

SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN

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Special acknowledgement is due SEWRPC planner Joel E. Dietl for
his contribution to this report.

**COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 176**

**SANITARY SEWER SERVICE AREA
FOR THE CITY OF FRANKLIN
MILWAUKEE COUNTY, WISCONSIN**

Prepared by the

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

October 1990

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October 12, 1990

TO: The Common Council of the City of Franklin and the Milwaukee Metropolitan Sewerage District

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 City of Franklin on September 18, 1985, requested that the Regional Planning Commission assist the City in refining and detailing the recommended sanitary sewer service area tributary to the Milwaukee Metropolitan Sewerage District sewage treatment facilities. This report documents the results of that refinement 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 September 27, 1990, 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 recommendations contained in this report reflect the pertinent comments and suggestions made at the hearings.

The sanitary sewer service area herein presented is intended to constitute a refinement of the areawide water quality management plan adopted by the Regional Planning Commission in July 1979. Accordingly, upon adoption of this report by the local units and agencies of government concerned and subsequent adoption by the Regional Planning Commission, this report will be certified to the Wisconsin Department of Natural Resources, the Governor, and the U. S. Environmental Protection Agency as an amendment to the adopted areawide water quality management plan.

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

Respectfully submitted,



Kurt W. Bauer
Executive Director

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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."¹

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 endorse-

ment 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

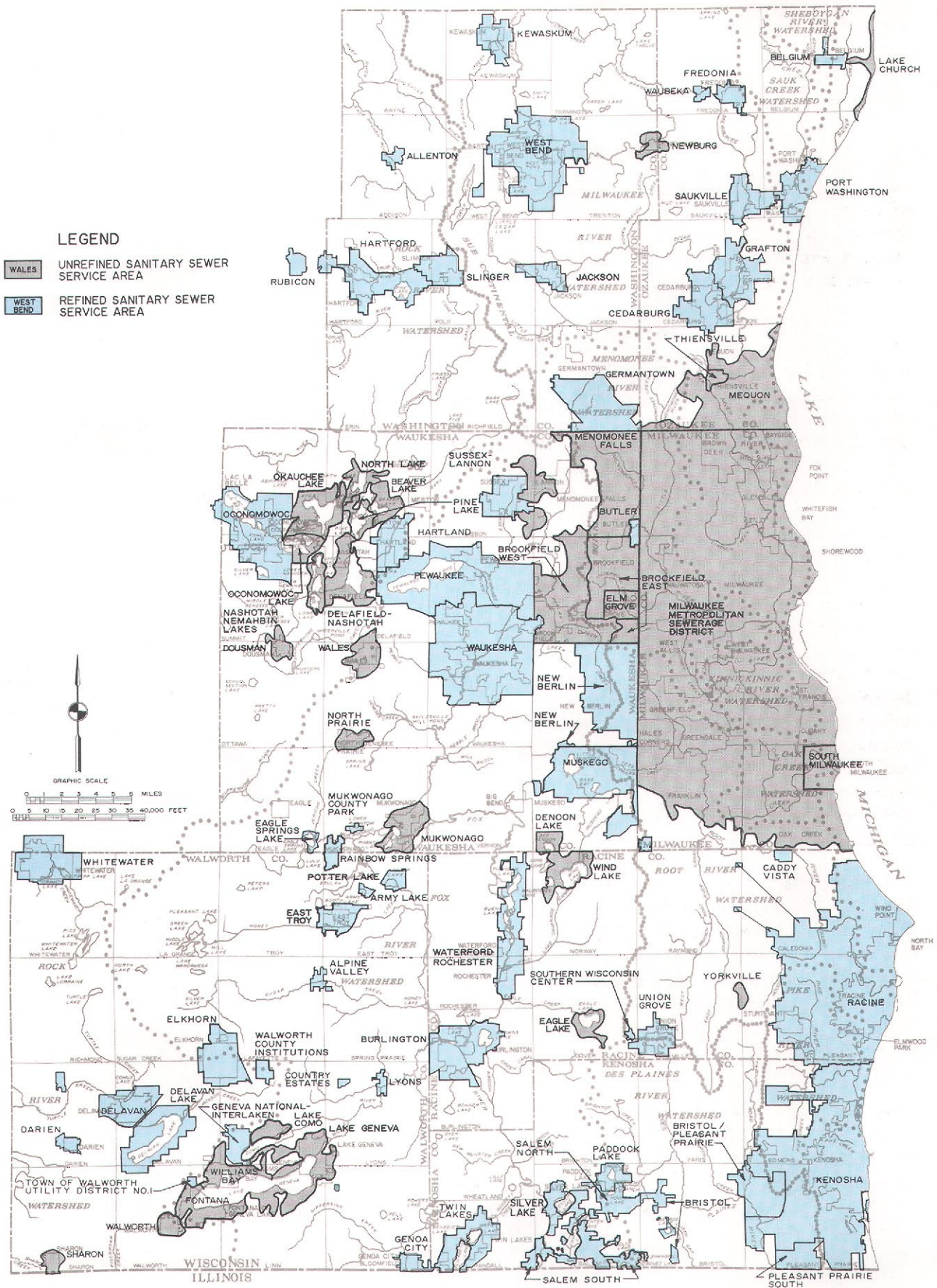
The adopted regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility (see Map 1). There were in the plan, as initially adopted, a total of 85 such identified sanitary sewer service areas. The initially recommended 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 reflect 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

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

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

RECOMMENDED SANITARY SEWER SERVICE AREAS IN THE REGION: 2000



2

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 areas. In order to properly reflect local, as well as area-wide, 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 was envisioned to consist of the following seven steps:

1. 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 map of the design year 2000 sanitary sewer service area as proposed in the regional water quality management plan and consistent with the objectives set forth in the adopted regional land use plan.
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 which 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 area-wide 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 which 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 CITY OF FRANKLIN SANITARY SEWER SERVICE AREA REFINEMENT PROCESS

By letter dated September 18, 1985, the City of Franklin requested that the Regional Planning Commission undertake the refinement and detailing of the proposed year 2000 sanitary sewer service area for the City as defined in the adopted regional water quality management plan. The refinement effort, however, was held in abeyance pending a determination of the manner in which sanitary sewer service would be provided to the Waste Management of Wisconsin, Inc., Metro landfill located in the City of Franklin. On July 26, 1988, an interagency meeting attended by representatives of the Cities of Franklin and Muskego; the Milwaukee Metropolitan Sewerage District; the Wisconsin Depart-

ment of Natural Resources; the Metro, Briggs and Stratton, and Emerald Park landfills; and SEWRPC was held to address the issue. At the conclusion of this meeting, it was agreed that the City of Franklin would provide sanitary sewer service to the Waste Management of Wisconsin, Inc., Metro landfill.

A meeting attended by representatives of the City of Franklin and the Regional Planning Commission was held on October 25, 1988. At the conclusion of that meeting, agreement was reached on a preliminary refined sanitary sewer service area for presentation at a public hearing.

A copy of the draft of this report setting forth the preliminary sanitary sewer service area was provided to the City of Franklin and the Milwaukee Metropolitan Sewerage District for review and comment prior to the public hearing on the plan proposal. A public hearing was held on September 27, 1990. 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, refined sanitary sewer service area for the City of Franklin is described in Chapter III of this report.

Chapter II

STUDY AREA DESCRIPTION

LOCATION

The study area considered in the refinement of the City of Franklin sanitary sewer service area is shown on Map 2. The area consists of all the lands located within the corporate limits of the City of Franklin and encompasses 34.7 square miles.

POPULATION

The 1985 resident population of the City of Franklin was estimated at 18,016 persons. Of this total, 16,492 persons, or about 92 percent, were provided with centralized sanitary sewer service from the Milwaukee Metropolitan Sewerage District. The remaining 1,524 persons residing within the City were served by onsite sewage disposal systems.

By the year 2000, up to 38,000 persons may be expected to reside within the City of Franklin. The areawide water quality management plan envisions that of this total, 36,600 persons, or 96 percent, will reside in the City and be provided with centralized sanitary sewer service from the Milwaukee Metropolitan Sewerage District. The remaining 1,400 persons, or 4 percent, would continue to rely on onsite sewage disposal systems for sewage disposal.

It should be noted that the forecast of population levels for small geographic areas such as the City of Franklin 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 consists of preparing 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

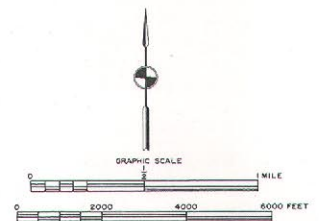
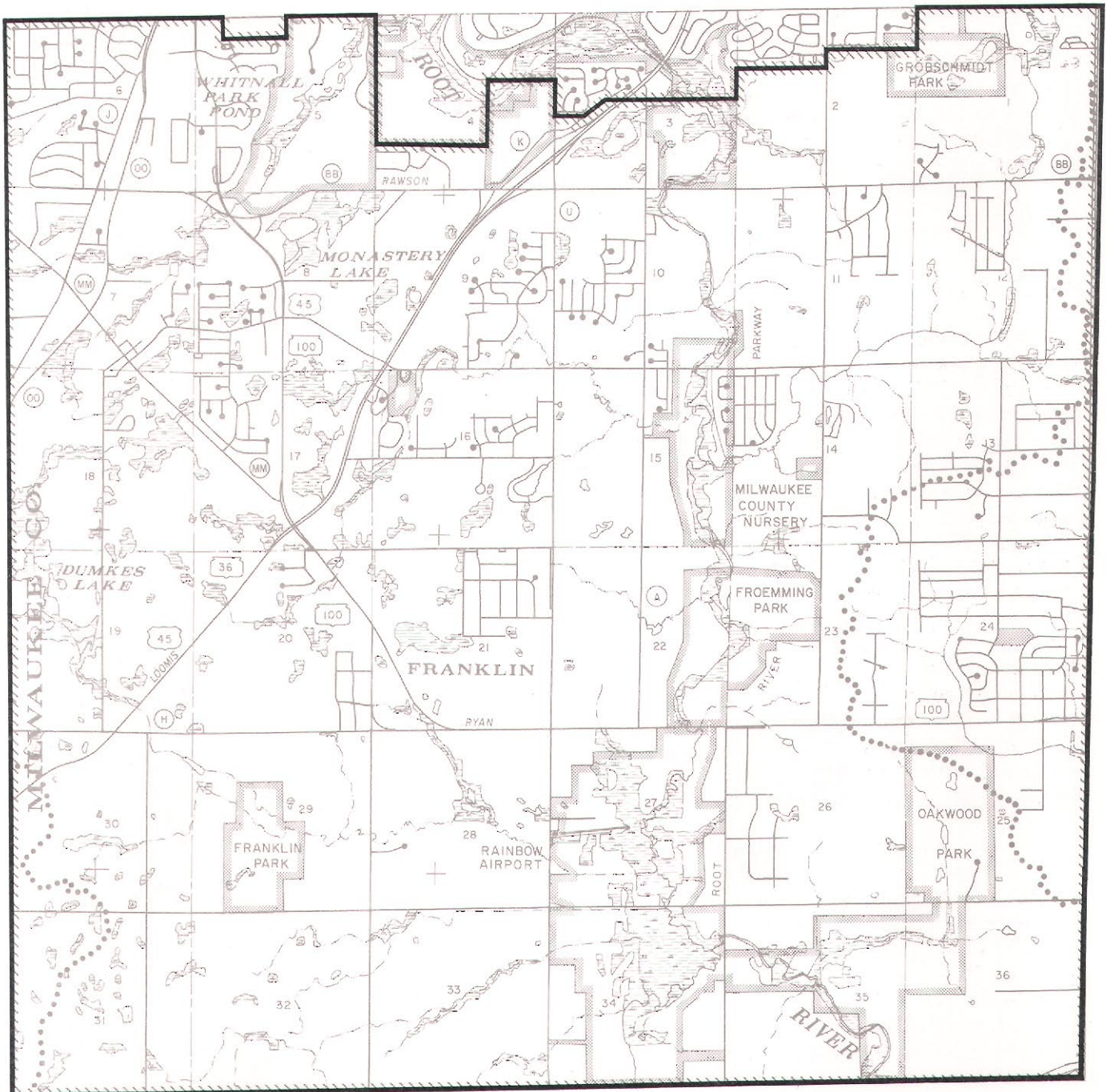
approach proposed in recent years, and utilized to a limited extent at the national level for public and quasi-public planning purposes, is termed "alternative futures." Under this approach, the development, test, and evaluation of alternative plans is based not upon a single, most probable forecast of socioeconomic conditions, but upon a number of alternative futures chosen to represent a range of conditions which may be expected to occur over the plan design period.

Recognizing the increasing uncertainty inherent in estimating future population levels under the rapidly changing socioeconomic conditions in the United States, the Regional Planning Commission began to incorporate the alternative futures approach into its planning program in the late 1970's, 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. Two 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—were thus defined. These scenarios represent opposite extremes of the prospects identified for the external factors and, consequently, indicate relatively large potential differences in population growth and in economic activity. One scenario developed postulates moderate population and economic growth; the other scenario postulates stable or declining population and employment levels in the Region. Two alternative regional land use plans, a centralized plan and a decentralized plan, were then developed for each of the two alternative future scenarios, thus providing, in effect, four alternative futures as a framework for physical development planning and related demographic and economic studies.

The anticipated year 2000 population level of 38,000 persons in the City of Franklin is based upon the moderate-growth, centralized land use scenario—the scenario utilized by the Commis-

Map 2

**STUDY AREA IDENTIFIED FOR PURPOSES OF REFINING AND
DETAILING THE CITY OF FRANKLIN SANITARY SEWER SERVICE AREA**



Source: SEWRPC.

sion in the development of the areawide water quality management plan. It represents the highest population level envisioned under any of the four alternatives. The population level could, however, be as low as 18,000 persons under the declining growth, decentralized land use scenario.

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 high-value 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 environmental 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 City of Franklin 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 resource-related 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 1). 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 City of Franklin are shown on Map 3.

In addition, Map 3 identifies secondary environmental corridors. The secondary environmental 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 "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, with such a corridor having 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 and 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 City of Franklin study area in 1989 totaled about 2.6 square miles, or about 8 percent of the total study area. Lands encompassed within the secondary environmental corridors totaled about 2.2 square miles, or about 6 percent of the City. Lands encompassed within isolated natural areas totaled about 1.2 square miles, or about 3 percent of the City. Thus, all environmentally significant lands in the City of Franklin comprise about 6.0 square miles, or about 17 percent of the total area of the City.

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 space uses, it also 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 benefit to the community 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 City of Franklin are contained within the environmental corridors, there are small areas of the floodlands utilized

Table 1

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

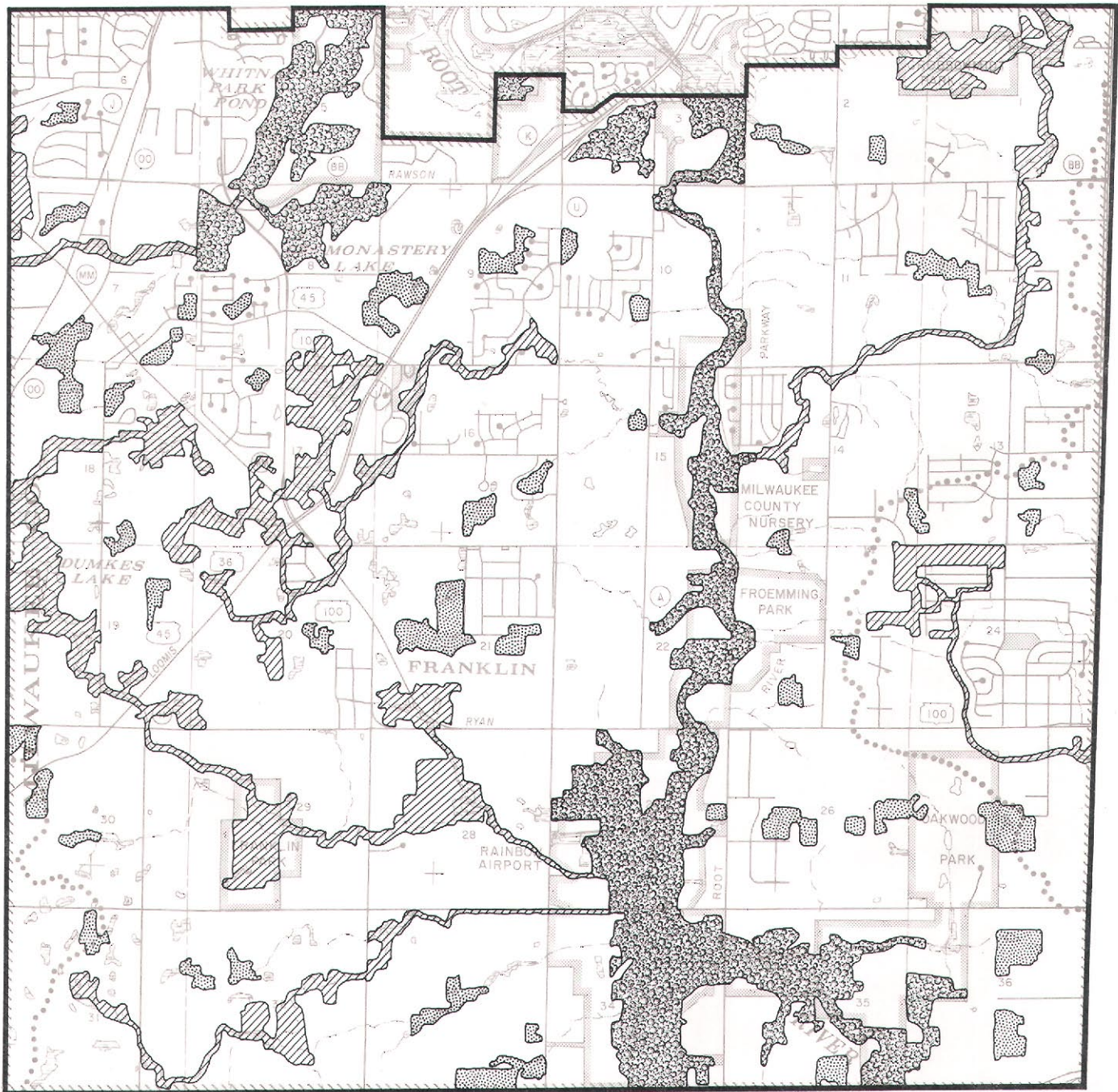
Resource Base or Related Element	Point Value
Natural Resource Base	
Lake	
Major (50 acres or more)	20
Minor (5-49 acres)	20
Rivers or Streams (perennial)	10
Shoreland	
Lake or Perennial River or Stream	10
Intermittent Stream	5
Floodland (100-year recurrence interval)	3
Wetland	10
Wet, Poorly Drained,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

Source: SEWRPC.




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 due to poor soil conditions and periodic flood inundation. The Commission thus recommends that as development of lands adjacent to these floodland areas occurs, such floodland areas be preserved in essentially natural, open space uses.

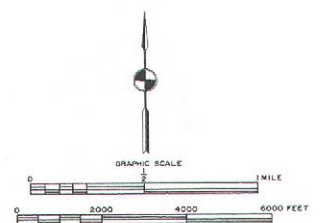
Map 3

ENVIRONMENTALLY SIGNIFICANT LANDS IN THE CITY OF FRANKLIN STUDY AREA



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL AREA



Source: SEWRPC.

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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 were confined primarily to engineering considerations, and were 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, area-wide 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 area-wide 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.

PROPOSED SANITARY SEWER SERVICE AREA AS SET FORTH IN SEWRPC PLANNING REPORT NO. 30

A number of important factors were taken into account in the delineation of the recommended sanitary sewer service area as set forth in SEWRPC Planning Report No. 30. These factors also comprised important considerations in the development of the adopted regional land use plan. These factors included, among others, the location, type, and extent of existing urban land use 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, or to sewage treatment facilities; the location and capacity of existing and planned trunk sewers; 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.

The plan year 2000 sanitary sewer service area tributary to the Milwaukee metropolitan sewerage system within the City of Franklin, as proposed in the adopted, area-wide water quality management plan is shown on Map 4. The area totals about 21.4 square miles, or 62 percent of the total study area of 34.7 square miles. In 1985, the resident population of this area totaled 17,600 persons. The population which may be expected to reside in this sanitary sewer service area by the plan design year 2000 was estimated in SEWRPC Planning Report No. 30 at about 36,600 persons. This population level is based upon the moderate growth, centralized land use scenario and represents the highest population level envisioned. The population level could, however, be as low as 16,700 persons under the declining growth, decentralized land use scenario.

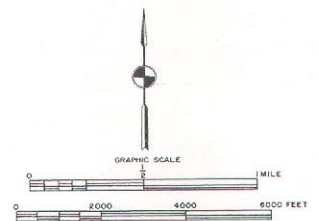
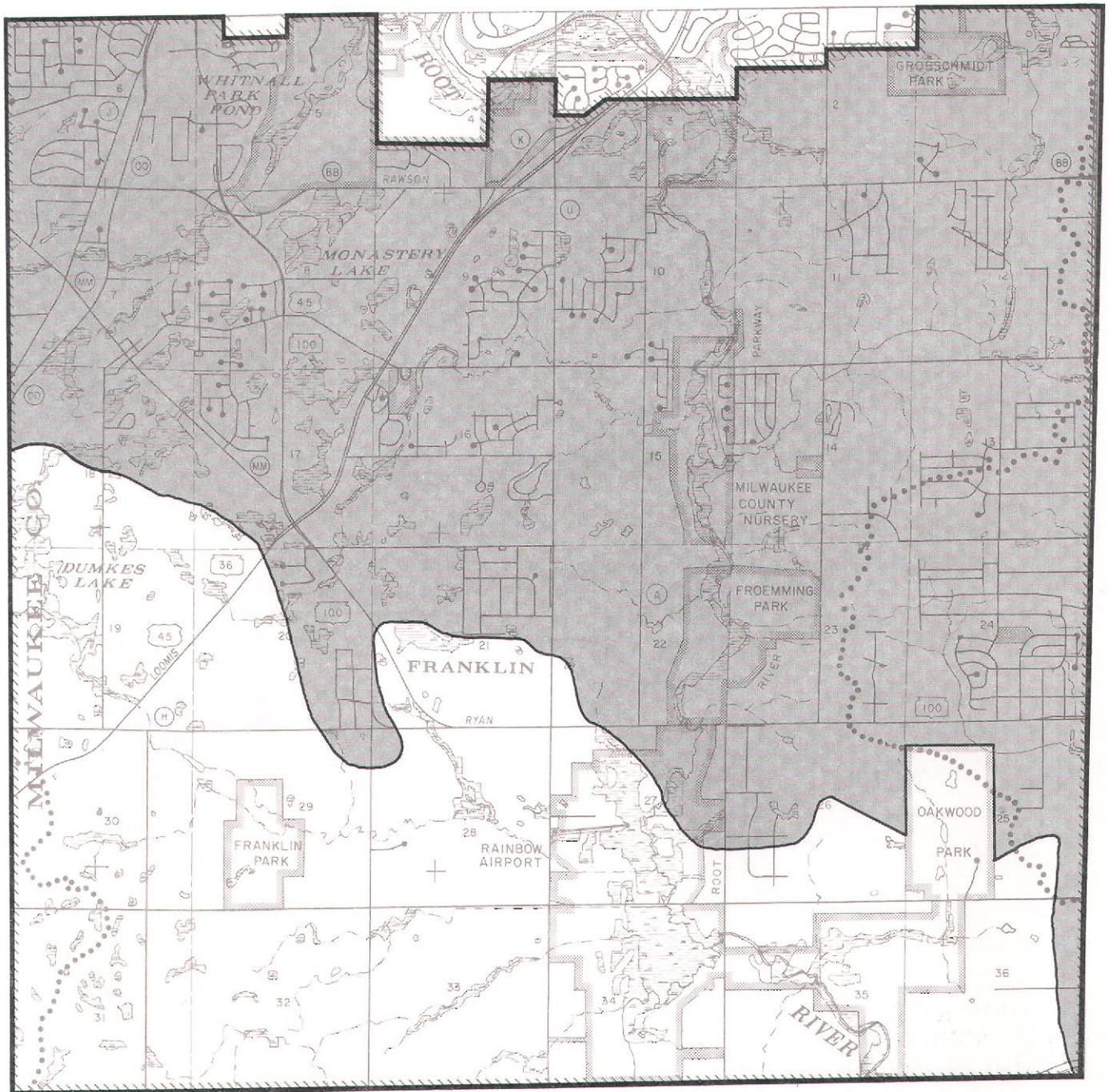
REFINED SANITARY SEWER SERVICE AREA

The refined year 2000 sanitary sewer service area for the City of Franklin tributary to the Milwaukee Metropolitan Sewerage District treatment facilities, as submitted to public hearing, is shown on Map 5 together with existing trunk sewers.

The gross City of Franklin sanitary sewer service area totals about 26.8 square miles, or about 77 percent of the total study area of 34.7 square miles. This gross sewer service area includes 2.6 square miles of primary environmental corridors, 1.7 square miles of secondary environmental corridors, and 0.9 square mile of isolated natural areas. Thus, a total of 5.2 square

Map 4

THE CITY OF FRANKLIN SEWER SERVICE AREA AS DEFINED IN SEWRPC PLANNING REPORT NO. 30



Source: SEWRPC.

miles, or about 19 percent of the sewer service area, would be encompassed in environmentally sensitive areas. It should be noted that the environmentally significant lands indicated on Map 5 total approximately 416 acres more than the environmentally significant lands indicated on Map 4. As indicated on Map 6, 35 areas encompassing these 416 acres are located within the 100-year recurrence interval flood hazard area, primarily adjacent to the Root River, and are currently undeveloped, but lie adjacent to primary and secondary environmental corridor lands. It is anticipated that, over time, these lands will be withdrawn from agricultural uses and revegetated to possess the characteristics of a primary or secondary environmental corridor.

The refined year 2000 City of Franklin sanitary sewer service area tributary to the Milwaukee Metropolitan Sewerage District treatment facilities would accommodate a total plan year 2000 resident population of about 36,600 persons, resulting in a density of about 2.7 dwelling units per net residential acre.¹

¹*Net residential density is determined by dividing the total number of dwelling units in the sewer service area in the design year by the net residential land area anticipated in the sewer service area. The total number of dwelling units anticipated in this sewer service area—14,499—was determined by dividing the anticipated household population—36,600—by the anticipated average household size of 2.6 persons per dwelling. In addition, a dwelling unit vacancy rate of 3 percent was assumed. The net residential land anticipated in this sewer service area was determined by first identifying all developable land within the service area. Developable land was assumed to include all undeveloped land within the proposed sewer service area except environmental corridors, isolated natural areas, floodplains, and areas covered by soils poorly suited for urban development with sewer service. Developable land in the sewer service area totaled 6,820 acres. In order to provide flexibility to the community in determining the spatial distribution of new urban development, and in order to facilitate operation of the urban land market, it was assumed that only 80 percent of the developable land—5,456 acres—would actually be developed for urban purposes by the design year of the plan. It was further assumed that 60 percent of the land to be*

WATER QUALITY IMPACTS

Under this recommended sanitary sewer service area plan it is envisioned that all new 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 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 corridor, 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 soil erosion control practices², and compatible development within 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.

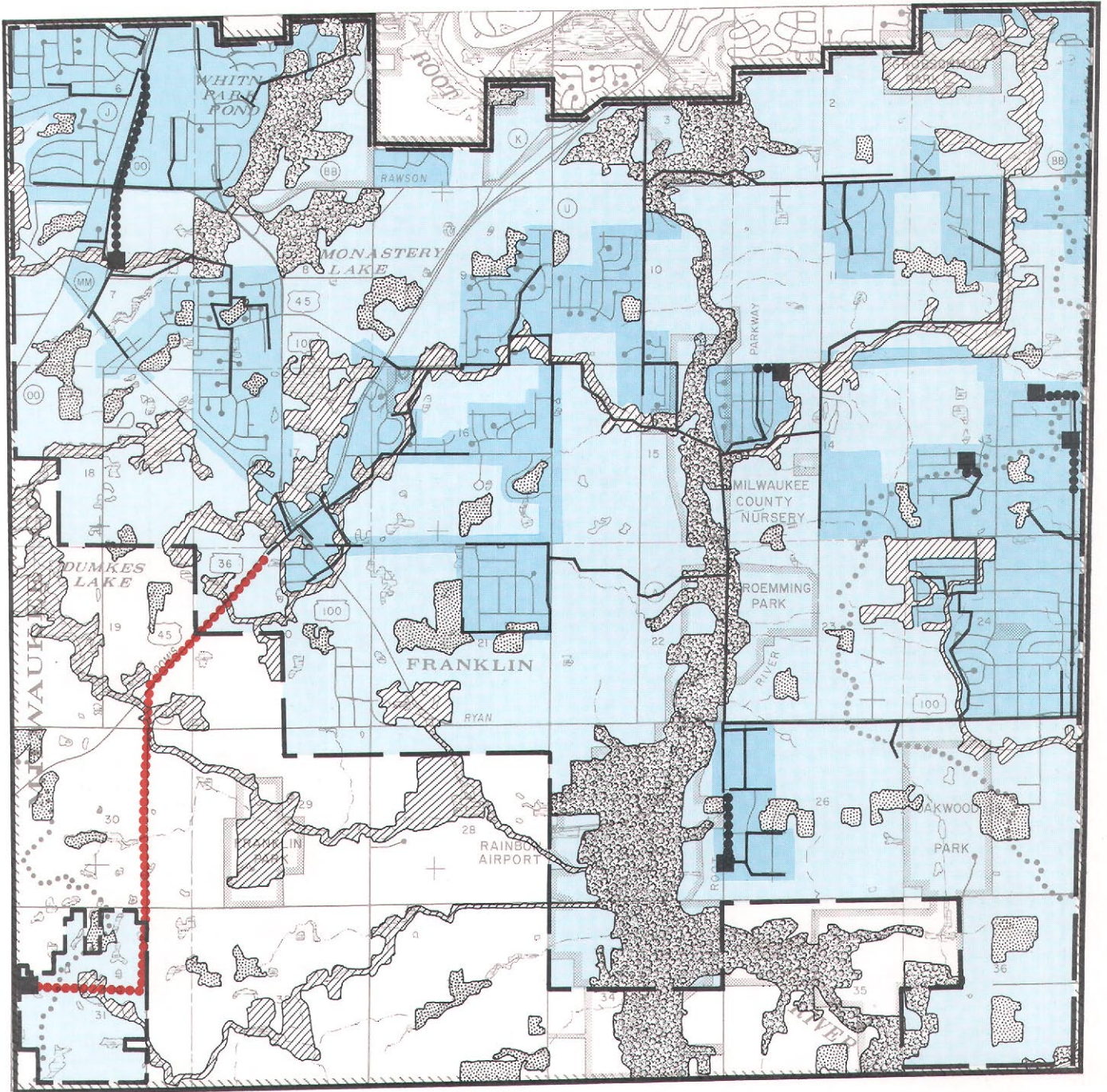
developed, or 3,274 acres, would be allocated to "gross" residential uses, the remaining 40 percent being allocated to other urban uses. Of the 3,274 acres allocated to "gross" residential uses, it was assumed that streets would occupy 23 percent of the area, leaving the remaining 77 percent, or 2,521 acres, for new "net" residential development.

This area added to the 2,926 acres of existing net residential land in the service area provides a total net residential area of 5,447 acres. The number of dwelling units anticipated in the sewer service area in the design year—14,499—divided by the anticipated net residential land area—5,447 acres—results in an overall net residential density of 2.7 dwelling units per acre.

²*The 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 as documented in "Model Ordinance," The Municipality, Volume 82, No. 1, January 1987.*

Map 5

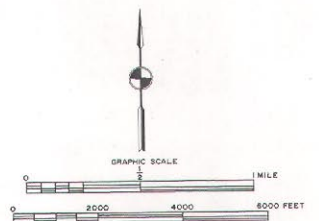
FRANKLIN SANITARY SEWER SERVICE AREA



LEGEND

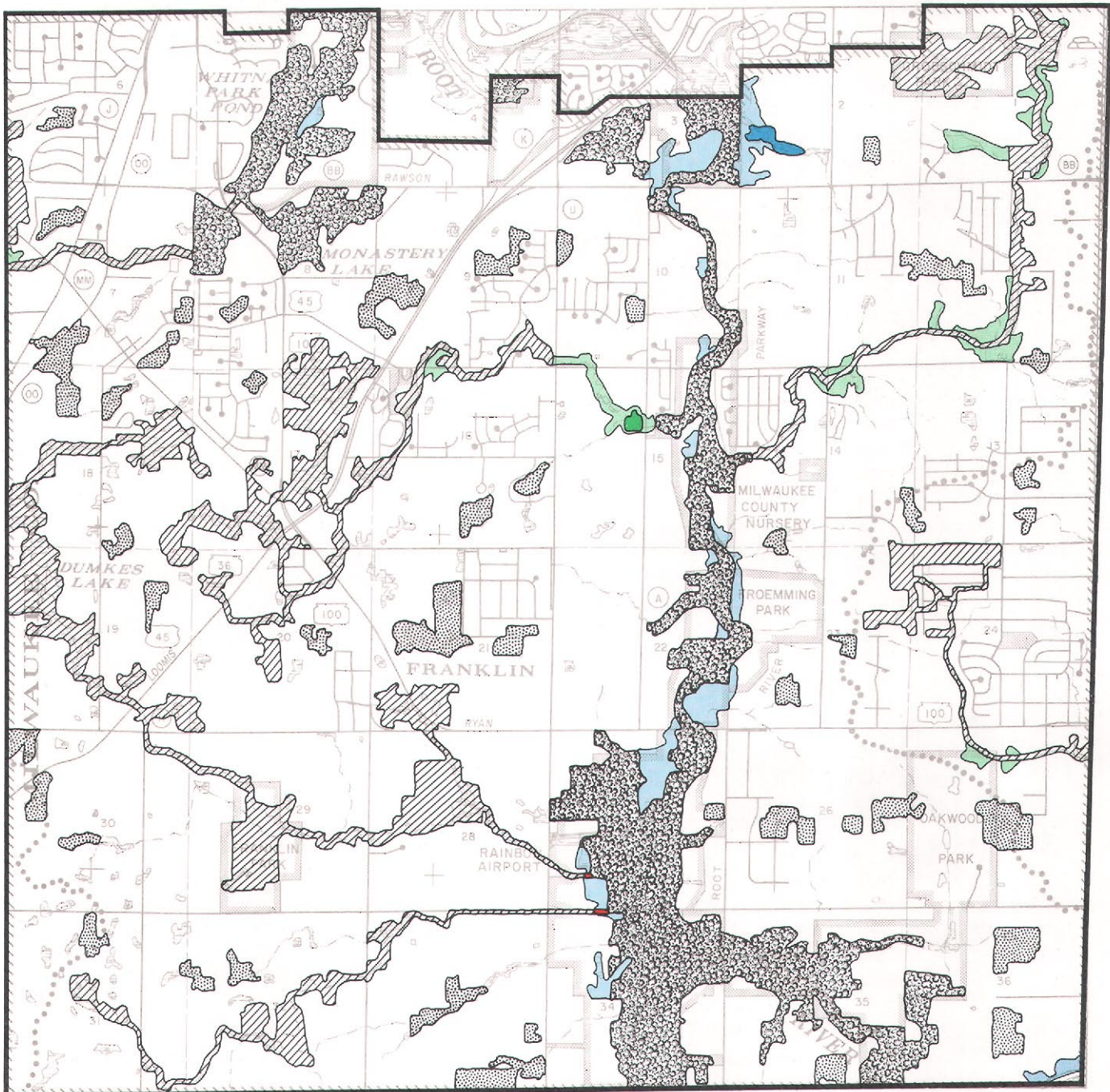
- | | | | |
|--|--|--|---------------------------------------|
| | PRIMARY ENVIRONMENTAL CORRIDOR | | EXISTING INTERCEPTOR AND TRUNK SEWERS |
| | SECONDARY ENVIRONMENTAL CORRIDOR | | EXISTING FORCE MAIN |
| | ISOLATED NATURAL AREA | | EXISTING LIFT STATION |
| | NET SANITARY SEWER SERVICE AREA (EXISTING) | | PROPOSED FORCE MAIN |
| | NET SANITARY SEWER SERVICE AREA (2000) | | |
| | GROSS SANITARY SEWER SERVICE AREA BOUNDARY | | |

Source: SEWRPC.



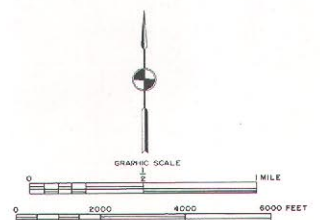
Map 6

ANTICIPATED CHANGE IN THE ENVIRONMENTALLY SIGNIFICANT
LANDS IN THE FRANKLIN SEWER SERVICE AREA: 1989-2000



LEGEND

- | | | | |
|--|---|--|--|
| | PRIMARY ENVIRONMENTAL CORRIDOR | | FLOODLANDS PROPOSED TO REMAIN UNDEVELOPED AND ADDED TO THE SECONDARY ENVIRONMENTAL CORRIDOR |
| | SECONDARY ENVIRONMENTAL CORRIDOR | | PORTION OF EXISTING (1989) ISOLATED NATURAL AREA TO BE RECLASSIFIED AS SECONDARY ENVIRONMENTAL CORRIDOR |
| | ISOLATED NATURAL AREA | | PORTION OF EXISTING (1989) SECONDARY ENVIRONMENTAL CORRIDOR TO BE RECLASSIFIED AS PRIMARY ENVIRONMENTAL CORRIDOR |
| | FLOODLANDS PROPOSED TO REMAIN UNDEVELOPED AND ADDED TO THE PRIMARY ENVIRONMENTAL CORRIDOR | | |
| | PORTION OF EXISTING (1989) ISOLATED NATURAL AREA TO BE RECLASSIFIED AS PRIMARY ENVIRONMENTAL CORRIDOR | | |



Source: SEWRPC.

COST-EFFECTIVENESS ANALYSIS OF SEWAGE CONVEYANCE AND TREATMENT ALTERNATIVES

The extent of the planned sewer service area for the City of Franklin as shown on Map 5 is generally the same area which was evaluated in a detailed cost-effectiveness analysis prepared as a part of a facility planning program completed by the Milwaukee Metropolitan Sewerage District after the completion of the regional water quality management plan. That analysis is documented in the "Milwaukee Metropolitan Sewerage District Wastewater System Plan," June 1980. The major facilities needed to provide connection of the City of Franklin proposed sewer service area to the Milwaukee Metropolitan Sewerage District system, including conveyance and treatment systems, have all been put in place. A review of the previous cost-effectiveness evaluation and the status of the facilities needed to serve the subject planned service area indicate that the most cost-effective alternative is clearly the agreed-upon plan to serve the City of Franklin sewer service area through the Milwaukee metropolitan sewerage system. Consequently, no further cost-effectiveness analysis was deemed to be required.

SEWAGE TREATMENT PLANT CAPACITY IMPACT ANALYSIS

The size and capacity of the Milwaukee Metropolitan Sewerage District sewerage facilities were developed as part of the District's facility planning program referenced previously. That plan was based upon an estimated year 2005 sewer service area population of 41,000 persons in the City of Franklin. The sewer service area planning set forth herein is based upon a planned population level of 36,600 persons in the City of Franklin. Thus, while the area of the City of Franklin sewer service area is larger than the area set forth in the adopted regional water quality management plan and used in the MMSD facility plan, the planned population level is consistent with the year 2005 planned population used in the design of the Milwaukee Metropolitan Sewerage District sewerage facilities. Since the planned population levels now envisioned in the City of Franklin sewer service area are less than, but consistent with, the

planned population level used in the Milwaukee Metropolitan Sewer District facility planning, the sewerage facilities in the Milwaukee Metropolitan sewerage District system, including the treatment plant, should have adequate capacity of serve the City of Franklin.

PUBLIC REACTION TO THE PROPOSED SANITARY SEWER SERVICE AREA

A public hearing was held on September 27, 1990, 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 City of Franklin and the Regional Planning Commission. Summary minutes of the public hearing are presented in Appendix A.

A brief summary of the sewer service area refinement report for the City of Franklin was presented prior to receiving public comment. The rationale for refining and detailing the sanitary sewer service area tributary to the sewage treatment facilities operated by the Milwaukee Metropolitan Sewerage District was discussed, as was the importance of the final delineation of the service area. In addition, the significance of environmentally sensitive lands within the City of Franklin was discussed. Comments on the report and accompanying maps were then solicited.

A review of the hearing record indicates that no substantive concerns were raised at the hearing. Accordingly, no changes were made to the City of Franklin sewer service area plan as presented at the public hearing and as reflected on Map 5.

Detailed delineations of the final City of Franklin sanitary sewer service area and environmentally significant lands within that area are shown on a series of aerial photographs reproduced as Map 7, 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:

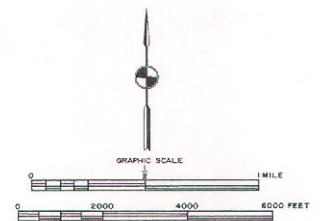
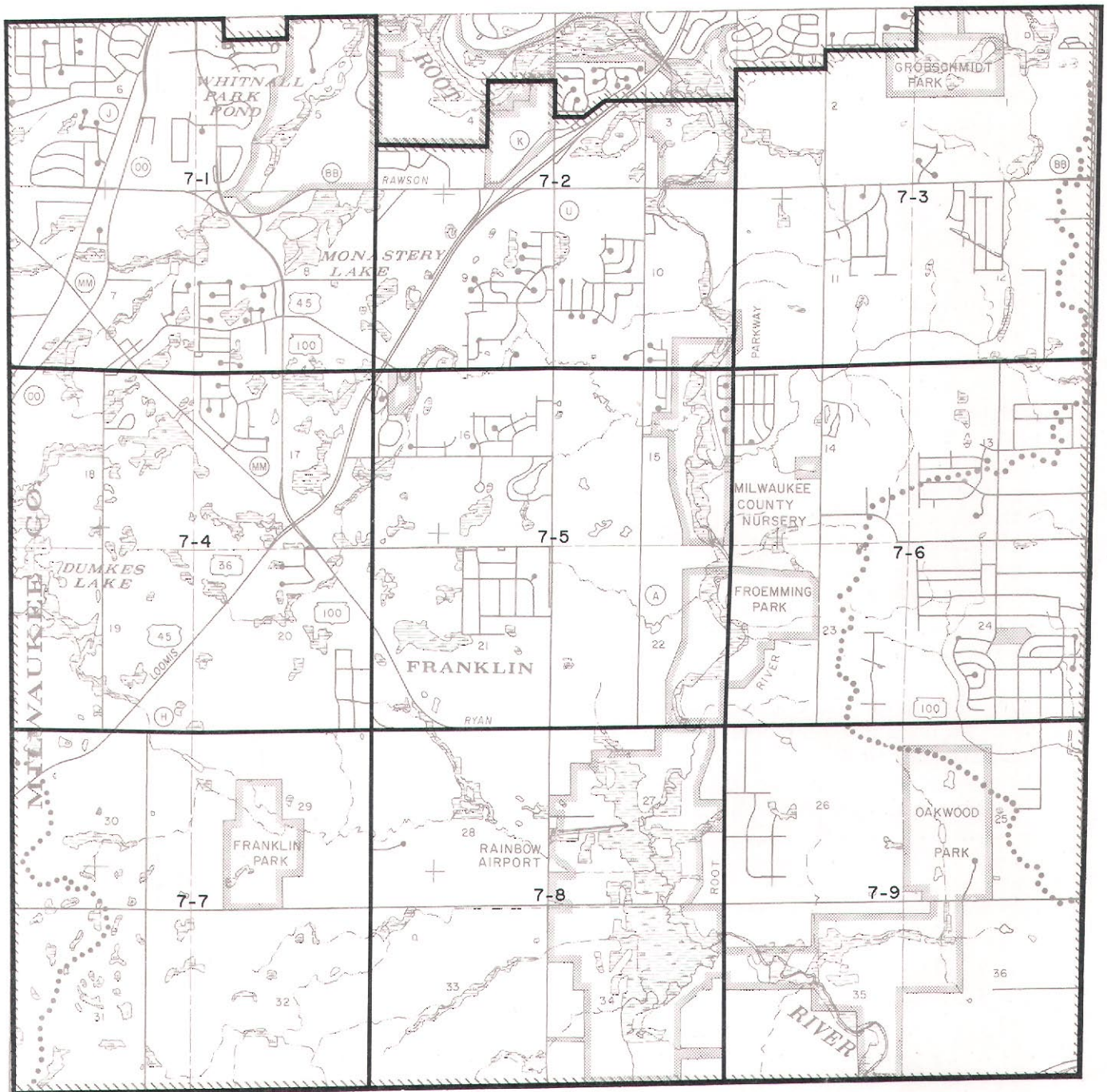
1. Formal adoption or endorsement of SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000, and this SEWRPC Community Assistance Planning Report by the Common Council of the City of Franklin as the operator of the sanitary sewer collection system and by the Milwaukee Metropolitan Sewerage District as the operator of the sewage treatment facilities and trunk sewer system utilized by the City.
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 City of Franklin sanitary sewer service area as shown on Maps 5 and 7. 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 City of Franklin 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 CITY OF FRANKLIN SANITARY SEWER SERVICE AREA

This report presents a refined sewer service area for the City of Franklin. 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 City of Franklin to the year 2000. Like other long-range plans, however, this sewer service area plan should be periodically reviewed—every five years—to assure that it continues 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. Should it be determined by the City of Franklin, as the operator of the sanitary sewer collection system involved, that amendments to the sewer service area plan as presented herein are necessary, the City 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 a 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 an 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 Common Council of the City of Franklin 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 7

**INDEX OF MAPS SHOWING THE ENVIRONMENTALLY SIGNIFICANT LANDS
AND PLANNED SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN**

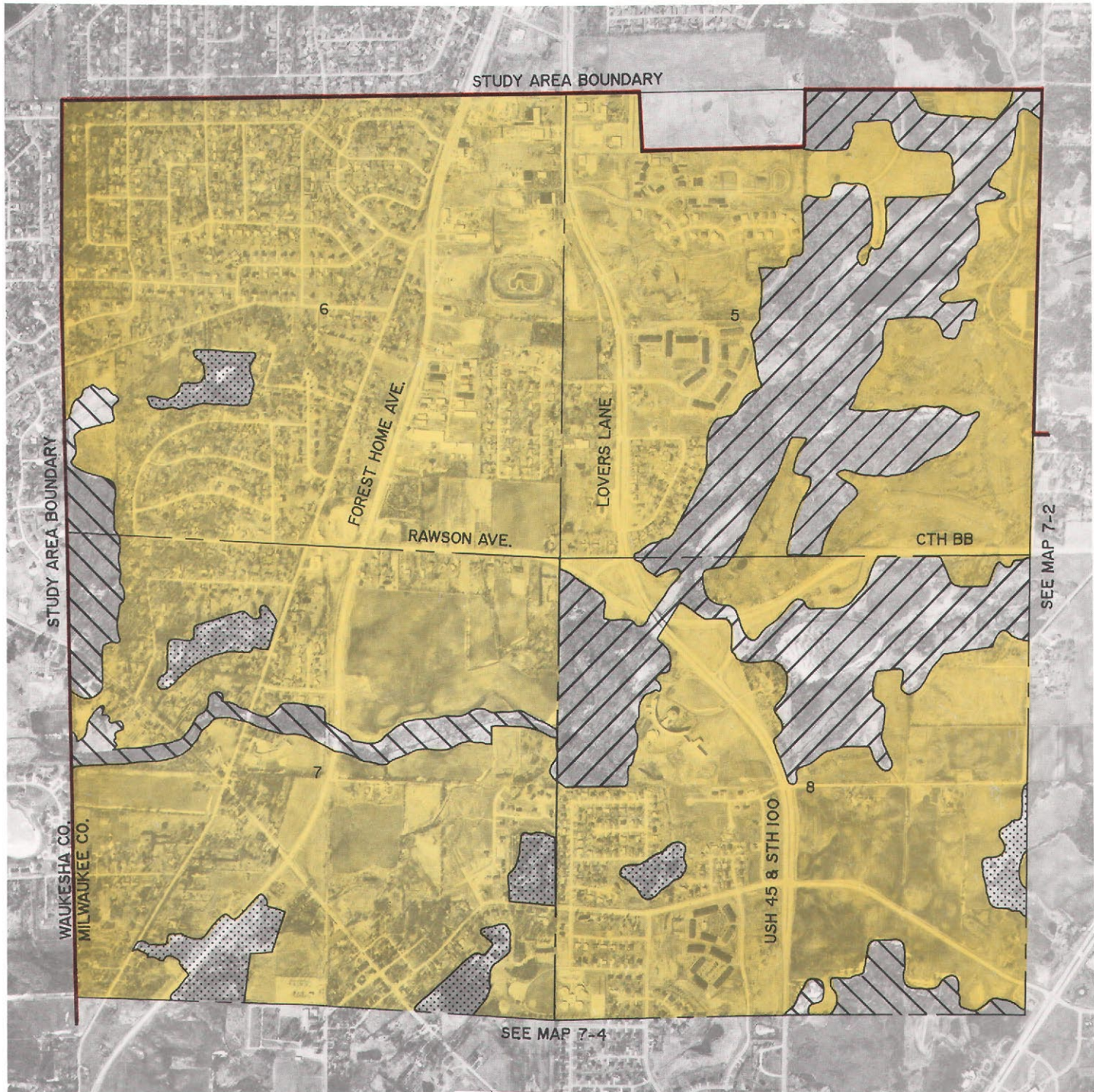


Source: SEWRPC.

Map 7-1

ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED
SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN

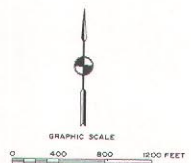
U. S. Public Land Survey Sections 5, 6, 7, and 8
Township 5 North, Range 21 East



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY

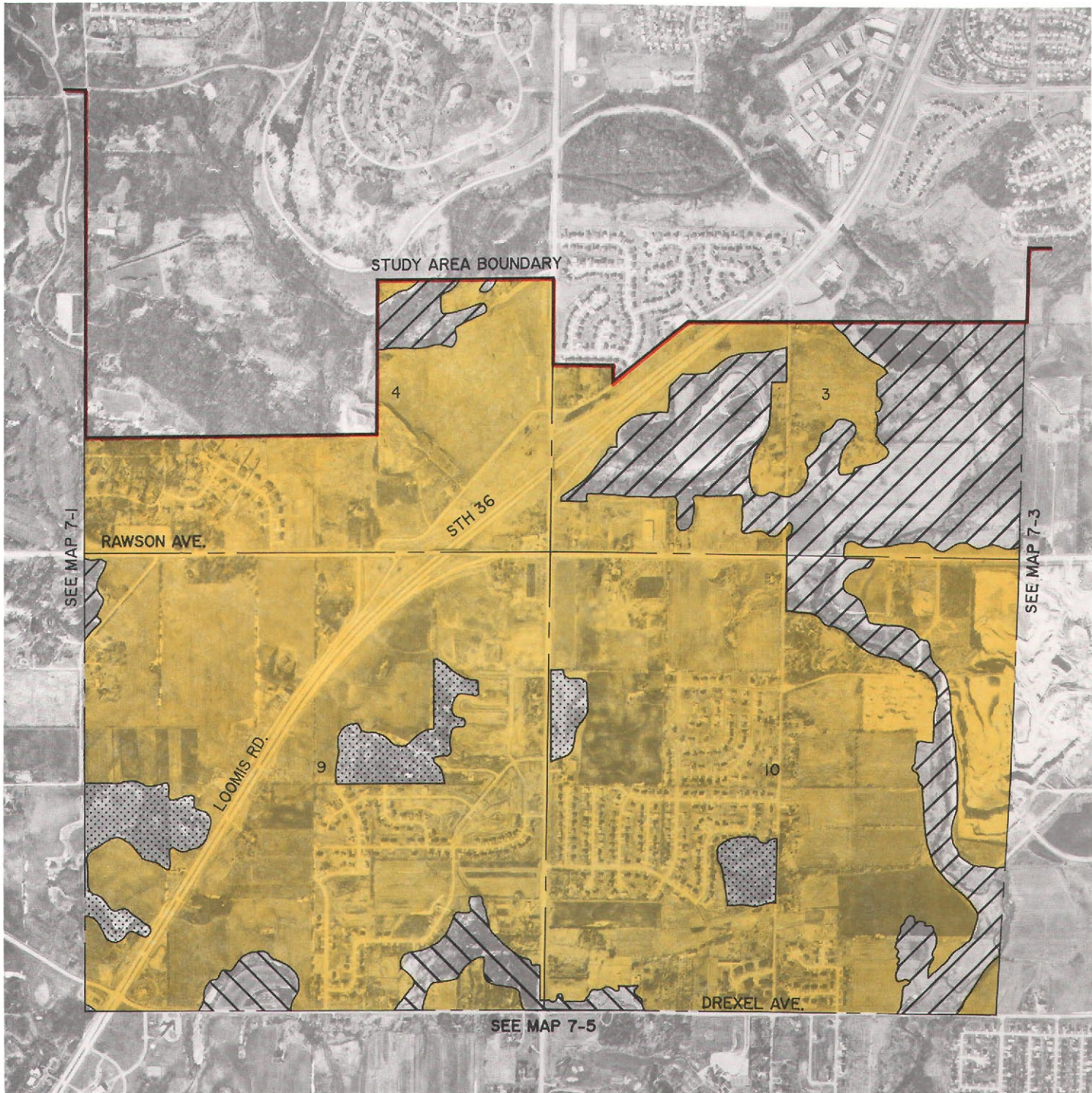
Source: SEWRPC.



Map 7-2

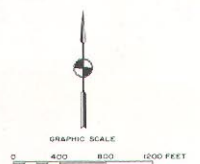
ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED
SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN

U. S. Public Land Survey Sections 3, 4, 9, and 10
Township 5 North, Range 21 East



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY

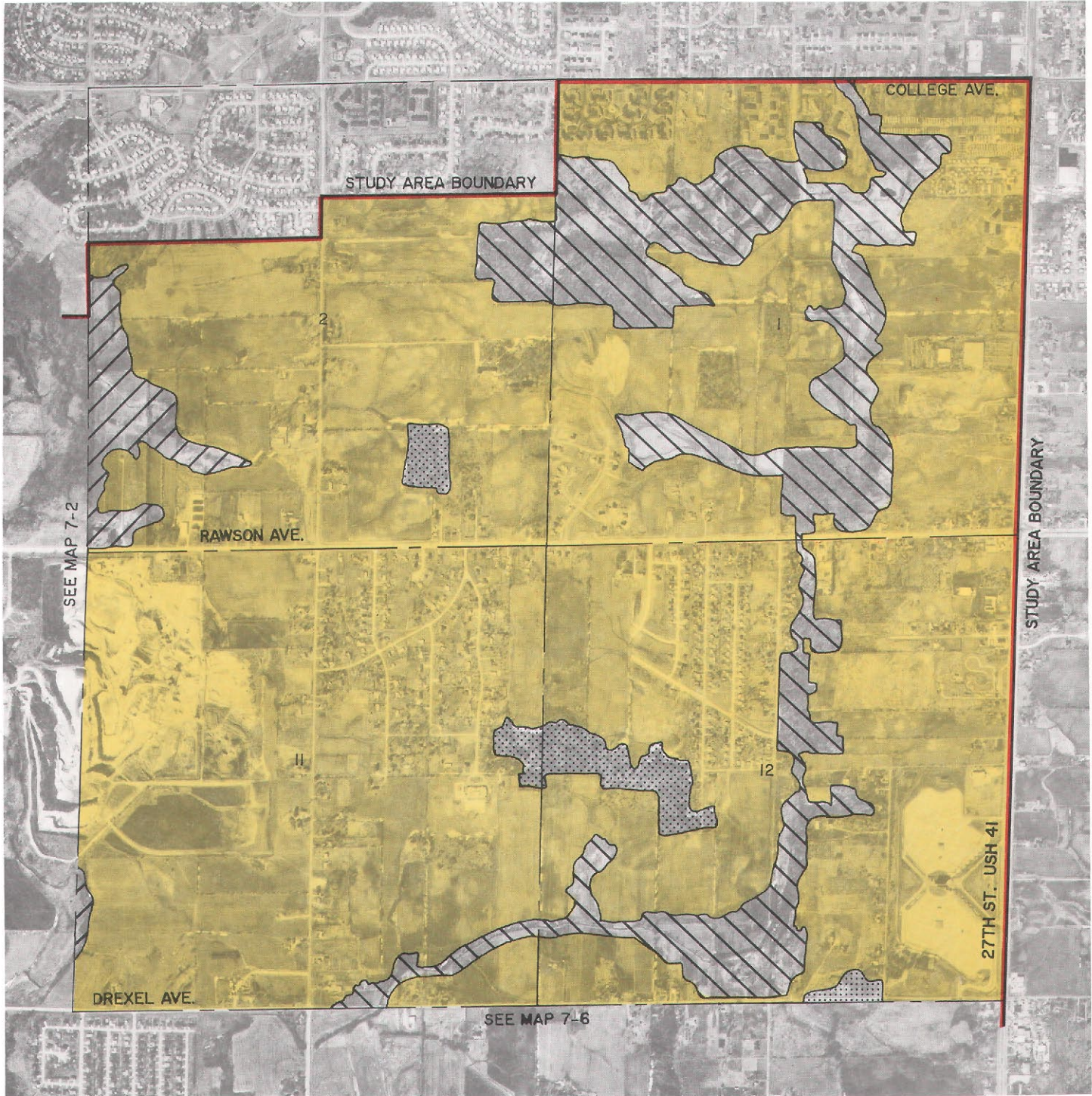


Source: SEWRPC.

Map 7-3

ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED
SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN

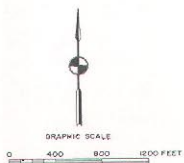
U. S. Public Land Survey Sections 1, 2, 11, and 12
Township 5 North, Range 21 East



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY

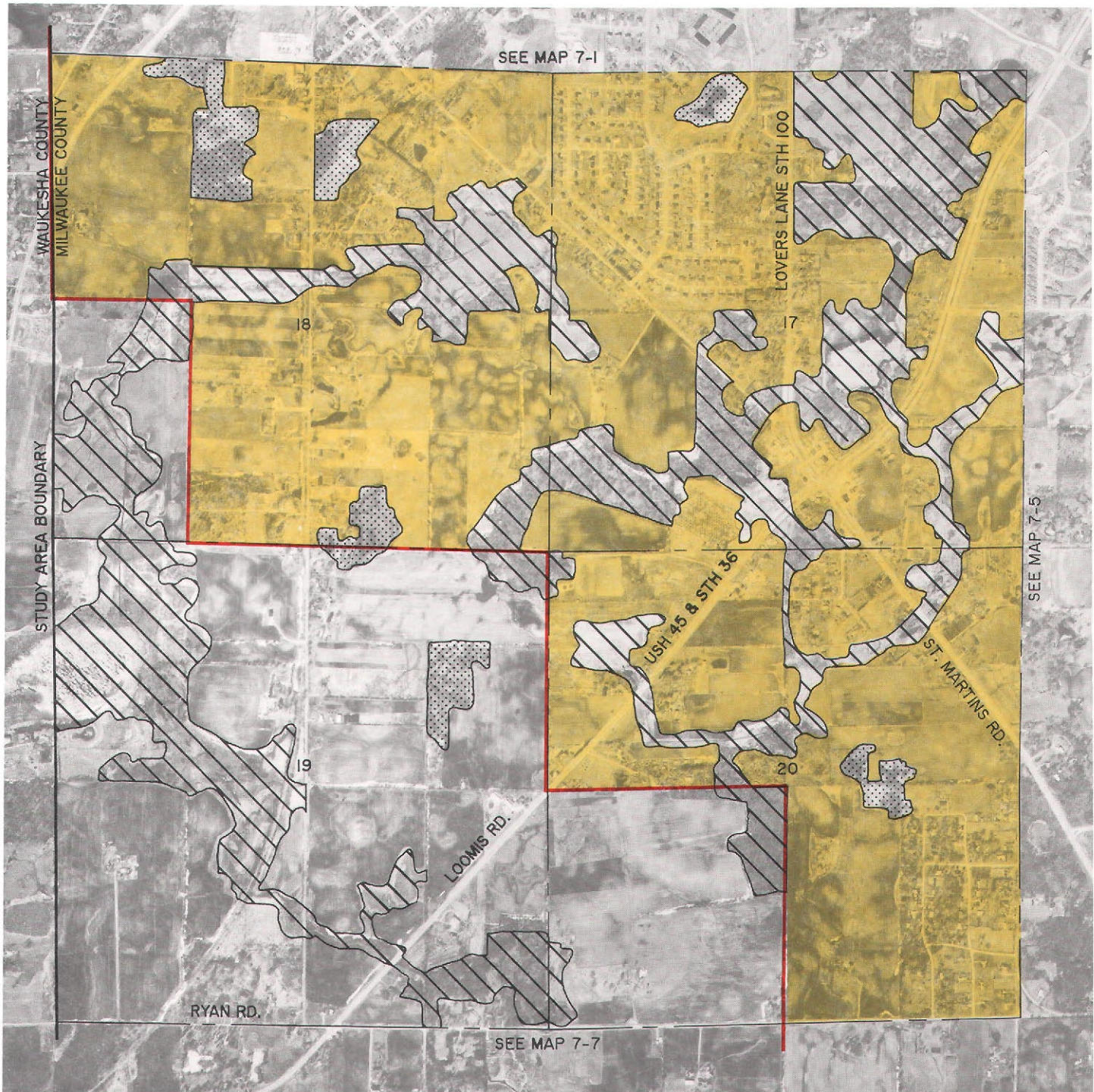
Source: SEWRPC.







Map 7-4

ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED
SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN

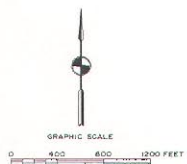
U. S. Public Land Survey Sections 17, 18, 19, and 20
Township 5 North, Range 21 East



LEGEND

-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY

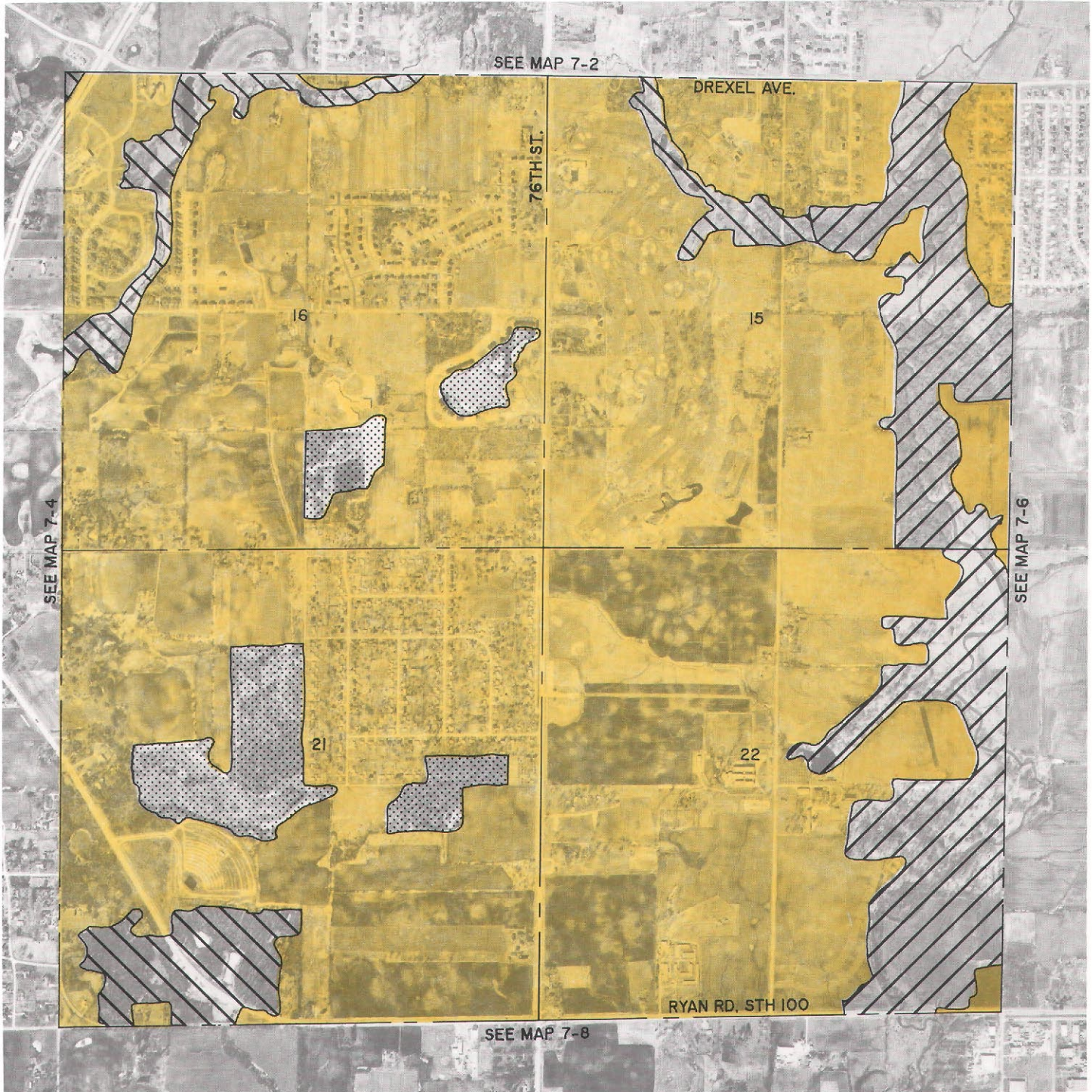
Source: SEWRPC.







Map 7-5

ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED
SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN

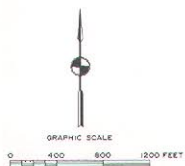
U. S. Public Land Survey Sections 15, 16, 21, and 22
Township 5 North, Range 21 East



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL AREA
-  PLANNED SANITARY SEWER SERVICE AREA

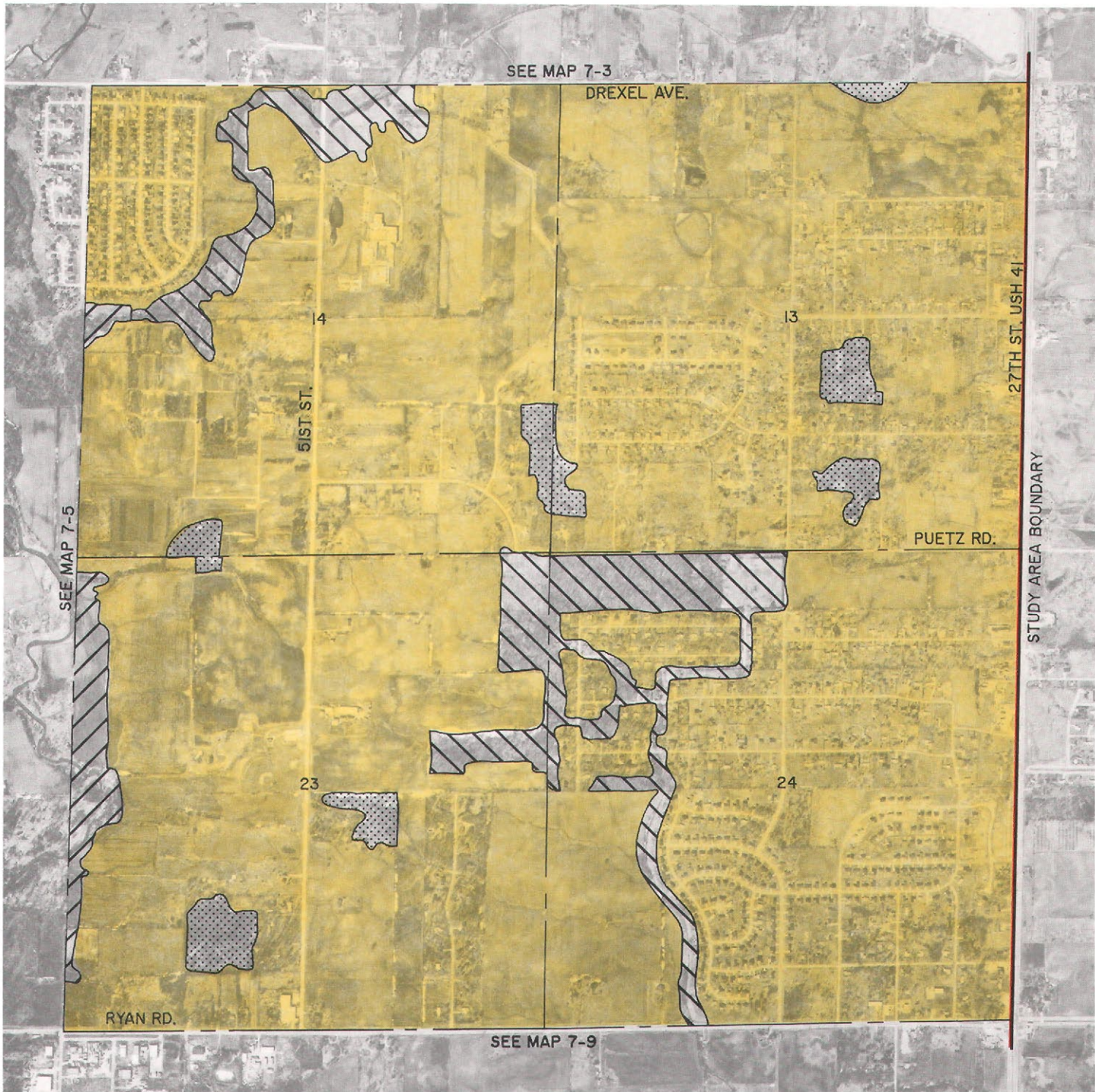
Source: SEWRPC.



Map 7-6

ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED
SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN

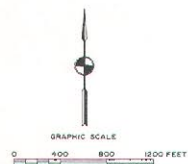
U. S. Public Land Survey Sections 13, 14, 23, and 24
Township 5 North, Range 21 East



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY

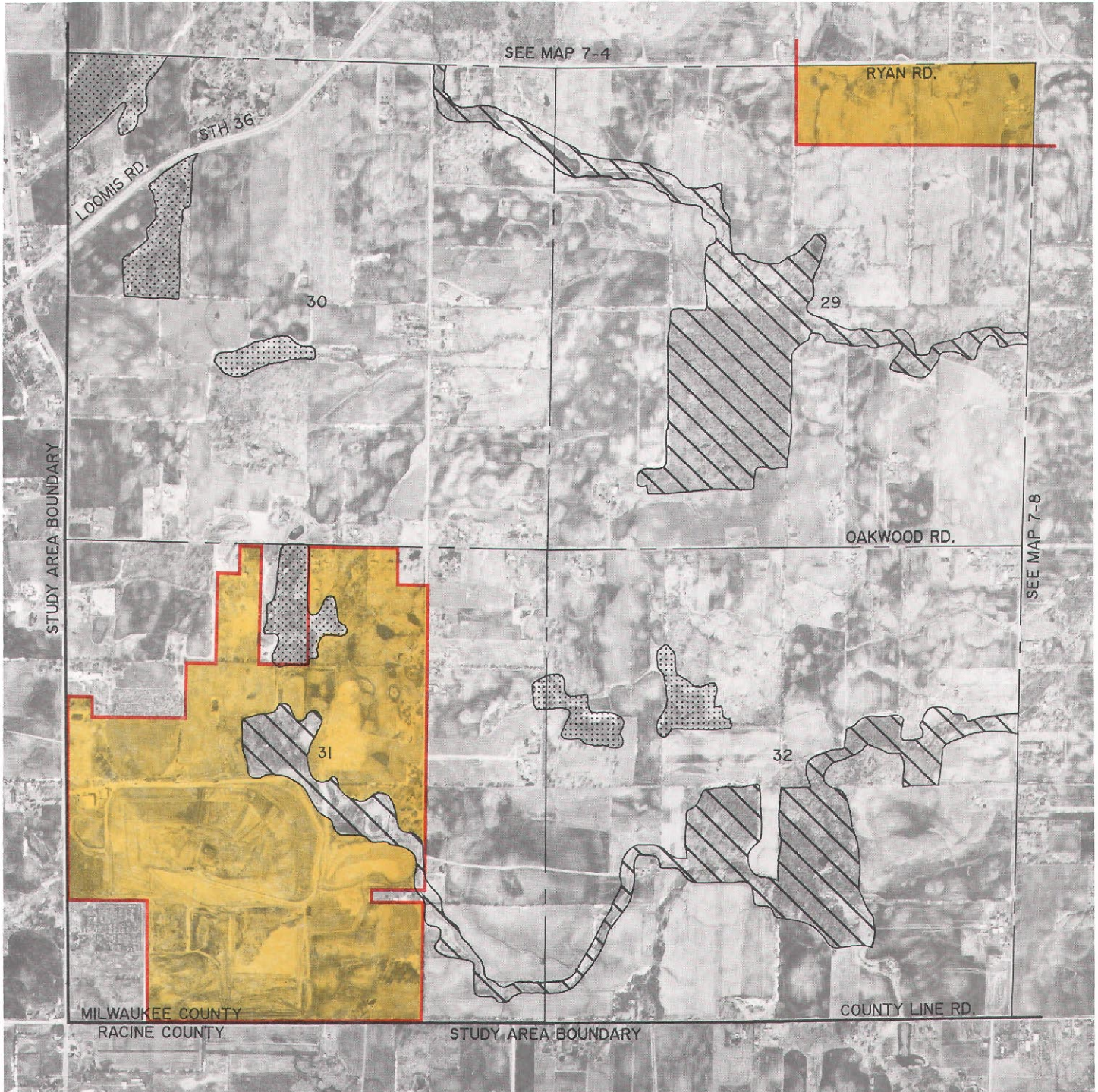
Source: SEWRPC.






Map 7-7

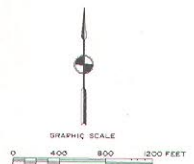
ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED
SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN

U. S. Public Land Survey Sections 29, 30, 31, and 32
Township 5 North, Range 21 East



LEGEND

-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY



Source: SEWRPC.

Map 7-8

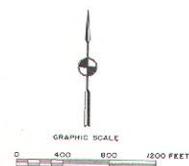
ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED
SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN

U. S. Public Land Survey Sections 27, 28, 33, and 34
Township 5 North, Range 21 East



LEGEND

- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL AREA
- PLANNED SANITARY SEWER SERVICE AREA
- GROSS SANITARY SEWER SERVICE AREA BOUNDARY



Source: SEWRPC.

Map 7-9

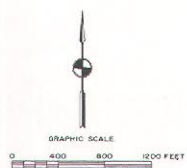
ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED
SANITARY SEWER SERVICE AREA FOR THE CITY OF FRANKLIN

U. S. Public Land Survey Sections 25, 26, 35, and 36
Township 5 North, Range 21 East



LEGEND

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL AREA
-  PLANNED SANITARY SEWER SERVICE AREA
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY



Source: SEWRPC.

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APPENDICES

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Appendix A

MINUTES OF PUBLIC HEARING

Sanitary Sewer Service Area for the City of Franklin

September 27, 1990

PURPOSE: To hear all interested persons in regard to the proposed revision to the City's sanitary sewer service area boundary as set forth in the regional water quality plan.

Mayor Klimetz called the public hearing to order at 7:54 p.m.

Present, in addition, were Commissioners Grintjes, Skowronski, Starck, and Hintz, Alderman Evenson, City Clerk Payne, City Attorney Wesolowski, and Engineering Technician Budish. Commissioner Bennett was excused.

City Clerk Payne read the official notice.

Mayor Klimetz opened the hearing to public comment, but then stated that Mr. Budish had something to say prior to receiving public comment.

Engineering Technician Budish introduced the representative from SEWRPC, the Southeastern Wisconsin Regional Planning Commission, Mr. Bruce P. Rubin, to explain some of the boundary changes involved in the program.

Bruce Rubin, Chief Land Use Planner the Commission, presented background information on the sewer service area refinement effort and the planning process pertinent to this effort. He explained that, in 1979, the Regional Planning Commission completed a regional water quality management plan. As part of that plan, some 85 treatment plant operators and their attendant service area boundaries were identified. The sewer service area is the lands envisioned to be served by each treatment plant. These sewer service area boundaries were included in the 1979 water quality management report. The Department of Natural Resources has been using a very general urban service area boundary as a basis for making decisions concerning sewer extensions. At the time this water quality plan was completed, the Commission suggested that they work with each of the communities and with the operators of the treatments plants to refine and detail the service areas. This process would make the delineated area more in accord with community development objectives and would generally include those lands which the community envisioned as requiring service, rather than following the more general delineation of lands identified by the Commission in 1979. Over the last eight years, or SEWRPC has worked with various communities to complete this refinement process. Recently, the City of Franklin has requested SEWRPC to enter this process for them, and SEWRPC has completed a very brief report which does two things: it identifies in more specific fashion the extent of the new urban service area boundary and it delineates the environmentally significant lands within the Franklin area. Mr. Rubin showed maps, one of which showed the currently adopted urban service area boundary. Another map showed the delineated sewer service area for the City of Franklin, including lands which over the next 10 or 20 years are envisioned to be provided with sanitary sewer service.

The Commission (SEWRPC) has been working with the City Planning Staff and Engineering Staff to refine and adjust the more generalized sewer service plan to include lands within the community that were envisioned as potentially requiring sewer service during the next 20 years. The refined sewer service area was presented on a map by Mr. Rubin. He also stated that what the Commission originally delineated was an area of about 21 square miles of land within the City envisioned to be provided with sewer service. The refined service area includes between 26 and 27 square miles of land. Mr. Rubin pointed out, referring to the map, the importance of environmentally significant lands within the City. The Department of Natural Resources requires that when these refinement plans

are developed, that the environmentally significant lands are planned for and also are shown in the mapping of the refined service areas. These lands are those that are worthy of preservation; they are the lands that the Commission has identified and categorized as either primary environmental corridors (depicted on map), secondary environmental corridors (also depicted on map), and isolated natural areas (also mapped). In essence, what the City is agreeing to is that it will attempt to preserve these lands from encroachment by urban uses, especially the primary environmental corridor. The the service area is a generalized service area, presented and illustrated for public review and comment tonight. It is envisioned that this line is not cast in concrete. The Department of Natural Resources recommends that, over time, the delineation may be amended to take into account different developmental directions the City may move in. It may be expanded or cut back as necessary. Mr. Rubin said that he would try to answer any questions.

Mr. William Bowman stated that he had a lot of confidence in SEWRPC, and feels that they have done a superb job. He said that he also had confidence in Waste Management, and he submitted an article which stated the superb job done. He cautioned against a piecemeal approach to any project, but he did express confidence in the Commission, the City, and Waste Management. He also went on record in opposition to assessment methods and called attention to the fact of the October deadline. He pleaded that fine, constructive things that should be done in the City's interest, be done without sneaky actions. He also made additional remarks on various topics. In conclusion, he said he felt that the problem could be worked around, and he felt that the people in Franklin were fair.

Mayor Klimetz stated that the hearing was regarding the revision to the sanitary sewer service area, and that he would like to help the previous speaker regarding assessment problems, but he stated he wanted to take in public comment regarding only the sewer service area.

Residents (as follows) questioned if this had anything to do with their area, and were informed that it did not.

Roger Piotrowski, 7660 S. North Cape Road
Gisela Murray, 9134 W. St. Martins Road
Pearl Schultz, 11901 W. St. Martins Road
Charles Volovsek, 12214 W. St. Martins Road
Jim (Rokowski?), 8485 S. _____ Street
J. Hanrahan, 9913 South 76th Street

Mayor Klimetz asked for any additional comments. There being no further questions or statements, the public hearing was called to a close at 8:27 p.m.