ports, and rails. It should also identify present and future infrastructure and traffic needs and make recommendations for addressing those needs. A map of the transportation network would be useful.

### *5. Public Facilities*

The community should identify current and future needs for sanitary sewer service, potable water, solid waste disposal, recycling, park and open space improvements, stormwater management, and aquifer recharge, public/municipal buildings, and land acquisitions. The land use development plan should include a map of short and long-term public facilities service/expansion areas (See Exhibit 5).

## *6. Parks and Recreation*

An inventory of current facilities should be compiled, and current and future needs and opportunities should be identified. This element can also include parkland dual uses such as municipal stormwater management practices including safety consideration of this use where appropriate.

## *7. Conservation and Open Space*

This element should identify and provide for the conservation and effective management of natural resources such as groundwater, productive agricultural soils (where appropriate to the community), environmentally sensitive lands, stream corridor protection, floodplains, wetlands, and wildlife and habitat areas. Mapping these specific areas on a land use plan map is essential in recognizing their significance in the plan effort.

## *8. Public Services*

The community should discuss current and future needs for police and fire protection, ambulance service, library service, schools, and other government services. The level and provision of these services should be provided for in the community's short range plan.

## *9. Other*

Depending on the nature and characteristics of your community, you may want to include other elements such as urban design/community character, historic preservation, urban redevelopment, neighborhood preservation, economic development, and/or farmland preservation. Short range plans such as CIP's and service plans should be incorporated into the context of the long range plan. The more specialized a plan is, the more prepared a community is to make sound land use and planning decisions.

## **Comprehensive Plan Review and Certification Process**

All communities are advised to prepare comprehensive plans but are not "required" to do so. Communities that are within the sewer service planning area will be required, prior to the Year 2002 (Fox Cities/Oshkosh) or 2005 (Fond du Lac) Sewer Service Area Plan update, to submit a plan only if the community wants additional service area allocations. (See below discussion regarding the timeframe for how the plan will be incorporated into the sewer service planning process.) East Central Wisconsin Regional Planning Commission Staff will, upon submittal, review officially adopted comprehensive plans, determine the adequacy of the plan and recommend that the Community Facilities Committee (RDC) certify the plan. This process will include a request for the review of the community's plan by all adjacent communities and those with extra-territorial review jurisdiction with comments submitted to East Central as deemed appropriate. Below are the specific criteria in which staff will review the plans:

1. Staff will recommend approval of a comprehensive plan to the RDC based on above elements only if it is consistent with other local, regional, and state plans. After staff recommends the approval, a general reporting process to the Commission of staff and RDC action(s) will commence. The plan will be considered adequate for regional planning purposes.
2. If a comprehensive plan is incompatible with other plans or is inadequate in its plan elements, then staff will first attempt to work with the community to correct the inconsistency (ies). If the problems are rectified and changed to make the plan consistent, then staff will recommend approval of the plan to the RDC; and there will be a general reporting process of staff action to the Commission. The plan will be considered adequate for regional planning purposes.
3. If the inconsistencies and/or inadequacies cannot be settled at a staff level, a community can then submit the comprehensive plan to the Community Facilities Committee for action. If the plan is deemed adequate and consistent by the Community Facilities Committee, the plan will be

approved and a general reporting process to the Commission will commence. The plan will be considered adequate for regional planning purposes.

4. If the Community Facilities Committee deems a plan to be inconsistent and/or inadequate based on above elements, a community has the option to submit the comprehensive plan to the full Commission for action. The Commission may then approve or not approve the plan. If the plan is approved by the Commission, the plan will be considered adequate for regional planning purposes. If the plan is not accepted by the full Commission, an issuance of a letter of non-conformity will be sent to the community and appropriate state agencies stating the specific incompatibilities and inadequacies of the plan.
5. A community holds the right to adopt any plan it so chooses, however, the Commission reserves advisory status in which the plan can be deemed adequate and consistent with other local, regional, and state plans.
6. If a community revises or updates a plan after East Central has reviewed the plan, the community should submit the revisions and updated versions to East Central in order for a plan to continue its consistency and adequacy status.

#### **Comprehensive Plan Advisory Status Relating to Future Sewer Service Area Updates**

After the 1995-1996 sewer service area update adoption, approved comprehensive plans will be required prior to any amendment approval by the Community Facilities Committee or the Commission.

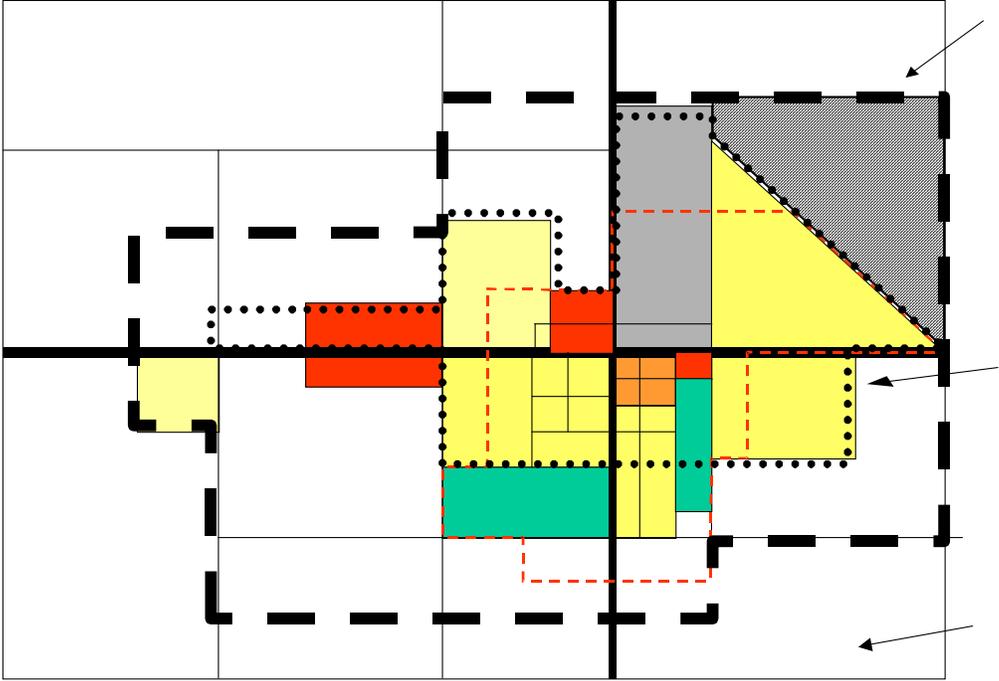
Adequate comprehensive plans that have been through the above review process are a requirement for the Year 2002 (Fox Cities and Oshkosh) and 2005 (Fond du Lac), or subsequent, Sewer Service Area updates in order to be considered for expanded growth allocations. If a community fails to submit a comprehensive plan, the community will not receive expanded sewer service area or receive approval for any amendment request. If a community's plan is incompatible with other plans, the communities involved will not receive expanded sewer service area or receive approval of any amendment request for the area in contention.

If a community adopts elements within the comprehensive plan such as service level improvements (in reference to the Residential Density Standards and Levels of Service for Commercial and Industrial Matrices), but fails to follow through with implementation, the community will be not be considered for expanded growth allocations or receive approval for any amendment request for the Year 2002 (Fox Cities and Oshkosh) and 2005 (Fond du Lac), or subsequent Sewer Service Area Plan updates.

Exhibit 5 – Example Land Use Plan Map of Urban Service Boundaries

Town of Winnebago - 2020 Land Use Plan

Policy 1.4 Area



This page intentionally left blank

## Appendix C – Demographic and Acreage Projection Tables

---

This page intentionally left blank

**TABLE C-1: EXISTING YEAR 2020 SSA ACREAGE CHARACTERISTICS (BASED ON 2007 LAND USE)**

	Total SSA		C. of Omro SSA		T. Omro SSA		T. Winneconne SSA	
	Acres	%	Acres	%	Acres	%	Acres	%
<b>2050 SSA Planning Area (acres)</b>	<b>6,647.7</b>		<b>1,563.6</b>		<b>4,532.9</b>		<b>551.2</b>	
Square Miles	10.4		2.4		7.1		0.9	
<b>2020 Sewer Service Area Total</b>	<b>2,015.4</b>	<b>100.0%</b>	<b>1,246.7</b>	<b>100.0%</b>	<b>707</b>	<b>100.0%</b>	<b>61.2</b>	<b>100.0%</b>
Single Family & Duplex Residential (including mobile homes)	643.0	31.9%	387.5	31.1%	237.4	33.6%	18.2	29.6%
Multi-Family Residential	17.4	0.9%	17.4	1.4%	0.0	0.0%	0	0.0%
Commercial	58.1	2.9%	55.9	4.5%	2.1	0.3%	0	0.0%
Industrial	52.9	2.6%	52.9	4.2%	0.0	0.0%	0	0.0%
Public/Institutional (includes park & recreation)	188.5	9.4%	175.5	14.1%	13.0	1.8%	0	0.0%
Utilities	0.0	0.0%	0.0	0.0%	0.0	0.0%	0	0.0%
Transportation/Roads/Railroads	274.8	13.6%	193.8	15.5%	74.2	10.5%	6.8	11.1%
Existing/Planned Stormwater Detention Ponds	4.4	0.2%	4.4	0.4%	0.0	0.0%	0	0.0%
Vacant, Undevelopable (50' wetland buffer)	9.7	0.5%	5.7	0.5%	2.7	0.4%	1.4	2.2%
● <b>Vacant, Developable</b> (includes woodlands, agric. or undeveloped uses)	<b>708.5</b>	<b>35.2%</b>	<b>332.3</b>	<b>26.7%</b>	<b>344.5</b>	<b>48.7%</b>	<b>31.7</b>	<b>51.8%</b>
ESA - Stream Buffer	9.5	0.5%	5.2	0.4%	3.8	0.5%	0.5	0.8%
ESA - Wetland	20.6	1.0%	13.6	1.1%	5.4	0.8%	1.6	2.6%
Open Water	28.0	1.4%	2.5	0.2%	24.4	3.4%	1.1	1.8%
<b>Total SSA Developed Acres</b>	<b>1,239.1</b>	<b>61.5%</b>	<b>887.5</b>	<b>71.2%</b>	<b>326.7</b>	<b>46.2%</b>	<b>25.0</b>	<b>40.8%</b>
<b>Total SSA ESA/Water Acres</b>	<b>58.1</b>	<b>2.9%</b>	<b>21.3</b>	<b>1.7%</b>	<b>33.6</b>	<b>4.8%</b>	<b>3.2</b>	<b>5.2%</b>

Year 2020 SSA Vacant Acres by Proposed Land Use Type	Total of All SSAs		C. of Omro SSA		T. Omro SSA		T. Winneconne SSA	
	Acres	%	Acres	% of	Acres	% of	Acres	% of
SF Residential	563.3	79.5%	228.7	68.8%	302.9	87.9%	31.7	100.0%
MF Residential	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Commercial	27.8	3.9%	12.2	3.7%	15.6	4.5%	0	0.0%
Industrial	34.0	4.8%	34.0	10.2%	0	0.0%	0	0.0%
Public/Institutional (include parks/churches/utilities/roads)	63.4	8.9%	49.6	14.9%	13.7	4.0%	0	0.0%
Agriculture or Unplanned	20.2	2.8%	7.8	2.4%	12.3	3.6%	0	0.0%
<b>TOTALS</b>	<b>708.6</b>	<b>100.0%</b>	<b>332.3</b>	<b>100.0%</b>	<b>344.6</b>	<b>100.0%</b>	<b>31.7</b>	<b>100.0%</b>

Note: T. of Omro, proposed STH 21 bypass = 238.93 acres

Source: ECWRPC -October, 2007

**Table C-2: OMRO AREA, PROJECTED POPULATION , 2005 -2030**

MCD	ECWRPC Projections						Difference '05-'30	Difference '05-'30 w/10% increase
	2005	2010	2015	2020	2025	2030		
C. Omro	3,355	3,462	3,569	3,690	3,830	3,962	607	668
T. Omro	2,043	2,140	2,238	2,347	2,470	2,590	547	602
T. Winneconne	2,289	2,406	2,525	2,656	2,804	2,949	659	725
<b>Totals</b>	<b>7,687</b>	<b>8,008</b>	<b>8,332</b>	<b>8,693</b>	<b>9,104</b>	<b>9,501</b>	<b>1,813</b>	<b>1,994</b>

Source: U.S. Census, 2000; 2005-2030 Population Projections for Communities in East Central Wisconsin, ECWRPC 2004

**Table C-3: OMRO SSA, PROJECTED SEWERED POPULATION BY DMA , 2005 -2030**

MCD	ECWRPC Projections*						Difference '05-'30	Difference '05-'30 w/10% increase	2030 SSA Population (incl. additional 10% of '05-'30 increase)
	2005	2010	2015	2020	2025	2030			
C. Omro	3,355	3,462	3,569	3,690	3,830	3,962	607	668	<b>4,022.7</b>
T. Omro S.D. #1	781	820	861	904	949	997	216	237	<b>1,018.4</b>
Rivermoor S.D.**	152	160	168	176	185	194	42	46	<b>198.2</b>
<b>Totals</b>	<b>4,288</b>	<b>4,442</b>	<b>4,598</b>	<b>4,770</b>	<b>4,964</b>	<b>5,153</b>	<b>865</b>	<b>951</b>	<b>5,239.3</b>

Notes: \*Sanitary District Projections based on same 'rate' of growth experienced for each MCD as a whole.

\*\*As of 2007 the Rivermoor S.D. did not have a 'sewered' population

Source: U.S. Census, 2000; 2005-2030 Population Projections for Communities in East Central Wisconsin, ECWRPC 2004

**Table C-4: ESTIMATED OMRO AREA HOUSEHOLDS, 2005-2030**

MCD	2005		2010		2015		2020		2025		2030		Difference '05-'30	Difference '05-'30 w/10% increase	SSA Households (incl. additional 10% of '05-'30 increase)
	No. HH	Persons per HH													
C. Omro	1,319	2.46	1,386	2.42	1,450	2.38	1,516	2.36	1,574	2.36	1,649	2.33	330	363	1,682
T. Omro	775	2.64	832	2.60	871	2.57	921	2.55	969	2.55	1,022	2.53	247	272	1,047
T. Winneconne	838	2.56	902	2.54	960	2.51	1,017	2.48	1,076	2.47	1,136	2.47	298	328	1,166
<b>Totals / Average</b>	<b>2,932</b>	<b>2.55</b>	<b>3,120</b>	<b>2.52</b>	<b>3,281</b>	<b>2.49</b>	<b>3,454</b>	<b>2.46</b>	<b>3,619</b>	<b>2.46</b>	<b>3,807</b>	<b>2.44</b>	<b>875</b>	<b>963</b>	<b>3,895</b>

Source: U. S. Census, 2000; ECWRPC 2007(Method A)

**Table C-5: PROJECTED SEWERED HOUSEHOLDS BY DMA, 2005-2030**

ECWRPC Projections*															
MCD	2005		2010		2015		2020		2025		2030		Difference '05-'30 No. HH	Difference '05-'30 w/10% increase No. HH	SSA Households (incl. additional 10% of '05-'30 increase)
	No. HH	Persons per HH													
C. Omro	1,319	2.46	1,386	2.42	1,450	2.38	1,516	2.36	1,574	2.36	1,649	2.33	330	363	1,682
T. Omro S.D. #1	296	2.64	315	2.60	335	2.57	355	2.55	372	2.55	394	2.53	98	108	404
Rivermoor S.D.**	59	2.56	62	2.54	66	2.51	70	2.48	74	2.47	77	2.47	18	20	79
<b>Totals / Average</b>	<b>1,674</b>	<b>2.55</b>	<b>1,763</b>	<b>2.52</b>	<b>1,851</b>	<b>2.49</b>	<b>1,941</b>	<b>2.46</b>	<b>2,020</b>	<b>2.46</b>	<b>2,120</b>	<b>2.44</b>	<b>446</b>	<b>491</b>	<b>2,165</b>

Notes: \*Sanitary District Projections based on same 'rate' of growth experienced for each MCD as a whole.

\*\* As of 2007 the Rivermoor S.D. did not have a 'sewered' population

**TABLE C-6: OMRO SSA COMMUNITIES - UNITS IN STRUCTURE, 2000**

Municipality	Housing units: 1; detached units in structure	Housing units: 1; attached units in structure	Mobil Home	Housing units: 2 units in structure	Housing units: 3 or 4 units in structure	Housing units: 5 to 9 units in structure	Housing units: 10 to 19 units in structure	Housing units: 20 or more	Boat, RV, Van, etc.	Housing units: Total	Occupied housing units: Total	Percent Occupied in 2000
C. Omro	903	20	99	70	66	108	12	28	0	1,306	1,245	95.33%
T. Omro	734	7	5	21	0	0	0	0	0	767	697	90.87%
<b>TOTALS</b>	<b>1,637</b>	<b>27</b>	<b>104</b>	<b>91</b>	<b>66</b>	<b>108</b>	<b>12</b>	<b>28</b>	<b>0</b>	<b>2,073</b>	<b>1,942</b>	<b>93.1%</b>

Municipality	Omro SSA - Residential Splits					
	Single Family		Duplex		Multi-Family	
	Total	% of Total	Total	% of Total	Total	% of Total
C. Omro	1,022	78.3%	70	5.4%	214	16.4%
T. Omro	746	97.3%	21	2.7%	0	0.0%
	<b>1,768</b>	<b>85.3%</b>	<b>91</b>	<b>4.4%</b>	<b>214</b>	<b>10.3%</b>

Source: U.S. Census Bureau, 2000 & ECWRPC, 2007

**TABLE C-7: OMRO SSA COMMUNITIES - LAND USE DENSITY**

Municipality	SF Units du/acre	Duplex Units du/acre	MF Units du/acre
C. Omro	2.8	5.5	8
T. Omro S.D	1.5	3	6
Rivermoore S.D	1.5	3	6
<b>Omro SSA Average</b>	<b>1.9</b>	<b>3.8</b>	<b>6.7</b>

Source: ECWRPC, 2007; City and Town of Omro 2025 Comprehensive Plans

## Table C-8: OMRO SSA - RESIDENTIAL ACREAGE PROJECTION METHODOLOGY (YEAR 2030)

951 2005-2030 population increase with 10% increase

491 2005-2030 household increase with 10% increase

**FORMULA: 1) Total Households ( Dwelling Units) Needed x Percentage Split of Unit Type (based on 2000 Census Units splits) = Projected Units by Type**

491	x	85.3%	=	419 Single Family Units
491	x	4.4%	=	4 Duplex Units
491	x	10.3%	=	51 Multi-Family Units

**2) Projected Units by Type x Development Densities (based SSA Average) = SSA Acreage Needs for Residential Uses**

419	Single Family Units	/	1.9 units/acre	=	220
4	Duplex Units	/	3.8 units/acre	=	1
51	Multi-Family Units	/	6.7 units/acre	=	8
<b>Total Omro SSA Vacant Acres Needed</b>					<b>229</b>

**3) Application of 15% Infrastructure Factor = Gross Acreage Needs for Residential Uses**

220 Acres Single Family Units	X	1.15	=	253
1 Acres Duplex Units	X	1.15	=	1
8 Acres Multi-Family Units	X	1.15	=	9
				<b>263 TOTAL ACRES</b>

**4) Application of 20% Market Factor = Adjusted Gross Acreage Needs for Residential Uses**

253 Acres Single Family Units	X	1.2	=	304
1 Acres Duplex Units	X	1.2	=	1
9 Acres Multi-Family Units	X	1.2	=	11
				<b>316 TOTAL ACRES</b>

Source: ECWRPC, 2007; City and Town of Omro 2025 Comprehensive Plans

**Table C-9: OMRO SSA - COMMERCIAL/INDUSTRIAL ACREAGE PROJECTIONS (YEAR 2030)**

**EXISTING SSA (2005)**

Omro SSA

111 Acres of existing commercial/industrial (C/I) development  
 4,288 2005 Population estimate  
 0.03 2005 C/I Per Capita

**2030 - PROJECTED SSA (2030 projected minus 2005 existing)**

Omro SSA

5,111 2030 Population projection  
 823 Population Increase (2030-2005)  
 0.03 2005 C/I Per Capita

**21.3 Projected Need\*** (2005 C/I Per Capita \* Pop. Increase)

**ESTIMATED ACREAGE NEEDS**

**Omro 2030 SSA C/I Projection**

**21.3 C/I Acres Needed**

**Application of 15% Infrastructure Factor = Gross Acreage Needs for C/I Uses**

$$21.3 * 1.15 = 24.5$$

**Application of 20% Market Factor = Adjusted Gross Acreage Needs for C/I Uses**

$$24.5 * 1.2 = 29.4$$

*Note: This figure to be used as a guide for 2030 SSA allocations*

Note: C/I acreage amounts were calculated within the current SSA boundary line  
 \* C/I Projection Formula: Projected C/I Need = (2007 C/I Per Capita)(Population Increase)  
 Source: ECWRPC, 2007

**TABLE C-10: EXISTING YEAR 2030 SSA ACREAGE CHARACTERISTICS (BASED ON 2007 LAND USE)**

	Total SSA		C. of Omro SSA		T. Omro SSA		T. Winneconne SSA	
	Acres	%	Acres	%	Acres	%	Acres	%
<b>2050 SSA Planning Area (acres)</b>	<b>6,798.3</b>		<b>1,563.6</b>		<b>5,149.4</b>		<b>85.3</b>	
Square Miles	10.6		2.4		8.0		0.1	
<b>2030 Sewer Service Area Total</b>	<b>2,279.6</b>	<b>100.0%</b>	<b>1,442.4</b>	<b>100.0%</b>	<b>776.0</b>	<b>100.0%</b>	<b>61.2</b>	<b>100.0%</b>
Single Family & Duplex Residential (including mobile homes)	648.1	28.4%	390.6	27.1%	239.4	30.8%	18.2	29.6%
Multi-Family Residential	17.4	0.8%	17.4	1.2%	0.0	0.0%	0.0	0.0%
Commercial	60.5	2.7%	58.3	4.0%	2.1	0.3%	0.0	0.0%
Industrial	52.9	2.3%	52.9	3.7%	0.0	0.0%	0.0	0.0%
Public/Institutional (includes park & recreation)	198.7	8.7%	179.2	12.4%	19.5	2.5%	0.0	0.0%
Utilities	0.0	0.0%	0.0	0.0%	0.0	0.0%	0.0	0.0%
Transportation/Roads/Railroads	284.2	12.5%	202.7	14.1%	74.7	9.6%	6.8	11.1%
Existing/Planned Stormwater Detention Ponds	4.4	0.2%	4.4	0.3%	0.0	0.0%	0.0	0.0%
Vacant, Undevelopable (50' wetland buffer)	9.7	0.4%	5.7	0.4%	2.7	0.3%	1.4	2.2%
● <b>Vacant, Developable</b> (includes woodlands, agric. or undeveloped uses)	<b>945.6</b>	<b>41.5%</b>	<b>509.9</b>	<b>35.4%</b>	<b>404.0</b>	<b>52.1%</b>	<b>31.7</b>	<b>51.8%</b>
ESA - Stream Buffer	9.5	0.4%	5.2	0.4%	3.8	0.5%	0.5	0.8%
ESA - Wetland	20.6	0.9%	13.6	0.9%	5.4	0.7%	1.6	2.6%
Open Water	28.0	1.2%	2.5	0.2%	24.4	3.1%	1.1	1.8%
<b>Total SSA Developed Acres</b>	<b>1,266.2</b>	<b>55.5%</b>	<b>905.6</b>	<b>62.8%</b>	<b>335.7</b>	<b>43.3%</b>	<b>25.0</b>	<b>40.8%</b>
<b>Total SSA ESA/Water Acres</b>	<b>58.1</b>	<b>2.5%</b>	<b>21.3</b>	<b>1.5%</b>	<b>33.6</b>	<b>4.3%</b>	<b>3.2</b>	<b>5.2%</b>

Year 2030 SSA Vacant Acres by Proposed Land Use Type	Total of All SSAs		C. of Omro SSA		T. Omro SSA		T. Winneconne SSA	
	Acres	%	Acres	% of	Acres	% of	Acres	% of
SF Residential	687.5	72.7%	310.5	61%	345.3	85%	31.7	100%
MF Residential	0	0.0%	0	0%	0	0%	0	0%
Commercial	68.1	7.2%	35.4	7%	32.7	8%	0	0%
Industrial	99.0	10.5%	99.0	19%	0	0%	0	0%
Public/Institutional (include parks/churches/utilities)	69.0	7.3%	55.2	11%	13.7	3%	0	0%
Agriculture or Unplanned	22.2	2.3%	9.8	2%	12.3	3%	0	0%
<b>TOTALS</b>	<b>945.7</b>	<b>100.0%</b>	<b>509.9</b>	<b>100%</b>	<b>404.1</b>	<b>100.0%</b>	<b>31.7</b>	<b>100.0%</b>

Source: ECWRPC - 2008, C. Omro & T. Omro 2025 Comp. Plans

**TABLE C-11: SUMMARY OF 2020 & PROPOSED 2030 SSA CONDITIONS**

SSA Characteristic	2020 SSA	2030 SSA	2020-2030 Difference	2030 SSA Projection	"Excess" (2030-projection)*	% Over/ Under 2030 vs. Projected
Developed Land Uses	1,239	1,266	27	n/a	n/a	n/a
<b>Vacant Lands</b> (see below for breakdown by proposed land use)	<b>709</b>	<b>946</b>	<b>237</b>	<b>345</b>	<b>601</b>	<b>174%</b>
Vacant/Undevelopable Lands (includes 50' wet land buffer)	10	10	0	n/a	n/a	n/a
Environmentally Sensitive Areas (wet lands & stream buffer)	30	30	0	n/a	n/a	n/a
Water Areas	28	28	0	n/a	n/a	n/a
<b>Total SSA</b>	<b>2,015</b>	<b>2,280</b>	<b>264</b>	<b>345.0</b>	<b>601</b>	<b>n/a</b>

Vacant Land By Proposed Land Use Type	2020 SSA	2030 SSA	2020-2030 Difference	2030 SSA Projection	"Excess" (2030-projection)	% Over/ Under 2030 vs. Projected
Single Family Residential (incl. duplex)	563	688	124	305	383	125%
Multi-Family Residential	0	0	0	11	-11	-100%
Commercial/Industrial	62	167	105	29	138	468%
Public Institutional	63	69	6	n/a	n/a	n/a
Agriculture/Undeveloped (assumed to be SF Res.)	20	22	n/a	n/a	n/a	n/a
<b>Total Vacant Acreage</b>	<b>709</b>	<b>946</b>	<b>237</b>	<b>345</b>	<b>600</b>	<b>174%</b>

Source: ECWRPC, 2008

## TABLE C-12: CITY OF OMRO 2006 WWTF PERFORMANCE/CAPACITY ANALYSIS

Month	INFLUENT			EFFLUENT		BOD Removal Efficiency
	Avg. Monthly Flow (mgd)	Average Mo. (C)BOD Concentration (mg/l)	Avg. Monthly BOD Loading (lbs/day)	Avg. Monthly (C)BOD (mg/l)	Avg. Monthly TSS (mg/l)	
JAN	0.5268	133	586	5	6	96.24%
FEB	0.5029	179	750	8	4	95.53%
MAR	0.6288	167	876	7	5	95.81%
APR	0.592	137	676	5	5	96.35%
MAY	0.7426	113	700	12	6	89.38%
JUN	0.4865	133	540	6	5	95.49%
JUL	0.4651	179	695	8	8	95.53%
AUG	0.336	213	596	7	5	96.71%
SEP	0.3447	220	631	6	3	97.27%
OCT	0.3732	160	499	6	5	96.25%
NOV	0.3632	247	747	5	4	97.98%
DEC	0.4534	215	812	5	4	97.67%
<b>Total</b>	<b>5.82</b>	<b>2,096</b>	<b>8,108</b>	<b>80</b>	<b>60</b>	
<b>Average</b>	<b>0.48</b>	<b>175</b>	<b>676</b>	<b>6.67</b>	<b>5.00</b>	<b>95.85%</b>

Max Month Design Flow (mgd) = 1.145  
 90% of Design = 1.0305  
 Design BOD (lb/day) = 900  
 90% of Design = 810

BOD Permit Limit (mg/l) = 30  
 90% of Permit Limit = 27  
 TSS Permit Limit (mg/l) = 30  
 90% of Permit Limit = 27

**Note: Average of Monthly Avg. Flow is 42.3% of design flow.**

Capacity Used (% of Design Flow) 89.7%  
 Capacity Remaining (% of Design Flow) 10.3%

BOD Capacity Used (% of Design BOD) 75.1%  
 BOD Capacity Remaining (% of Design BOD) 24.9%

Total Plant Capacity (Max Mo. Desin) 1,145,000 gallons per day  
 Total Monthly Flows (12 mo. avg.) = 484,600 gallons per day  
 Total Remaining Capacity = 660,400 gallons per day

gallons / day = 8,255 more population equivalent (at 80 gpcpd)  
 3,440 more SF dwelling units (at a 2007 pph of 2.4)  
 1,810 more acres of single family residential development (at 1.9 units per acre gross density)

Source: City of Omro CMAR, 2006 and ECWRPC, 2007

## TABLE C-13: WASTEWATER FLOW PROJECTIONS

### OMRO SSA - PROJECTED 2030 RESIDENTIAL WASTEWATER FLOWS

SSA	2005 Population	2030 Population	2005-2030 Increase	2005-2030 SSA Population Increase (includes additional 10% of 2005-2030 increase)	Additional Flows (@ 80 gallons per day per person)		Peak Flows (@4.0 factor)	
					gallons per day (gpd)	millions of gallons (mgd)	gallons per day (gpd)	millions of gallons (mgd)
C. Omro	3,355	3,962	607	668	53416	0.053416	213664	0.213664
T. Omro S.D. #1	781	997	216	238	19008	0.019008	76032	0.076032
Rivermoor S.D.	152	194	42	46	3,696	0.004	14,784	0.015
<b>Totals</b>	<b>4,288</b>	<b>5,153</b>	<b>865</b>	<b>952</b>	<b>3,696</b>	<b>0.004</b>	<b>14,784</b>	<b>0.015</b>

Source: City of Omro 2006 CMAR; ECWRPC

### OMRO SSA - PROJECTED 2030 COMMERCIAL/INDUSTRIAL FLOWS

SSA	2005 C/I Acreage Totals	2030 C/I Acreage Totals	Acres + 20% Market Factor*	Projected Flows (@ 1100 gal./ac./day)	
				Gallons per day (gpd)	Millions of Gallons per Day (mgd)
C. Omro	155	246	295	324,192	0.324
T. Omro S.D. #1	18	35	42	45,936	0.046
Rivermoor S.D.	0	0	-	-	0.000
<b>Totals</b>	<b>173</b>	<b>280</b>	<b>336</b>	<b>370,128</b>	<b>0.370</b>

Note: C/I acreage totals include vacant/developed lands which are slated for C/I development delineated by the City and Town of Omro Comprehensive Plans.

Source: City of Omro 2006 CMAR; ECWRPC

### OMRO - SUMMARY OF PROJECTED FLOWS & WWTF CAPACITIES

SSA	Additional Residential Flows (mgd)	Additional Comm/Ind. Flows (mgd)	Total Additional Flows (mgd)	Existing WWTF Flows (Avg. of 2006 mo. Avg. flows - mgd)*	Existing / Planned* WWTF Design Capacity (mgd)	Difference (Ex. / Planned Capacity - Existing & Projected Flows)
Omro SSA	0.015	0.370	0.385	0.48	1.145	0.28

\* WWTF design flow based on 2006 CMAR

Source: City of Omro, 2006 CMAR; ECWRPC

**Table C-14: Omro SSA - Building Permits, 2000-2007**

Place	Year	Number of Units			Total Units
		SFR (incl. mobile)	Duplex	3 or more	
C. Omro	2000	14	5	0	19
	2001	11	2	0	13
	2002	14	6	48	68
	2003	18	1	0	19
	2004	29	0	0	29
	2005	27	2	0	29
	2006	26	2	0	28
	2007	0	0	0	0
<b>Total Units</b>		<b>139</b>	<b>18</b>	<b>48</b>	<b>205</b>
<b>Percentage of Total Units</b>		<b>67.8%</b>	<b>8.8%</b>	<b>23.4%</b>	<b>100.0%</b>
T. Omro	2000	16	0	0	16
	2001	20	0	0	20
	2002	22	0	0	22
	2003	26	0	0	26
	2004	35	0	0	35
	2005	16	0	0	16
	2006	12	0	0	12
	2007	0	0	0	0
<b>Total Units</b>		<b>147</b>	<b>0</b>	<b>0</b>	<b>147</b>
<b>Percentage of Total Units</b>		<b>100.0%</b>	<b>0.0%</b>	<b>0.0%</b>	<b>100.0%</b>
T. Omro S.D.	2000	8	0	0	8
	2001	11	0	0	11
	2002	10	0	0	10
	2003	64	0	0	64
	2004	22	0	0	22
	2005	6	0	0	6
	2006	10	0	0	10
	2007	0	0	0	0
<b>Total Units</b>		<b>131</b>	<b>0</b>	<b>0</b>	<b>131</b>
<b>Percentage of Total Units</b>		<b>100.0%</b>	<b>0.0%</b>	<b>0.0%</b>	<b>100.0%</b>
Rivermoor S.D.	2000	0	0	0	0
	2001	0	0	0	0
	2002	0	0	0	0
	2003	0	0	0	0
	2004	0	0	0	0
	2005	0	0	0	0
	2006	0	0	0	0
	2007	0	0	0	0
<b>Total Units</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Percentage of Total Units</b>		<b>#DIV/0!</b>	<b>#DIV/0!</b>	<b>#DIV/0!</b>	<b>#DIV/0!</b>
		Number of Units			
	Year	SFR (incl. mobile)	Duplex	3 or more	Total Units
Total Units	2000	38	5	0	43
	2001	42	2	0	44
	2002	46	6	48	100
	2003	108	1	0	109
	2004	86	0	0	86
	2005	49	2	0	51
	2006	48	2	0	50
	2007	0	0	0	0
<b>Total Units</b>		<b>417</b>	<b>18</b>	<b>48</b>	<b>483</b>
<b>Percentage of Total Units</b>		<b>86.3%</b>	<b>3.7%</b>	<b>9.9%</b>	<b>100.0%</b>

Source: C. Omro, T. Omro, T. Omro S.D. #1, & Rivermoor S.D.

**Table C-15: Estimated & Projected Winnebago County Population by MCD, 1970 - 2030**

	Census 1970	Census 1980	Census 1990	Census 2000	ECWRPC 2005	ECWRPC 2010	ECWRPC 2015	ECWRPC 2020	ECWRPC 2025	ECWRPC 2030	DOA 2003	DOA 2004
C. Appleton (pt.)	0	5	443	812	944	1,059	1,178	1,307	1,448	1,592	893	916
C. Menasha (pt.)	14,836	14,728	14,638	15,643	15,763	15,782	15,779	15,805	15,882	15,887	15,590	15,655
C. Neenah	22,902	22,432	23,219	24,507	25,439	25,845	26,234	26,695	27,271	27,754	25,058	25,193
<b>C. Omro</b>	<b>2,341</b>	<b>2,763</b>	<b>2,836</b>	<b>3,177</b>	<b>3,355</b>	<b>3,462</b>	<b>3,569</b>	<b>3,690</b>	<b>3,830</b>	<b>3,962</b>	3,234	3,312
C. Oshkosh	53,082	49,620	55,006	62,916	65,928	67,996	70,080	72,416	75,137	77,676	64,327	65,095
V. Winneconne	1,611	1,935	2,059	2,401	2,537	2,636	2,737	2,850	2,978	3,101	2,454	2,501
T. Algoma	3,158	3,249	3,492	5,702	6,166	6,695	7,245	7,840	8,499	9,162	6,034	6,024
T. Black Wolf	2,127	2,318	2,154	2,330	2,448	2,495	2,541	2,594	2,659	2,716	2,407	2,423
T. Clayton	1,771	2,353	2,264	2,974	3,375	3,643	3,922	4,224	4,559	4,895	3,209	3,301
T. Menasha	8,682	12,307	13,975	15,858	16,950	17,693	18,452	19,290	20,245	21,166	16,485	16,695
T. Neenah	2,942	2,864	2,691	2,657	2,770	2,802	2,832	2,869	2,917	2,955	2,686	2,745
T. Nekimi	1,193	1,516	1,475	1,419	1,455	1,444	1,429	1,417	1,407	1,391	1,441	1,448
T. Nepeuskun	743	682	647	689	728	743	757	774	795	813	711	720
<b>T. Omro</b>	<b>1,444</b>	<b>1,684</b>	<b>1,616</b>	<b>1,875</b>	<b>2,043</b>	<b>2,140</b>	<b>2,238</b>	<b>2,347</b>	<b>2,470</b>	<b>2,590</b>	1,951	2,011
T. Oshkosh	4,943	4,420	4,655	3,234	2,778	2,529	2,261	1,982	1,691	1,371	2,770	2,808
T. Poygan	734	898	824	1,037	1,141	1,208	1,278	1,354	1,439	1,524	1,093	1,120
T. Rushford	1,415	1,420	1,361	1,471	1,552	1,587	1,622	1,663	1,711	1,753	1,509	1,535
T. Utica	1,029	1,038	1,046	1,168	1,241	1,283	1,324	1,371	1,425	1,476	1,210	1,225
T. Vinland	1,472	1,632	1,688	1,849	1,925	1,969	2,012	2,061	2,120	2,173	1,891	1,904
T. Winchester	1,209	1,261	1,433	1,676	1,748	1,812	1,877	1,949	2,033	2,112	1,720	1,724
<b>T. Winneconne</b>	<b>1,408</b>	<b>1,595</b>	<b>1,761</b>	<b>2,145</b>	<b>2,289</b>	<b>2,406</b>	<b>2,525</b>	<b>2,656</b>	<b>2,804</b>	<b>2,949</b>	2,252	2,252
T. Wolf River	904	1,052	1,037	1,223	1,272	1,309	1,347	1,390	1,440	1,486	1,252	1,256
<b>Winnebago County</b>	<b>129,946</b>	<b>131,772</b>	<b>140,320</b>	<b>156,763</b>	<b>163,846</b>	<b>168,538</b>	<b>173,241</b>	<b>178,543</b>	<b>184,763</b>	<b>190,504</b>	<b>160,177</b>	<b>161,863</b>

Notes:

Shaded cells indicate Omro SSA Communities

Source: U.S. Census: 1970, 1980, 1990, 2000; ECWRPC, 2004

**Table C-16: Estimated Households by MCD, Winnebago County, 2000 to 2030**

Minor Civil Division	Method Used*	2000		2005		2010		2015		2020		2025		2030	
		No. HH	Persons per HH												
C. Appleton (pt.)	A	383	2.03	426	2.13	470	2.16	514	2.20	561	2.23	622	2.23	660	2.31
	B	383	2.03	448	2.02	506	2.01	565	2.00	628	2.00	697	1.99	766	1.99
C. Menasha (pt.)	A	6,710	2.33	6,838	2.30	6,970	2.26	7,071	2.23	7,169	2.20	7,204	2.20	7,313	2.17
	B	6,710	2.33	6,783	2.32	6,826	2.31	6,846	2.30	6,872	2.30	6,910	2.29	6,918	2.29
C. Neenah	A	9,834	2.47	10,289	2.45	10,589	2.41	10,851	2.39	11,116	2.38	11,356	2.38	11,590	2.37
	B	9,834	2.47	10,228	2.46	10,441	2.45	10,630	2.44	10,838	2.44	11,079	2.43	11,284	2.43
C. Omro	A	1,236	2.49	1,319	2.46	1,386	2.42	1,450	2.38	1,516	2.36	1,574	2.36	1,649	2.33
	B	1,236	2.49	1,310	2.48	1,358	2.47	1,404	2.46	1,455	2.46	1,511	2.45	1,564	2.45
C. Oshkosh	A	24,082	2.31	25,370	2.29	26,330	2.27	27,214	2.27	28,121	2.27	29,195	2.27	29,848	2.30
	B	24,082	2.31	25,230	2.30	26,171	2.29	27,075	2.28	28,054	2.28	29,145	2.27	30,172	2.27
V. Winneconne	A	945	2.53	1,007	2.51	1,059	2.48	1,110	2.45	1,162	2.44	1,215	2.44	1,267	2.44
	B	945	2.53	1,001	2.52	1,046	2.51	1,089	2.50	1,136	2.50	1,188	2.49	1,238	2.49
T. Algoma	A	1,940	2.94	2,106	2.93	2,302	2.91	2,500	2.90	2,710	2.89	2,938	2.89	3,146	2.91
	B	1,940	2.94	2,103	2.93	2,292	2.92	2,487	2.91	2,695	2.91	2,924	2.90	3,154	2.90
T. Black Wolf	A	916	2.54	970	2.52	1,002	2.48	1,031	2.46	1,060	2.44	1,086	2.44	1,114	2.43
	B	916	2.54	965	2.53	988	2.52	1,009	2.51	1,032	2.51	1,059	2.50	1,082	2.50
T. Clayton	A	1,071	2.78	1,223	2.76	1,335	2.73	1,449	2.71	1,569	2.69	1,694	2.69	1,819	2.69
	B	1,071	2.78	1,218	2.77	1,321	2.76	1,425	2.75	1,538	2.75	1,661	2.74	1,785	2.74
T. Menasha	A	6,298	2.47	6,816	2.44	7,239	2.40	7,653	2.37	8,087	2.34	8,487	2.34	8,966	2.32
	B	6,298	2.47	6,769	2.46	7,100	2.45	7,427	2.44	7,780	2.44	8,170	2.43	8,548	2.43
T. Neenah	A	976	2.72	1,024	2.70	1,053	2.66	1,077	2.62	1,102	2.60	1,121	2.60	1,146	2.57
	B	976	2.72	1,019	2.71	1,036	2.70	1,050	2.69	1,065	2.69	1,084	2.68	1,099	2.68
T. Nekimi	A	526	2.68	545	2.65	555	2.58	563	2.52	570	2.47	566	2.47	580	2.38
	B	526	2.68	542	2.67	540	2.66	536	2.65	532	2.65	529	2.64	523	2.64
T. Nepeuskun	A	254	2.71	271	2.69	280	2.65	289	2.62	298	2.60	306	2.60	315	2.58
	B	254	2.71	269	2.70	276	2.69	282	2.68	289	2.68	297	2.67	304	2.67
T. Omro	A	706	2.66	775	2.64	823	2.60	871	2.57	921	2.55	969	2.55	1,022	2.53
	B	706	2.66	771	2.65	811	2.64	851	2.63	894	2.63	941	2.62	987	2.62
T. Oshkosh	A	1,215	2.46	1,162	2.39	1,183	2.14	1,199	1.89	1,214	1.63	1,036	1.63	1,236	1.11
	B	1,215	2.46	1,134	2.45	1,037	2.44	930	2.43	817	2.43	697	2.42	566	2.42
T. Poygan	A	397	2.61	441	2.59	476	2.54	510	2.51	546	2.48	581	2.48	621	2.45
	B	397	2.61	439	2.60	467	2.59	495	2.58	526	2.58	559	2.57	592	2.57
T. Rushford	A	549	2.68	584	2.66	606	2.62	626	2.59	647	2.57	666	2.57	687	2.55
	B	549	2.68	581	2.67	597	2.66	612	2.65	628	2.65	647	2.64	663	2.64
T. Utica	A	453	2.58	486	2.55	512	2.50	537	2.46	564	2.43	586	2.43	616	2.40
	B	453	2.58	483	2.57	501	2.56	519	2.55	538	2.55	560	2.54	581	2.54
T. Vinland	A	693	2.67	727	2.65	757	2.60	784	2.57	812	2.54	835	2.54	865	2.51
	B	693	2.67	724	2.66	743	2.65	762	2.64	782	2.64	805	2.63	825	2.63
T. Winchester	A	620	2.7	653	2.68	686	2.64	718	2.61	752	2.59	784	2.59	818	2.58
	B	620	2.7	650	2.69	676	2.68	703	2.67	731	2.67	763	2.66	793	2.66
T. Winneconne	A	838	2.56	902	2.54	960	2.51	1,017	2.48	1,076	2.47	1,136	2.47	1,197	2.46
	B	838	2.56	898	2.55	948	2.54	997	2.53	1,051	2.53	1,111	2.52	1,169	2.52
T. Wolf River	A	515	2.37	543	2.34	571	2.29	598	2.25	626	2.22	649	2.22	682	2.18
	B	515	2.37	539	2.36	557	2.35	575	2.34	595	2.34	617	2.33	637	2.33
<b>Winnebago County</b>	A	<b>61,157</b>	<b>2.43</b>	<b>64,479</b>	<b>2.41</b>	<b>67,143</b>	<b>2.38</b>	<b>69,632</b>	<b>2.36</b>	<b>72,199</b>	<b>2.34</b>	<b>74,604</b>	<b>2.35</b>	<b>77,158</b>	<b>2.34</b>
	B	<b>61,157</b>	<b>2.43</b>	<b>56,872</b>	<b>2.73</b>	<b>58,906</b>	<b>2.71</b>	<b>60,859</b>	<b>2.70</b>	<b>62,977</b>	<b>2.68</b>	<b>65,346</b>	<b>2.68</b>	<b>67,566</b>	<b>2.67</b>

Notes:

Shaded cells indicate Oshkosh SSA Communities and method to be used for SSA Planning purposes.

Source: U. S. Census, 2000; ECWRPC 2004.

## Appendix D – Summary of Existing Runoff Rules

---

This page intentionally left blank

## **Summary of Existing Stormwater Runoff Rules**

### Federal Storm Water Requirements

The Federal Water Pollution Control Act, also known as the Clean Water Act, was the federal government's response to concerns regarding water contamination in 1972. The National Pollutant Discharge Elimination System (NPDES) is a product of the Clean Water Act (CWA) and functions as the primary documentation of prohibitions regarding the discharge of pollution to water systems.

The Clean Water Act was amended in 1987 resulting in the establishment of Phase 1 of the NPDES Storm Water Program in 1990. Phase 1 of the NPDES Storm Water Program requires an NPDES permit to be issued for point sources of water pollution. The permit specifically monitors storm water discharges from industrial activities and large municipal separate storm sewer systems (MS4s). Permits are required for industrial activities affecting five or more acres of land and MS4s in locations with populations of 100,000 people or more. The Phase 1 permits allow the EPA to analyze the amount and type of pollution occurring in an area with respect to the levels of pollution that can be managed by natural processes in a given location.

As population and construction activities grew, more permits were being distributed and monitoring these influences to water contamination through the issuing of NPDES permits became an overwhelming task to be handled at the national level. Therefore, the Environmental Protection Agency (EPA) divided the responsibility of monitoring water contamination to the state level in order to achieve better management and more effective regulation of water contamination activities.

Phase 1 effectively managed the initial concerns for water contamination from point sources, yet water systems were now being more affected by non-point sources of pollution. The EPA responded with Phase II of the NPDES Storm Water Program in 1999. Phase II requires NPDES permits for storm water discharges from even more specific activities than Phase I and addresses non-point issues more closely. The Phase II permits are needed for certain small MS4s and construction activities that disturb one to five acres of land.

### State Storm Water Regulation

Authority for storm water regulation was given to the state of Wisconsin by the federal government, along with all other states, as the regulation of the NPDES Storm Water Program became overwhelming to be handled at the national level. In Wisconsin the Storm Water Program is regulated by the Wisconsin Department of Natural Resources (DNR). The Wisconsin Pollutant Discharge Elimination System (WPDES) is a part of the National Pollutant Discharge Elimination System (NPDES) that was developed to meet the Clean Water Act requirements set forth by the government. The WPDES Storm Water Program regulates storm water discharge that occurs within the state from industrial, municipal, and construction sources in order to prevent contamination of Wisconsin's water systems.

NPDES permits are issued by the DNR for industrial, municipal, and construction activities that pollute storm water through non-point runoff, requiring treatment of storm water runoff before it is discharged into a water system. Provisions to 1997 Wisconsin Act 27 and 1999 Wisconsin

Act 9 required the Department of Natural Resources (DNR) to establish performance standards to control non-point source pollution, a threat to Wisconsin's water resources. The performance standards have been proven to control non-point source contamination of storm water discharge and are monitored by the Standards Oversight Council (SOC). The standards list the actions and precautions that need to be taken regarding specific activities known to contaminate runoff. Best management practices have been introduced to help control storm water factors that increase water contamination, such as controlling the rates of storm water runoff.

As of October 1, 2002 Wisconsin's Runoff Management Rules are encompassed in Wisconsin Administrative Codes NR 120, 151, 152, 153, 154, 155, 216, and 243 and are briefly summarized as follows:

- NR 120 administrative rule established by the DNR pertains to the Priority Watershed and Priority Lake Program. This rule involves administration of cost share and local assistance grants for urban municipalities in priority watershed projects and are covered in detail under NR 153 and NR 155. NR 120 also administers rural local assistance grants through the Department of Agriculture, Trade, and Consumer Protection (DATEP) under ATCP50.
- NR-151, created by the WDNR establishes runoff pollution performance standards and prohibitions. The standards and prohibitions are divided into three categories relating to agricultural, non-agricultural, and transportation practices in Subchapters II, III, and IV of NR151. Subchapter III of NR 151 provides performance standards for construction and post construction of development and redevelopment sites. Construction sites are required to control erosion and sediment through Best Management Practices (BMPs). They must design a plan providing an 80 percent reduction of sediment load if the construction disturbs one or more acres of land. Effective October 1, 2004, post-construction sites must follow standards to control runoff from sites of completed construction, but in most cases will be exempt if the site has less than 10 percent impervious surface. Subchapter IV of NR151 contains some of the same regulations as construction sites under Subchapter III but regulates transportation facility construction sites and is administered by the Department of Transportation (DOT).
- NR 152 provides model ordinances for storm water management and construction erosion control. Use of the models is voluntary, but they have been established with hopes to encourage uniformity of regulations that affect municipalities.
- NR 153 pertains to the Targeted Runoff Management (TRM) Grant Program which provides financial support to governmental units. The grants are used to implement activities to decrease the impact storm water runoff has on ground and surface water. TRM grants may cover the following:
  - 70% of technical assistance activities
  - 70% of BMP costs
  - 70% for rural easement costs
  - 50% for urban easement costs
  - 50% for all property acquisitions

- Grant recipients must install all Best Management Practices as was agreed upon when the grant was accepted. The recipients are required to maintain the runoff control activities for at least ten years.
- NR 154 (Runoff Management Rule) identifies Best Management Practices, cost share conditions, and technical standards as applied in NR 153 and NR 155. A total of 37 BMPs are listed in NR 154, including technical standards for their implementation.
- NR 155 was established in order to achieve water quality standards, minimize flooding, protect groundwater, coordinate urban non-point source management activities with regulations with the municipal storm water discharge permit program and implement performance standards of NR 151 pertaining to non-agricultural non-point sources. NR 155 grants are awarded to commercial land use areas, industrial land use areas, and urban areas with population densities of at least 1000 persons per square meter. The grants can be used for practices to control point and non-point sources of storm water runoff from these urban areas. The cost shares of the storm water discharge management program are generally applied as follows:
  - 70% of planning costs
  - 50% for urban easements
  - 50% for property acquisition
  - 50% of construction costs
- NR 216 regulates the issuance of stormwater discharge permits for municipalities as well as from private industry and construction sites. NR216 and the proposed Chapter NR151 of the Wisconsin Administrative Code establish runoff pollution performance standards for new development, existing urban areas, transportation facilities and agricultural operations.
- NR 243 regulates and addresses water quality impacts associated with animal feeding operations, including larger-scale operations know as Concentrated Animal Feeding Operations (CAFOs). The DNR is currently (spring, 2005) making these changes to this code primarily to respond to revised federal requirements for livestock operations overseen by the Environmental Protection Agency

This page intentionally left blank

Governmental Entities Who Must Obtain a Stormwater Discharge Permit under EPA Phase 2 Regulations

(C) = City (V) = Village (T) = Town

Algoma (T)	Germantown (T)	Muskego (C)	Sussex (V)
Allouez (V)	Germantown (V)		
Altoona (C)	Glendale (C)	Neenah (C)	Thiensville (V)
Appleton (C)	Grafton (T)	Neenah (T)	Turtle (T)
Ashwaubenon (V)	Grafton (V)	Nekimi (T)	
	Grand Chute (T)	New Berlin (C)	Union (T)
Bayside (V)	Green Bay (C)	North Bay (V)	
Bellevue (T)	Greendale (V)	Norway (T)	Vandenbroek (T)
Beloit (C)	Greenfield (C)		Vernon (T)
Beloit (T)	Greenville (T)	Oak Creek (C)	
Big Bend (V)	Hales Corners (V)	Onalaska (C)	Washington County
Black Wolf (T)	Hallie (T)	Onalaska (T)	Washington (T)
Blooming Grove (T)	Harmony (T)	Oshkosh (C)	Waukesha (C)
Brookfield (C)	Harrison (T)	Oshkosh (T)	Waukesha County
Brookfield (T)	Hobart (T)	Outagamie County	Waukesha (T)
Brown County	Holmen (V)	Ozaukee County	Wausau (T)Pewaukee (T)
Brown Deer (V)	Howard (V)	Pewaukee (V)	Wauwatosa (C)
Brunswick (T)		Pleasant Prairie (T)	West Allis (C)
Buchanan (T)	Janesville (C)	Pleasant Prairie (V)	West Milwaukee (V)
Burke (T)	Janesville (T)		Weston (T)
Butler (V)	Kaukauna (C)	Racine (C)	Westport (T)
	Kenosha (C)	Racine County	Wheaton (T)
Caledonia (T)	Kenosha County	Rib Mountain (T)	Whitefish Bay (V)
Calumet County	Kimberly (V)	River Hills (V)	Wilson (T)
Campbell (T)	Kohler (V)	Rock County	Wind Point (V)
Cedarburg (C)	La Crosse (C)	Rock (T)	Winnebago County
Cedarburg (T)	La Crosse County	Rothschild (V)	
Chippewa Falls (C)	La Prairie (T)		
Clayton (T)	Lafayette (T)	Salem (T)	Source:
Combined Locks (V)	Lannon (V)	Schofield (C)	<a href="http://www.msa-ps.com/msa_articles/grants.html">http://www.msa-</a>
Cudahy (C)	Lima (T)	Scott (T)	<a href="http://www.msa-ps.com/msa_articles/grants.html">ps.com/msa_</a>
	Lisbon (T)	Sheboygan (C)	<a href="http://www.msa-ps.com/msa_articles/grants.html">s/grants.html</a> , 2004.
Dane County	Little Chute (V)	Sheboygan County	
De Pere (C)		Sheboygan (T)	
De Pere (T)	Madison (T)	Sheboygan Falls (C)	
Delafield (T)	Maple Bluff (V)	Sheboygan Falls (T)	
Douglas County	Marathon County	Shelby (T)	
Dunn (T)	McFarland (V)	Shorewood (V)	
	Medary (T)	Shorewood Hills (V)	
Eagle Point (T)	Menasha (C)	Somers (T)	
Eau Claire (C)	Menasha (T)	South Milwaukee	
Eau Claire County	Menomonee Falls	(C)	
Elm Grove (V)	(V)	St. Francis (C)	
Elmwood Park (V)	Mequon (C)	Stettin (T)	
	Middleton (C)	Sturtevant (V)	
Fitchburg (C)	Middleton (T)	Superior (C)	
Fox Point	Monona (C)	Superior (V)	
(V)Franklin (C)	Mount Pleasant (T)		

This page intentionally left blank

## **Appendix E – Environmental Assessment of 2030 SSA Allocations**

---

This page intentionally left blank

## Appendix E – Environmental Assessment of 2030 SSA Allocations

The Omro 2030 SSA acreage allocations can be divided into three areas. The Fox River divides the SSA allocations north and south, while Rivermoor Road divides the SSA east and west. There are number of growing environmental issues common to all three areas such as: aquatic invasive species, elevated Arsenic levels in groundwater, a highly eutrophic lake system and loss of natural shorelines. Descriptions of each allocated vacant/developable acres are described in greater detail below.

<b><u>Omro 2030 SSA Allocation Area: 1</u></b>	
<b>Location</b>	SSA allocations for Area 1 fall within the northwest portion of the SSA, located north of the Fox River encompassing portions of the City of Omro and the Town of Omro.
<b>General Physical Features</b>	This area is part of the Southeast Glacial Plains ecological landscape. Undeveloped areas are generally flat lands with fertile soils which are utilized for agricultural purposes. Vacant areas that are not being utilized for agricultural uses are comprised of grasslands with broken mixed deciduous woodlands scattered throughout the area.
<b>Current Development</b>	The majority of SSA allocations (vacant/developable areas) are currently being utilized for agricultural purposes. Existing commercial development is found along the major highway corridors. Existing and future land use acreage totals for each community can be found in Appendix C.
<b>Planned or Proposed Development</b>	Almost all the vacant developable lands within this area are slated for residential uses. A small amount of acreage, considered as infill is slated for commercial uses.
<b>Limiting Environmental Conditions*</b>	A small portion of the allocated vacant/developable areas have groundwater occurring within two feet. In large part this area is associated with mapped wetlands, however high groundwater can exist in areas that are not delineated wetlands. Development of these areas can have adverse impacts on the quality and quantity of the area's groundwater resources.

<p><b>Water Features</b></p>	<p>The Upper Fox River splits the City of Omro north and south and discharges into Lake Butte des Morts which is part of the Lake Winnebago Pool Lakes. Lake Butte des Morts is listed on the WDNR's 2006 Impaired Waters List as category 5A, low priority water body. The listing is due to the following pollutants: mercury, polychlorobiphenyls (pcbs), phosphrous, and sedimentation. Contaminated sediments, physical habitat destruction, and non-point source pollution contribute to the following water body impairments: dissolved oxygen levels, eutrophication, fish consumption advisories, and sedimentation.</p> <p>A number of small wetland areas are scattered along the lakeshore and drainage corridors. These water features are subject to non-point pollution due to urban development.</p>
<p><b>WDNR Natural Heritage Inventory</b></p>	<p>The following endangered (END), threatened (THR), or special concern (SC) species may exist within portions of the Area 1 SSA allocations: Mesic Prairie (END) and Purple Milkweed (END).</p>
<p><b><u>Omro 2030 SSA Allocation Area: 2</u></b></p>	
<p><b>Location</b></p>	<p>Area 2 encompasses the southwest portion of the SSA, located south of the Fox River made up of portions of the City of Omro and the Town of Omro.</p>
<p><b>General Physical Features</b></p>	<p>This area is part of the Southeast Glacial Plains ecological landscape. Undeveloped areas are generally flat with fertile soils which are utilized for agricultural purposes. Vacant areas that are not being utilized for agricultural uses are comprised of grasslands with broken mixed deciduous woodlands scattered throughout.</p>
<p><b>Current Development</b></p>	<p>The majority of SSA allocations to this area are currently being utilized for agricultural purposes. Residential development located within the City limits will continue to develop to the south. Commercial and Industrial development will continue to develop to the east as the Omro Industrial Park expands. Existing and future land use acreage totals for each community can be found within Appendix C.</p>

<b>Planned or Proposed Development</b>	The majority of the vacant/developable lands within area 2 are slated for commercial and industrial uses.
<b>Limiting Environmental Conditions*</b>	A small area located within the allocated vacant/developable area has groundwater occurring within two feet. High groundwater can exist in areas that are not delineated wetlands. Development of these areas can have adverse impacts on the quality and quantity of the area's groundwater recourses.
<b>Water Features</b>	<p>The Upper Fox River splits the City of Omro north and south and discharges into Lake Butte des Morts which is part of the Lake Winnebago Pool Lakes. Lake Butte des Morts is listed on the WDNR's 2006 Impaired Waters List as category 5A, low priority water body. The listing is due to the following pollutants: mercury, polychlorobiphenyls (pcbs), phosphrous, and sedimentation. Contaminated sediments, physical habitat destruction, and non-point source pollution contribute to the following water body impairments: dissolved oxygen levels, eutrophication, fish consumption advisories, and sedimentation.</p> <p>Small wetland areas are scattered throughout the SSA mainly associated with drainage corridors. These water features are subject to non-point pollution due to urban development.</p>
<b>WDNR Natural Heritage Inventory</b>	The following endangered (END), threatened (THR), or special concern (SC) species may exist within portions of the Area 2 SSA allocations: Mesic Prairie (END) and Purple Milkweed (END).
<b><u>Omro 2030 SSA Allocation Area: 3</u></b>	
<b>Location</b>	SSA allocations for area 3 fall within the eastern portion of the Omro 2030 SSA, located east of Rivermoor Road along the southern shore of the Lake Butte des Morts and extending south to the STH 21 corridor. These allocations fall within the Town of Omro and a small portion of the Town of Winneconne.

<p><b>General Physical Features</b></p>	<p>This area is part of the Southeast Glacial Plains ecological landscape. Undeveloped areas are generally flat lands with fertile soils which are utilized for agricultural purposes. Vacant areas that are not being utilized for agricultural uses are comprised of grasslands with broken mixed deciduous woodlands scattered throughout the area.</p>
<p><b>Current Development</b></p>	<p>The majority of SSA allocations to this area are currently being utilized for agricultural purposes. Residential development is located along the Lake Butte des Morts shoreline and stretches east to the STH 21 corridor. Existing and future land use acreage totals for each community can be found in Appendix C.</p>
<p><b>Planned or Proposed Development</b></p>	<p>The majority of the vacant/developable lands within this area are slated for residential uses with a small amount of commercial uses located along STH 21.</p>
<p><b>Limiting Environmental Conditions*</b></p>	<p>High groundwater is located throughout large portions of area 3, however high groundwater is not present in the allocated vacant/developable areas. High groundwater can exist in areas that are not delineated wetlands. Development of these areas can have adverse impacts on the quality and quantity of the area's groundwater resources.</p>
<p><b>Water Features</b></p>	<p>The Upper Fox River splits the City of Omro north and south and discharges into Lake Butte des Morts which is part of the Lake Winnebago Pool Lakes. Lake Butte des Morts is listed on the WDNR's 2006 Impaired Waters List as category 5A, low priority water body. The listing is due to the following pollutants: mercury, polychlorobiphenyls (pcbs), phosphorous, and sedimentation. Contaminated sediments, physical habitat destruction, and non-point source pollution contribute to the following water body impairments: dissolved oxygen levels, eutrophication, fish consumption advisories, and sedimentation.</p>

	<p>The lower two miles of Spring Brook falls within the Town of Omro Sanitary District. Spring Brook is a clear, head water stream that comprises a bayou off of Lake Butte des Morts. Spring Brook's corridor is protected by easements through the WDNR Stewardship Program. These easements protect the stream's natural vegetation, which help control steam flow and water retention. The stream carries a large volume of stormwater runoff which contributes sediment loading to the Winnebago Pool Lakes.</p>
<p><b>WDNR Natural Heritage Inventory</b></p>	<p>The following endangered (END), threatened (THR), or special concern (SC) species may exist within portions of the Area 3 SSA allocations: Blanding's Turtle (THR); Banded Killfish (SC); Pugnose Minnow (SC); Emergent Marsh; Lake Sturgeon (SC); Greater Redhorse (THR); Pugnose Shiner (THR); Lake Chubsucker (SC); Striped Shiner (END); Pygmy Shrew (SC); and the Waxleaf Meadowrue (SC).</p>

\*Natural occurring environmental conditions where development may not be suitable such as: groundwater within 1 foot of the surface, Slopes greater than 12%, and bedrock occurring within 5 feet of the surface.

Sources: ECWRPC, WDNR's Ecological Landscapes of Wisconsin, Ecosystem Management Planning Hand Book, WDNR's 2006 Impaired Waters List (303d list), & WDNR's Natural Heritage Inventory Working List.