

## MINUTES

### SEWRPC ADVISORY COMMITTEE ON REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE FOR THE GREATER MILWAUKEE WATERSHEDS

DATE: October 12, 2004  
TIME: 2:00 p.m.  
PLACE: City of Mequon City Hall  
Lower Conference Room  
11333 N. Cedarburg Road  
Mequon, Wisconsin

#### Committee Members Present

Daniel S. Schmidt, Chairman	Village of Kewaskum/SEWRPC Commissioner
Robert P. Biebel, Secretary	Southeastern Wisconsin Regional Planning Commission
Julie A. Anderson	Racine County
Michael Ballweg	UW-Extension, Sheboygan County
Timothy R. Bate (for Kevin L. Shafer)	Milwaukee Metropolitan Sewerage District
John R. Behrens	Silver Lake Protection and Rehabilitation District
John M. Bennett	City of Franklin
Thomas J. Bunker	City of Racine Water and Wastewater Utility
Shawn Graff	The Ozaukee Washington Land Trust, Inc.
Shannon K. Haydin	Sheboygan County
William J. Hoppe	City of Mequon
William A. Kappel	City of Wauwatosa
Kristine M. Krause	We Energies
Charles J. Krohn	Wisconsin Department of Natural Resources
Perry M. Lindquist (for Dale R. Shaver)	Waukesha County Parks and Land Use Department
James Lubner	UW Sea Grant Institute
Charles S. Melching	Marquette University
Gary A. Mick	Environmental Services, Milwaukee County
Cheryl Moran	Quad Graphics
Matthew Moroney	Metropolitan Builders Association
Cheryl Nenn	Friends of Milwaukee's Rivers
Jeffrey S. Nettesheim	Village of Menomonee Falls
Charles A. Peters	U.S. Geological Survey
Thomas A. Wiza	City of Cedarburg

#### Staff Members and Guests

Philip C. Evenson	Southeastern Wisconsin Regional Planning Commission
Guy Hansen	City of Mequon
John Huck	City of Mequon
Gary K. Korb	UW-Extension/SEWRPC
Mark Lloyd	City of Mequon
J. Scott Mathie	Metropolitan Builders Association
Karen L. Sands	Milwaukee Metropolitan Sewerage District

## **WELCOME AND INTRODUCTIONS**

Mr. Schmidt thanked, on behalf of the Southeastern Wisconsin Regional Planning Commission, the Advisory Committee members for agreeing to serve on the Committee. He asked the members present to introduce themselves, and indicated that roll call would be accomplished with a sign-in sheet circulated by Commission staff.

Following those introductions, Mr. Schmidt noted that the Committee was comprised of individuals with a wide range of experience and an interest in water quality matters. He indicated the importance of the Committee's participation in the planning program and then asked Mr. Evenson to discuss the role of the Committee.

Mr. Evenson also thanked the members of the Committee for their willingness to render an important public service. Mr. Evenson stressed the importance of the Committee's work in guiding the regional water quality management plan update. He particularly cited the importance of renewing the cooperative efforts with representatives from Dodge, Fond du Lac, and Sheboygan Counties which lie outside, and adjacent to, the SEWRPC region, but partially within the Milwaukee River watershed. Mr. Evenson referred to the cooperative working relationship between the WDNR, MMSD, and SEWRPC in the planning process and acknowledged the importance of funding support provided by the MMSD for the regional planning effort.

Mr. Evenson noted that the work of the Committee will consist of the collegial review of the reports to be prepared. Committee members will be provided with draft copies of chapters of the reports and will be asked to carefully review the draft materials prior to the meeting and be prepared to recommend to, and discuss with, the Committee necessary additions, deletions, or other changes in the drafts. The completed Committee review of the reports becomes a recommendation to the full Southeastern Wisconsin Regional Planning Commission for adoption. Mr. Evenson indicated that the work of the Committee was expected to take place over the next 18 to 24 months, with meetings about every 60 to 90 days.

## **OVERVIEW OF THE PLANNING PROGRAM**

Mr. Schmidt then asked Mr. Biebel to provide an overview of the regional water quality management planning program. He noted that Mr. Bate and Ms. Sands would also present materials on the MMSD 2020 facilities planning program which is being coordinated with the regional planning program.

Mr. Biebel then proceeded to use a PowerPoint presentation to give an overview of the planning program, including the background, status, coordination, and cooperation with the MMSD 2020 facilities plan.

[Secretary's Note: A copy of the PowerPoint presentation used by Mr. Biebel is attached hereto as Exhibit A.]

Mr. Melching referred to the part of the presentation on major issues and challenges and asked if it was envisioned that a "use attainability analysis" would eventually be needed. Mr. Biebel responded that such an analysis may be needed if the planning program concludes that it is not feasible to achieve the instream water quality criteria or standards associated with the current regulatory water use classification. He noted that the Wisconsin Department of Natural Resources must conduct the "use attainability analysis." However, most of the data and analysis to support the effort would be developed as part of the regional water quality management plan update and MMSD 2020 facilities plan.

Mr. Evenson added that if the planning effort concludes that any of the water use objectives or classification cannot be achieved, such findings should be broadly and carefully communicated to elected officials and the general public.

Following Mr. Biebel's presentation, Mr. Schmidt asked Mr. Bate and Ms. Sands to provide additional information on the MMSD 2020 facilities plan.

[Secretary's Note: A copy of the PowerPoint presentation used by Mr. Bate and Ms. Sands is attached hereto as Exhibit B.]

Mr. Hoppe highlighted the overlap in Advisory Committee membership for the MMSD 2020 facilities plan and the regional water quality management plan update, noting that he and Mr. Bennett both were members of the MMSD Technical Advisory Team. He also noted that the Citizens Advisory Council had been meeting to discuss both planning programs. Thus, he noted that the two planning programs appear to be well-coordinated from that respect.

Ms. Sands followed up Mr. Hoppe's comments with a summary of the Advisory Committees being consulted on both planning programs and their interrelationships.

### **REVIEW OF OUTLINES FOR SEWRPC TECHNICAL REPORT, WATER QUALITY CONDITIONS AND SOURCES OF POLLUTION IN THE GREATER MILWAUKEE WATERSHEDS AND SEWRPC PLANNING REPORT, REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE FOR THE GREATER MILWAUKEE WATERSHEDS**

Mr. Schmidt noted that the documentation summary, including outlines of the two reports to be prepared under the regional water quality management plan update planning program, had been sent out to the Committee members with the meeting agenda. He asked Mr. Biebel to review that document. Mr. Bunker referred to the water quality condition report and reported on the ongoing activities of a Statewide Committee on Bacterial Water Quality Standards. He specifically noted that the Statewide Committee was following U.S. EPA guidance and recommending the use of *E. coli*, as opposed to fecal coliform, as the indicator bacteria to be used for beach closing analyses and other surface water recreation uses criteria. Mr. Bunker noted that historic water quality sampling was done for fecal coliform and, thus, limited water quality monitoring data was available on *E. coli*. Mr. Biebel acknowledged the problem, noting that recent and ongoing sampling in the study area did include analyses for both *E. coli* and fecal coliform. However, he noted that the data available were limited.

Mr. Bunker also noted the apparent difficulty in addressing the bacteria problems, given the number and diversity of sources, including various bird species. Following discussion, it was agreed to include the issue of bacterial contamination indicators and sources of pollution as a specific issue to be raised in Chapter II of the technical report on water quality conditions.

Mr. Lindquist referred to Chapter III of the technical report on water quality conditions and asked if the data available from the citizen monitoring programs would be considered. Mr. Biebel indicated that the use of that type of data was, in general, not planned to be considered, because of uncertainty over methods and quality control, and because of the variability in location and timing. Mr. Biebel indicated that the collection of such data was important for public education and involvement purposes. Mr. Lindquist indicated that some of the training programs for citizen monitors were well developed and effective. He noted that in some cases, the citizen-derived data may be the only data available. Following discussion, it was agreed to investigate the available citizen-derived water quality data and the use of that data would be reconsidered once the initial investigation was completed.

Mr. Moroney asked about the procedure for determining the extent of the sources of nonpoint sources of pollution. Mr. Biebel noted that the pollutant loading analysis that would be done for nonpoint sources would be derived from water quality models based primarily upon the amounts and types of land uses, as well as the extent of land management practices in place. Messrs. Hoppe and Bennett noted that all of the communities with Chapter NR 216 stormwater permits were being required to analyze, using the WDNR SLAMM model, the changes in urban nonpoint source pollutant loadings that have occurred due to the implementation of nonpoint source and changing land uses. They indicated that this is done annually.

Mr. Krohn asked if groundwater management measures would be included in the planning program. Mr. Biebel indicated that they would be included to a limited extent based upon the currently available inventory and analysis data. He noted by example that the more important and effective groundwater recharge areas in the study would be identified and appropriate recommendations made regarding the future condition of those areas.

With regard to the planning report outline, Mr. Lindquist suggested, and it was agreed, to specifically include the County land and water management plans within Chapter I under the heading "Relationship to Other Planning Programs."

There being no further discussion, a motion to approve the outlines of the chapter content subject to the changes noted was made by Mr. Moroney, seconded by Mr. Bennett, and carried unanimously by the Committee.

## **OVERVIEW OF PLANNING PROGRAM PUBLIC INVOLVEMENT PROGRAM**

Mr. Schmidt then noted that, with the Committee approval, Item 5 of the agenda be taken up ahead of Item 4. He then asked Mr. Korb to review Item 5. Mr. Korb then distributed and reviewed draft documents entitled "Public Involvement Program Summary" and "Recommended Objectives for Regional Water Quality Management Plan Update."

With regard to the public involvement summary, he noted that there was, during the review of the planning program with watershed officials, a recommendation made to coordinate the public involvement program for the regional water quality management plan update with the ongoing comprehensive ("smart growth") planning programs being developed throughout the study area. Mr. Korb indicated that that concept would be added to the public involvement summary.

[Secretary's Note: A revised copy of the public involvement program summary incorporating the concept of coordination with comprehensive planning programs is attached hereto as Exhibit C.]

Mr. Korb also noted that the recommended objectives for the regional water quality management plan update would be incorporated into a report chapter and presented to the Committee in that format for approval at one of the next two meetings.

[Secretary's Note: A copy of the initially recommended objectives is attached hereto as Exhibit D.]

In response to a question from Ms. Krause, Mr. Korb noted that any member's individual comments on the objectives would be welcome. However, he noted that the full Committee will be reviewing the objectives as part of Chapter VII and that comments could then be provided.

Following Mr. Korb's presentation, Mr. Schmidt indicated that in order to honor the Committee's time commitments and hold the meeting time to about two hours, Item 4 on the agenda will be held over until the next meeting.

## **OTHER BUSINESS**

Mr. Bennett asked that a copy of the Committee roster be provided to the Committee members.

[Secretary's Note: A copy of the Committee roster with e-mail and telephone numbers is attached hereto as Exhibit E.]

Mr. Biebel thanked Mr. Hoppe and the City of Mequon for providing the meeting room.

**DETERMINATION OF NEXT MEETING DATE AND LOCATION**

The next meeting of the Advisory Committee was scheduled for December 15, 2004, at 1:30 p.m. at the Mequon City Hall in the upstairs Council Chambers.

**ADJOURNMENT**

The October 12, 2004, meeting of the Advisory Committee on the regional water quality management plan update was adjourned at 4:10 p.m. on a motion by Mr. Hoppe, seconded by Mr. Bennett, and carried unanimously by the Committee.

\* \* \*

#100640 V1 - RWQMP UPDATE MINUTES 10/12/04 ADVISORY COMMITTEE  
RPB/pk  
11/03/04



## REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE

### BACKGROUND AND OVERVIEW OF PLANNING PROGRAM



Presentation for  
REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE  
FOR THE GREATER MILWAUKEE WATERSHEDS  
Advisory Committee Meeting  
October 12, 2004



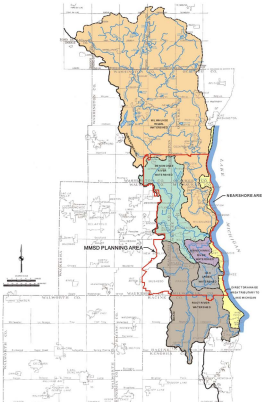

## PRESENTATION OVERVIEW

- Regional Water Quality Management Plan Update Study Area Description
- Regional Water Quality Management Plan – Historical Background and Status Implementation
- Changes in Water Quality Conditions
- Current Planning Program Description and Relationship to MMSD 2020 Facilities Plan
- Regional Water Quality Management Plan Update – Major Issues and Challenges

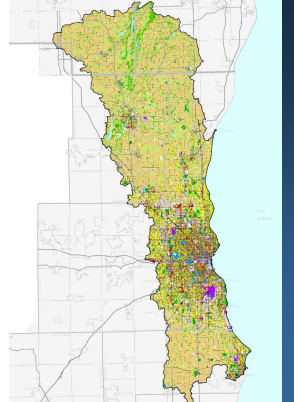
### REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE STUDY AREA CHARACTERISTICS

Watershed	Area (square miles)
Kinnickinnic River	24.7
Menomonee River	135.8
Milwaukee River	700.0
Oak Creek	28.2
Root River	197.6
Lake Michigan Direct	40.7
Drainage Area	
Total	1,127.0


Number of Counties 9  
Number of Local Municipalities 83



### EXISTING LAND USE WITHIN THE REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE STUDY AREA



- Single-Family Residential
- Multi-Family Residential
- Commercial
- Industrial
- Transportation, Communication, and Utilities
- Governmental and Institutional
- Recreational
- Surface Water
- Woodlands
- Wetlands
- Agricultural and Other Open Lands
- Extractive
- Landfill
- RWQMP Study Area Boundary



## INITIAL REGIONAL WATER QUALITY MANAGEMENT PLAN

- Completed in 1979; Adopted by WDNR and U.S. EPA
- Amended by Milwaukee Harbor Estuary Study in 1987
- Continuing Program is Ongoing—WDNR and SEWRPC Under Cooperative Program U.S. EPA Support (sewer service areas, etc.)
- Intended to Identify Surface Water Pollution Abatement Measures Needed to Achieve “Fishable and Swimmable” Waters



## REGIONAL WATER QUALITY MANAGEMENT PLAN (continued)

- Included Recommendations for Land Use and the Abatement of Point Sources and Nonpoint Sources of Pollution
  - Based Upon Cost Effectiveness
  - Environmental Impacts
  - Implementability

## RWQMP POLLUTION SOURCES STATUS OF IMPLEMENTATION

### PUBLIC SEWAGE TREATMENT PLANTS

Watershed	Recommendation	Status
Kinnickinnic River	No plants	
Menomonee River	Abandon all 3 plants	Plants abandoned (1981-1986)
Milwaukee River	Upgrade and expand 11 plants Abandon 2 plants	Largely implemented Plants abandoned (1987)
Oak Creek	No plants	
Root River	Upgrade 1 plant Abandon 5 plants	Implemented 4 of 5 plants abandoned (1977-1985)

## RWQMP POLLUTION SOURCES STATUS OF IMPLEMENTATION

### SANITARY SEWER OVERFLOWS

Recommendation	Status
Elimination of Bypassing of Sanitary Sewage, Except Due to Unforeseen Conditions, Such As Power Equipment Failures, At All 470 Separate Sewer Overflow Locations in the Milwaukee Area (Includes All Local Community Sewer Systems Plus MMSD System)	Elimination of All But 130 of the Points of Bypass; Some Will Be Permanent  During 2000 and 2001, 65 Bypasses Occurred  Causes of Some Bypasses Have Since Been Eliminated  Continuing Reduction in Bypassing is Expected

Issue of SSOs Has Come to the Forefront Based, in Part, As a Result of the May 2004 Bypassing from the MMSD and Some Community Sewer Systems

## RWQMP STATUS OF IMPLEMENTATION

### COMBINED SEWER OVERFLOWS

Recommendation	Status
115 Combined Sewer Overflow Locations Reduce Combined Sewer Overflow Events from 50+ to 1 to 2 per Year  Reduced Combined Sewer Overflow Volume Discharge By 90+% from About 8.6 to Less Than 1.0 Billion Gallons per Year	Storage System Was Constructed and Additional Storage is Under Construction  Combined Sewer Overflow Events Have Been Reduced from 50+ to about 3 per Year (1994-2003)  Combined Sewer Overflow Volume Has Been Reduced By Over 80% from About 8.0 to About 1.3 Billion Gallons per Year (1994-2003)  4.2 Billion Gallons Bypassed in May 2004

## RWQMP STATUS OF IMPLEMENTATION

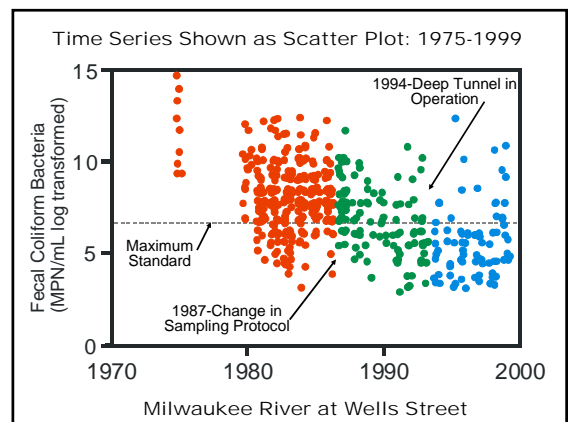
### URBAN NONPOINT SOURCES OF POLLUTION

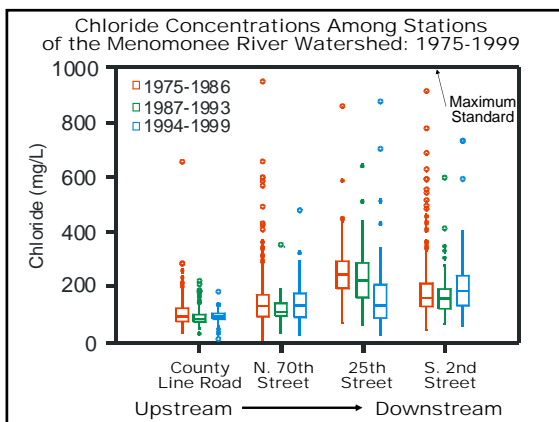
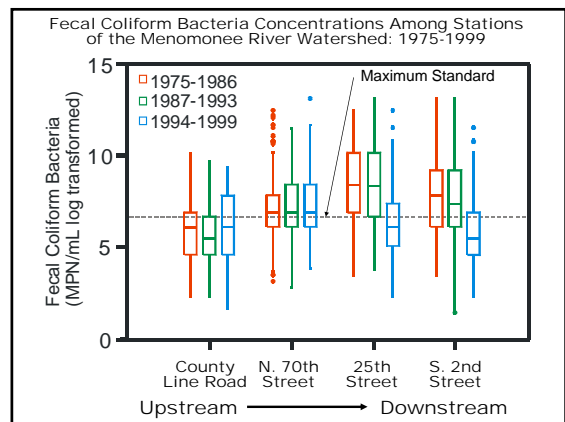
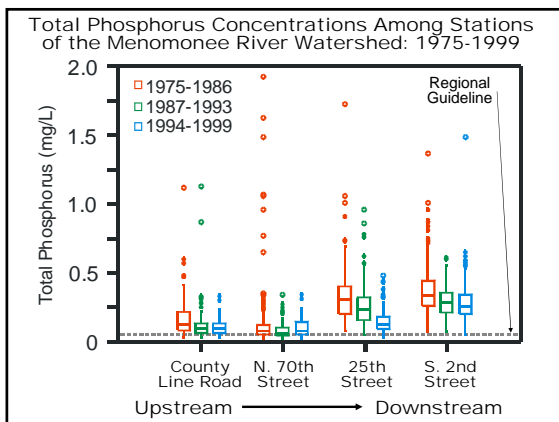
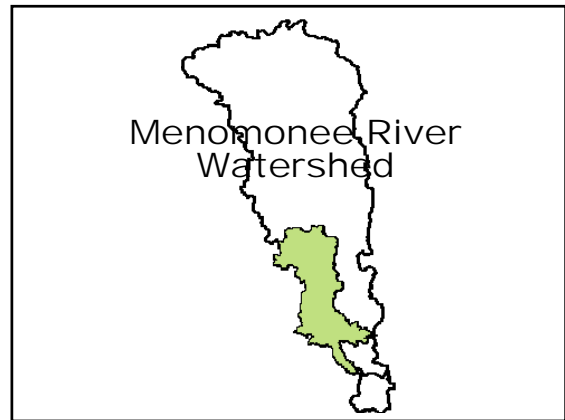
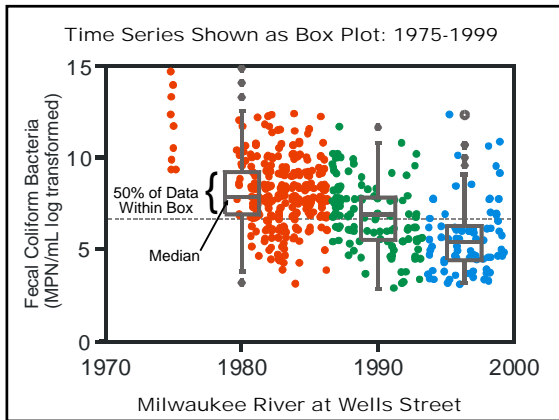
Watershed	Recommendation	Status
Kinnickinnic River	25% Reduction, Except in Combined Sewer Overflow Area Construction of Deep Tunnel System in Combined Sewer Overflow Area	Partially Implemented Fully Implemented
Menomonee River	25% Reduction, Except in Combined Sewer Overflow Area Construction of Deep Tunnel System in Combined Sewer Overflow Area	Partially Implemented Fully Implemented
Milwaukee River	25% Reduction, Except in Combined Sewer Overflow Area Construction of Deep Tunnel System in Combined Sewer Overflow Area	Partially Implemented Fully Implemented
Oak Creek	50% Reduction	Partially Implemented
Root River	50% Reduction	Partially Implemented

## RWQMP STATUS OF IMPLEMENTATION

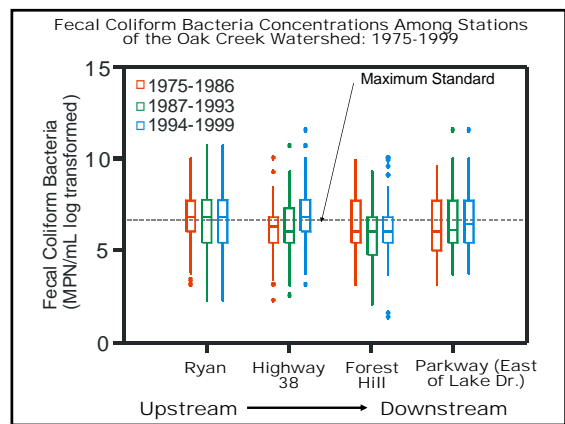
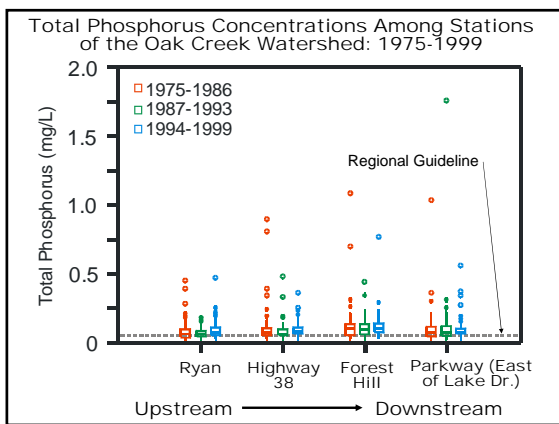
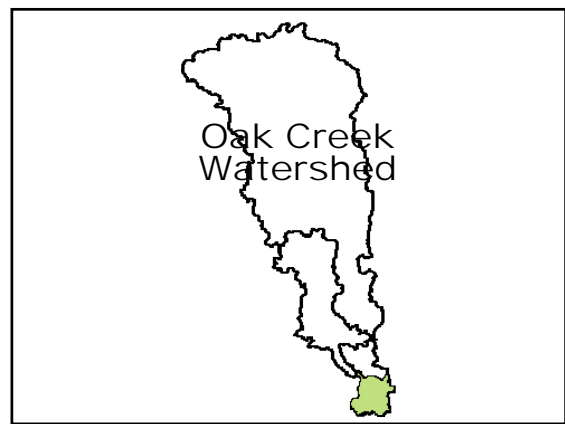
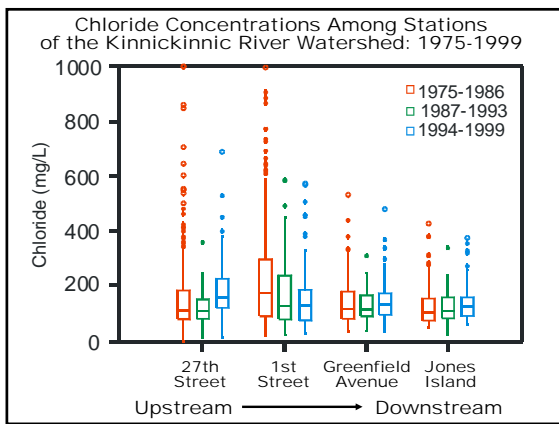
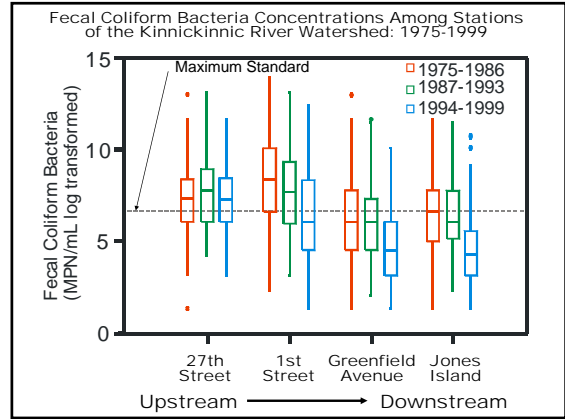
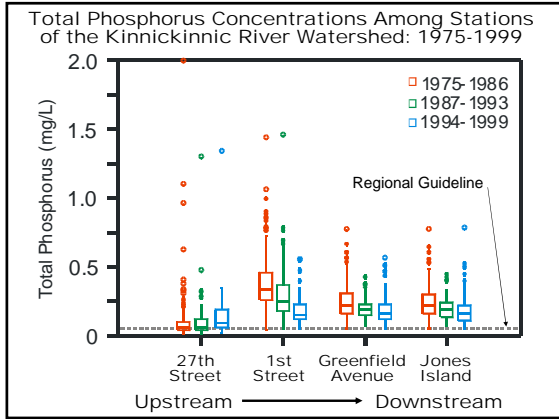
### RURAL NONPOINT SOURCES OF POLLUTION

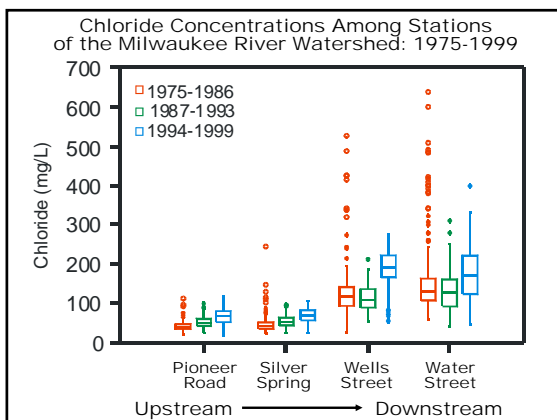
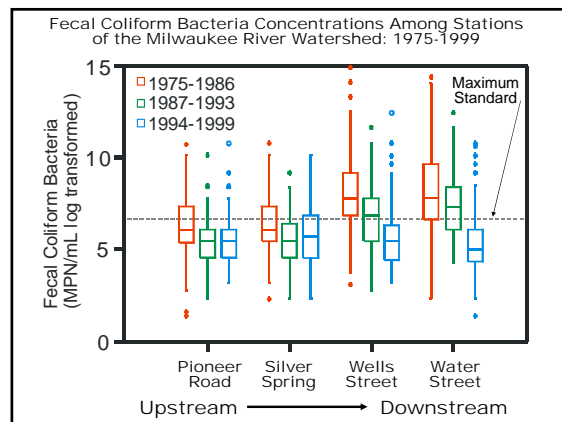
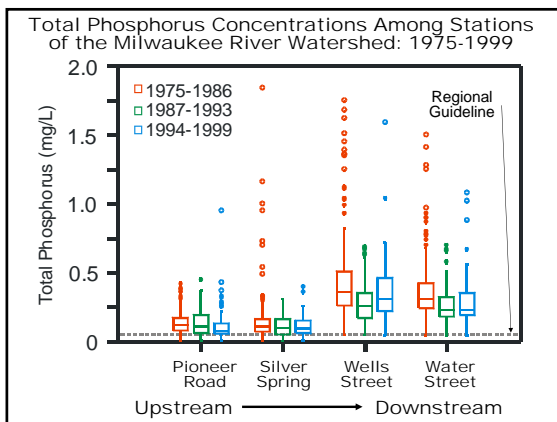
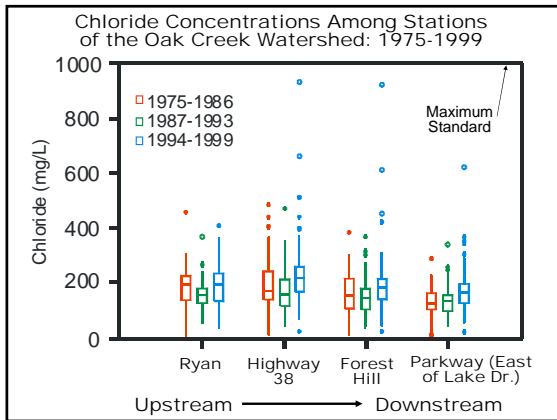
Watershed	Recommendation	Status
Kinnickinnic River	None	
Menomonee River	25% Reduction	Partially Implemented
Milwaukee River	25% Reduction	Partially Implemented
Oak Creek	25% Reduction	Partially Implemented
Root River	25% Reduction	Partially Implemented












**CONCLUSIONS ON POLLUTION SOURCES AND WATER QUALITY IN THE LOWER PORTION OF THE REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE STUDY AREA**

- **Water Quality Conditions in Kinnickinnic River and Lower Reaches of the Menomonee and Milwaukee Rivers**
  - Significant Improvement from 1980-2000
  - Continue to Exceed Standards



**CONCLUSIONS ON POLLUTION SOURCES AND WATER QUALITY IN THE LOWER PORTION OF THE REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE STUDY AREA**

- Exception to Above is Chloride Levels Which Exhibit Degradation at Most Locations
- There is a Need for Increased Pollutant Reductions to Meet Water Use Objectives



**REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE AND MMSD 2020 FACILITIES PLAN**

**COORDINATED WATERSHED PLANNING APPROACH**

- 2003 Memorandum of Understanding (WDNR-SEWRPC-MMSD). Formalized Cooperative Watershed Water Quality Planning Program for the Greater Milwaukee Watersheds. Program is Consistent with EPA Guidance
  - The Development of Two Separate, But Coordinated and Cooperative, Planning Efforts
    - Regional Water Quality Management Plan for the Greater Milwaukee Watersheds
    - MMSD 2020 Facilities Planning Program



**REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE AND MMSD 2020 FACILITIES PLAN**

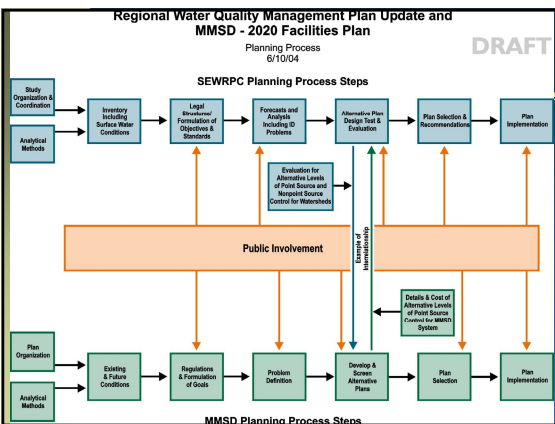
**COORDINATED WATERSHED PLANNING APPROACH (continued)**

- Respects Traditional Roles and Authorities of Each Agency
  - SEWRPC – Regional Water Quality Planning
  - MMSD – Facilities Planning and Operation for Sewerage and Flood Management Facilities
  - WDNR – Regulatory Authority for Implementing Clean Water Act (Water Use and Classification Standards)
- Cooperative Effort Which Could be a Model for Planning Elsewhere



**REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE**

- The Primary Purpose of the Regional Water Quality Management Plan Update is to Develop a Sound and Workable Plan for the Abatement of Water Pollution within the Greater Milwaukee Watersheds So As to Meet the Plan Objectives




**REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE**

**MAJOR ISSUES AND CHALLENGES**

- Diversity of Study Area – Balance Urban and Rural Considerations
- Develop Cost-Effective Reduction Levels for Point and Nonpoint Source Pollution
- Urbanization and Its Historic and Future Impacts of Water Resources – Need for Restoration and Mitigation
- Implementability Issues in Times of Scarce Resources



**REGIONAL WATER QUALITY  
MANAGEMENT PLAN UPDATE**

**MAJOR ISSUES AND CHALLENGES**

- **Determine the Point of Where Diminishing Returns of Pollution Controls Are Not Practical**
  - Point Sources
  - Nonpoint Sources (NR 151)
- **Determination of the Achievability of the Water Use Objectives and Standards**



**REGIONAL WATER QUALITY  
MANAGEMENT PLAN UPDATE/  
MMSD 2020 FACILITIES PLAN**

➤ **Time Frame**

- Establish Goals & Objectives 2003/2004
- Develop & Evaluate Alternatives 2004/2005
- Synthesis Recommended 2005/2006
- Plan & Implementation Strategy
- Finalize Plans – Possibly Integrate More-Detailed Hydrologic & Habitat Elements Watershedwide 2006/2007

# MMSD's Watershed Approach to Long-Range Planning

SEWRPC  
Technical Advisory Committee

October 12, 2004



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## MMSD is Raising Expectations!



## MMSD's 2020 Facilities Plan

- Long-Range Planning through year 2020
- 5 year planning effort
- Paradigm Shift: Watershed Approach



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## 2020 Facilities Plan: Mission Statement

The 2020 plan will identify the

- Facilities,
- Policies,
- Operational Improvements, and
- Programs

That are necessary to accomplish the water resource goals inspired by our public.



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## Integrated Planning

- Two Separate, but Coordinated, Planning Efforts
  - MMSD Facilities Plan
  - Regional Plan
- Both Efforts Include a Coordinated and Integrated Public Involvement Program

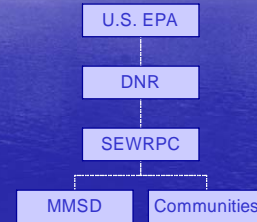


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## Engineering Analysis and Planning Responsibilities

- DNR - water quality objectives
- SEWRPC - areawide plans
- MMSD - facilities to implement part of the water quality planning



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## Memorandum of Understanding

- Wisconsin Department of Natural Resources (DNR)
- Southeastern Wisconsin Regional Planning Commission (SEWRPC)
- Milwaukee Metropolitan Sewerage District (MMSD)



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## Memorandum of Understanding (cont.)

- Oversight Committee
- Watershed Approach
- Joint Planning



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## Watershed Approach

- Geographic Management Units: Using Nature's Boundaries
- Decisions Based on Water Quality Science
- Partnerships / Public Involvement



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## Watershed Approach

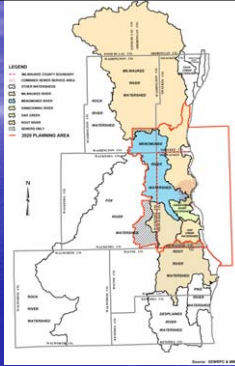
- Geographic Management Units (GMUs)
  - Using nature's boundaries



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# Greater Milwaukee Watersheds Water Quality Planning



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Water Quality INITIATIVE

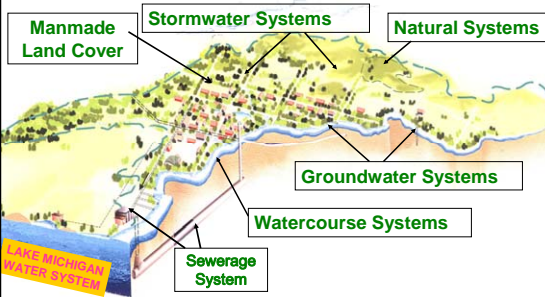
# Watershed Approach

- Decisions Based on Water Quality Science

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Water Quality INITIATIVE

# Systems Definition



Manmade Land Cover

Stormwater Systems

Natural Systems

Groundwater Systems

Watercourse Systems

Sewerage System

LAKE MICHIGAN WATER SYSTEM

# Watershed Approach

- Partnerships and Public Involvement

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Water Quality INITIATIVE

# Public Involvement Principles

- People Should Have a Say In Decisions That Affect Their Lives
- MMSD Needs To...
  - Go to People
  - Listen Actively
  - Inform and Educate
  - Respect and Consider *All* Ideas

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Water Quality INITIATIVE

# Why the Watershed Approach?

- Potential for superior environmental results
- Saves time and money
- Greater public support
- Benefit from success in other places

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Water Quality INITIATIVE

## Potential for Better Environmental Results

- Understand all stressors on the system
- Increased number of possibilities for action
- Business as usual is unlikely to yield results desired by the public or MMSD
- We don't have the authority to do it alone; decisions affecting water quality outside our area of responsibility are needed



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## Saves Time and Money

- Efficiencies gained through interagency coordination
- Focuses actions where returns are greatest
- Ability to address other issues simultaneously



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## Greater Public Support

- Matches public expectations with performance
- Tradeoffs are more easily understood
- Costs and rationale are more transparent
- Reduces challenges to agency actions



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## Benefit from Success in Other Places

- Value Analysis
- Commissioner Retreat



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## Why Do We Need a New Approach?

- Limited returns on engineering-only solutions
- Decisions that affect water quality are being made outside traditional planning area
- Increasing impacts on water quality due to further development of Greater Milwaukee Watersheds area
- Public desire for high water quality, not just meeting the law



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## **Exhibit C**

### **PUBLIC INVOLVEMENT PROGRAM SUMMARY**

#### **REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE FOR THE GREATER MILWAUKEE WATERSHEDS (KINNICKINNIC RIVER, MENOMONEE RIVER, MILWAUKEE RIVER, ROOT RIVER, AND OAK CREEK WATERSHEDS, THE MILWAUKEE HARBOR ESTUARY, AND THE ADJACENT NEARSHORE LAKE MICHIGAN AREAS)**

**Revised October 27, 2004**

### **BACKGROUND AND INTRODUCTION**

The purpose of this document is to summarize how the Southeastern Wisconsin Regional Planning Commission (SEWRPC) has proposed to achieve public involvement in its regional water quality planning. By way of selected examples, it also serves to help assess certain public involvement activities to date, in strategizing for the future.

The intent is for this document to be consistent with, and complementary to, the SEWRPC Staff Memorandum entitled, "Public Involvement Process for Transportation Planning Conducted by the Southeastern Wisconsin Regional Planning Commission," which recently went to public hearing and whose official public comment period ended September 20, 2004. In this respect, policy statements regarding public notification and access, obtaining public input, incorporation of public input, evaluation of the public involvement process, engaging minority and low income populations, and compliance with the Americans with Disabilities Act are not repeated herein. However, they are considered to apply in like spirit as public involvement in water quality planning strives to be open, ongoing, valued by participants, and valuable to the planning process.

The Commission's public involvement goal is to ensure early and continuous public notification about regional water quality planning activities, provide meaningful information concerning such work, and obtain participation in and input to regional water quality planning efforts. In short, public involvement will be essential to the conduct of the regional water quality management plan update.

The public involvement activities are being focused through the use of advisory committees, cooperative actions with other related ongoing public involvement activities, and other public involvement and watershed education programming. An important consideration is to carefully coordinate and integrate the public involvement activities for the regional water quality management plan with such activities being carried out particularly as part of the Milwaukee Metropolitan Sewerage District (MMSD) facilities planning program, and also the Wisconsin Department of Natural Resources (WDNR) basin partnership ongoing programs.

In this regard, it should be noted that MMSD and the Commission have developed and initiated a joint public involvement program for a number of key purposes, including joint activity planning and public events, several shared committees, and deferring to one another as appropriate in the preparation of informational and educational materials that both programs can utilize. An example of the latter is "State of the Watershed" booklets and pictorial tour maps produced by MMSD under its Water Quality Initiative. Such materials have been very well received and clearly benefit both planning programs. Thus no attempts will be made by the Commission to prepare something similar.

### **ADVISORY COMMITTEE STRUCTURE**

Advisory committees form a most fundamental type of public involvement, with strong prospects for the planning program contributions to be of a broad and representative nature. Three types of advisory bodies are guiding the regional water quality management plan update, one of a technical nature, one to provide intergovernmental

coordination and policy advice and assistance, and one citizen based. In addition, continued participation in the oversight committee for the coordinated regional water quality management planning program and the MMSD facilities planning program—involving the WDNR, MMSD, SEWRPC, and the MMSD consultant project manager—is considered an important adjunct to public involvement activity.

### **Technical Advisory Committee**

The technical advisory committee is an integral part of the organization of the study, created by action of the Regional Planning Commission. The composition of this committee includes broad technical representation, including technical staffs, academia, business, agriculture, community and environmental organization representation, among others. The committee is designed to represent the entire study area and functions in a manner similar to the technical advisory committee which guided the preparation of the initial 1979 regional water quality management plan. Included in its purview is a review of the draft planning report preparation and related technical work at important milestones. The committee also will be asked to review and provide advice on all important technical matters and decisions. It is important that the technical advisory committee has overlapping membership, as appropriate, with the current MMSD technical advisory team.

The technical advisory committee has a parallel modeling subcommittee constituted to review the scope of work for both the watercourse and the harbor and nearshore modeling project elements, as well as important model development and operational milestones. Due to the technical complexity and level of detail, this subcommittee focuses on water resources modeling issues.

### **Watershed Officials Forum**

In addition to the technical committee, a Watershed Officials Forum has been organized to provide a basis for periodic briefings and to obtain feedback and input from the units and agencies of government on a watershedwide basis. This forum is one of the shared advisory bodies utilized by both the Commission and MMSD. The membership includes the chief elected representative from every county, city, village, and town within the watershed area, plus their designees (often planning or engineering staff or an alternate official).

The Watershed Officials Forum (WOF) can be called together for briefings by the MMSD 2020 team on the facilities planning or by SEWRPC on the regional water quality management plan or for both purposes. As meetings are scheduled, the subject matter is described so that the invitees can effectively participate in their areas of concern and interest. Thus, meetings could focus on the MMSD service area, the entire watershed areas, selected watersheds, or a broad spectrum. This allows the invitees to focus their involvement if they so choose.

### **Citizens Advisory Council**

Another shared advisory body, the Citizens Advisory Council (CAC), has been formed in cooperation with the MMSD 2020 facilities planning program to actively involve private citizens, businesses, special interest groups, and industry representatives in the development of the planning studies. The Council functions as a representative body of concerned and diverse citizens. The members of the WOF were asked to help recruit the Council members, including business and neighborhood or community representatives.

The CAC has been invited to participate in variable meeting locations, based upon watershed areas, and members could choose to attend one or more of the locations. Opportunities to discuss all of the watersheds (Kinnickinnic, Lake Michigan direct, Milwaukee, Menomonee, Oak Creek, and Root) have been provided in most meetings thus far, and attendees have freely commented on regional or watershedwide issues. However, even meetings designed by specific watershed agenda or location to elicit more localized watershed comments have largely generated the broader comments. The public involvement program has iteratively been adapting to this phenomenon, particularly in the formulation of planning objectives as described below.

## **COOPERATIVE ACTIONS WITH OTHER RELATED ONGOING PUBLIC INVOLVEMENT ACTIVITIES**

As noted initially, and explained in regard to advisory committees, it is important to carefully coordinate the public involvement activities of the regional water quality management plan update with related activities of the

MMSD facilities plan and the WDNR basin partnerships. For example, though not a formal part of the study's committee structure, input has been sought from the Milwaukee River Basin Partnership. Members of that Partnership serve on the Technical Advisory Committee and study public involvement staff have been on the agenda of a Partnership meeting to provide information and solicit input on the areawide plan. Other such involvements are anticipated. For example, during the review of the planning program with watershed officials, a recommendation was made to coordinate the public involvement program with ongoing comprehensive ("smart growth") planning programs occurring throughout the study area. This may be mutually beneficial, among other things, in relieving inadvertent competition for participant time in multiple meetings, which can be combined and made complementary.

The roles of each agency in the cooperative watershed approach to water quality and facilities planning are described in a Memorandum of Understanding which supports this public involvement program. A methodology for coordinating the public involvement programs was initially set forth, largely in parallel fashion to the components described herein. This is being formatively evaluated as the planning programs unfold and public involvement activities are conducted, and will continue to be responsive as the programs evolve.

The development of objectives provides a good example of coordination and cooperative actions to achieve multiple needs. The CAC provided to the joint planning programs a list of some 400 comments, issues, actions and measures considered important to future of water resources in the Region. The Commission then matched these items, and subsequent feedback, with the objectives developed in comprehensive watershed management and land use planning programs that have been reviewed by advisory committees in the past. In addition, WDNR watershed and basin planning objectives, as well as those from other relevant studies, were reviewed. Objectives were added based upon this process, then revised and refined based upon further review by the CAC, watershed officials, and the public. Meanwhile, MMSD has used the common advisory bodies, meetings, and input, to prepare a parallel set of objectives which are complementary to the Commission's and which serve the needs of that agency's facility planning.

## **OTHER PUBLIC INVOLVEMENT ACTIVITIES**

Other public involvement activities will be developed as the regional water quality management plan update plan proceeds. A major conference, for example, was conducted in early 2004 to meet multiple public involvement needs. Called "Clean Rivers, Clean Lakes," the event drew some 270 total participants in a major public "kick-off" for this public involvement program. Additional agency and organization sponsors were brought into the conference planning, and the event also helped fulfill a multi-regional, multi-state initiative called the Lake Michigan Watershed Academy sponsored by the U.S. Environmental Protection Agency.

Other activities which will be considered, some of which have already been successfully conducted, include:

1. Periodic articles will be presented in the SEWRPC *Newsletter*, the MMSD *Water Quality Initiative (WQI)* newsletter, and other media.

For example, the MMSD newsletter is now an ongoing publication which helps support that agency's planning. Moreover, it benefits the joint planning program, and also general understanding of water quality issues by the public. Interagency efforts and accomplishments are routinely discussed, including an entire *WQI* newsletter issue dedicated to the conference described above; and Commission staff have contributed to other newsletter issues. The SEWRPC *Newsletter* will devote an issue to the Regional Water Quality Management Plan Update in early 2005.

2. A project web site will be established.

This website is under development, and will be up and running by the end of 2004. Importantly, it will link with MMSD and *WQI* activities, as well as appropriate WDNR, UW-Extension, and basin partnership teams, among others. Care will be taken to complement and utilize, rather than duplicate, information contained in these cooperative sites.

3. A series of special public informational documents will be prepared in cooperation with the University of Wisconsin-Extension Service to inform and advise interested parties.

For example, "Environmental Corridors – Lifelines of the Natural Resource Base," in the "Plan on It!" fact sheet series was revised and reprinted to help benefit the public involvement program. It has already been utilized in public informational meetings and has been posted with a direct link on the Commission's website. Other publications in this series will be produced and the complementary "Yard Care and the Environment" fact sheets are being investigated for expanded use. The latter is a UW-Extension fact sheet series produced in part with assistance by the Commission to provide practical water quality advice through management alternatives for homeowners. Contacts have occurred with UW-Extension's Environmental Resources Center about possible means in which to proceed.

4. Conferences or workshops will be held as appropriate.

For example, "Clean Rivers, Clean Lakes," was formally evaluated and found extremely successful. One of the participant comment themes was to conduct follow-up events on a somewhat regular basis, with suggestions ranging from working sessions to action forums. Negotiations are also proceeding with the Lake Michigan Watershed Academy, mentioned above, which would allow partial sponsorship of such an event in 2005.

5. Public informational meetings and hearings will be held periodically during plan preparation on the recommended regional water quality management plan and the associated alternatives considered. Due public notice will be provided to assure that there is general awareness of the meetings and their content.

For example, during September 2004, the Commission participated with MMSD in a series of four public informational meetings conducted by the District in open house format to obtain early input on planning program progress thus far.

In addition to the foregoing, consideration will be given to the appropriate use of educational television, newspaper supplements, attitudinal surveys, self-guiding field trips and primary and secondary school educational materials to ensure that all citizens have an opportunity to be informed about the work program, as well as an opportunity to offer comments to the advisory committees. For example, during September 2004, over 100 high school students and their teachers were provided with a watershed bus tour by Commission/UW-Extension staff working cooperatively with the Washington County Land Conservation Department as part of the "Testing the Waters" program. This interagency program, coordinated by Riveredge Nature Center and partially funded by MMSD, is designed to educate students from interested schools throughout the Milwaukee River basin. Opportunities for not only sharing information, but also obtaining feedback via this mechanism are being explored.

An important component of the public involvement program will include a briefing and feedback process for municipal officials. Such a process can most efficiently and effectively be carried out relying on existing organizations, such as the Milwaukee River basin and Root-Pike River basin partnerships and municipal representative organizations, such as the Southeastern Municipal Executives (SEME), the Ozaukee and Washington County Towns Association, and the Ozaukee County Local Government Information Network (LOGIN).

Another important milestone will be the presentation to the public of the findings and conclusions of the water quality and pollution sources report which is expected to be complete in 18 to 24 months. The findings of that report will be broadly publicized by various means.

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## Exhibit D

### FOR DISCUSSION PURPOSES AT SEWRPC TECHNICAL ADVISORY COMMITTEE MEETING OCTOBER 12, 2004

#### RECOMMENDED OBJECTIVES FOR REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE

The following objectives<sup>1</sup> were initially developed through a review of comments, issues, actions, and measures provided by a Citizens Advisory Council (CAC) and consideration of objectives developed in comprehensive watershed management and land use planning programs that have been reviewed by advisory committees in the past. Another step in the process included review of Wisconsin Department of Natural Resources watershed and basin planning objectives, as well as those from other relevant studies, to determine if any major area is not covered by the process noted above. Five objectives not utilized previously by the Regional Planning Commission were added based upon the CAC visioning in order to fully cover all of the CAC input. One of these additional objectives relates to economic development and job creation, two relate to plan structure and monitoring, and two relate to educational and informational programming—all in support of water resource planning and management. The preliminary objectives were then revised and refined through further review by the CAC, watershed officials, and the public. In general, the objectives have received support, with only minor additions and rearrangement occurring since the initial development.

The approach outlined above honors the work done by advisory committees on past watershed-based planning programs, while insuring that current citizen, watershed official, and now technical advisory input is fully integrated.

Below are the recommended objectives proposed for use in the development of the regional water quality management plan update. The listing includes broad category headings followed by one or more objectives in each category. Each objective is stated in an abbreviated form in bold, followed by a complete objective statement which is needed for planning purposes in order to properly develop and evaluate alternative plans.

#### LAND USE DEVELOPMENT OBJECTIVES

1. **Achievement of a Balanced Land Use Allocation**  
A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the regional population, while protecting water resources.
2. **Protection and Wise Use of Natural Resources**  
A geographic distribution of the various land uses which results in the protection and wise use of the natural resources of the Region, including its soils, inland lakes and streams, groundwater, wetlands, woodlands, wildlife habitat, and natural floodwater storage areas.
3. **Land Use Compatible with Economical Provision of Public Services**  
A geographic distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems, including stormwater management and sewerage, in order to assure their economical provision.
4. **Preservation of Land for Agriculture, Habitat, and Orderly Development**  
The preservation of land areas to provide for agriculture, to enable a reserve or holding area for future urban and rural needs, and to ensure the preservation of those rural areas which provide wildlife habitat and which are essential to orderly urban development.

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<sup>1</sup>*For planning purposes, an objective is defined as a desired future condition to which alternative plans are directed and designed to attain.*

## **WATER QUALITY MANAGEMENT OBJECTIVES**

1. **Development of Facilities and Policies to Serve the Regional Development Pattern**  
The development of water quality control facilities, programs, operational improvements, and policies, including land management and nonpoint pollution controls, which will effectively serve the existing and planned future regional development pattern and meet sanitary and industrial wastewater disposal, as well as stormwater runoff control needs.
2. **Development of Policies and Practices to Meet Water Use Objectives**  
The development of land management and water quality control facilities, programs, operational improvements, policies and practices, so as to meet the recommended water use objectives and supporting water quality standards, whose current status is set forth on the display maps. (Note: The final map and these accompanying tables will be developed and reviewed with the Advisory Committee as part of Chapter VIII of the planning report.)
3. **Enhancement of the Quality of Natural and Man-Made Environments**  
The development of land management and water quality control facilities, programs, operational improvements, and policies, including use of nonstructural practices and management changes, that will enhance the overall quality of the natural and man-made environments.
4. **Reduction of Sedimentation, Other Water Pollution, and Eutrophication**  
The attainment of soil and water conservation practices which reduce stormwater runoff and control nonpoint source pollution in the form of soil erosion, nutrient enrichment, stream and lake sedimentation, other pollution, and resulting eutrophication.
5. **Development of Economical and Efficient Programs**  
The development of land management and water quality control facilities, programs, operational improvements, and policies, that are both economical and efficient, meeting all other objectives at the lowest practical cost, considering both capital and operation and maintenance costs.
6. **Support of Economic Development and Job Creation**  
The development of land management and water quality control facilities, programs, operational improvements, and policies which are consistent with regional economic development and attendant job creation.
7. **Development of Strong Institutions for Plan Implementation**  
The development or use of water quality management institutions—inclusive of the governmental units and their responsibilities, authorities, policies, procedures, and resources—and supporting revenue-raising mechanisms which are effective and locally acceptable, allowing the flexibility to provide a sound basis for plan implementation.

## **OUTDOOR RECREATION AND OPEN SPACE PRESERVATION OBJECTIVES**

1. **Provision of Outdoor Recreation Sites**  
The provision of an integrated system of public general-use outdoor recreation sites and related open space areas, including environmental corridors encompassing water resources, which will allow the resident population of the Region adequate opportunity to participate in a wide range of outdoor recreation activities.
2. **Preservation of Open Space**  
The preservation of sufficient high-quality open space lands for the protection of the underlying and sustaining natural resource base, to give form and sustainability to urban development, to facilitate a balanced year-round outdoor recreational program providing a wide range of activities, including

those which are water resource-based, and to enhance the social and economic well-being and environmental quality of the Region.

## **WATER CONTROL FACILITY DEVELOPMENT OBJECTIVE**

### **1. Development of a System to Reduce Flood Damage**

The development of an integrated system of stormwater management and flood control facilities, programs, operational improvements, and policies which will efficiently and cost-effectively reduce flood damage and anticipated runoff loadings under the existing land use pattern and promote the implementation of land use and comprehensive plans in the Region.

## **PLAN STRUCTURE AND MONITORING OBJECTIVES**

### **1. Responsiveness of Adaptive and Flexible Plans**

The development of land management and water quality facilities, programs, operational improvements, and policies which are flexible, adaptive, and robust in response to changing conditions.

### **2. Improvement of Assessment and Management**

Improvement of the abilities to assess the state of water resources, to detect changes in these states, to evaluate the overall environmental and economic impacts of these changes, and to prescribe remedies for improving undesirable states.

## **EDUCATIONAL AND INFORMATIONAL PROGRAMMING OBJECTIVES**

### **1. Support of an Informed and Educated Public**

The development of informational and educational mechanisms which will inform and educate the public and decision makers on water quality problems, needs, policies, and corrective actions, in support of the objectives above.

### **2. Support of a Collaborative Approach to Water Quality Management**

The development of mechanisms for fostering cooperation and collaboration among governmental units, organizations, the public, and other parties concerned with the quality of water resources in the Region, in support of the above objectives.

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## Exhibit E

### ADVISORY COMMITTEE ON REGIONAL WATER QUALITY MANAGEMENT PLAN UPDATE FOR THE GREATER MILWAUKEE WATERSHEDS

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