

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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SEWRPC Staff Memorandum

RESPONSE TO REQUEST BY THE CITY OF MEQUON TO AMEND THE MEQUON SANITARY SEWER SERVICE AREA

August 1, 2022

INTRODUCTION

By letter dated May 16, 2022, Mr. Will Jones, City Administrator for the City of Mequon, requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) amend the City of Mequon sanitary sewer service area tributary to the Milwaukee Metropolitan Sewerage District (MMSD) sewerage system, as that area is currently documented in SEWRPC Community Assistance Planning Report No. 188, *Sanitary Sewer Service Area for the City of Mequon and the Village of Thiensville, Ozaukee County, Wisconsin*, dated January 1992, as amended. The purpose of the amendment is to include within the planned sewer service area certain lands located immediately adjacent to, but outside, the currently adopted sewer service area.

AREA DESCRIPTION

The area proposed to be added to the Mequon sewer service area is shown on Map 1. The subject area encompasses about 93 acres and is located north of County Line Road, south of Donges Bay Road, east of Granville Road, and west of Swan Road, in U.S. Public Land Survey Section 32, Township 9 North, Range 21 East, City of Mequon, Ozaukee County, Wisconsin. The subject area also includes two existing homesites along the west side of Swan Road that are currently outside the planned sewer service area.

The subject area contains about seven acres of environmentally significant lands, consisting of primary environmental corridor (including about four acres of wetland within the environmental corridor), and two small, isolated wetlands outside of the primary environmental corridor (that combined, encompass about one-quarter of an acre).

Under the City comprehensive plan, the subject area is recommended to be developed for low-density residential uses, at one housing unit per acre.¹ It is estimated that upon full development, the proposed residential portion of the subject site would accommodate about 85 housing units (including the two existing homes), with an estimated population of 235 persons.

A more-detailed delineation of the amended sewer service area and the environmentally significant lands within is 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 about 93 acres to the Mequon sanitary sewer service area tributary to the MMSD sewerage system represents an increase in the planned sewer service area of less than 1 percent. The provision of 85 housing units (including the two existing homesites) within the subject area would increase the resident population of this portion of the Mequon sewer service area by about 235 persons. The estimated buildout population of the expanded sewer service area—that is, the population that could be accommodated under full development of this portion of the sanitary sewer service area—would approximate 28,435 persons.² The year 2050 population range for this area in the regional land use plan (VISION 2050) is 26,605 to 31,495 persons.

WATER QUALITY IMPACTS

Under the adopted regional water quality management plan and the Mequon sanitary 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 proper

¹ *The subject area is proposed to be developed as a cluster design single-family residential neighborhood (R-3 zoning, Residential 1-Acre) based on one-acre densities.*

² *As part of the sewer service area amendment for the City of Mequon completed in 2008, the buildout population of the portion of the sewer service area tributary to the Milwaukee Metropolitan Sewerage District (MMSD) was estimated to be about 28,200 persons. The proposed amendment to the sewer service area would increase the population by approximately 235 persons. In March 2021, MMSD completed its 2050 Facilities Plan, and as part of that plan, the 2050 buildout population of the portion of the sewer service area tributary to the MMSD in the 15 sewersheds within the City of Mequon is estimated to be about 48,760 persons.*

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.

WASTEWATER TREATMENT PLANT CAPACITY

The size and capacity of the MMSD sewage conveyance and treatment facilities are set forth in the District's facility plan completed in 2021.³ The area proposed to be added to the planned sewer service area would be tributary to Sewershed ME 3009. The MMSD facility plan is based upon a planned Sewershed ME 3009 peak hourly flow allocation of 1.69 million gallons per day (mgd), with 168,000 gallons per day (gpd) remaining for new development. The proposed addition to the sewer service area would add a planned residential development area of about 93 acres with a population of about 235 persons to Sewershed ME 3009, for a peak hourly flow contribution of approximately 293,200 gpd. While this would exceed the available capacity in Sewershed ME 3009, it can be noted that Sewershed ME 3009 combines with Sewershed ME 3013 at the District's Metropolitan Interceptor Sewer (MIS), and together have a combined peak hourly flow allocation of 3.66 mgd. This would be sufficient available capacity to address the proposed additional development. Based on the aforementioned data above, MMSD staff have verified that there is planned capacity available for the area proposed to be added to the sewer service area.

The addition of the proposed area will require an upgrade to the Tamerlane Drive Lift Station "O" owned and operated by the City of Mequon. The upgrade includes replacing two pumps and constructing an additional forcemain, and the necessary work is anticipated to be completed by Spring 2023.

PUBLIC REACTION TO THE PLAN AMENDMENT

A public hearing was held on _____, 2022, at the Mequon City Hall to receive public comment on, and reaction to, the proposed sewer service area amendment. The hearing was sponsored by the City of Mequon and the Regional Planning Commission.

(To be completed following the public hearing.)

³ Milwaukee Metropolitan Sewerage District (MMSD) 2050 Facilities Plan, March 2021.

LOCAL ACTION ON THE PLAN AMENDMENT

(To be completed following the public hearing.)

REGIONAL HOUSING PLAN: JOB/HOUSING BALANCE

Appendix A provides job/housing balance information for the City of Mequon developed under the SEWRPC 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) SEWRPC 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, and 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 (VISION 2050)**

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 preserving primary environmental corridors and that consideration be given to preserving secondary environmental corridors and isolated natural resource areas.

(To be completed following the public hearing.)

- **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 Mequon urban service area be served through the MMSD sewerage system.

(To be completed following the public hearing.)

- **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.

(To be completed following the public hearing.)

- **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.

(To be completed following the public hearing.)

Given all of the foregoing, it is recommended that SEWRPC formally amend the City of Mequon sanitary sewer service area as documented in SEWRPC Community Assistance Planning Report No. 188, as amended,

in the manner shown on Map 1. It is also recommended that the Wisconsin Department of Natural Resources (WDNR) approve this sewer service area plan amendment and transmit the plan amendment to the U.S. Environmental Protection Agency (USEPA) for certification.

#263493 v3 – Mequon SSA June 2022 Amendment Memo Text
300-3000
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07/29/22

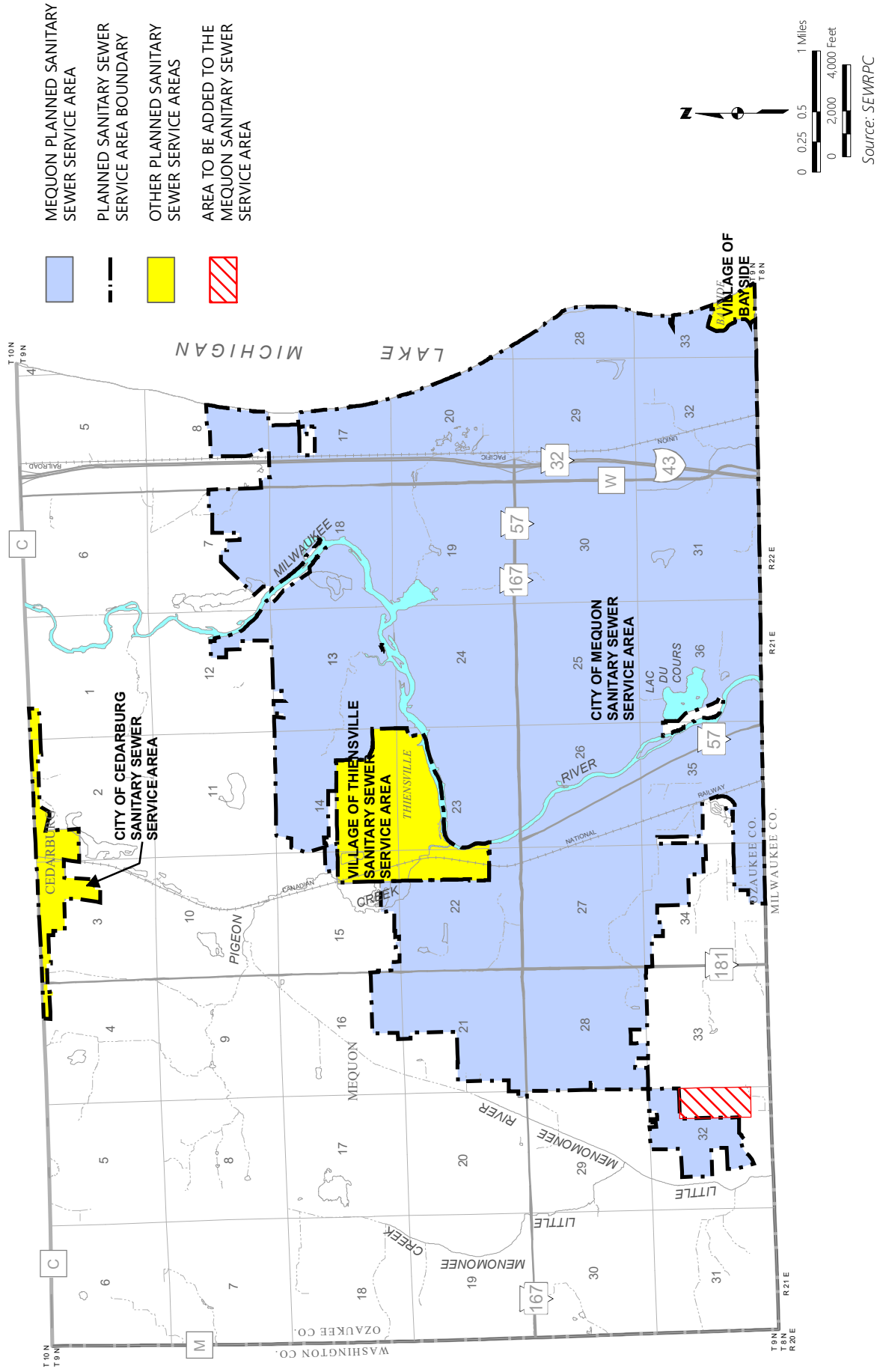
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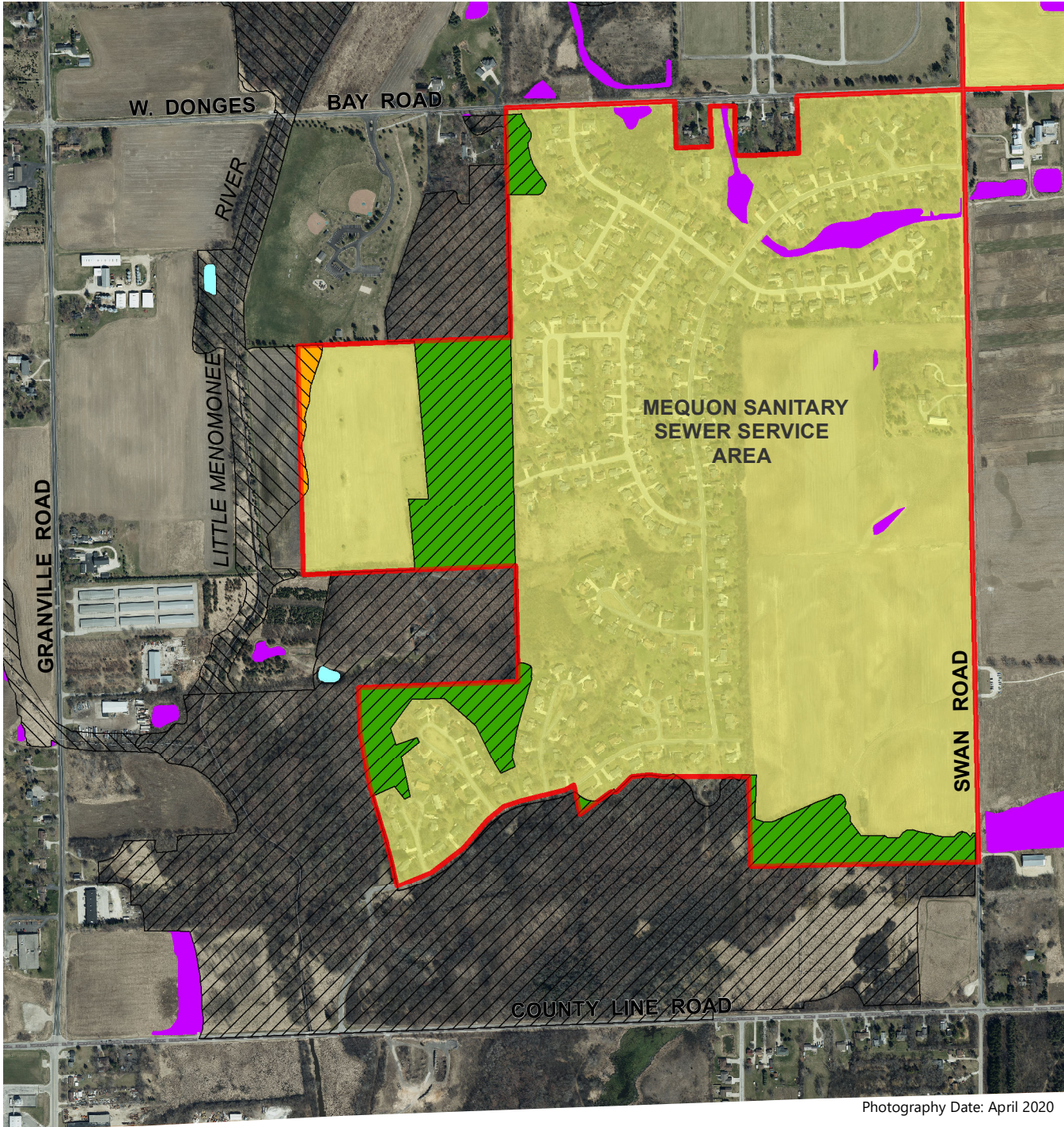
MAPS

Map 1
Proposed Amendment to the Mequon Sanitary Sewer Service Area









Map 2
Environmentally Significant Lands and
Planned Sanitary Sewer Service Area for the City of Mequon



U.S. Public Land Survey Section 32
 Township 9 North, Range 21 East



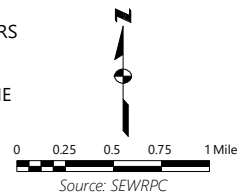
Photography Date: April 2020

-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  SANITARY SEWER SERVICE AREA BOUNDARY
-  WETLANDS AND SURFACE WATER AREAS LESS THAN 5 ACRES IN SIZE OUTSIDE ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS
-  SURFACE WATER WITHIN ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS
-  PLANNED SANITARY SEWER SERVICE AREA

RESTRICTIONS ON SEWERED DEVELOPMENT

-  PRIMARY ENVIRONMENTAL CORRIDORS WITHIN THE PLANNED 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, RIPARIAN BUFFERS, AND ADJACENT STEEP SLOPES.
-  PORTIONS OF SECONDARY ENVIRONMENTAL CORRIDORS WITHIN THE PLANNED SANITARY SEWER SERVICE AREA WHICH ARE COMPRISED OF FLOODPLAINS, WETLANDS, RIPARIAN BUFFER AND/OR ADJACENT STEEP SLOPES: THE EXTENSION OF SEWERS TO SERVE NEW DEVELOPMENT IN THESE AREAS IS NOT PERMITTED.

NOTE: This map replaces a portion of Map 2-9, page 12, of SEWRPC report, Amendment to the Regional Water Quality Management Plan for the City of Mequon, Ozaukee County, Wisconsin, September 2019.



APPENDICES

Appendix A

REGIONAL HOUSING PLAN: JOB/HOUSING BALANCE ANALYSIS

On March 13, 2013, the Regional Planning Commission adopted a regional housing plan for the seven-county Southeastern Wisconsin Region. That plan is documented in SEWRPC 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 seweraged 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

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.

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.

Map A.1 shows the City of Mequon is projected to have lower-cost and moderate-cost job/housing imbalances. The regional housing plan would encourage the City 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 multi-family 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 SEWRPC website (www.sewrpc.org/sewrpc/housing.htm) or by contacting the SEWRPC staff.

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.

Appendix A

**REGIONAL HOUSING PLAN:
JOB/HOUSING BALANCE ANALYSIS**

MAPS

Map A.1

Projected Job/Housing Imbalances in Sewered Communities in the Southeastern Wisconsin Region: 2035

- SHORTAGE OF LOWER-COST HOUSING COMPARED TO LOWER-WAGE JOBS
- SHORTAGE OF MODERATE-COST HOUSING COMPARED TO MODERATE-WAGE JOBS
- SHORTAGE OF BOTH
- NO SHORTAGE OF AFFORDABLE HOUSING COMPARED TO JOB WAGES
- MAJOR EMPLOYMENT CENTER: 2035
- CIVIL DIVISION BOUNDARY: 2010

