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COMMUNITY ASSISTANCE PLANNING REPORT NUMBER 123 (Second Edition)

SANITARY SEWER SERVICE AREA FOR THE VILLAGE OF DARIEN WALWORTH COUNTY WISCONSIN

Prepared by the

Southeastern Wisconsin Regional Planning Commission
P. O. Box 1607
Old Courthouse
916 N. East Avenue
Waukesha, Wisconsin 53187-1607

The preparation of this report was financed in part through a planning grant from the Wisconsin Department of Natural Resources.

July 1992

Inside Region \$2.50 Outside Region \$5.00 (This page intentionally left blank)

SOUTHEASTERN WISCONSIN REGIONAL PLANNING CO

COMMISSION

916 N. EAST AVENUE

P.O. BOX 1607

WAUKESHA, WISCONSIN 53187-1607

TELEPHONE (414) 547-6721 TELECOPIER (414) 547-1103

Serving the Counties of: KENOSHA

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July 15, 1992

TO: The Village Board of the Village of Darien, the Town Board of the Town of Darien, and the Walworth County Planning, Zoning and Sanitation Department

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

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

Acting in response to the recommendations made in the adopted regional water quality management plan, the Village of Darien, on May 29, 1986, requested that the Regional Planning Commission assist the Village in refining and detailing the recommended sanitary sewer service area tributary to the Village sewage treatment plant. The Village of Darien sanitary sewer service area report, as documented in SEWRPC Community Assistance Planning Report No. 123, Sanitary Sewer Service Area for the Village of Darien, Walworth County, Wisconsin, the first edition of this report, was adopted by the Village Board of the Village of Darien on April 18, 1988; by the Regional Planning Commission on June 20, 1988; and by the Wisconsin Department of Natural Resources on November 16, 1988.

On April 8, 1992, the Village of Darien requested the Regional Planning Commission to amend the currently adopted sanitary sewer service area attendant to the Village sewage treatment facility for the year 2000 as identified in SEWRPC Community Assistance Planning Report No. 123. This report documents the results of that amendment process.

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

A public hearing was held on June 29, 1992, to discuss the preliminary findings and recommendations of the sewer service area refinement process and to receive the comments and suggestions of the local elected officials concerned and of interested citizens.

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

Respectfully submitted,

Kurt W. Bauer Executive Director (This page intentionally left blank)

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Chapter I

INTRODUCTION

BACKGROUND

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

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

The plan was formally certified over the period July 23 to September 20, 1979, to all of the local units of government in the Region and to the concerned state and federal agencies. The plan was formally endorsed by the Wisconsin Natural Resources Board on July 25, 1979. Such endorsement is particularly important because under state law and administrative rules, certain actions by the Wisconsin Department of Natural Resources (DNR) must be found to be in accordance with the adopted and endorsed plan. These actions include, among others, DNR approval of waste discharge permits, DNR approval of state and federal grants for the construction of wastewater treatment and conveyance facilities, and DNR approval of locally proposed sanitary sewer extensions.

NEED FOR REFINEMENT AND DETAILING OF LOCAL SANITARY SEWER SERVICE AREAS

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

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

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

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

Map 1 **RECOMMENDED SANITARY SEWER SERVICE AREAS IN THE REGION: 2000** FREDONIA LEGEND RIVER UNREFINED SANITARY SEWER SERVICE AREA WALES JACKSON REFINED SANITARY SEWER SERVICE AREA WEST BEND EXISTING PUBLIC SEWAGE TREATMENT PLANT EXISTING PUBLIC SEWAGE 0 TREATMENT PLANT TO BE ABANDONED PROPOSED PUBLIC SEWAGE TREATMENT PLANT WHITEFISH BAY 17000 FRANKLIN Part 1 1 1 0 6 10 15 20 26 30 36 40,000 WHITEWATER DARMY RIVER WATERFORD ROCHESTER WATERSHED ELKHORN LAKE GENEVA -SALEM SOUTH

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

- The preparation of a base map at an appropriate scale for each sanitary sewer service area identified in the areawide water quality management plan.
- 2. The delineation on that base map of the design year 2010 sanitary sewer service area consistent with the objectives set forth in the adopted regional land use plan.³
- 3. The conduct of intergovernmental meetings involving the local or areawide unit or units of government operating the sewage treatment facility or facilities concerned and the other local units of government that are to be provided sanitary sewer service by the sewage treatment facility or facilities concerned. At these meetings, the initial sanitary sewer service area delineation is to be presented and discussed and the positions of each of the units of government concerned solicited.

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

THE VILLAGE OF DARIEN SANITARY SEWER SERVICE AREA REFINEMENT PROCESS

The process of refining and detailing the sanitary sewer service areas in Southeastern Wisconsin was initiated subsequent to the Commission's

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

adoption of the regional water quality management plan in July 1979. By letter dated May 29, 1986, the Village of Darien requested that the Regional Planning Commission undertake the refinement and detailing of the proposed year 2000 sanitary sewer service area tributary to the Village of Darien sewage treatment facility. Subsequent to an intergovernmental meeting regarding this refinement, a public hearing was held on this matter on April 12, 1988. The Village of Darien sanitary sewer service area report, as documented in SEWRPC Community Assistance Planning Report No. 123, Sanitary Sewer Service Area for the Village of Darien, Walworth County, Wisconsin, the first edition of this report, was adopted by the Village Board of the Village of Darien on April 18, 1988, by the Regional Planning Commission on June 20, 1988, and was endorsed by the Wisconsin Department of Natural Resources on November 16, 1988.

The Regional Planning Commission recognizes that, like other long-range plans, sewer service area plans should be periodically reviewed to assure that they continue to properly reflect the urban development objectives of the communities involved, especially as such objectives may relate to the amount and spatial distribution of new urban development requiring sewer service. When it is determined by the operator of the sewage treatment facility or by the local unit of government involved that a sewer service area refinement is necessary, the operator of the sewage treatment facility or the local unit of government involved need only request the Regional Planning Commission for assistance in

undertaking the technical work required in the refinement effort. On April 8, 1992, the Village of Darien did so request the Commission to refine the currently adopted sanitary sewer service area attendant to the Village sewage treatment facility.

An interagency meeting regarding this refinement was held on May 14, 1992. In attendance at that meeting were representatives of the Village of Darien and of the Regional Planning Commission. At the conclusion of that meeting, both parties concerned had agreed upon a preliminary refined sanitary sewer service area tributary to the Darien sewage treatment facility for presentation at a public hearing.

A copy of an initial draft of this report setting forth a preliminary proposed sanitary sewer service area was provided to the Towns of Darien and Sharon, the Village of Darien, the Walworth County Park and Planning Commission, and the Wisconsin Department of Natural Resources for review and comment prior to the public hearing on the plan proposal. A public hearing was held on June 29, 1992. The public reaction to the proposed sanitary sewer service area, as documented in the minutes contained in Appendix A, is summarized later in this report. The final, agreed-upon, sanitary sewer service area attendant to the Village of Darien sewage treatment facility is described in Chapter III of this report. The delineation of this area reflects the intergovernmental decisions made in the aforereferenced meeting and pertinent comments made at the public hearing held on this matter.

Chapter II

STUDY AREA DESCRIPTION

LOCATION

The study area considered in the refinement of the Village of Darien sanitary sewer service area is shown on Map 2. The area consists of all the lands encompassed within the corporate limits of the Village of Darien, together with portions of the Towns of Darien and Sharon. As indicated in Table 1, the total study area encompasses 20.2 square miles, of which 0.8 square mile, or about 4 percent, lies within the Village of Darien; 14.2 square miles, or about 70 percent, lie within the Town of Darien; and about 5.2 square miles, or about 26 percent, lie within the Town of Sharon. These areal extents are based on 1992 civil division boundaries.

POPULATION

As further indicated in Table 1, the estimated resident population of the entire study area in 1990 was 2,138 persons. Of this total, about 1,158 persons, or about 54 percent, resided in the Village of Darien; about 850 persons, or about 40 percent, resided in the Town of Darien; and the remaining 130 persons, or 6 percent, resided in the Town of Sharon. Virtually the entire resident population of the Village of Darien was served by sanitary sewers tributary to the Darien sewage treatment plant. The balance of the population of the study area, within the Towns of Darien and Sharon, was served by onsite soil-absorption sewage disposal systems or onsite sewage holding tanks.

The forecast of probable future resident population levels for small geographic areas such as the Darien study area is a difficult task, accompanied by uncertainties and subject to periodic revision as new information becomes available. The practice that has been typically followed in forecasting population levels for physical development planning is the preparation of a single population forecast believed to be the most representative of future conditions. This traditional approach works well in periods of social and economic stability, when historic trends can be anticipated to continue relatively unchanged over the plan design period. During periods of major change in social and economic conditions,

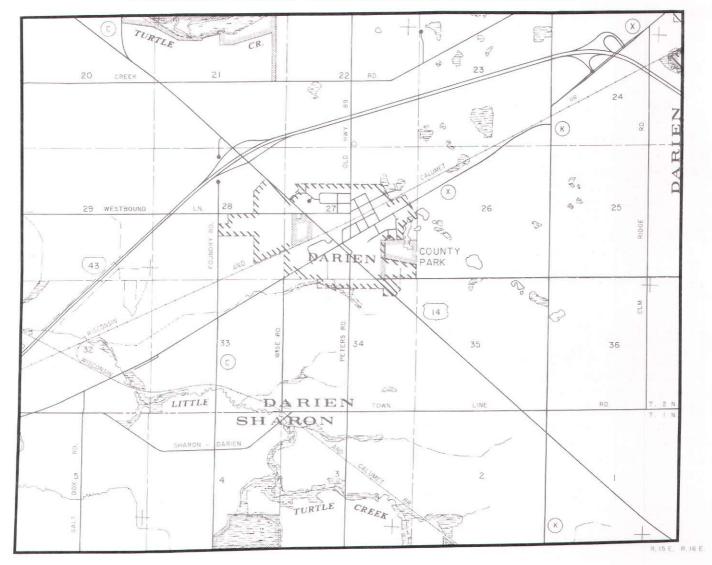
however, when there is great uncertainty as to whether historic trends will continue, alternatives to this traditional approach may be required. One such alternative approach proposed in recent years, and utilized to a limited extent at the national level for public and quasipublic planning purposes, is termed "alternative futures." Under this approach, the development, test, and evaluation of alternative plans is based not upon a single, most probable forecast of socioeconomic conditions, but upon a number of alternative futures chosen to represent a range of conditions which maybe expected to occur over the plan design period.

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

The Commission's year 2010 land use plan also considered alternative development patterns for accommodating the incremental population and employment levels envisioned under the afore-

Map 2

STUDY AREA IDENTIFIED FOR PURPOSES OF REFINING AND
DETAILING THE VILLAGE OF DARIEN SANITARY SEWER SERVICE AREA



GHAPHIC SCALE

GHAPHIC SCALE

MILE

O 1000 2000 3000 400FEET

Table 1
STUDY AREA INFORMATION BY CIVIL DIVISION

	1992 Area		1990 Population	
Civil Division	Square Miles	Percent	Number	Percent
Village of Darien	0.8 14.2	4.0 70.3	1,158 130 ^a	54.2 6.1
Town of Sharon	5.2	25.7	850 ^a	39.7
Study Area	20.2	100.0	2,138	100.0

^aEstimated.

Source: U. S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

described growth scenarios. Two development patterns were considered in the preparation of the alternative land use plans: a centralized development pattern which, like the first- and second-generation adopted regional land use plans, accommodated increases in population and economic activity by promoting a more compact regional settlement pattern, moderating to the extent practicable the current trend toward diffusion of population, employment, and attendant urban development; and a decentralized development pattern which accommodated the continued diffusion of population and employment levels but in a manner consistent with the protection of the natural resource base of the Region.

Five alternative future land use plans incorporating consideration of the aforementioned growth scenarios and development patterns were thus prepared: the recommended land use plan based upon an intermediate-growth centralized land use plan; a high-growth centralized land use scenario; and three alternative decentralized land use plans based upon the low-, intermediate-, and high-growth scenarios, respectively.

The intermediate-growth centralized land use plan, the Commission-recommended land use plan, would accommodate a year 2010 resident population level of about 2,600 persons in the Darien study area. Under the alternative futures approach utilized by the Commission for its work, however, the population level within the study area could range from a low of about 2,100 persons under the low-growth decentralized land use plan, to a high of about 4,700 persons under the high-growth decentralized land use plan.

ENVIRONMENTALLY SIGNIFICANT LANDS

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

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

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

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

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

In addition, Map 3 identifies secondary environmental corridors. The secondary environmental

Table 2

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

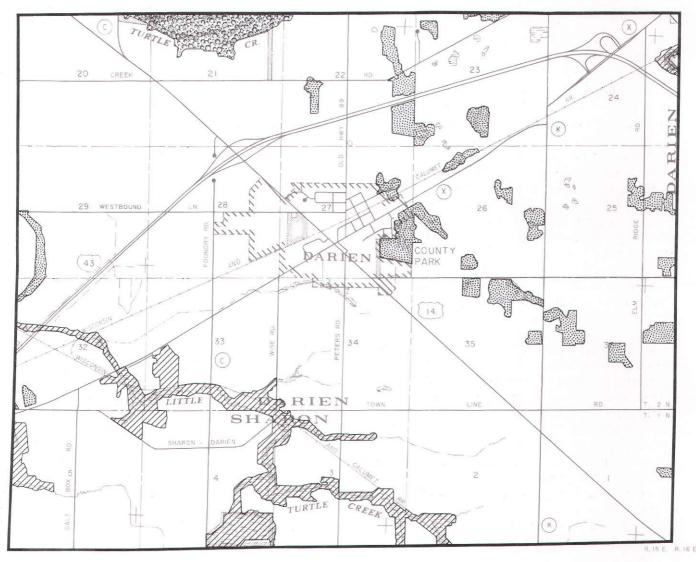
Resource Base or Related Element	Point Value
Natural Resource Base	
Lake	
Major (50 acres or more)	20
Minor (5-49 acres)	20
Rivers or Streams (perennial)	10
Shoreland	
Lake or Perennial River or Stream	10
Intermittent Stream	5
Floodland (100-year	
recurrence interval)	3
Wetland	10
Wet, Poorly Drained, or Organic Soil	5
Woodland	10
Wildlife Habitat	
High-Value	10
Medium-Value	7
Low-Value	5
Steep Slope	- Y
20 Percent or More	7
13-19 Percent	5
Prairie	10
Natural Resource Base-Related	r *
Existing Park or Open Space Site	_
Rural Open Space Site	5
Other Park and Open Space Site Potential Park Site	2
High-Value	3
	2
Low-Value	1
Structure	ا ۾ ا
Other Cultural	1
Archeological	1
Scenic Viewpoint	2
Scientific Area	-5
	4.5
State Scientific Area	15
County Significance	15
	10
Local Significance	5

Source: SEWRPC.

corridors, while not as significant as the primary environmental corridors in terms of overall resource values, should be considered for preservation as the process of urban development proceeds, because such corridors often provide economical drainageways, as well as needed

Map 3

ENVIRONMENTALLY SIGNIFICANT LANDS IN THE VILLAGE OF DARIEN STUDY AREA



LEGEND

PRIMARY ENVIRONMENTAL CORRIDOR

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL AREA

GRAPHIC SCALE

O 1000 2000 2000 4000/EET

green space, through developing residential neighborhoods. To qualify for inclusion in a secondary environmental corridor, an area must exhibit a point value of 10 or more, and have a minimum area of 100 acres and a minimum length of one mile.

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

Lands encompassed within the primary environmental corridors of the Darien study area in 1990 totaled 0.2 square mile, or about 1 percent of the total study area. Lands encompassed within the secondary environmental corridors totaled about 0.8 square mile, or about 4 percent of the study area. Lands encompassed within isolated natural areas totaled about 0.7 square mile, or about 3 percent of the study area. Thus, all environmentally significant lands in the Darien study area comprise about 1.7 square miles, or 8 percent of the study area.

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

It should also be noted that while almost all the delineated floodlands in the Darien study area are contained within the environmental corridors, there are small areas of the floodlands utilized for agricultural or other open space uses located outside such corridors. The Regional Planning Commission recognizes that such floodlands are generally unsuitable for intensive urban development owing to poor soil conditions and periodic flood inundation. The Commission thus recommends that as development of lands located within urban areas and adjacent to these floodland areas occurs, such floodland areas be preserved in essentially natural, open uses.

Chapter III

PROPOSED SANITARY SEWER SERVICE AREA

SIGNIFICANCE OF SANITARY SEWER SERVICE AREA DELINEATION

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

CURRENTLY APPROVED VILLAGE OF DARIEN SANITARY SEWER SERVICE AREA

The plan year 2000 sanitary sewer service area tributary to the Village of Darien sewage treatment facility, as set forth in the currently adopted sanitary sewer service area plan as documented in the first edition of this report, is shown on Map 4. Also shown on Map 4 is a portion of the City of Delavan sanitary sewer service area which is tributary to the Walworth County Metropolitan Sewerage District sewage treatment facility. This area was the subject of

a previous refinement effort as set forth in SEWRPC Community Assistance Planning Report No. 56, Second Edition, Sanitary Sewer Service Areas for the Walworth County Metropolitan Sewerage District, Walworth County, Wisconsin. Therefore, this report need only be concerned with the refinement of the Darien sanitary sewer service area. The Village of Darien sewer service area, as shown on Map 4, totals about 1.0 square mile, or about 5 percent of the total study area of 20.2 square miles and had, in 1990, a resident population of about 1,200 persons. Under the Commission's adopted water quality management plan, the year 2000 resident population level of this area would approximate 2,000 persons. The currently adopted plan provides for the protection of the primary environmental corridors of the study area, as well as for a sound urban development pattern in these areas.

REFINED VILLAGE OF DARIEN SANITARY SEWER SERVICE AREA

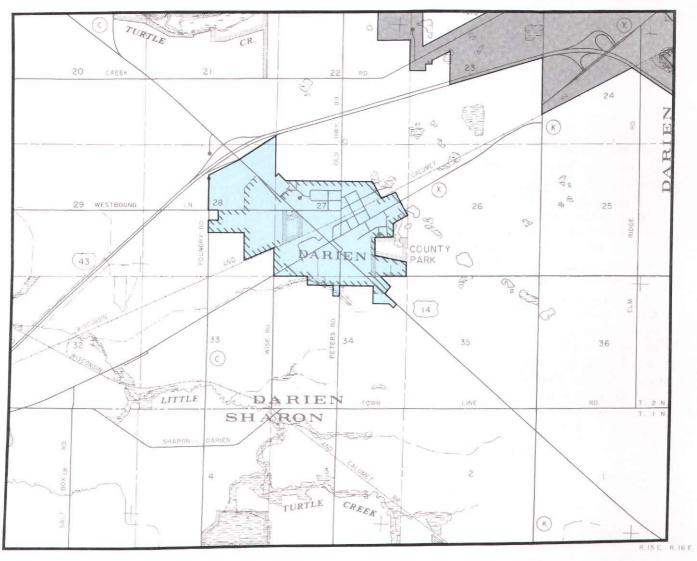
A comprehensive review of the Village of Darien sanitary sewer service area was last undertaken during the preparation of SEWRPC Community Assistance Planning Report No. 123 in May 1988. The purpose of this refinement effort is to once again comprehensively review the sewer service needs of lands envisioned to be tributary to the Village treatment facility; and to adjust and extend as necessary, the sewer service area boundaries to accommodate year 2010 population levels envisioned within this service area.

Factors taken into account in the delineation of the refined Village of Darien sanitary sewer service area included the currently adopted sanitary sewer service area as shown on Map 4, certain revisions recently made to the adopted Village land use plan, the year 2010 recommended and alternative futures regional land use plans as prepared by the Regional Planning Commission, and the suggestions made at an interagency meeting attended by representatives of the Village of Darien and the Regional Planning Commission held on May 14, 1992.

The refinement effort also considered the location, type, and extent of existing urban land use

Map 4

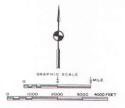
THE VILLAGE OF DARIEN SANITARY SEWER SERVICE AREA AS DEFINED IN SEWRPC COMMUNITY ASSISTANCE PLANNING REPORT NO. 123 (FIRST EDITION)



LEGEND

DELAVAN - DELAVAN LAKE SEWER SERVICE AREA

DARIEN SEWER SERVICE AREA



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

As previously noted, the Commission, as part of its regional planning program, which includes the delineation of sanitary sewer service areas and the subsequent refinements thereof, utilizes the "alternative futures" concept to deal with the uncertainties regarding factors affecting future growth and development within the Region. The sewer service area refinement effort for the Village of Darien thus incorporates a range of population levels with the most reasonable lower end of the population range being based upon the Commission's intermediate-growth centralized land use plan, and most reasonable upper end of the population range being based upon the Commission's high-growth decentralized land use plan. Indeed, local sanitary sewer service area and sewerage facility planning work should consider a range of population levels in the evaluation of alternative facility plans in order to identify alternatives which perform well under a reasonable range of possible future conditions. Construction of certain facilities and mechanical and electrical components of sewage treatment facilities, such as pumps, compressors, and chemical feed equipment, is typically based upon relatively shortterm population and loading forecasts. These facilities are often replaced or rebuilt at intervals of 10 to 15 years and are amenable to expansion in a staged manner. Accordingly, capital investment in such facilities is often limited to those relatively certain to be needed over a 15- to 20year design period. The use of the intermediate population forecast, thus, may be most appropriate for use in the design of such facilities.

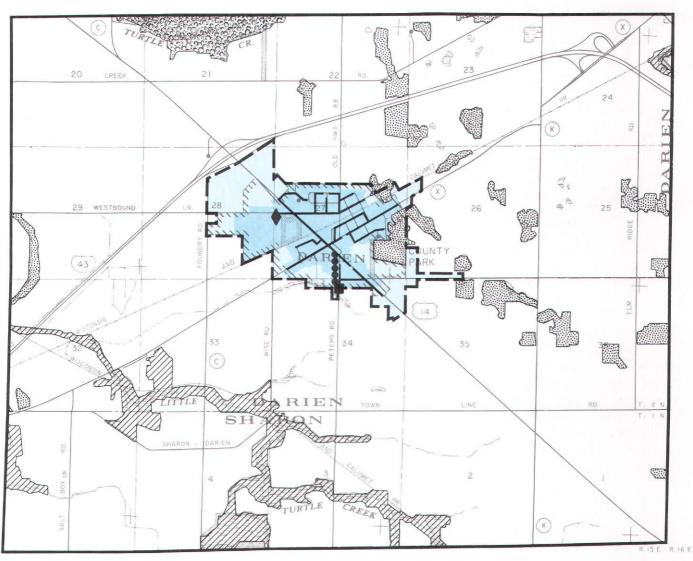
Consideration of a high-growth population forecast, however, may be appropriate in delineating a service area and in designing certain components of the sewerage system that have a longer life, including gravity-flow conveyance facilities and certain treatment plant components such as hydraulic conduits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

The refined year 2010 sanitary sewer service area for the Village of Darien anticipated to be tributary to the Village's sewage treatment facility, as submitted to public hearing, is shown on Map 5, together with existing trunk sewers.

The Village of Darien sanitary sewer service area is based upon the Commission's high-growth decentralized land use plan and encompasses about 1.2 square miles, or about 6 percent of the total study area of 20.2 square miles. This gross sewer service area includes about 0.1 square mile of isolated natural areas. There are no primary or secondary environmental corridors located within this refined sewer service area.

The refined year 2010 sanitary sewer service area tributary to the Village of Darien sewage treatment facility would, under the Commission's high-growth decentralized land use plan, accommodate a planned year 2010 resident population of about 2,600 persons. Population levels within this area would approximate about 1,600 persons under the Commission's intermediate level, centralized land use plan. The incremental population and housing unit levels envisioned in the Village of Darien sewer service area, under the high-growth decentralized land use plan, would be accommodated at a density of about 3.3 dwelling units per net residential acre. This

Map 5
VILLAGE OF DARIEN SANITARY SEWER SERVICE AREA









density lies within the recommended density range for the Village of Darien area of the Region as identified in the Commission-adopted regional land use plan for the year 2010.¹

WATER QUALITY IMPACTS

Under the recommended sanitary sewer service area plan, it is envisioned that all urban lands located within the planned urban service area would receive sanitary sewer service. It is also envisioned that all lands identified as primary environmental corridor would not be developed for intensive urban use. It is recognized, however, that certain land uses requiring sanitary sewer service could be properly located in the corridors, including park and outdoor recreation facilities, certain institutional uses, and, in some cases, very-low-density residential development on five-acre lots. Accordingly, assuming proper site development and construction practices, including appropriate construction erosion con-

Net incremental residential density in the refined Village of Darien sewer service area, as set forth under the Commission's high-growth decentralized land use plan, is determined by dividing the total number of incremental dwelling units in the sewer service area in the design year by the net incremental residential land area anticipated within that area. The total number of incremental dwelling units anticipated in the Village of Darien sewer service area, 453 units, was determined by identifying the total number of dwelling units anticipated in that area by the year 2010, 900, minus the number of existing dwelling units in that area in 1990, 447.

The incremental gross residential land anticipated in the Village of Darien sewer service area, based upon the Village of Darien land use plan, totals about 176 acres. Incremental net residential land for this area, 136 acres, equals gross residential land, 176 acres, minus lands allocated to local streets, 23 percent, or 40 acres. The total number of incremental dwelling units anticipated in the sewer service area in the design year, 453 units, divided by the incremental net residential land within this service area, 136 acres, results in an incremental net residential density of 3.3 dwelling units per acre.

trol practices,² and compatible development within primary and secondary environmental corridors, isolated natural areas, or lands adjacent to such areas, there should be no significant adverse water quality impacts attributable to the development of the planned sanitary sewer service area.

SEWAGE TREATMENT PLANT CAPACITY IMPACT AND SEWERAGE SYSTEM COST-EFFECTIVENESS ANALYSES

The planned sewer service area set forth in this report for the Village of Darien is about 0.2 square mile larger than the currently approved sewer service area as set forth in the regional water quality management plan. All of the planned sewer service area lies adjacent to the current sewer service area of the Village. The type of development envisioned in the area should be provided with public sewer services. Clearly, the most cost-effective means of providing public sewer service to the entire service area is through the Village's sewerage system. As discussed below, sewage treatment options are currently being considered which would use either that plant or, alternatively, a connection to the Walworth County Metropolitan Sewerage District (WalCoMet) sewerage system.

The Village of Darien sewage treatment plant was originally designed to provide a capacity of 0.15 million gallons per day (mgd) of sewage on an average annual basis. However, the plant capacity was recently redefined by the consultants currently conducting a facility plan for the Village based upon the aeration tank volumes and the influent biochemical oxygen demand concentrations. That redefinition resulted in a design capacity of 0.08 mgd. The 1990 average annual flow rate was 0.10 mgd. Monthly average flows of over 0.14 mgd have been experienced. The planned increase in sewered population from about 1,200 persons in 1990 to a range of

²The Wisconsin Department of Natural Resources, in conjunction with the League of Wisconsin Municipalities, published a model ordinance which local units of government are encouraged to adopt to control construction site erosion. It is documented in "Model Ordinance," <u>The Municipality</u>, Vol. 82, No. 1, January 1987.

from 1,600 to 2,600 persons by the design year 2010 is estimated to result in flow rates at the sewage treatment plant of between 0.16 mgd and 0.23 mgd on an average annual basis and between 0.19 mgd and 0.36 mgd on a maximum monthly average basis. These data indicated that the plant currently requires either modification and expansion or abandonment, with connection of the sewerage system to the Wal-CoMet sewerage system, the closest large public sewerage system.

The Village of Darien completed a facility plan³ in 1988 which concluded that the best alternative plan for sewage treatment was to convey wastewater to the WalCoMet sewerage system for treatment. The facility plan recommendations were not implemented and the Village currently is in the process of revising that 1988 facility plan. The revision is to consider two alternatives with respect to treatment of sewage from the Darien area. One alternative would expand the Village of Darien sewage treatment plant. The other alternative would abandon that plant and connect the service area to the Wal-CoMet sewerage system. The local facility plan revision is based upon a year 2010 resident population level and associated sewage treatment plant loadings within the ranges set forth above. Both alternatives being considered would serve the planned service area herein proposed. Thus, the sewage treatment plant capacity needed will be provided for by implementation of the facility plan. Furthermore, the facility plan will provide the necessary cost-effective analysis of the alternatives as required in all facility planning work.

PUBLIC REACTION TO THE PROPOSED SANITARY SEWER SERVICE AREA

A public hearing was held on June 29, 1992, for the purpose of receiving comments on the refined sanitary sewer service area as shown on Map 5. This hearing was sponsored jointly by the Village of Darien and the Regional Planning Commission. Summary minutes of the public hearing are presented in Appendix A.

A brief summary of the findings and recommendations of the sewer service area refinement effort was presented prior to receiving public comment. The rationale for refining and detailing the sanitary sewer service area tributary to the Darien sewage treatment plant was presented, the importance of the delineation of the service area was described, as was the importance of the delineation of environmentally sensitive lands within the service area. Comments on the report and accompanying maps were then solicited.

A review of the hearing record indicates that no substantive concerns were raised. Representatives of the Town of Darien, however, requested additional time to review the Village of Darien sewer service area report, especially as it may pertain to lands within the Town. After careful review of the report and map, officials of the Town of Darien indicated concurrence in the findings and recommendations set forth in the report. Accordingly, no changes were made to the Village of Darien sewer service area plan as presented at the public hearing and as reflected on Map 5.

Detailed delineations of the Village of Darien sanitary sewer service area and environmentally significant lands within that area are shown on a series of aerial photographs reproduced as Map 6, beginning on page 19 and continuing through page 27 of this report.

IMPLEMENTING RECOMMENDATIONS

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

1. Formal adoption or endorsement of SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000, and this SEWRPC Community Assistance Planning Report by the Village Board of the Village of Darien as the operator of the sewage treatment facility, by the Town Boards of the Towns of Darien and Sharon as having lands affected by the planned sanitary sewer service area, and by the Walworth County Park and Planning Commission as the county planning agency having joint responsibility with the Towns in planning and zoning and otherwise regulating the development of lands in the study area outside of the incorporated area.

³Crispell-Snyder, Inc., <u>Wastewater Treatment</u> Facilities Plan, Village of Darien, Walworth County, December 1988.

- 2. Formal adoption of this SEWRPC Community Assistance Planning Report by the Regional Planning Commission as an amendment to the regional water quality management plan set forth in SEWRPC Planning Report No. 30, with certification of this report as a plan amendment to all parties concerned, including the Wisconsin Natural Resources Board and the U.S. Environmental Protection Agency.
- 3. Review by all of the local units of government concerned of their zoning, land subdivision control, and related ordinances to ensure that the policies expressed in such ordinances reflect the urban development recommendations inherent in the final delineated Village of Darien sanitary sewer service area as shown on Maps 5 and 6. In particular, steps should be taken to ensure that those lands identified as being environmentally significant in this report are properly zoned to reflect a policy of retaining such lands, insofar as possible, in essentially natural, open uses.
- 4. Review by the Village of Darien and Walworth County of utility extension policies to ensure that such policies are consistent with the urban land development recommendations inherent in the delineation of the planned sanitary sewer service area.

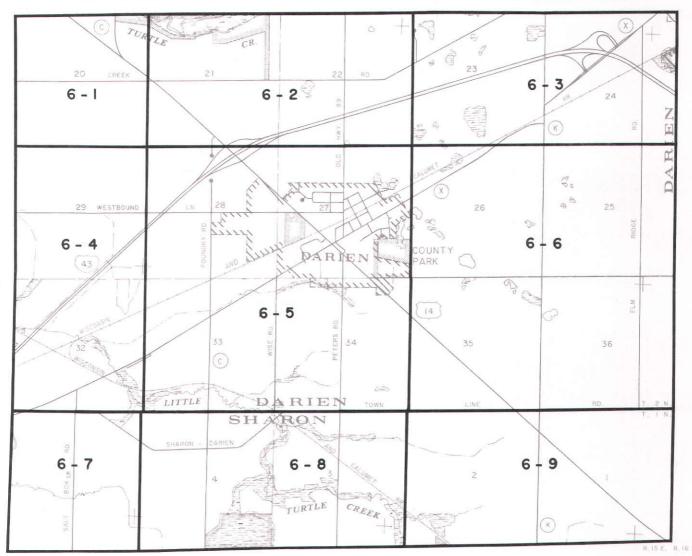
SUBSEQUENT REFINEMENTS TO THE VILLAGE OF DARIEN SEWER SERVICE AREA

This report presents the refined sewer service area for the Village of Darien. The refined sewer service area was delineated cooperatively by the

units and agencies of government concerned and was subjected to review at a public hearing. It is envisioned that the delineated sewer service area will accommodate all new urban development anticipated in the Village of Darien area to the year 2010. Like other long-range plans, however, this sewer service area plan should be periodically reviewed, every five years, to assure that it continues to reflect properly the urban development objectives of the communities involved, especially as such objectives may relate to the amount and spatial distribution of new urban development requiring sewer service. Should it be determined by the Village of Darien, as the operator of the sewage treatment facility involved, that amendments to the sewer service area plan as presented herein are necessary, the Village should ask the Southeastern Wisconsin Regional Planning Commission for assistance in undertaking the technical work required to properly amend the plan. Any such plan revision should be carried out in a manner similar to that utilized in the refinement effort described in this report. While plan amendment may be expedited because study area base maps have been prepared and certain inventories completed as part of the sewer service area planning documented herein, such amendment should be subject to the same analyses and interagency review and should include a public hearing to obtain the comments and suggestions of those citizens and landowners most affected by the proposed changes to the sewer service area boundary. Upon agreement on a revised sewer service area, the new plan map should be endorsed by the Village Board of the Village of Darien and by the Southeastern Wisconsin Regional Planning Commission prior to certification to the Wisconsin Department of Natural Resources and the U. S. Environmental Protection Agency.

Map 6

INDEX OF MAPS SHOWING THE ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED SANITARY SEWER SERVICE AREA FOR THE VILLAGE OF DARIEN AND ENVIRONS





ENVIRONMENTALLY SIGNIFICANT LANDS FOR THE VILLAGE OF DARIEN AND ENVIRONS

U. S. Public Land Survey Section 20 Township 2 North, Range 15 East



LEGEND

PRIMARY ENVIRONMENTAL CORRIDOR

ORAPHO SOALE 400 600 1200 FEET

ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED SANITARY SEWER SERVICE AREA FOR THE VILLAGE OF DARIEN AND ENVIRONS

U. S. Public Land Survey Sections 21 and 22 Township 2 North, Range 15 East







ENVIRONMENTALLY SIGNIFICANT LANDS FOR THE VILLAGE OF DARIEN AND ENVIRONS

U. S. Public Land Survey Sections 23 and 24 Township 2 North, Range 15 East



LEGEND

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL AREA



ENVIRONMENTALLY SIGNIFICANT LANDS FOR THE VILLAGE OF DARIEN AND ENVIRONS

U. S. Public Land Survey Sections 29 and 32 Township 2 North, Range 15 East



LEGEND

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PRIMARY ENVIRONMENTAL CORRIDOR



SECONDARY ENVIRONMENTAL CORRIDOR



ISOLATED NATURAL AREA



ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED SANITARY SEWER SERVICE AREA FOR THE VILLAGE OF DARIEN AND ENVIRONS

U. S. Public Land Survey Sections 27, 28, 33, and 34 Township 2 North, Range 15 East



LEGEND

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL AREA

PLANNED SANITARY SEWER SERVICE AREA

GROSS SANITARY SEWER SERVICE AREA BOUNDARY



ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED SANITARY SEWER SERVICE AREA FOR THE VILLAGE OF DARIEN AND ENVIRONS

U. S. Public Land Survey Sections 25, 26, 35, and 36 Township 2 North, Range 15 East







ENVIRONMENTALLY SIGNIFICANT LANDS FOR THE VILLAGE OF DARIEN AND ENVIRONS

U. S. Public Land Survey Section 5 Township 1 North, Range 15 East



LEGEND

VZ

PRIMARY ENVIRONMENTAL CORRIDOR

SECONDARY ENVIRONMENTAL CORRIDOR

GRAPHIC SCALE (200 FEET

ENVIRONMENTALLY SIGNIFICANT LANDS FOR THE VILLAGE OF DARIEN AND ENVIRONS

U. S. Public Land Survey Sections 3 and 4 Township 1 North, Range 15 East



LEGEND

SECONDARY ENVIRONMENTAL CORRIDOR



ENVIRONMENTALLY SIGNIFICANT LANDS FOR THE VILLAGE OF DARIEN AND ENVIRONS

U. S. Public Land Survey Sections 1 and 2 Township 1 North, Range 15 East



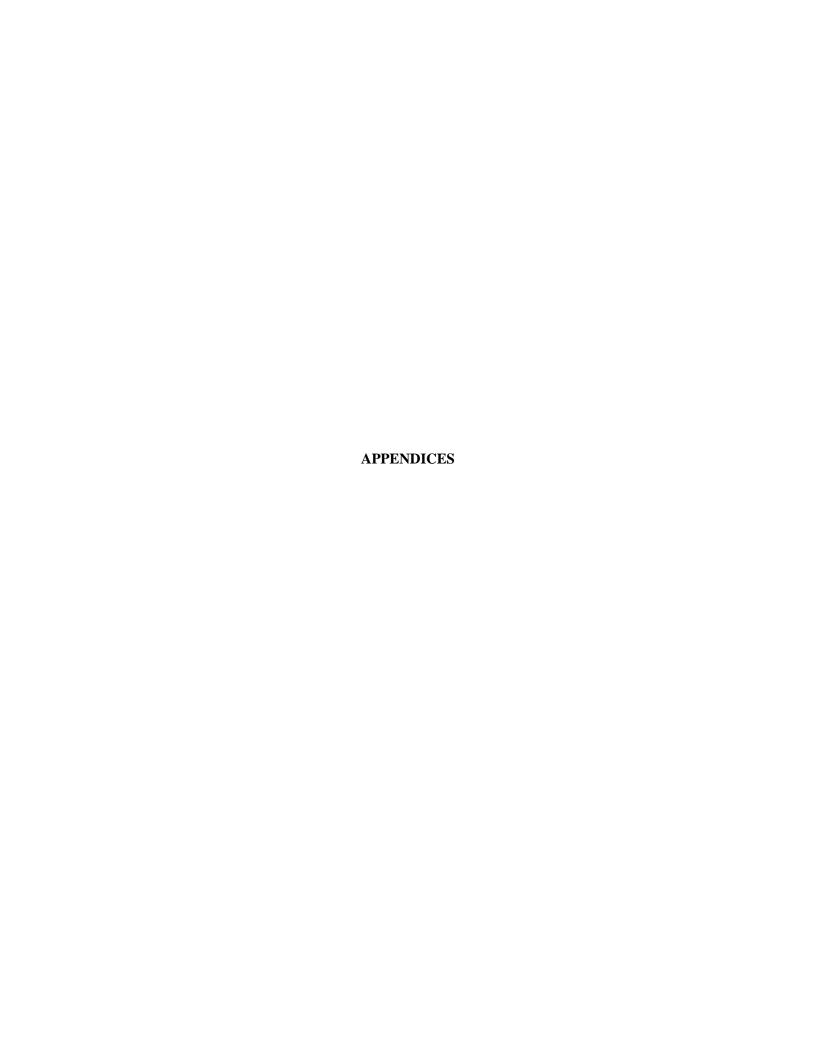
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SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL AREA



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Appendix A

MINUTES OF PUBLIC HEARING

Sanitary Sewer Service Area for the Village of Darien June 29, 1992

VILLAGE OF DARIEN MEETING OF JUNE 29, 1992

OFFICIAL NOTICE

PUBLIC HEARING
YEAR 2010 SEWER SERVICE AREA
VILLAGE OF DARIEN
JUNE 29, 1992

CALL TO ORDER: The Board meeting of the Darien Village Board of Trustees was called to order at 7:00 p.m., Monday, June 29, 1992 in the Darien Village Hall.

ROLL CALL: Dean Logterman, President; John Isleb, Engineer; Joel Dietl, SEWRPC; Bruce Rubin, SEWRPC; Larry Steen, James Bilskey, Edward Osman and Robert Wenzel

The Second Edition of SEWRPC Community Assistance Planning Report No. 123, Sanitary Sewer Service Area for the Village of Darien, Walworth County, Wisconsin, was presented by SEWRPC Chief Land Use Planner, Bruce Rubin:

- This report reflects refined planning subsequent to the 208 Plan. The Village plan was last refined in 1988. The purpose of the report is to define sewer service areas and identify environmentally significant lands.
- 2. The Village requested refinement of their service area in April, 1992. 0.2 square miles are proposed to be added to the current service area.
- 3. The year 2010 population served by sewer may be up to 2600. SEWRPC reviewed wastewater plant capacity, and noted that a Facilities Plan for upgrading is currently under review by DNR. The Facilities Planning process will determine the ultimate sewage treatment location, and this is independent of the sewer service area refinement.
- 4. No primary environmental corridors are located in the Village's service area. DNR and SEWRPC recommend protection of isolated natural areas to the maximum extent possible.

QUESTIONS:

1. John Isleb: Did the report identify any changes in environmentally significant lands?

Dean Logterman:

Bruce Rubin: No significant changes.

2. Attorney Steen: Asked for clarification of population

calculations.

Bruce Rubin: Described projections.

3. Attorney Steen: Will this make sewer service easier for

lands which annex?

Bruce Rubin: Probably; decision to serve, up to Village. 4.

Attorney Steen: Was annexation considered as a basis for

the plan?

Bruce Rubin: Annexation is irrelevant to sewer

service planning.

5. Attorney Steen: Does the Village have an ordinance or

> policy on sewer extension and annexation? Believe annexation is currently required.

6. Attorney Steen: Why was the request for plan refinement

made to SEWRPC?

Dean Logterman: To meet the needs of annexed property.

Bruce Rubin explained that inclusion in the service area does not obligate the Village to extend sewer to a property, and does not obligate property owners to connect.

There followed general discussion on review of the plan by the Town of Darien. Chairman Bilsky and Attorney Steen requested time to hold a public hearing. They will attempt to have comments to the Village by the scheduled July 7, 1992 meeting. President Logterman indicated a special meeting could be scheduled if necessary. Bruce Rubin explained that the Village can adopt the plan with changes, but cautioned against inclusion of much more land. Current proposed density is 3.3 dwelling unites per acre.

Attorney Steen questioned whether changes in Facilities Planning from 1988 to 1992 were politically motivated. John Isleb explained that plan selection is based on cost. Changes in capital costs and WalCoMet charges have changed the cost comparisons. Attorney Steen also asked the cost of connecting to Village sewer. President Logterman explained current user charges. John Isleb explained that the Village has no connection fee, but assessments depend on the scope and nature of the extension project.

There being no further questions or comments, President Logterman closed the hearing at 8:02 p.m.

Town of Darien Chairman Bilskey contacted President Logterman on July 6, 1992 indicating there will be no further comments or questions from the Town of Darien. (Reference Paragraph 2, Page 2)

Respectfully submitted,

Jøhn A. Isleb, P.E.

for Constance Machi, Clerk