

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

KENOSHA COUNTY RACINE COUNTY

John Holloway Trevor Jung Amy Maurer Vacant Robert Pitts Vacant

MILWAUKEE COUNTY WALWORTH COUNTY

Donna Brown-Martin Charles Colman,
Priscilla Coggs-Jones Chairman
Michael Maistelman Brian Holt
Mary Knipper

OZAUKEE COUNTY WASHINGTON COUNTY

Natalia Minkel-Dumit Katrina Hanson Eric Stelter Jeffrey Schleif Vacant David Stroik, Treasurer

WAUKESHA COUNTY

Michael Crowley, Secretary Dewayne Johnson Vacant

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION STAFF

| Stephanie Hacker, AICP, LEED AP | Executive Director |
|----------------------------------|---|
| Benjamin McKay, AICP | Deputy Director |
| Elizabeth Larsen, SPHR, SHRM-SCP | Director of Administration |
| Christopher Hiebert, PE | MPO Director |
| Joel Dietl, AICP | Chief Land Use Planner |
| Laura Herrick, PE, CFM | Chief Environmental Engineer |
| Ryan Hoel, PE | Chief Transportation Engineer |
| Eric Lynde | Chief Special Projects Planner |
| Rob Merry, PLS | Chief Surveyor |
| Nakeisha Payne | Public Involvement and Outreach Manager |
| Thomas Slawski, PhD | Chief Biologist |
| | |

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

W239 N1812 ROCKWOOD DRIVE . PO BOX 1607 . WAUKESHA, WI 53187-1607. TELEPHONE (262) 547-6721

Serving the Counties of:

KENOSHA
MILWAUKEE
OZAUKEE
RACINE
WALWORTH
WASHINGTON
WAUKESHA



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

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

This is to certify that at the meeting of the Southeastern Wisconsin Regional Planning Commission, held on the 11th day of September 2024, the Commission did by unanimous vote of all Commissioners present, being 16 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 scal and cause the Seal of the Southeastern Wisconsin Regional Planning Commission to be hereto affixed. Dated at the Village of Grafton, Wisconsin, this 11th day of September 2024.

Charles L. Colman, Chairman Southeastern Wisconsin

> WISCONSIN REGIONAL PLANNING

Regional Planning Commission

Chalo L Cobrace

ATTEST:

Stephanie Hacker, Deputy Secretary

RESOLUTION NO. 2024-13

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 Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000; and

WHEREAS, 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 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 email received August 11, 2023, the Village of Jackson requested that the Commission amend the Jackson sanitary sewer service area to add certain lands located outside of the currently adopted Jackson 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 11, 2024; 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;

THEREFORE, BE IT RESOLVED that Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000, is in effect;

RESOLVED, 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 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 subsequently amended to include the refined Jackson sanitary sewer service area, be and the same hereby is amended in the manner identified on Maps 1 and 2 of the aforementioned staff memorandum;

RESOLVED, that the Executive Director is authorized to submit findings to the Wisconsin Department of Natural Resources and the Wisconsin Department of Safety and Professional Services 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;

RESOLUTION NO. 2024-13

RESOLVED, that a true, correct, and exact copy of this resolution, together with the aforementioned 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 11th day of September 2024, the vote being: Ayes 16; Nays 0.

Charles L. Colman, Chairman Southeastern Wisconsin

Regional Planning Commission

ATTEST:

Stephanie Hacker, Deputy Secretary

DPH 9/17/2024; 8/20/2024 #274265

SOUTHEASTERN WISCONSIN REGIONAL PLANNING

W239 N1812 ROCKWOOD DRIVE • PO BOX 1607 • WAUKESHA, WI 53187-1607 • TELEPHONE (262) 547-6721

Serving the Counties of:

KENOSHA MILWAUKEE OZAUKEE RACINE WALWORTH WASHINGTON WAUKESHA



Staff Memorandum

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

June 11, 2024

INTRODUCTION

By email received August 11, 2023, Ms. Jen Keller, Village Administrator for the Village of Jackson, requested that the Southeastern Wisconsin Regional Planning Commission (Commission) amend the Jackson sanitary sewer service area, tributary to the Village of Jackson sewage treatment facility, as 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. The basic purpose of the amendment would be to include within the planned sewer service area certain lands located immediately adjacent to, but outside, the currently adopted sewer service area.

AREA DESCRIPTION

As shown on Map 1, the area proposed to be added to the Jackson sewer service area encompasses approximately 8.7 acres and is located northeast of, and immediately adjacent to, the intersection of Eagle Drive and Main Street (STH 60) within the southeast quarter of U.S. Public Land Survey Section 17, Township 10 North, Range 20 East, Washington County, Wisconsin.

The subject area contains approximately 3.5 acres of environmentally significant lands, consisting of 2.4 acres of secondary environmental corridor (comprised of 1-percent-annual-probability (100-year recurrence interval) floodplain and wetlands), and approximately 1.1 acre of floodplain and a small, isolated wetland/ stormwater pond located outside of the secondary environmental corridor.

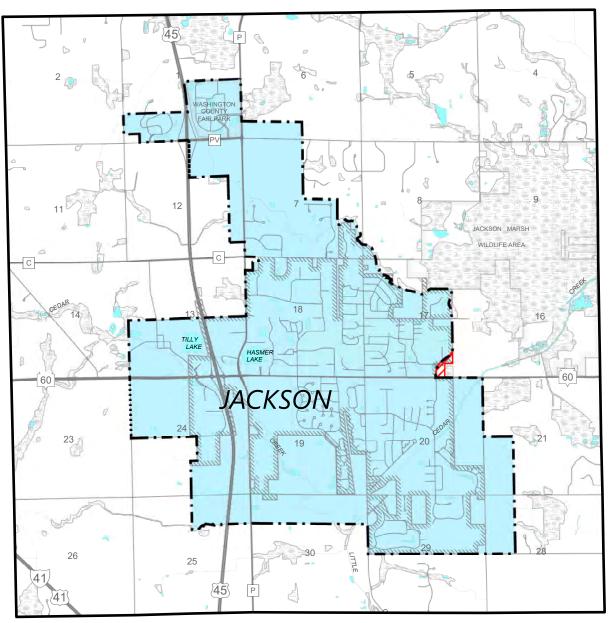
Approximately 1.2 acres of the subject area is proposed to be developed for commercial use as identified in the most recent Village of Jackson comprehensive plan amendment, which was adopted May 14, 2024. The remaining approximately four acres are comprised of existing institutional lands associated with the adjacent Living Word Lutheran School property and adjacent existing and proposed streets and highway uses.

A more detailed delineation of the amended sewer service area, and of the environmentally significant lands within, are shown on the aerial photograph reproduced as Map 2.

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

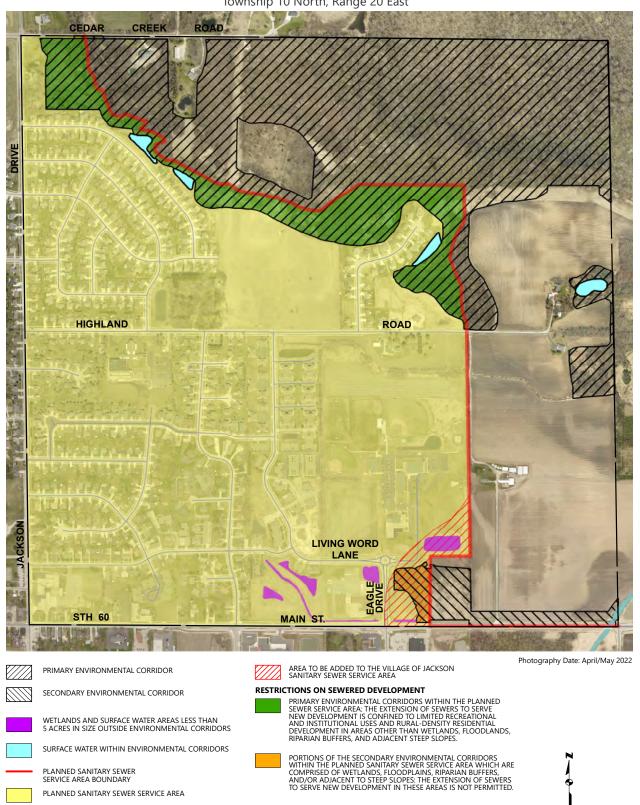
The proposed addition of approximately 8.7 acres to the Jackson sewer service area represents an increase in the Jackson planned sewer service area of 1.9 percent. As noted above, the subject area is proposed for commercial use and includes existing governmental and institutional and existing and proposed streets and

Map 1
Proposed Amendment to the Village of Jackson Sanitary Sewer Service Area





U.S. Public Land Survey Section 17 Township 10 North, Range 20 East



NOTE: This map replaces a portion of Map 7-5, page 24, of SEWRPC Community Assistance Planning Report No. 124 (2nd Edition), Sanitary Sewer Service Area for the Village of Jackson, Washington County, Wisconsin, September 1997.

highway uses. As such, the resident population of the Jackson sewer service area is anticipated to remain unchanged. The estimated buildout population of the expanded sewer service area—that is, the population that could be accommodated under full development of the Jackson sanitary sewer service area—would continue to lie within the year 2050 population range for the Jackson sewer service area set forth in the regional land use and transportation plan (VISION 2050) of 11,570 to 15,160 persons.

WATER QUALITY IMPACTS

Under the adopted regional water quality management plan and the Jackson sewer service area plan, it is envisioned that all new urban development within the planned sewer 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 sewer service area.

WASTEWATER TREATMENT PLANT CAPACITY

Wastewater from the commercial land use parcel proposed to be added to the SSA will be conveyed through the Village of Jackson sewerage system and treated at the Village of Jackson Wastewater Treatment Plant (WWTP). The WWTP has a design capacity of 1.69 million gallons per day (mgd) on an average annual basis. The current (2022) wastewater flow rate is approximately 1.27 mgd on an average annual basis. The anticipated sewage flow to be generated in the area proposed to be added to the Jackson sewer service area is expected to be approximately 0.001 mgd on an average annual basis. Thus, the WWTP has adequate capacity to treat sewage flows from the subject area.

PUBLIC REACTION TO THE PLAN AMENDMENT

A public hearing was held on June 11, 2024, at the Village of Jackson Municipal Complex to receive public comment on, and reaction to, the proposed sewer service area amendment. The hearing was sponsored by the Village of Jackson and the Regional Planning Commission. A summary of the amendment was presented prior to receiving public comment. No objections to the proposed amendment were expressed at the hearing.

LOCAL ACTION ON THE PLAN AMENDMENT

The Jackson Village Board approved the sewer service area amendment following the public hearing on June 11, 2024.

REGIONAL HOUSING PLAN: JOB/HOUSING BALANCE

Appendix A provides job/housing balance information for the Village of Jackson developed under the Commission's regional housing plan. The inclusion of information from the regional housing plan in sewer service area amendment reports is based upon a regional housing plan recommendation (one of 50 recommendations made under the plan) that 1) The Commission provide the findings of the approximate job/housing balance analysis conducted under the regional housing plan to communities requesting an amendment of their sanitary sewer service area and 2) for those communities with a job/housing imbalance, that recommendations be provided to the community for their future consideration in addressing that imbalance. However, it is important to note that job/housing balance is not intended to be a requirement to be met by any individual sewer service area amendment.

CONCLUDING RECOMMENDATION

The Regional Planning Commission's evaluation of proposed sanitary sewer service area amendments includes a consideration of whether the amendment is consistent with the regional land use plan, the regional water quality management plan, the provisions of the Wisconsin Administrative Code governing water quality management plans, and whether established procedures for amending sewer service areas have been followed.

Consistency with the Regional Land Use Plan

The regional land use plan recommends that, in addition to the infilling and redevelopment of existing urban centers, new urban development within the Region be accommodated through the orderly expansion of existing urban centers in locations which can be readily served by basic urban facilities, including sanitary sewer service, with the overall amount of new urban development consistent with projected growth in population and the economic base. The regional land use plan further recommends the preservation of primary environmental corridors and that consideration be given to the preservation of secondary environmental corridors and isolated natural resource areas. The proposed sewer service area amendment is consistent with these recommendations of the regional land use plan.

Consistency with the Regional Water Quality Management Plan

The regional water quality management plan recommends that new urban development within the Region be provided with centralized sanitary sewer service. The plan designates a wastewater treatment plant to serve each of the urban centers within the Region that are identified in the regional land use plan. In the case at hand, the regional plan recommends that wastewater from the Jackson urban service area be conveyed to and treated at the Jackson wastewater treatment plant. The proposed sewer service area amendment is consistent with these recommendations of the regional water quality management plan.

Consistency with Chapter NR 121 of the Wisconsin Administrative Code

Chapter NR 121 of the Wisconsin Administrative Code governs the preparation of areawide water quality management plans, including the component sewer service area plans. The code requires that sewer service areas be determined in a way that promotes cost-effective and environmentally sound wastewater collection and treatment and that is consistent with 20-year population projections. Under the code, sewer service area plans must identify lands that are to be excluded from sewer service because of physical or environmental constraints or potential adverse water quality impacts. The proposed sewer service area amendment is consistent with these provisions of the Wisconsin Administrative Code.

Consistency with Procedural Requirements

As carried out by the Regional Planning Commission, the sewer service area amendment process must begin with a request to the Commission from the appropriate local unit of government or government agency to process the amendment. A public hearing must be held on the proposed amendment; the hearing is jointly sponsored by the Regional Planning Commission and the requesting agency or unit of government. Subsequent to the public hearing, the requesting agency or unit of government must act to approve the amendment as presented at the hearing, approve a modified amendment, or deny the amendment. Only after approval by the requesting agency or unit of government will the proposed amendment be considered for adoption by the Regional Planning Commission as an amendment to the areawide water quality management plan. All of the Commission's procedural requirements have been met for this amendment.

Given all of the foregoing, it is recommended that the Southeastern Wisconsin Regional Planning Commission formally amend the Village of Jackson sanitary sewer service area as documented in Staff Memorandum, Response to Request by the Village of Jackson to Amend the Village of Jackson Sanitary Sewer Service Area, in the manner shown on Map 1. It is also recommended that the Wisconsin Department of Natural Resources approve this sewer service area plan amendment and transmit the plan amendment to the U.S. Environmental Protection Agency for certification.

WISCONSIN DEPARTMENT OF NATURAL RESOURCES ACTION ON THE PLAN AMENDMENT

The Wisconsin Department of Natural Resources approved the sewer service area amendment by letter dated November 8, 2024. A copy of this letter is included as Appendix B.

APPENDICES

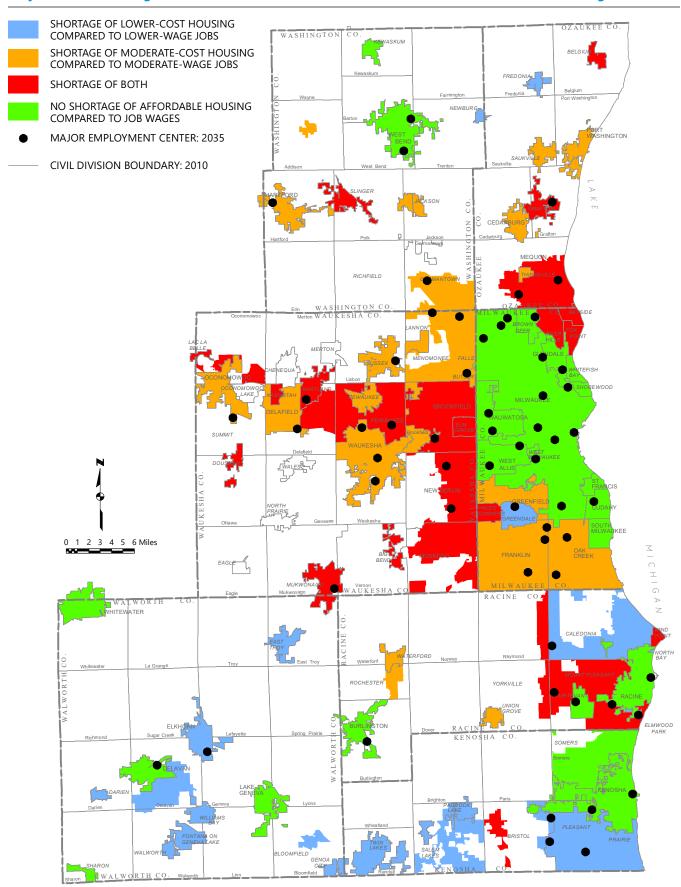
On March 13, 2013, the Southeastern Wisconsin Regional Planning Commission adopted a regional housing plan for the seven-county Southeastern Wisconsin Region. That plan is documented in Planning Report No. 54, A Regional Housing Plan for Southeastern Wisconsin, dated March 2013. The plan addresses a range of housing issues and concerns, including the balance between jobs and housing throughout the Region. The plan includes a generalized analysis of the "job/ housing balance" for subareas of the Region. The regional housing plan recommends providing the findings of the job-housing analysis to communities seeking to amend their sanitary sewer service areas, with the intent to inform communities of any job/housing imbalance, and to encourage them to consider addressing the imbalance when they review and update their community comprehensive plan and zoning ordinance. Accordingly, the findings of that analysis are summarized in this appendix.

The job/housing analysis conducted under the regional housing study examined the relationship between jobs and housing that would exist in areas planned by local governments to be served by a public sanitary system, assuming implementation of adopted long-range comprehensive plans for those areas. For each sewered community, the analysis compared the projected relative shares of lower-cost, moderate-cost, and higher-cost housing1 with the projected relative shares of lower-wage, moderate-wage, and higher-wage jobs,² respectively. Job/housing imbalances identified under this analysis are indicated on Map A.1. A "lower-cost" job/housing imbalance indicates a community projected to have a higher percentage of lower-wage jobs than lower-cost housing. A "moderate-cost" job/ housing imbalance indicates a community projected to have a higher percentage of moderate-wage jobs than moderate-cost housing.

¹ For purposes of the analysis, lower-cost housing generally includes multi-family dwellings and single- and two-family dwellings at densities of 6,000 square feet or less per dwelling unit; moderate-cost housing includes single- and two-family dwellings at densities of one dwelling per 6,000 to 20,000 square feet for homes constructed prior to 2000 and at densities of one dwelling per 6,000 to 10,000 square feet for housing constructed after 2000; and higher-cost housing includes the balance of the housing stock.

² For purposes of the analysis, lower-wage jobs include those with an average annual wage that is 80 percent or less than the average annual wage for all jobs in the county; moderate-wage jobs include those with an average annual wage between 80 percent and 135 percent of average annual wage for all jobs in the county; and higher-wage jobs include those with an average annual wage that is 135 percent or more of the annual average wage for all jobs in the county.

Map A.1 Projected Job/Housing Imbalances in Sewered Communities in the Southeastern Wisconsin Region: 2035



Map A.1 shows the Village of Jackson is projected to have a shortage of moderate-cost housing compared to moderate-wage jobs. The regional housing plan would encourage the Village to consider conducting a more detailed job/housing analysis specific to their community, with the community-level analysis considering community-specific wage data and housing price data. The community-specific analysis could also consider the effect of multiple workers in a household, which was not incorporated in the regional-level analysis.

The regional housing plan further recommends that communities which are demonstrated to have a job/housing imbalance following a community-specific analysis consider making changes to their comprehensive plan and zoning ordinance, as appropriate, to enable the provision of housing suitable for the people holding jobs in their community. Actions to address a moderate-cost job/housing imbalance could include modifying the comprehensive plan to permit some single-family residences on smaller lots (1/4 acre or less) and of modest square footage (1,200 square feet). Actions to address a lower-cost job/housing imbalance could include modifying the comprehensive plan to permit some modest multifamily housing (density of about 10 housing units per acre and 800 to 850 square feet per two bedroom apartment).

Additional information about the housing plan and the job/housing balance analysis is available on the Commission website (www.sewrpc.org/Regional-Planning/Housing) or by contacting Commission staff.

RESOURCES ACTION ON THE PLAN AMENDMENT **WISCONSIN DEPARTMENT OF NATURAL** APPENDIX B

State of Wisconsin **DEPARTMENT OF NATURAL RESOURCES** 101 S. Webster Street P.O. Box 7921 Madison WI 53707-7921

Tony Evers, Governor Telephone 608-266-2621 Toll Free 1-888-936-7463 TTY Access via relay - 711



November 8, 2024

DNR Project No. SE-0177

Mr. Don Heckel, Senior Planner Southeastern Wisconsin Regional Planning Commission W239 N1812 Rockwood Dr, P.O. Box 1607 Waukesha, WI 53187-1607

Subject: Jackson SSA Preliminary Draft (WDNR)

Dear Mr. Heckel:

On September 26, 2024, the Wisconsin Department of Natural Resources (DNR) received the proposed Sanitary Sewer Service Area (SSA) Plan Amendment from the Southeastern Wisconsin Regional Planning Commission (SEWRPC), on behalf of the Village of Jackson. The purpose of the amendment is for a proposed land addition to the Jackson Sanitary Sewer Service Area (SSA). The amendment will result in a SSA increase of about 8.7 acres. The SSA Plan Amendment is identified by SEWRPC number 274265.

The Jackson Sanitary SSA 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.

Administrative Decision

The department finds the proposed amendment is consistent with adopted policies and procedures of the Areawide Water Quality Management Plan under NR 121 and section 283.83, Wis. Stats., and is hereby approved as recommended by SEWRPC in their Certification of Amendment (see SEWRPC certification on page 1).

Statewide AWQM Plan Amendment

This amendment is a formal amendment to the state's Areawide Water Quality Management Plan, per ch. NR 121, Wis. Adm. Code. The Jackson Sanitary SSA Amendment will be forwarded to the U.S. Environmental Protection Agency to meet the requirements of the Clean Water Act of 1987 (Public Law 92-500 as amended by Public Law 95-217) and outlined in the code of federal regulations, 40 CFR Part 35. This review is an integrated analysis action under s. NR 150.20(2)(a)3., Wis. Adm. Code. By means of this review, the department has complied with ch. NR 150, Wis. Adm. Code, and with s. 1.11, Wis. Stats. The approval of this USA amendment does not constitute approval of any other required local, state, or federal permit for sewer construction or associated land development activities.

State of Wisconsin **DEPARTMENT OF NATURAL RESOURCES** 101 S. Webster Street P.O. Box 7921 Madison WI 53707-7921

Tony Evers, Governor

Telephone 608-266-2621 Toll Free 1-888-936-7463 TTY Access via relay - 711

Brott M. Schmidt

Brett M. Schmidt, P.E.

Bureau of Water Quality

Acting Wastewater Section Manager



Appeal Rights:

Wisconsin statutes and administrative rules establish time periods within which requests to review department decisions must be filed. For judicial review of a decision pursuant to ss. 227.52 and 227.53, Wis. Stats., a party has 30 days after the decision is mailed, or otherwise served by the department, to file a petition with the appropriate circuit court and serve the petition on the department. Such a petition for judicial review must name the Department of Natural Resources as the respondent. To request a contested case hearing pursuant to s. 227.42, Wis. Stats., a party has 30 days after the decision is mailed, or otherwise served by the department, to serve a petition for hearing on the Secretary of the Department of Natural Resources. All requests for contested case hearings must be made in accordance with s. NR 2.05(5), Wis. Adm. Code, and served on the Secretary in accordance with s. NR 2.03, Wis. Adm. Code. The filing of a request for a contested case hearing does not extend the 30-day period for filing a petition for judicial review.

Sincerely,

Timothy R. Asplund Monitoring Section Manager

Timothy R Asplund

Bureau of Water Quality

CC:

Michael Sorge – Water Resources Field Supervisor, DNR Fitchburg

Bryan Hartsook – Wastewater Field Supervisor, DNR Milwaukee

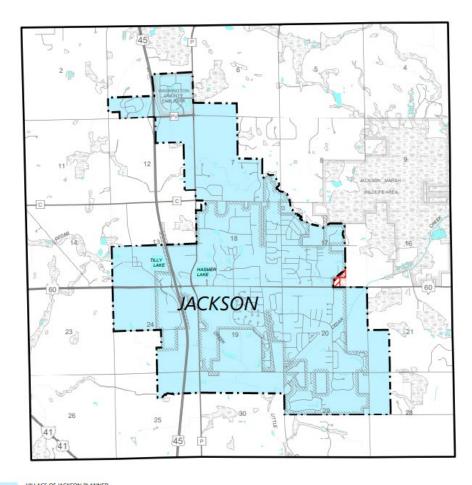
Joel Dietl – Chief Land Use Planner, SEWERPC

State of Wisconsin DEPARTMENT OF NATURAL RESOURCES 101 S. Webster Street P.O. Box 7921 Madison WI 53707-7921

Tony Evers, Governor

Telephone 608-266-2621 Toll Free 1-888-936-7463 TTY Access via relay - 711





VILLAGE OF JACKSON PLANNED SANITARY SEWER SERVICE AREA AREA TO BE ADDED TO THE VILLAGE OF JACKSON SEWER SERVICE AREA PLANNED SANITARY SEWER SERVICE AREA BOUNDARY MUNICIPAL BOUNDARY