

**AMENDMENT TO THE**

**REGIONAL WATER QUALITY  
MANAGEMENT PLAN**

**VILLAGE OF JACKSON**

**AS ADOPTED BY THE**

**SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION**

**JUNE 2004**

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REGIONAL PLANNING COMMISSION**

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Nancy M. Anderson, AICP . . . . . Chief Community Assistance Planner  
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Robert P. Biebel, PE, PH. . . . . Chief Environmental Engineer  
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# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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SUBJECT: Certification of Amendment to the Adopted Regional Water Quality Management Plan (Jackson Sewer Service Area)

TO: The Legislative Bodies of Concerned Local Units of Government within the Southeastern Wisconsin Region, namely: the County of Washington, the Village of Jackson, and the Towns of Jackson and Polk.

This is to certify that at the meeting of the Southeastern Wisconsin Regional Planning Commission, held at the Washington County Courthouse, West Bend, Wisconsin, on the 16th day of June 2004, the Commission did by unanimous vote of all Commissioners present, being 17 ayes and 0 nays, and by appropriate Resolution, a copy of which is made a part hereof and incorporated by reference to the same force and effect as if it had been specifically set forth herein in detail, adopt an amendment to the regional water quality management plan, which plan was originally adopted by the Commission on the 12th day of July 1979, as part of the master plan for the physical development of the Region. Said amendment to the regional water quality management plan pertains to the revised Jackson sanitary sewer service area and consists of the documents attached hereto and made a part hereof. Such action taken by the Commission is recorded on, and is a part of, said plan, and the plan as amended is hereby transmitted to the constituent local units of government for consideration, adoption, and implementation.

IN TESTIMONY WHEREOF, I have hereunto set my hand and seal and cause the Seal of the Southeastern Wisconsin Regional Planning Commission to be hereto affixed. Dated at the City of Pewaukee, Wisconsin, this 17th day of June 2004.

Thomas H. Bustrin, Chairman  
Southeastern Wisconsin  
Regional Planning Commission

ATTEST:

Philip C. Evenson, Deputy Secretary

**RESOLUTION NO. 2004-09**

**RESOLUTION OF THE SOUTHEASTERN WISCONSIN REGIONAL PLANNING  
COMMISSION AMENDING THE ADOPTED REGIONAL WATER QUALITY  
MANAGEMENT PLAN, THAT PLAN BEING A PART OF THE MASTER PLAN  
FOR THE PHYSICAL DEVELOPMENT OF THE REGION CONSISTING OF THE  
COUNTIES OF KENOSHA, MILWAUKEE, OZAUKEE, RACINE, WALWORTH,  
WASHINGTON, AND WAUKESHA IN THE STATE OF WISCONSIN  
(JACKSON SANITARY SEWER SERVICE AREA)**

WHEREAS, pursuant to Section 66.0309(10) of the *Wisconsin Statutes*, the Southeastern Wisconsin Regional Planning Commission, at a meeting held on the 12th day of July 1979, duly adopted a regional water quality management plan as documented in the three-volume SEWRPC Planning Report No. 30, *A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000*; and

WHEREAS, at a meeting held on the 10th day of September 1997, the Commission duly adopted an amendment to the regional water quality management plan refining and detailing the Jackson sanitary sewer service area as documented in SEWRPC Community Assistance Planning Report No. 124 (2nd Edition), *Sanitary Sewer Service Area for the Village of Jackson and Environs, Washington County, Wisconsin*, dated September 1997 as amended; and

WHEREAS, by letter dated May 10, 2004, the Village of Jackson requested that the Commission amend the Jackson sanitary sewer service area to include certain lands located outside of the currently adopted sewer service area and to remove certain lands from the currently adopted sewer service area; and

WHEREAS, the proposed amendment to the regional water quality management plan is documented in a Commission staff memorandum entitled, "Response to Request by the Village of Jackson to Amend the Jackson Sanitary Sewer Service Area," attached hereto and made a part hereof; and

WHEREAS, the requested change to the regional water quality management plan, as documented in the aforementioned staff memorandum, was the subject of a public hearing held jointly by the Village of Jackson and the Regional Planning Commission on June 8, 2004; and

WHEREAS, Section 66.0309(9) of the *Wisconsin Statutes* authorizes and empowers the Regional Planning Commission, as the work of making the whole master plan progresses, to amend, extend, or add to the master plan or carry any part or subject thereof into greater detail;

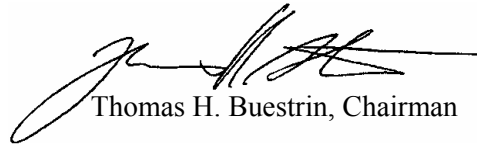
NOW, THEREFORE, BE IT HEREBY RESOLVED:

FIRST: That the regional water quality management plan for the Southeastern Wisconsin Region, being a part of the master plan for the physical development of the Region and comprised of SEWRPC Planning Report No. 30, Volumes One, Two, and Three, which was adopted by the Commission as a part of the master plan on the 12th day of July 1979, and which was amended on the 10th day of September 1997 to include the refined Jackson sewer service area, as set forth in SEWRPC Community Assistance Planning Report No. 124 (2nd Edition), be and the same hereby is amended in the manner identified on Map 2 of the aforementioned SEWRPC staff memorandum.

SECOND: That the Executive Director is authorized to submit findings to the Wisconsin Department of Natural Resources and the Wisconsin Department of Commerce that public and private sanitary sewer extensions necessary to serve the anticipated development on the lands concerned are in conformance with, and would serve to implement, the adopted regional water quality management plan as herein amended.

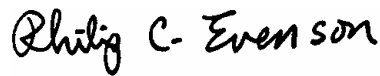
THIRD: That a true, correct, and exact copy of this resolution, together with the aforementioned SEWRPC staff memorandum, shall be forthwith distributed to each of the local legislative bodies of the local governmental units within the Region entitled thereto and to such other bodies, agencies, or individuals as the law may require or as the Commission, its Executive Committee, or its Executive Director, at their discretion, shall determine and direct.

The foregoing resolution, upon motion duly made and seconded, was regularly adopted at the meeting of the Southeastern Wisconsin Regional Planning Commission held on the 16th day of June 2004, the vote being: Ayes 17; Nays 0.



Thomas H. Buestrin, Chairman

ATTEST:



Philip C. Evenson, Deputy Secretary

## **SEWRPC STAFF MEMORANDUM**

### **RESPONSE TO REQUEST BY THE VILLAGE OF JACKSON TO AMEND THE JACKSON SANITARY SEWER SERVICE AREA**

#### **INTRODUCTION AND BACKGROUND**

By letter dated May 10, 2004, the Village of Jackson requested that the Southeastern Wisconsin Regional Planning Commission amend the Jackson sanitary sewer service area tributary to the Village of Jackson sewage treatment facility. That area is currently documented in SEWRPC Community Assistance Planning Report No. 124 (2nd Edition), *Sanitary Sewer Service Area for the Village of Jackson and Environs, Washington County, Wisconsin*, dated September 1997, as amended.

#### **PROPOSED AMENDMENT—PRE-PUBLIC HEARING**

The amendment, as presented for public review and comment at a public hearing, proposed the following changes to the currently adopted sewer service area:

1. The addition to the sewer service area of an area encompassing 457 acres located in U.S. Public Land Survey Sections 19 and 30, Township 10 North, Range 20 East, in the Town of Jackson, and in U.S. Public Land Survey Sections 24 and 25, Township 10 North, Range 19 East, in the Town of Polk. This area is identified by the red hatch pattern on Map 1.
2. The removal of an area encompassing 26 acres located in U.S. Public Land Survey Section 19, Township 10 North, Range 20 East, in the Town of Jackson. This area is identified by the blue hatch pattern on Map 1. It was the understanding of the Village of Jackson staff that the landowner desired that this area and the area immediately to the west be excluded from the sewer service area.

#### **PUBLIC REACTION TO THE PLAN AMENDMENT**

A public hearing was held on June 8, 2004, at the Jackson Village Hall to receive public comment on, and reaction to, the proposed plan amendment. The hearing was sponsored by the Village of Jackson and the Regional Planning Commission. A summary of the plan amendment was presented prior to receiving public comment.

During the public comment period, the Village of Jackson Administrator indicated that the Village had received a letter dated June 7, 2004, from the owner of the land proposed to be removed from the sewer service area, requesting that the land remain in the sewer service area and further requesting the addition to the sewer service area of the land located immediately to the west.

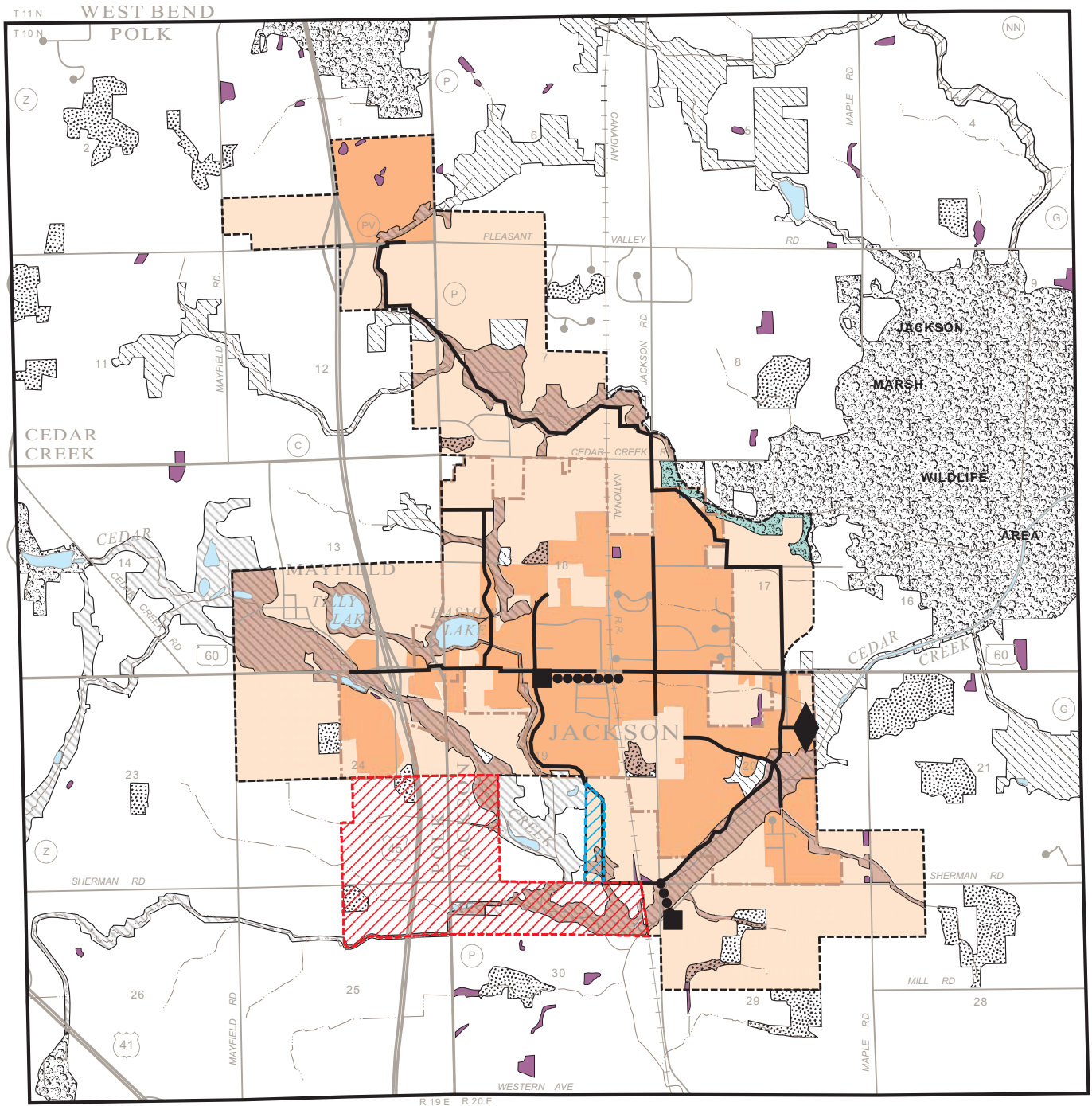
After considering this matter following the hearing, the Village Board determined that the amendment should be revised so that the area shaded red on Map 1 would remain in the sewer service area and that the lands immediately to the west would be added to the sewer service area, in accordance with the landowner's desire.

#### **PROPOSED AMENDMENT—POST-PUBLIC HEARING**

The proposed amendment to the Jackson sewer service area, revised to reflect the results of the public hearing, is presented on Map 2. The post-public hearing amendment proposes the addition of lands encompassing 587 acres. This

Map 1

**PROPOSED AMENDMENT TO THE VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA  
(PRE-PUBLIC HEARING)**



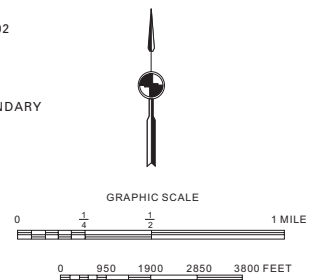
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- WETLANDS AND SURFACE WATER AREAS LESS THAN FIVE ACRES IN SIZE

**RESTRICTIONS ON SEWERED DEVELOPMENT**

- PRIMARY ENVIRONMENTAL CORRIDORS WITHIN THE PLANNED SANITARY SEWER SERVICE AREA: THE EXTENSION OF SEWERS TO SERVE NEW DEVELOPMENT IS CONFINED TO LIMITED RECREATIONAL AND INSTITUTIONAL USES AND RURAL-DENSITY RESIDENTIAL DEVELOPMENT IN AREAS OTHER THAN WETLANDS, FLOODLANDS, SHORELANDS, AND STEEP SLOPES.
- PORTIONS OF SECONDARY ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS WITHIN THE PLANNED SANITARY SEWER SERVICE AREA WHICH ARE COMPRISED OF WETLANDS, FLOODLANDS, SHORELANDS, AND STEEP SLOPES: THE EXTENSION OF SEWERS TO SERVE NEW DEVELOPMENT IN THESE AREAS IS NOT PERMITTED.\*

- AREA SERVED BY PUBLIC SANITARY SEWERS: 2002
- PLANNED SANITARY SEWER SERVICE AREA
- PLANNED SANITARY SEWER SERVICE AREA BOUNDARY
- EXISTING PUBLIC SEWAGE TREATMENT FACILITY
- EXISTING TRUNK SEWER
- EXISTING FORCE MAIN
- EXISTING PUMPING STATION
- AREA PROPOSED TO BE ADDED TO THE JACKSON SANITARY SEWER SERVICE AREA
- AREA PROPOSED TO BE REMOVED FROM THE JACKSON SANITARY SEWER SERVICE AREA

\* Includes shoreland areas with associated wetlands which are tributary to Cedar Creek



includes 93 acres of existing urban lands, street rights-of-way, and a commercial nursery operation; 90 acres of existing environmentally significant land, including 84 acres of secondary environmental corridor and 6 acres of isolated natural resource areas; 59 acres of undeveloped floodplains located adjacent to the identified environmental corridor; and 345 acres of agricultural and other open land. The subject area and the environmentally significant lands within are shown in greater detail on Map 3.

It is envisioned that the developable lands in the portion of the subject area located east of CTH P would be developed for residential use, accommodating about 700 persons upon full development. It is envisioned that the portion of the subject area located west of CTH P would accommodate future industrial development.

The subject area includes about 59 acres of floodplain areas which presently do not have the natural features warranting designation as an environmental corridor. Under this plan, it is envisioned that those floodplain areas, identified on Map 4, would be retained in open use and revert to a more natural condition, becoming part the adjacent secondary environmental corridor. Those floodplains, and certain small non-floodplain areas which they encompass, have been included in the secondary environmental corridor shown on Maps 2 and 3.

The delineation of environmentally significant lands on Maps 3 and 4 has been updated to reflect year 2000 aerial photography. The floodplains shown on Maps 3 and 4 have been updated to reflect the delineations shown on the Washington County shoreland zoning maps.

## **RELATIONSHIP OF THE PROPOSED CHANGE TO THE EXISTING SANITARY SEWER SERVICE AREA**

The net effect of the proposed changes described above would be to increase the area of the Jackson sanitary sewer service area by 587 acres, or 15 percent. With the proposed addition, the buildout population of the Jackson sewer service area—that is, the population which could be expected under full development conditions—would approximate 8,950 persons, just over the high-growth population projection (8,600 persons) for this area embodied in the Commission’s year 2020 regional land use plan.

## **WATER QUALITY IMPACTS**

Under the adopted regional water quality management plan and the amended sanitary sewer service area plan presented in this report, it is envisioned that all new urban development within the planned urban service area would receive sanitary sewer service. Assuming that all applicable Federal, State, and local permits are obtained and that proper site development and construction practices are employed, there should be no significant adverse water quality impacts attributable to the development of the planned sanitary sewer service area. In addition, the provision of public sanitary sewer service to those lands within the planned sewer service area which are currently developed and served by onsite sewage disposal systems may be expected to reduce pollutant loadings from existing onsite sewage disposal systems to both surface and ground waters.

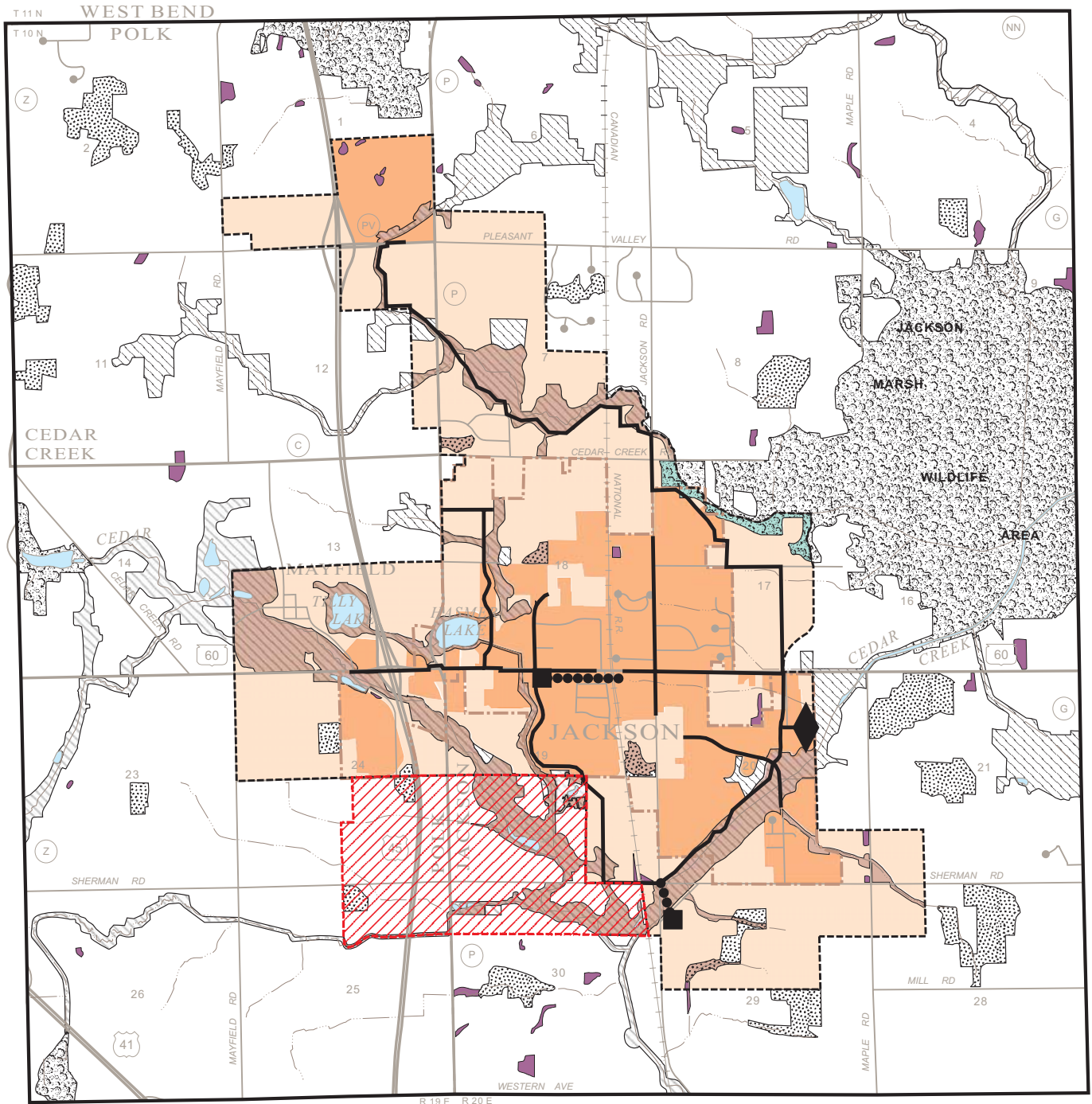
## **COST EFFECTIVENESS ANALYSIS**

The proposed addition to the Jackson sanitary sewer service area is immediately adjacent to the currently approved sewer service area tributary to the Village of Jackson sewage treatment plant. The nearest other public sanitary sewer system, that of City of West Bend, is located more than three miles from the subject area. Consequently, no further analysis is deemed necessary to conclude that the subject area would be served most cost-effectively through connection to the Village of Jackson sewage treatment plant.



Map 2

**PROPOSED AMENDMENT TO THE VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA  
(POST-PUBLIC HEARING)**



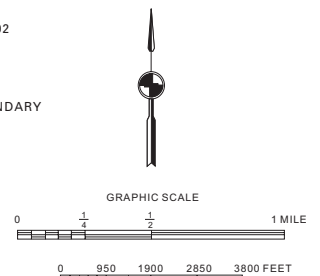
- PRIMARY ENVIRONMENTAL CORRIDOR
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- PORTIONS OF SECONDARY ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS WITHIN THE PLANNED SANITARY SEWER SERVICE AREA WHICH ARE COMPRISED OF WETLANDS, FLOODLANDS, SHORELANDS, AND STEEP SLOPES: THE EXTENSION OF SEWERS TO SERVE NEW DEVELOPMENT IN THESE AREAS IS NOT PERMITTED.\*

- AREA SERVED BY PUBLIC SANITARY SEWERS: 2002
- PLANNED SANITARY SEWER SERVICE AREA
- PLANNED SANITARY SEWER SERVICE AREA BOUNDARY
- EXISTING PUBLIC SEWAGE TREATMENT FACILITY
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- AREA PROPOSED TO BE ADDED TO THE JACKSON SANITARY SEWER SERVICE AREA

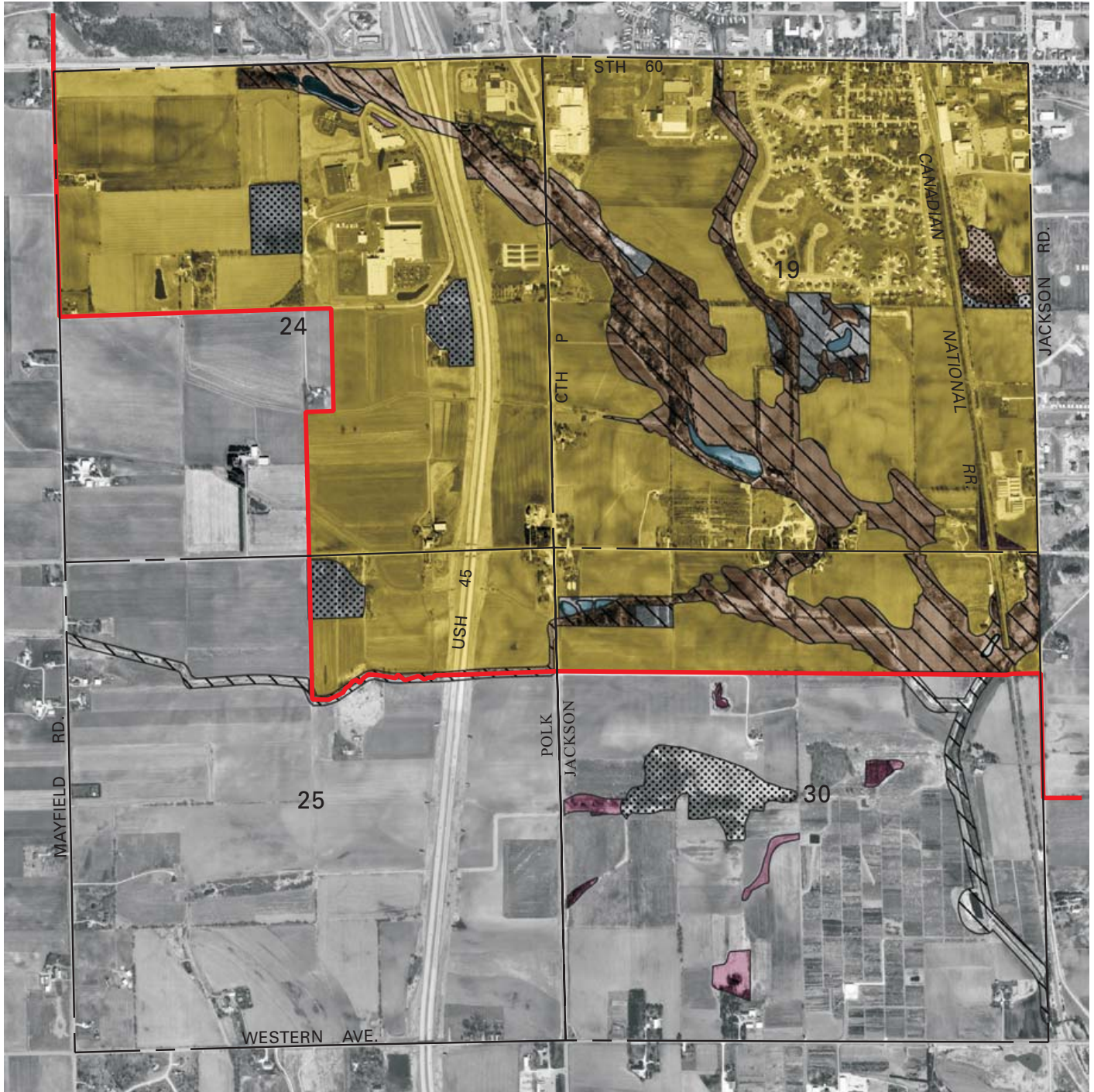
\* Includes shoreland areas with associated wetlands which are tributary to Cedar Creek








# Map 3

## ENVIRONMENTALLY SIGNIFICANT LANDS AND PLANNED SANITARY SEWER SERVICE AREA FOR THE VILLAGE OF JACKSON


U. S. Public Land Survey Sections 24 and 25, Township 10 North, Range 19 East and  
U.S. Public Land Survey Sections 19 and 30, Township 10 North, Range 20 East



-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL RESOURCE AREA
-  WETLANDS AND SURFACE WATER AREAS LESS THAN FIVE ACRES IN SIZE
-  SURFACE WATER WITHIN ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS
-  GROSS SANITARY SEWER SERVICE AREA BOUNDARY

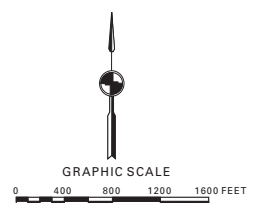
 PLANNED SANITARY SEWER SERVICE AREA

### RESTRICTIONS ON SEWERED DEVELOPMENT

 PORTIONS OF SECONDARY ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS WITHIN THE PLANNED SANITARY SEWER SERVICE AREA WHICH ARE COMPRISED OF WETLANDS, FLOODLANDS, SHORELANDS, AND STEEP SLOPES: THE EXTENSION OF SEWERS TO SERVE NEW DEVELOPMENT IN THESE AREAS IS NOT PERMITTED.

NOTE: This map replaces the corresponding portions of Map 7-4, page 23; Map 7-5, page 24; Map 7-7, page 26; and Map 7-8, page 27, of SEWRPC Community Assistance Planning Report No. 124 (2nd Edition), *Sanitary Sewer Service Area for the Village of Jackson and Environs*, Washington County, Wisconsin, September 1997.

Photography Date: March 2000



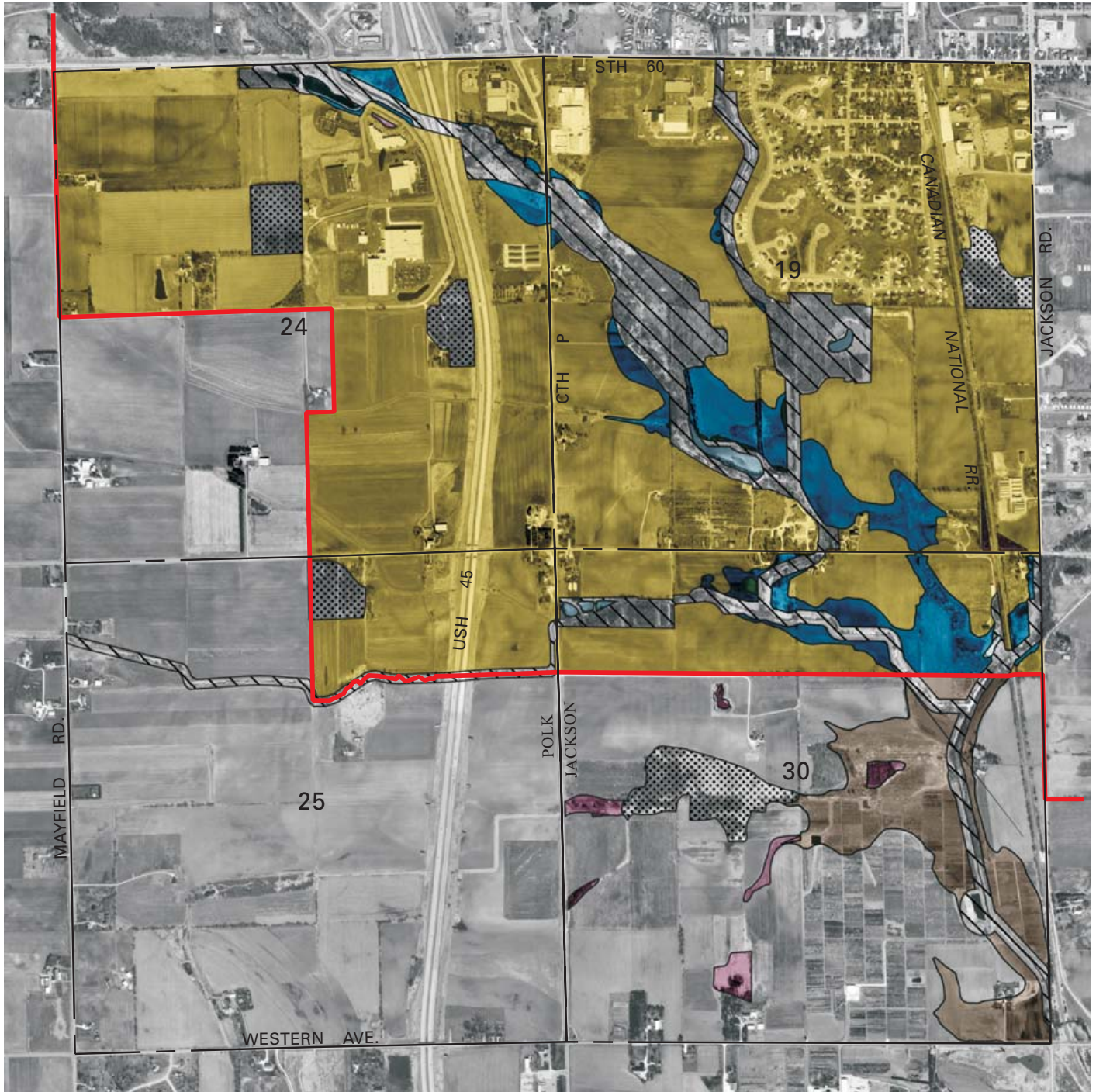
Source: SEWRPC.












# Map 4

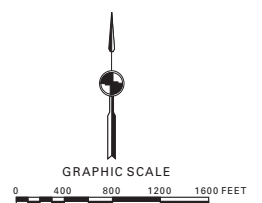
## ANTICIPATED CHANGES IN THE ENVIRONMENTALLY SIGNIFICANT LANDS IN THE VILLAGE OF JACKSON SANITARY SEWER SERVICE AREA: 2000-2020

U. S. Public Land Survey Sections 24 and 25, Township 10 North, Range 19 East and  
U.S. Public Land Survey Sections 19 and 30, Township 10 North, Range 20 East



Photography Date: March 2000

- |  |   |
|--|---|
|  SECONDARY ENVIRONMENTAL CORRIDOR   |  PLANNED SANITARY SEWER SERVICE AREA   |
|  ISOLATED NATURAL RESOURCE AREA   |  UNDEVELOPED FLOODLANDS WITHIN PLANNED SANITARY SEWER SERVICE AREA TO BE ADDED TO THE SECONDARY ENVIRONMENTAL CORRIDOR   |
|  WETLANDS AND SURFACE WATER AREAS LESS THAN FIVE ACRES IN SIZE                    |  UNDEVELOPED FLOODLANDS LOCATED OUTSIDE THE PLANNED SANITARY SEWER SERVICE AREA THAT WOULD BE ADDED TO THE ENVIRONMENTAL CORRIDORS SHOULD THE SEWER SERVICE AREA BE EXPANDED |
|  SURFACE WATER WITHIN ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS |  OTHER OPEN LANDS TO BE ADDED TO THE SECONDARY ENVIRONMENTAL CORRIDOR  |
|  GROSS SANITARY SEWER SERVICE AREA BOUNDARY                                       |   |



Source: SEWRPC.

## **SEWAGE TREATMENT PLANT IMPACT ANALYSIS**

Sewage from the Jackson sewer service area is treated at the Village of Jackson sewage treatment plant, which has a design capacity of 1.25 million gallons per day (mgd) on an average annual basis. The average annual flow rate in 2002 was about 1.0 mgd. The anticipated sewage flow to be generated in the areas proposed to be added to the Jackson sewer service area upon full development may be expected to be about 0.20 to 0.40 mgd on an average annual basis, depending upon the type of industrial development which occurs.

With regard to longer-term sewage treatment plant impacts, the increase in the sewer population from about 5,400 persons in 2002 to 8,950 persons, assuming full development of vacant lands within the sewer service area as envisioned under local land use plans, is estimated to result in an average annual sewage flow rate of about 1.7 to 2.2 mgd, depending upon the type of development which occurs. An April 2003 facility plan amendment<sup>1</sup> prepared for the Village estimated an average annual sewage flow rate of 1.69 mgd for the sewer service area in 2023. It should be noted that this facility plan amendment was developed primarily to examine alternatives for effluent filtration and biosolids stabilization facilities only. Those plant process units were left unchanged during the last sewage treatment plant expansion in 1998. Accordingly, it is estimated that the April 2003 facilities plan amendment recommendations will need to be implemented, and additional facility planning for sewage treatment plant expansion will need to be completed within the next 5 years. Such facility planning would be directed toward units such as the headworks, the secondary treatment system, and disinfection facilities. The timing of facility construction for the treatment plant expansion would be dependent upon the timing and type of new development within the sewer service area.

## **LOCAL GOVERNMENT ACTION ON THE PLAN AMENDMENT**

The Jackson Village Board adopted the sewer service area plan amendment on June 8, 2004.

## **CONCLUDING RECOMMENDATION**

Based on the foregoing, it is recommended that the Southeastern Wisconsin Regional Planning Commission formally amend the sanitary sewer service area for the Village of Jackson as documented in SEWRPC Community Assistance Planning Report No. 124 (2nd Edition), in the manner identified on Map 2.

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<sup>1</sup> Year 2003 Facility Plan Amendment for Wastewater Treatment Plant, Village of Jackson, Wisconsin, *Donohue and Associates, Inc.*, April 2003.