

STEVENS POINT URBAN AREA SEWER SERVICE ADVISORY COMMITTEE

Tuesday, March 29, 2022 – 2:00 p.m.
Conference Room 5, County Annex Third Floor
1462 Strongs Avenue, Stevens Point, WI

AGENDA

REMOTE ATTENDANCE & COMMENT

To attend this meeting by telephone: dial 1-608-338-1399, after dialing the number you will then be asked to enter in a meeting number. Use the following meeting number: 618 020 214, then press #

To attend this meeting by video: [Click here to join the meeting](#)

Due to COVID-19 and the potential risk to members of the public who attend meetings in-person, any person who plans to attend the meeting remotely, but wishes to comment on an agenda item can send their comments via email to reedt@co.portage.wi.us. The deadline for sending comments by email is 48 hours prior to the start of the meeting. Emailed comments will be delivered to committee members at least 24 hours prior to the meeting. Remote comment by the public during the meeting will be at the discretion of the Chair.

1. Call to Order / Attendance
2. PUBLIC NOTICE: Members of the public who wish to address the Committee on specific agenda items must register their requests at this time, with such comments subject to the reasonable control of the Committee Chair as set forth in Robert's Rules of Order
3. Introductions
4. Nomination and Election of Officers
5. Review/Approval of Minutes from January 21, 2022
6. Review of Advisory Committee Vote Allocation within Bylaws
7. Discuss Planning Area Population and Growth Projections
8. Review Environmentally Sensitive Area Designations
9. Next Meeting Date
10. Adjournment

NOTICE: *A quorum of the Portage County Board of Supervisors
or any committee thereof may be present at this meeting.*

Any person who has special needs and plans on attending this meeting
should contact the Planning and Zoning Department as soon as possible to ensure that
reasonable accommodations can be made. Telephone 715-346-1334.

MINUTES – Project Kick-Off Meeting
Stevens Point Urban Area Sewer Service Advisory Committee
January 21, 2022

Municipality	Primary Member	Present	Alternate Member	Present	Technical Staff / Others Present
City of Stevens Point	Mike Wiza		Joel Lemke	X	Ryan Kernosky
Village of Park Ridge	Steve Menzel		Paul McGinley		
Village of Plover	Steve Kunst	X	Dan Ault		
Village of Whiting	Kevin Lutz		Nic Schmeiser	X	Jake Wilcox
Town of Hull	Dave Wilz	X	Jan Way	X	
Town of Linwood	Howard Krieski	X	Daniel Wimpe		
Town of Plover	Jim Garbe		Deb Sniadajewski	X	
Town of Stockton	Mike Bronk		Jeanne Dodge		

North Central Wisconsin Regional Plan Commission Staff Present: Darryl Landeau and Dennis Lawrence
Others Present: Al Haga, Portage County Board Chair
Staff Present: Tim Reed, Kristen Johnson, and Paula Cummings, Portage County Planning and Zoning Department

1. Members of the Public Who Wish to Address the Committee on Specific Agenda Items Must Register Their Request at this Time, with Such Comments Subject to the Reasonable Control of the Committee Chair as Set Forth in Robert's Rules of Order

No members of the public were present.

2. Call to Order

Landeau called the kick-off meeting of the Stevens Point Urban Area Sewer Service Advisory (SSA) Committee to order at 10:04 am in Conference Room 5 of the County Annex. Landeau provided those present with a copy of the current sewer service area boundary map as approved by the Department of Natural Resources (DNR) on October 22, 2008.

3. Committee Member Introductions

Those present (see chart above) introduced themselves, noting the municipality they represent and position within that municipality.

4. Review of Stevens Point Urban Area Sewer Service Advisory Committee Bylaws

(NOTE: Bylaws were included in the Committee meeting packet emailed prior to the meeting.)

Landeau referred to the bylaws and noted the sewer service process began as a requirement of the Clean Water Act as mandated by the State. Main purposes of the Plan, which covers urban areas with a 10,000+ population, includes protect/enhance water quality, encourage cost-effective methods of providing public services, protect environmentally sensitive areas, and reduce sprawl. The plan boundary is based on projected growth and sewer service development. The Plan update process will include review/re-establishment of the boundary, and review of environmental areas, which can be amended as necessary. Landeau noted the plan update is overdue and should be reviewed every 10 years, on a 20-year cycle. Membership consists of urban core municipalities, and an election of chair and vice-chair will take place at the next meeting. Landeau referred members to page 5 of the bylaws, where a weighted voting structure is described. He noted 51 votes out of the potential 100 votes constitutes a majority vote.

Kunst asked for clarification that attending a meeting virtually, would align with the currently required "personally attend" stipulation, and after brief discussion, members agreed virtual attendance would be accepted. Kunst then asked for a description of how the weighted vote was calculated. Landeau noted he had seen other SSA committees he worked with have a weighted vote based on population. He further noted our sewer service boundary population today is similar to 2007, which is the last time the weighed vote was reviewed. Cummings offered to research past records for a more detailed description.

Lawrence noted the previous SSA Committee Chair was from Park Ridge and the Vice-Chair was from the Village of Plover. An election will be on the next agenda and then the Chair will run these meetings. Cummings suggested anyone interested in either position contact Reed with their interest and to ask any questions they may have.

5. Overview of Sewer Service Area Planning Process – 2022-2042 Plan Update

Landeau felt a review of key plan elements could take place in 2-3 meetings (bi-monthly). Wastewater facilities will be discussed and determined as to how they will fit into the plan. Growth projections from the Department of Administration, census data, and comprehensive plan information will be utilized. He noted the following will also take place: review of environmentally sensitive areas, goals and policies, and administrative procedures, to then determine what the sewer service boundary needs to look like. Text will then be updated/revised and agreed to by municipalities represented on the committee, based on these reviews. Lawrence stated the hope is to have the update completed in 6 meetings and referred to the current boundary map provided today. The update may change boundary lines when factoring-in population and removing environmentally sensitive areas.

Kernosky referenced best practices being followed based on existing conditions/developments and taken into consideration, such as Crossroads Commons/County Road HH line for sewer service boundary. Lawrence felt those issues need to be identified and discussed, and then determine how it relates to the plan. He noted the DNR looks from an areawide perspective, not a political aspect. Kernosky said his point was whether the plan is considered a political document or best practice. Lawrence replied the document is best practice; system-wide best practice.

6. Discuss Wastewater Treatment Plant Capacity

Landeau asked the City of Stevens Point, Village of Plover and Village of Whiting to describe their treatment plants. **Village of Plover:** Kunst stated capacity is not a concern; they have vast capacity to handle current and future growth. Landeau asked if there are any issues and Kunst replied they are dealing with Phosphorus and believe Nitrates will be coming soon. **Village of Whiting:** Schmeiser reported they are using 1/3 of the capacity after a 2009 upgrade. Landeau asked about issues and Schmeiser replied there are none known, and they should be okay on Phosphorus. **City of Stevens Point:** Lemke stated on the liquid side, they are close to 50%; at 2.2 million gpd of a 4.4 million gpd capacity. As for solids, they are a bit over 50%; at 5-6,000 pounds per day of a 10,500 pounds per day capacity. Lemke noted this is not a simple figure because consumption changes; it is a rating only. A new rating could have a minor upgrade. Landeau referenced nitrate statistics and how that impacts plants. Kernosky said that is hypothetical and the DNR has not come out with anything. Lemke referenced Total Maximum Daily Loads (TMDL) are not at a need for upgrade but felt that would be a common theme as it comes down from the DNR. As for cities and tertiary treatment, he felt they are all thinking about it. He then referenced PFAS, noting those have an implication for Wisconsin and is more a solid waste issue. The City takes leachate but felt “we are all in this together”. Lemke referred to distributed resources – large communities vs. other resources such as a regional treatment plant and felt this should be part of the committee’s discussion. Landeau said discussion on regionalization is required by the DNR and pros/cons will be discussed.

Lawrence asked about operational, customer, and/or cost issues. Schmeiser felt rates are a concern as a lower number of users equals a higher cost.

7. Discuss Development Trends and Issues/Concerns Related to Sewer Service Area

Landeau noted comprehensive plans address future development and asked municipalities if their plans are current. Johnson stated the Town of Hull is updating their plan, which should be finished this year, Linwood’s plan is almost done, and the Town of Plover just finished theirs. Kunst stated the Village of Plover is getting back into an update that should be done before the end of the year. Kernosky noted the City of Stevens Point’s 2015 update was not adopted and they will begin again this summer with a focus on neighborhoods, which is a 3-4 year process.

Landeau asked about trends. Kunst stated the focus of the Village of Plover will be infill of higher density redevelopment, i.e.: downtown area. There is a challenge with annexation and sewer/water, and they are working with the Town of Plover. Commercial and manufacturing development has out-paced other areas of development. They would like to see suburban neighborhoods and more subdivisions. Kernosky said the City has lost some population and they are challenging the census data, but acknowledges it must be utilized. Kunst referenced residential development (single family development by Smiley’s) and general commercial growth, with additional commercial growth coming. Schmeiser said the Village of Whiting is a bit condensed with some residential and some commercial. He noted since 2007, the Village lost a huge industrial user with the papermill closing in 2013.

Landeau then asked about trends in the townships. Sniadajewski described very light residential development and a potential solar farm that is being proposed on the southwest portion of the town into the Town of Grant. This is in preliminary stages. There is concern about sewer service based around Shooter's/Kwik Trip/Highway 51 and I39 intersection/hotel and the extension of sewer and water there to help with their needs. Wilz stated there are 10-12 homes per year going up in the Town of Hull. Kunst stated politics should be taken out of the discussion, and with seven planners on the committee, we should be able to come up with a good plan. He acknowledged the City and Village had challenges in the past and current staff are willing to work together. Let's implement best practice and remove politics. Lemke noted the last sewer service area map shows a proposed Town of Plover boundary. Kunst stated the Village and Town of Plover have a boundary agreement, which was approved – areas were sewerred without annexation.

8. Discuss Community American Rescue Plan Act (ARPA) Allocation Plans

Landeau asked where communities are with ARPA spending plans. Lawrence asked if any plans would impact the sewer service process or areas. This information can be used in the planning process. Kunst stated the Village of Plover is in early stages of prioritizing expenditures. Lemke noted the City is initially adding 20% to annual reconstruction costs. Schmeiser said the Village of Whiting is preliminarily looking at a 50/50 split between sewer and water.

9. Discuss Next Meeting Date, Including Possible Virtual Attendance Option

Landeau said the next meeting would be in March, as they hope to meet bi-monthly. Some members felt Friday morning was not the best time to meet. It was decided that Cummings would send a Doodle poll to members offering Tuesday, Wednesday, and Thursday morning or afternoon to determine what day of week and time of day is preferred. Members agreed that meetings should be offered both in-person and virtual. Lawrence stated meetings should be held to 1 or 1.5 hours. Landeau reminded members a Chair and Vice-Chair will be elected at the March meeting.

10. Adjournment

Meeting adjourned at 11:09 am.

SECTION 4.0 PLANNING AREA GROWTH PROJECTIONS

4.1 INTRODUCTION

Communities regularly develop and use population projections for various reasons, including local comprehensive plans, facilities plans for municipal wastewater treatment, and others. The methodology used to generate projections can sometimes skew the numbers in favor of a particular outcome. To avoid such bias, regulatory applications of population projections may specify the required projections or methodologies to be used. This is the case with the sewer service area planning program in which WisDNR regulations require use of the latest official state population projections developed by the Wisconsin Department of Administration (DOA).

The current DOA projections extend municipal populations out to the year 2040. The planning horizon for sewer service area plans is twenty-years, so 2042 in this case. To span the two-year gap from 2040 to 2042, the 2035-2040 growth trend reflected in the DOA figures was used to generate 2042 numbers. These DOA based population projections serve as the base from which the various calculations and projections for the sewer service area were developed for this plan.

4.2 HISTORICAL POPULATION GROWTH

According to the 2020 Census, the incorporated core of the Stevens Point Urban Area has a population of 41,316 or roughly 59% of the overall Portage County population base. Portage County has been a steadily urbanizing county with the growth of the urban area. Historically, the growth of the Stevens Point Urban Area has been a major portion of the overall growth of the County.

The City of Stevens Point has grown slowly with ups and downs since 1970, increasing by 9% from 23,479 to 25,666 in 2020 (refer to Table 2). However, the City's population appears to have dropped slightly since 2010. Over this same time period, the Village of Plover incorporated in 1971 and experienced rapid growth of 400% from 2,618 to 13,519. The Village's growth rate has slowed over time but remained a strong 12% from 2010 to 2020.

The Village of Whiting experienced notable growth during the 1970's, but this was followed by steady decrease due in part to being locked on three sides by Stevens Point and Plover with environmental constraints on the other. The Village of Park Ridge, land locked entirely by the City, experienced significant decline between 1970 and 2000, however, it has rebounded slightly during the 2010's.

Adjacent to the urban core, the Towns of Hull and Plover have been the main recipients of the urban area development pressures over time. The City of Stevens Point was incorporated in 1858 and has been growing primarily into the Town of Hull ever since. However, even with annexation, the Town of Hull has recorded considerable population

growth of its own. Hull's population increased by 70% between 1970 and 2020, from 3,124 to 5,287 residents. The Town's land use is primarily single family residential, in larger lot, suburban-style subdivisions located to the east-northeast of Stevens Point, concentrated along State Highway 66, north and south of the U.S. Highway 10 corridor, and along the Old Highway 18 corridor.

The Town of Plover stabilized for a while following the incorporation of the Village of Plover. However, they have taken additional losses in the 2000's and 2010's. Overall, the Town's population has dropped from 3,692 in 1970 just prior to the incorporation to 1,565, a decline of 58%. In 2005 the Town and Village of Plover entered into an intergovernmental agreement that includes a revenue sharing agreement, a cost sharing agreement for the reconstruction of Porter Road, identification of future Village growth areas, identification of future areas that the Village would agree to provide municipal sewer and water without annexation to the Village and joint land use planning recommendations for the Village's Extraterritorial Area.

The Towns of Stockton and Linwood have experienced significant growth between 1970 and 2020 although rates have tapered off in recent years. Stockton has increased by 96% from 1,537 to 3,018 while Linwood has grown by 38% from 773 to 1,070. These towns have not seen a lot of development pressure from the urban area, although their growth can be attributed in-part to bedroom-community status. The urban area is reaching toward Stockton as development spreads east of the Interstate and out along Highway 10. However, environmental restrictions have limited expansion into Linwood.

TABLE 2: Population Trends 1970-2022 Stevens Point Area

	Stevens Point		V. Plover		Whiting		Park Ridge		Hull		T. Plover		Stockton		Linwood	
Yr	Pop.	%Δ	Pop.	%Δ	Pop.	%Δ	Pop.	%Δ	Pop.	%Δ	Pop.	%Δ	Pop.	%Δ	Pop.	%Δ
1970	23,479	--	2,618*	--	1,782	--	817	--	3,124	--	3,692	--	1,537	--	773	--
1980	22,970	-2	5,310	103	2,050	15	643	-21	5,122	64	2,330	-37	2,208	44	1,082	40
1990	23,002	0	8,176	54	1,838	-11	546	-15	5,563	9	2,223	-5	2,494	13	1,035	-4
2000	24,551	7	10,520	29	1,760	-4	488	-11	5,493	-1	2,415	9	2,896	16	1,111	7
2010	26,717	9	12,123	15	1,724	-2	491	1	5,346	-3	1,701	-30	2,917	1	1,121	1
2020	25,666	-4	13,519	12	1,601	-7	530	8	5,287	-1	1,565	-8	3,018	3	1,070	-5

Source: US Census and WI DOA, 2022. *Village of Plover incorporated in 1971.

4.3 POPULATION PROJECTIONS

The Wisconsin Department of Administration is predicting fairly strong growth overall for the Stevens Point urban core with a 14 percent increase which equates to 5,775 additional people in the area by 2042. Table 3 compares the DOA projections with the current population for the city and villages. The bulk of the increase is provided by Stevens Point with 4,552 additional residents by 2042. The Village of Plover adds another 1,424 new

residents, while the DOA figures for Whiting and Park Ridge show a slight decrease in population.

TABLE 3: Wisconsin DOA Projected Population for Stevens Point Urban Core Area					
	2020 Census	2040 DOA Projection	2042 Projection*	# Change 2020-2042	% Change 2020-2042
Stevens Point	25,666	30,150	30,218	4,552	17.7
Village of Plover	13,519	14,770	14,943	1,424	10.5
Whiting	1,601	1,460	1,437	-164	-10.2
Park Ridge	530	495	493	-37	-7.0
Totals	41,316	46,875	47,091	5,775	14.0
<i>Source: US Census, WI DOA 2013 & NCWRPC 2022. *Based on DOA projection rate of change 2035-2040.</i>					

Adjacent to the urban core, the DOA projections anticipate a strong rebound for Town of Plover with an increase of 425 new residents by 2042. Hull, Stockton and Linwood populations are expected to remain stable with slight increases over the time period. Table 4 compares the DOA projections with the current population for the adjacent towns.

TABLE 4: Wisconsin DOA Projected Population for Adjacent Towns					
	2020 Census	2040 DOA Projection	2042 Projection*	# Change 2020-2042	% Change 2020-2042
Hull	5,287	5,325	5,293	6	0.1
Town of Plover	1,565	1,980	1,990	425	27.2
Stockton	3,018	3,210	3,212	194	6.4
Park Ridge	1,070	1,135	1,131	61	5.7
<i>Source: US Census, WI DOA 2013 & NCWRPC 2022. *Based on DOA projection rate of change 2035-2040.</i>					

4.4 URBAN AREA LAND USE PROJECTIONS

4.4.1 INTRODUCTION

Precise projections of the future land use requirements of an urban area are often difficult to determine because of continually changing conditions, and the fact that land area needs of an urban area are satisfied in large part by lands throughout the County. The Sewer Service Area Plan recognizes that the primary determinants of land needs on a long-range basis are subject to significant change that will certainly happen over time, and that such change cannot be accurately accounted for.

Such determinants include private sector decisions that determine the market for doing business in the urban area, technological and economic factors which may increase or decrease land needs for certain uses, governmental policy and regulation, energy factors and continually changing cultural preferences for styles of working and living.

This Plan contains projections of the additional acreage of lands within the urban area judged necessary for and having "potential" for commercial, industrial and residential uses, and which have a reasonable likelihood of development according to current trends and economic outlooks. While these projections are not based exclusively upon future population, they nevertheless were developed with future population needs in mind.

In doing this, the projected additional quantities of land required to meet the needs of the urban area include excess lands beyond actual need. The excess lands are provided to account for the reality that in a free market economy there is expected to be flexibility of choice of building sites when purchasing land for development. This is necessary to avoid excessively high prices which would be caused by unreasonable limitations on land availability. This "market factor" is further discussed later in this section.

4.4.2 RESIDENTIAL LAND REQUIREMENTS

4.4.2A AVERAGE HOUSEHOLD SIZE

Projections of the average number of persons per household are an important variable in estimating the amount of additional land that will be needed for residential purposes.

On the national level, the population per household has steadily declined since the 1960's, while the nation's total population has increased. The decline in household size is reflected in the large increase in the nation's housing stock.

On a community level, changes in average number of persons per household are influenced by national trends, but even more so by the mix of housing types and the age and cost of the community's housing stock. The factors that influence household size on a community basis make these projections difficult; however, such projections remain necessary to determine the amount of residential land consumption during the planning period.

The persons per household projections shown in Table 5 were developed by the Department of Administration as part of their population projection program. The decline in average household size for each community in the urban area is shown from 2020 to 2040.

TABLE 5: Projected Change in Average Persons Per Household for Stevens Point Area					
	2020	2025	2030	2035	2040
Stevens Point	2.17	2.16	2.15	2.13	2.13
V. Plover	2.40	2.39	2.37	2.36	2.35
Whiting	2.10	2.08	2.07	2.06	2.05
Park Ridge	2.22	2.21	2.20	2.18	2.18
Hull	2.54	2.52	2.51	2.49	2.49
T. Plover	2.62	2.60	2.59	2.57	2.56
Stockton	2.64	2.63	2.61	2.59	2.59
Linwood	2.57	2.55	2.53	2.52	2.51
<i>Source: DOA 2013.</i>					

4.4.3B AVERAGE RESIDENTIAL DENSITY

Projecting future development density is another important variable in determining residential land needs. Table 6 shows the densities at which the level current development has occurred through 2020 for each community in the planning area. These densities were determined using land areas calculated through the project geographic information system (GIS) database, the 2020 Census population, and the above persons per household data.

The overall population density of the Stevens Point area ranges from 0.05 per persons per acre in the Town of Linwood to 3.68 in the Village of Park Ridge. The average density within residential sections of the area range from 0.73 persons per residential acre (Linwood) to 8.42 (Stevens Point). This population density converts to residential development densities ranging from about 0.28 (Linwood) to 3.88 (Stevens Point) housing units per residential acre.

The densities are significantly higher in the sewered parts of the planning area. These higher density levels are needed for cost-effective sewer service.

TABLE 6: Average Residential Development Density in Stevens Point Area			
	Overall Average Population Density (persons per acre)	Average Residential Population Density (persons/residential acre)	Average Residential Development Density (housing units per res. acre)
Stevens Point	2.31	8.42	3.88
V. Plover	1.98	5.52	2.30
Whiting	1.34	4.02	1.91
Park Ridge	3.68	5.89	2.65
Hull	0.30	1.40	0.55
T. Plover	0.06	1.27	0.48
Stockton	0.08	0.91	0.34
Linwood	0.05	0.73	0.28
<i>Source: NCWRPC, 2022.</i>			

4.4.3C RESIDENTIAL LAND REQUIREMENTS

An estimated additional 814 net acres will be required to meet the needs of the urban area population by the year 2042. This is determined by dividing the projected population growth from 2020 to 2042 by the projected persons per household in each community to arrive at the estimated number of new housing units required to meet the additional need. The number of additional housing units is then divided by the estimated development density of units per acre to determine the additional acreage of residential land that will require sewer service. Table 7 displays the estimated net acres for incorporated area.

TABLE 7: Residential Land Requirements for Urban Core Area - 2042							
	2020 Pop	2042 Pop	Pop Change	Projected PPH	New Housing Units	Units per Acre	2042 New Acres Needed
Stevens Point	25,666	30,218	4,552	2.13	2,137	3.88	550.80
V. Plover	13,519	14,947	1,424	2.35	606	2.30	263.48
Whiting	1,601	1,437	-164	2.05	0	1.91	0
Park Ridge	530	493	-37	2.18	0	2.65	0
Totals	41,316	47,095	5,775		2,743		814.28
Source: US Census, WIDOA 2013 & NCWRPC 2022.							

4.4.4 COMMERCIAL AND INDUSTRIAL LAND REQUIREMENTS

Commercial and industrial growth are important determinants of land requirements in the urban area. Base labor force figures were obtained from the U.S. Census Longitudinal Employer-Household Data. This data shows an average annual growth in employment of 2.47% for Stevens Point and 1.15% for Village of Plover. Whiting and Park Ridge have been losing employment in recent years. By 2042, this rate of growth projects an increase of 15,475 jobs over the 2019 base year employment.

The employment projections are used to calculate the acres required to meet the needs of the urban area for economic development through the growth and expansion of its commercial and industrial areas. An estimated additional 1,643 net acres will be required by the year 2042. Tables 8 and 9 displays the estimated net acres broken down by commercial and industrial for each core community. Employment percentages by sector are derived from the Census employment data, and employees per acre is generated through GIS analysis.

TABLE 8: Commercial Land Requirements for Urban Core Area - 2042					
	2042 Total New Jobs	Percentage Commercial	New Jobs - Commercial	Commercial Employees Per Acre	2042 Acres Needed Commercial
Stevens Point	13,734	88.0	12,086	22.49	537.39
V. Plover	1,741	61.9	1,078	4.02	286.16
Whiting	0	64.7	0	12.17	0
Park Ridge	0	91.2	0	14.00	0
Totals	15,475		13,164		823.55
Source: Longitudinal Employer-Household Data 2019 & NCWRPC 2022.					

TABLE 9: Industrial Land Requirements for Urban Core Area - 2042					
	2042 Total New Jobs	Percentage Industrial	New Jobs - Industrial	Industrial Employees Per Acre	2042 Acres Needed Industrial
Stevens Point	13,734	12.0	1,648	2.51	656.57
V. Plover	1,741	38.1	663	4.06	163.30
Whiting	0	35.3	0	2.12	0
Park Ridge	0	8.8	0	--	0
Totals	15,475		2,311		819.87
Source: Longitudinal Employer-Household Data 2019 & NCWRPC 2022.					

4.4.5 PUBLIC AND INSTITUTIONAL LAND REQUIREMENTS

Public and institutional use of land is typically a smaller but important element of an urban area. In some cases public land consumption may be more significant such as the location of the county seat (as with Stevens Point) or a heavy state government presence. Typically, this category of land use includes things like: government services, schools, utilities, churches and hospitals among others. An estimated additional 586 net acres will be required to meet the needs of the urban area population by the year 2042. This projection is based on the existing level of service in terms of the land area devoted to public and institutional uses per person in each community, see Table 10

TABLE 10: Public & Institutional Land Requirements for Urban Core Area - 2042.			
	Acres per Person	Population Change 2042	2042 Acres Needed Public & Institutional
Stevens Point	0.11	4,552	500.72
V. Plover	0.06	1,424	85.44
Whiting	0.15	-164	0
Park Ridge	0.00	-37	0
Totals		5,775	586.16
Source: NCWRPC 2022.			

4.4.6 PARK AND OUTDOOR RECREATION LAND REQUIREMENTS

Park and outdoor recreation needs can constitute a significant portion of land within the future urban area. The recommended standard used by the NCWRPC in figuring park needs is 10.5 acres per 1,000 persons. This standard is not intended to include specialized outdoor recreational facilities such as nature reserves, hunting grounds, public utility lands, golf courses, athletic fields, private facilities or school lands. The above standard may be conservative in meeting current and future needs. An estimated additional 62 net acres will be required to meet the needs of the urban area population by the year 2042.

TABLE 11: Park & Outdoor Recreation Land Requirements for Urban Core Area - 2042.			
	Acres per 1,000 Pop.*	Population Change 2040	2040 Acres Needed Parks & Recreational
Stevens Point	10.5	4,552	47.80
V. Plover	10.5	1,424	14.95
Whiting	10.5	-164	0
Park Ridge	10.5	-37	0
Totals		5,775	62.75
Source: NCWRPC, 2022. *NCWRPC Rec. Planning Standard.			

4.4.7 RIGHT-OF-WAY LAND REQUIREMENTS

The space consumed for the transportation facilities which the population uses to access all the land types discussed above is often overlooked when doing acreage allocation for land use needs. Although modern planning practice is often recommending that communities shift to "neo-traditional" standards including narrower streets, right-of-way can still consume significant amounts of land which must be accounted for because other "hard" development should not locate within these reserved areas.

Right-of-way often consumes a significant percentage of the developed area of communities in Wisconsin. For purposes of determining the portion of development being devoted to right-of-way in the Steven Point urban area, the project GIS database was used to calculate right-of-way within each community, see Table 12. An estimated additional 435 net acres will be required to meet the needs of the urban area population by the year 2042.

TABLE 12: Right-of- Way Land Requirements for Urban Core Area - 2042.		
	% Local R-O-W	New R-O-W in Acres
Stevens Point	13.8	316.47
V. Plover	14.6	118.75
Whiting	14.5	0
Park Ridge	26.4	0
Totals		435.22
Source: NCWRPC 2022.		

4.4.8 ALLOWANCE FOR MARKET FACTORS

To accommodate flexibility and choice in development sites a market factor of 2 has been incorporated. This factor was based on the projected future land area needs and a cursory review of undeveloped lands in and around the urban area, as well as the likelihood that a given piece of property will be available for development at any given time.

The market factor makes available an additional 7,083 acres over the actual net need within the year 2042 sewer service area to accommodate market decisions. While not all of this additional acreage would be expected to be developed during the planning period, it is anticipated that this acreage will provide additional opportunities for development in the event of other lands being kept off the real estate market.

4.4.9 INFILL AND REDEVELOPMENT OF VACANT LANDS

A certain amount of undeveloped land exists within the current incorporated limits of the communities of the urban area. A basic analysis of land use inventory data was done to identify potential undeveloped areas within the existing sewer service area, refer to map in Appendix C; note however, that some of these lands may ultimately not be available for development for a variety of reasons. Other lands that may have been previously developed currently lay vacant or under-used. This Sewer Service Area Plan recognizes that infill development and redevelopment are good public policy and establishes goals and objectives to achieve infill and redevelopment. There is a clear cost effectiveness advantage to infill development that has infrastructure like sewer and water lines already installed nearby.

A detailed inventory of sites available for possible infill and/or redevelopment was beyond the scope of this Plan. However, local officials are promoting and actively working toward infill and redevelopment. Based on these considerations, significant infill is expected to take place moving forward.

4.4.10 TOTAL URBAN AREA LAND REQUIREMENTS

The estimated additional net acreage sewer area needs in the year 2042 for the Stevens Point urban area are projected to be 3,541.83 acres plus the market factor of 7,083.66 acres for a total additional land need of 10,625.49 acres. This acreage will consist of the following land use needs shown in Table 13.

TABLE 13: Total Additional Land Area Requirements for Steven Point Urban Core Area to Year 2042			
Land Use	Net Acreage Demand	Market Factor	Total Acreage Demand
Residential	814.28	1,628.56	2,442.84
Commercial	823.55	1,647.10	2,470.65
Industrial	819.87	1,639.74	2,459.61
Public/Institutional	586.16	1,172.32	1,758.48
Recreation	62.75	125.50	188.25
ROW	435.22	870.44	1,305.66
Totals	3,541.83	7,083.66	10,625.49
<i>Source: NCWRPC 2022. Some totals may not add due to rounding.</i>			

4.4.11 SSA ADDITIONAL ACREAGE ALLOCATION BY COMMUNITY 2042

The total additional urban area land area requirements for 2042 are allocated to each community based on their portion of the projected growth as shown in Table 14.

TABLE 14: Additional Land Area Needs by Community for Stevens Point Urban Core Area - 2042

	2042 Acres Needed Residential	2042 Acres Needed Commercial	2042 Acres Needed Industrial	2042 Acres Needed Public Institutional	2042 Acres Needed Outdoor Recreation	2042 Acres Needed ROW	2042 Market Factor Acres	2042 Acres Needed Total
Stevens Point	550.80	537.39	656.57	500.72	47.80	316.47	5,219.50	7,829.25
V. Plover	263.48	286.16	163.30	85.44	14.95	118.75	1,846.16	2,796.24
Whiting	0	0	0	0	0	0	0	0
Park Ridge	0	0	0	0	0	0	0	0
Totals	814.28	823.55	819.87	586.16	62.75	435.22	7,083.66	10,625.49

Source: NCWRPC 2022.

Some totals may not add due to rounding.

SECTION 5.0 ENVIRONMENTALLY SENSITIVE AREAS

5.1 INTRODUCTION

Delineating environmentally sensitive areas (ESAs) is one of the most important components of a sewer service area plan. These areas need to be protected in order to protect water quality.

According to Administrative Code NR 121 provisions, "Major areas unsuitable for the installation of waste treatment systems because of physical or environmental constraints are to be excluded from the service area. Areas to be considered for exclusion from the sewer service area because of the potential for adverse impacts on the quality of the waters of the state from both point and nonpoint sources of pollution may include but are not limited to wetlands, shorelands, floodways and floodplains, steep slopes, highly erodible soils and other limiting soil types, and other such physical constraints."

Environmentally sensitive areas are defined, generally, as those areas that are unsuitable for sewered development because of the potential significant adverse impact upon water quality (see NR 121.05(1)(g)2.c.). The sewer service area is that area presently served or anticipated to be served by a sewage treatment system within a sewer service area plan's 20-year planning period. Technically, the sewer service area does not include environmentally sensitive areas, which are delineated separately and do not count in acreage allocations for sewered development.

The Plan uses the term "environmentally sensitive areas" rather than "environmental corridors" primarily due to the inconsistent use of the term "environmental corridors" across the state. Additionally, "environmental corridors" implies the need for the subject resource to be linear or contiguous within the sewer service area, however, such contiguity is not required for an area to be sensitive and in need of protection under NR121 for maintenance of water quality. While it is true that many environmentally sensitive areas are associated with streams; many wetlands, steep slopes and groundwater recharge areas are not necessarily linear.

A community may decide to include as "environmental corridors" areas other than those considered environmentally sensitive for water quality. Parks, woodlands and other green spaces can be added to the environmentally sensitive areas component of a sewer service area plan. In this way, the sewer service area planning process helps guide local growth within the myriad planning processes and multi-level authorities involved in development. This integration can help to avoid negative impacts on water resources locally and regionally. However, local communities should supplement the delineation of environmentally sensitive areas with local or regional protections, such as conservancy zoning or wellhead protection programming.

A sewer service plan regulates only sewered development. Its authority does not prohibit unsewered development from occurring in environmentally sensitive areas (although these areas may be regulated by the U.S. Army Corps of Engineers or other agencies). In rare cases, plan updates or amendments are proposed that would remove land from

the environmentally sensitive area designation to allow sewer development. Development in these areas may require a Clean Water Act Section 404 permit, a Wisconsin Statutes Chapter 30 permit and water quality certification for compliance with NR103 , or other permits/approvals in order to protect water quality.

Lands removed from an environmentally sensitive areas designation should not include any areas with development constraints that would adversely impact groundwater or surface water quality. For example, an amendment that removes wetlands from an environmentally sensitive area will not be approved unless it is shown that fill for development of the proposed site has received a valid federal permit and wetland water quality certification.

Environmentally sensitive area delineations sometimes include features that are not water quality related, so not every sensitive area development proposal will require a permit. The DNR has approved amendments to remove land not associated with water from designation, such as some parks and historic sites. Removal of any area from the environmentally sensitive area designation should go through the DNR review process, however, areas that do not involve a water quality concern will generally be processed faster than those which require a permit.

In some cases, the exact boundaries of environmentally sensitive areas may need to be located through a field survey by the appropriate authorities such as Army Corps of Engineers and/or Wisconsin DNR staff.

It is not the intent of designated environmentally sensitive areas to prevent or obstruct necessary maintenance, expansion or construction of transportation or utility facilities intended to serve areas outside of the sensitive area, needed to maintain or improve continuity of those systems, or designed to serve compatible uses in the designated areas such as park shelters or facilities.

The environmentally sensitive areas identified within this plan are comprised of three primary elements: floodplain, wetlands and areas of steep slopes. This section discusses the delineation of these environmentally sensitive areas, see Map 4, to be excluded from the sewer service area and future sewer development as part of this Plan.

5.2 FLOODPLAINS

The floodplain is the land calculated to be covered by floodwater during the 100-year flood. The floodplain includes the *floodway* and the flood fringe. The *floodway* is the channel of the river or stream and those portions of the floodplain adjoining the channel required to carry and discharge the flood waters or flood flows associated with the 100-year flood (see NR 116.03 Wis. Adm. Code).

To prevent development in a high hazard area, floodplains should be excluded from sewer service areas. The Department of Natural Resources will not approve any sewer service area plan or amendment that is not consistent with an approved floodplain zoning ordinance or which allows new service to new development in the floodway.

Plans or amendments which would result in a reduction of storm or flood water conveyance or storage capacity should be denied unless remedial actions which conform to NR 116 are identified and approved prior. When there is an existing, lawful development within the floodway, a plan or amendment may include the development within the boundaries of the proposed service area.

Lands officially determined to be out of the mapped floodplain should be considered removed from the ESA unless other factors dictate. These areas are typically documented with a Letter of Map Revision (LOMR) or Letter of Map Amendment (LOMA) issued by FEMA.

The FEMA DFIRM, or Digital Flood Insurance Rate Map, data was used to map the floodway as part of the environmentally sensitive area for this Plan. FEMA completed an update of the flood mapping for Portage County in 2009.

Floodplains in the Stevens Point area are primarily associated with the Wisconsin and Plover Rivers, see Map 4.

5.3 WETLANDS

Wetlands are areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and having soils indicative of wet conditions (see NR 103 Wis. Adm. Code). The Department of Natural Resources' Wisconsin Wetland Inventory data was used to map the wetlands as part of the environmentally sensitive area for this Plan.

Pockets of wetland are scattered across the urban area, although more concentrated along the various streams and rivers in the area. Extensive areas of wetlands lie to the north and west of the urban area in the Towns of Hull and Linwood.

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle and local ecological systems. In terms of hazard mitigation, they act as water storage devices in times of high water. Like sponges, wetlands are able to absorb excess water and release it back into the watershed slowly, preventing flooding and minimizing flood damage. As more impermeable surfaces are developed, this excess capacity for water runoff storage becomes increasingly important.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands. As a result, wetlands play an important role in water quality.

Local, state and federal regulations control development activities in wetland areas. Permits are required for activities that impact wetlands. In some cases, wetland mitigation or replacement is required.

5.4 STEEP SLOPES

Areas with slopes greater than 12% were identified using digital elevation and contour data from the County's Geographic Information System and incorporated in Map 4. These areas are generally found along the Plover River throughout the planning area, and along the east and southeast banks of the Wisconsin River in the Village of Plover.

Slopes over 12% were mapped as a development limitation because construction on steep slopes can result in severe bank erosion and damaging siltation of the river. Evidence of sedimentation problems is already apparent in the Plover River and its impoundment known as McDill Pond. The steep slope areas along the Wisconsin and Plover Rivers do not have enough lateral dimension away from the banks to allow development on or over these slope areas.

5.5 PROTECTION OF ESAs AND RELATED AREAS

The environmentally sensitive areas delineated in this Plan, floodplains, wetlands and steep slopes, are excluded from the sewer service area, and new sewer development is generally not permitted in these delineated areas. Floodplains and wetlands are integral parts of the overall systems of water resources within the Stevens Point area and Portage. Protecting water quality is one of the primary functions of a sewer service area plan.

Surface water, including lakes, rivers, streams and their associated shorelands and floodplains, wetlands, and groundwater are protected by a layered system of regulations and programs at all three levels of government: local, state and federal. The primary program effort is identified below by resource element:

- Surface water (Lakes, river & streams) - Development along the shoreline of lakes and streams is controlled through shoreland zoning regulations. The shoreland area is within 1,000 feet of the ordinary high water mark of navigable lakes, ponds and flowages and within 300 feet of navigable rivers and streams. Portage County establishes and enforces shoreland zoning in unincorporated areas and the DNR maintains oversight responsibilities, see NR 115 Wis. Adm. Code. Incorporated villages and cities are required to adopt and enforce their own shoreland zoning, see NR 117 Wis. Adm. Code.
- Floodplains - Development within the floodplain is regulated through floodplain zoning under NR 116 Wis. Adm. Code. Portage County and each city and village all have floodplain zoning codes in effect.
- Wetlands - Activities in wetlands are regulated by the U.S. Army Corps of Engineers, the Wisconsin Department of Natural Resources and by local counties, cities and villages. Excavating or placement of any material in a wetland requires a DNR permit. Permit reviews include compliance with the

requirements of section 281.36, Wis. Statutes, and NR 103 and NR 299 Wis. Adm. Code. Special provisions for shoreland-wetland zoning are established in NR 115 and NR 117 Wis. Adm. Code.

- Groundwater - Wellhead protection programs typically include some kind of zoning controls and implement groundwater pollution prevention measures within the recharge areas of public water supply wells, see NR 811.12(6) Wis. Adm. Code. All of the communities within the urban area have wellhead protection programs in place for their public water supply wells. Portage County has a groundwater management plan designed to help local officials in setting groundwater policy and serves as a resource on strategies to address groundwater issues.
- Steep Slopes - Counties, cities and villages must adopt construction site erosion control and storm water management ordinances that conform to statewide standards under NR 151 Wis. Adm. Code. These ordinances are expected to accommodate development in areas of steep slope and highly erodible soils. NR 216 Wis. Adm. Code requires communities in the urban area to maintain a storm water permit and implement performance standards to minimize the discharge of pollutants carried by storm water runoff. The Northcentral Wisconsin Stormwater Coalition coordinates the public education and outreach requirements of the permit on behalf of the communities in the urban area.

Best management practices, or BMPs, are encouraged and sometimes mandated to minimize loss of a resource through a variety of techniques to reduce the impact of construction and development on the natural environment.

In general, local planning and zoning should dictate appropriate development conditions in all of the instances noted above. In some cases, sewer service may be a necessary solution to address problems of an existing development with failing on-site systems resulting in health concerns.

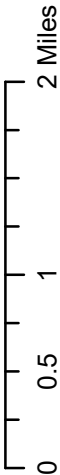
Map X

Development

Stevens Point Urban Area
Sewer Service Area Plan

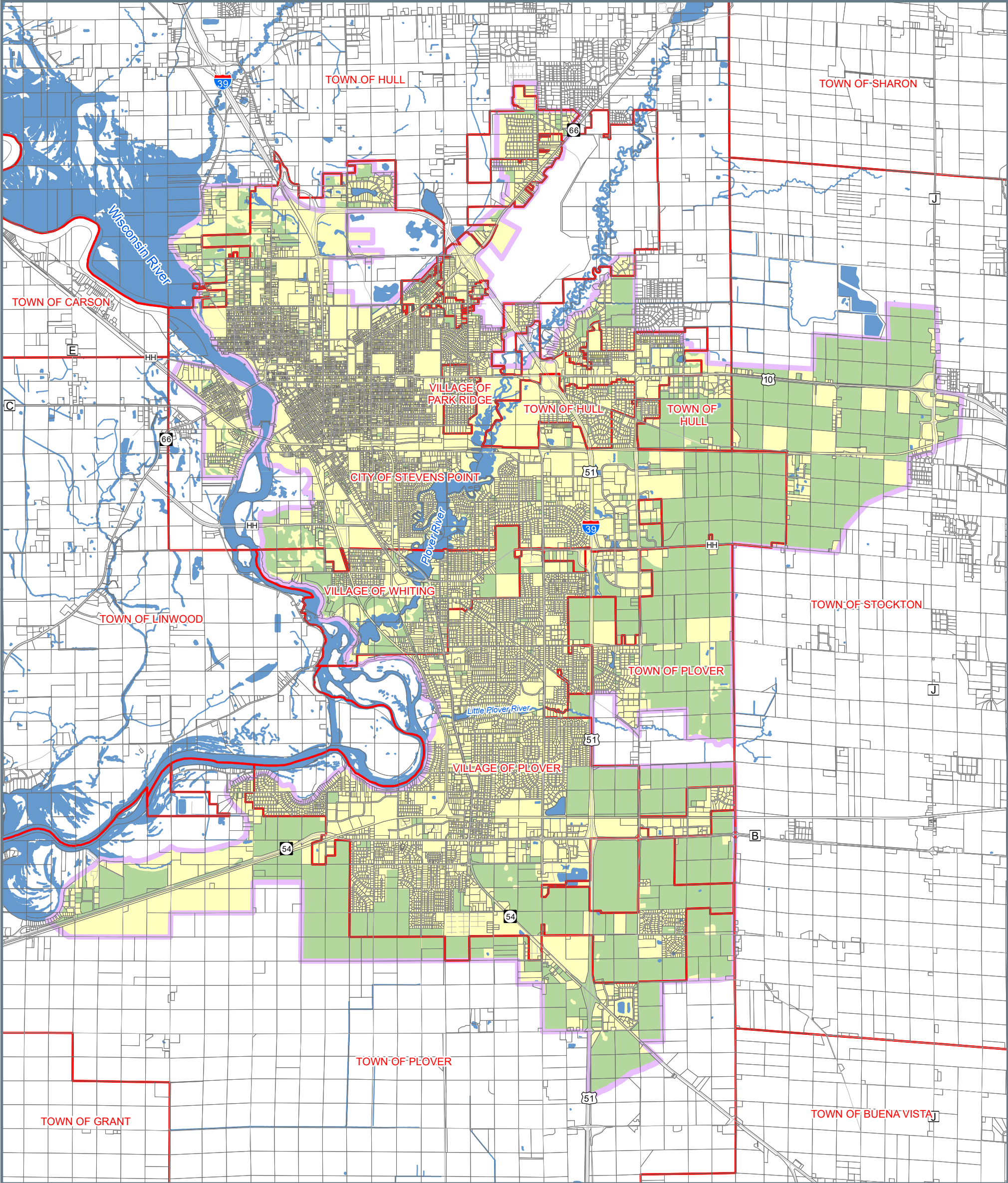
Legend

- Roads
- Water
- Parcels
- Municipal Boundary
- Existing Sewer Service Boundary
- Not Developed
- Developed



SOURCE: NCWRPC, WIDNR,
Portage County Planning

This map is neither a legally recorded map nor a survey of the actual boundary of any property depicted. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



100 Year Floodplain

Stevens Point Urban Area
Sewer Service Area Plan

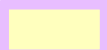
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Roads
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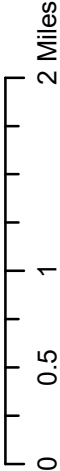
Water
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Floodplain
- 

Municipal Boundary
- 

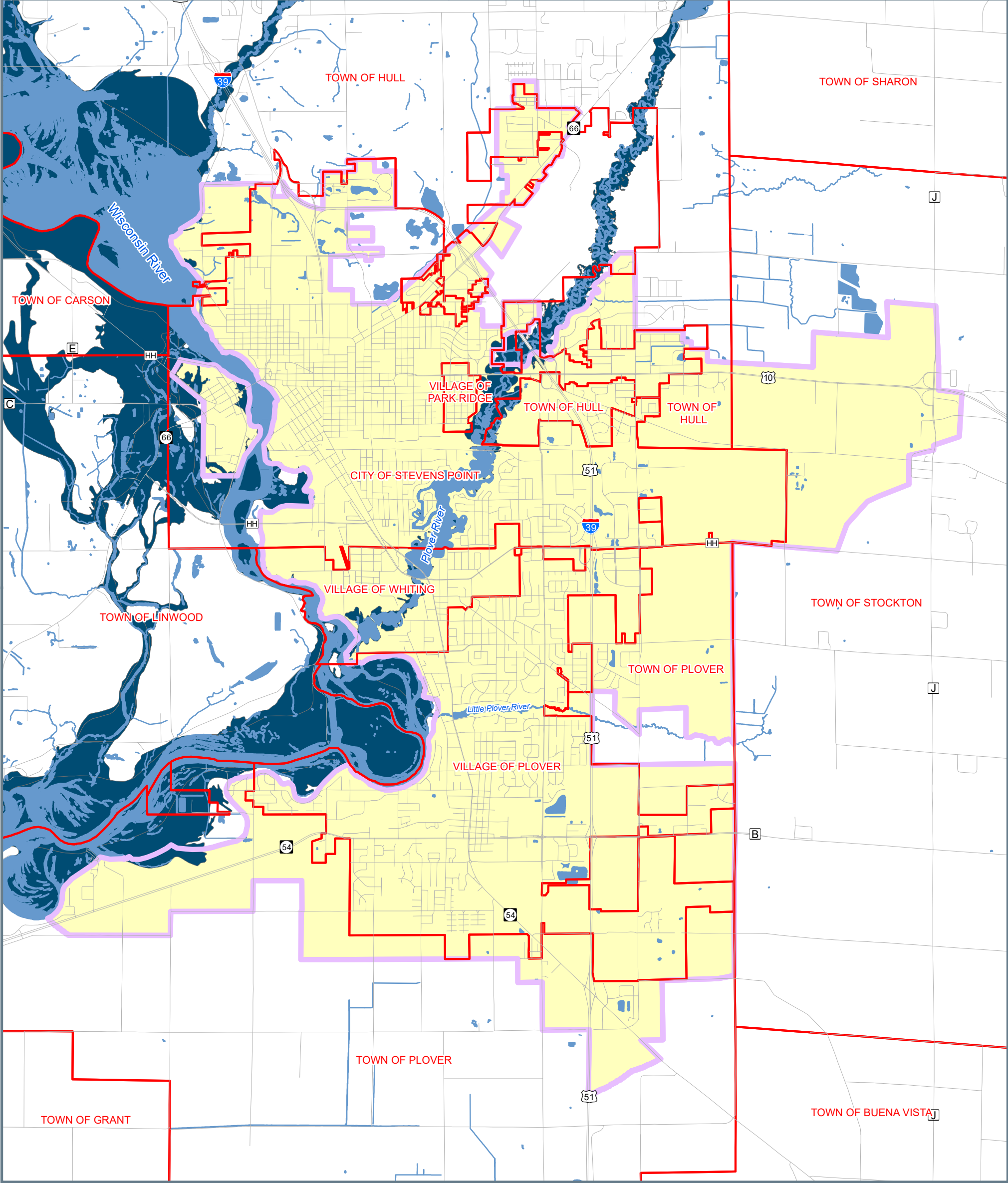
Existing Sewer Service Boundary

DRAFT



SOURCE: NCWRPC, WIDNR,
Portage County Planning

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Wetlands

Stevens Point Urban Area
Sewer Service Area Plan

Legend

- 

Roads
- 

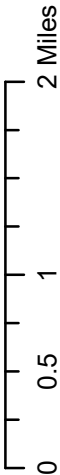
Water
- 

Wetlands
- 

Municipal Boundary
- 

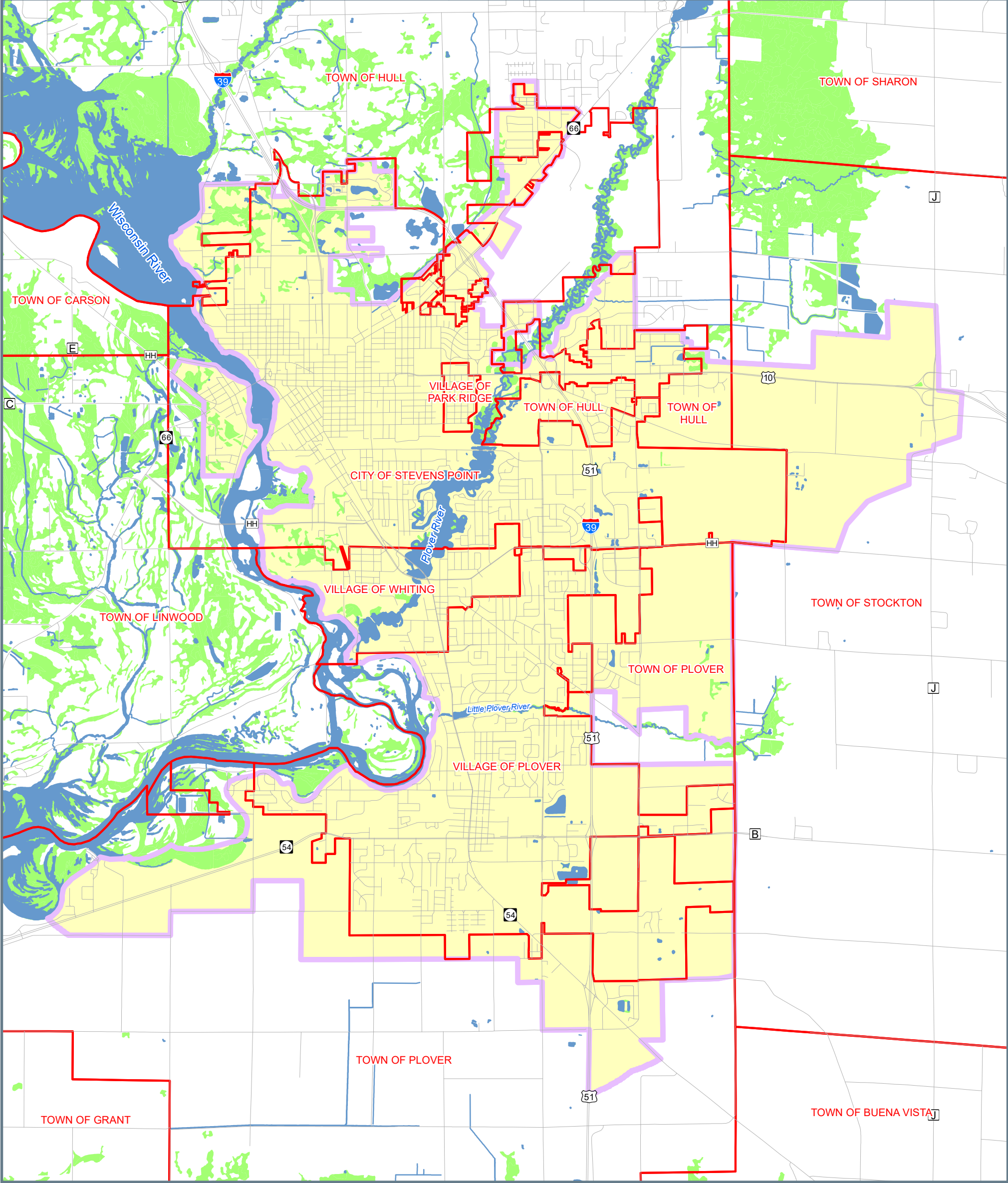
Existing Sewer Service Boundary

DRAFT



SOURCE: NCWRPC, WIDNR,
Portage County Planning

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Map X

Steep Slopes 12% or Greater

Stevens Point Urban Area
Sewer Service Area Plan

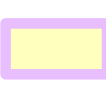
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Legend

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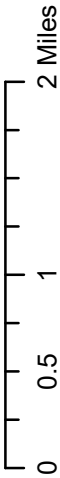
Roads
- 

Water
- 

Municipal Boundary
- 

Existing Sewer
Service Boundary
- 

Steep Slopes - Only
Displayed in
Planning Area



SOURCE: NCWRPC, WIDNR,
Portage County Planning

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