

MINUTES

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION PLANNING AND RESEARCH COMMITTEE MEETING

Tuesday, February 27, 2018

1:30 p.m.

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

Present:

Commissioners:

Daniel S. Schmidt, Chairman
Jose Delgado, Vice Chairman
Steve Bostrom
Charles L. Colman
Michael A. Crowley
Brian R. Dranzik
Aloysius Nelson
Robert W. Pitts
Nancy Russell
Peggy L. Shumway

Excused:

William R. Drew
James A. Ladwig
Jeffrey D. Schleif
David L. Stroik

Staff:

Michael G. Hahn	Executive Director
Kevin J. Muhs	Deputy Director
Elizabeth A. Larsen	Assistant Director – Administration

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 Drew, Ladwig, Schleif, and Stroik had asked to be excused.

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APPROVAL OF MINUTES OF THE AUGUST 1, 2017, MEETING

Chairman Schmidt asked if there were any changes or additions to the August 1, 2017, meeting minutes.

On a motion by Mr. Pitts, seconded by Mr. Colman, and carried unanimously, the minutes of the August 1, 2017, 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 Union Grove (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 Union Grove. A copy of the preliminary draft of a SEWRPC Staff Memorandum dated March 2018, concerning this matter had been provided to the Committee members for review prior to the meeting.

Mr. Hahn stated that it has been two and one half years since the last Sewer Service Area Amendment was brought to the Committee for adoption. He then gave a brief background on the Sewer Service Area Amendment document and adoption process.

Mr. Hahn indicated that by letter dated December 19, 2017, the Village of Union Grove requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) amend the Village sanitary sewer service area as that area is currently documented in SEWRPC Community Assistance Planning Report No. 180, *Sanitary Sewer Service Area for the Village of Union Grove and Environs, Racine County, Wisconsin*, dated August 1990, as amended. He said that the basic purpose of the amendment would be to include within the planning 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 – Revised, which identifies the proposed 91 acres located generally south of STH 11 to be added to the sanitary sewer service area. He noted that this area includes land in transportation and utility uses, an isolated natural area, and agricultural land. He then noted that the subject area is proposed to accommodate residential, commercial, and industrial/business park uses.

Mr. Hahn stated that the proposed addition to the Village of Union Grove sanitary sewer service area represents an increase in the planned sewer service area of 4 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 Village of Union Grove wastewater treatment plant has a capacity of about 2.0 millions of gallons per day (mgd) on an average annual basis, the current hydraulic loading to the plant is about 0.9 mgd, and it is anticipated that flow generated from the planned development of the areas proposed to be added to the sewer service area will be about 0.05 mgd. He concluded 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 noted that the expansion is consistent with the land use component of the regional land use and transportation plan and with the regional water quality management plan. He then said the public hearing was held on February 12, 2018, and that no objections to the proposed amendment were expressed at the hearing.

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In response to an inquiry by Mr. Delgado, Mr. Hahn stated that the Regional Housing Plan: Job/Housing Balance information in Appendix A was added to the amendment based upon recommendation from the Regional Housing Plan Advisory Committee. The intent is to remind the Village of Union Grove of the job/housing balance issue.

Mr. Nelson asked if Foxconn will have an impact to this sewer service area. Mr. Hahn stated that at the March 7, 2018, Planning and Research Committee meeting, the Village of Mt. Pleasant Sewer Service Amendment will be considered, as it is directly related to Foxconn.

In response to an inquiry by Mr. Colman, Mr. Hahn noted the dotted black sections shown on Map 2 are isolated natural resource areas (INRAs), and that, as indicated on Map 2, the extension of sewers to serve new development is not permitted in INRAs containing wetlands, floodplains, shorelands, or steep slopes.

Mr. Hahn then stated that the Amendment will go to the Wisconsin Department of Natural Resources (WDNR) for approval and the WDNR will then provide the amendment to the U. S. Environmental Protection Agency for certification.

There being no further questions or discussion, on a motion by Mr. Pitts, seconded by Mr. Nelson, and carried unanimously, the SEWRPC Staff Memorandum for the Village of Union Grove to amend the Union Grove sanitary sewer service area, dated March 2018, was approved and recommended for Commission adoption.

Sewer Service Area for the Greater Kenosha Area (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 service area for the Greater Kenosha Sanitary Sewer Service Area. A copy of the preliminary draft of a SEWRPC Staff Memorandum dated March 2018, concerning this matter had been provided to the Committee members for review prior to the meeting.

Mr. Hahn indicated that by letter dated November 13, 2017, the Kenosha Water Utility, on behalf of the City of Kenosha and the Village of Somers, 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, as that area is currently documented in SEWRPC report titled *Amendment to the Regional Water Quality Management Plan – Greater Kenosha Area*, dated December 2001, as amended. He said that the basic purpose of this amendment would be to expand the sewer service area to include certain additional lands along the IH 94 corridor that were subject to the approved boundary agreement between the City of Kenosha, the Village of Somers, the Town of Paris, and the Kenosha Water Utility.

He then called attention to Map 1, which identifies 5.6 square miles located on the west side of IH 94, north of CTH K, and south of CTH E, to be added to the sanitary sewer service area. He noted that the subject site includes 0.4 square mile of environmentally significant land, 0.4 square mile of existing urban land, and 4.8 square miles of agricultural and other open land. He further noted that the site would be developed in industrial/business park, commercial, and residential uses.

Mr. Hahn stated that the proposed addition to the Greater Kenosha Sanitary Sewer Service Area represents an increase in the planned sewer service area of 7 percent. He then directed the Committee to Maps 3 through 5, which show environmentally significant lands. He noted the extension of sewers to serve new development is not permitted in designated isolated natural resource areas containing wetlands, floodplains, shorelands, or steep slopes.

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Mr. Hahn stated that the City of Kenosha wastewater treatment plant has a capacity of 28.6 millions of gallons per day (mgd) on an average annual basis, the current hydraulic loading to the plant is about 22.8 mgd, and it is anticipated that flow generated from the planned development of the areas proposed to be added to the sewer service area will be about 3.0 mgd. He said that this additional flow, along with the flows from development over time from other parts of the sewer service area could result in a total flow to the treatment plant that could approach or exceed the current plant capacity, and the Kenosha Water Utility Commission should consider initiating facility planning in the near future.

Mr. Hahn noted that the expansion is consistent with the land use component of the regional land use and transportation plan and with the regional water quality management plan. He then said the public hearing was held on February 26, 2018, and that no objections to the proposed amendment were expressed at the hearing.

In response to an inquiry by Mr. Pitts regarding possible exceedance of the plant capacity, Mr. Hahn stated that, prior to development occurring that would generate total flows to the plant in excess of its capacity, the Kenosha Water Utility would undertake facilities planning and would implement measures to accommodate planned flow increases. Mr. Bostrom stated that the possibility of expanding the wastewater treatment plant was discussed at the public hearing on the sewer service area amendment. He further noted that the Water Utility owns land that would accommodate future plant expansion.

While reviewing Map A-1, Mr. Nelson asked how many of the major employment centers currently exist. Mr. Muhs stated that there are very few new employment centers and approximately 80 percent of those shown on the map currently exist.

There being no further questions or discussion, on a motion by Mr. Bostrom, seconded by Mr. Nelson, and carried unanimously, the SEWRPC Staff Memorandum for the Kenosha Water Utility on behalf of the City of Kenosha and the Village of Somers to amend the Greater Kenosha Area sanitary sewer service area, dated March 2018, was approved and recommended for Commission adoption.

PRESENTATION ON DRAFT AMENDMENT TO VISION 2050 FOR THE FEDERAL HIGHWAY SAFETY PERFORMANCE MEASURES

Chairman Schmidt asked Mr. Muhs to present future amendments to VISION 2050 related to the Federal Highway Safety Performance Measures.

Mr. Muhs discussed the Federal Highway Safety Performance Measures and the planned Commission staff approach to proposing safety measures within the Region.

In response to a question by Mr. Colman, Mr. Muhs noted that Commission staff are proposing targets for the Region that differ from the State of Wisconsin targets because Commission staff would like to set more aggressive crash reduction goals for the Region. He noted that Commission targets need to be included in the Commission's planning processes, but do not have an impact on how Federal money that the State receives can be spent.

In response to an inquiry by Mr. Bostrom, Mr. Muhs noted that historic declines in fatalities and serious injuries appear to have been driven by improvements in safety equipment in vehicles and improvements in roadway design. He noted that the Commission staff expect that further advancements in vehicle safety technology and the implementation of improved intersection and roadway design would lead to further aggressive reductions in fatalities and serious injuries in the future. Mr. Bostrom noted that he would expect that self-driving vehicles would result in a further increase in safety in many ways.

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Ms. Russell noted that while self-driving vehicles are a good concept, there are potential safety and traffic issues that would occur when self-driving vehicles are in use along with older vehicles that have not yet been replaced. She also asked if there will be problems with manufacturer recalls of self-driving vehicles. She had several comments regarding consideration of safety performance measures, noting that the County medical examiner informed the Walworth County Safety Commission that there has been an increase in suicide by automobile, and asked how that might be addressed.

Mr. Muhs noted that, with the Region's average fleet age of 11 years, self-driving vehicles and human-driven vehicles are expected to need to share the road for a significant length of time, which does present many challenges. Unless our current vehicle ownership model is replaced with a model where the vast majority of the fleet is owned by taxi and transportation network companies such as Uber or Lyft, it is expected that the transition to self-driving vehicles will take decades.

UPDATE ON FOXCONN

Chairman Schmidt asked Mr. Hahn to provide an update on activities related to the proposed Foxconn development in Racine County.

Mr. Hahn noted that the Commission staff has been involved in several efforts related to the proposed development including working on a sewer service area amendment for the City of Racine and environs and the City of Kenosha and environs, evaluating the effectiveness of proposed controls on runoff from the Foxconn site and associated development in the Village of Mt. Pleasant, and preparing an amendment to the VISION 2050 regional land use and transportation plan that will address future land use development and multi-modal transportation facilities associated with not only the Foxconn development, but also related ancillary development.

Mr. Hahn commented that the subcontinental divide runs through the Foxconn site in the Village of Mt. Pleasant, and, thus, it is necessary to apply for a Lake Michigan diversion in accordance with the requirements of the Great Lakes-St. Lawrence River Basin Water Resources Compact and the *Wisconsin Statutes* that implement the Compact. As the Racine Water Utility provides water to the portions of Mt. Pleasant that are within the Great Lakes Basin, and the Utility owns the water distribution system in the Village of Mt. Pleasant, the application for a Lake Michigan water supply for that portion of the Foxconn site in the Mississippi River Basin would be submitted by the City of Racine. He stated that as the areawide water quality planning agency, SEWRPC is designated under the *Wisconsin Statutes* as being responsible for delineation of water supply service areas and noted that:

- The Foxconn development is located in a designated electronics and information technology manufacturing zone (EITMZ),
- The State of Wisconsin Foxconn legislation removes the statutory requirement that a diversion proposal be consistent with an approved water supply service area plan when the diversion would provide water to a straddling community that includes an EITMZ,
- In the case of Foxconn, SEWRPC is not required to delineate water supply area.

Mr. Hahn further stated the provision by the Racine Wastewater Utility of wastewater treatment service to the Village of Mt. Pleasant, within and adjacent to the Foxconn, site would require an amendment of the regional water quality management plan to include those areas. It was initially thought that the southeastern

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part of the Town of Yorkville would be included in the sewer service area amendment, however at a January 22 Town Board meeting the Board decided to lay the matter on the table, thus killing the measure.

The Town has a wastewater treatment plant that serves the Ives Grove area near STH 20 and IH 94. The Town had been exploring options for meeting phosphorus effluent concentrations established under its wastewater permit issued by the Wisconsin Department of Natural Resources (WDNR). The Town will be considering short-term plant upgrades and longer-term facilities planning options.

[Secretary's Note: The regional water quality management plan has long recommended that the Town consider connection of its sewer system to the Racine wastewater treatment plant when the Town plant exceeds its useful life. Connecting to the Racine plant would address the issue of meeting phosphorus effluent concentrations.]

Mr. Hahn described the SEWRPC effort, in working with Kenosha and Racine Counties, the Villages of Mt. Pleasant and Somers, WDNR, and the Wisconsin Department of Transportation to evaluate the effectiveness of proposed controls on stormwater runoff from the Foxconn site and associated development in the Village of Mt. Pleasant. The Kilbourn Road Ditch, in the Des Plaines River watershed flows through the Foxconn site and downstream through the Village of Somers. The evaluation of runoff controls are to reduce the possibility of flooding on the Foxconn site and to avoid creating flooding problems upstream in the Town of Yorkville and downstream in the Village of Somers.

He said this situation was a good example of the value of SEWRPC's comprehensive watershed planning program in that:

- The 2003 SEWRPC Des Plaines River watershed study included hydrologic and hydraulic analyses to establish recommended controls on runoff from new urban development in the watershed;
- Those controls were expressed as release rates per acre of development (0.30 cubic feet per second per acre for the 100-year event) that, if applied, would be expected to reduce runoff from the development site to a level that would not increase downstream flood flows and stages, and, thus, not increase the flood hazard along downstream rivers and streams; and
- That those recommended controls had been adopted in the Village of Mount Pleasant stormwater management ordinance and would be applied in developing runoff controls for the Foxconn site and in evaluating the degree of control necessary to prevent the creation of flooding problems following development of the site.

Mr. Hahn then noted that the SEWRPC staff has initiated the preparation of an amendment to the VISION 2050 regional land use and transportation plan that would consider both possible future land use changes associated with the Foxconn development and related development around the Foxconn site and multi-modal transportation options to accommodate the necessary workforce. He then asked Mr. Muhs to elaborate on the VISION 2050 amendment process and objectives.

Mr. Muhs noted that VISION 2050 was adopted by the Commission in July 2016, and therefore, did not include any significant development occurring at the Foxconn site. He stated that the Commission staff intends to amend VISION 2050 to account for the impacts to housing, employment, and land use that are expected to result from the Foxconn development, and to include the transportation facilities and services needed to adequately serve the Foxconn site and nearby associated developments. He also indicated that

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the planned amendment would include a section emphasizing applicable recommendations from VISION 2050 for implementing agencies to consider as they develop the Foxconn site, associated developments, and transportation facilities near the Foxconn site. He emphasized that the amendment would include changes to all modes of transportation, including transit services and bicycle and pedestrian facilities. He then described some of the changes to land use and transportation that may be included in the draft amendment, depending on further conversations with implementing agencies and local units of government.

Mr. Muhs reviewed the Commission staff's planned process for amending the Plan, noting that the process described may change based on ongoing discussions between the Wisconsin Department of Transportation and the Federal Highway Administration. He described that the Commission staff intend to work with the Commission's Advisory Committees on Regional Land Use Planning and Regional Transportation Planning to develop a draft amendment for the public's review. Following a public involvement process that will include multiple public meetings in different locations within the Region, the Advisory Committees will review the public comment and consider a draft of the amendment revised in response to public comment. The Commission's Planning and Research Committee will also review the revised amendment. Following approval by the Advisory Committees and the Planning and Research Committee, the Commission will consider the amendment to VISION 2050.

The following discussion ensued upon the conclusion of the staff's Foxconn update.

In response to a comment by Mr. Delgado, Mr. Hahn stated that the aggressive Foxconn development schedule is the reason for fast tracking the normal planning process.

Mr. Delgado commented that alternate shift scheduling could avoid traffic congestion problems. Mr. Muhs stated that preliminary discussions indicate that the plant employees would work 12-hour shifts, and one-quarter of the Foxconn employees would be on-site at any given time.

Mr. Dranzik stated that Amtrak runs through the Foxconn site and asked if there had been discussion of another rail line to be added for commuters that would serve the Milwaukee, Kenosha, Racine area. Mr. Muhs stated that negotiations with Canadian Pacific would be necessary to add capacity to the rail line.

Mr. Bostrom noted that the Foxconn development crosses two counties and many municipalities, yet neither of the two nearby transit agencies serve the Foxconn site currently. Who will assume the cost of operating transit to the Foxconn site? Mr. Muhs stated that current discussions seem to indicate that there will be some limited State funds available for transit operations from the \$20 million that has been set aside for workforce development efforts, but noted that that level of funding is unlikely to be adequate in the long term. Limited discussion of a regional transit authority to serve the area has resurfaced, but he indicated that it appears unlikely to move forward legislatively at this time. Mr. Muhs noted that it is possible that Foxconn may provide a private bus service.

Mr. Nelson commented that a lack of adequate transportation options is a barrier to potential employees traveling to jobs in the Region. Racine has a high rate of unemployment, combined with the lack of transit options, the jobs will be filled by people from Chicago if transit is not provided from communities within the Region.

A lengthy discussion then ensued on the likelihood and effectiveness of 12-hour work shifts.

Mr. Bostrom asked about control of the stormwater runoff from the proposed Foxconn development. Mr. Hahn stated that, under developed conditions, a greater volume of water would leave the site, but that stormwater controls would reduce the rate at which runoff leaves the site and flows to Kilbourn Road Ditch.

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He said that reduction should be designed to avoid increasing flooding along Kilbourn Road Ditch in Kenosha and Racine Counties. Mr. Bostrom identified a specific business park along the South Branch of the Pike River in the Village of Somers that recently flooded, and he asked if the Foxconn development would create more problems at that location. Mr. Hahn stated that the runoff from the Foxconn development would not affect that reach of the South Branch of the Pike River.

NEXT MEETING

The next meeting of the Planning and Research Committee with a full agenda will be held on Tuesday, May 8, 2018, at 1:30 p.m.

CORRESPONDENCE/ANNOUNCEMENTS

Chairman Schmidt reminded the Committee members that on March 7, 2018, a special meeting will be held at 2:30 p.m., just prior to the Commission Quarterly Meeting.

ADJOURNMENT

There being no further business to come before the Committee, on a motion by Mr. Nelson, seconded by Ms. Shumway, and carried unanimously, the meeting was adjourned at 3:05 p.m.

Respectfully submitted,

Michael G. Hahn
Deputy Secretary

MGH/KJM/EAL/dd
#241239 P&R Comm Minutes-February 27, 2018