

**AMENDMENT TO THE
REGIONAL WATER QUALITY
MANAGEMENT PLAN
CITY OF CEDARBURG
VILLAGE OF GRAFTON**

**AS ADOPTED BY THE
SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION
MARCH 2015**

SOUTHEASTERN WISCONSIN
REGIONAL PLANNING COMMISSION

KENOSHA COUNTY

Adelene Greene,
Secretary
Robert W. Pitts
Michael J. Skalitzky

RACINE COUNTY

Mike Dawson
David L. Eberle
Peggy L. Shumway

MILWAUKEE COUNTY

Marina Dimitrijevic
Brian R. Dranzik
William R. Drew,
Treasurer

WALWORTH COUNTY

Charles L. Colman
Vice Chairman
Nancy Russell,
Linda J. Seemeyer

OZAUKEE COUNTY

Thomas H. Buestrin
David W. Opitz
Gus W. Wirth, Jr.

WASHINGTON COUNTY

Daniel S. Schmidt
Daniel W. Stoffel
David L. Stroik,
Chairman

WAUKESHA COUNTY

Michael A. Crowley
Jose M. Delgado
James T. Dwyer

SOUTHEASTERN WISCONSIN REGIONAL
PLANNING COMMISSION STAFF

Kenneth R. Yunker, PE Executive Director

Michael G. Hahn, PE, PH Deputy Director

Elizabeth A. Larsen, SPHR Assistant Director-Administration

Stephen P. Adams Public Involvement and Outreach Manager

Nancy M. Anderson, AICP Chief Community Assistance Planner

Christopher T. Hiebert, PE. Chief Transportation Engineer

Laura L. Kletti, PE, CFM. Chief Environmental Engineer

John G. McDougall Geographic Information Systems Manager

David A. Schilling Chief Land Use Planner

Dr. Thomas M. Slawski Chief Biologist

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

W239 N1812 ROCKWOOD DRIVE • PO BOX 1607 • WAUKESHA, WI 53187-1607 •

TELEPHONE (262) 547-6721
FAX (262) 547-1103

Serving the Counties of:

KENOSHA
MILWAUKEE
OZAUKEE
RACINE
WALWORTH
WASHINGTON
WAUKESHA



SUBJECT: Certification of Amendment to the Adopted Regional Water Quality Management Plan (Cedarburg and Grafton Sanitary Sewer Service Areas)

TO: The Legislative Bodies of Concerned Local Units of Government within the Southeastern Wisconsin Region, namely: the County of Ozaukee, the City of Cedarburg, and the Village of Grafton

This is to certify that at the meeting of the Southeastern Wisconsin Regional Planning Commission, held on the 18th day of March 2015, the Commission did by unanimous vote of all Commissioners present, being 15 ayes and 0 nays, and by appropriate Resolution, a copy of which is made a part hereof and incorporated by reference to the same force and effect as if it had been specifically set forth herein in detail, adopt an amendment to the regional water quality management plan, which plan was originally adopted by the Commission on the 12th day of July 1979, as part of the master plan for the physical development of the Region. Said amendment to the regional water quality management plan pertains to the revised Cedarburg and Grafton sanitary sewer service areas and consists of the documents attached hereto and made a part hereof. Such action taken by the Commission is recorded on, and is a part of, said plan, and the plan as amended is hereby transmitted to the constituent local units of government for consideration, adoption, and implementation.

IN TESTIMONY WHEREOF, I have hereunto set my hand and seal and cause the Seal of the Southeastern Wisconsin Regional Planning Commission to be hereto affixed. Dated at the City of Pewaukee, Wisconsin, this 19th day of March 2015.

David L. Stroik, Chairman
Southeastern Wisconsin
Regional Planning Commission

ATTEST:

Kenneth R. Yunker, Deputy Secretary

(This page intentionally left blank)

RESOLUTION NO. 2015-02

**RESOLUTION OF THE SOUTHEASTERN WISCONSIN REGIONAL PLANNING
COMMISSION AMENDING THE ADOPTED REGIONAL WATER QUALITY
MANAGEMENT PLAN, THAT PLAN BEING A PART OF THE MASTER PLAN
FOR THE PHYSICAL DEVELOPMENT OF THE REGION CONSISTING OF THE
COUNTIES OF KENOSHA, MILWAUKEE, OZAUKEE, RACINE, WALWORTH,
WASHINGTON, AND WAUKESHA IN THE STATE OF WISCONSIN
(CEDARBURG AND GRAFTON SANITARY SEWER SERVICE AREAS)**

WHEREAS, pursuant to Section 66.0309(10) of the *Wisconsin Statutes*, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), at a meeting held on the 12th day of July 1979, duly adopted a regional water quality management plan as documented in the three-volume SEWRPC Planning Report No. 30, *A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000*; and

WHEREAS, the Commission duly adopted an amendment to the regional water quality management plan refining and detailing the Cedarburg and Grafton sanitary sewer service areas as documented in SEWRPC Community Assistance Planning Report No. 91 (2nd Edition), *Sanitary Sewer Service Areas for the City of Cedarburg and the Village of Grafton, Ozaukee County, Wisconsin*, June 1996, as amended; and

WHEREAS by e-mail letter received October 23, 2014, the Village of Grafton requested that the Commission amend the Cedarburg and Grafton sanitary sewer service areas to remove certain lands from the Cedarburg sewer service area tributary to the City of Cedarburg sewage treatment facility and add those lands to the Grafton sewer service area; and

WHEREAS, the proposed amendment to the regional water quality management plan is documented in a Commission staff memorandum entitled, "Response to Request by the Village of Grafton to Amend the Cedarburg and Grafton Sanitary Sewer Service Areas," attached hereto and made a part hereof; and

WHEREAS, the requested change to the regional water quality management plan, as documented in the aforementioned staff memorandum, was the subject of a public hearing held jointly by the Village of Grafton and the Regional Planning Commission on January 19, 2015; and

WHEREAS, Section 66.0309(9) of the *Wisconsin Statutes* authorizes and empowers the Regional Planning Commission, as the work of making the whole master plan progresses, to amend, extend, or add to the master plan or carry any part or subject thereof into greater detail;

NOW, THEREFORE, BE IT HEREBY RESOLVED:

FIRST: That the regional water quality management plan for the Southeastern Wisconsin Region, being a part of the master plan for the physical development of the Region and comprised of SEWRPC Planning Report No. 30, Volumes One, Two, and Three, which was adopted by the Commission as a part of the master plan on the 12th day of July 1979, and which was subsequently amended to include the refined Cedarburg and Grafton sewer service areas, be and the same hereby is amended in the manner identified on Map 1 of the aforementioned SEWRPC staff memorandum.

RESOLUTION NO. 2015-02

SECOND: That the Executive Director is authorized to submit findings to the Wisconsin Department of Natural Resources and the Wisconsin Department of Safety and Professional Services that public and private sanitary sewer extensions necessary to serve the anticipated development on the lands concerned are in conformance with, and would serve to implement, the adopted regional water quality management plan as herein amended.

THIRD: That a true, correct, and exact copy of this resolution, together with the aforementioned SEWRPC staff memorandum, shall be forthwith distributed to each of the local legislative bodies of the local governmental units within the Region entitled thereto and to such other bodies, agencies, or individuals as the law may require or as the Commission, its Executive Committee, or its Executive Director, at their discretion, shall determine and direct.

The foregoing resolution, upon motion duly made and seconded, was regularly adopted at the meeting of the Southeastern Wisconsin Regional Planning Commission held on the 18th day of March 2015, the vote being: Ayes 15; Nays 0.



David L. Stroik, Chairman

ATTEST:



Kenneth R. Yunker, Deputy Secretary

SEWRPC STAFF MEMORANDUM

RESPONSE TO REQUEST BY THE VILLAGE OF GRAFTON TO AMEND THE CEDARBURG AND GRAFTON SANITARY SEWER SERVICE AREAS

INTRODUCTION

By e-mail letter received October 23, 2014, the Village of Grafton requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) amend the Grafton sanitary sewer service area, tributary to the Village of Grafton sewage treatment facility, as that area is currently documented in SEWRPC Community Assistance Planning Report No. 91 (2nd Edition), *Sanitary Sewer Service Areas for the City of Cedarburg and the Village of Grafton, Ozaukee County, Wisconsin*, dated June 1996, as amended. The basic purpose of the amendment would be to remove certain lands from the Cedarburg sanitary sewer service area tributary to the City of Cedarburg sewage treatment facility and add those lands to the Grafton sanitary sewer service area.

AREA DESCRIPTION

As shown on Map 1, the area proposed to be removed from the Cedarburg sanitary sewer service area and added to the Grafton sanitary sewer service area encompasses approximately three acres and is located on the north side of Columbia Road within the southern half of the northeast quarter of U.S. Public Land Survey Section 26, Township 10 North, Range 21 East, Village of Grafton, Ozaukee County, Wisconsin. The subject area includes the westerly portion of tax key parcel 100260303300—the easterly portion of which is already within the Grafton planned sewer service area.

The subject area is proposed to be developed as multi-family residential use as identified in the Village of Grafton comprehensive plan. It is estimated that upon full development, the subject site would accommodate about 16 housing units with an estimated population of 40 persons.

There are no environmental corridors, isolated natural resource areas, or wetlands within the subject area.

A more detailed delineation of the amended sewer service area is shown on the aerial photograph reproduced as Map 2.

RELATIONSHIP OF THE PROPOSED CHANGE TO THE EXISTING SANITARY SEWER SERVICE AREA

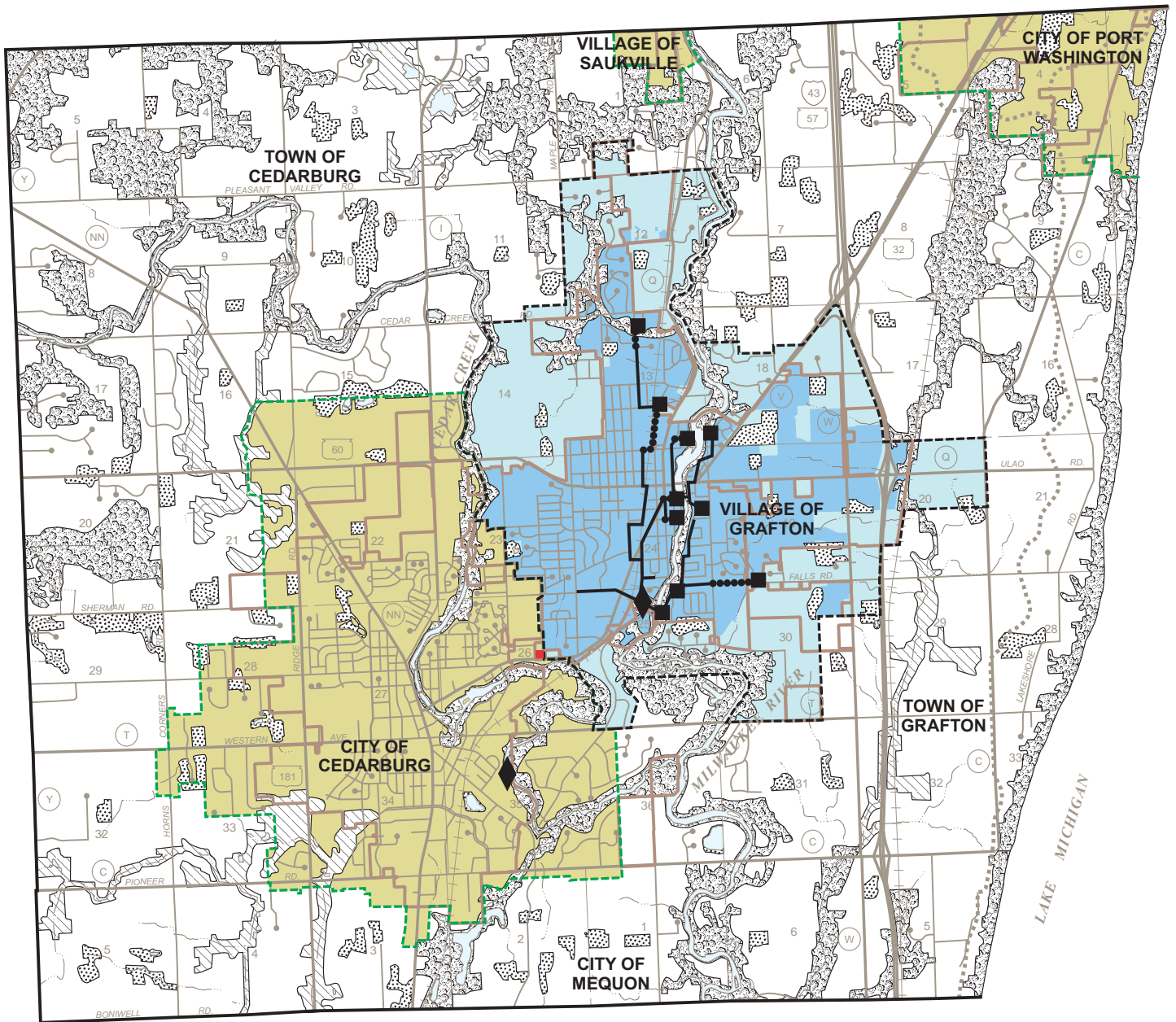
The proposed addition of three acres to the Grafton sanitary sewer service area represents an increase in the Grafton planned sewer service area of less than 1 percent. The proposed addition would increase the resident population of the Grafton sewer service area by less than 1 percent. Correspondingly, the loss of acreage to the Cedarburg sanitary sewer service area would result in a decrease in that sewer service area of less than 1 percent.

WATER QUALITY IMPACTS

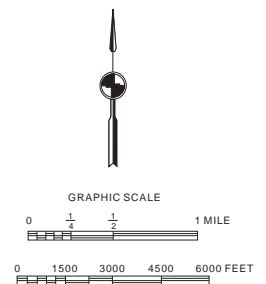
Under the adopted regional water quality management plan and the Grafton sanitary sewer service area plan, it is envisioned that all new urban development within the planned sewer service area would receive sanitary sewer service. Assuming that all applicable Federal, State, and local permits are obtained and that proper site development and construction practices are employed, there should be no significant adverse water quality impacts attributable to the development of the planned sanitary sewer service area.

Map 1

**PROPOSED AMENDMENT TO THE CITY OF CEDARBURG
AND VILLAGE OF GRAFTON SANITARY SEWER SERVICE AREAS**



- | | | | |
|--|---|--|--|
| | PRIMARY ENVIRONMENTAL CORRIDOR | | PLANNED SANITARY SEWER SERVICE AREA BOUNDARY |
| | SECONDARY ENVIRONMENTAL CORRIDOR | | EXISTING PUBLIC SEWAGE TREATMENT FACILITY |
| | ISOLATED NATURAL RESOURCE AREA | | EXISTING PUMPING STATION |
| | EXISTING AREA SERVED BY VILLAGE OF GRAFTON SANITARY SEWERAGE SYSTEM: 2010 | | EXISTING GRAVITY SEWER |
| | VILLAGE OF GRAFTON PLANNED SANITARY SEWER SERVICE AREA | | EXISTING FORCE MAIN |
| | OTHER PLANNED SANITARY SEWER SERVICE AREAS | | |
| | AREA PROPOSED TO BE REMOVED FROM THE CEDARBURG SANITARY SEWER SERVICE AREA AND ADDED TO THE GRAFTON SANITARY SEWER SERVICE AREA | | |



Source: SEWRPC.

WASTEWATER TREATMENT PLANT CAPACITY

Wastewater from the proposed multi-family residential development on the subject property will be conveyed through the Grafton sewerage system and treated at the Grafton sewage treatment facility. The Village of Grafton sewage treatment facility was upgraded in 2005 and has a design capacity of 2.5 million gallons per day (mgd) on an average annual flow basis. The 2014 wastewater flow rate is about 1.2 mgd on an average annual basis. The proposed addition to the Grafton planned sewer service area would add a planned residential development area of about three acres with a population of about 40 persons. The anticipated sewage flow to be generated in the area proposed to be added to the sewer service area is expected to be less than 0.01mgd on an average annual basis. Thus, the treatment plant has adequate capacity to treat sewage flows from the subject area.

PUBLIC REACTION TO THE PLAN AMENDMENT

A public hearing was held on January 19, 2015, at the Grafton Village Hall to receive public comment on, and reaction to, the proposed sewer service area amendment. The hearing was sponsored by the Village of Grafton and the Regional Planning Commission. No objections to the proposed amendment were expressed at the hearing.

LOCAL ACTION ON THE PLAN AMENDMENT

The amendment was approved by the City of Cedarburg Common Council on January 12, 2015. The Village of Grafton Board of Trustees approved the amendment on March 2, 2015.

CONCLUDING RECOMMENDATION

The Regional Planning Commission's evaluation of proposed sanitary sewer service area amendments includes a consideration of whether the amendment is consistent with the regional land use plan, the regional water quality management plan, and the provisions of the *Wisconsin Administrative Code* governing water quality management plans, and whether established procedures for amending sewer service areas have been followed.

- **Consistency with the Regional Land Use Plan**

The regional land use plan recommends that, in addition to the infilling and redevelopment of existing urban centers, new urban development within the Region be accommodated through the orderly expansion of existing urban centers in locations which can be readily served by basic urban facilities, including sanitary sewer service, with the overall amount of new urban development consistent with projected growth in population and the economic base. The regional land use plan further recommends the preservation of primary environmental corridors and that consideration be given to the preservation of secondary environmental corridors and isolated natural resource areas. The proposed sewer service area amendment is consistent with these recommendations of the regional land use plan.

- **Consistency with the Regional Water Quality Management Plan**

The regional water quality management plan recommends that new urban development within the Region be provided with centralized sanitary sewer service. The plan designates a wastewater treatment plant to serve each of the urban centers within the Region that are identified in the regional land use plan. In the case at hand, the subject area has historically been identified as an area to be served by the public sanitary sewerage system tributary to the Cedarburg sewerage treatment facility. However, the City of Cedarburg and the Village of Grafton have agreed the subject area can be readily served by the Grafton sewerage system. Consequently, the proposed sewer service area amendment is consistent with these recommendations of the regional water quality management plan.

- **Consistency with Chapter NR 121 of the *Wisconsin Administrative Code***

Chapter NR 121 of the *Wisconsin Administrative Code* governs the preparation of areawide water quality management plans, including the component sewer service area plans. The code requires that sewer service areas be determined in a way that promotes cost-effective and environmentally sound wastewater collection and treatment and that is consistent with 20-year population projections. Under the code, sewer service area plans must identify lands that are to be excluded from sewer service because of physical or environmental constraints or potential adverse water quality impacts. The proposed sewer service area amendment is consistent with these provisions of the *Wisconsin Administrative Code*.

- **Consistency with Procedural Requirements**

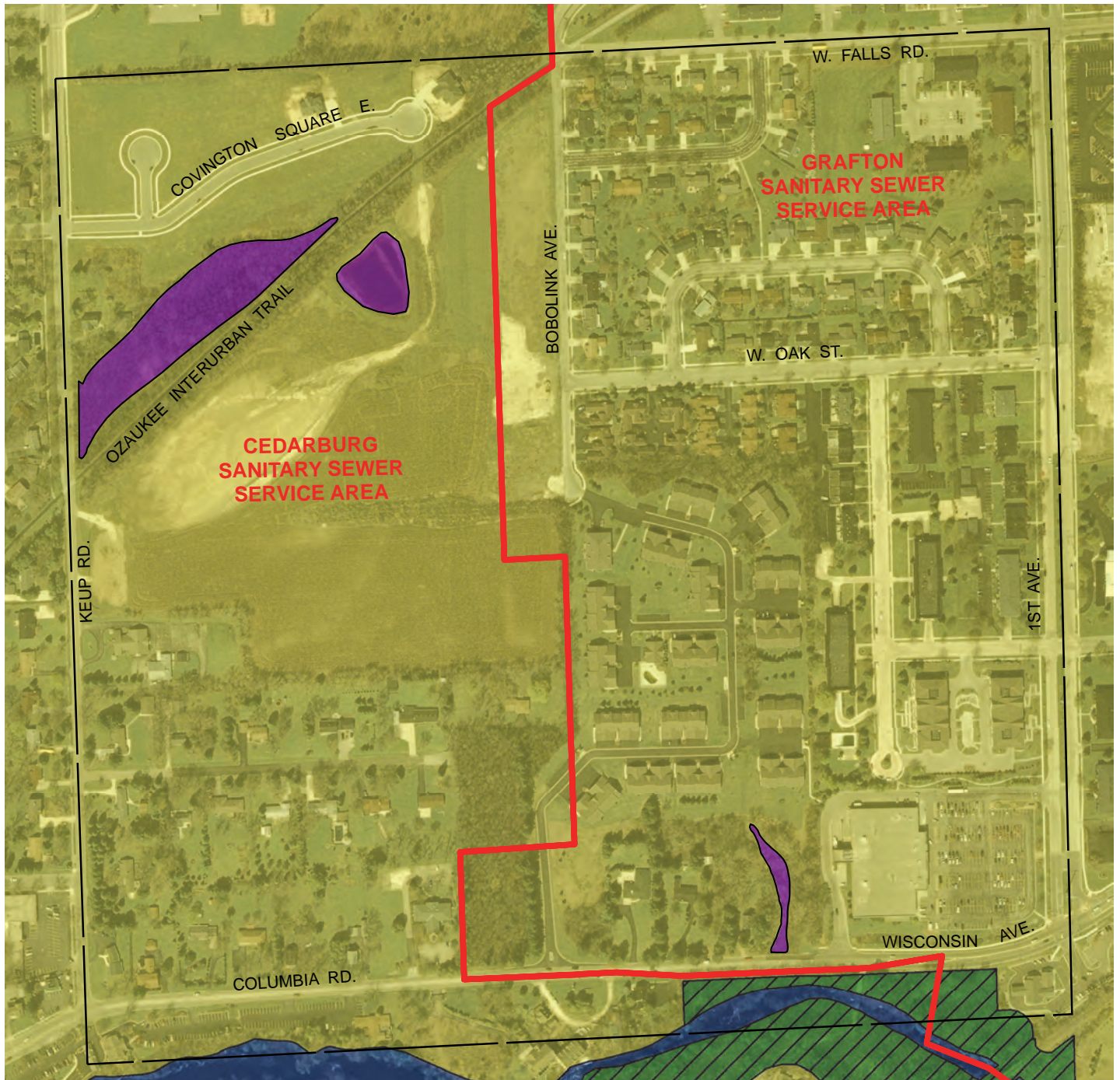
As carried out by the Regional Planning Commission, the sewer service area amendment process must begin with a request to the Commission from the appropriate local unit of government or government agency to process the amendment. A public hearing must be held on the proposed amendment; the hearing is jointly sponsored by the Regional Planning Commission and the requesting agency or unit of government. Subsequent to the public hearing, the requesting agency or unit of government must act to approve the amendment as presented at the hearing, approve a modified amendment, or deny the amendment. Only after approval by the requesting agency or unit of government will the proposed amendment be considered for adoption by the Regional Planning Commission as an amendment to the areawide water quality management plan. All of the Commission's procedural requirements have been met for this amendment.

Given all of the foregoing, it is recommended that the Southeastern Wisconsin Regional Planning Commission formally amend the Village of Grafton sanitary sewer service area as documented in SEWRPC Community Assistance Planning Report No. 91 (2nd Edition), as amended, in the manner shown on Map 1. It is also recommended that the Wisconsin Department of Natural Resources approve this sewer service area plan amendment and transmit the plan amendment to the U.S. Environmental Protection Agency for certification.

Map 2

ENVIRONMENTALLY SIGNIFICANT LANDS AND CEDARBURG AND GRAFTON PLANNED SANITARY SEWER SERVICE AREAS

Northeast Quarter of U.S. Public Land Survey Section 26
Township 10 North, Range 21 East



Photography Date: April 2010



PRIMARY ENVIRONMENTAL CORRIDOR



WETLANDS AND SURFACE WATER AREAS LESS THAN FIVE ACRES IN SIZE LOCATED OUTSIDE ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS



SURFACE WATER WITHIN ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS



PLANNED SANITARY SEWER SERVICE AREA



GROSS SANITARY SEWER SERVICE AREA BOUNDARY

RESTRICTIONS ON SEWERED DEVELOPMENT



PRIMARY ENVIRONMENTAL CORRIDORS WITHIN THE PLANNED SANITARY SEWER SERVICE AREA: THE EXTENSION OF SEWERS TO SERVE NEW DEVELOPMENT IS CONFINED TO LIMITED RECREATIONAL AND INSTITUTIONAL USES AND RURAL-DENSITY RESIDENTIAL DEVELOPMENT IN AREAS OTHER THAN WETLANDS, FLOODLANDS, SHORELANDS, AND STEEP SLOPES.

NOTE:

This map replaces a portion of Map 8-13, page 37, of SEWRPC Community Assistance Planning Report No. 91 (2nd Edition), Sanitary Sewer Service Areas for the City of Cedarburg and the Village of Grafton, Ozaukee County, Wisconsin, June 1996.



GRAPHIC SCALE

0 100 200 300 400 FEET

Source: SEWRPC.

(This page intentionally left blank)

APPENDIX

(This page intentionally left blank)

Appendix A

REGIONAL HOUSING PLAN: JOB/HOUSING BALANCE ANALYSIS

On March 13, 2013, the Regional Planning Commission adopted a regional housing plan for the seven-county Southeastern Wisconsin Region. That plan is documented in SEWRPC Planning Report No. 54, *A Regional Housing Plan for Southeastern Wisconsin*, dated March 2013. The plan addresses a range of housing issues and concerns, including the balance between jobs and housing throughout the Region. The plan includes a generalized analysis of the “job/housing balance” for subareas of the Region. The regional housing plan recommends that the findings of the job/housing analysis be provided to communities seeking to amend their sanitary sewer service areas. Accordingly, the findings of that analysis are summarized in this appendix.

The job/housing analysis conducted under the regional housing study was refined to examine the relationship between jobs and housing that would exist in areas planned by local governments to be served by a public sanitary sewer system, assuming implementation of adopted long-range comprehensive plans for those areas. For each sewered community, the analysis compared the projected relative shares of lower-cost, moderate-cost, and higher-cost housing¹ with the projected relative shares of lower-wage, moderate-wage, and higher-wage jobs,² respectively. Job/housing imbalances identified under this analysis are indicated on Map A-1. A “lower-cost” job/housing imbalance indicates a community projected to have a higher percentage of lower-wage jobs than lower-cost housing. A “moderate-cost” job/housing imbalance indicates a community projected to have a higher percentage of moderate-wage jobs than moderate-cost housing.

Map A-1 shows the Village of Grafton is projected to have lower-cost and moderate-cost job/housing imbalances. The regional housing plan encourages further community-level analyses, recognizing that the community-level analysis may consider community-specific wage data and housing price data that were not available on an areawide basis for the regional analysis.

The regional housing plan recommends that communities which are demonstrated to have a job/housing imbalance consider making changes to their comprehensive plan and zoning ordinance, as appropriate, in order to enable the provision of housing suitable for the people holding jobs in their community. Actions to address a moderate-cost job/housing imbalance could include modifying the comprehensive plan to permit some single-family residences on smaller lots (1/4 acre or less) and of modest square footage (1,200 square feet). Actions to address a lower-cost job/housing imbalance could include modifying the comprehensive plan to permit some modest multi-family housing (density of about 10 housing units per acre and 800 square feet per two bedroom apartment).

Additional information about the housing plan and the job/housing balance analysis is available on the SEWRPC website (www.sewrpc.org/sewrpc/housing.htm) or by contacting the SEWRPC staff.

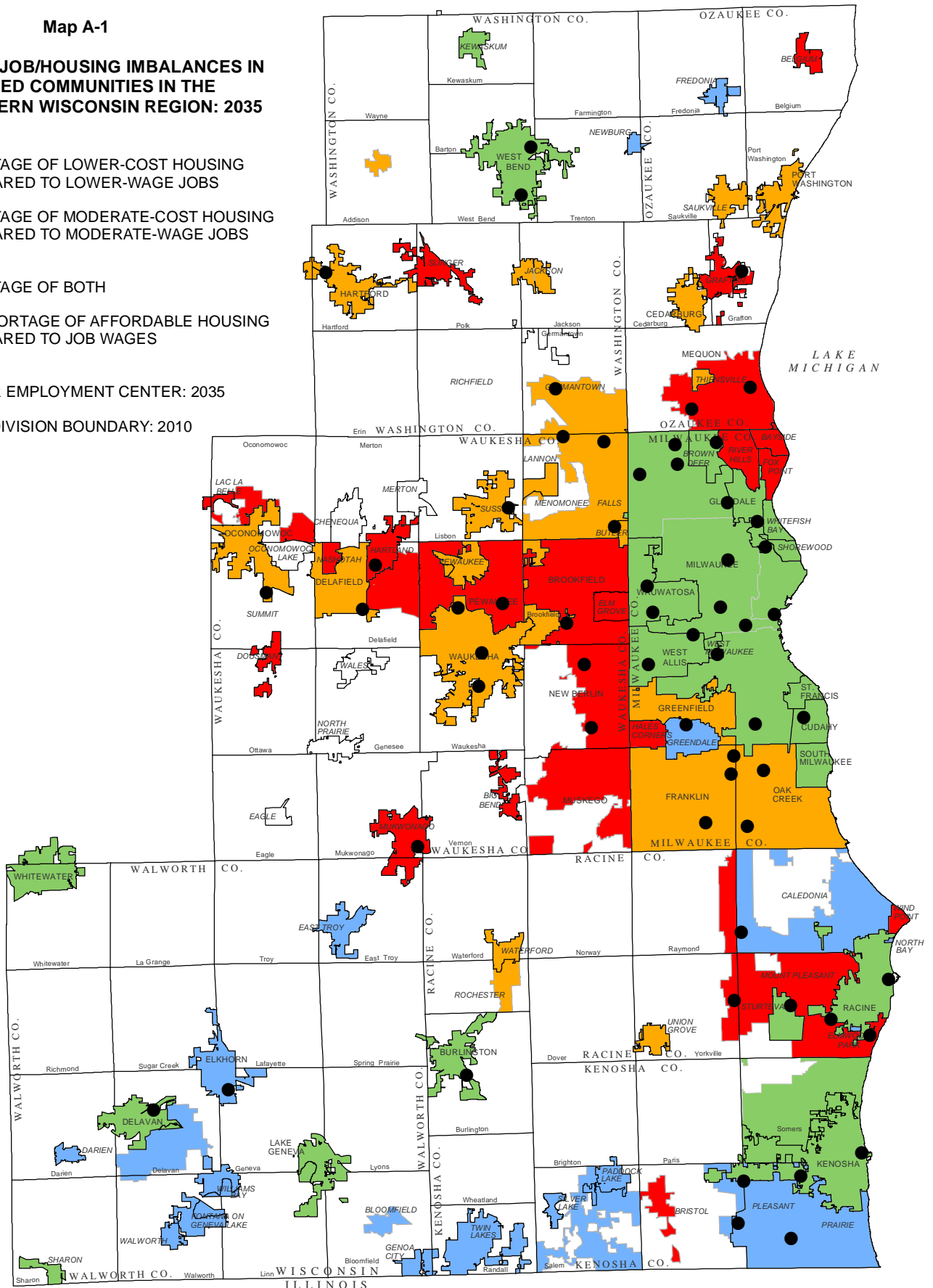
¹ For purposes of the analysis, lower-cost housing generally includes multi-family dwellings and single- and two-family dwellings at densities of 6,000 square feet or less per dwelling unit; moderate-cost housing includes single- and two-family dwellings at densities of one dwelling per 6,000 to 20,000 square feet for homes constructed prior to 2000 and at densities of one dwelling per 6,000 to 10,000 square feet for housing constructed after 2000; and higher-cost housing includes the balance of the housing stock.

² For purposes of the analysis, lower-wage jobs include those with an average annual wage that is 80 percent or less than the average annual wage for all jobs in the county; moderate-wage jobs include those with an average annual wage between 80 percent and 135 percent of average annual wage for all jobs in the county; and higher-wage jobs include those with an average annual wage that is 135 percent or more of the annual average wage for all jobs in the county.

Map A-1

**PROJECTED JOB/HOUSING IMBALANCES IN
SEWERED COMMUNITIES IN THE
SOUTHEASTERN WISCONSIN REGION: 2035**

- SHORTAGE OF LOWER-COST HOUSING
COMPARED TO LOWER-WAGE JOBS
- SHORTAGE OF MODERATE-COST HOUSING
COMPARED TO MODERATE-WAGE JOBS
- SHORTAGE OF BOTH
- NO SHORTAGE OF AFFORDABLE HOUSING
COMPARED TO JOB WAGES
- MAJOR EMPLOYMENT CENTER: 2035
- CIVIL DIVISION BOUNDARY: 2010



Source: Local Government Comprehensive Plans and SEWRPC.