

MINUTES

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

PLANNING AND RESEARCH COMMITTEE

May 30, 2006

1:30 p.m.

SEWRPC Office Building
Commissioners' Conference Room
W239 N1812 Rockwood Drive
Waukesha, Wisconsin

Present:

Excused:

Committee Members:

Daniel S. Schmidt, Chairman
David L. Stroik, Vice-Chairman
Thomas H. Buestrin
Kenneth C. Herro
Lee Holloway
Leonard R. Johnson
Anselmo Villarreal
Paul G. Vrakas

Anthony F. Balestrieri
Robert A. Brooks
Gregory L. Holden
Michael J. Miklasevich
James E. Moyer

Absent:

Leon T. Dreger

Staff:

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| Philip C. Evenson | Executive Director |
| Kenneth R. Yunker | Deputy Director |
| William J. Stauber | Chief Land Use Planner |
| Loretta Watson | Executive Secretary |

ROLL CALL

Chairman Schmidt called the meeting to order at 1:35 p.m. Roll call was taken and a quorum declared present. Mr. Evenson noted for the record that Commissioners Balestrieri, Brooks, Holden, Miklasevich, and Moyer had asked to be excused.

APPROVAL OF MINUTES OF MEETING OF FEBRUARY 15, 2006

On a motion by Mr. Stroik, seconded by Mr. Vrakas, and carried unanimously, the minutes of the meeting of February 15, 2006, were approved as published.

CONSIDERATION OF AMENDMENTS TO THE REGIONAL WATER QUALITY MANAGEMENT PLAN

Sewer Service Area Plan for the Town of Salem

Chairman Schmidt asked Mr. Stauber to review with the Committee a proposed amendment to the adopted regional water quality management plan pertaining to the sanitary sewer service area for the Town of Salem. A copy of the preliminary draft of a SEWRPC staff memorandum dated June 2006 concerning this matter had been provided to the Committee members for review prior to the meeting.

Mr. Stauber indicated that by letter dated March 29, 2006, the Town of Salem requested that the Commission amend the Town of Salem sanitary sewer service area. That area is currently documented in *Amendment to the Regional Water Quality Management Plan, Town of Salem*, dated March 2001, as amended. The purpose of this amendment would be to include within the planned Salem sewer service area certain lands located immediately adjacent to, but outside, the currently adopted sewer service area.

Mr. Stauber directed the Committee's attention to Map 2, indicating that the proposed amendment involves the addition of two areas. Area A, the larger of the two areas, encompasses 860 acres, including 82 acres of environmentally significant land. The developable portion is anticipated to accommodate future residential, commercial, and government-institutional development, with the planned residential component accommodating about 675 housing units. Preliminary plans call for the creation of a public water supply system to serve this area.

Mr. Stauber indicated that Area B, located in the southeastern portion of the Town, encompasses a total of 200 acres, including 73 acres of environmentally significant lands. The developable portion is anticipated to accommodate future residential and commercial development, with the planned residential component accommodating about 100 housing units.

Mr. Stauber recalled the 2004 agreement between the Commission, Kenosha County, and the Town of Salem that made future expansion of the sewer service area contingent upon the completion of neighborhood plans for the areas concerned. He indicated that the Town has proceeded with neighborhood planning for many of the neighborhoods shown on Map 1, noting that Areas A and B are within neighborhoods for which plans have been adopted or are awaiting adoption.

Mr. Stauber noted that the proposed sewer service area amendment was the subject of a public hearing held on May 8, 2006. Several residents expressed reservations about expanding the sewer service area. Their concerns included the prospect of being required to connect existing dwellings to sanitary sewers; potential impacts of the public water supply system—preliminarily proposed for Area A—on existing private wells; and potential loss of rural character.

Mr. Stauber indicated that the Town Board subsequently considered the sewer service area amendment on May 16, 2006. Town Board members expressed reservations about the addition of Area A. Concern was expressed that the large area involved would tie up too much of the remaining sewage treatment plant capacity. Concern was also expressed that there was not enough information regarding the proposed development within Area A or the public water supply system which would potentially be developed to serve that area. The Town Board acted to approve the addition of Area B to the sewer service area and to

withdraw the application for the addition of Area A.

Mr. Stauber indicated that the Commission staff recommends that the sewer service area amendment be limited at this time to the addition of Area B, as proposed by the Town Board. He noted that the addition of Area B would increase the size of the sewer service area by two percent, and result in a population increase of 250 persons. He said that, if the Committee agrees with this approach, staff would add a “post-public hearing” map to the staff memorandum showing the addition of Area B only. He noted that the addition of Area A would likely be reconsidered at some point, the timing to be determined by the Town.

A brief discussion then ensued. In response to an inquiry by Mr. Herro, Mr. Evenson indicated that the neighborhood development plans completed by the Town of Salem and concurred in by Kenosha County are very detailed development plans that have long been recommended by the Commission. Those plans, he said, identify future street patterns and the location of development of various land use types. In response to a question by Mr. Vrakas, Mr. Evenson indicated that the neighborhood plans on an overall basis fit the development densities recommended for the general area in the adopted regional land use plan. Noting that communities like the Town of Salem are worried about too rapid growth adversely affecting their school system, Mr. Johnson commented that by using a combination of neighborhood planning and sewer service area planning, local communities can more effectively manage urban growth.

Following that discussion, on a motion by Mr. Vrakas, seconded by Mr. Johnson, and carried unanimously, the SEWRPC Staff Memorandum dated June 2006—revised to include only the addition of Area B—was approved and recommended to the Commission for adoption.

Sewer Service Area Plan for the Village of Grafton

Chairman Schmidt asked Mr. Stauber to review with the Committee a proposed amendment to the adopted regional water quality management plan pertaining to the sanitary sewer service area for the Village of Grafton. A copy of the preliminary draft of a SEWRPC staff memorandum dated June 2006 concerning this matter had been provided to the Committee members for review prior to the meeting.

Mr. Stauber indicated that by letter dated March 8, 2006, the Village of Grafton requested that the Commission amend the Village of Grafton sanitary sewer service area. That area is currently documented in SEWRPC Community Assistance Planning Report No. 91 (2nd Edition), *Sanitary Sewer Service Area for the City of Cedarburg and the Village of Grafton, Ozaukee County, Wisconsin*, dated June 1996. The purpose of this amendment would be to include within the planned Grafton sewer service area certain lands located immediately adjacent to, but outside, the currently adopted sewer service area.

Mr. Stauber directed the Committee’s attention to Map 1, indicating that the proposed amendment involves the addition of an area located north of Pleasant Valley Road and east of Maple Road, in the Town of Grafton. The subject area encompasses 42 acres, including 19 acres of environmentally significant land. The area is proposed to be developed for residential use, accommodating about 31 single-family lots.

Mr. Stauber indicated that this matter was the subject of a public hearing before the Village of Grafton Plan Commission on May 23, 2006. One individual, a member of the Village Plan Commission, spoke against the proposed amendment and development of the subject site for residential use, expressing concern about potential contamination problems from an abandoned landfill site located about one third mile to the north. The Chairman of the Plan Commission was supportive of the proposed sewer service area amendment and the proposal for residential development in the area, stating that the provision of public sanitary sewer and water supply services would preclude any contamination problems.

Mr. Stauber indicated that the Village Board is scheduled to take action on the proposed amendment on June 5, 2006.

Mr. Stauber noted that centralized public sanitary sewer and water supply facilities should preclude contamination problems for residential development on the subject site. He said that the Commission staff would add text in the concluding section of the staff memorandum indicating that future development of the subject site should only occur with the provision of public sanitary sewer and water supply in order to avoid potential impacts attendant to the abandoned landfill.

Mr. Stauber characterized this as a minor amendment and that sewered development in this area would be consistent with the regional plan. Mr. Stauber indicated that the Commission staff recommends that the Planning and Research Committee forward the proposed amendment to the Regional Planning Commission along with a recommendation for approval, subject, however, to receipt of a report of positive action by the Grafton Village Board on this matter.

Following a brief discussion during which, in response to an inquiry by Mr. Vrakas, Mr. Stauber noted that the landfill site in question lies north of the area proposed for development, on a motion by Mr. Herro, seconded by Mr. Vrakas, and carried unanimously, the SEWRPC Staff Memorandum dated June 2006 concerning this matter was approved and recommended to the Commission for adoption, subject to approval by the Grafton Village Board.

Sewer Service Area Plan for the City of Muskego

Chairman Schmidt asked Mr. Stauber to review with the Committee a proposed amendment to the adopted regional water quality management plan pertaining to the sanitary sewer service area for the City of Muskego. A copy of the preliminary draft of a SEWRPC staff memorandum dated June 2006 concerning this matter had been provided to the Committee members for review prior to the meeting.

Mr. Stauber indicated that in January 2006, the City of Muskego requested that the Commission amend the City of Muskego sanitary sewer service area. That area is currently documented in SEWRPC Community Assistance Planning Report No. 64 (3rd Edition), *Sanitary Sewer Service Area for the City of Muskego, Waukesha County, Wisconsin*, dated December 1997, as amended. The purpose of the amendment would be to include within the planned Muskego sewer service area certain lands located immediately adjacent to, but outside, the currently adopted sewer service area.

Mr. Stauber directed the Committee's attention to Map 1, noting that the proposed amendment involves the addition of three areas to the sewer service area. Area A, located in the central area of the City, encompasses 38 acres, including 10 acres of environmentally significant lands; the developable land is proposed to be developed for residential use, accommodating 37 housing units. Area B, located in the east-central area of the City, encompasses 115 acres, including 8 acres of environmentally significant land; the developable land is proposed to be developed for residential use, accommodating 135 housing units. Area C, located southeast of the Muskego Lake, encompasses 54 acres, including 21 acres of environmentally significant lands; the developable land is proposed to be developed for residential use, accommodating about 69 housing units. In total, the proposed additions would increase the size of the sewer service area by 207 acres or 2 percent, accommodating a resident population of just over 600 persons, an increase of 3 percent.

Mr. Stauber noted that this matter was the subject to a public hearing held on May 23, 2006. No opposition to the proposed changes was expressed at the hearing. Following the hearing, the Muskego City Council approved the subject amendment. Mr. Stauber indicated that the staff of the Milwaukee Metropolitan Sewerage District had reviewed the proposed sewer service area amendment and had

concluded that the proposed additions should be allowable under the currently adopted District facilities plan.

Mr. Stauber indicated that the Commission staff recommends approval of the proposed amendment as consistent with the regional land use plan.

There being no questions or comments, on a motion by Mr. Stroik, seconded by Mr. Herro, and carried unanimously, the SEWRPC Staff Memorandum dated June 2006 concerning this matter was approved and recommended to the Commission for adoption.

CONSIDERATION OF SEWRPC PLANNING REPORT NO. 48, A REGIONAL LAND USE PLAN FOR SOUTHEASTERN WISCONSIN: 2035, INSERT TO CHAPTER 6 AND CHAPTER 8

Chairman Schmidt noted that the Committee continues to review materials being developed to document the forthcoming regional land use plan. He then called upon Mr. William J. Stauber of the Commission staff to review with the members of the Committee material included in an insert to Chapter 6, "Recommended Land Use Plan-Public Reaction to the Plan," and Chapter 8, "Summary," of the forthcoming report.

During Mr. Stauber's presentation, a number of questions and comments were made and addressed:

1. Noting that the topic of affordable housing was raised as part of the review of the new regional land use plan, Mr. Vrakas inquired as to why that issue wasn't dealt with at this time. In response, Mr. Evenson noted that housing is really a sub-element of residential land use development, and that the topic of affordable housing is very complex and requires its own focused study effort. He indicated that affordable housing will be addressed, first starting later this year in connection with Commission support of the six county-based comprehensive planning efforts now under way, and then later through a regional housing plan update effort.
2. Mr. Vrakas commented on the economic development aspect of the new regional land use plan, noting how important it was that efforts be made to refocus employment in already developed urban areas in the Region's central cities. Mr. Evenson commented that the new regional land use plan report does indeed focus on this need, calling for significant efforts to redevelop deteriorating industrial areas. This was one of the reasons, he continued, the Commission is assisting Milwaukee County in mounting an effort to spur redevelopment of the 30th Street industrial corridor in Milwaukee. Mr. Holloway stressed the importance of such efforts, noting that jobs are badly needed in central city areas.

At the end of the discussion, on a motion by Mr. Vrakas, seconded by Mr. Johnson, and carried unanimously, the insert to Chapter 6, "Recommended Land Use Plan-Public Reaction to the Plan," and Chapter 8 "Summary", of SEWRPC Planning Report No. 48 were approved for publication, and the entire new regional land use plan for 2035 was recommended to the Commission for adoption.

CONSIDERATION OF SEWRPC PLANNING REPORT NO. 49, A REGIONAL TRANSPORTATION SYSTEM PLAN FOR SOUTHEASTERN WISCONSIN: 2035, CHAPTERS 6, 8, 9, AND 10

Chairman Schmidt noted that the Committee continues to review materials being developed to document the forthcoming regional transportation system plan. He then called upon Mr. Kenneth R. Yunker of the Commission staff to review with the members of the Committee material included in Chapter 6, "Travel

Simulation Models,” Chapter 8, “Regional Transportation Plan Development and Evaluation,” Chapter 9, “Recommended Regional Transportation Plan,” and Chapter 10, “Plan Implementation” of the forthcoming report. A copy of Mr. Yunker’s presentation slides is attached as Exhibit B.

During Mr. Yunker’s presentation, a number of questions and comments were made and addressed:

1. Referring to the staff work effort involving adjustment of the regional transportation simulation models, Mr. Herro asked if there were any surprises to the staff attendant to that work effort. In response, Mr. Yunker indicated that the Commission staff was indeed pleased that the models completed about ten years ago did a very good job of predicting future traffic. Moreover, the peer review effort conducted by the staff indicated that the Commission transportation simulation models were consistent with the current “state-of-the-practice,” with relatively few refinements made to the travel demand models used to prepare the 2035 regional plan.
2. In response to a comment by Mr. Holloway, Mr. Yunker indicated that all of the recommendations included in the regional transportation plan – including transit improvement, better transportation system management, better facilities for bicyclists and pedestrians, and highway improvement and expansion measures – were part of the regional transportation infrastructure. In response to questions by both Mr. Holloway and Mr. Vrakas, Mr. Yunker indicated that the pedestrian and bicycle facility recommendations included in the plan are less important in terms of economic development but are very important in terms of recreation and quality of life in the Region.
3. In response to a comment by Mr. Holloway, Mr. Yunker indicated that the transit element of the regional plan was particularly important in that public transit systems provide essential services to those individuals, particularly in central cities, who do not have ready access to automobile travel. The new plan, he said, would provide twice the transit service that now exists and greatly improve accessibility of central city residents to job locations in outlying areas. While the plan envisions much of the service to be made bus-based, the plan explicitly allows for corridor studies that could lead to conversion of heavily traveled routes to rapid transit, including potential commuter rail and light rail services.
4. In response to a question by Mr. Holloway relative to providing needed transit services across county lines in the Region, Mr. Evenson indicated that the staff had come to the conclusion that it likely would take the creation of a permanent regional transit authority to fund such services, if not to actually operate such services.
5. In response to an inquiry by Mr. Herro, Mr. Yunker indicated that transit presently serves about three percent of the total tripmaking activity in the Region and that this proportion is not expected to dramatically increase over time given the assumptions made in preparing the regional plan. The travel proportions between automobiles and transit in other metropolitan areas are not significantly different than Milwaukee, even in those areas that have made recent investments in rail transit service.
6. Mr. Holloway inquired as to data that might help him understand what happens to individuals when transit fares go up and ridership is thereby lost. In response, Mr. Yunker indicated that the Wisconsin Department of Transportation had done some survey work in this regard and that he would provide that survey data directly to Mr. Holloway. In some cases, he said, individuals purchased automobiles. In other cases, individuals sought rides from other people. In still other cases, individuals stopped making trips.

7. In response to comments by Messrs. Holloway, Herro, and Vrakas, Mr. Yunker noted that the Region has some of the highest bus fares in the country, likely because we are one of the few regions in the country of any size that does not have local dedicated funding for public transit. Typically, Mr. Yunker continued, metropolitan areas have established regional transit authorities that, for the most part, rely on dedicated regional sales taxes ranging from one-quarter to one percent. The basic rationale in selecting dedicated sales taxes to support public transit is that sales tax revenues tend to grow with inflation and with growth in the metropolitan area. While not perfect, he said, dedicated local revenue for transit provides a much better foundation for delivering transit services in a metropolitan region than local property taxes. Mr. Yunker noted that a recently created three-county regional transit authority – Kenosha, Milwaukee, and Racine Counties – would be addressing this funding issue in the year ahead.
8. In response to an inquiry by Mr. Vrakas, Mr. Evenson indicated that the proposed Calhoun Road interchange on IH-94 is intended to relieve traffic congestion and reduce operational problems at the Goerke's Corners and Moreland Road interchanges, as well as to reduce traffic volumes and congestion on segments of surface arterials in that travel corridor.
9. In response to comments by Messrs. Holloway and Herro, Mr. Yunker noted that the proposed new regional plan makes recommendations relative to the arterial street and highway system to address problems raised by General Electric, the Medical College of Wisconsin, and others at a recent legislative hearing on the future of Wisconsin's transportation system.
10. In response to an inquiry by Mr. Herro, Mr. Yunker indicated that, pursuant to the direction of the Waukesha County Board, the long proposed extensions of Johnson Road and Barker Road have been removed from the new plan, being replaced in part by a proposed extension of Springdale Road from Capitol Drive to CTH K.

At the end of the discussion, on a motion by Mr. Herro, seconded by Mr. Johnson, and carried unanimously, Chapter 6, "Travel Simulation Models," Chapter 8, "Regional Transportation Plan Development and Evaluation," Chapter 9 "Recommended Regional Transportation Plan," and Chapter 10 "Plan Implementation", of SEWRPC Planning Report No. 49 were approved for publication, and the entire new regional transportation plan for 2035 was recommended to the Commission for adoption.

CORRESPONDENCE/ANNOUNCEMENTS

Mr. Evenson reported that the Commission's Advisory Committee on Telecommunications Planning did not fully complete its work in time for the Planning and Research Committee to consider at this meeting the remaining materials attendant to the forthcoming report documenting a regional wireless telecommunications plan. Accordingly, he asked that any Committee consideration of materials attendant to that report be set aside and the matter placed on the agenda of a forthcoming meeting.

CONFIRMATION OF NEXT MEETING DATE

The next scheduled meeting of the Planning and Research Committee will be August 30, 2006, at 1:30 p.m. in the Commission offices.

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(Planning and Research Committee)
May 30, 2006

ADJOURNMENT

There being no further business to come before the Committee, on a motion by Mr. Stroik, seconded by Mr. Vrakas, and carried unanimously, the meeting was adjourned at 4:00 p.m.

Respectfully submitted,

Philip C. Evenson
Deputy Secretary

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