

**MINUTES**  
**SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION**  
**PLANNING AND RESEARCH COMMITTEE MEETING**

Tuesday, May 5, 2015

1:30 p.m.

SEWRPC Office Building  
Commissioners' Conference Room  
W239 N1812 Rockwood Drive  
Waukesha, WI 53187-1607

**Present:**

**Excused:**

Commissioners:

Daniel S. Schmidt, Chairman  
Charles L. Colman  
Mike Dawson  
José M. Delgado  
Brian R. Dranzik  
Robert W. Pitts  
Nancy Russell  
Linda J. Seemeyer  
David L. Stroik  
Daniel W. Stoffel, Vice-Chairman

William R. Drew  
David L. Eberle  
Michael J. Skalitzky

Staff:

Kenneth R. Yunker	Executive Director
Michael G. Hahn	Deputy Director
Elizabeth A. Larsen	Assistant Director - Administration
Debra A. D'Amico	Executive Secretary

Guest:

David W. Opitz	Former Ozaukee County Commissioner
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**ROLL CALL**

Chairman Schmidt called the Planning and Research Committee meeting to order at 1:30 p.m. Roll call was taken and a quorum was declared present. Chairman Schmidt indicated for the record that Commissioners Mr. Drew, Mr. Eberle, and Mr. Skalitzky had asked to be excused.

**APPROVAL OF MINUTES OF THE MARCH 18, 2015, MEETING**

Chairman Schmidt asked if there were any changes or additions to the March 18, 2015, meeting minutes.

Planning and Research Committee Meeting  
May 5, 2015

On a motion by Mr. Dawson, seconded by Ms. Russell, and carried unanimously, the minutes of the March 18, 2015, Planning and Research Committee Meeting were approved as published.

**CONSIDERATION OF AMENDMENT TO THE REGIONAL WATER QUALITY MANAGEMENT PLAN**

**Sewer Service Area for the Village of Germantown** (Copy attached to Official Minutes) Chairman Schmidt asked Mr. Hahn to review with the Committee the proposed amendment to the adopted regional water quality management plan pertaining to the sanitary sewer service area for the Village of Germantown. A copy of the preliminary draft of a SEWRPC Staff Memorandum dated June 2015, concerning this matter had been provided to the Committee members for review prior to the meeting.

Mr. Hahn indicated that by e-mail letter received January 12, 2015, the Village of Germantown requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) amend the Village of Germantown sanitary sewer service area, tributary to the Milwaukee Metropolitan Sewerage District (MMSD) sewerage system, as that area is currently documented in SEWRPC Community Assistance Planning Report No. 70, *Sanitary Sewer Service Area for the Village of Germantown, Washington County, Wisconsin*, dated July 1983, as amended. He said that the basic purpose of the amendment would be to include within the planned sewer service area certain lands located immediately adjacent to, but outside, the currently adopted sewer service area.

He directed the attention of the Committee members to Map 1 which identifies the proposed 17 acre area to be added to the sanitary sewer service area. He noted that the subject area is proposed to accommodate commercial/business uses in the Village comprehensive plan. He also noted that the subject area contains just over two acres of wetlands with no environmental corridors or isolated natural resource areas.

Mr. Hahn stated that the proposed addition to the Village of Germantown sanitary sewer service area tributary to the MMSD sewerage system represents an increase in the planned sewer service area of less than 1 percent. He also stated there should be no significant adverse water quality impacts attributable to the development of the planned sanitary sewer service area, assuming that all applicable Federal, State, and Local permits are obtained and that proper site development and construction practices are employed.

Mr. Hahn noted that the expansion is consistent with the regional land use plan and the regional water quality management plan. He then said that there will be a public hearing sponsored by the Village of Germantown on May 18, 2015. It is expected that the Germantown Village Board will approve the amendment following the public hearing.

In response to an inquiry by Mr. Opitz, Mr. Hahn stated that it is not unusual for the Planning and Research Committee to consider a sanitary sewer service area amendment that has not yet had a public hearing or been approved by the requesting local government. He noted that the Planning and Research Committee can recommend approval by the Commission of the sanitary sewer service area amendment contingent upon the outcome of the public hearing and approval by the requesting local government.

Mr. Pitts asked what would occur if following Planning and Research Committee recommended approval of a sewer service amendment, there is significant opposition at the public hearing and/or the requesting local government fails to approve the amendment. Mr. Yunker stated that the Planning and Research Committee is making a recommendation for the Commission to consider for approval at the next Commission meeting contingent on the results of the public hearing and requesting local government approval.

Planning and Research Committee Meeting  
May 5, 2015

If there was opposition at the public hearing, particularly from another local government, it would be brought to the attention of the full Commission prior to their consideration of approval. In the event the requesting local government would not approve the sewer service amendment following the public hearing, the amendment would not go to the Commission.

There being no further questions or discussion, on a motion by Mr. Colman, seconded by Mr. Delgado, and carried unanimously, the SEWRPC Staff Memorandum for the Village of Germantown to amend the Germantown sanitary sewer service area, dated June 2015, was approved and recommended for Commission adoption contingent upon the Germantown Village Board of Trustees' vote of approval scheduled to occur on Monday, May 18, 2015.

**Sewer Service Area for the Village of Mukwonago** (Copy attached to Official Minutes) Chairman Schmidt asked Mr. Hahn to review with the Committee the proposed amendment to the adopted regional water quality management plan pertaining to the sanitary sewer service area for the Village of Mukwonago. A copy of the preliminary draft of SEWRPC Community Assistance Planning Report No. 191 (2<sup>nd</sup> Edition), *Sanitary Sewer Service Area for the Village of Mukwonago, Walworth and Waukesha Counties, Wisconsin* concerning this matter had been provided to the Committee members for review prior to the meeting.

Mr. Hahn indicated that by letter dated November 21, 2014, the Village of Mukwonago requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) amend the Mukwonago sanitary sewer service area plan as that area is currently documented in SEWRPC Community Assistance Planning Report No. 191, as amended in five plan amendments, the latest of these having been adopted in 2006. He noted that this proposed major expansion of the sanitary sewer service area is large enough to merit preparation of a 2<sup>nd</sup> Edition sanitary sewer service area plan for the entire Village of Mukwonago. He directed the attention of the Committee members to Map 2 which identifies the proposed 1,978 acres of planned sanitary sewer service area expansion, including 189 acres of urban land and street rights-of-way; 288 acres of environmentally significant lands; and 1,501 acres of agricultural and other open land. He said that the basic purpose of the amendment would be to include within the planned sewer service area certain lands located immediately adjacent to, but outside, the currently adopted sewer service area.

Mr. Hahn stated that the expanded Mukwonago sewer service area would accommodate a "buildout" population of about 16,450 persons assuming full development of all planned residential areas within this expanded sewer service area at locations and densities specified in the Village comprehensive plan.

Mr. Hahn then directed the attention of the Committee members to Map 3 which identifies the environmentally significant lands within the proposed sewer service area. He noted that the proposed expanded sanitary sewer service area which includes a total of 8,169 acres of land, encompasses 1,834 acres of primary environmental corridors (22 percent of the sewer service area); 81 acres of secondary environmental corridors (1 percent of the sewer service area); and 390 acres of isolated natural resource areas (5 percent of the sewer service area). The planned sanitary sewer service area will provide for the protection of the 1,834 acres of primary environmental corridor, 41 percent or 33 acres of the secondary environmental corridor and 271 acres or 69 percent of the isolated natural resource areas which are wetlands, floodlands, shorelands, or steeply sloped. He further noted that the proposed sewer service area also encompasses a total of 79 acres of small wetlands and surface water areas located outside the environmental corridors and isolated natural resource areas, accounting for less than 1 percent of the sewer service area.

Planning and Research Committee Meeting  
May 5, 2015

Mr. Hahn noted that there should be no significant adverse water quality impacts attributable to the development of the planned sewer service area assuming that all applicable Federal, State, and Local permits are obtained and that proper site development and construction practices are employed. He then said current average annual wastewater flows to the wastewater treatment plant approximate 0.84 mgd.

The area to be added to the sewer service area could accommodate an increase in population of about 8,100 persons and add about 900 acres of new industrial/business park and commercial development under full development conditions. The anticipated flow to be generated resulting from this development would create sewage flow rates ranging from about 1.4 mgd to 1.9 mgd on an average annual basis. Mr. Hahn further noted that total average annual flow would range from about 2.2 to 2.7 mgd following development of the total proposed sewer service area whereas the current wastewater treatment plant capacity is 1.5 mgd. Therefore, the wastewater flows to the Village plant would exceed the current plant capacity if the planned growth in the Village's sewer service area occurs, and it will be necessary for the Village of Mukwonago to initiate facility planning for a plant expansion sometime in the planning period prior to the wastewater flows exceeding plant capacity.

Mr. Hahn noted that the expansion is consistent with the regional land use plan and the regional water quality management plan. He said that on Tuesday, June 2, 2015, there will be a public hearing to obtain public comment on this proposed amendment, and then the Village of Mukwonago Board of Trustees will approve this amendment to the Village of Mukwonago sanitary sewer service area. Mr. Hahn then noted that, once again, the Committee will vote contingent on the results of the public hearing and the approval by the Village of Mukwonago Board of Trustees.

In response to an inquiry by Ms. Russell, Mr. Yunker stated that the Commission has not recently had a sanitary sewer service area request with this level of expansion. He noted that it is consistent with the existing boundary agreement between the Village of Mukwonago and the Town of East Troy. Ms. Russell then asked whether the property owners throughout the Village would be assessed for a future wastewater treatment plant capacity upgrade, or whether such an assessment would only apply to the property owners in the area now proposed to be added to the sanitary sewer service area. Mr. Yunker noted that hookup fees are a possibility in part to address the impact of increased flows to the wastewater treatment plant, but that it is likely that future plant upgrade costs would be shared by all users within the Village of Mukwonago. Ms. Seemeyer added that in the past, grants were available to help in these situations. Mr. Hahn agreed, but he said that such grants have now been replaced by loans made through the State of Wisconsin Clean Water Revolving Loan Fund.

[Secretary's Note:

The Village of Mukwonago assesses impact fees to developers to pay for the capital costs of numerous Village services that are necessary to accommodate land development. Impact fees are charged for parkland; sewer, including sewer connection; water; library; police; fire; recycling; and property record management functions, totaling \$8,120. The Village sewer impact fee is \$975 and the sewer connection fee is \$1,758.]

Mr. Opitz inquired about what stream received treated effluent from the Village of Mukwonago wastewater treatment plant, and he asked if increased discharges from Mukwonago would limit development in the Village of East Troy. Mr. Hahn said that the treated wastewater is discharged to the Fox River, and that the Wisconsin Department of Natural Resources (WDNR) establishes effluent limits for wastewater treatment plants consistent with the assimilative capacity of the receiving stream. He also noted, and Mr. Opitz agreed, that effluent limits from multiple wastewater treatment plants affecting the same reach of stream could be made more stringent by the WDNR to enable proposed development to occur without adversely affecting the water quality in the receiving stream.

Planning and Research Committee Meeting  
May 5, 2015

[Secretary's Note:

The Village of Mukwonago wastewater treatment plant discharges to the Fox River. The Village of East Troy wastewater treatment plant discharges to Honey Creek, which joins the White River just before the White River flows into the Fox River, about 26 miles downstream from the location of the Village of Mukwonago wastewater treatment plant discharge. The East Troy wastewater treatment plant is the only plant that discharges to Honey Creek. The Town of Lyons Sanitary District No. 2 wastewater treatment plant and, under certain high flow conditions, the City of Lake Geneva plant, both discharge to the White River upstream of its confluence with Honey Creek. In addition, the Town of Norway Sanitary District No. 1 wastewater treatment plant discharges to the Wind Lake Drainage Canal, which ultimately discharges to the Fox River upstream of its confluence with the White River, and the Western Racine County Sewerage District plant discharges to the Fox River in the River reach between the Mukwonago discharge and the Fox River confluence with the White River. Thus, the Village of Mukwonago wastewater treatment plant discharge does not directly affect the assimilative capacity of Honey Creek, to which the Village of East Troy plant discharges. In the reach where the wastewater treatment plant discharges from the East Troy and Mukwonago plants would both affect the Fox River's assimilative capacity, that capacity is also affected by the discharges from the Town of Lyons Sanitary District No. 2, the City of Lake Geneva plant (under certain high flow conditions), the Town of Norway Sanitary District No. 1 plant, and the Western Racine County Sewerage District plant. Therefore, in summary, the Mukwonago wastewater treatment plant discharge and the East Troy plant discharge are not interrelated until the East Troy plant discharge reaches the Fox River, at which point the influences of all of the treatment plants mentioned above affect the assimilative capacity of the River and the effluent limits established for the plants by the WDNR.]

Mr. Colman referenced the paragraph at the top of Page 12 regarding the need for a field survey of the boundaries of environmentally significant areas when development proposals arise in the future. Mr. Hahn responded that it is standard procedure for the boundaries of environmentally significant areas to be field surveyed attendant to development proposals.

There being no further questions or discussion, on a motion by Mr. Pitts, seconded by Mr. Colman, and carried unanimously, SEWRPC Community Assistance Planning Report No. 191 (2<sup>nd</sup> Edition) Sanitary Sewer Service Area for the Village of Mukwonago, Walworth and Waukesha Counties, Wisconsin, was approved and recommended for Commission adoption contingent upon the results of the public hearing and approval by the Village of Mukwonago Board of Trustees scheduled to occur on Tuesday, June 2, 2015.

**Sewer Service Area for the City of Kenosha** (Copy attached to Official Minutes)

Chairman Schmidt asked Mr. Hahn to review with the Committee the proposed amendment to the adopted regional water quality management plan pertaining to the sanitary sewer service area for the City of Kenosha. A copy of the preliminary draft of a SEWRPC Staff Memorandum dated June 2015 concerning this matter had been provided to the Committee members for review prior to the meeting.

Planning and Research Committee Meeting  
May 5, 2015

Mr. Hahn indicated that by letter dated February 2, 2015, the Kenosha Water Utility requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) amend the Greater Kenosha sanitary sewer service area tributary to the City of Kenosha wastewater treatment plant.

He directed the attention of the Committee members to Map 1 which identifies the 303 acre area proposed to be added to the sanitary sewer service area, which represents an increase in the planned sewer service area of less than 1 percent. He noted that the subject area is expected mainly to be developed for warehouse/distribution use. He further noted that the subject area contains eight acres of small wetlands and 250 acres of agricultural land, and that there are no environmental corridors or isolated natural resource areas within the subject area.

Mr. Hahn then noted that there should be no significant adverse water quality impacts attributable to the development of the planned sanitary sewer service area, assuming that all applicable Federal, State, and Local permits are obtained and that proper site development and construction practices are employed. He said that the treatment plant has adequate capacity to treat wastewater flows from the area proposed to be added to the sewer service area.

Mr. Hahn indicated that the expansion is consistent with the regional land use plan and the regional water quality management plan. He said that there will be a public hearing sponsored by the Kenosha Water Utility on Monday, June 1, 2015. The Kenosha Water Utility will consider approval of the amendment following the public hearing.

There being no questions or discussion, on a motion by Mr. Pitts, seconded by Ms. Russell, and carried unanimously, the SEWRPC Staff Memorandum for the City of Kenosha to amend the Greater Kenosha sanitary sewer service area, dated June 2015, was approved and recommended for Commission adoption contingent upon the results of the public hearing and approval by the Kenosha Water Utility scheduled to occur on Monday, June 1, 2015.

**UPDATE ON VISION 2050—MAJOR REEVALUATION OF REGIONAL LAND USE AND TRANSPORTATION PLANS**

**Outline of VISION 2050 Alternative Plans**

Chairman Schmidt asked Mr. Yunker to provide an update on the development of alternative plans for VISION 2050 (copy attached to Official Minutes). Mr. Yunker then reviewed a summary of each of the alternative plans proposed to be developed for VISION 2050.

Mr. Stroik recommended that the Alternatives 1 and 2 each be provided with a descriptive name. Ms. Russell commented that staff should take care in naming each alternative. Mr. Yunker stated that Commission staff will work with both the Regional Land Use and Regional Transportation Advisory Committees to develop descriptive names for each alternative.

In response to an inquiry by Mr. Stoffel, Mr. Yunker stated that rapid transit would typically have stop spacing of about ¼ mile in central business districts, ½ mile in high density areas, and ½ to 1 mile in medium density areas. He stated that average speeds of about 20 to 25 miles per hour could be achieved. Mr. Stoffel then commented that it may be an hour ride from Waukesha to downtown.

In response to an inquiry by Mr. Colman concerning Alternative Plan II, Mr. Yunker stated that the proposed light rail line incorporates the City of Milwaukee streetcar route.

Planning and Research Committee Meeting  
May 5, 2015

**VISION 2050 Plan Objectives and Alternative Plan Evaluation Criteria**

Mr. Yunker then briefly reviewed the VISION 2050 Plan Objectives and Alternative Plan Evaluation Criteria and noted that the objectives and criteria were developed based on the VISION 2050 Guiding Statements (copy attached to Official Minutes).

In response to an inquiry by Ms. Russell relative to whether the plan contains information for the overall Region or each County separately, Mr. Yunker stated that many measures, such as congestion and mobility, will be measured by county; however, some measures may be provided only for the Region, such as air pollutant emission estimates.

**REVIEW AND CONSIDERATION OF APPENDICES OF SEWRPC PLANNING REPORT NO. 55, "VISION 2050: A REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN FOR SOUTHEASTERN WISCONSIN," VOLUME I, "GROUNDWORK FOR VISION AND PLAN DEVELOPMENT"**

**Appendix D, "A Comparison of the Milwaukee Metropolitan Area to Its Peers"**

Mr. Yunker shared with the Committee Appendix D of SEWRPC Planning Report No 55. He stated this report provides statistics and data of the four County Metropolitan Milwaukee Area in comparison to 13 other metropolitan areas in the nation.

In response to Mr. Stoffel's suggestion that this Appendix be a separate report, Mr. Yunker stated that the Appendix will also be prepared as a Memorandum Report.

In response to an inquiry from Mr. Stroik, Mr. Yunker stated that a Commission newsletter focusing on this Appendix is being written. In addition, a press release will be issued to coincide with the mailing of the newsletter. The Commission Newsletter and Memorandum Report will also be posted on the Commission's website.

In response to an additional inquiry by Mr. Stoffel, Mr. Yunker stated that sales taxes are primarily used for dedicated transit funding in other metropolitan areas. He then noted that Milwaukee County residents passed an advisory referendum in November 2008 in support of a 1 percent sales tax of which one-half would be dedicated to transit.

**Appendix E, "Adopted County and Local Comprehensive Plans in Southeastern Wisconsin"**

Chairman Schmidt requested that Mr. Yunker brief the Commissioners on Appendix E, "Adopted County and Local Comprehensive Plans in Southeastern Wisconsin." During the review, Mr. Yunker noted that sewered communities have planned for more housing and jobs than forecast by the Commission through the year 2050.

In response to an inquiry by Ms. Russell, Mr. Yunker stated that VISION 2050 would provide advisory land use and transportation recommendations to the Region's local governments which they could consider as they conduct updates of their local comprehensive plans.

**CONSIDERATION OF THE CITY OF MILWAUKEE REQUEST TO AMEND THE FISCALLY-CONSTRAINED YEAR 2035 REGIONAL TRANSPORTATION SYSTEM PLAN TO ADD AN EXTENSION OF THE PROPOSED MILWAUKEE STREETCAR SYSTEM TO THE LAKEFRONT IN DOWNTOWN MILWAUKEE**

Chairman Schmidt asked Mr. Yunker to present the proposed Regional Transportation Plan amendment to add an extension to the proposed Milwaukee Streetcar in downtown Milwaukee. Mr. Yunker stated that the City of Milwaukee has requested the amendment of the Year 2035 Regional Transportation System Plan to add a 0.4-mile lakefront extension of the proposed Milwaukee Streetcar in downtown Milwaukee. He further stated that the initial 2.1-mile segment of the Milwaukee Streetcar, intended to serve the Milwaukee central business district and the Lower East Side area, is currently included in the adopted Year 2035 Regional Transportation Plan. He noted the City of Milwaukee Common Council and Mayor have approved the project engineering and construction of the initial Streetcar line and the 0.4-mile extension. He added that the Advisory Committee on Regional Transportation System Planning approved the amendment at its April 25, 2015, meeting. Mr. Yunker further stated the 0.4-mile extension is consistent with the Year 2035 Regional Transportation Plan, as the plan recommends the substantial improvement and expansion of public transit. He added the plan acknowledges that the transit operator would determine the specific transit technology to be implemented following preliminary engineering.

Mr. Yunker then added that the City of Milwaukee is seeking partial Federal funding for this project by applying for a Federal Highway Administration TIGER grant in the amount of \$10 million, with the City having committed to funding the remaining \$15 million. To enhance the potential for receiving the grant, the Year 2035 Regional Transportation Plan must be amended to include the 0.4-mile Streetcar extension. The City has until June 5<sup>th</sup> to submit the grant application.

Commissioners Seemeyer and Dawson asked questions and/or expressed concerns about the cost of the Streetcar project. Mr. Yunker noted the initial Streetcar line has an estimated capital cost of about \$100 million and the proposed extension has an estimated capital cost of \$25 million.

Commissioner Dranzik noted the businesses the Streetcar extension will serve; the Northwestern Mutual Life Insurance 32-story office tower under construction, the proposed 44-story Couture building (which is currently proposing to incorporate the Streetcar extension into the building), and potentially, a new Johnson Controls world headquarters building. He noted that, in particular, spokespersons for Johnson Controls have indicated the building of the Streetcar extension will influence their decision regarding locating their headquarters in downtown Milwaukee. Commissioners Pitts and Russell commented on the substantial economic development that the Streetcar extension would serve.

Commissioner Dranzik noted his strong support for adding the Streetcar extension to the plan, and made a motion to recommend to the Commission the amendment of the year 2035 regional transportation plan to include the Streetcar extension. The motion was seconded by Commissioner Delgado. Commissioners Stroik and Stoffel noted that the amendment was being made at the specific request of the City of Milwaukee Mayor and Common Council, who upon the conclusion of detailed planning, engineering, and environmental studies, have determined to implement the Streetcar extension. It was agreed by all that the motion should be modified to include the statements of Commissioners Stroik and Stoffel regarding the specific request for the amendment by the City of Milwaukee. There being no further questions or comments, the motion to recommend that the Commission amend the regional transportation plan to include a 0.4-mile Streetcar extension at the specific request of the City of Milwaukee Mayor and Common Council following detailed planning, environmental and engineering studies, and their determination to pursue construction of the initial Streetcar line and its extension, was approved unanimously. Former Commissioner Opitz asked that his opposition to the motion be noted in the minutes.



Planning and Research Committee Meeting  
May 5, 2015

**CORRESPONDENCE/ANNOUNCEMENTS**

Chairman Schmidt asked Mr. Yunker if there was any correspondence or if there were any announcements.

Mr. Yunker said there were none.

**ADJOURNMENT**

There being no further business to come before the Committee, on a motion by Mr. Stroik, seconded by Mr. Dawson, and carried unanimously, the meeting was adjourned at 3:20 p.m.

Respectfully submitted,

Kenneth R. Yunker  
Deputy Secretary

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