

SANITARY SEWER SERVICE AREA FOR THE EAGLE LAKE SEWER UTILITY DISTRICT

RACINE COUNTY WISCONSIN

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**COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 206**

**SANITARY SEWER SERVICE AREA FOR
THE EAGLE LAKE SEWER UTILITY DISTRICT
RACINE COUNTY, WISCONSIN**

Prepared by the
Southeastern Wisconsin Regional Planning Commission
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December 31, 1992

TO: The Town Board of the Town of Dover and the Racine County Board of Supervisors

The adopted regional water quality management plan for southeastern Wisconsin identifies in a preliminary manner recommended sanitary sewer service areas tributary to each of the existing and proposed sewage treatment plants within the Region. The plan recommends that these service areas be refined and detailed through the cooperative efforts of the local units and agencies of government concerned so that the service areas properly reflect local, as well as areawide, development objectives. This refinement and detailing is particularly important in light of provisions in the Wisconsin Administrative Code which require that the Wisconsin Department of Natural Resources, with respect to public sanitary sewers, and the Wisconsin Department of Industry, Labor and Human Relations, with respect to private sanitary sewers, make a finding that all proposed sanitary sewer extensions be in conformance with the adopted regional water quality management plan and the sanitary sewer service areas identified in that plan.

These Departments, in carrying out their responsibilities in this respect, require that the Southeastern Wisconsin Regional Planning Commission, as the designated areawide water quality management planning agency for the Southeastern Wisconsin Region, review and comment on each proposed sewer extension as to its relationship to the approved plan and sewer service area. If such review can be based on a refined service area cooperatively identified by the local units of government concerned, then no conflicts concerning sanitary sewer extensions should arise and the entire sewerage system and related land use development process can proceed in a smooth and efficient manner.

Acting in response to the recommendations made in the adopted regional water quality management plan, the Town of Dover, on January 13, 1992, requested that the Regional Planning Commission assist the Town in refining and detailing the recommended sanitary sewer service area tributary to the Eagle Lake Sewer Utility District sewage treatment plant. This report documents the results of that refinement process.

The report contains a map showing not only the recommended refined sanitary sewer service area, but also the location and extent of the environmental corridors within that area. These environmental corridors contain the best and most important elements of the natural resource base within the sewer service area. Their preservation in essentially natural, open uses is important to the maintenance of the overall quality of the environment in the area, while avoiding the creation of serious and costly developmental problems. Accordingly, urban development should not be encouraged to occur within these corridors, a factor which should be taken into consideration in the extension of sanitary sewer service.

A public hearing was held on November 12, 1992, to discuss the preliminary findings and recommendations of the sewer service area refinement process and to receive the comments and suggestions of the local elected officials concerned and of interested citizens. The recommendations contained in this report reflect the pertinent comments and suggestions made at the hearing.

The sanitary sewer service area herein presented is intended to constitute a refinement of the areawide water quality management plan adopted by the Regional Planning Commission in July 1979. Accordingly, upon adoption of this report by the local units and agencies of government concerned and subsequent adoption by the Regional Planning Commission, this report will be certified to the Wisconsin Department of Natural Resources and the U. S. Environmental Protection Agency as an amendment to the adopted areawide water quality management plan.

The sanitary sewer service area presented in this report provides a sound guide which can assist the responsible local public officials in the making of sewer service-related development decisions in the Town of Dover area. Accordingly, careful consideration and adoption of this report by all parties concerned is respectfully urged. The Regional Planning Commission stands ready to assist the various units and agencies of government concerned in implementing the recommendations contained in this report.

Respectfully submitted,



Kurt W. Bauer
Executive Director

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Chapter I

INTRODUCTION

BACKGROUND

On July 12, 1979, the Southeastern Wisconsin Regional Planning Commission formally adopted an areawide water quality management plan for southeastern Wisconsin. The plan is aimed at achieving clean and wholesome surface waters within the seven-county Region, surface waters that are "fishable and swimmable."¹

The plan has five basic elements: 1) a land use element consisting of recommendations for the location of new urban development in the Region and for the preservation of primary environmental corridors and prime agricultural lands, 2) a point source pollution abatement element, including recommendations concerning the location and extent of sanitary sewer service areas, the location, type, and capacity of, and the level of treatment to be provided at, sewage treatment facilities, the location and configuration of intercommunity trunk sewers, and the abatement of pollution from sewer system overflows and from industrial wastewater discharges, 3) a nonpoint source pollution abatement element, consisting of recommendations for the control of pollutant runoff from rural and urban lands, 4) a sludge management element, consisting of recommendations for the handling and disposal of sludges from sewage treatment facilities, and 5) recommendations for the establishment of continuing water quality monitoring efforts in the Region.

The plan was formally certified over the period July 23 to September 20, 1979, to all of the local units of government in the Region and to the concerned state and federal agencies. The plan was formally endorsed by the Wisconsin Natural Resources Board on July 25, 1979. Such endorse-

ment is particularly important because under state law and administrative rules certain actions by the Wisconsin Department of Natural Resources (DNR) must be found to be in accordance with the adopted and endorsed plan. These actions include, among others, DNR approval of waste discharge permits, DNR approval of state and federal grants for the construction of wastewater treatment and conveyance facilities, and DNR approval of locally proposed sanitary sewer extensions.

NEED FOR REFINEMENT AND DETAILING OF LOCAL SANITARY SEWER SERVICE AREAS

The adopted regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility (see Map 1). There were in the plan, as initially adopted, a total of 85 such identified sanitary sewer service areas. The initially recommended sanitary sewer service areas were based upon the urban land use configuration identified in the Commission-adopted regional land use plan for the year 2000.² As such, the delineation of the areas was necessarily general, and may not reflect detailed local planning considerations.

Section NR 110.08(4) and Section ILHR 82.20(4) of the Wisconsin Administrative Code require that the Wisconsin Department of Natural Resources, with respect to public sanitary sewers, and the Wisconsin Department of Industry, Labor and Human Relations (DILHR), with respect to private sanitary sewers, make a finding that all proposed sanitary sewer extensions be in conformance with adopted areawide water quality management plans and the sanitary sewer service areas identified in such

¹*The adopted areawide water quality management plan is documented in SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000, Volume One, Inventory Findings; Volume Two, Alternative Plans; and Volume Three, Recommended Plan.*

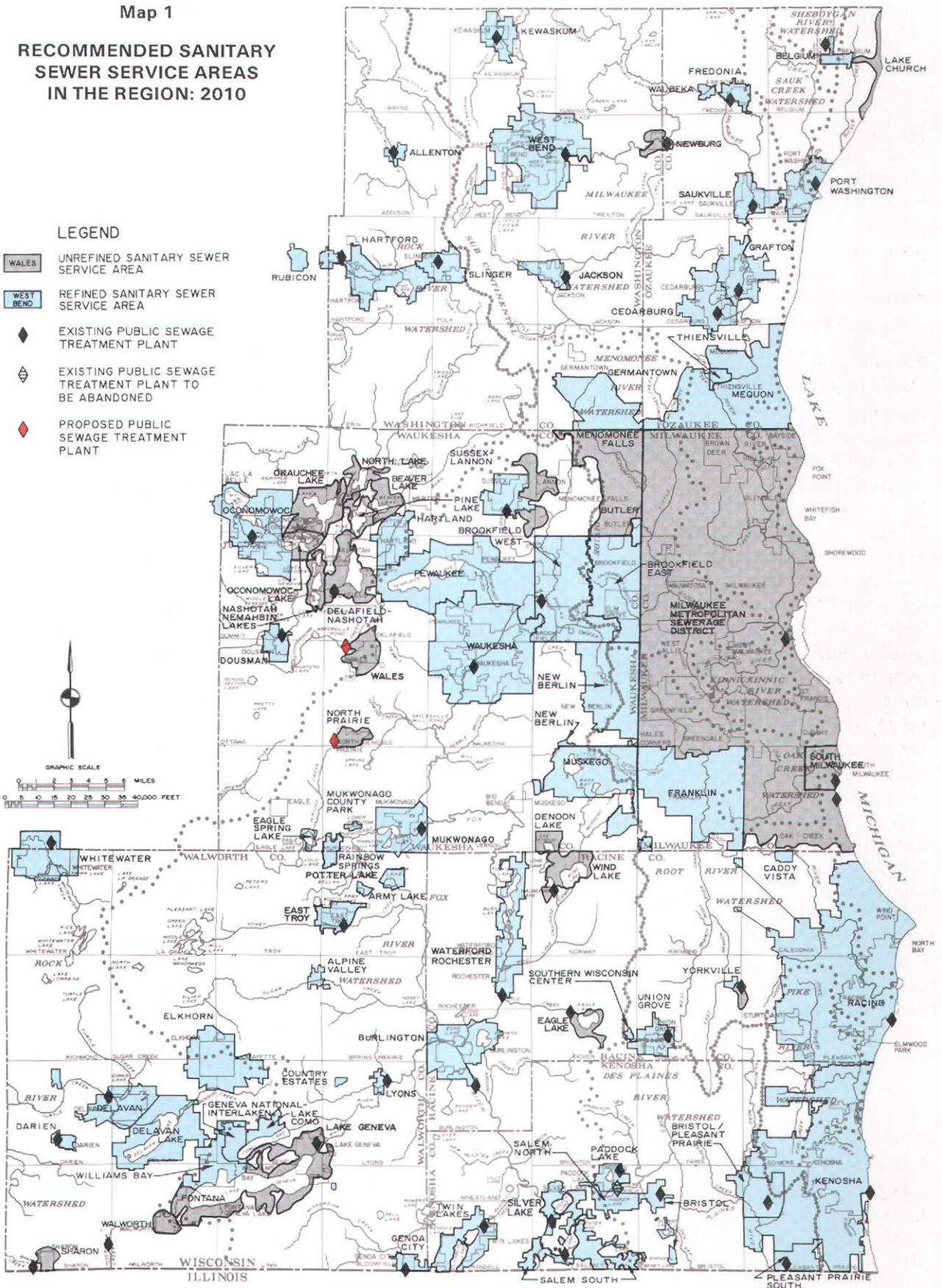
²*See SEWRPC Planning Report No. 25, A Regional Land Use Plan and a Regional Transportation Plan for Southeastern Wisconsin: 2000, Volume One, Inventory Findings; and Volume Two, Alternative and Recommended Plans.*

Map 1

RECOMMENDED SANITARY SEWER SERVICE AREAS IN THE REGION: 2010

LEGEND

- UNREFINED SANITARY SEWER SERVICE AREA
- REFINED SANITARY SEWER SERVICE AREA
- EXISTING PUBLIC SEWAGE TREATMENT PLANT
- EXISTING PUBLIC SEWAGE TREATMENT PLANT TO BE ABANDONED
- PROPOSED PUBLIC SEWAGE TREATMENT PLANT



Source: SEWRPC.

plans. These Departments, in carrying out their responsibilities in this respect, require that the Southeastern Wisconsin Regional Planning Commission, as the designated areawide water quality management planning agency for the Southeastern Wisconsin Region, review and comment on each proposed sewer extension as to its relationship to the approved plan and sewer service areas. In order to properly reflect local, as well as areawide, planning concerns in the execution of this review responsibility, the Regional Planning Commission, in adopting the areawide water quality management plan, recommended that steps be taken to refine and detail each of the 85 sanitary sewer service areas delineated in the plan in cooperation with the local units of government concerned. The refinement and detailing process consists of the following seven steps:

1. The preparation of a base map at an appropriate scale for each sanitary sewer service area identified in the areawide water quality management plan.
2. The delineation on that base map of the design year 2010 sanitary sewer service area consistent with the objectives set forth in the adopted regional land use plan.³
3. The conduct of intergovernmental meetings involving the local or areawide unit or units of government operating the sewage treatment facility or facilities concerned, and the other local units of government that are to be provided sanitary sewer service by the sewage treatment facility or facilities concerned. At these meetings, the initial sanitary sewer service area delineation is to be presented and discussed and the positions of each of the units of government concerned solicited.
4. The preparation of modifications to the initially proposed sanitary sewer service area to reflect the agreements reached at the intergovernmental meetings, meeting to the fullest extent practicable the objectives expressed both in the adopted areawide water quality management and regional land use plans and in any adopted local land use and sanitary sewerage system plans.
5. The holding of a public hearing jointly by the Commission and the local or areawide unit or units of government operating the treatment facility or facilities concerned to obtain public reaction to site-specific sewer service area issues that might be raised by the proposed sewer service area delineation.
6. The preparation of a final sanitary sewer service area map and accompanying report.
7. Adoption of the final sewer service area map by the Commission and certification of the map to the Wisconsin Department of Natural Resources and the U. S. Environmental Protection Agency as an amendment to the adopted, areawide, water quality management plan. Desirably, such adoption by the Commission would follow endorsement of the map by the local or areawide unit or units of government operating the sewage treatment facility or facilities concerned, and by the governing bodies of the local units of government that are to be served by the sewage treatment facility or facilities. While such a consensus by the local governments concerned will always be sought by the Commission, it is recognized that in some cases unanimous support of the refined and detailed sanitary sewer service areas may not be achieved. In those cases, the Commission will have to weigh the positions of the parties concerned and make a final determination concerning the issues involved.

³The sewer service areas in the water quality management plan were based upon the urban land use configurations as set forth in the Commission's year 2000 land use plan. The Commission has since completed a series of alternative year 2010 land use plans, which served as a point of departure in the delineation of the sewer service area set forth in this report.

THE EAGLE LAKE SANITARY SEWER SERVICE AREA REFINEMENT PROCESS

By letter dated January 13, 1992, the Town of Dover requested that the Regional Planning Commission undertake the refinement and detailing of the sanitary sewer service area tributary to the Eagle Lake Sewer Utility District sewage treatment facility.

An intergovernmental meeting regarding the refinement was held on March 5, 1992. In attendance at that meeting were representatives of the Town of Dover and the Regional Planning Commission. Subsequent to review of the materials presented at this meeting, a preliminary revised sanitary sewer service area tributary to the Eagle Lake Sewer Utility District sewage treatment facility was identified for presentation at a public hearing.

A copy of an initial draft of this report setting forth the preliminary sanitary sewer service area

was provided to the Town of Dover, Racine County and the Wisconsin Department of Natural Resources for review and comment prior to the public hearing on the plan proposal. A public hearing was held on November 12, 1992. The public reaction to the proposed sanitary sewer service area, as documented in the minutes contained in Appendix A, is summarized later in this report. The final, agreed-upon, revised sanitary sewer service area attendant to the Eagle Lake Sewer Utility District sewage treatment facility is described in Chapter III of this report.

Chapter II

STUDY AREA DESCRIPTION

LOCATION

The study area considered in the refinement of the Eagle Lake sanitary sewer service area is shown on Map 2. The area, which is located entirely within the Town of Dover, encompasses 20.0 square miles.

POPULATION

The estimated resident population of the entire study area in 1990 was 3,000 persons. Of this total, 1,200 persons, or about 40 percent, were provided with sanitary sewer service extended from the Eagle Lake Sewer Utility District sewage treatment facility; about 630 persons, or about 21 percent, residing at the Southern Wisconsin Center, located within Section 25, Township 3 North, Range 20 East, Town of Dover, Racine County, were provided with sanitary sewer service extended from the Center's sewage treatment facility; and the remaining 1,170 persons in the study area were served by onsite soil-absorption sewage disposal systems or onsite sewage holding tanks.

The forecast of probable future resident population levels for small geographic areas such as the Eagle Lake study area is a difficult task, accompanied by uncertainties and subject to periodic revision as new information becomes available. The practice that has been typically followed in forecasting population levels for physical development planning is the preparation of a single population forecast believed to be the most representative of future conditions. This traditional approach works well in periods of social and economic stability, when historic trends can be anticipated to continue relatively unchanged over the plan design period. During periods of major change in social and economic conditions, however, when there is great uncertainty as to whether historic trends will continue, alternatives to this traditional approach may be required. One such alternative approach proposed in recent years, and utilized to a limited extent at the national level for public and quasi-public planning purposes, is termed "alternative futures." Under this approach, the development, test, and evaluation of alternative plans

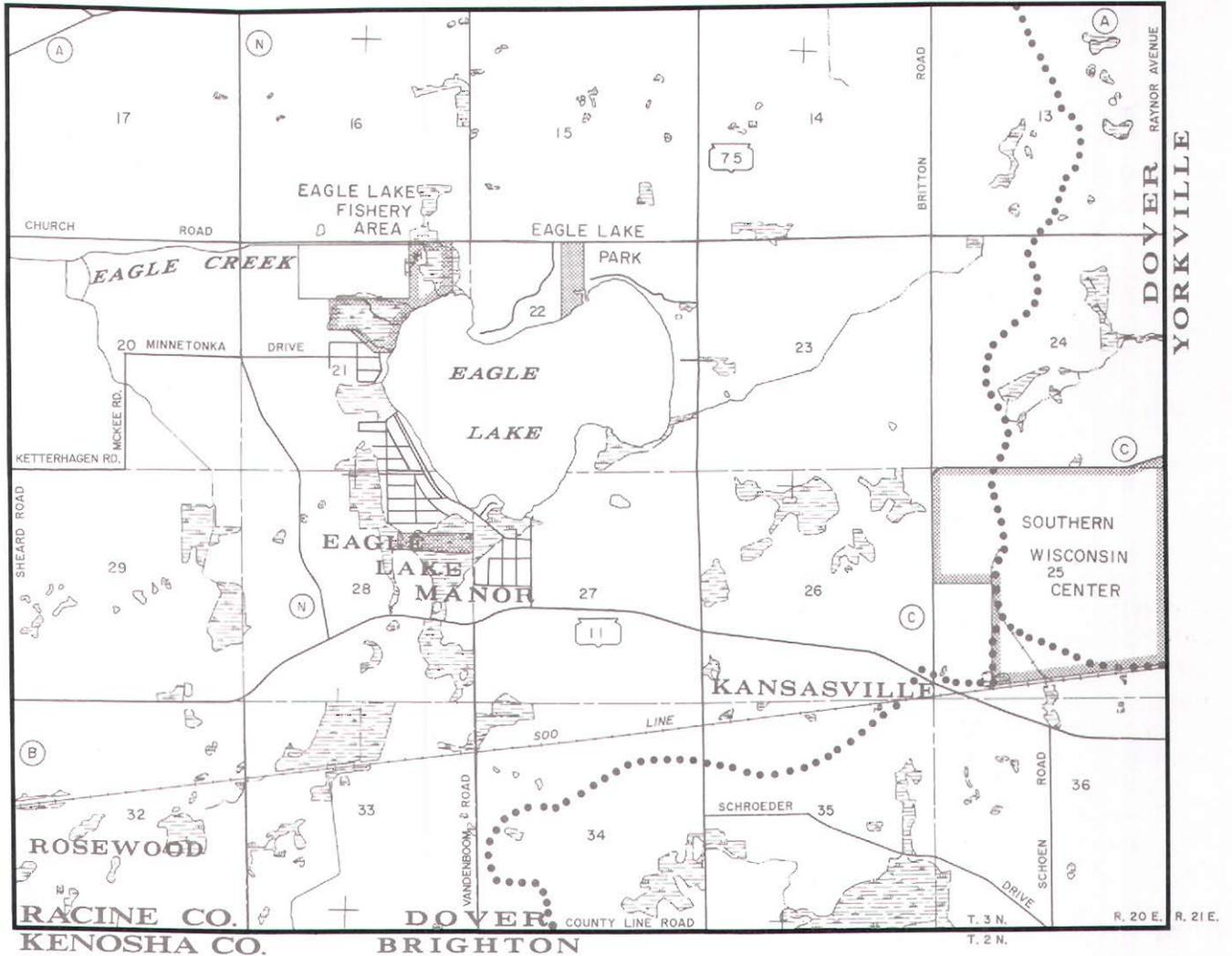
is based not upon a single, most probable forecast of socioeconomic conditions, but upon a number of alternative futures chosen to represent a range of conditions which may be expected to occur over the plan design period.

Recognizing the increasing uncertainty inherent in estimating future population levels under the rapidly changing socioeconomic conditions existing in the United States, the Regional Planning Commission began to incorporate the alternative futures approach into its planning program in the late 1970s, the first known attempt to apply this approach to areawide and local planning in the United States. In the exploration of alternative futures for the Southeastern Wisconsin Region, an attempt was made first to identify all those external factors which may be expected to directly or indirectly affect development conditions in the Region, together with the likely range of prospects for these factors. Thus, the preparation of the Commission's new year 2010 regional land use plan incorporated a consideration of three alternative scenarios for regional growth and change, involving different assumptions regarding three major external factors: the cost and availability of energy, population lifestyles, and economic conditions. Two of these scenarios, the high-growth and low-growth scenarios, are intended to represent the upper and lower extremes of possible future regional growth and change, while the third is intended to represent an intermediate future between the two extremes. A set of population and employment projections was then developed for each of the three scenarios.

The Commission's year 2010 land use plan also considered alternative development patterns for accommodating the incremental population and employment levels envisioned under the afore-described growth scenarios. Two development patterns were considered in the preparation of the alternative land use plans: a centralized development pattern, which, like the first- and second-generation adopted regional land use plans, accommodated increases in population and economic activity by promoting a more compact regional settlement pattern, moderating to the extent practicable the current trend toward diffusion of population, employment, and

Map 2

STUDY AREA IDENTIFIED FOR PURPOSES OF REFINING AND DETAILING
THE EAGLE LAKE SEWER UTILITY DISTRICT SANITARY SEWER SERVICE AREA



Source: SEWRPC.

attendant urban development; and a decentral-ized development pattern, which accommodated the continued diffusion of population and employment levels but in a manner consistent with the protection of the natural resource base of the Region.

Thus five alternative future land use plans incorporating consideration of the aforementioned growth scenarios and development patterns were prepared: the recommended land use plan, based on an intermediate-growth centralized land use scenario; a high-growth centralized

land use scenario; and three alternative decentralized land use plans based upon the low-, intermediate-, and high-growth scenarios, respectively.

The intermediate-growth centralized land use plan, the Commission-recommended land use plan, would accommodate a year 2010 resident population level of about 3,100 persons in the Eagle Lake study area. Under the alternative futures approach utilized by the Commission for its work, however, the population level within the study area could range from a low of about 2,600 persons, under the low-growth decentralized land use plan, to a high of about 4,100 persons, under the high-growth decentralized land use plan.

ENVIRONMENTALLY SIGNIFICANT LANDS

Environmental corridors are defined as linear areas in the landscape containing concentrations of natural resource and resource-related amenities. These corridors generally lie along the major stream valleys, around major lakes, and in the Kettle Moraine area of southeastern Wisconsin. Almost all the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodlands and shorelands are contained within these corridors. In addition, significant groundwater recharge and discharge areas, many of the most important recreational and scenic areas, and the best remaining potential park sites are located within the environmental corridors. Such corridors are, in effect, a composite of the most important individual elements of the natural resource base in southeastern Wisconsin, and have immeasurable environmental, ecological, and recreational value.

The land use element of the adopted regional water quality management plan recommends that lands identified as primary environmental corridors not be developed for intensive urban use. Accordingly, the plan further recommends that sanitary sewers not be extended into such corridors for the purpose of accommodating urban development in the corridors. It was, however, recognized in the plan that it would be necessary in some cases to construct sanitary sewers across and through primary environmen-

tal corridors, and that certain land uses requiring sanitary sewer service could be properly located in the corridors, including park and outdoor recreation facilities and certain institutional uses. In some cases, extremely low-density residential development on five-acre lots, compatible with the preservation of the corridors in essentially natural, open uses, may also be permitted to occupy corridor lands, and it may be desirable to extend sewers into the corridors to serve such uses. Basically, however, the adopted regional land use plan seeks to ensure that the primary environmental corridor lands are not destroyed through conversion to intensive urban uses.

One of the first steps in refining the Eagle Lake sanitary sewer service area was to map in detail the environmentally significant lands in the study area. Accordingly, Commission inventories were reviewed and updated as necessary with respect to the following elements of the natural resource base: lakes, streams, and associated shorelands and floodlands; wetlands; woodlands; wildlife habitat areas; areas of rugged terrain and high-relief topography; wet, poorly drained, and organic soils; and remnant prairies. In addition, inventories were reviewed and updated as necessary with respect to such natural resource-related features as existing parks, potential park sites, sites of historic and archaeological value, areas possessing scenic vistas or viewpoints, and areas of scientific value.

Each of these natural resource and resource-related elements was mapped on one inch equals 400 feet scale, ratioed and rectified aerial photographs. A point system for value rating the various elements of the resource base was established (see Table 1). The primary environmental corridors were delineated using this rating system. To qualify for inclusion in a primary environmental corridor, an area must exhibit a point value of 10 or more. In addition, a primary environmental corridor must be at least 400 acres in size, be at least two miles long, and have a minimum width of 200 feet. This environmental corridor refinement process is more fully described in SEWRPC Technical Record, Vol. 4, No. 2, in an article entitled, "Refining the Delineation of Environmental Corridors in Southeastern Wisconsin." The primary environmental corridors as delineated in the Eagle Lake study area are shown on Map 3.

Table 1

VALUES ASSIGNED TO NATURAL RESOURCE BASE AND BASE-RELATED ELEMENTS IN THE PROCESS OF DELINEATING PRIMARY AND SECONDARY ENVIRONMENTAL CORRIDORS

Resource Base or Related Element	Point Value
Natural Resource Base	
Lake	
Major (50 acres or more)	20
Minor (5-49 acres)	20
Rivers or Streams (perennial)	10
Shoreland	
Lake or Perennial River or Stream	10
Intermittent Stream	5
Floodland (100-year recurrence interval)	3
Wetland	10
Wet, Poorly Drained, or Organic Soil	5
Woodland	10
Wildlife Habitat	
High-Value	10
Medium-Value	7
Low-Value	5
Steep Slope	
20 Percent or More	7
13-19 Percent	5
Prairie	10
Natural Resource Base-Related	
Existing Park or Open Space Site	
Rural Open Space Site	5
Other Park and Open Space Site	2
Potential Park Site	
High-Value	3
Medium-Value	2
Low-Value	1
Historic Site	
Structure	1
Other Cultural	1
Archaeological	2
Scenic Viewpoint	5
Scientific Area	
State Scientific Area	15
State Significance	15
County Significance	10
Local Significance	5

Source: SEWRPC.

In addition, Map 3 identifies secondary environmental corridors. The secondary environmental corridors, while not as significant as the primary environmental corridors in terms of overall resource values, should be considered for preservation as the process of urban development proceeds, because such corridors often provide economical drainageways, as well as needed "green" space, through developing residential neighborhoods. To qualify for inclusion in a secondary environmental corridor, an area must exhibit a point value of 10 or more, and have a

minimum area of 100 acres and a minimum length of one mile.

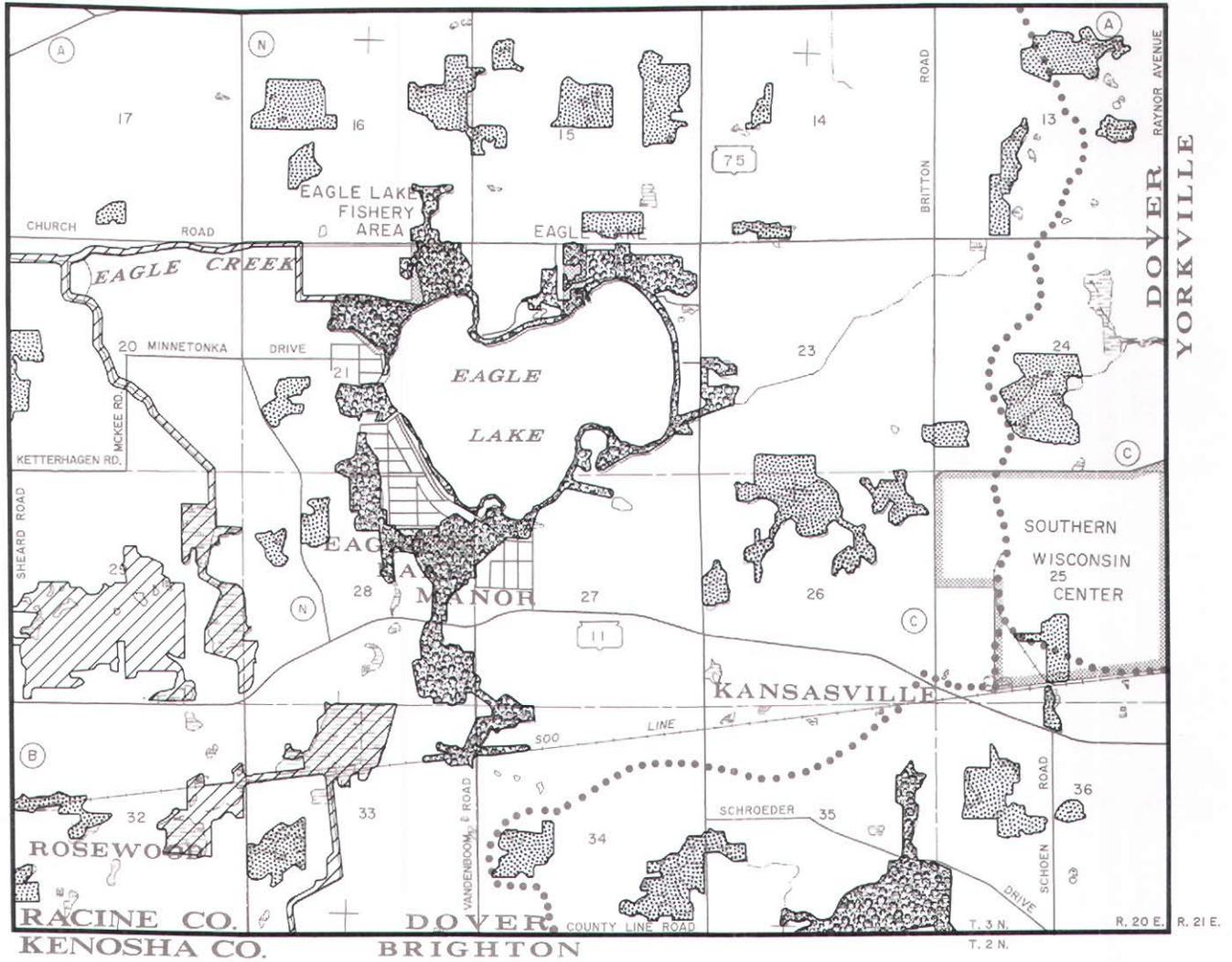
Also identified on Map 3 are isolated natural resource areas. Isolated natural resource areas generally consist of those natural resource base elements that have "inherent natural" value, such as wetlands, woodlands, wildlife habitat areas, and surface water areas, but that are separated physically from the primary and secondary environmental corridors by intensive urban or agricultural land uses. Since isolated natural resource areas may provide the only available wildlife habitat in an area, provide good locations for local parks and nature study areas, and lend aesthetic character and natural diversity to an area, they should also be protected and preserved in a natural state to the extent practicable. An isolated natural resource area must be at least five acres in size.

Lands encompassed within the primary environmental corridors of the Eagle Lake study area in 1990 totaled 1.6 square miles, including the entire surface water area of Eagle Lake, or about 8 percent of the total study area. Lands encompassed within the secondary environmental corridors totaled about 0.7 square mile, or about 4 percent of the study area. Lands encompassed within isolated natural resource areas totaled about 1.2 square miles, or about 6 percent of the study area. Thus, all environmentally significant lands in the Eagle Lake study area comprise about 3.5 square miles, or 18 percent of the study area.

While the adopted regional water quality management plan places great emphasis upon the protection of the lands identified as primary environmental corridors in essentially natural, open space uses, it recognizes that there may be situations in which the objective of preserving the corridor lands directly conflicts with other legitimate regional and local development objectives. For example, the regional plan recognizes that if a community were to determine the need for a strategic arterial street extension through the primary environmental corridor lands in order to service an important local development project, the street extension may be considered to be of greater community benefit than the preservation of a small segment of the primary environmental corridor. When such conflicts in legitimate community development objectives occur, it is important that they be resolved sensitively, and that any damage to the natural environment in the corridors be minimized.

Map 3

ENVIRONMENTALLY SIGNIFICANT LANDS IN THE EAGLE LAKE STUDY AREA



Source: SEWRPC.

It should also be noted that while almost all the delineated floodlands in the Eagle Lake study area are contained within the environmental corridors, there are small areas of the floodlands utilized for agricultural or other open space uses located outside such corridors. The Regional Planning Commission recognizes that such

floodlands are generally unsuitable for intensive urban development owing to poor soil conditions and periodic flood inundation. The Commission thus recommends that as development of lands located within urban areas and adjacent to these floodland areas occurs, such floodland areas be preserved in essentially natural, open space uses.

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Chapter III

PROPOSED SANITARY SEWER SERVICE AREA

SIGNIFICANCE OF SANITARY SEWER SERVICE AREA DELINEATION

As noted earlier in this report, recent changes in the Wisconsin Department of Natural Resources (DNR) and Wisconsin Department of Industry, Labor and Human Relations (DILHR) rules governing the extension of sanitary sewers have made the delineation of local sanitary sewer service areas an important process for local units of government and private land developers. Prior to the recent rule changes, DNR and DILHR review and approval of locally proposed sanitary sewer extensions was confined primarily to engineering considerations and was intended to ensure that the sewers were properly sized and constructed. The recent rule changes significantly expanded the scope of the state review process to include water quality-oriented land use planning considerations. Before the two state agencies concerned can approve a locally proposed sanitary sewer extension, they must make a finding that the lands to be served by the proposed extension lie within an approved sanitary sewer service area. Such areas are identified in the Commission's adopted, area-wide, water quality management plan and any subsequent amendments thereto. If a locally proposed sanitary sewer extension is designed to serve areas not recommended for sewer service in an areawide water quality management plan, the state agencies concerned must deny approval of the extension. Consequently, it is important that an intergovernmental consensus be reached in the delineation of proposed sanitary sewer service areas.

CURRENTLY APPROVED EAGLE LAKE SANITARY SEWER SERVICE AREA

The Eagle Lake sanitary sewer service area tributary to the Eagle Lake Sewer Utility District sewage treatment facility, as set forth in the Commission adopted regional water quality management plan, is shown on Map 4. This service area totals about 1.4 square miles, or about 7 percent of the total study area of 20.0 square miles and had, in 1990, a resident population of about 1,300 persons.

REFINED EAGLE LAKE SANITARY SEWER SERVICE AREA

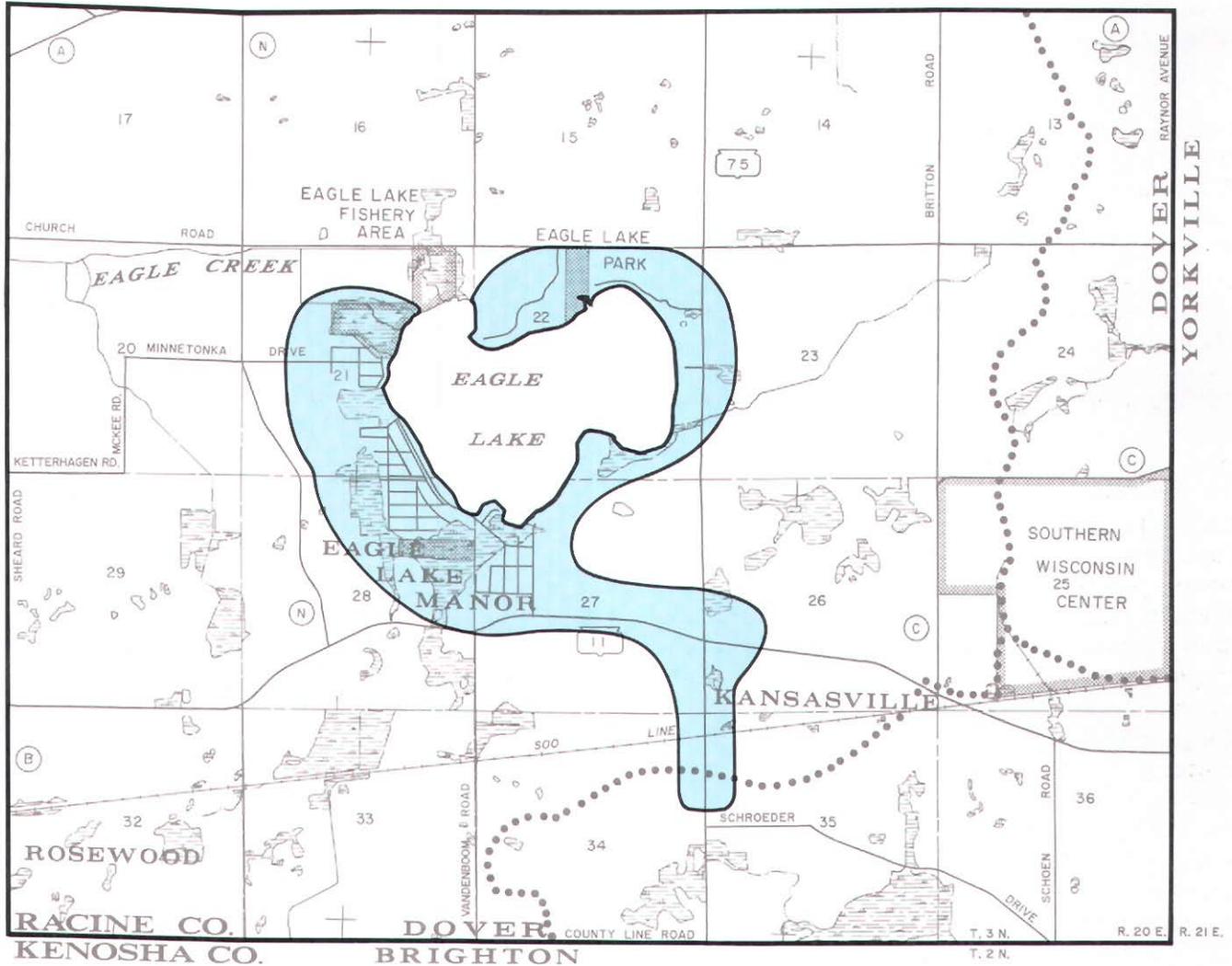
Factors taken into account in the delineation of the refined Eagle Lake sanitary sewer service area included the year 2010 recommended and alternative futures regional land use plans prepared by the Regional Planning Commission and the suggestions made at the intergovernmental meeting attended by representatives of the Town of Dover and the Regional Planning Commission, held on March 5, 1992.

The refinement effort also considered the location, type, and extent of existing urban land use development; the location of areas where onsite soil absorption sewage disposal systems were known to be failing; the location and extent of gravity drainage areas tributary to major sewerage system pumping stations and to sewage treatment facilities; the location and capacity of existing and planned trunk sewers; the location of existing property ownership boundaries; and certain pertinent aspects of the natural resource base, including the location and extent of soils suitable for urban development, the location and extent of primary and secondary environmental corridors, and the location and extent of prime agricultural lands.

As previously noted, the Commission, as part of its regional planning program, including the delineation of sanitary sewer service areas and the subsequent refinements thereof, utilizes the "alternative futures" concept to deal with the uncertainties regarding factors affecting future growth and development within the Region. The sewer service area refinement effort for the Eagle Lake area thus incorporates a range of population levels with the most reasonable lower end of the population range based upon the Commission's intermediate-growth centralized land use plan and most reasonable upper end of the population range based upon the Commission's high-growth decentralized land use plan. Indeed, local sanitary sewer service area and sewerage facility planning work should consider a range of population levels in the evaluation of alternative facility plans in order to identify alternatives which perform well under a reasonable range of possible future conditions. Con-

Map 4

THE EAGLE LAKE SANITARY SEWER SERVICE AREA
AS DEFINED IN SEWRPC PLANNING REPORT NO. 30



Source: SEWRPC.

struction of certain facilities and mechanical and electrical components, such as pumps, compressors, and chemical feed equipment, of sewage treatment facilities are typically based upon relatively short-term population and loading forecasts. These facilities are often replaced or rebuilt at intervals of 10 to 15 years and are amenable to expansion in a staged manner. Accordingly, capital investment in such faci-

ties are often limited to those relatively certain to be needed over a 15- to 20-year design period. The use of the intermediate population forecast, thus, may be most appropriate for use in the design of such facilities.

Consideration of a high-growth population forecast, however, may be appropriate in delineating a service area and in the design of

certain components of the sewerage system that have a longer life, including gravity-flow conveyance facilities and certain treatment plant components such as hydraulic conduits and tanks. With respect to the size of the service area, the high-growth population forecast may be the most logical to use since the Commission's forecasting methodology analyses indicate that such a level is indeed potentially achievable within the Southeastern Wisconsin Region. A sanitary sewer service area size based upon that level may also be desirable in order to provide flexibility to communities in determining the spatial distribution of anticipated new urban development and to facilitate the operation of the urban land market. With respect to the design of certain components of the sewerage system, the use of the high-growth population forecast may also be desirable where the physical life of the facilities is substantially greater than 20 years. Thus, facility construction based upon the high-growth forecast and loading levels may be warranted where the physical life of the facilities extends beyond the 20-year planning period.

The refined year 2010 sanitary sewer service area tributary to the Eagle Lake Sewer Utility District sewage treatment facility, as submitted to public hearing, is shown on Map 5, together with existing trunk sewers.

The Eagle Lake sanitary sewer service area is based upon the Commission's high-growth decentralized land use plan and encompasses about 2.2 square miles, or about 11 percent of the total study area of 20.0 square miles.¹ This gross sewer service area includes 0.4 square mile of primary environmental corridors, less than 0.1 square mile of secondary environmental corridors, and about 0.1 square mile of isolated natural resource areas. Therefore, a total of about 0.5 square mile, or about 23 percent of the sewer service area, would be encompassed in environmentally sensitive areas, consisting of some primary and secondary environmental corridor and isolated natural resource area lands.

It should be noted that the environmentally significant lands indicated on Map 5 total approximately 10 acres more than the environ-

¹It should be noted that this area does not include the 540 acres of surface water associated with Eagle Lake.

mentally significant lands indicated on Map 3. As indicated on Map 6, these 10 acres are located in four areas within the 100-year recurrence interval floodplain, adjacent to Eagle Lake, and are proposed to remain undeveloped. These 10 acres are anticipated to be converted to primary environmental corridor over the plan design period.

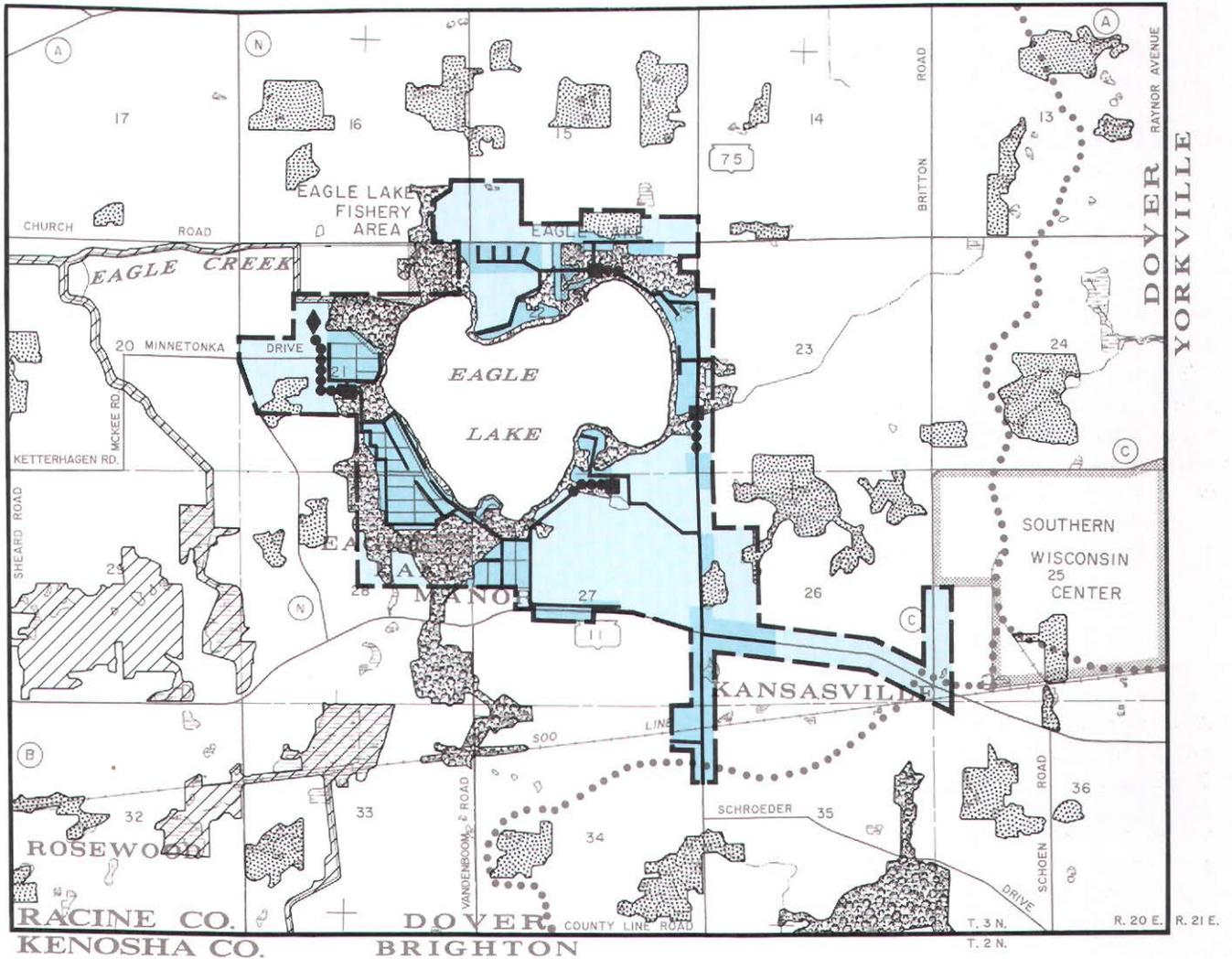
The refined year 2010 sanitary sewer service area tributary to the Eagle Lake sewage treatment facility would, under the Commission's high-growth decentralized land use plan, accommodate a plan year 2010 population of about 2,200 persons. Population levels within this area, however, would approximate about 1,500 persons under the intermediate-growth centralized land use plan. The incremental population and housing unit levels envisioned in the Eagle Lake sewer service area, under the high-growth decentralized land use plan, would be accommodated at a density of about 1.1 dwelling units per net residential acre. This density lies within the recommended density range for the Eagle Lake area of the region as identified in the Commission-adopted regional land use plan for the year 2010.²

²Net incremental residential density in the refined Eagle Lake sewer service area, as set forth under the Commission's high-growth decentralized land use plan, is determined by dividing the total number of incremental dwelling units in the sewer service area in the design year, by the net incremental residential land area anticipated within that area.

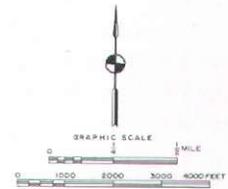
The total number of incremental dwelling units anticipated in the Eagle Lake sewer service area, 265 units, was determined by first identifying the total number of dwelling units anticipated in that area by the year 2010, 965, minus the number of existing dwelling units in that area in 1990, 700. Incremental net residential land anticipated in the Eagle Lake sewer service area, 245 acres, equals net developable land, 530 acres, minus lands allocated to other urban land uses, 40 percent or 212 acres, then minus lands allocated to local streets, 23 percent or 73 acres. The total number of incremental dwelling units anticipated in the sewer service area in the design year, 265 units, divided by the incremental net residential land within this area, 245 acres, results in an incremental net residential density of 1.1 dwelling units per acre.

Map 5

EAGLE LAKE SANITARY SEWER SERVICE AREA



- | | |
|--|--|
|  PRIMARY ENVIRONMENTAL CORRIDOR |  GROSS SANITARY SEWER SERVICE AREA BOUNDARY |
|  SECONDARY ENVIRONMENTAL CORRIDOR |  EXISTING PUBLIC SEWAGE TREATMENT FACILITY |
|  ISOLATED NATURAL RESOURCE AREA |  EXISTING LIFT STATION |
|  NET SANITARY SEWER SERVICE AREA (EXISTING) |  EXISTING TRUNK SEWER |
|  NET SANITARY SEWER SERVICE AREA (2010) |  EXISTING FORCE MAIN |



Source: SEWRPC.

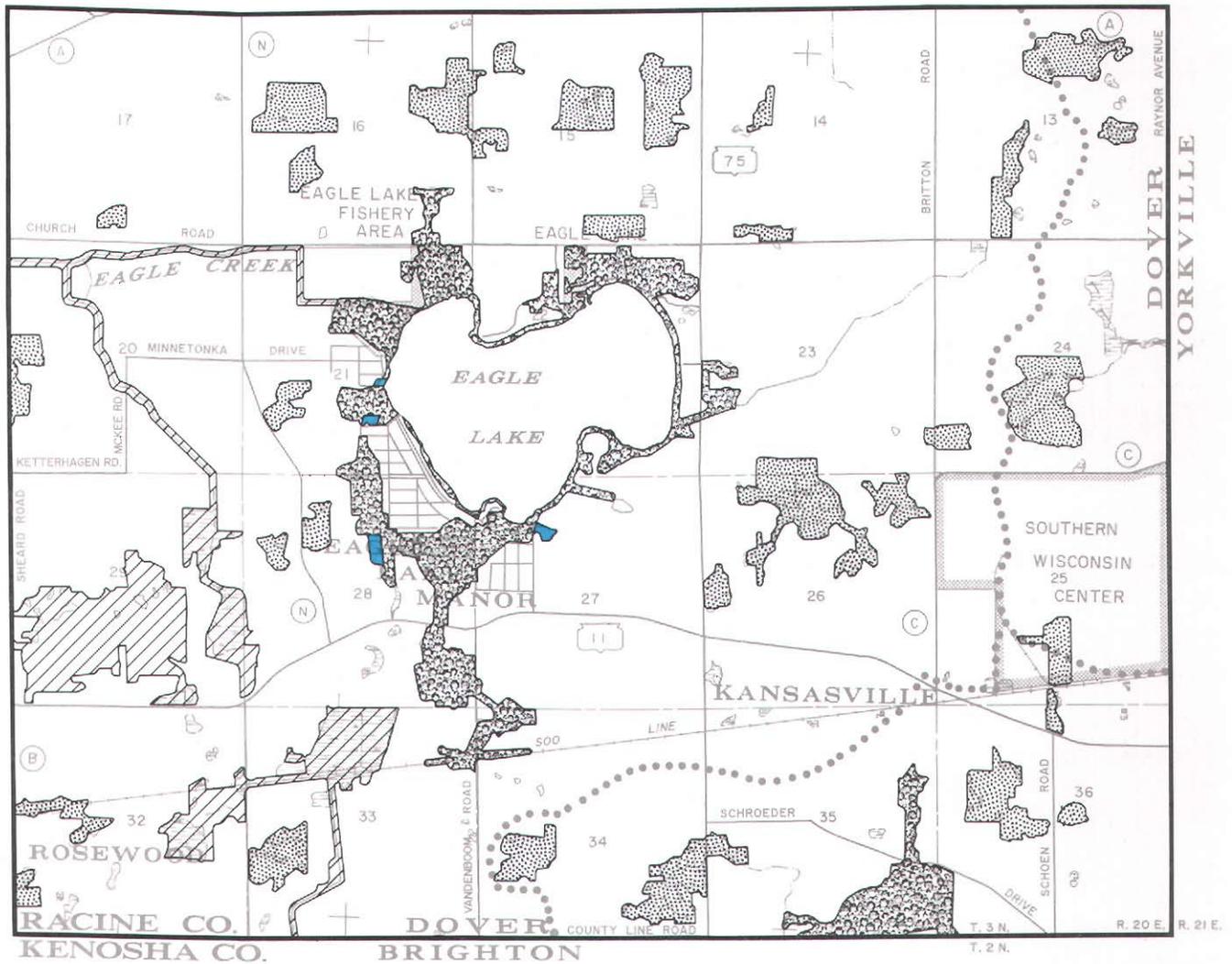
WATER QUALITY IMPACTS

Under this recommended sanitary sewer service area plan, it is envisioned that all of the planned urban service area proposed in the plan for urban use would receive sanitary sewer service. It is also envisioned that all lands within the

planned urban service area identified as primary environmental corridor not be developed for intensive urban use. It is recognized, however, that certain land uses requiring sanitary sewer service could be properly located in primary environmental corridors, including park and outdoor recreation facilities, certain institutional

Map 6

ANTICIPATED CHANGE IN THE ENVIRONMENTALLY SIGNIFICANT LANDS IN THE EAGLE LAKE SEWER SERVICE AREA: 1990-2010



uses, and, in some cases, residential development at a density not to exceed one dwelling unit per five-acres.

As discussed in a subsequent section of this report, provision of public sewer service for the forecast year 2010 population level within the

District may require expansion and improvement of the District sewage treatment plant, which discharges to Eagle Creek. The plant improvement and expansion would be required primarily to properly treat wet weather flows, particularly maximum monthly loadings. The average annual loadings are not expected to

exceed the current design loadings of the plant upon full development of the planned sewer service area. The Wisconsin Department of Natural Resources will provide effluent limitations for the expanded and improved plant. These limitations would be established on the basis of an analysis of the level of treatment needed to protect water quality conditions in the receiving watercourse. Based upon current practice, the limitations may be expected to be based upon a mass loading analysis which would limit the mass loading allowed to be discharged to the currently permitted level, thus requiring a higher level of treatment for a larger sewage treatment plant flow rate. Assuming proper site development and construction practices, including appropriate soil erosion control practices³ and compatible development within primary and secondary environmental corridors, isolated natural resource areas, or lands adjacent to such areas, and assuming the expansion and improvement of the treatment plant concerned, there should be no significant adverse water quality impacts attributable to the development of the planned sanitary sewer service area.

COST-EFFECTIVENESS ANALYSIS OF SEWAGE CONVEYANCE AND TREATMENT ALTERNATIVES

The planned sewer service area set forth in this report is about 0.8 square mile larger than the currently approved sewer service area set forth in the regional water quality management plan. All the planned sewer service area lies adjacent to the current sewer service area of the Eagle Lake Sewer Utility District. The nearest other public sanitary sewer system is located about 1.5 miles to the east. The type of development envisioned in the area should be provided with public sewer services. Clearly, the most cost-effective means of providing public sewer service to the entire service area is through the District sewerage system and sewage treatment plant.

³The Wisconsin Department of Natural Resources, in conjunction with the League of Wisconsin Municipalities, published a model ordinance which local units of government are encouraged to adopt to control construction site erosion as documented in "Model Ordinance," *The Municipality*, Vol. 82, No. 1, January 1987.

SEWAGE TREATMENT PLANT CAPACITY IMPACT ANALYSIS

The Eagle Lake Sewer Utility District sewage treatment plant has a capacity of 0.40 million gallons per day (mgd) of sewage on an average annual basis and about 1.0 mgd on a peak hourly basis. The current average annual flow rate is 0.19 mgd. Monthly average flows of 0.34 mgd and maximum daily flows of about 1.0 mgd have been experienced. The planned increase in sewer population from about 1,200 year-round residents and 400 seasonal residents in 1990 to a range of 1,500 to 2,200 year-round residents by the design year 2010, as well as an estimated 600 seasonal residents, is estimated to result in a flow rate of from 0.30 to 0.38 mgd on an average annual basis and from 0.52 to 0.67 mgd on a maximum monthly average basis. Furthermore, a peak hourly flow rate in excess of 1.0 mgd is expected. Because the projected maximum monthly average and peak hourly flows exceed the existing plant design capacity, it will be necessary to provide for expansion and improvement of the plant before the end of the planning period, with timing of the expansion and improvement dependent upon the actual rate of urban growth experienced within the planned sewer service area. Continued review of the District plant operations and of the State-required compliance maintenance report for the plant should provide a sound basis for determining the timing of the initiation of a facility planning program to explore plant expansion and improvement alternatives, and to recommend the best means of providing the needed expansion and improvement.

PUBLIC REACTION TO THE PROPOSED SANITARY SEWER SERVICE AREA

A public hearing was held on November 12, 1992, for the purpose of receiving comments on the proposed refined sanitary sewer service area, as shown on Map 5. The hearing was sponsored by the Town of Dover and the Regional Planning Commission. Minutes of the public hearing are presented in Appendix A.

A brief summary of the sewer service area refinement report for the Eagle Lake area was presented prior to receiving public comment. The rationale for refining and detailing the sanitary sewer service area tributary to the sewage

treatment plant operated by the Eagle Lake Sewer Utility District was discussed, as was the importance of the final delineation of the service area. In addition, the significance of environmentally sensitive lands within the Eagle Lake study area was discussed. Comments on the report and accompanying maps were then solicited.

A review of the hearing record indicates that no substantive concerns were raised at the hearing. Accordingly, no changes were made to the Eagle Lake sewer service area plan as presented at the public hearing and as reflected on Map 5.

Detailed delineations of the final Eagle Lake sanitary sewer service area and environmentally significant lands within that area are shown on a series of aerial photographs reproduced as Map 7 beginning on page 19 and continuing through page 24 of this report.

IMPLEMENTING RECOMMENDATIONS

It is recommended that the following steps be taken to implement the sanitary sewer service area proposals contained in this report:

1. Formal adoption or endorsement of SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000, and this SEWRPC Community Assistance Planning Report by the Town of Dover, as the operator of the sewage treatment facility, and by the Racine County Planning and Development Department, as the county planning agency having joint responsibility with the Town of Dover in planning and zoning and otherwise regulating the development of lands in the study area.
2. Formal adoption of this SEWRPC Community Assistance Planning Report by the Regional Planning Commission as an amendment to the regional water quality management plan set forth in SEWRPC Planning Report No. 30, with certification of this report as a plan amendment to all parties concerned, including the Wisconsin Natural Resources Board and the U. S. Environmental Protection Agency.
3. Review by all of the local units of government concerned of their zoning, land subdivision control, and related ordi-

nances to ensure that the policies expressed in such ordinances reflect the urban development recommendations inherent in the final delineated Eagle Lake sanitary sewer service area as shown on Maps 5 and 7. In particular, steps should be taken to ensure that those lands identified as being environmentally significant in this report are properly zoned to reflect a policy of retaining such lands, insofar as possible, in essentially natural, open uses.

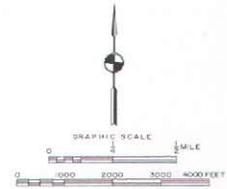
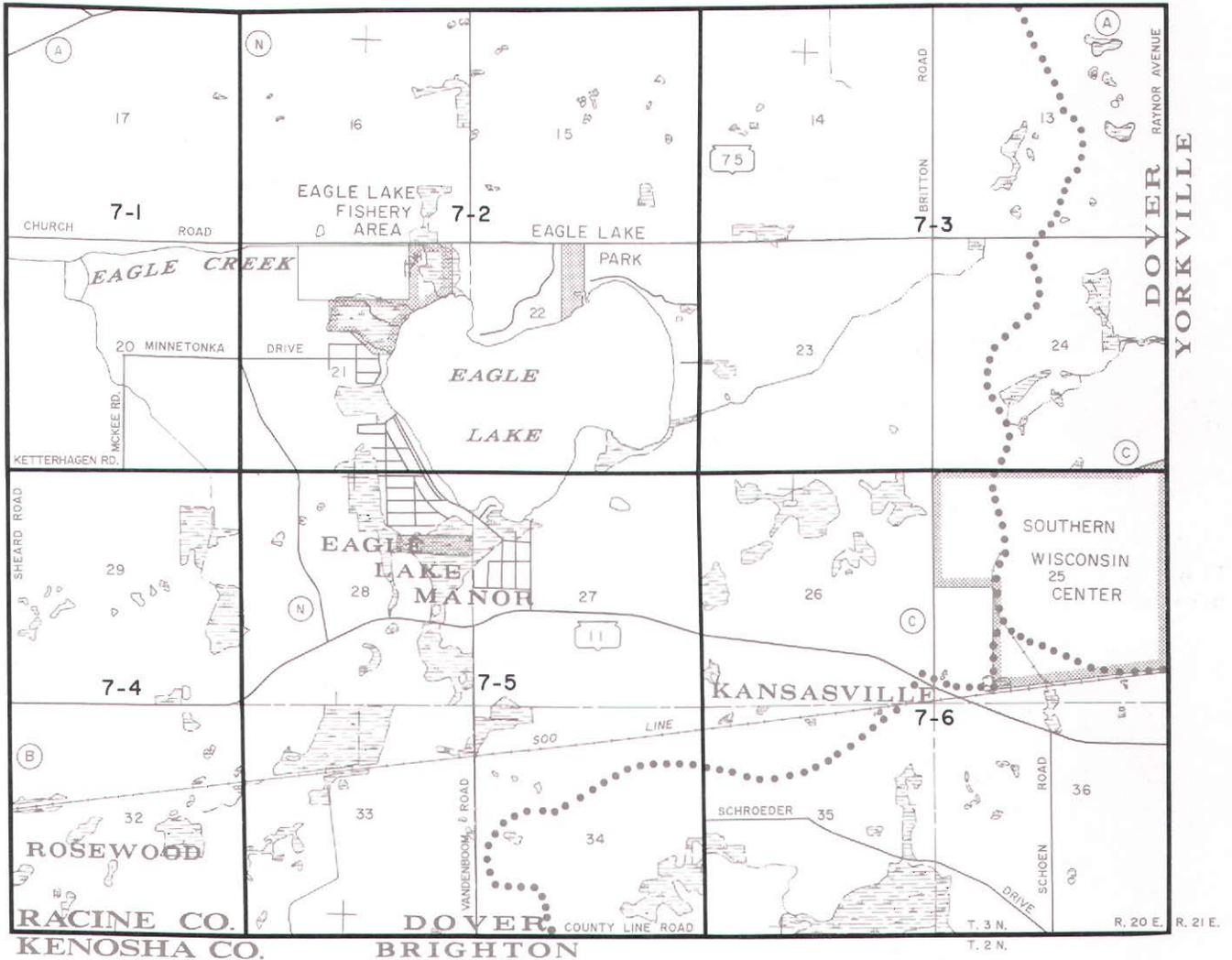
4. Review by the Town of Dover and Racine County of utility extension policies to ensure that such policies are consistent with the urban land development recommendations inherent in the delineation of the planned sanitary sewer service area.

SUBSEQUENT REFINEMENTS TO THE EAGLE LAKE SEWER SERVICE AREA

This report presents a refined sewer service area for the Eagle Lake area. The refined sewer service area was delineated cooperatively by the units and agencies of government concerned, and was subjected to review at a public hearing. It is envisioned that the delineated sewer service area will accommodate all new urban development anticipated in the Eagle Lake area to the year 2010. Like other long-range plans, however, this sewer service area plan should be periodically reviewed, every five years, to assure that it continues to properly reflect the urban development objectives of the communities involved, especially as such objectives may relate to the amount and spatial distribution of new urban development requiring sewer service. Should it be determined by the Town of Dover, as the operator of the sewage treatment facility involved, that amendments to the sewer service area plan as presented herein are necessary, the Town should ask the Southeastern Wisconsin Regional Planning Commission for assistance in undertaking the technical work required to properly amend the plan. Any such plan revision should be carried out in a manner similar to that utilized in the refinement effort described in this report. While plan amendment may be expedited because study area base maps have been prepared and certain inventories completed as part of the sewer service area planning documented herein, such amendment should be subject to the

Map 7

INDEX OF MAPS SHOWING THE ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED SANITARY SEWER SERVICE AREA FOR THE EAGLE LAKE SEWER UTILITY DISTRICT AND ENVIRONS



Source: SEWRPC.

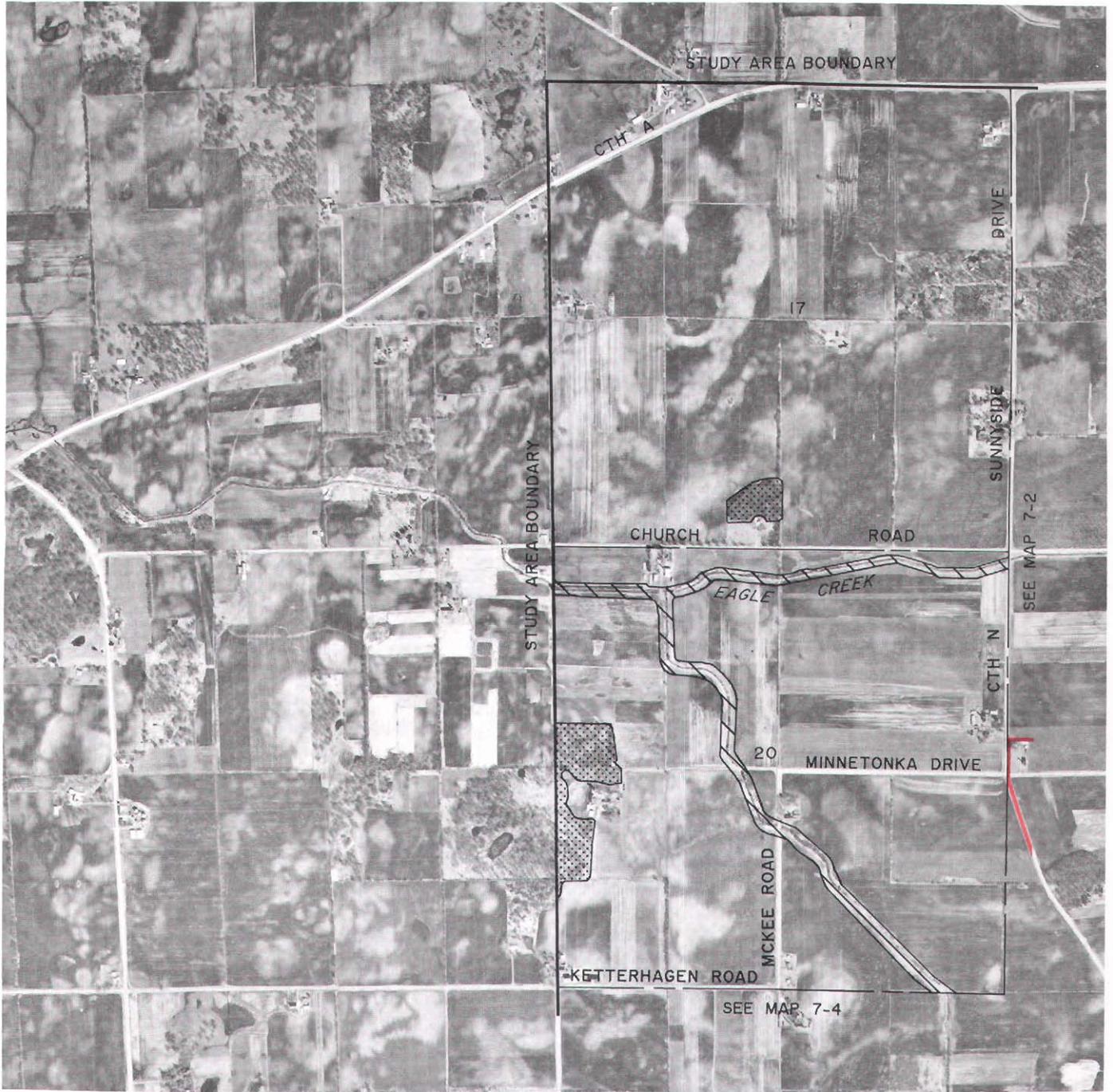
same analyses and interagency review, and should include a public hearing to obtain the comments and suggestions of those citizens and landowners most affected by the proposed changes to the sewer service area boundary. Upon agreement on a revised sewer service area,

the new plan map should be endorsed by the Town Board of the Town of Dover and by the Southeastern Wisconsin Regional Planning Commission prior to certification to the Wisconsin Department of Natural Resources and the U. S. Environmental Protection Agency.

Map 7-1

ENVIRONMENTALLY SIGNIFICANT LANDS FOR THE
EAGLE LAKE SEWER UTILITY DISTRICT AND ENVIRONS

U. S. Public Land Survey Sections 17 and 20
Township 3 North, Range 20 East



LEGEND

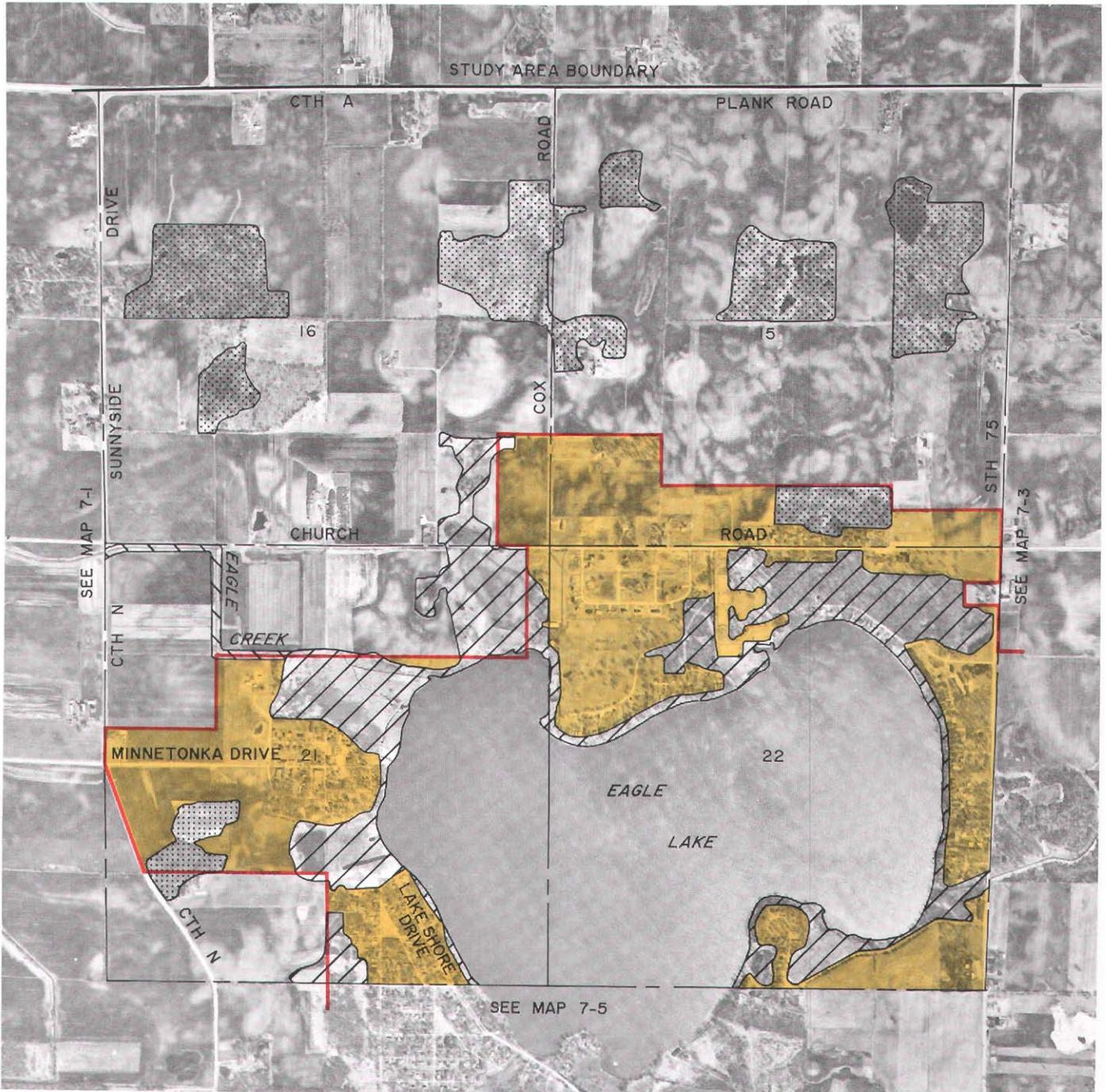
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL RESOURCE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY



Source: SEWRPC.

ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED SANITARY SEWER SERVICE AREA FOR THE EAGLE LAKE SEWER UTILITY DISTRICT AND ENVIRONS

U. S. Public Land Survey Sections 15, 16, 21, and 22
Township 3 North, Range 20 East



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL RESOURCE AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY

Source: SEWRPC.



Map 7-3

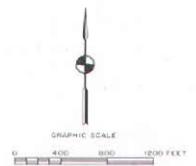
ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED SANITARY SEWER SERVICE AREA FOR THE EAGLE LAKE SEWER UTILITY DISTRICT AND ENVIRONS

U. S. Public Land Survey Sections 13, 14, 23, and 24
Township 3 North, Range 20 East



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL RESOURCE AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY



Source: SEWRPC.

Map 7-4

ENVIRONMENTALLY SIGNIFICANT LANDS FOR THE
EAGLE LAKE SEWER UTILITY DISTRICT AND ENVIRONS

U. S. Public Land Survey Sections 29 and 32
Township 3 North, Range 20 East



LEGEND

-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL RESOURCE AREA

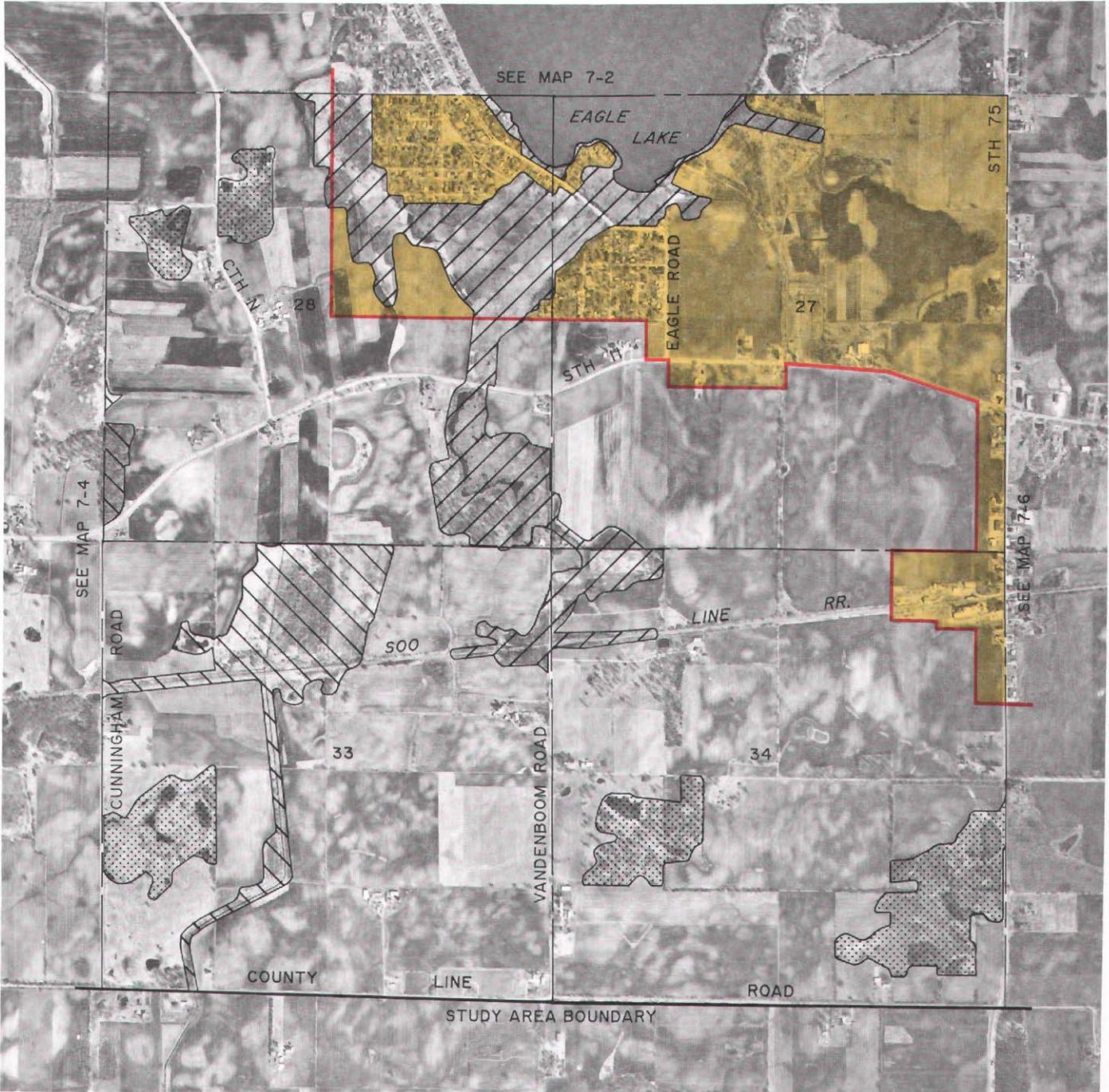


Source: SEWRPC.

Map 7-5

ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED SANITARY SEWER SERVICE AREA FOR THE EAGLE LAKE SEWER UTILITY DISTRICT AND ENVIRONS

U. S. Public Land Survey Sections 27, 28, 33, and 34
Township 3 North, Range 20 East



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL RESOURCE AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY

Source: SEWRPC.



Map 7-6

ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED SANITARY SEWER SERVICE AREA FOR THE EAGLE LAKE SEWER UTILITY DISTRICT AND ENVIRONS

U. S. Public Land Survey Sections 25, 26, 35, and 36
Township 3 North, Range 20 East



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL RESOURCE AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY



Source: SEWRPC.

APPENDICES

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Appendix A

MINUTES OF PUBLIC HEARING

Sanitary Sewer Service Area for the Eagle Lake Sewer Utility District
November 12, 1992
7:00 p.m.

A public hearing was held on November 12, 1992 at 7:00 p.m. at the Dover Town Hall, Kansasville, Wisconsin for the purpose of receiving public comment on, and reaction to, a proposed year 2010 sewer service area plan for the Eagle Lake Sewer Utility District. Present were Chairman Edmond Karczewski, Supervisors Michael Lena and Patricia Bruenning, Sewer Commissioner Jean Gagnon, Planning Commissioners Jim Nolan, Pete Greil, John Zinnen, George Cicon, and Rich Goetsch, SEWRPC representatives Bruce Rubin and Joel Bietl, and county representative Arnold Clemment.

Bruce Rubin explained water quality plan was used as basis for which lands get used for sewer and which did not. Environmental lands near the lake are to be protected and the lake to be protected. The proposed sewer service area would accomodate sewer development but not required to provide sewer.

Comments follow:

Jack Hanson is concerned for the environmental area southwest of Hwy. 11 & 75, traffic on a town road being Church road where service area expanded, and that Kansasville itself was left out of projected development. Daun Frauenfelder feels it is too early to set these sewer service boundaries when there is no town plan. Wants to know what considerations were taken into account for this plan. Karczewski stated the plan was encouraging sewer where development is.

Rubin agreed town should have a plan which starts with this plan which refines area where the sewer is laid out. Frauenfelder would like to see more light industry than residential in the town and feels area behind the town hall on Beaumont Avenue should be left in the area to promote the light industry.

Jack Hanson wants to see development away from the lake possibly right in Kansasville because soils around the lake wouldn't suit building anyway.

Reuben stated that a number of years back soil would have been a factor, however now with new technology, if you don't provide sewer, houses can be built anyway.

Frauenfelder asked why the "Dillworth property" on the corner of Eagle Road and Hwy. 75 is still in the service area.

Lena attempted to explain how the service area was expanded where the growth is already taking place.

Eugene Lavin asked why is the area going beyond the original sewer district stating that people don't want more

development and don't need to protect lands any further out from the lake; extending the sewer would be too costly. Robert Merriman says he and neighbors on Church Road never asked to be on sewer.

Jeff Bratz (sewer plant operator) stated some have asked in that area about having sewer hook-up.

Rubin stated again this boundary shows where it could be developed.

Bruenning stated the town survey #53 reads 33% desire residential ~~growth~~ growth.

Arnold Clemment says shaded area on maps not necessarily going to be developed. People can ask for amendment at any time. Plans are market driven. He states this is one step toward master plan. Growth can be controlled by zoning, such as A-1 zoning.

Hanson feels A-1 zoning would be a good idea.

Joyce Dremel asked why there wasn't a whole town plan instead of just pieces at a time.

Concerns about annexation on Highway 11 were expressed; if not in boundary, would it go to Yorkville?

Concerns for costs of expanding were expressed.

It was agreed by all that audience didn't understand the board and the board didn't understand audience. More concern shown for too much growth, traffic, schools, town, etc.

Questions presented to the board regarding the sewer commission such as who lived in the sewer district, etc.

Karczewski stated the plan allows for organized growth.

Bart Ament wants to know how hard to get back into the sewer service area if land is taken out. Rubin stated that Ament's land was not taken out of utility district just out of sewer service area. Sewer service area can always be changed.

Hanson still thinks it would be inviting development where the sewer service area boundaries are proposed.

With a show of hands, 17 voted against proposal and 0 for, however, numerous people were noncommittal.

Rich Goetsch stated the plan just defines service area. He says we need to hear from people with concerns about their own land not people telling someone else what to do with their land.

Rubin stated his role is to work with the Town Board and planning commission and says proposed area is about equal to what exists right now.

Greil ~~mentioned~~ ^{Moved}, Goetsch seconded to adjourn and meeting unanimously adjourned.

Diane Baumeister, Clerk