

# **EMBARRASS/CLOVERLEAF LAKES**

## **SEWER SERVICE AREA PLAN UPDATE**

Prepared by the  
East Central Wisconsin Regional Planning Commission

in cooperation with the  
State of Wisconsin  
Department of Natural Resources

Commission Approval: October 31, 2003  
Commission Reaffirmation: October 26, 2012  
WDNR Certification Date: March 15, 2013

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## **ABSTRACT**

**Title:** EMBARRASS/CLOVERLEAF LAKES SEWER SERVICE AREA  
PLAN UPDATE

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

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

**Date:** Commission Approval: October, 2003  
Commission Reaffirmation: October, 2012  
WDNR Certification Date: March 15, 2013

**File Name:** FINAL\_Emb\_Clvr\_SSAUpdate\_2003(2012)102612.doc

**Planning Agency:** East Central Wisconsin Regional Planning Commission  
400 Ahnaip Street, Suite 100  
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*This plan updates and supersedes the 1985 Embarrass/Cloverleaf Lake Sewer Service Area Plan which is an element of the Water Quality Management Plan, Wolf River Watershed, Wisconsin. The plan was prepared by the East Central Wisconsin Regional Planning Commission and was certified by the Wisconsin Department of Natural Resources on March 15, 2013 as part of the State of Wisconsin Water Quality Management Plan. It provides population and land use projections and delineates future growth areas for the Embarrass/Cloverleaf Lake Sewer Service Area. Also identified are environmentally sensitive areas which should not be developed. This plan contains policy recommendations to encourage cost-effective and environmentally sound development patterns.*



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## CHAPTER 1 - INTRODUCTION

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This report represents the first update of the Embarrass/Cloverleaf Lake Sewer Service Area Plan, a formal element of the State of Wisconsin's Water Quality Management Plan, which for this area includes the Wolf River Basin Water Quality Management Plan (April, 1996). In the 30+ years that sewer service areas have been in effect, they have had significant impacts on urban development. Both communities and land developers are now more aware of sewer service areas and water quality issues, and are using the plans and policies in planning of future growth.

*Please note that due to various factors impacting the Commission's structure and workload, this report was completed in 2003 but not submitted by the Commission until June, 2012 and was subsequently certified by the WDNR. Information regarding the capacity of the wastewater treatment plant was updated, and limited information regarding 2010 Census figures were provided in the document, however; recalculations of the population and development projections, or modifications to the SSA boundaries were not conducted as the development activity within the SSA has been significantly reduced by local, regional, and nation-wide economic factors. The next plan update, when conducted, will include and address the most current data available at that time.*

### PURPOSE

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

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

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

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

## **CHAPTER 2 - BACKGROUND**

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### **SEWER SERVICE AREA PLANNING AUTHORITY**

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

In recent years, the State of Wisconsin has embodied many of the federal areawide and facility planning requirements in the Wisconsin Administrative Code. These administrative rules set forth clear procedures and standards regarding the preparation of these plans and their implementation. Specific sections of the code directly pertaining to these activities are NR121, concerning areawide waste treatment management planning; and NR110, concerning facility planning and sanitary sewer extensions.

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

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

In order to address specific development proposals which impact sewer service area plans on a day-to-day basis, East Central has adopted an "Amendment Policy and Procedure for Sewer Service Areas." The amendment policy and procedures were initially adopted in 1978 and revised in 1984, 1990, 1995, 2001, and 2004. These policies and procedures established standards and criteria for amending sewer service area boundaries and also describes the procedure for amending sewer service area plans. The amendment policy (Chapter 5) provides a mechanism whereby communities can alter service area boundaries in response to changes in both the rate and direction of development.

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

The Embarrass/Cloverleaf Lake Sewer Service Area Plan Update was initially adopted by East Central's Community Facilities Committee on October 31<sup>st</sup>, 2003 and by its full Commission on October 31, 2003. A reaffirmation of that approval was received on October 26, 2012. The plan update was certified by the Wisconsin Department of Natural Resources and became effective on **INSERT DATE** (Appendix B).

## **GOALS, OBJECTIVES AND POLICIES**

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

A major review and update of the goals, objectives and policies was completed in 1995 and 1996 and have been incorporated within the Community Facilities Chapter of the Commission's approved 2030 Regional Comprehensive Plan (visit [www.eastcentralrpc.org](http://www.eastcentralrpc.org) for a .pdf copy.) As part of the updating process in 1995 and 1996, the earlier set of goals, objectives and policies have been refined to provide more specific guidance for service area planning. The refinements are a result of additional community and technical advisory committee participation in the service area update planning process. The refinements also reflect various state and federal laws and regulations which impact sewer service area growth and development activities.

Two overall goals have been identified. The first goal and its related objectives and policies pertain to land use and urban development issues. The second goal addresses public facilities, specifically sanitary sewerage systems. Objectives and policies related to both goals point out the significant interrelationship between urban land use and sanitary

sewerage planning and also provide a sound basis for determining a community's future development and sewerage system needs. The adopted goals, objectives and policies are listed in Appendix C.

## **DESIGNATED VS. NON- DESIGNATED WATER QUALITY MANAGEMENT AREA**

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

The non-designated portion of the East Central region, as well as the remainder of the state, is further divided into major river basins. For each river basin the WDNR has prepared a water quality management plan. The Embarrass/Cloverleaf Lake Sewer Service Area is contained within portions of the North and Main Stem Embarrass River watershed, part of the Wolf River Basin.

## **REPORT FORMAT**

This plan describes and delineates the Embarrass/Cloverleaf Lake Sewer Service Area. The plan was developed in accordance with state and federal guidelines and involved public input and review including two informal information meetings with local officials, several individual meetings, and one public hearing held in conjunction with ECWRPC's Community Facilities Committee meeting in April of 2003. After the Commission's approval of the plan, it was noted that a modification to the status of Gibson Island was necessary and the Committee and Commission approved a modified plan in October of 2003. Summaries of Proceedings of these meetings and the approval resolutions are contained in Appendix A. The following sections of the plan discuss the:

1. Embarrass/Cloverleaf Lake Sewer Service Area characteristics, projected growth and service area plan map (Chapter 3 and Exhibit 1)
2. Service area delineation and planning process (Chapter 4), and;
3. The Sewer Service Area amendment and update process (Chapter 5)

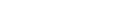
Additional information describing the sewer service area planning process and copies of supporting documentation (such as population and growth projection methodologies) is available at the Commission offices.

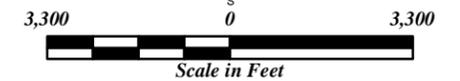
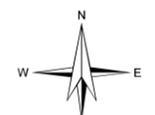
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Exhibit 1

2030  
EMBARRASS-CLOVERLEAF  
SEWER SERVICE AREA

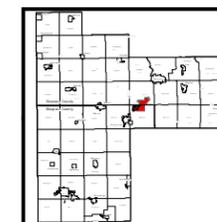
2030 SEWER SERVICE AREA

-  2030 Sewer Service Area Boundary
  -  2050 Planning Area Boundary
  -  Sanitary District Boundary
  -  Township Boundary
  -  County Boundary
  -  2030 Sewer Service Area
  -  Wastewater Treatment Facility
- SSA ALLOCATIONS
-  Sewer Service Area Allocations
  -  Sewer Service Area Deletions



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

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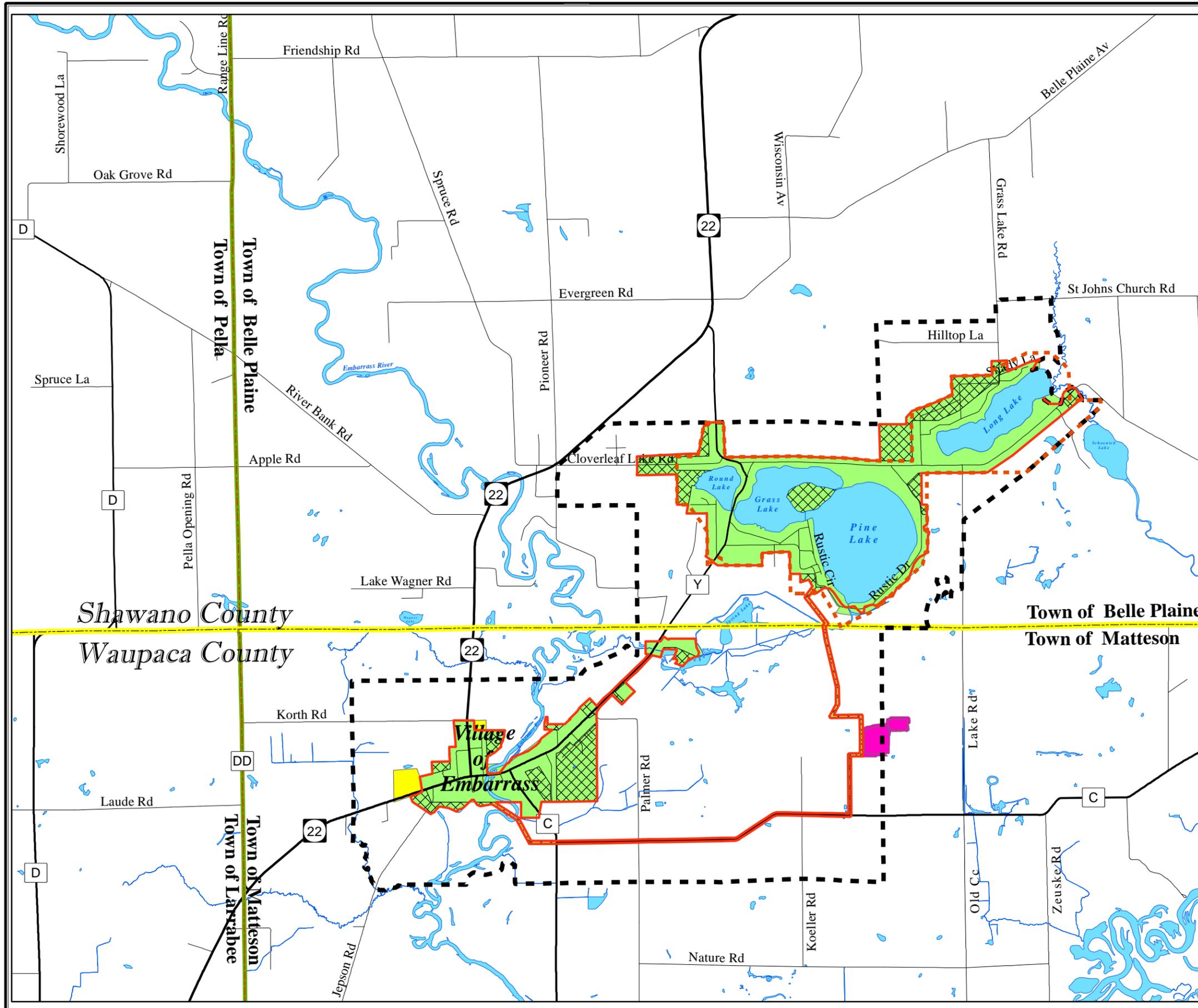


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Source: Digital base data provided by Shawano and Waupaca Counties.  
Thematic data created by ECRWPC.

Prepared By  
EAST CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION  
APRIL, 2012



## CHAPTER 3 - EMBARRASS/CLOVERLEAF LAKE SEWER SERVICE AREA

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### PLANNING AREA DESCRIPTION

The Embarrass/Cloverleaf Lake Planning Area and Sewer Service Area are located in both southern Shawano County and northern Waupaca County and includes the Village of Embarrass and portions of the Town of Belle Plaine. Encompassing approximately 8.2 square miles, the planning area contains the portions of (Waupaca County) T25N-R15E – Sections 3, 4, 5, 6, 7, 8, 9 and 10; and (Belle Plaine) T26N-R15E – Sections 26,27,28,32, 33, 34 and 35. The plan update modified the existing Planning Area Boundary to some degree, as a net decrease of 941 acres occurred so that the boundaries better reflect the locations that could ultimately be served with gravity sewers.

### LAND USE AND DEVELOPMENT

A mixture of urban, rural, and recreational development is present in the planning area. The Village of Embarrass is the core of denser urban development within the Town of Matteson (both in Waupaca County), while the Cloverleaf Lakes area in the Town of Belle Plaine (Shawano County) contains many seasonal residences. The 2000 estimated population of all the communities within the planning area, according to the U.S. Census Bureau was 3,310 persons. General descriptions of each community are contained below.

- **Village of Embarrass:** The Village's 487 person population (2000) lives in a small community that contains a mixture of traditional urban development situated along the Embarrass River. Moderate to residential uses are found throughout the Village while commercial areas are confined to the downtown along STH 22. Governmental and recreational uses are scattered throughout the community and industrial areas are located primarily in the northwestern portion of the community near Bellevue Street. STH 22 is the main transportation corridor that connects with STH 29 approximately six miles to the north.
- **Town of Belle Plaine:** The Town of Belle Plaine situated to the immediate north of the Village of Embarrass and contains mainly agricultural, open space and rural residential uses. Denser residential uses are contained near the STH 29 corridor along the Wolf River (part of the Shawano Lake, Cecil & Bonduel SSA Plan), and within the Cloverleaf Lakes area along its southeastern border. Minor commercial uses are also present in this area. Approximately 73% of the Town's population is estimated to live within the Sanitary District.

## ENVIRONMENTAL CONDITIONS

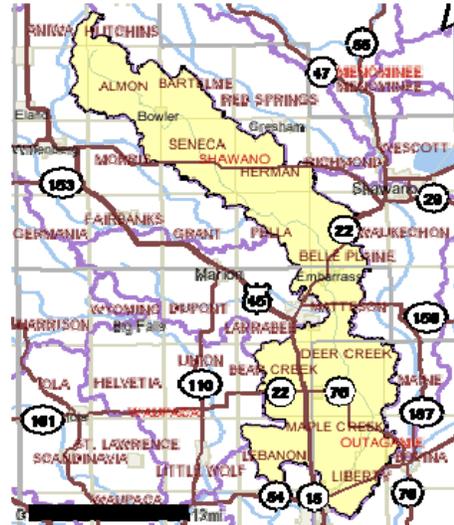
Environmentally sensitive lands within the planning area are generally associated with lakes and rivers and their adjacent wetlands, and with a number of streams passing through the area. Descriptions of the Planning Area's natural resources are contained below and in Exhibit 2, Limiting Environmental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

### Watersheds & Surface Waters

As stated previously, the Embarrass/Cloverleaf Lake Sewer Service Area Planning Boundary lies within two sub-watersheds of the North Branch and Mainstem Embarrass River Watershed (WR09), a portion of the Upper Wolf River Basin. This watershed encompasses portions of Outagamie, Waupaca, and Shawano Counties and covers 292 square miles. This watershed includes 99 miles of the North Branch and Mainstem of the Embarrass River. This SSA lies just outside of the Lower Fox River Designated Planning Area.

The Embarrass/Cloverleaf Lakes Sanitary District No. 1 is one of three municipal point source dischargers in this watershed. The Winnebago Comprehensive Management Plan ranked this watershed a high priority because of critical animal waste and soil erosion problems. Data for the Wolf River Basin plan indicates severe polluted runoff problems exist, with heavy soil losses, impaired fisheries, excess vegetation, and dissolved oxygen violations. That portion of the mainstem Embarrass River which flows through the Planning Area is classified as an "Exceptional Resource Water", or ERW. A majority of the areas along these water bodies which are not developed have been designated as Environmentally Sensitive Areas (ESA's). Feeder streams and all mapped wetlands have also been designated.

The three lakes which comprise the Cloverleaf Chain were previously listed as having impairment concerns, however; these lakes were 'de-listed' in 2010 according to WDNR data. A significant number of WDNR Lake Planning Grants and other funding has been provided to the locally established Lake District to assist in planning for, managing, and monitoring the three lakes. The District also has an active Aquatic invasive species program and conducts periodic habitat monitoring and improvement projects.



Lake	Local Name	WBIC	County	Pollutant	Impairment	303 Status	Priority
Grass Lake	Grass Lake (Cloverleaf Chain)	299200	Shawano	Mercury	Contaminated Fish Tissue	Water Delisted	Delisted 2010
Pine Lake	Pine Lake (Cloverleaf Chain)	299100	Shawano	Mercury	Contaminated Fish Tissue	Water Delisted	Delisted 2010
Round Lake	Round Lake (Cloverleaf Chain)	299300	Shawano	Mercury	Contaminated Fish Tissue	Water Delisted	Delisted 2010

Source: WDNR, 2010

### **Wetlands**

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

Protection of wetlands within the planning area is especially important for stormwater management purposes and open space planning. The amount and variety of wetland features may have moderate limitations on the future growth and development of the planning area. Large, significant wetland complexes exist to the immediate south of the Village of Embarrass adjacent to the southeast shore of Pine Lake in the Town of Belle Plaine.

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

## Endangered and Rare Species

Wisconsin's Natural Heritage Inventory program (NHI) was established in 1985 by the Wisconsin legislature as part of an international network of inventory programs. The program is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features throughout the state. Species and natural communities tracked by the Wisconsin NHI Program can be found on the NHI Working List. According to the NHI data, in 2012 only one federally listed endangered species resides within the area surrounding the SSA Planning Area: the Snuffbox Mussel. The snuffbox is usually found in small- to medium-sized creeks, inhabiting areas with a swift current, although it is also found some Great Lakes and larger rivers. Adults often burrow deep in sand, gravel or cobble substrates, and typically feed on algae, bacteria, detritus, microscopic animals, and dissolved organic material. Several Threatened species exist as well.

### Town Range

Scientific Name	Common Name	State Status	Federal Status	State Rank	Global Rank	Group Name
Waupaca County						
025N015E						
<i>Acipenser fulvescens</i>	Lake Sturgeon	SC/H		S3	G3G4	Fish-
<i>Agabetes aceductus</i>	A Water Scavenger Beetle	SC/II		S253	GHR	Beetle-
<i>Alasmidonta marginata</i>	Elktoe	SC/P		S3	G4	Mussel-
<i>Ammocrypta clara</i>	Western Sand Darter	SC/II		S3	G3	Fish-
<i>Buteo lineatus</i>	Red-shouldered Hawk	THR		S354B,S1H	G5	Bird-
<i>Dendroica cerulea</i>	Cerulean Warbler	THR		S253B	G4	Bird
<i>Emydoidea blandingii</i>	Blanding's Turtle	THR		S354	G4	Turtle-
<i>Epioblasma triquetra</i>	Snuffbox	END	PE	S1	G3	Mussel-
<i>Floodplain forest</i>	Floodplain Forest	IIA		S3	G3?	Community-
<i>Hebrus buenoi</i>	A Velvet Waterbug	SC/II		S1?	G4	Bug-
<i>Moxostoma carinatum</i>	River Redhorse	THR		S2	G4	Fish-
<i>Northern sedge meadow</i>	Northern Sedge Meadow	IIA		S3	G4	Community-
<i>Ophiogomphus howei</i>	Pygmy Snaketail	THR		S4	G3	Dragonfly-
<i>Opsopoeodus emiliae</i>	Pugnose Minnow	SC/II		S3	G5	Fish-
<i>Plauditus cestus</i>	A Small Minnow Mayfly	SC/II		S2?	G5	Mayfly-
<i>Protonotaria citrea</i>	Prothonotary Warbler	SC/M		S3B	G5	Bird-
<i>Simpsonias ambigua</i>	Salamander Mussel	THR		S2	G3	Mussel-
<i>Sparbarus nasutus</i>	A Small Square-gilled Mayfly	SC/II		S153	G3G4	Mayfly-
<i>Stenelmis antennalis</i>	A Riffle Beetle	SC/II		S253	GHR	Beetle-
<i>Stenelmis fuscata</i>	A Riffle Beetle	SC/II		S253	GHR	Beetle-
<i>Timpanoga lita</i>	A Mayfly	SC/II		S153	G5	Mayfly-
<i>Trachyrhachys kiowa</i>	Ash-brown Grasshopper	SC/II		S2	G5	Grasshopper
<i>Triaenodes nox</i>	A Long-horned Casemaker Caddisfly	SC/II		S253	G5	Caddisfly-
<i>Tritogonia verrucosa</i>	Buckhorn	THR		S2	G4G5	Mussel-
Shawano County						
026N015E						
<i>Acipenser fulvescens</i>	Lake Sturgeon	SC/H		S3	G3G4	Fish-
<i>Alasmidonta marginata</i>	Elktoe	SC/P		S3	G4	Mussel-
<i>Alasmidonta viridis</i>	Slippershell Mussel	THR		S2	G4G5	Mussel-
<i>Arabis missouriensis</i>	Missouri Rock-cress	SC		S2	G5	Plant
<i>Cicindela patruela patruela</i>	A Tiger Beetle	SC/N		S2	G3T3	Beetle
<i>Epioblasma triquetra</i>	Snuffbox	END	PE	S1	G3	Mussel-
<i>Glyptemys insculpta</i>	Wood Turtle	THR		S2	G4	Turtle-
<i>Haliaeetus leucocephalus</i>	Bald Eagle	SC/P		S4B,S4N	G5	Bird-
<i>Moxostoma carinatum</i>	River Redhorse	THR		S2	G4	Fish-
<i>Northern dry-mesic forest</i>	Northern Dry-mesic Forest	NA		S3	G4	Community
<i>Ophiogomphus howei</i>	Pygmy Snaketail	THR		S4	G3	Dragonfly-
<i>Tritogonia verrucosa</i>	Buckhorn	THR		S2	G4G5	Mussel-

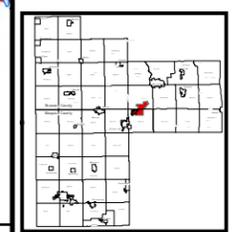
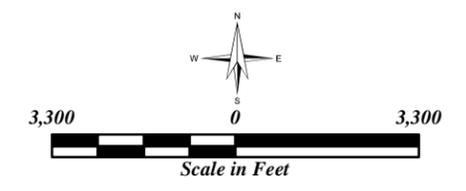
Exhibit 2  
 ESA &  
**LIMITING CONDITIONS**  
**EMBARRASS-CLOVERLEAF**  
**SEWER SERVICE AREA**

**2030 SEWER SERVICE AREA**

-  2030 Sewer Service Area Boundary
-  2050 Planning Area Boundary
-  City Corporate Limits
-  Village Corporate Limits
-  County Boundary
-  Township Boundary
-  Sub-Watershed Boundary

**ENVIRONMENTAL CONDITIONS**

-  Wastewater Treatment Facility
-  WDNR Designated Wetlands
-  50 Foot Wetland Buffer
-  75 Foot Stream Buffer
-  Floodplain/Floodway Areas
-  Groundwater Within 2 Feet of Surface
-  Slopes 6 Per Cent and Greater



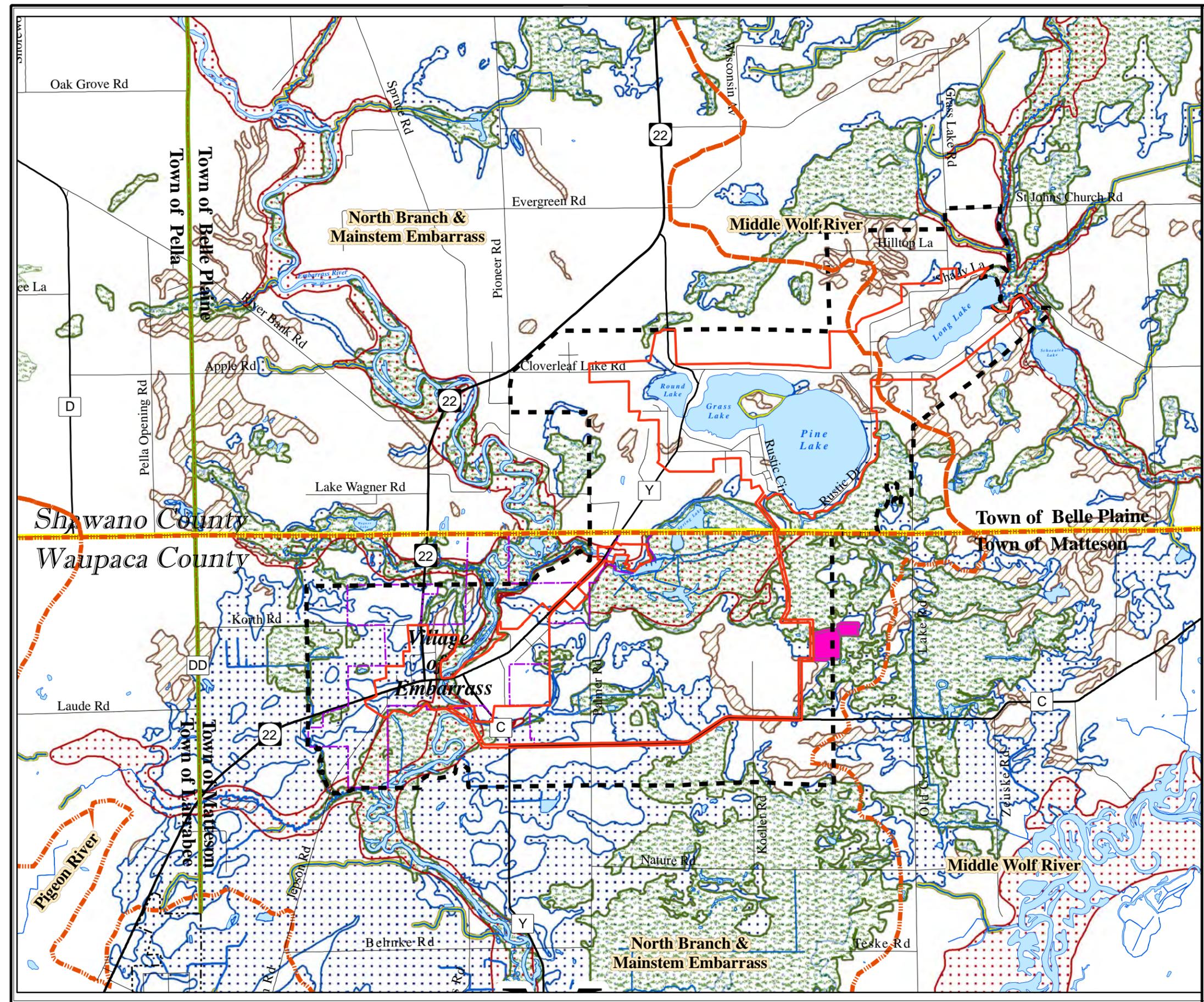
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Prepared By  
 EAST CENTRAL WISCONSIN  
 REGIONAL PLANNING COMMISSION  
 APRIL, 2012



## **Floodplains**

No significant floodway areas are associated with Embarrass River or the Cloverleaf Lakes. However, mapped 100-year FEMA floodplains sourced from Outagamie and Waupaca County, exist in numerous locations, mostly associated with the Embarrass River corridor as well as lowland areas near Spring Lake. Floodplains do not pose a major limitation for new development within the planning area, as sufficient lands outside of the 100-year floodplain exist.

## **Groundwater, Geology, & Soils**

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

The Wolf River Basin contains three of the four major aquifers of Wisconsin. Formed during the Ordovician and Cambrian Periods, the bedrock geology is comprised of the sandstone and dolomite aquifer and overlain by the shallow, mostly unconsolidated, sand and gravel aquifer. Most groundwater uses for residential, industrial, and agriculture are fulfilled by the sand and gravel aquifer. This aquifer is the most environmentally at risk in the basin due to the shallow depth to groundwater and the high permeability of most of the subsurface materials. This may increase the possibility that contaminants at the surface will percolate through the ground to contaminate groundwater.

While there are sandier soils in the planning area, there is also high groundwater present in many areas, particularly in the southern ½ of the Planning Area. These conditions limit the use of individual septic systems and development areas are available within the SSA which are not impacted by high groundwater conditions. Careful land use planning and requiring subdivisions to be located within areas which have sewer and water service or suitable soils for on-site systems will help greatly decrease the contamination potential of the underlying aquifer.

Bedrock located near the surface is not of major concern within the planning area. If present, it may not only hinder development due to the cost of rock excavation, but it also coincides with a lack of soil which can filter pollutants before they reach groundwater; thus, the potential for groundwater contamination in high or exposed bedrock areas can be extremely high. Several areas of steep slope are also identified in both the planning area and sewer service area near Long Lake and along CTH C, East of the Village. These areas are limited in size and will not have a severe impact on future development.

Municipal water suppliers are required by state administrative code to establish wellhead protection plans for new public water supply wells constructed after May 1, 1992. It is also appropriate to establish protection measures for existing public water supply wells to

protect the public health, safety and welfare, and to reduce public costs should a pollution event occur. Because it is difficult to adequately react to a pollution event which occurs in proximity to a well, strict prohibitions of certain high-risk land uses should be established for that area (within the 30-day time of travel of contributing groundwater to a well). Certain high-risk land uses should be limited and best management practices and monitoring established in the area between the 30-day and 5-year time of travel of contributing groundwater to a public water supply well.

Though some development may be allowable within wellhead protection and recharge areas, protection of the groundwater in these areas is of utmost concern to the local communities. In these areas, municipal wastewater connections might be preferred over private, on-site treatment systems for some uses. As such, these groundwater recharge areas are a very important environmental constraint, but are not necessarily environmentally sensitive areas for which sanitary sewer connections should be discouraged.

### **Cloverleaf Lakes Sanitary District**

The Cloverleaf Lakes Sanitary District (CLSD) was originally formed in 1966, although its sewer system was not constructed until 1981. In 2002, the District was comprised of 545 residences, 19 businesses, and 1 church camp (574 total 'units' for connection charge purposes), and had an estimated population of approximately 1,027 residents (555 permanent and 472 seasonal). The church camp introduces an additional 1,000 to 1500 persons to the population during several weeks in summer.

The District meets on a monthly basis (the second Wednesday) and holds at least one joint meeting per year with the Village's Utility Committee to discuss issues of mutual interest. The District has three elected Commissioners serving staggered 2, 4, and 6 year terms; one part time administrative clerk, and a two person staff for maintenance. The maintenance assistant also serves as the District's inspector. The District has an office, and holds meetings at, the Town of Belle Plaine's Town Hall facility located on STH 22.

The CLSD and Village have an intergovernmental agreement to provide sewer collection and treatment services. This agreement was approved in 1984 and spells out the terms and conditions of providing waste transport to, and treatment by, the Village for the District's wastewater. According to the current agreement, the Village is allowed to use a maximum of 47% (or 80,000 gpd) of the existing plant capacity, while the District has 53% (or 90,000 gpd). These percentages also reflect the capital cost distribution between the District and the Village. All aspects of the agreement are reviewed and modified as necessary on an annual basis. Flows for the District are metered at the lagoon site and currently averages approximately 73,000 gpd during the summer months, and approximately 61,000 gpd during the balance of the year.

The District has all capital projects paid for at this time and adopted policies state that new developments will pay for initial sewer installations. No individual property assessment rates are set because there has not been any new development which has connected to the system in the District. There is also a written policy which does not allow for private lateral hookups directly to forcemains. Quarterly bills average about \$45.00 per quarter for District residents, down from a high of about \$54.00.

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

The sewer collection and treatment system for both the Village and the Cloverleaf Lakes Sanitary District was installed in 1981 although the Long Lake area of the District, which was part of the original project plan, was not installed until 1996. Only a couple of homes remain inside the Sanitary District boundary that are still serviced with on-site systems.

### **Sewerage Treatment System**

The Village and District co-own a wastewater treatment facility (WWTF) which is located east of the Village, north of CTH C, along Heidke Road. The plant was originally constructed in 1981 and has had no major re-construction since it was built. The WWTF utilizes an activated sludge system with a 2-cell stabilization lagoon system for treatment and discharges treated effluent into the Embarrass River. No outside septage is hauled to the facility.

According to the 2010 Compliance Maintenance Annual Report (CMAR) - an annual filing requirement by the WDNR - the plant was designed for a maximum average daily inflow of 0.17 millions of gallons per day (mgd). Currently, the annual average monthly influent levels range from 0.0764 mgd (Jan.) to 0.1475 mgd (July) with an average monthly influent rate of 0.0974 mgd, or 57.3 percent of the system's capacity. Using crude assumptions of persons per household, water usage, and residential development density one can calculate the approximate population and dwelling units which can be serviced in the future based strictly on the plant's flow capacity. Exhibit 3 illustrates East Central's capacity estimates and shows that an additional 908 persons and 360 dwelling units can be serviced which would utilize approximately 171.1 acres of land (at a gross density of 2 units per acre). These calculations are based on the average flow, and would be less given peak flows during summer months.

The plant has had a good record of treatment performance and has met all permit limits. The plant's 20 acre lagoon is maintained well and sludge is periodically removed and land spread by an outside contractor.

Currently no industrial dischargers contribute waste to this system. The designed loadings for biological oxygen demand (C-BOD) are 387 lbs/day with effluent limits of 30 mg/L monthly average. Currently, the annual monthly average C-BOD loadings are approximately 159 mg/L with effluent discharges of approximately 12 mg/l. The total

suspended solids (TSS) effluent limit is 30 mg/l monthly average and effluent discharges have been averaging approximately 11 mg/l (See Exhibit 3).

Overall, the WWTF had a total 2010 CMAR ratings of "A" in every category (on an A to F scale) which falls under the WDNR's 'no action or recommendation range'. In summary, the 2010 permit and design information for the plant is:

- WPDES Permit No.: WI-0023949
- Effluent Receiving Water: Embarrass River
- Design Influent Flow: 0.170 mgd
- Average Influent Flow (2010): 0.0974 mgd
- Average Influent BOD (lb./day, 2010): 159
- Treatment Type: Stabilization Lagoons
- Sludge Treatment: None required
- Sludge Disposal: Agricultural land disposal

### **Wastewater Collection System**

The wastewater collection system which feeds into the treatment plant is owned and maintained by the two entities. The Village's portion of the system is comprised solely of 8-inch gravity sewers with the exception of a 10-inch gravity sewer near the old wastewater treatment plant. A 4-inch forcemain conveys wastewater from the Pine Manor elderly care center to an 8-inch gravity sewer near Well Street. A 6-inch forcemain conveys the collected wastewater to the treatment plant.

The CLSD's collection system consists of mainly 8-inch PVC gravity sewer with ten (10) lift stations and their associated segments of 4-inch forcemain. The 4-inch forcemains connect near the East end of Rustic Drive and travel southward to the treatment facility.

The Village has noted that some limitations for expansion of sewer exists along CTH Y, and due to its shallowness, the pipe would either need to be re-laid, or a new lift station would need to be constructed to expand service south of CTH Y.

Clearwater inflow and infiltration (I&I) problems have not been identified as being significant although some problems occasionally occur during high water and flooding conditions in spring. The District conducts annual flushing of ½ of its system and, if pumping records are high for a particular segment, these portions are televised. The Village also has an ongoing maintenance, inspection, and replacement program in place.

**Exhibit 3: Village of Embarrass WWTF Performance/Capacity (2010)**

Month	Total Avg. Mo. Flow (MGD)	INFLUENT		EFFLUENT	
		Avg. Mo. BOD (mg/l)	Avg. Mo. BOD (lb/day)	Avg. Mo. BOD (mg/l)	Avg. Mo. TSS (mg/l)
Jan	0.0764	202	129	n/a	6
Feb	0.0822	172	118	n/a	6
Mar	0.0874	207	151	25	7
Apr	0.0868	180	130	13	16
May	0.0920	134	102	n/a	10
Jun	0.0981	150	123	10	5
Jul	0.1475	134	165	6	27
Aug	0.1033	143	123	10	9
Sep	0.1134	124	118	10	10
Oct	0.1011	129	109	10	7
Nov	0.0910	216	164	10	6
Dec	0.0890	117	87	10	4
<b>Avg.</b>	<b>0.0974</b>	<b>159</b>	<b>127</b>	<b>12</b>	<b>9</b>

Design Flow (MGD) = 0.170  
 Design BOD, lbs/mo = 387  
 Capacity Used (Flow) = 57%  
 Capacity Remaining (Flow) = 43%  
 Capacity Used (BOD) = 33%  
 Capacity Remaining (BOD) = 66%

**Total Current Population (2003)**

555 Permanent (487 in Village)  
 472 Seasonal  
 1056 Church Camp (summer)

Source: ECWRPC, V. Embarrass, 2002; WDNR, 2010

**WWTF / Development Capacity Calcs.**

Total Plant Capacity = 170,000  
 Total Current Flows = 97,400  
 Total Remaining Capacity = 72,600 =  
 908 Persons of capacity (at 80 gpcpd)  
 360 dwelling units (at 2000 pph = 2.52)  
 180.0 acres of sfr dev. (at 1/2 acre gross density)

**C.L.S.D. Agreement Calculations**

Agreement specifies 90,000 gpd (.009 mgd)  
 Avg. Annual Flow at ~ 65,000 gpd (2003)  
 ~25,000 gpd remaining =  
 313 persons capacity (at 80 gpcpd)  
 130 dwelling units (at 2000 pph = 2.52)  
 64.8 acres of sfr dev. (at 1/2 acre gross density)

## FORECAST GROWTH

The Embarrass/Cloverleaf Lake Sewer Service Area is projected to have low rates of growth in the future (Exhibit 4). The total population for the entire SSA is expected to decrease by 77 persons by the Year 2020 and follows the trends of many rural communities. This decrease in total population is in contrast to the projected need for 30 additional dwelling units within the SSA. This is a result of the decreasing persons per household figure – more homes needed to house less people. More recent, 2010 Census data confirms that growth has been slow to non-existent in portions of the SSA.

Assuming all new housing is constructed at densities similar to existing development (~1/2 acre lots have been standard for new development), approximately 15 acres of vacant lands are required to meet this demand. ECWRPC has traditionally added an additional twenty percent to this total to accommodate “market forces” within the area, thereby justifying a total need of 18 acres of vacant land to accommodate residential development.

A minimal need exists for additional commercial and industrial lands through the year 2020. Approximately 10 acres are projected to accommodate these needs, including a twenty percent market force. The industrial acreage which is currently available in the SSA coupled with scattered vacant parcels of commercially zoned lands should accommodate a majority of commercial or industrial development which may occur throughout the planning period.

The year 2020 Embarrass/Cloverleaf Lake Sewer Service Area Plan Update, as shown in Exhibit 1, has a total of 1,335.8 acres. This represents an increase of 329.5 acres since the 1985 plan (Exhibit 5). Of the total SSA lands, 525.3 acres are considered to be developed; 421.4 acres are vacant and 389.1 acres have been identified as environmentally sensitive areas, including water features.

**Exhibit 4**  
 Embarrass/Cloverleaf Lake Planning Area Growth Projections, 1970-2020  
 (Permanent and Seasonal Population)

**Population Estimates** for Embarrass/Cloverleaf SSA Communities

Minor Civil Division	Census 1970	Census 1980	Census 1990	Census 2000	Census 2010	ECWRPC 2015	ECWRPC 2020	<i>Difference 2000-2020</i>
T. Belle Plaine	1,636	1,626	1,792	1,867	1855	1,873	1,835	<b>-32</b>
T. Matteson	737	844	889	956	936	963	937	<b>-19</b>
V. Embarrass*	472	496	461	487	404	457	434	<b>-53</b>
<b>Total Population</b>	<b>2,845</b>	<b>2,966</b>	<b>3,142</b>	<b>3,310</b>	<b>3,195</b>	<b>3,293</b>	<b>3,206</b>	<b>-104</b>
Total Sanitary District Population (Est.)**	n/a	1,472	n/a	1,373	1,418	1,377	1,349	<b>-24</b>
<b>Total SSA Population</b>	<b>n/a</b>	<b>1,968</b>	<b>n/a</b>	<b>1,860</b>	<b>1,913</b>	<b>1,834</b>	<b>1,783</b>	<b>-77</b>

**Household/Dwelling Unit Estimates** for Embarrass/Cloverleaf SSA Communities

Minor Civil Division	Census 1970	Census 1980	Census 1990	Census 2000	Census 2010	ECWRPC 2015	ECWRPC 2020	<i>Difference 2000-2020</i>
T. Belle Plaine	466	536	649	738	757	762	753	<b>15</b>
T. Matteson	208	262	297	346	370	367	371	<b>25</b>
V. Embarrass	110	132	141	156	144	151	146	<b>-10</b>
<b>Total Households</b>	<b>784</b>	<b>930</b>	<b>1,087</b>	<b>1,240</b>	<b>1,271</b>	<b>1,280</b>	<b>1,270</b>	<b>30</b>
Total Sanitary District HH	n/a	486	n/a	545	556	562	567	<b>22</b>
<b>Total SSA Households</b>	<b>n/a</b>	<b>618</b>	<b>n/a</b>	<b>701</b>	<b>716</b>	<b>713</b>	<b>713</b>	<b>12</b>

**Exhibit 4, continued**  
 Embarrass/Cloverleaf Lake Planning Area Growth Projections, 1970-2020  
 (Permanent and Seasonal Population)

**Persons per Household** for Embarrass/Cloverleaf SSA Communities

Minor Civil Division	Census 1970	Census 1980	Census 1990	Census 2000	Census 2010	ECWRPC 2015	ECWRPC 2020	<i>Difference 2000-2020</i>
T. Belle Plaine	3.09	2.83	2.61	2.41	2.38	2.31	2.28	<i>-0.13</i>
T. Matteson	3.47	3.22	2.99	2.76	2.53	2.62	2.53	<i>-0.23</i>
V. Embarrass	3.35	2.92	2.55	2.56	2.37	2.42	2.33	<i>-0.23</i>
<b>Average PPHH</b>	<b>3.30</b>	<b>2.99</b>	<b>2.72</b>	<b>2.58</b>	<b>2.39</b>	<b>2.45</b>	<b>2.38</b>	<i>-0.20</i>

*\*\* Based on Sanitary District HH estimate (2002) X Avg. PPH. Projections based on year 2000 percent of total population of S.D. vs. Town*

*\* 2000 Census pop adjusted through the CQR program.*

*Source: U. S. Census, 1970, 1980, 1990, 2000, 2010; ECWRPC.*

### Exhibit 5

#### Embarrass/Cloverleaf Lake Sewer Service Area Characteristics: 1985 & 2003 (2012)

##### Existing & Proposed SSA Plan Acreages

SSA Characteristic	Existing Acres (1985)	Proposed Acres (2003)	Change in Acres (+/-)
<b>Total SSA Acreage</b>	<b>1006.3</b>	<b>1335.8</b>	<b>329.5</b>
<b>Total Developed Acres</b>	<b>494.3</b>	<b>525.3</b>	<b>31.0</b>
<b>Developed Land Uses</b>	<b>391.6</b>	<b>397.8</b>	<b>6.2</b>
<b>Road Rights-of-way</b>	<b>102.7</b>	<b>127.5</b>	<b>24.8</b>
<b>Total Undeveloped Acres</b>	<b>512.0</b>	<b>810.5</b>	<b>298.5</b>
<b>Total Vacant Lands</b>	<b>177.8</b>	<b>421.4</b>	<b>243.6</b>
Vacant Lands	177.7	421.4	243.7
Vacant, Undevelopable Areas	0.1	0.0	-0.1
<b>Environmentally Sensitive Area (ESA)</b>	<b>334.2</b>	<b>389.1</b>	<b>54.9</b>
WDNR Wetlands	8.8	26.1	17.3
50' Wetland Buffer	0.0	14.8	14.8
Stream Buffers	11.2	6.4	-4.8
Open Water Areas	314.2	341.8	27.6
<b>Total Developable Acreage</b>	<b>177.7</b>	<b>421.4</b>	<b>243.7</b>

**Exhibit 5, continued**  
 Embarrass/Cloverleaf Lake Sewer Service Area Characteristics: 1985 & 2003

**Proposed (2003) SSA Plan Modifications - Acreage Summary**

SSA Characteristic	2003 Deletions	2003 Additions		
	Administrative	Growth Areas	Administrative	Totals
Vacant	(18.3)	149.3	88.9	211.4
Vacant Undevelopable	0.0	0.0	0.0	0.0
Developed	0.0	18.5	32.4	50.9
R.O.W.	(2.8)	9.7	39.0	45.9
ESA	(0.1)	6.4	4.7	11.0
<b>Totals</b>	<b>(21.2)</b>	<b>183.9</b>	<b>165.0</b>	<b>327.7</b>

**Proposed (2003) Planning Area Boundary Modifications - Acreage Summary**

	Acres						Total
	Developed	Vacant	ESA	Open Water	Wetlands	ROW	
<b>Planning Area Deletions</b>	-15.8	-751.2	-40.4	-48.2	-208.9	-18.9	<b>-1,083.4</b>
<b>Planning Area Additions</b>	23.0	107.5	2.5			9.1	<b>142.1</b>
<b>Net Change</b>	<b>7.2</b>	<b>-643.7</b>	<b>-37.9</b>	<b>-48.2</b>	<b>-208.9</b>	<b>-9.8</b>	<b>-941.3</b>

Source: ECWRPC, April - 2003.

Given the previous justifications for needed vacant acreage to accommodate new sewer development, the updated plan contains an excess of approximately 400 acres for the entire service area. This excess is based on several factors: 1) the general nature and pattern of existing development and infill opportunities, and 2) the potential increase in development pressure due to the construction of the STH 29 bypass and USH 45 improvements to the south; 2) the re-configuration of the SSA boundary to follow natural and man-made physical features more closely. This re-configuration will improve administration of the plan and reduce questions on the actual boundary location, and; 3) the provision of adequate larger parcels of land to accommodate well planned, cost-effective sewer subdivisions.

## **GROWTH ALLOCATION AREAS**

The policy basis for allocating acreage for future development is outlined on page 39. These policies take into account a broad range of land use and environmental concerns directed toward encouraging orderly, cost-effective and environmentally sound development. Working within the broad policy base, the sewer service area plan also considers sewer system capacities, land development market trends, and development plans and preferences of the individual communities. Vacant lands allocated for development in this update total 421.4 acres, some of which is in a preliminary development stage. The following text generally describes the locations for new sewer development as outlined on the updated sewer service area map (Exhibit 1) and calculated in Exhibit 5.

### **Environmentally Sensitive Areas**

This plan update has refined the mapping of ESA's based on the current definition, including the addition of new wetland boundary data. According to Table 5, approximately 389.1 acres, including open water areas, of ESA's exist within the Planning Area. Initially it was determined that Gibson Island be considered for inclusion to the ESA definition for this particular SSA due to its sensitive nature with respect to the impacts of future development on water quality, however; ultimately, only the shoreline areas were included as typical of the definition. Also, while it may not be cost-effective to extend sewer to the island, it may still be possible for development to occur utilizing on-site systems assuming that all local and state requirements are met. Subsequent to the original approval of this document in 2003, the Gibson Island Citizens Conservation Project, Inc. formed and purchased the Island in 2006.

## **Residential Development**

Single-family residential development is expected to occur within the planning area in various locations. A variety of small to medium size areas serve to accommodate continued infill housing as demands and circumstances allow. The additions of several areas were made during the plan update to allow for new planned subdivision development so that pressures for rural subdivisions in the area are reduced. Three general areas have been added to the SSA to accommodate future development within the updated Embarrass/Cloverleaf Lake Sewer Service Area:

- Approximately 57.0 acres of undeveloped land located in the eastern portion of the Village of Embarrass, east of Well Road has been planned for expanded medium density single-family residential uses. These lands can be serviced by existing gravity sewers.
- Approximately 79.1 acres of undeveloped land in the Town of Belle Plaine, north of Cloverleaf Lake Road and along Grass Lake Road has been added to accommodate new low density single-family residential development. Some portions of these lands lie outside the existing Sanitary District boundary and will need to annex into the District in order to develop on public sewer. These lands can be serviced by existing gravity sewers.
- The approximate 22.8 acre Gibson Island feature was added as an area that theoretically could develop, however; initial studies indicate that the extension of sewer may not be feasible unless the density/type of development warranted it. The previous ESA designation was removed as research and discussions concluded that the designation was not warranted and the Town has gone on record that public sewer would be a prerequisite for any development in order to protect the lakes' water quality. Subsequent to the original approval of this document in 2003, the Gibson Island Citizens Conservation Project, Inc. formed and purchased the Island in 2006.

## **Commercial Development**

Infill commercial development has been primarily allocated within the Embarrass/Cloverleaf Lake SSA along the western end of Cloverleaf Lake Road and within the Village's core area.

### **Industrial Development**

There are no significant areas suitable for accommodating industrial development within the Sewer Service Area. The nearest industrial parks lie to the north, in Shawano, and to the south in Clintonville.

### **Holding Tank Service Areas**

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

## **FUTURE WASTEWATER FLOWS**

Based on the assumption that all developable land (421.4 acres) within the allocated SSA is developed within the planning period, approximate increased wastewater flows can be calculated. Based on the future, year 2020, population (a decrease of 77 persons) and using commercial and industrial growth areas to determine the potential impacts on the wastewater plant, the anticipated future development flows should remain similar to those experienced today as shown in Exhibit 3. Based upon the forecasted growth rates the design capacity of the treatment plant is adequate, although monitoring of capacity should be conducted and reviewed as part of any development proposal.

## **WATER QUALITY ASSESSMENT**

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

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

Population growth and commercial / industrial development will increase loadings to the wastewater treatment plant and the Embarrass and Wolf Rivers. At current treatment levels, projected residential growth will result in the daily discharge of an additional 305 pounds of BOD, 349.9 pounds of suspended solids (TSS) and, 10.4 pounds of phosphorus (P) to the system. Impacts of increased discharge levels will be periodically evaluated by the Department of Natural Resources in conjunction with WPDES permit renewals. Assimilative capacity of the receiving water will be used to establish discharge limits if existing categorical limits are inadequate to maintain water quality standards.

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

The updated Year 2020 sewer service area includes 421.4 acres of undeveloped land within the sewer service area boundary. As this land comes under development, surface water runoff and pollutant loadings are likely to increase. The placement of buildings, roads and parking areas increase the amount of impervious area, and hence, more water runs off the land surface, carrying organic and inorganic pollutants associated with more intensive urban uses. The conversion of the allocated acreage from rural/agricultural to urban uses (assuming full development, which is not likely given the population growth projected) is estimated to increase annual pollutant yields by 18.64 tons for sediment, 0.02 tons for phosphorus and 0.02 tons for zinc and lead.

On a watershed basis, conversion of these lands will result in less than a one percent increase in pollutant loadings. However, localized impacts on receiving waters may be significant. Utilization of stormwater detention facilities, site development controls, preservation of green space and other measures can help mitigate urban non-point source impacts on water quality. Wisconsin Administrative Code NR-151 addresses stormwater management requirements for development, including a definition of 'protective areas' that aligns closely with the current definition for Environmentally Sensitive Areas (ESAs) as delineated in this plan.

### **Groundwater**

Conversion of rural/agricultural lands to urban uses may impact the quality and quantity of groundwater. Groundwater recharge will decrease as areas which are paved over or built upon. At the same time, withdrawal of groundwater is likely to increase for domestic, commercial and industrial use. A majority of the Embarrass/Cloverleaf Lake areas (C. Embarrass/Cloverleaf & Embarrass/Cloverleaf Lake Sanitary District) have a potable municipal water system in place using high capacity wells. While the installation of the sanitary sewer system eliminates a major contamination potential, the permeability of the soils in the area poses risks of contamination from urban related land uses such as parking lot runoff, lawn pesticides and commercial activities.

## **Water Quality Protection**

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

## **RECOMMENDATIONS**

The following recommendations are made to the local units of government contained within the Planning Area in order to facilitate cost-effective, sewer growth in a logical manner throughout the twenty year planning period:

### **Cloverleaf Lakes Sanitary District No. 1**

- 1) Improve intergovernmental coordination between the Town of Belle Plaine Board, Plan Commission, and Sanitary District with respect to planned development and the extension of future sanitary sewer:
  - a) Have the Town's Plan Commission or Board meet with the Sanitary District periodically (perhaps at the Board's annual meeting) to discuss or initiate actions to implement the Town's land use plan and discuss issues pertaining to sewer development;
  - b) The Town Board should require that the Sanitary District review developers' concept plans or preliminary plats for proposed developments within the SSA Planning Area in order to examine the potential for the immediate or future extension of sanitary sewer.
- 2) The Town and District should consider the utilization of various regulatory tools to ensure the timely planning, financing, and extension of public utilities for new development:
  - a) Sanitary District's Taxing Authority
  - b) Impact fees;
  - c) Adequate public facilities ordinance;
  - d) Shawano County's Sanitary Ordinance;
  - e) Shawano County's Subdivision Ordinance – particularly with respect to larger lot development serviced with on-site systems within the plan's sewer growth areas in order to ensure the logical extension of future sanitary sewer mains. Things to consider, from a design perspective include:

- i) Lot Size;
  - ii) Lot Frontage;
  - iii) Potential for future lot splits;
  - iv) Allowance of 'cluster developments with a single community well and treatment system;
  - v) Reservation of easements for future sewer extensions;
  - vi) Road patterns which allow for effective extension of sewer in future;
- 3) When questions exist regarding the cost-effectiveness of servicing new development, the District and/or Town should require the developer to prepare a cost-effective analysis, using NR-110 as a guide, in order to determine the whether public sewer or on-site systems should be utilized.
  - 4) The Sanitary District should actively participate in the development of the Town's future 'smart growth' comprehensive plan.

#### Village of Embarrass

- 5) Request that Town of Matteson and/or Waupaca County notify Village of development proposals and CSM's within the SSA Planning Area and, where appropriate, request that a cost-effective analysis for wastewater treatment be done to determine the best methods for wastewater treatment.
- 6) Pursue as needed the use of 'extra-territorial zoning' by the Village and neighboring Towns to implement the SSA Plan. This tool is discussed in the communities' comprehensive plans.
- 7) Monitor and enforce regulations which that restrict development with on-site systems within existing Wellhead Protection Areas.
- 8) Continue to actively participate with Shawano and Waupaca County, as well at the Towns of Belle Plaine and Matteson's in their respective 'smart growth' comprehensive planning processes to ensure consistency with the SSA Plan and Village and District development policies.

### **PLAN IMPLEMENTATION**

Although sewer service area planning is initiated at the state and federal levels, successful implementation of each plan rests primarily at the local level with some guidance provided by East Central Planning. In the state-approved Areawide Water Quality Management Plan, certain local units of government were assigned water quality-related management functions.

Entities with adequate authority to plan, construct, operate and maintain wastewater collection and treatment facilities were designated as management agencies (DMA) for portions of the planning area within their jurisdictions as follows:

<b>Governmental Unit</b>	<b>Category of Designation</b>	<b>Management Function</b>
Village of Embarrass	III	Wastewater Collection & Treatment
Cloverleaf Lakes Sanitary District No. 1	I	Wastewater Collection

The following recommendations for implementation of the SSA Plan are made and apply to both of the entities noted above. These recommendations may also apply, or relate to, responsibilities or authorities held by adjacent units, or county-level governments:

- 1) All new development within the SSA should be sewerred. Efforts should be made to direct development to areas where sewers are already in place before extending new sewers into undeveloped areas. Efforts should also be made to maximize use of existing gravity and forcemain systems to avoid the capital, operating and maintenance costs associated with constructing new pumping facilities.
- 2) Monitor development rates and initiate facilities planning and/or a re-negotiation of the existing agreement between the Sanitary District and Village as appropriate (when approximately 90% of allocated capacity is reached).
- 3) The Village has been very active in minimizing infiltration from their sewer system and both entities should continue to implement existing plans and programs to control infiltration and inflow to the wastewater treatment plant so as to increase efficiencies as well as capacity for new developments.
- 4) Environmental conditions in the planning area warrants concern with regard to construction site erosion, destruction of wetlands and impacts on groundwater and surface water quality. Development should be directed away from riparian areas and wetlands as well as other areas of limiting conditions. Additionally, appropriate erosion control measures, as specified in existing ordinances, should be applied to any land disturbing activity to minimize the erosion hazard.
- 5) The Village has adopted a formal stormwater management ordinance and provisions to improve water quality. The Town(s) should also develop and adopt an overall stormwater management plan and ordinance to address non-point source pollution and flooding concerns related to existing and new development

- 6) Request amendments to the existing Sewer Service Area plans by East Central Planning as necessary to implement locally adopted land use plans.
- 7) Preliminary Plats and sewer extension requests should be sent to East Central RPC for SSA conformance reviews.

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

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

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

In addition to ECWRPC's role in implementing sewer service area plans, local units of government may exercise other authority conferred upon them by state statute to preserve and protect water quality. Local units may use this authority to plan and manage land use and development through subdivision, zoning and other development ordinances. Criteria can be written into existing ordinances or new ordinances can be adopted which promote orderly development and address water quality concerns. Additional actions by

local units of government which are recommended for water quality protection include the adoption of construction site erosion and stormwater management ordinances and the preservation of greenways along existing drainage corridors.

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

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### **GENERAL DESCRIPTION**

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

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

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

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

The first step in delineating sewer service areas is the outlining of broad planning areas which include all feasible options for where urban growth might occur within the 20-year planning period (through the year 2020). Planning area boundaries generally include all areas within existing city, village and sanitary district limits. These areas may also include clusters of development and adjacent areas where there is potential for the installation of a sanitary sewerage system in the foreseeable future. Planning areas generally extend beyond the existing or potential development areas to the nearest quarter section line. The planning areas are delineated on aerial photos at a scale of 1 inch to 400 feet. These aerial photos serve as detailed file photos for all sewer service area delineation purposes. The planning areas are also shown on the one inch to 2000 foot maps contained in this plan. Planning areas serve as the study areas for wastewater facilities planning efforts.

## **DELINEATION OF ENVIRONMENTALLY SENSITIVE AREAS**

Environmentally sensitive areas are geographic areas consisting of all lakes and streams shown on the USGS quadrangle maps and adjacent shoreland buffer areas as defined in Exhibit 6. All wetlands shown on the state Wisconsin Wetland Inventory Maps and floodways as delineated on the official Federal Emergency Management Administration Flood Boundary and Floodway Maps are also designated environmentally sensitive. The environmentally sensitive areas are mapped on the sewer service area file photos and are also shown on the maps contained in this plan.

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

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

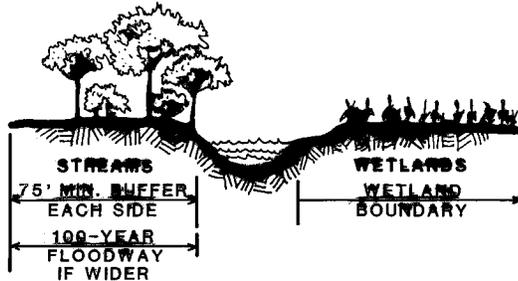
East Central, after deliberations with technical and policy advisory committees, defined environmentally sensitive areas in a manner that complements existing local, state and federal regulations which protect various environmental amenities. While NR 121 authorizes sewer service area plans to identify a broad array of natural features as environmentally sensitive areas, only those features which were believed vital in the East Central Wisconsin Region to preserve environmental quality were so designated. Local communities affected by the SSA Plan can suggest the inclusion of additional features into this category

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

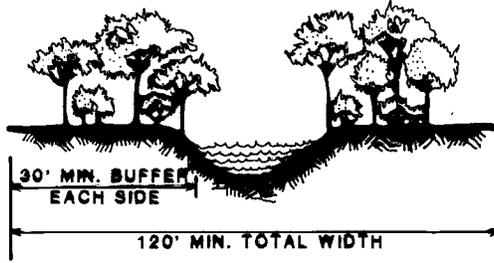
**Exhibit 6**  
Environmental Sensitive Area Standards

**ENVIRONMENTALLY SENSITIVE AREA STANDARDS**

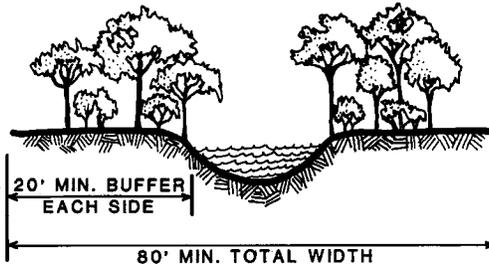
**NAVIGABLE STREAMS & WETLANDS**



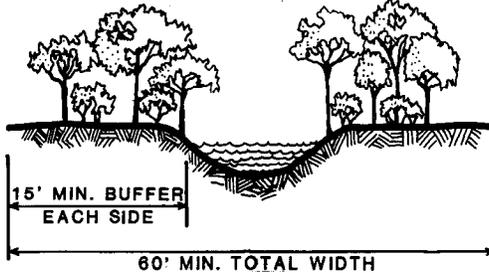
**NON-NAVIGABLE STREAMS & DRAINAGEWAYS  
DRAINAGE AREA GREATER THAN APPROXIMATELY 2000 ACRES**



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



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



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

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

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

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

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

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

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

- b) Shortening of a non-navigable stream or drainageway based upon field determination of its point of origin;
- c) Adjustments to the widths of shoreland buffer strips along non-navigable streams and drainageways within the guidelines established in Exhibit 6;
- d) Changes which would reduce the width of shoreland buffer strips below the minimum guidelines provided there are locally adopted stormwater drainage criteria that establish corridor widths for drainageway preservation. Locally adopted criteria must be based upon sound engineering and environmental protection criteria; and
- e) Changes which result from utility or roadway maintenance or construction which meet the criteria set forth in NR 115 or 117. It is not the intent of the environmental corridors to prevent or obstruct maintenance, expansion or construction of transportation or utility facilities intended to serve areas outside of the corridors, needed to maintain or improve continuity of those systems, or designed to serve compatible uses in the corridors, such as park shelters or facilities. Facilities intended to serve new sewered residential, commercial or industrial development in the corridors would not be permitted.

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

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

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

New to this updated plan is the assessment of "holding tank" service areas and the need to address specific, large (3,000 gallons or more) holding tanks within the planning areas. Estimates of septage treatment from holding tanks are utilized in the treatment plant design recommendations.

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

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

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

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

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

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

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

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

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

## **FORECAST OF URBAN GROWTH**

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

### **Population Projections**

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

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

### **Residential Development**

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

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

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

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

## **Non-Residential Development**

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

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

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

## **Growth Allocation**

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

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

1. All areas within a planning area which are currently served with public sanitary sewers shall be designated sewer service areas. Areas along existing and proposed (WDNR approved) sewer collector or interceptor lines (forcemains excluded) shall be designated sewer service areas. The depth of the sewer service area boundary line shall be to the average lot depth (maximum 400 feet) bordering the sewer or where average lot

depths cannot be distinguished to line 200 feet from the sewer line. Development within this area is generally considered to be serviceable by a private sewer lateral.

2. Unsewered areas of development within close proximity to existing sanitary sewer lines where the cost-effectiveness of the extension of sewers is not questionable shall be included in the service area. These areas have generally been designated as an urban development area.
3. Areas of existing development with approved wastewater facility plans shall be designated sewer service areas. (Note: Various areas of existing development previously designated have been dropped because of lack of approved wastewater facilities plans.)
4. The acreage allocations of future development areas should approximate residential, commercial and industrial growth projections.
5. Environmentally sensitive areas shall be excluded from the sewer service area.
6. Holding tank service areas shall be designated for existing large holding tanks defined in NR113 and for areas of existing development where no cost-effective alternative to the installation of a large holding tank is available. The cost-effective analysis is to be prepared by the owner. All large and individual holding tank wastes are to be disposed of in accordance with NR113.

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

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

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

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

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

## **PUBLIC AND COMMUNITY PARTICIPATION**

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

General public participation specifically targeted for the Embarrass/Cloverleaf Lake Planning Area was sought during and after the proposed sewer service area boundary maps were completed. Public information meetings were held with local officials within the planning areas and associated sewer service areas. The purpose of sewer service area planning, the planning process, existing conditions of the service area and growth forecasts were explained.

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

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

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

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

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### **BACKGROUND**

The East Central Wisconsin Regional Planning Commission has adopted "An Amendment Policy and Procedure for Sewer Service Areas" to enable sewer service area plans to be amended in response to changing conditions and community plans. This procedure provides a flexible, yet equitable and uniform basis for revising sewer service area boundaries. This chapter was updated, with input from the Land Use Advisory Committee, during 1999/2000 as part of addressing policy issues related to the Long-Range Fox Cities, Oshkosh, and Fond du Lac Transportation/Land Use Plan Addendum and certain provisions will apply to these communities. When an amendment is requested, East Central recommends that a representative from the government entity with Designated Management Agency (DMA) status meet with East Central staff to discuss the proposal prior to submission. Most documentation and questions needed for the evaluation of the amendment can be addressed at that time.

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

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

### **WDNR REVIEW AND APPROVAL**

The Wisconsin Department of Natural Resources will review the East Central recommendations for the service area amendment. If the service area amendment does not involve an area greater than 1,000 developable acres 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 developable acres, and/or; if the project involves the development of an Environmentally Sensitive Area the Department may require the preparation of an environmental assessment statement under NR-150 with public comment period on Type 2 Actions. This may lengthen the approval period to three months or greater. Once WDNR decision is made, and if approved, East Central can review sewer extensions and submit comments to the WDNR for sewer extension plan approval.



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

**Section I: Amendment Policies**

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

1. The environmentally sensitive area is immediately adjacent to an existing sewer service area.
  2. Appropriate local, state and federal environmental permits are granted for the proposed development prior to the final approval of the amendment request.
  3. Major re-designations shall pose no significant adverse water quality impacts. Major re-designations include:
    - a. Removal of any mapped wetland area for sewered development unless resulting from an activity exempted by state administrative rules governing wetland protection [NR 117.05(2)] or state approved rezoning of wetlands.
    - b. Any change which would reduce a delineated floodway of any navigable stream or river, or which would remove any area below the ordinary high water mark of a navigable stream, pond or lake.
    - c. Any change resulting in the total removal or in the continuity of any corridor segment including floodways, wetlands, shoreland buffer strips or steep slopes adjacent to water bodies. The water quality benefit that was associated with the portion of the corridor removed must be provided for in the development.
  4. The re-designated acreage will be added to the Sewer Service Area's total acreage.
- F. Sewer service area boundaries may be modified or expanded to correct an error in the maps, data, projections or allocations of the adopted Sewer Service Area Plan.

## **Section II: Amendment Criteria**

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

- A. The cost-effectiveness of the proposed amendment will be compared to other alternatives. East Central may require this determination from the applicant. Amendments submitted under Section I, Policy B shall require such a determination from the applicant, and;
- B. The environmental impacts of the proposed amendment shall be assessed in accordance with the criteria established in the Wisconsin Department of Natural Resources environmental assessment checklist. The Commission will evaluate the ability of the existing sewerage facilities to transport and treat the projected flows and will provide a water quality evaluation statement. East Central may also prescribe safeguards or impose additional conditions deemed necessary to protect the water quality in the area.

- C. Amendments within the Urbanized Area SSA's (see Exhibit 7) should be consistent with East Central's Long-Range Transportation/Land Use Plan Addendum's goals, objectives and policies, particularly for density standards, as follows:

Long Range Transportation Land Use Plan Addendum 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 Section I, Policy D. Any community affected by a "regional swap" shall be notified and given an opportunity to comment prior to Commission approval of the amendment.
- G. Amendments submitted under Section I, Policy C – Unique Facilities, not only fit the definition contained in this plan, but the applicant must also submit additional information which illustrates that all impacts, including secondary land use impacts, and their effects on water quality, transportation, and public service provision be addressed prior to the Commission recommending approval of the amendment. Such amendment

requests must also be consistent with locally adopted Comprehensive Plans. Amendments under this policy may be approved conditionally by the Commission so that other necessary approvals can occur concurrently.

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

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

- A. Requests for sewer service area amendments should be made by the governmental entity that has received Designated Management Agency (DMA) status and that will be expected to serve the area. Units of government seeking an amendment to the sewer service area boundary should transmit a letter requesting the amendment to East Central along with the following documentation:
  1. A map of the proposed expansion area and, if required, any area to be deleted (swapped) which affects the boundary modification;
  2. Estimates of existing and anticipated population, wastewater generation and means of collection from the area;
  3. A description of the type of existing development and/or the type of future development expected to occur;
  4. Ability of the treatment facility to treat the anticipated wastewater;
  5. Methods of stormwater management and regulation for the added service area and surrounding areas which may be impacted; and
  6. Documentation that all property owners in areas proposed to be deleted (swapped) were notified of this request by the unit of government seeking the amendment. Any landowner potentially affected by the removal of property from the SSA shall be notified by the requesting entity at least 14 days prior to the scheduled Community Facilities Committee meeting at which the amendment will be addressed. Failure to do so will result in the tabling of the amendment request until the next regularly scheduled meeting (policy amendment approved by WDNR on 08/26/04).
  7. Plan Commission or Board action as required under Section I - Policy D.
  8. Amendments submitted under Section I, Policy B, for Urbanized Area communities (see Exhibit 7) will require that additional information be submitted and criteria be met as follows:
    - a) Documentation that the community's locally adopted Comprehensive Plan illustrates the area as a future urban growth area which will be

provided a full range of services as spelled out in the Urbanized Area Long-Range Transportation/Land Use Plan Addendum's density standards, and;

- b) A determination of the cost-effectiveness of providing public sanitary sewer versus on-site system replacement. This determination should be consistent with NR-110 requirements, and;
- c) Documentation that approximately 30% of the existing on-site systems within the proposed amendment area be considered failing (direct need), and;
- d) Documentation that approximately 30% or more of the balance of existing on-site systems within the proposed amendment area are subject to failure based on the physical condition of the on-site system itself and / or the physical characteristics of the subject site (indirect need);

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

- B. Based on this information the Community Facilities Committee, designated as the review committee by the East Central's bylaws, will review the proposed amendment to determine whether it meets the standards set forth in the Sewer Service Area Amendment Process. If no significant adverse water quality impacts are involved, the East Central shall recommend approval of the Plan amendment and submit it to the Wisconsin Department of Natural Resources for State plan certification.
- C. Requests for amendments under Policy F pertaining strictly to the addition of 'transporting sewers' (i.e. interceptors and forcemains which do not directly service new development) may be initiated by East Central staff upon written request of the DMA and would be submitted directly the Wisconsin Department of Natural Resources for review and certification without the need for Community Facilities Committee approval. The Department would review and certify such amendments within 5 to 10 working days from receipt of staff's submittal. Please note that the information needs, as noted above, as well as the conformance with existing review criteria are still required for East Central and the Department to process such amendments (policy amendment approved by WDNR on 08/26/04).

## **Section IV: Appeal**

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

- A. The hardship to the community is significant and widespread owing to substantial pre-existing financial or legal commitments for sanitary sewer service.
- B. The major objectives of the sewer service area plans can be met.
- C. The appeal shall be submitted to the Chairman of East Central for action at a regularly scheduled meeting of the Commission. 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 (SPS-383 codes, 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 use patterns (based on field work)
  - (b) Proposed land uses (based on local, county, regional, and state plans)
  - (c) Water quality and natural resource (ESA) characteristics, changes, and issues;

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

#### Urbanized Area Procedures & Standards

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

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

- 1) Addendum Policy 1.3 Conformance - A review of local development densities within the SSA occurring between plan updates and their conformance with the minimum residential density requirement will need to be met as follows:

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

## **Section VI: Definitions**

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

- 1) Definition and mapping of Environmentally Sensitive Areas (ESAs);
- 2) Justified acreage allocations based on projected 20-year growth and development using ECWRPC accepted methodologies;
- 3) Projected available 20-year capacity of wastewater treatment plant from publicly sewer development and established holding tank receiving areas;

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

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

- 1) Definition and mapping of Environmentally Sensitive Areas (ESAs);
- 2) Justified acreage allocations based on projected 50-year growth and development using ECWRPC accepted methodologies;
- 3) Projected available 50-year capacity of wastewater treatment plant from publicly sewer development and establish holding tank receiving areas;

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

*Existing Urban Development:* A geographic area with densities of development suitable for the efficient and economic provision of urban services such as sanitary sewer, water, transportation and storm drainage (e.g. single family residential development greater than two units per gross acre).

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

SSA Plan Amendment proposals. Those specific facilities not listed above would be reviewed based on their merits and conformance with the intent of this definition.

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

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

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

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**APPENDIX A**  
**PUBLIC PARTICIPATION & APPROVAL DOCUMENTATION**

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SUMMARY OF PROCEEDINGS

Community Facilities Committee  
East Central Wisconsin Regional Planning Commission  
East Central Offices  
April 17, 2003 – 10:00 A.M.

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

Committee members present:

Wilma Springer ..... Calumet County  
Clifford Sanderfoot ..... Outagamie County  
Ernie Bellin . ..... Winnebago County  
Donald De Groot. .... Outagamie County

Committee members absent:

Jane Van De Hey ..... Winnebago County  
Brian Kowalkowski ..... Menominee County

Others in attendance:

Steven J. Spanbauer ..... Chairman, Town of Neenah  
Harrison Sturgis ..... Citizen, Town of Neenah  
Bob Buckingham ..... Director of Community Development, City of Neenah  
John Gabbey ..... Century 21 Realty  
Don Verbrick ..... Town of Neenah Sanitary District No. 2  
Eric Fowle ..... ECWRPC Staff  
Joe Huffman ..... ECWRPC Staff  
Kathy Thunes ..... ECWRPC Staff

**1. Welcome & Introductions**

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

**2. Informational/Public Hearing on Embarrass/Cloverleaf SSA Plan Update**

**. Mr. Fowle stated to committee members the sewer service area plan update for the Embarrass-Cloverleaf area was the first since 1985. The parties involved with the plan update included the Village of Embarrass , Cloverleaf Lakes Sanitary District No. 1 and the Town of Belle Plaine, (Shawano County). As this process moved forward final decisions and approvals were made by the**

Cloverleaf Lakes Sanitary District No. 1, the Village Utility Commission and by the Village and Town Boards. The most recent of these approvals came in February and April, 2003. Mr. Fowle then referred to population projection figures and a summary of acreage allocations for the plan update. Mr. Fowle added that significant progress was made on dealing with issues of on-site septic systems near sewer areas as well as coordination with existing land use planning efforts. Based on logical future sewer extensions and existing sewer main locations, it was decided by all parties that on-site systems should be prohibited and/or discouraged within the final sewer service area. Mr. Fowle then opened the floor for public comments. There being no further discussion the public hearing session was then closed.

### **3. Resolution 11-03; Approval of the Embarrass/Cloverleaf SSA Plan Update**

Mr. Fowle introduced Resolution 11-03 which approves the Embarrass/Cloverleaf Sewer Service Area Plan Update. Mr. Clifford Sanderfoot moved to adopt Resolution 11-03 based on the previous public hearing. Mr. Don De Groot made the second. Motion passed unanimously.

### **4. Neenah-Menasha Sewer Service Area Amendment; Town of Neenah (Swap)**

Mr. Fowle introduced the Town of Neenah Sanitary District No. 1-1 to amend the Neenah-Menasha Sewer Service Area Plan to add approximately 52 acres for a residential development. The request was made under East Central's Policy I, A (swap) and meets all the stated requirements. Mr. Fowle explained to committee members the service provision for the new development would be by gravity sewers. The area to be removed would create a void within the service area, however, as the City of Neenah was also petitioning for a swap amendment this aberration would correct itself. Mr. Fowle explained that the city plans to remove acreage adjacent to the town's swap area on the next agenda item. It was also indicated that no environmentally sensitive areas were involved with this request and stormwater management practices would fall under town/county guidelines. Documents supporting owner notification criteria were available at meeting time as well as the sanitary district's attachment of the amendment area. There being no further discussion Ms. Springer moved to approve the request. Mr. Sanderfoot made the second. Motion passed unanimously.

### **5. Neenah-Menasha Sewer Service Area Amendment; City of Neenah (Swap)**

Mr. Fowle stated the request being made by the City of Neenah dovetails with the previous request made by the Town of Neenah. The result of the city's swap amendment would eliminate the void in the service area created by the previous amendment. The City of Neenah was requesting to add approximately 75 acres and delete approximately 83 acres under East Central's Policy I,A, (swap). The difference in acreage was due to 12 acres of development within the deletion area and approximately 4.5 acres were discounted for park and stormwater facilities within the amendment addition. Mr. Fowle explained that the amendment would develop as single family residential and indicated that sewer service would be provided from gravity mains located to the north. The City of Neenah has a very good record with regards to stormwater management and no environmentally sensitive areas were involved. Based on the city's comprehensive plan and recent growth area boundary agreement with the Town of Neenah, East Central staff recommended approval

of the request as presented. Mr. De Groot moved to approve the amendment request. Ms. Springer made the second. The motion passed unanimously.

**6. Update/Discussion on the Regional Comprehensive Plan; Community Facilities Element**

Mr. Fowle introduced Kathy Thunes for the purpose of informing Community Facilities Committee members on the progress of the Commission's Regional Comprehensive, (Smart Growth), Plan. Ms. Thunes overviewed the various sub-elements of this section and discussed the proposed Technical Advisory Committee structure, reminding them that these committees were tentative and few have committed to serve at this point. Once core committees have been established input from sub-committees, (technical committees), would be forwarded to the respective core committee for direction. Ms. Thunes indicated that visioning sessions would occur at the outset with more detailed analysis and goals to be achieved based on the visioning sessions. It was noted that there was an October, 2003 due date to wrap up the Milestone 1 portion of the plan.

**7. Other Business**

Mr. Fowle, as an informational item, wanted committee members to be aware of two development situations currently underway within the Town of Taycheedah, Fond du Lac County. These developments, by all indications, will be approved by Fond du Lac County for on-site septic systems even though both are in close proximity, or within, the existing SSA. Mr. Fowle stressed that the County seemed unwilling to confront the developers on these issues and that the Town of Taycheedah had no concern whatsoever regarding the short or long-term impacts of these decisions. Mr. Fowle cited these developments were also not consistent with the Town's land use plan. While the Town Board ignored this fact the outcome of this could jeopardize future planning in the area. To complicate matters further, Mr. Fowle informed the committee that the proposed southern development, (Taycheedah), was indeed within the existing SSA, while the proposal to the north, (Johnsburg), would require an amendment. Attempts to amend the Johnsburg proposal would undoubtedly raise an objection by the City of Fond du Lac. There were other factors in play such as the OSG, (Outlying Sewer Group); East Central's Policy 1.4, (Long Range Transportation/Land Use Plan Addendum) that discourages on-site systems within an existing sewer service area; Taycheedah Sanitary District No.1's purchases for wastewater plant capacity and more importantly East Central's role as an enforcer of sound planning practices. Staff suggested several options to deal with these situations, including a proposal to not approve future sewer extensions. After much discussion, the CFC felt that it was vital to work with Fond du Lac County in pursuing the issues and that additional education is warranted for the Town to prevent future proposals of this nature. The CFC requested that this item be placed on the next meeting agenda to update them on its progress.

**8. Adjournment**

The next meeting was tentatively set for Wednesday May 21, 2003 at 10:00 A.M. Meeting was then adjourned at 11:45 A.M.

SUMMARY OF PROCEEDINGS

East Central Wisconsin Regional Planning Commission  
La Sure's Banquet Hall  
April 25, 2003

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

The meeting of the East Central Wisconsin Regional Planning Commission was called to order by Chair Yvonne Feavel at 1:26 P.M.

Roll call was taken showing the following attendance:

Commission Members Present

Merlin Gentz .....	Calumet County
Wilma Springer .....	Calumet County
Clarence Wolf .....	Calumet County
Brian Kowalkowski .....	Menominee County
Ruth Winter .....	Menominee County
Robert "Toby" Paltzer .....	Outagamie County
Clifford Sanderfoot .....	Outagamie County
Bill Siebers (Alt. for Tim Hanna) .....	Outagamie County
Alfred Krause .....	Outagamie County
Donald De Groot .....	Outagamie County
Marvin Fox .....	Outagamie County
Arlyn Tober .....	Shawano County
M. Eugene Zeuske .....	Shawano County
Clarence Natzke .....	Shawano County
Duane Brown .....	Waupaca County
La Verne Grunwald .....	Waupaca County
Ken Hurlbut .....	Waupaca County
Paul Mayou (Alt. for Brian Smith) .....	Waupaca County
Yvonne Feavel .....	Waushara County
Norman Weiss .....	Waushara County
Lester Van Loon .....	Waushara County
Joseph Maehl .....	Winnebago County
Ernie Bellin .....	Winnebago County
Arden Schroeder .....	Winnebago County
Phillips Scoville .....	Winnebago County

Commission Members Absent

Randy Reiter .....	Menominee County
Jane Van De Hey .....	Winnebago County
Richard Wollangk (Alt. for Stephen Hintz) .....	Winnebago County

Staff Members Present

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

Walt Raith .....	Principal Planner
Eric Fowle .....	Principal Planner
Ed Kleckner .....	Associate Planner
Elizabeth Runge .....	Associate Planner
Betty Nordeng .....	Planner
Kathy Thunes .....	Planner
Dave Moesch .....	Planner
Jason Kakatsch .....	Planner (LTE)
Melissa Kramer .....	GIS/Planning Specialist (LTE)
Tom Faella .....	Information Technology Manager
Andrew Jennings .....	LAN/PC Specialist
Vicky Johnson .....	Administrative Specialist

Mr. Maehl welcomed the Commissioners to Winnebago County and introduced Phillips Scoville, the new commissioner representing Winnebago County.

**IV. MINUTES OF THE JANUARY 31, 2003 MEETING**

Mr. Krause moved to approve the minutes of the January 31, 2003 meeting, seconded by Mr. Paltzer. The motion was passed unanimously.

**V. BUSINESS**

**A. Steering Committee**

1. Acceptance of the Summary of Proceedings for the January 31, 2003 Meeting.

Chair Feavel moved to accept the Summary of Proceedings for the January 31, 2003 meeting. The motion was seconded by Mr. Brown and passed unanimously.

2. Approval of the CY 2002 Audit Report

Chair Feavel introduced Paul Denis from Schenck & Associates. Mr. Denis presented the 2002 Audit Report. Mr. Denis referred to page 3 of the audit and indicated the changes that had occurred between 2001 and 2002. He stated the ending fund balance of \$334,842 remains at a financially strong level and represents approximately 21% of annual expenditures, which is where it should approximately be. He noted that with all the state and federal budget cuts, it is important that the Commission continue at this level. Mr. Denis also noted that a new accounting standard will be taking effect in 2004.

Mr. Maehl moved to accept the CY-2002 Audit Report, seconded by Mr. Natzke. Motion passed unanimously.

3. Proposed Resolution No. 12-03: **Amending the Personnel Policies of the East Central Wisconsin Regional Planning Commission**

Ms. Schell noted that in January a resolution was brought before the Commission to change the Table of Authorized Positions by adding two positions to take on the extra workload of the Fond du Lac MPO. Ms. Schell stated that in the process of hiring an Associate Planner (LTE) and a Planner (LTE), there was very little interest in an LTE position at the Associate Planner level. Therefore, it was decided to hire two Planners, at the entry level. One was filled through promotion of Dave Moesch, formerly a Planning/GIS Specialist, and the other was filled from the outside. Mr. Moesch's position will be a permanent position, while his old position (Planning/GIS Specialist) will be a LTE position. Mr. Jason Kakatsch was hired to fill the other Planner position. Ms. Melissa

Kraemer, a former intern at East Central, was hired to fill the vacated Planning/GIS Specialist position. This resolution changes one Associate Planner (LTE) position to a permanent Planner position. It also makes the Planning/GIS position LTE. Ms. Schell introduced the new staff members.

Mr. Van Loon moved to adopt Proposed Resolution No. 12-03, seconded by Mr. Schroeder. Passed unanimously.

4. Contract Status Report

Mr. Scharnke referred to the contract status table that was handed out prior to the meeting. Mr. Scharnke stated that over that past three years he has tried to swing into balance the total amount of contracts and the billing. If the Commission does approximately \$140,000 worth of work activities in a given year, the billing should coincident. Mr. Scharnke indicated that part of the problem is that work activities don't start on January 1<sup>st</sup> and end on December 31<sup>st</sup>, therefore the Commission will work into the following year on several projects. He noted that the column titled 2003 billing target shows that an additional \$61,753 should be billed out this year. Mr. Scharnke indicated that in 2004, 2005, 2006 and 2007 there are contracts in the planning stages that are actually based out further in time. He stated that with current staff and time available, the number of contracts the Commission can commit to is limited.

B. Economic Development Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the April 2, 2003 Meeting.

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

C. Open Space and Environmental Management Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the April 8, 2003 meeting.

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

D. Community Facilities Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the March 7 and April 7, 2003 meetings.

Mr. Bellin moved for acceptance of the Chairman's Report and the Summary of Proceedings of the March 7 and April 7, 2003 meetings, seconded by Mr. Sanderfoot. Unanimously passed.

**3. Proposed Resolution No. 11-03: Updating the Embarrass/Cloverleaf Lakes SSA Plan Update**

Mr. Fowle referred to the map and table that were handed out prior to meeting. He stated that this is one of the smaller sewer service plans, located partially in Waupaca County and Shawano County, which has not been updated since its creation in 1985. One wastewater treatment plant serves the Village of Embarrass and the Cloverleaf Lakes Sanitary District No. 1. Mr. Fowle noted that he worked with the Village of Embarrass Utility Commission and the Sanitary District at joint meetings and also had input from the Town of Belle Plaine board.

Mr. Fowle indicated that the area is not anticipated to have rapid growth, should remain stable as far as overall population growth, but with changes of persons per household, there will be only a slight increase in housing, therefore, a lot of additional acreage was not necessary, just fine tuning the boundaries. (He noted that the map handed out appears to have errors on it, the colors on two of the categories, the administration allocations is not orange it is a dark blue, and the areas that would be removed from the sewer service area are purple, not yellow. The map will be corrected.) Mr. Fowle stated acreages in the Village were shifted to accommodate future development, particularly in the southeastern portion of the community. Due to the configuration of the Cloverleaf Lake Sanitary District boundary, acreage additions were limited for future subdivision development. Mr. Fowle noted that a new area was added to the environmentally sensitive area classification, Gibson Island, located in the middle of the Cloverleaf Lakes area. Mr. Fowle stated approximately 238 developable acres were added to the sewer service area, with about 80 acres due to administrative adjustments.

The Village of Embarrass Utility Commission and the Cloverleaf Lakes Sanitary District approved the plan at a joint meeting, and forwarded it to the Town Board and Village Board, which also approved the plan in March. The Community Facilities Committee approved the plan at its April meeting.

Mr. De Groot moved to approve Proposed Resolution No. 11-03, seconded by Mr. Krause. The resolution was approved unanimously.

#### 4. SSA Plan Status Report

Mr. Fowle noted that a table was handed out prior to the meeting showing sewer service area plan status and project update schedule. He stated at this time there are three small plans (Winneconne, Dale and Embarrass/Cloverleaf SSA) pending DNR approval. He is working with the Poygan SSA communities addressing their sewer service area, which should come before the Commission in July. The Wautoma/Silver Lake SSA plan will be updated this year and also the Black Creek SSA Plan. The Black Creek SSA Plan will be coordinated with OMNNI Associates, who signed a smart growth contract with the Town and Village of Black Creek. Dependent on the workload, the Omro SSA plan would be in line to be updated next. Mr. Fowle stated that work also has begun on updates for the Fox Cites and Oshkosh sewer service areas. The updates should be completed late in 2004. He noted that three or four updates are anticipated to be completed per year. Referring to the table, he stated the affected communities were listed in red or blue depending on whether or not their land use plans have been certified by the Commission for sewer service are planning purposes.

E. Transportation Committee

1. Proposed Resolution No. 09-03: **Amending the Transportation Improvement program for the Fox Cities (Appleton-Neenah) and Oshkosh Urbanized Areas, 2003**

Ms. Schell explained that Proposed Resolution No. 09-03 amends the Transportation Improvement program that was approved last July. This amendment is intended to add projects that were not included. These projects are all railroad crossing projects and closings. The projects are listed on a table included with the resolution. Ms. Schell stated that in the past these projects were not included, but the state and federal departments now require all funded transportation projects be listed.

Mr. Krause moved for adoption of Proposed Resolution No. 09-03, seconded by Mr. Weiss. Passed unanimously.

F. Regional Comprehensive Planning Committee

1. Chairman's Report
2. Acceptance of the Summary of Proceedings for the April 16, 2003 meeting.

Ms. Winter moved for approval of the Chairman's Report and the Summary of Proceedings of the April 16, 2003 meeting. The motion, seconded by Mr. Hurlbut, passed unanimously.

3. Proposed Resolution No. 10-03: **Adoption of East Central Region Comprehensive Plan – Milestone #1: State of the Region Report**

Mr. Kiesow stated that the State of the Region Report is the first phase of the Regional Comprehensive Plan that East Central is working on. This report takes a look at the nine comprehensive planning elements. He reminded the Commissioners that at the January quarterly meeting all but two chapters were presented and accepted. The remaining two chapters, Agricultural and Natural Resources are ready for acceptance at this meeting.

Mr. Kiesow briefly summarized the Agricultural Chapter. He stated this chapter looks at main areas involving agricultural in the east central region, such as, prime agricultural soils, crop productivity, economics of agriculture, loss of farm lands and implications of losses, and the programs that are affecting farmers. Mr. Kiesow stated that an advisory committee will be formed and all the various agricultural interests will have input.

Mr. Fowle summarized the Natural Resources Chapter. He explained that this chapter contains background information and maps with more detailed information contained in the appendices. Mr. Fowle stated that he tried to establish hard and fast informational trends where it was possible although it is difficult to do with the environmental data due to consistency and availability issues. With additional growth and development throughout the region, there will be an increase in demand on virtually all these resources, and it is necessary to keep cognizant of that when working with every plan element. He stated that we need to look at how Natural Resources is impacted and related to every element such as transportation and certainly economic development; it is a key component of the region's economy. A lot of the issues pertinent to resources were identified by the focus groups that were held last year with most of the concerns being fairly generalized - talking about quality of life type of issues, open space and

impact of rural development on resources and concerns about some of the region's unique resources, such as the Niagara Escarpment, terminal moraine, Winnebago Pool of Lakes, etc. General concerns on surface water quality, groundwater, and coordination of planning for resources were also noted as concerns as they do not always follow political jurisdictions. Consistency issues regarding regulation were also noted. The report information was consolidated and it was determined that all thirteen sub-elements could not be addressed to the level of detail that staff wishes, therefore; the focus will be only be on issues identified by focus groups along with staff's knowledge of planning/information gaps through the review of local and county plans.

Mr. Fowle stated that he has narrowed down the sub-elements to about five or six focus areas and technical advisory committees will be formed for each of the sub areas: geologic resources, groundwater & water supply, surface water quality and watershed planning, ecological resources, and regional open space and aesthetics (community/regional character). When those committees are done with their work and East Central moves into Milestone 3 and 4 the intent is to pull a couple of members off each of those committees as well as some others.

Mr. Natzke questioned whether the percents in Figure NR-4: Regional Groundwater Contaminant Levels were correct. He stated that it appeared that the percents for nitrate in groundwater and bacteria in private wells as the same. Mr. Fowle noted this error and stated he would make this correction.

A motion was made by Mr. Hurlbut to accept Proposed Resolution No. 10-03, seconded by Mr. Paltzer. Passed unanimously.

Mr. Van Loon questioned whether the non-member counties were getting a free ride in this situation and whether there were copyright plans for this report.

Mr. Kiesow responded stating that East Central received a grant from the State of Wisconsin for \$175,000 toward this project, which only covers a portion. Fond du Lac, Green Lake and Marquette counties are not members, but there are communities within those counties that are members. He indicated that due to the way the data is collected it is more efficient to include all counties than to leave a gap and as a region statutorily it is developed for the whole region. Mr. Kiesow stated that because East Central is a public agency, all the information collected is available to the public, however, there are some portions of that information that a cost is associated with, such as, land use inventory, and cannot be reproduced in a 8 ½ x 11 format. Non-members would have to pay to obtain this information.

## **VI. OTHER BUSINESS**

### **A. Nominating Committee**

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

Mr. Weiss suggested that for future mini-conferences and quarterly meetings we continue to have both at the same location as was done for this meeting, omitting the traveling from one location to another.

The question was then asked if there was anything in the bylaws prohibiting this.

Mr. Kiesow stated that there is nothing in the bylaws that state where the meetings have to be held.

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

Annual Meeting, May 21, 2003, Performing Arts Center, Appleton

**VIII. ADJOURNMENT**

Ms. Springer moved for adjournment, seconded by Mr. Weiss. Motion passed unanimously. Meeting adjourned at 2:25 P.M.

**PROPOSED RESOLUTION NO. 11-03**

**UPDATING THE EMBARRASS/CLOVERLEAF LAKES SEWER SERVICE AREA PLAN**

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

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

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

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

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

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

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

**Section 2:** That the Commission provide continuing sewer service area planning and management functions including sewer service area amendments, the review of wastewater and sewer plans and the review of sewer extension requests for the Embarrass/Cloverleaf Lakes Sewer Service Area.

Effective Date: April 25<sup>th</sup>, 2003

Submitted By: Community Facilities Committee

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

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Ernie Bellin, Chair

SUMMARY OF PROCEEDINGS

Community Facilities Committee  
East Central Wisconsin Regional Planning Commission  
Menominee Bingo & Casino, Keshena, WI  
October 31<sup>st</sup>, 2003 12:15 p.m.

The meeting was called to order by Ernie Bellin at 12:16 P.M.

Committee members present:

Wilma Springer ..... Calumet County  
Clifford Sanderfoot ..... Outagamie County  
Ernie Bellin ..... Winnebago County  
Donald De Groot ..... Outagamie County

Committee members absent:

Brian Kowalkowski ..... Menominee County  
Jane Van De Hey ..... Winnebago County

Others in attendance:

Lynn Lenius ..... Property Owner, T. Belle Plaine  
Bob Eiting ..... Cloverleaf Lakes Sanitary District  
Dennis Thornton ..... Cloverleaf Lakes Protective Association  
Eric Fowle ..... ECWRPC Staff

**3. Welcome & Introductions**

Mr. Bellin welcomed everyone to the meeting, introductions were made and the meeting was called to order at 12:20 P.M.

**4. Resolution 24-03 Approving a Revised Embarrass/Cloverleaf Lakes SSA Plan Update**

**Mr. Fowle explained to the Committee that, due primarily to a breakdown in communication, the Gibson Island feature within the Cloverleaf Lakes was designated as an Environmentally Sensitive Area for this particular SSA Plan. Subsequent discussions and reactions from the property owner prompted that this issue be re-visited prior to submitting the approved plan (April, 2003 Commission approval) to the WDNR. Mr. Fowle stated that an additional meeting with the Sanitary District, which included the presence of the property owner, her consultant, and Town of Belle Plaine Board members, was held to discuss the situation. After a lengthy debate, the District concurred that the status of Gibson Island should revert back to how it was in the original SSA Plan (only the 75 foot shoreland buffer would be designated as an ESA), and the District still reserved the right to contact East Central and/or WDNR staff to review and comment on any proposal to extend sewer to the island in the future.**

Ms. Lenius briefly discussed the history of the island property and summed up that her concern was to leave as many options open at this time (for development) due to the likelihood of selling the property in the near future.

Mr. Eiting stated that he was here just to listen in, but did concur that the District discussed the issue at length and they were comfortable with this action. Mr. Sanderfoot asked if any opposition to the proposed change was present. Mr. Fowle stated that all persons at the District's meeting were in favor of the change back to non-ESA status. Mr. Thornton added that he assists in writing the Cloverleaf Lakes Protective Association newsletter and he would use it as an avenue to inform residents of the area of the Commission's decision in order to stop the spreading of rumors as to what may happen to the property.

A motion was made by Don DeGroot and seconded by Wilma Springer to approve Resolution 24-03 which would remove Gibson Island from the ESA designation, with the exception of the 75 foot shoreland buffer. Motion carried.

### **3. Other Business**

No other business was discussed.

### **3. Adjournment**

A motion was made by Don DeGroot and seconded by Cliff Sanderfoot to adjourn. Motion carried. The meeting was adjourned at 12:33 P.M.

# SUMMARY OF PROCEEDINGS

East Central Wisconsin Regional Planning Commission  
College of Menominee, Keshena  
October 31, 2003

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

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

### Commission Members Present

Merlin Gentz .....	Calumet County
Wilma Springer .....	Calumet County
Clarence Wolf .....	Calumet County
Ruth Winter .....	Menominee County
Robert "Toby" Paltzer .....	Outagamie County
Clifford Sanderfoot .....	Outagamie County
Tim Hanna .....	Outagamie County
Donald De Groot .....	Outagamie County
Alfred Krause .....	Outagamie County
Clarence Natzke .....	Shawano County
Arlyn Tober .....	Shawano County
M. Eugene Zeuske .....	Shawano County
Duane Brown .....	Waupaca County
La Verne Grunwald .....	Waupaca County
Ken Hurlbut .....	Waupaca County
Norman Weiss .....	Waushara County
Lester Van Loon .....	Waushara County
Ernie Bellin .....	Winnebago County
Joseph Maehl .....	Winnebago County
Richard Wollangk (Alt. for Stephen Hintz) .....	Winnebago County
Arden Schroeder .....	Winnebago County
Phillip Scoville .....	Winnebago County

### Commission Members Absent

Randy Reiter .....	Menominee County
Brian Kowalkowski .....	Menominee County
Marvin Fox .....	Outagamie County
Brian Smith .....	Waupaca County
Yvonne Feavel .....	Waushara County
Jane Van De Hey .....	Winnebago County

### Staff Members Present

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

Betty Nordeng ..... Planner  
 Kathy Thunes ..... Planner  
 Melissa Kramer ..... GIS/Planning Specialist (LTE)  
 Jason Kakatsch ..... Planner (LTE)  
 Vicky Johnson ..... Administrative Specialist

Ms. Winter welcomed the Commissioners and staff to Menominee County.

IV. **MINUTES OF THE JULY 25, 2003 MEETING**

Mr. Paltzer moved to approve the minutes of the July 25, 2003 meeting, seconded by Mr. Wollangk. The motion was passed unanimously.

V. **BUSINESS**

B. Steering Committee

- 3. Acceptance of the Summary of Proceedings for the October 20, 2003 meeting.

Mr. Maehl moved to accept the Summary of Proceedings for the October 20, 2003 meeting. The motion was seconded by Mr. Weiss and passed unanimously.

- 4. Proposed Resolution No. 23-03: **Amending the Personnel Policies of the East Central Wisconsin Regional Planning Commission**

Ms. Schell stated that most of changes that have been to the personnel policies were minor. The only significant change that was made was in the Table of Authorized Positions – the Information Technology Manager position was lowered a grade level, with supervision over the GIS Supervisor and the LAN/PC Specialist, only. The GIS Coordinator position was changed to GIS Supervisor and upgraded one level with supervision over the GIS staff. Ms. Schell indicated that the Information Technology Manager position is vacant at the present time.

Mr. Brown moved for adoption of Proposed Resolution No. 23-03, seconded by Mr. Krause. Motion passed unanimously.

- 3. Proposed Resolution No. 22-03: **Adoption of the Annual Affirmative Action Program for Equal Employment Opportunities**

Ms. Schell explained that the Affirmative Action Program is required by federal law and that it is intended to measure how well our pool of employees represents the gender and racial makeup of the labor force in the Metropolitan Statistical Area (MSA). Ms. Schell indicated that this year she was able to use the new 2000 Census data to update the tables. She noted that due to East Central's small employment figures, as well as the low minority populations in East Central Wisconsin, very small variations in the employment of minorities and/or females can have a dramatic effect on that employment comparability.

Mr. Hanna moved to adopt Proposed Resolution No. 22-03, seconded by Mr. Wollangk. Passed unanimously.

B. Economic Development Committee

1. Chairman's Report.
2. Acceptance of the Summary of Proceedings for the October 6, 2003 meeting.

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

3. Proposed Resolution No. 20-03: **Adopting the 20-03 Comprehensive Economic Development Strategy (CEDS) Update**

Ms. Runge stated that Proposed Resolution No-20-03 refers to the annual Comprehensive Economic Development Strategy Update. She highlighted items regarding this year's update; talked briefly about what the CEDS is; the structure of the report; highlighted Chapter 3 noting the items that were different then the Milestone #1 Report and looked at some of the newer elements – the Action Plan and Performance Measures.

Mr. Van Loon moved to adopt Proposed Resolution No. 20-03, seconded by Mr. Weiss. Passed unanimously.

4. Proposed Resolution No. 21-03: **Authorizing the Commission to Apply for an Economic Development Planning Assistance Grant from the EDA for 2004**

Ms. Runge stated that Proposed Resolution No. 21-03 is an application applying for funds to continue East Central's work effort. The grant is for \$52,000 federal money and is matched with \$52,000 regional money.

Mr. Natzke moved to adopt Proposed Resolution No. 21-03, seconded by Mr. Tober. Passed unanimously.

#### C. Open Space and Environmental Management Committee

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

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

#### D. Community Facilities Committee

1. Chairman's Report.
5. Acceptance of the Summary of Proceedings for the September 3, 2003 meetings.

Mr. Bellin moved for acceptance of the Chairman's Report and the Summary of Proceedings for the Community Facilities Committee, seconded by Mr. De Groot, passing unanimously.

3. Proposed Resolution No. 24-03: **Approved a Revised Embarrass/Cloverleaf Lakes Sewer Service Plan**

Mr. Fowle stated that the Embarrass/Cloverleaf Lakes SSA Plan had been presented and approved at the April, 2003 Quarterly Commission meeting. Prior to submittal to DNR, Mr. Fowle explained that he had received several phone calls pertaining to a property known as Gibson Island. He referred to the map included in the packet which shows what was proposed in April and the proposed change. Mr. Fowle indicated that the island is privately owned, and due to lack of communication between all parties involved, the land was designated environmentally sensitive. After a formal meeting was held with the Sanitary District and all parties involved, it was concluded that the designation would not apply to the island with exception of the standard shoreline buffer. The Sanitary District was satisfied with this decision, as long as they reserve the right to consult with East Central and the DNR staff whenever a proposal is made to extend sewer, to review the environmental impacts, and the cost effectiveness. The Community Facilities Committee met prior to the Quarterly Meeting and approved this resolution.

Mr. Natzke moved for adoption of Proposed Resolution No. 24-03, seconded by Ms. Springer. Motion passed unanimously.

E. Transportation Committee

1. Transportation Planning Capacity Building Program – Stephanie Hickman, FHWA

Ms. Hickman started her presentation with a short video developed by the Federal Highway Administration describing the various requirements and activities of Metropolitan Planning Organizations and the benefits of the planning process. The video featured a number of transportation planning projects around the country and highlighted the planning process through interviews with MPO staff, and policy board members.

Ms. Hickman noted that the video described many activities that East Central staff is currently working on including the Transportation Improvement Programs (TIPs), and the Long Range Transportation Plans (LRTPs) for the Fox Cities, Oshkosh and Fond du Lac. She stated that the LRTPs are all required to be completed by October 29, 2005 and will be a significant work effort.

She described the Commission as a forum for the ongoing review and consideration of the many regional and urban transportation projects to be considered for the long range plan. At the federal level the emphasis is on the 3-C planning process or the continuing comprehensive and cooperative planning process. Implementing the 3-C process is the responsibility of the MPO and should be used for setting priorities for the LRTPs and TIPs.

She explained the Transportation Planning Capacity Building Program that is intended to provide information, training and technical assistance to MPO staff. She described a web site that can be used as a resource for the MPO staff. She explained the various types of technical assistance available from FHWA.

F. Regional Comprehensive Planning Committee

1. Chairman's Report

2. Acceptance of the Summary of Proceedings for the October 15, 2003 meeting.

Ms. Winter moved to accept the Chairman's Report and the Summary of Proceedings for the October 15, 2003 meeting, seconded by Mr. Wollangk. Motion passed unanimously.

3. Milestone Report #1 Summary

Ms. McShane stated that at the April Quarterly Commission meeting, the Commissioners received the East Central Wisconsin Regional Comprehensive Plan 2030: State of Region Milestone #1 Report. The document that was distributed prior to meeting is a summary of that report. She noted the purpose of the summary is to make the information easily accessible, promote the work of East Central Wisconsin Regional Planning Commission, and reach a much wider audience. Ms. McShane reiterated that East Central's long-range plan is to produce four Milestone Reports with a summary report for each.

Ms. McShane noted that a Directory of Technical Advisory Committees was handed out prior to the meeting. She briefly explained the different committees, sub-committees and their purpose.

#### **VI. OTHER BUSINESS**

Mr. Kiesow indicated that the new Commissioner Handbooks were distributed prior to the meeting. He stated that the financial procedure has to be updated and will be distributed at a later date.

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

Quarterly Commission Meeting, January 30, 2004, Outagamie County, 1:30 P.M.

Mr. Kiesow noted that it has been suggested by a few Commissioners, that the Mini-conference and the Quarterly Commission meeting be held in the same location. He asked if the Commissioners were in favor of this arrangement. The consensus was favorable.

#### **VIII. ADJOURNMENT**

Ms. Springer moved for adjournment, seconded by Mr. Krause. Motion passed unanimously. Meeting adjourned at 2:35 P. M.

**PROPOSED RESOLUTION NO. 24-03**

**APPROVING A REVISED EMBARRASS/CLOVERLEAF LAKES SEWER SERVICE  
AREA PLAN**

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

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

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

**WHEREAS**, the East Central Wisconsin Regional Planning Commission had previously approved the Plan Update in April, 2003 and has since found justification for additional modifications, which involved numerous public participation and community meetings for those areas affected during the planning process, and;

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

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

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

**Section 2:** That the Commission provide continuing sewer service area planning and management functions including sewer service area amendments, the review of wastewater and sewer plans and the review of sewer extension requests for the Embarrass/Cloverleaf Lakes Sewer Service Area.

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

Submitted By: Community Facilities Committee

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

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Ernie Bellin, Chair

SUMMARY OF PROCEEDINGS

**Community Facilities Committee**  
East Central Wisconsin Regional Planning Commission  
September 12, 2012 – 1:00 P.M.

Committee members present:

Ernie Bellin.....Winnebago County  
Craig Moser..... Outagamie County  
Ken Capelle.....Shawano County  
Bob Hermes ..... Menominee County

Committee members excused:

Brian Smith. ....Waupaca County

Others in attendance:

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

**5. Welcome & Introductions.**

Mr. Bellin welcomed everyone and introductions were made at 1:02 P.M.

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

The open meeting law was recognized.

**7. Action Item: Approval of the June 13, 2012 Community Facilities Committee Meeting Summary of Proceedings**

Mr. Bellin announced the summary of proceedings for the June 13, 2012 Community Facilities Committee and called for a motion to approve the summary. There being no discussion or issues Mr. Capelle moved to approve the June 13, 2012 summary of proceedings. Bob Hermes made the second. Motion passed unanimously.

**8. Public Comment**

There were no public comments.

**5. Communications/Announcements**

**a) Public Service Commission of Wisconsin, Wisconsin’s Playbook for Broadband Progress**

Ms. Thunes referred the committee members to the PSC’s *‘Draft Wisconsin’s Playbook for Broadband Progress’*. She provided this document for the benefit of the committee members to become familiar with the goals and objectives for this effort. Mr. Capelle suggested this

initiative was geared toward rural areas of the state. Mr. Capelle asked where this project was at the state level. Ms. Thunes couldn't answer that, however, mentioned that the initial indications are the PSC was going forward on a regional basis. In addition, the regional divisions would then get to the local level.

**b) Town of Harrison Incorporation**

There were no new developments with regards to the Town of Harrison incorporation issue. A news article was distributed that explains the incorporation plan. Committee members asked if this issue was related to the Darboy Triangle sewer debate. Mr. Huffman indicated that it did not; however, the Darboy Sanitary District may well serve the newly formed village via agreements and/or contracts. Mr. Huffman indicated the sewer service issue will more than likely be handled at the time the incorporation becomes final.

**9. Action Item: Proposed Resolution 19-12 Approving a revised Embarrass-Cloverleaf Lakes Sewer Service Area Plan.**

Mr. Huffman presented the Embarrass-Cloverleaf Lakes SSA Plan update to committee members by over-viewing the timeline for this plan update which was started in 2003. Mr. Huffman outlined the changes the plan has incurred since the initial update in 2003. The significant changes to this plan were primarily environmental in nature with those areas being explained to the committee. Mr. Huffman described the changes to the plan by reviewing the allocation areas found on Exhibit 1. Forecasted growth, population projections, demographic data along with other base data were updated since 2003. A question was raised as to the removal of two small areas adjacent to the Village of Embarrass. It was explained that these areas were bordering the village limits and were not development priority areas and therefore removed. Overall, there was very little added to the SSA in terms of allocations. Mr. Huffman then reviewed the approvals granted by the local municipalities. Mr. Capelle asked what approvals came from the Town of Belle Plaine. The Town of Belle Plaine had approved the plan update via a town meeting and recorded the approval in their minutes. These were absent from today's discussion. A discussion ensued as to the best way to make a motion for approval of the Embarrass-Cloverleaf SSA Plan update. Mr. Capelle then moved to approve proposed Resolution 19-12 contingent upon receiving a letter of approval from the Town of Belle Plaine. Mr. Hermes made the second. Motion carried.

**7. Commission Discussion Items:**

**a) Updated SSA Schedule/Status**

A revised sewer service area plan update schedule was presented to the committee for review. This schedule is a guide to track and monitor the 25 sewer service area plans. East Central staff explained the current schedule and those communities that will receive updates of their plans in the future.

**b) Preliminary 2013 Work Program**

Ms. Thunes provided a status of ongoing projects from the 2012 Work Program. Also included within this discussion were those projects that would be carried over to calendar year 2013 and new projects to be added to the 2013 Work Program. The 1200 Element of the work program involves activities related to community facilities such as sewer service area planning, potential technical assistance projects and the food waste task force project. It was also noted the man-hours and cost figures have yet to be determined.

**8. Other Discussion Items:**

**a) Village of Sherwood 2030 SSA Plan Update**

Mr. Huffman explained there has been little progress to the 2030 Sherwood SSA plan update. The Firelane 12/13 issue has yet to be resolved. East Central staff, in an attempt to remove the Firelane issue from the plan, will recommend any future dealings with the Firelane 12/13 concern be handled through the amendment process. This tactic will allow the Sherwood plan to hopefully move forward.

**b) T. Omro/T. Algoma Sanitary District Consolidation**

Mr. Huffman indicated that the consolidation of the Omro and Algoma Sanitary Districts has indeed materialized. The consolidation presently includes only water service at this time. East Central staff has been in contact with the City of Omro and learned there are negotiations for a new service contract with the Town of Algoma Sanitary District. It is anticipated these negotiations will carry over into calendar year 2013.

**c) Energy/Compost & Job Production through Food Waste Task Force Update**

Ms. Thunes gave committee members a brief overview of meetings held in July and August, 2012. Ms. Thunes explained the working relationship between the task Force and the Appleton school district.

**9. Next Meeting: December 12, 2012 at 1:00 P.M., Grand Chute Town Hall**

There being no issues with the next meeting date, Mr. Hermes moved to adjourn. Mr. Capelle made the second. Motion carried.

SUMMARY OF PROCEEDINGS

**Quarterly Commission Meeting**

East Central Wisconsin Regional Planning Commission  
ECWRPC Office  
October 26, 2012

The meeting of the East Central Wisconsin Regional Planning Commission was called to order by Chair Bob Hermes at 10:00 A.M.

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

Roll call was taken showing the following attendance:

Commission Members Present

Bill Barribeau .....	Calumet County
Pat Laughrin .....	Calumet County
Ed Kleckner (Alt. for Merlin Gentz) .....	Calumet County
Bob Hermes .....	Menominee County
Jeremy Johnson (Alt. for Elizabeth Moses) .....	Menominee County
Ruth Winter .....	Menominee County
Tom Nelson .....	Outagamie County
Peter Stueck (Alt. for Judy Schuette) .....	Outagamie County
Tim Hanna .....	Outagamie County
Paul Hirte .....	Outagamie County
Kevin Sturn .....	Outagamie County
Jerry Erdmann .....	Shawano County
Ken Capelle .....	Shawano County
Marshal Giese .....	Shawano County
Gary Barrington .....	Waupaca County
DuWayne Federwitz .....	Waupaca County
Brian Smith.....	Waupaca County
Donna Kalata .....	Waushara County
Larry Timm .....	Waushara County
Neal Strehlow .....	Waushara County
John Fink (Alt. for Mark Harris) .....	Winnebago County
Chuck Farrey (Alt. for David Albrecht) .....	Winnebago County
Mark Rohloff .....	Winnebago County
Ernie Bellin .....	Winnebago County
Jim Erdman .....	Winnebago County
Ken Robl .....	Winnebago County

Commission Members Excused

Carl Anthony .....	Outagamie County
Dick Koeppen .....	Waupaca County

Staff Members Present

Eric Fowle .....	Executive Director
Walt Raith .....	Assistant Director

Jason Kakatsch ..... Principal Planner  
 Tom Baron ..... Associate Planner  
 Nick Musson ..... Planner  
 Melissa Kraemer Badtke ..... Associate Planner/SRTS Coordinator  
 Katherine Ahlquist ..... Planner  
 Vicky Johnson ..... Administrative Coordinator  
 Pam Scheibe-Johnson..... Controller

Others Present

Alexis Kuklenski ..... Community Planner, FHWA Wisconsin Division  
 Craig Thompson..... Executive Director, Transportation Development Association

Chair Hermes noted that a quorum was present.

A. Introduction of alternates and guests.

Mr. Fowle welcomed new Commissioners Peter Stueck, Kevin Sturn and Gary Barrington and welcomed back Governor Appointee Marshal Giese representing Shawano County. Mr. Fowle welcomed the Commissioner alternates – Ed Kleckner, John Fink and Chuck Farrey. He also extended a welcome to Ms. Kuklenski, FHWA, Mr. Craig Thompson, TDA and Clerk Charlotte Nelson and Chair Tim Blake from the Town of Algoma,

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

Compliance with Wisconsin's open meeting requirements was acknowledged.

V. **Public Comment**

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

VI. **APPROVAL OF AGENDA/MOTION TO DEVIATE**

Mr. Robl motioned to approve the agenda, seconded by Mr. Federwitz. The motion passed with 26 ayes, 0 nays.

VII. **APPROVAL OF THE MINUTES FROM THE July 27, 2012 QUARTERLY MEETING**

Mr. Bellin moved to approve the summary of proceedings from the July 27, 2012 Quarterly Meeting, seconded by Mr. Robl. Motion passed with 25 ayes, 0 nays and 1 abstention (Mr. Farrey).

VII. **SPECIAL ORDERS OF BUSINESS**

A. **Presentation on the Federal Highway Administration (FHWA) guidance and requirements for Metropolitan Planning Organizations – Appleton (Fox Cities) TMA designation**

Ms. Kuklenski presented information on the important role of the Commission as the Policy Board for the federally designated Metropolitan Planning Organization (MPO), with the authority and requirement to develop and approve long range transportation plans that are supported locally. She explained that every metropolitan area in the country with a population over 50,000 is required to establish an MPO as a prerequisite to federal transportation funds. MPOs nationwide are required to prepare Long Range Transportation Plans and administer a Transportation Improvement Program of projects and funding for

federally designated Urbanized Areas. She explained the annual MPO unified transportation work program and certification process that ensures funding programs and work activities are documented and approved. Metropolitan planning is a public decision making process that considers goals needs and constraints to develop a plan to guide investment for a multimodal transportation system. Ideally the plan should meet the mobility needs of people and freight.

She noted that, with the results of the 2010 Census, the Appleton (Fox Cities) metropolitan area has exceeded 200,000 in population and has been designated as a "Transportation Management Area" (TMA), the next tier of metropolitan areas with a population over 200,000. TMA designation recognizes that larger metropolitan areas typically struggle more with traffic safety, congestion and delays on the system. She explained that the TMA must develop a formal Congestion Management Process that helps to identify deficiencies and measure system performance over time as alternatives and strategies are implemented to improve mobility. She said FHWA would be working closely with East Central and WisDOT to transition into the new transportation law.

#### **B. Presentation on new Federal Highway Bill Map-21 – State and Local Implications**

Mr. Thompson said that MAP 21 replaces the *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users* (SAFETEA-LU) and maintains many of the same regulations and requirements, but combines a number of programs providing a bit more flexibility to state departments of transportation to prioritize funding. He said that Wisconsin will receive about the same funding level as the previous bill and described the changes to some programs like Transportation Enhancements, Bicycle and Pedestrian, Safe Routes to School and a few others that have been combined into a single program called Transportation Alternatives. It was noted that TMA communities like the Fox Cities will be receiving dedicated Transportation Alternatives (TA) funding available through a competitive grant program administered by the MPO. The TA competitive grant program will be developed in collaboration with FHWA and WisDOT over the next year or so. MAP 21 emphasizes a national transportation system and is a policy shift from the prior ear-marks for specific projects to projects of national significance. The national Highway system has been expanded to include all principal arterials in the country, not just the National Highway and interstate systems. These important roadways will be part of the Enhanced National Highway System and should have priority in local, regional and state plans. He noted that MAP 21 also calls for the development of a national freight plan comprised of plans prepared by each of the states. Map 21 ensures two years of solvency to the Highway Trust Fund and authorizes the program through 2014. Mr. Thompson concluded by saying it is important to have the transportation bill enacted so that local, regional and state funding levels are known and stable for a specific period of time.

A brief discussion followed on the possibility and the complications of an increased gas tax, tax on mileage driven and an increase in registration fees.

### **IX. ANNOUNCEMENTS AND REPORTS**

#### **A. Commissioner/ Commissioner Announcements**

Mr. Fowle said the Commission received the 2012 Innovation Award from the National Association of Development Organizations (NADO) for the *Community Economic Recovery Guidebook* designed for economic recovery from a natural disaster like the 2008 floods in the City of Oshkosh. Staff person Todd Verboomen collaborated on the development, organizational framework, and content of the Guidebook.

Mr. Fowle informed the Commissioners that with the retirement of Dick Lehman, the Commission's attorney, the Steering Committee took action to select a new attorney, John St. Peter from Fond du Lac.

Mr. Fowle called the Commissioners attention to the article on Commissioner Koeppen. He also referred to the article that was handed out prior to the meeting regarding the Town of Harrison's challenge of the City of Kaukauna's annexation of an eight-acre parcel.

Mr. Fowle noted that at the July Quarterly Meeting, Mr. Gentz made known his concerns regarding Standing Committee meeting frequency and participation. Mr. Fowle said that these concerns have been discussed at the Steering Committee level and any results or solutions will be relayed back to the full Commission in January.

B. Media Reports/Upcoming Events and Announcements

Mr. Fowle noted the separate insert on the Wisconsin Ledge AVA designation that was published by the Chilton Times-Journal. He highlighted other news articles in the packet regarding the Niagara Escarpment that was published in the Fox Valley Scene Newspaper, the Aquatic Invasive Species Program, redevelopment of the NewPage site in Kimberly, the Fox Wisconsin Heritage Parkway issues and the SRTS Program. He commended Mr. Nelson for his involvement in the Walk to School efforts. Mr. Fowle said that in the future when the Walk to School events are scheduled, he will try to let the Commissioners know in advance so that they may participate.

Mr. Fowle said that the 2012 Wisconsin Hmong Conference is taking place October 27 in Appleton and that staff person, Ms. Thunes had an extensive part in assisting that group organize the conference.

X. **BUSINESS**

A. Steering Committee

1. Acceptance of the Summaries of Proceedings for the July 27, 2012 meeting.

Mr. Bellin moved to approve the summary of proceedings from the July 27 meeting, seconded by Mr. Capelle. Motion passed with 26 ayes and 0 nays.

2. 2012 Third Quarter Financial Report

Ms. Scheibe-Johnson referred to the balance sheet noting that the total assets are approximately \$350,000 higher than in 2011. She said that this difference was due to the delinquency in the invoicing (approximately \$150,000) in the transition period prior to her being hired. She explained the different line items on the balance sheet.

Ms. Scheibe-Johnson said that the income statement shows that the majority of the categories are on target at 75 percent. She said that the miscellaneous line item that is at 4032% is the result of a change in copiers. The company that the new copier was purchased from gave the Commission a check for \$23,000 to cover the obligation on the old copier. At the end of the year this amount will be shown as a lost as the old copier will be donated to a non-profit organization. She explained why some of the line items were not at 75 percent. There is an overall surplus of approximately \$163,054 minus the \$23,000 for the copier or approximately \$140,054.

Ms. Kalata motioned to approve the Third Quarter Financial Report, seconded by Mr. Strehlow. Motion passed with 26 ayes and 0 nays.

3. Update on 2013 Budget and Work Program

Mr. Fowle reminded the Commissioners that a preliminary budget is set at the July Quarterly Meeting and that the detailed numbers come in in the Fall. He noted that the health insurance premium cost will increase by 12% and along with a restructuring of the health provider tiers, the employee share of the premium also will increase considerably. There will be a change in the WRS contribution with an increase of 1.5 percent, with the employee paying 6.75 percent in 2013. Mr. Fowle noted that the greatest variable in the budget is the SRTS funding. With the changes in Map 21 and the SRTS Program being funded under the Transportation Alternatives Program, the funding amount is unknown. The budget proposed in July included approximately \$700,000 in SRTS funds. If that does not happen, changes will have to be made to adjust the budget.

4. Proposed Resolution No. 25-12: **Amending Resolution 17-12 (Adoption of the Preliminary Budget & Final Tax Levy) to Reflect Proper Levy Rate Application**

Mr. Fowle said that inadvertently the equalized value figure for the Village of North Fond du Lac was omitted from the levy table. By adopting Proposed Resolution 25-12 the application of the levy rate will be amended. He noted that the levy rate does not change, the counties levy is not affected by this amendment, and it adds \$3,000 to the total levy amount that the Commission receives. Mr. Fowle said he has contacted the Village Administrator for North Fond du Lac and he will accept the levy letter at this late date.

Mr. Rohloff motioned to adopt Proposed Resolution No. 25-12, seconded by Mr. Robl. Motion passed with 26 ayes and 0 nays

5. Proposed Resolution 26-12: **Adopting the East Central Wisconsin Regional Planning Commission's 2012-2013 Strategic Plan Document**

Mr. Fowle said that all the Standing Committee members and staff have reviewed and commented on the Strategic Plan. He noted that the Vision Statement has been amended and softened as requested and that the Strategic Goals and Targets section still has some blanks, which he will continue to research and complete. He said subsequently this plan will be reviewed every two to three years.

Mr. Bellin motioned to adopt Proposed Resolution No. 26-12, seconded by Mr. Robl.

Mr. Erdman expressed his concerns regarding the plan, noting that it appears to push for more regionalism and pushing the Commission to apply for every grant that is available without looking at the implications that may occur. He said that the Commission should be more selective on issues that they become involved with and not become involved with some of the issues noted in the Strategic Plan.

Mr. Fowle agreed that the Commission does need to be cautious on taking on some issues and on spreading the staff too thin. The document promotes regionalism due to the very nature of the Commission's work and statutory charge, but is to be used as an internal document not necessarily as an external document. He said that the plan recognizes as an agency, we are subject to many unknowns over time and have to be flexible as to where the funding sources are obtained. He noted that as long as there is the process of Standing Committees and the full Commission reviewing grants, projects and opportunities there are checks and balance in place.

Mr. Farrey asked if passing the Strategic Plan would bind some of the committees from a sense of direction that may be counter to this plan and what is the impact of the plan? Mr. Fowle said the plan is a guide only and individual programs or projects will be based on their fit and merits. He said the outcome of developing this plan was to assist the Commissioners as a whole to build their knowledge and capacity as to what the Commission does, how it is done and how the Commission should operate. This should assist the Commissioners to be more comfortable speaking about the Commission when asked questions from the general public. Mr. Fowle said that prior to the development of the Strategic Plan; the Commission did not have a mission or vision statement which is a necessary component when explaining to the public why the Commission exists.

Mr. Farrey asked what the process was for amendment. Mr. Fowle said that the intent is to review the document every two to three years and bring it before the full Commission for approval. Mr. Farrey asked if it would be a majority vote. Mr. Fowle replied yes.

Discussion followed regarding the importance of have a Strategic Plan in place. Mr. Hanna said having a Strategic Plan provides a framework and provides a guide as to what the Commission should be focusing on. He noted that a Strategic Plan provides balance in an organization and having a plan is definitely better than not having one. Mr. Kleckner said he agreed with Mr. Hanna, an agency needs to set priorities and a Strategic Plan helps accomplish that. Mr. Rohloff said he has gone through two strategic plan process in the City of Oshkosh and the first time was a little rough. After the plan started to be implemented the Council started to see the value of having a plan. He noted the this plan is very general and suggested the Standing Committees annually review the plan to elevate how their individual committee's work is tying in with the plan.

Mr. Fowle said that in the past the Annual Work Program has been the strategic planning guide followed for working on projects and the Regional Comprehensive Plan has been the overarching policy guide. In the future the Work Program, the Regional Comprehensive Plan and the Strategic Plan should all mesh together and this plan is the beginning of that.

Motion passed with 24 ayes, 1 nay (Mr. Erdman) and 1 abstention (Mr. Farrey).

B. Economic Development Committee

1. Chairman's Report

2. Acceptance of the Summary of Proceedings for the July 11 and October 10, 2012 meetings.

Mr. Barribeau said that the Chairman's Report and summary of proceedings were included in the packet and asked for a motion for approval. Mr. Erdmann motioned for approval, seconded by Mr. Kleckner. Motion passed with 26 ayes and 0 nays.

3. **Proposed Resolution 20-12: Adopting the 2012 Comprehensive Economic Development Strategy (CEDS) Annual Report and Supplement**

Ms. Ahlquist said that she included the updated tables from the CEDS document in the packet for the Commissioners review. She said as an Economic Development District, the Commission is required by the Economic Development Administration to provide an annual update of the CEDS document as well as a five-year major update. Ms. Ahlquist explained what sections were updated. She said that projects are solicited across the region every year, are ranked, included in the report and submitted to EDA for funding.

Mr. Rohloff motioned for adoption of Proposed Resolution 20-12, seconded by Mr. Fink. Motion passed with 26 ayes and 0 nays.

4. Proposed Joint Resolution 27-12: **Authorizing the Commission to Enter into a Partner Agreement with the Wisconsin Economic Development Corporation to Provide Economic Development Services and to Support the Wisconsin Department of Natural Resource Statewide Brownfields Coalition**

Mr. Fowle said this resolution was an item of discussion on the agenda for a joint Economic Development and Open Space and Environmental Management committee meeting held prior to the Quarterly Meeting and was approved by the majority of the members. He said that the resolution before the full Commission is for the MOU with WEDC and supporting the DNR Statewide Brownfields Coalition. Mr. Fowle said he wished to clarify that the Commission's involvement with the Statewide Brownfields Coalition is not in any way connected to the EPA brownfields grant that the Commission applied for in the past. He noted that the Commission will not become involved in identifying new potential brownfield sites. The Commission would only be dealing with existing brownfield sites.

Mr. Farrey asked if there is controversy between the two items, why are they not being separated into two different resolutions. Mr. Fowle said that the direction of the Open Space and Environmental Management Committee did not want to act on this resolution without input from the Economic Development Committee, therefore a joint meeting was held. He said that he conferred with WEDC as to whether the brownfield statement was a deal breaker, which it would not be, but the Commission would be the only RPC that did not agree to it. Mr. Fowle noted the options that the Commission has as a whole are to concur with the Committees decision and adopted the resolution as presented or approve the agreement omitting the brownfield statement. If the brownfield statement was omitted, Mr. Fowle said the Brownfield Coalition item should be referred back to the Open Space Committee for continued discussion.

Mr. Erdman said before the joint committee meeting it was not known whether or not if the brownfield statement would be a deal breaker or not. He proposed that the resolution be separated, move forward on the economic development portion of the agreement and further review the brownfield coalition issue.

Mr. Rohloff motion to adopted Proposed Resolution 27-12, seconded by Mr. Hirte.

Mr. Erdman motioned to amend Proposed Resolution 27-12 and split the resolution, Mr. Farrey seconded the motion.

Mr. Hirte said that he opposed amending/splitting the resolution. He noted the reason being that during the discussion at the Committee level it was made clear to the members that being part of the Brownfield Coalition does not mean the Coalition would be identifying new potential brownfield sites. He noted that it was also discussed at the Committee meeting that being a part of the Brownfield Coalition would allow communities within the region to ask for help and assistance from the staff to pursue opportunities to clean up their sites.

Chair Hermes called for a vote to split the resolution. The proposed amendment to split Proposed Resolution 27-12 was defeated by 2 ayes (Mr. Erdman and Mr. Farrey) and 24 nays.

Chair Hermes called for a vote on Proposed Resolution 27-12 as originally presented. Motion passed with 26 ayes and 1 nay (Mr. Farrey).

C. Open Space and Environmental Management Committee

1. Chairman's Report

Mr. Erdman requested that the Chairman's Report that was included in the packet be amended before he motioned for approval. He said that on the second page of the Chairman's Report (page 152), under the heading of Lakes Management Planning Grant for Lake Winnebago the phrase "on the support of the County's Land and Conservation Plan 2011-2020" should be omitted. Mr. Erdman supplied background information on the grant submitted by Calumet County indicating that Winnebago County had not supported the grant. A motion for approval of the Chairman's Report with the amended sentence was made by Mr. Johnson, seconded by Mr. Rohloff. Motion passed with 26 ayes and 0 nays.

2. Acceptance of the Summary of Proceedings for the August 23 and the October 10, 2012 meetings.

Mr. Erdman explained the issues that have been occurring with the Fox Wisconsin Heritage Parkway designation. Mr. Erdman motioned to accept the summary of proceedings from the August 23 and October 10 meetings, seconded by Mr. Laughrin. Motion passed with 26 ayes and 0 nays.

Mr. Kleckner provided the Commissioners with an update on a past meeting between the Fox Wisconsin Heritage Parkway and the Fox Valley Initiative group. He said that the Fox Valley Initiative suggested having another public meeting at the expense of the Fox Wisconsin Heritage Parkway and the Fox Valley Initiative would chose the structure and who would monitor the meeting. The Fox Wisconsin Heritage Parkway decided against another public meeting under these conditions.

Mr. Erdman said that he understood that it was a 60/40 split on costs, but either way the two groups need to sit down and discuss the issue further.

3. Committee Recommendation on Fox Wisconsin Heritage Parkway activities and involvement

Mr. Fowle said that at the July Quarterly Meeting it was recommended that the Open Space and Environmental Management Committee revisited and discuss the Commission's role with the Fox Wisconsin Heritage Parkway. The recommendation from the Committee was to continue the Commission's activity at the same level with Tom Baron remaining on the board of the Heritage Parkway.

Discussion followed about concerns associated with the regulatory issues that the Fox Valley Initiative have brought forward, legitimate or not and how the public should address these concerns.

Mr. Hanna motioned to accept the Open Space and Environmental Management Committee's recommendation, seconded by Mr. Erdmann. Motion passed with 26 ayes and 0 nays.

D. Community Facilities Committee

1. Chairman's Report

2. Acceptance of the Summary of Proceedings for the June 13, 2012 meeting.

Mr. Capelle noted that the Chairman's Report and Summary of Proceedings for the June 13, 2012 meeting were in the packet and motioned for approval. Mr. Smith seconded the motion, noting that the Summary of Proceedings list him from Outagamie County not Waupaca County. The motion passed with 26 ayes and 0 nays.

**3. Proposed Resolution 19-12: Approving a Revised Embarrass/Cloverleaf Lakes SSA Plan Update**

Mr. Fowle said the Embarrass/Cloverleaf Lakes SSA Plan was approved by the Community Facilities Committee and the full Commission but was never submitted to the DNR for approval. He said that staff worked with DNR to rectify this error by updating significant sections in the document and obtaining approval by the involved communities. The updated document will be submitted to DNR. He noted that the Town of Belle Blaine's minutes showed the approval of the Comprehensive Plan and not the Sewer Service Plan. The Town will be correcting these minutes and forwarding them on to the Commission.

Mr. Federwitz motioned to approve Proposed Resolution 19-12, seconded by Mr. Farrey. The motion passed with 26 ayes and 0 nays.

E. Transportation Committee

1. Chairman's Report

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

Mr. Robl motioned to approve the Chairman's Report and the Summary of Proceedings for the July 10, 2012 meeting. Mr. Farrey moved to second the motion. Motion passed with 26 ayes and 0 nays.

**3. Proposed Resolution No. 23-12: Adoption of the 2013 Unified Transportation Work Program**

Mr. Raith said the Transportation Work Program is completed and approved earlier than the Commission complete Work Program to meet the Federal Highway Administration and the Department of Transportation's timeline. The work program lays out a timeframe and schedule of what the Commission will be working on for the year. He noted that with Map 21 taking affect October 1, there are some requirements that have been transitioned into the 2013 work program. All the funding shown in the document has been approved by DOT, except for the SRTS Program.

Mr. Robl motioned for approval of Proposed Resolution No. 23-12, seconded by Mr. Sturn. Motion passed with 26 ayes, 0 nays.

**4. Proposed Resolution 24-12: Supporting the Identification of Valley Transit as the Designated Recipient of Section 5307 Urbanized Area Formula Program Funds for the Appleton (Fox Cities) Urbanized Area**

Mr. Kakatsch said previous federal legislation stated that when an urbanized area reached the TMA status (population over 200,000), federal operating funding for transit systems would be discontinued. He said passage of Map 21 includes language that restores funding assistance for transit systems that reached the 200,000 threshold with 100 vehicles or less during peak hours of operation. He noted that Congressmen Petri and Ribble assisted on getting the language changed. A requirement of Map 21 is that a MPO or TMA Policy Board, which is the Commission, needs to identify a recipient for

the operating funds. Mr. Kakatsch stated that Proposed Resolution 24-12 identifies Valley Transit as the recipient of the federal operating funds exclusive in the Fox Cities urbanized area and requested approval of the resolution.

Mr. Kleckner motioned to accept Proposed Resolution 24-12, seconded by Mr. Sturn. The motion passed with 26 ayes and 0 nays.

Mr. Raith said that one of the new requirements as a TMA is that the Commission has to have a representative from a public transportation provider on the Policy Board. He noted that the City of Appleton Mayor, Tim Hanna, is on the Policy Board and that the City of Appleton owes Valley Transit. Mr. Raith said that Map 21 also included some language stating that a representative from the State of Wisconsin had to be a member on the Policy Board. He said he would keep the Commissioners updated on these requirements as they become more clear.

Mr. Hanna said on behalf of Valley Transit and the City of Appleton, he would like to thank the Commission as the MPO for the great support over the past years on this issue.

5. Proposed Resolution 21-12: **Adoption of the Transportation Improvement Program for the Fox Cities Transportation Management Area**

Mr. Raith said the Transportation Improvement Program (TIP) is another requirement as a MPO and as a TMA. He noted that the TIP previously included the Fox Cities and the Oshkosh urbanized areas in one document. With the Fox Cities becoming a TMA the document needed to be divided, because requirements for the TMA do not necessarily apply to the Oshkosh MPO. He noted that the TIP lays out the four year program for funding, and shows all the projects that receive federal funding.

Mr. Robl motion for acceptance of Proposed Resolution 21-12, seconded by Mr. Kleckner. Motion passed with 26 ayes and 0 nays.

6. Proposed Resolution 22-12: **Adoption of the Transportation Improvement Program for the Oshkosh Transportation Management Area**

Mr. Rohloff motion for acceptance of Proposed Resolution 21-12, seconded by Mr. Robl. Motion passed with 26 ayes and 0 nays.

7. Update on Medical Assistance Transportation Program Issues

Mr. Kakatsch provided background information and concerns to the Commissioners on the Medical Assistance Transportation Program. He said as of September 1 the State has contract with Logisticare to provide medical assistance transportation exclusively for HMO in the Milwaukee metro area. This adds approximately 240,000 people to the system. To combat the telephone wait time to receive medical assistance transportation, an online registration system was set up, which makes it more difficult for the elderly or disabled who do not have access to a computer.

Mr. Kakatsch referred to the letter included in the packet that was sent to the Joint Legislative Audit Committee with the signatures of over 40 legislators requesting an audit of the Medical Assistance Transportation Program. He noted that since the program has been implemented in the Milwaukee area, the Milwaukee Journal Sentinel has been published various articles on this issue including the death of an individual in Waupaca County who was unable to obtain transportation to dialysis and chemotherapy

treatments. Mr. Kakatsch said that when the Legislation reconvenes in January this should be a significant topic on their agenda.

Mr. Strehlow asked if any of the local newspapers were contacted to become involved? Mr. Kakatsch said that WBAY did feature a brief segment on the matter when the individual in Waupaca County passed away. He encouraged the Commissioners to continue to contact not only the legislators but also the media to generate awareness.

Mr. Farrey requested clarification - was this an issue of funding or of service not being provided. He noted the various supplemented programs that are available in Winnebago County. Mr. Kakatsch said that those programs apply to the rural areas and ADA eligible individuals, the program he is referring to is strictly medical assistance. He said the State of Wisconsin has paid Logisticare upwards of 40 million dollars upfront to broker all medical assistance transportation in the State of Wisconsin. Logisticare contracts directly with individual providers to provide the transportation and many providers in the State have not contract with them directly because they would be receiving less per mile. Medical Assistance Providers must contract with Logisticare in order to provide the service.

A brief discussion followed regarding the service, the previous providers and the on line service registration.

Chair Hermes requested a motion to table Item 8 and 10 and address these items at the January Quarterly Meeting. Mr. Robl motion to table the two items, seconded by Mr. Kleckner. Motion passed 26 ayes and 0 nays.

8. TABLED - Update on Fox Cities and Oshkosh Urbanized Areas Bicycle/Pedestrian Plan
9. Update on Southeast 441/KK Transportation Study

Mr. Raith said this has been a two year effort between Outagamie County, Calumet County, Town of Harrison, Town of Buchanan and the City of Appleton along with staff at the Department of Transportation. He noted that there is a lot of congestion at 441/KK and over the last few years there has been some improvements and more storage space on the ramp has been developed, but there has not been any plans for improvement that go out into the future.

He explained some of the alternatives and recommendations that have been proposed. These alternatives and recommendations will be taken to the public for their input. He suggested that the Commissioners go the [divergingdiamond.com](http://divergingdiamond.com) website for more information.

10. TABLED - Presentation on T. Black Wolf Retro-reflectively Sign Inventory

F. Regional Comprehensive Planning Committee

1. Chairman's Report
2. Acceptance of the Summary of Proceedings for the January 27, 2012 meeting

Ms. Kalata said that the Chairman's Report and the Summary of Proceedings were included in the packet and requested a motion for approval. Mr. Strehlow motion for approval, seconded by Mr. Stueck. Motion passed with 26 ayes and 0 nays.

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

The next Quarterly Commission Meeting will be Friday, January 25, 2013, 10:00 A.M., at ECWRPC Offices.

XII. **ADJOURNMENT**

Meeting adjourned at 12:36 P.M.

**RESOLUTION NO. 19-12**

**APPROVING A REVISED EMBARRASS/CLOVERLEAF LAKES SEWER SERVICE AREA PLAN**

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

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

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

**WHEREAS**, the East Central Wisconsin Regional Planning Commission had previously approved the Plan Update in April, 2003 and has since found justification for additional modifications, which involved numerous public participation and community meetings for those areas affected during the planning process, and;

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

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

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

**Section 2:** That the Commission provide continuing sewer service area planning and management functions including sewer service area amendments, the review of wastewater and sewer plans and the review of sewer extension requests for the Embarrass/Cloverleaf Lakes Sewer Service Area.

Effective Date: October 26, 2012

Submitted By: Community Facilities Committee

Prepared By: Joe Huffman, SSA Planner

  
Robert G. Hermes, Chair

**CLOVERLEAF LAKES SANITARY  
DISTRICT #1  
PO BOX 249  
EMBARRASS WI 54933  
(715) 526-8754**

**PUBLIC MEETING NOTICE  
August 29, 2012 at 6:00 P.M.  
Bell Plaine Community Center**

**AGENDA**

**Call meeting to order**

**Roll call**

**Eric Fowle from East Central Planning**

**Lagoon business**

**Adjourn**

*- Action taken to  
Approve 2012 SSA Plan.*

**Discussion from floor, please see below:**

**If you wish to be heard, please call the office and tell us the topic you would like to discuss and you will be put on the agenda for the next meeting. Comments will be held to 5 minutes.**

**POSTED AT:**

**Belle Plaine Community Center**

**Belle Plaine Transfer Station**

**Rustic Resort**

Monday July 09, 2012

Belle Plaine Community Center

7:30 p.m.

9 Citizens present

Chairman Alvin Bartz called to order at 7:30 pm the monthly board meeting. Present for roll call were Harold Polzin, Dennis Thornton, Kristine Vomastic Clerk and Heather Krueger Treasurer.

Public comments:

Joann Jonas complained about the noise over the July 4<sup>th</sup> week end. Alvin stated that he thinks the decimal reading in our new ordinance is probably too low. We may need to reevaluate what we have.

Residents from N2579 Rustic Drive appeared before the board to ask if we had any ordinances concerning fire pits. It appears that their neighbors at N2751 Rustic Drive should have a letter sent to them requesting them to move the pit over to avoid being so close to their neighbor's property.

The board approved the liquor license for Jason Hutter who will again be running Amico's. The license formerly was issued to Grant Stazak.

The Comprehensive plan discussed in 2002 did not have a motion to approve it. Harold Polzin made a motion to approve the plan, seconded by Dennis Thornton, motion carried.

A motion was made by Harold Polzin to approve the Operator license for Samantha Kohel, seconded by Dennis Thornton, motion carried.

Dennis Thornton discussed the Art Fair. He stated it went over very well however we still need to have signs showing where the shelter is. He also stated there were about 160 kids in the 4<sup>th</sup> of July parade.

Discussion was held on the Dog Park that if approved will be located in Belle Plaine but on County property. The town will not be involved in it.

The Ruppert, Lambrecht dispute over a variance will need to be rescheduled. The Judge could not make a determination from the evidence presented to him.

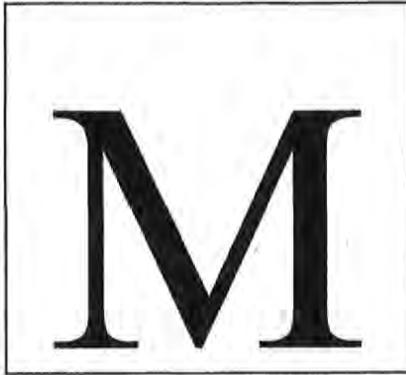
The town will be looking into the purchase of a riding lawnmower/snow blower.

The Treasurer read her report. She also stated that the two checking accounts: fire, Ems and the Gibson Island have been combined into the general checking. Heather also stated that while attending Treasurer school she learned the Clerk should not be receipting any money, state statutes state that this should be done by the Treasurer. We will start this immediately. A motion was made by Harold Polzin, seconded by Dennis Thornton, motion carried.

Discussion on how to renew our money markets was held. We will combine them and renew for one year to get the best interest rates.

Harold Polzin made a motion to adjourn, seconded by Dennis Thornton, motion carried.

NOTE: IMPROPER PLAN TERMINOLOGY.  
THIS WAS ACTUALLY THE SSA PLAN.



## **Matteson Township**

**N10891 Jepson Road  
Clintonville, WI 54929**

Town Meetings:  
Second Monday of the Month  
Time: 7:30 P.M.  
Place: Matteson Town Hall

August 14, 2012

TO: East Central Wisconsin Regional Planning Commission

FROM: The Town of Matteson

RE: Embarrass/Cloverleaf Lakes Sewer Service Area (SSA)

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Enclosed are a copy of the Town of Matteson's minutes from our August 13, 2012 meeting. At this meeting the Town Board made a motion to accept the Embarrass/Cloverleaf Lakes Sewer Service Area (SSA) which is reflected in these minutes.

If you have any questions, or need anything further, please feel free to contact myself at 715-823-3536 or our Chairman, DuWayne Federwitz at 715-823-3280.

Sincerely,

Mike Mehlberg, Clerk

**Minutes of the August 13, 2012**

**Regular Monthly Meeting**

**Town of Matteson, Waupaca Cty., Wis.**

Present: DuWayne Federwitz, Judy Zeuske, Greg Hanson, Rose Mary Sasse and Mike Mehlberg.

The meeting was called to order at 7:30 PM by Chairman Federwitz.

The Open Meeting Statement was read by Federwitz.

Motion was made by Zeuske, seconded by Hanson to amend and approve the agenda by moving Zoning after the Treasurer's Report for this meeting only. Roll call was taken: Federwitz, yes; Hanson, yes; Zeuske, yes. Motion carried.

Citizen's Forum: There were six citizens present. One citizen has questions relating to CAWS, and will be brought up again as we get to that agenda item.

Motion was made by Zeuske, seconded by Hanson to approve the minutes of the July 16, 2012 meeting. Roll call was taken: Hanson, yes; Federwitz, yes; Zeuske, yes. Motion carried.

Motion was made by Hanson, seconded by Zeuske to approve the July 31, 2012 Treasurer's Report as presented. Roll call was taken: Zeuske, yes; Hanson, yes; Federwitz, yes. Motion carried.

Motion was made by Hanson, seconded by Zeuske to renew the CD which is maturing on August 18, 2012 in the present amount of \$48,706.99 at 1.5% for 13 months at the First National Bank. Roll call was taken: Hanson, yes; Federwitz, yes; Zeuske, yes. Motion carried.

Motion was made by Hanson, seconded by Zeuske to move \$13,700.00 from the Highway budget and put \$700.00 into Election and \$13,000.00 into Town Hall Expense. Roll call was taken: Zeuske, yes; Hanson, yes; Federwitz, yes. Motion carried.

**Zoning:**

- 1.) Krueger CSM-Motion was made by Hanson, seconded by Zeuske to approve the proposed Krueger CSM, putting these three acres into residential. Roll call was taken: Federwitz, yes; Zeuske, yes; Hanson, yes. Motion carried.
- 2.) Ted Bouchette-a garage was torn down on the property before a request for a building permit was asked for. Motion was made by Zeuske, seconded by Hanson to recommend that Waupaca County grant a Conditional Use Permit for the purpose of rebuilding a garage on the Ted Bouchette property where the old one was. Roll call was taken: Hanson, yes; Federwitz, yes; Zeuske, yes. Motion carried.

Motion was made by Hanson, seconded by Zeuske to change the September 2012 meeting date from September 10, 2012 to September 6, 2012. Time to be at 7:30 PM. Roll call was taken: Federwitz, yes; Zeuske, yes; Hanson, yes. Motion carried.

Old Town School: Door was unable to be locked at the school. The Town had the door fixed at a cost of \$20.00. The Homemakers group takes care of the lawn maintenance, insurance and electricity for the building. Citizen called about a dead tree that was at the school that they felt was a hazard. Chairman inspected tree and determined it to only be a dead limb and it poses no danger at this time.

2003 Embarrass/Cloverleaf Lakes SSA Plan: Motion was made by Zeuske, seconded by Hanson to accept the Embarrass/Cloverleaf Lakes Sewer Service Area (SSA) Plan which was approved by the Commission on October 31, 2003. Roll call was taken: Hanson, yes; Zeuske, yes; Federwitz, yes. Motion carried.

Review and Payment of Bills: All bills were approved and paid.

Town Hall Facilities: Mike will take care of getting the fire extinguishers at the Town Hall inspected.

CAWS: Met last week. Had met previously for interviews. A County Representative was there giving updates. The PTF is having some funding issues and is having to use reserve funds to operate.

Dan Behnke questioned what to do with old paint cans and electrical components. He was also wondering if there would be a hazardous waste roundup in the near future.

Fire Department: Met today. Discussed Fireman's Festival. There was not a good turnout this year, and the profits were down. There were two fire calls within the Township – both were vehicle fires. Murphy Construction hit a gas line in Clintonville during the reconstruction of a road near the new Kwik Trip. Department is interviewing two more new fireman which will bring up the total to 32.

Ambulance: Parts of the Town of Bear Creek, the Village of Bear Creek and the Town of Deer Creek will be under the service of the Clintonville Area Ambulance Service starting January 1, 2013. A \$200.00 donation was received. The annual review for the Ambulance Director will be held in August, 2012. The new ambulance should go into service on September 15, 2012.

Motion was made by Zeuske, seconded by Federwitz to have Greg Hanson be the alternate for the Ambulance for the Town. Roll call was taken: Federwitz, yes; Hanson, yes; Zeuske, yes. Motion carried.

Comprehensive Planning: Hanson reported on a recent Farmland Preservation meeting that he had attended. The group is looking into a simpler plan rather than a more complex plan after several other counties plans were looked at. A meeting in September will be coming up.

County is looking for a new County Planner. Previous Planner's last day was the end of July, 2012. A decision on the replacement will be made very soon.

Due to the staffing changes in the Planning Department, the Farmland Preservation might be delayed somewhat.

County Board: The history of the UW-Extension office was presented. Code of ethics for the County was discussed. The sanitary ordinance for the County was reviewed.

Animal Control: Jeff Besaw submitted three reports for activity with this month's bills. All animal issues are resolved at this point and it is noted that Besaw is doing a good job for the Town.

Roads: Double chip sealing has been completed on North Airport Rd., Lehman Rd. and Hunting Rd. Grass cutting will start again on August 15, 2012. This time the County will use a rotary mower and a sickle mower for better results.

Seventh St. should be receiving the top coat soon.

The new culvert on Airport Rd. will be installed this fall and the stumps will be taken out this fall as well.

Toby Kersten will be assisting the County with the placement of rip rap on the Town's bridges.

Grading on Nature Rd. and Jepson Rd. will be done before winter.

Debris in Ditches: The remaining debris in the ditches on Nature and Zeuske Roads will be picked up this weekend.

Legislative Topics: Letter was received from the Clintonville Public Library thanking the Town for the recent donation of \$1,000.00.

Motion was made by Zeuske, seconded by Hanson to adjourn. Roll call was taken: Federwitz, yes; Zeuske, yes; Hanson, yes. Motion carried. Meeting adjourned at 9:05 PM.

*These minutes are draft minutes until approved at the September 6, 2012 Regular Monthly Meeting.*

Respectfully submitted by Mike Mehlberg, Clerk.

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Mike Mehlberg, Clerk

**APPENDIX B**  
**WDNR CERTIFICATION LETTER**

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**INSERT WDNR CERTIFICATION LETTER**

## **APPENDIX C GOALS, OBJECTIVES AND POLICIES**

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Goals represent common community ideals. They give statements of direction in which planning is aimed. Objectives are more specific targets along the path of satisfying community goals. Objectives may be measurable, adding to the community good. Policies are strategies for accomplishing the stated objectives. Specific policies can be used in the decision-making process. As part of the updating process, the earlier set of goals, objectives and policies have been refined to provide more specific guidance for service area planning. The refinements are a result of additional community and technical advisory committee participation in the service area update planning process. The refinements also reflect various state and federal laws and regulations which impact sewer service area growth and development activities. They address three basic questions. How much development is anticipated to occur? What type of development can be expected? Where should this development occur?

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

### **GOAL**

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

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

#### **Policies**

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

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

**Policies**

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

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

**Policies**

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

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

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

**Policies**

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

**GOAL**

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

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

**Policies**

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

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

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

**Policies**

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