



Engineers • Consultants • Inspectors

**WINNEBAGO AREA UTILITY SERVICE FEASIBILITY
STUDY**

for

TOWN OF OSHKOSH

Winnebago County, Wisconsin

June 2019



Prepared by:

GENERAL ENGINEERING COMPANY
916 Silver Lake Drive, P.O. Box 340
Portage, WI 53901
Phone: (608) 742-2169
GEC No. 2-0318-150C

Owner:

TOWN OF OSHKOSH
230 E. Cty. Rd. Y
Oshkosh WI 54901
920-231-5887
Jeannette Merten, Clerk

WINNEBAGO AREA UTILITIES FEASIBILITY STUDY

for

TOWN OF OSHKOSH

TABLE OF CONTENTS

<u>Description</u>	<u>Page</u>
1.0 BACKGROUND AND GENERAL INFORMATION	
1.1 Authority	1
1.2 Historical and Political Background	2
1.3 Winnebago Area Status	3
1.4 Scope of Work	3
2.0 DESCRIPTION OF PLANNING AREA	
2.1 General	4
2.2 Land Uses	4
2.3 Corporate Boundaries	4
2.4 Geographical Features	5
2.5 Anticipated Planning Area Boundary Changes	5
2.6 Land Values, Taxes and Assessments	5
3.0 WATER AND WASTEWATER SYSTEMS	
3.1 General	6
3.2 Existing Water Distribution System	6
3.3 Existing Wastewater Collection System	6
3.4 Proposed Water Distribution System Replacement	8
3.5 Proposed Wastewater Collection System Replacement	9
4.0 UTILITY SYSTEM OPTIONS REVIEW	
4.1 General	11
4.2 Do Nothing	11
4.3 Sanitary District	11
4.4 Utility District	13
4.5 Annexation by the City of Oshkosh	15
4.6 Individual Onsite Water/Wastewater Systems	17
5.0 SEWER AND WATER USER CHARGE SYSTEM OPTIONS	
5.1 General	18
5.2 Water and Sewer System Meters	18
5.3 Water Use Cost Forecasts	19
5.4 Sewer Use Cost Forecasts	19
5.5 Water and Sewer User Charge Summary	20
6.0 CONCLUSION	
6.1 General	20
6.2 Options Summaries and Conclusions	20
6.3 Recommendations	24
APPENDICES	
Appendix A	Costs Estimates & Present Worth Projections
Appendix B	Relative Correspondence

WINNEBAGO AREA UTILITIES FEASIBILITY STUDY

for

TOWN OF OSHKOSH

1.0 BACKGROUND AND GENERAL INFORMATION

1.1 Authority

General Engineering Company has been authorized to conduct a feasibility study to explore and analyze options, alternatives and implications for replacing and/or updating the existing water and sewer mains & appurtenances and restoring associated streets for the residential development in the WMHI area in the Town of Oshkosh, Winnebago County, Wisconsin. The location is an area between CTH A and Sherman Road including Butler and Pickett Avenues. Refer to the location map below.



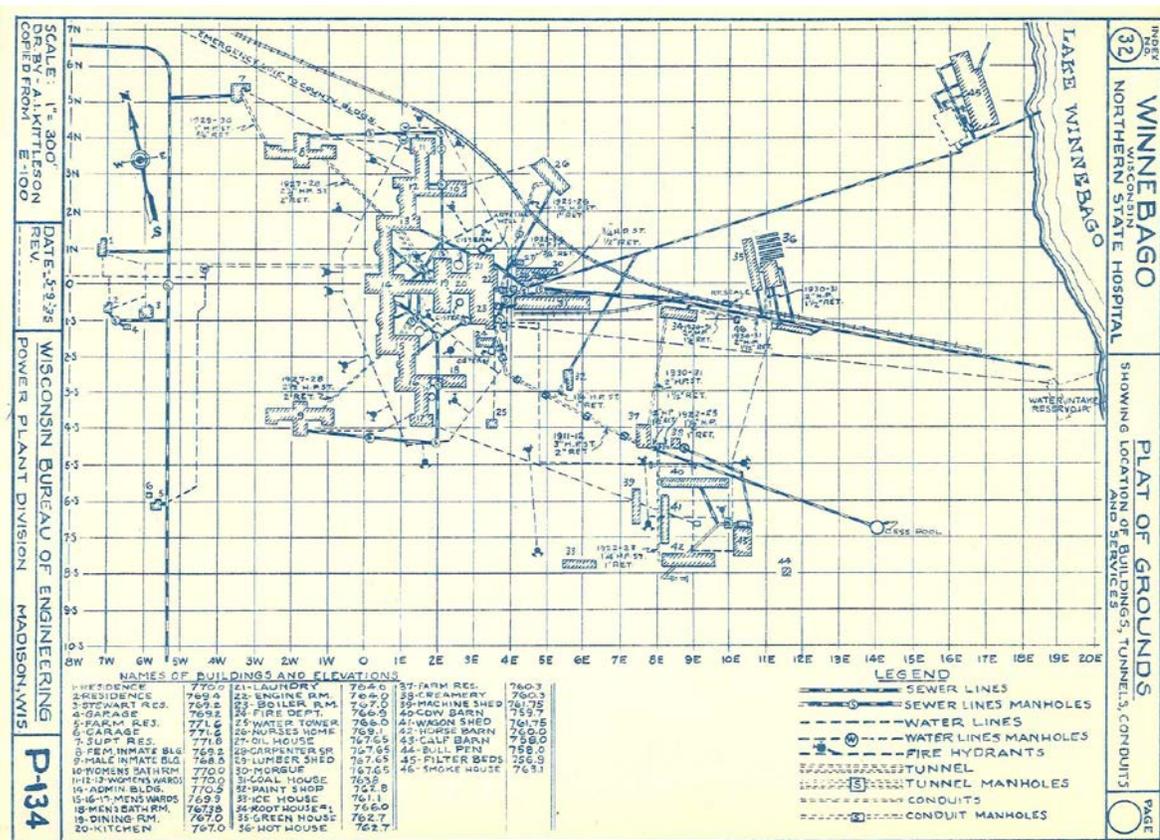
1.2 Historical and Political Background

In 1847 the Village of Oshkosh was incorporated, named for the Menominee Indian Chief. By 1853 when it was incorporated as a City, several industries were established.



In 1873, after the State Normal School (later UW Oshkosh) was established, the State opened the Northern Hospital for the Insane. In 1935, the facility name was changed to the Winnebago State Hospital and was changed again in 1973 to the Winnebago Mental Health Institute.

There is some information on the original sewer and water system which depicts the Northern State Hospital as self-contained, providing water supply/distribution and wastewater collection/treatment. The 1935 plan below shows residences along what would be Butler Ave. already connected to sewer and water. By 1941, the Butler Avenue area looks to be well developed. This puts the utilities in the Winnebago area between Sherman and CTH A at about 80 years old.



The development known as Winnebago, complete with its own post office was established largely for the use of doctors and staff of WMHI because of the long commute back to their homes. Pickett's Plat, which makes up a section of Winnebago, was recorded in 1944. From about the 1970s to the 1990s the WMHI was in the process of selling off lots in Winnebago to private individuals. Utility service continued to be provided by and billed through the WMHI.



In the late 1960s the Town of Oshkosh was in the process of creating a sanitary district over a large east/west section of the Town to buffer the City of Oshkosh's expansion to the north. The residential development known as Winnebago was included in that sanitary district. The Town of Oshkosh Sanitary District is now one of five sanitary districts in the Town.

In the 1994 the City of Oshkosh incorporated the Winnebago Mental Health Institute. The City then provided water and sewer service to WMHI. This utility service included the Winnebago area contractually for four years but the service has continued to the present.

1.3 Winnebago Area Status

The Winnebago area presently includes 21 single family homes, 1 post office and 2 apartment buildings (a 32 unit and a 12 unit building). This area involves about 103 residents, 62 of which are low-to-moderate income individuals. The area currently has sewer and water services provided through the WMHI property. The State of Wisconsin Department of Health Services oversees the Winnebago Mental Health Institute. At present, the original water and sewer mains that serve the Winnebago area remain and, according to available information, the infrastructure has not had significant repairs or upgrades. The water supply is fed through WMHI from the City. Likewise, the sewage flows ultimately back to the City's treatment facilities. WMHI bills the Winnebago area residents for sewer and water.

In recent years the State DHS had been working to remove itself from involvement with the utility services to the Winnebago area. The DHS's claim is that it isn't set up to be a utility provider as this service is better handled by a Town Sanitary District or the City of Oshkosh's Public Works Department. The local push back involved being forced to take over ownership and management of a failing infrastructure, knowing that significant capital would be required to bring the sewer and water systems up to a level that could be affordably managed and maintained. If annexation were considered, the utilities would need to be upgraded in order for the City to take over operation, maintenance and management of them. Preliminary estimates by the City indicated the costs may be more than the residents could afford. If a solution cannot be found for the WMHI area, the residents would be left without access to water supply or sewage removal.

Notices were sent in 2014 and again in 2017 by DHS indicating water and sewer services would be terminated. A meeting held in January 2017 included the City and Town of Oshkosh representatives, DHS and area residents to discuss options for transitioning utility services away from DHS. A deadline of August 1, 2017 was set to terminate utility services. That deadline was extended to September 2018 if other arrangements were not made. In January 2018 the Town submitted income survey documentation and requested Special Project funding from the Wisconsin Department of Administration's Community Development Block Grant (CDBG) program for planning and construction of a solution for the Winnebago area's utility dilemma.

1.4 Scope of Work

The Department of Health Services (DHS) would like to end their program of providing water and sewer utility services to the Winnebago area as soon as possible. In order to fill the utility void, the State has offered CDBG Special Project funding to assist the Town of Oshkosh in seeking the best solution for continued utility services to the residents of the Winnebago area. The residents of this area cannot afford to fund the feasibility study on their own. This Special Project will allow these residents to find the most cost-effective way to continue to receive water and sewer services. This study will also recommend which entity should be in charge of the utility maintenance going forward. This determination is quite important as the water mains, sewer

mains and their appurtenances need to be replaced. The study will recommend who will then apply for public facility funds to make necessary repairs and replacements.

The scope of work for the CDBG Planning Special Project includes this feasibility study to determine which entity, if any, will administer the utilities for the Winnebago area. The options to be reviewed include creation of a new sanitary district, modification of an existing sanitary district, annexation by the City of Oshkosh as well as installation of private wells and septic systems. Other options will also be reviewed, if they are found to be of sufficient value. This study will allow the residents of the Winnebago area to choose the best option for providing water and sewer utility service for them once the State ceases ownership.

The question of whether the CDBG Special Project – Public Facilities grant will cover costs of the approved project or only a specific amount towards the project is yet to be answered.

The feasibility study will also examine any additional funding options available for the future utilities upgrades needed for the area, including CDBG Special Project - Public Facilities and DNR Clean Water Fund and Safe Drinking Water Loan Principal Forgiveness funding.

2.0 DESCRIPTION OF PLANNING AREA

2.1 General

The Planning Area for this study is very concise. The parcel map shows the specific boundary of the Winnebago area. It is also our understanding that this area will not be expanded in the future, but those issues are for another time. At this point and for specific study, the planning area encompasses 38 parcels listed on the County’s website totaling 11.14 acres.

The area is a mix of single family homes and commercial properties. Specifically there are 21 single family homes, 1 residence with 3 apartments, 1 post office, a 12 unit apartment building and a 32 unit apartment complex. There are eight vacant parcels in the planning area. 3 are privately owned, 3 are Town owned and 2 are State owned. Two of the single family homes are presently on well and septic. The three vacant lots in the planning area on Pickett Avenue are not served by the existing Winnebago sewer/water systems. This area involves about 103 residents.

2.2 Land Uses

The land use is a mix of residential and light commercial. There is no anticipated change in the current land use as a result of this study’s recommendations. The Town’s Comprehensive Plan maps list this area as primarily single family residential with the North Shore Manor Apartment complex as multifamily. The future land use map shows the Town’s intent to maintain the same land use character.

2.3 Corporate Boundaries

The planning area comprises a small peninsula of Town lands surrounded by the corporate boundaries of the City of Oshkosh. We don’t anticipate this boundary to change unless the annexation alternative is found acceptable to the Winnebago area property owners. In addition, the Town of Oshkosh owns parcels just north and south of the Winnebago planning area to provide a buffer to city development adjacent to the planning area.

2.4 Geographical Features

2.4.1 Soil

The planning area is made up of heavier silt loam and silty clay loam soils. KnB – Kewaunee silt loam, Ke – Keown silt loam and MaA – Manawa silty clay loam soils are noted from the soils map. The soils of this type are known for flooding, ponding, slow water movement and are considered “very limited” when being considered for septic system soil absorption fields. They are likewise considered “very limited” for roads/streets development because of their frost heave and slow drainage characteristics. They are also considered “limited or very limited” for buildings with basements due to the soils’ shrink/swell and compressibility.

2.4.2 Topography

The topography in the planning area is fairly flat with slopes averaging less than one percent. The elevations in the area range from 772 to 766 usgs. The drainage direction is from west to east through the area. The rural road sections contain grass swales and ditches to move water toward the lake.

2.4.3 Groundwater

Groundwater levels in the corridor averaged about 15 feet below the land surface according to area well logs. Bedrock was encountered at or near the groundwater surface.

2.5 Anticipated Planning Area Boundary Changes

The existing Winnebago area boundary, as part of the Town, will not change unless the majority of the property owners request annexation by the City of Oshkosh. If this occurs, the entire planning area will become incorporated into the corporate boundary of the City.

2.6 Land Values, Taxes and Assessments

There is a clear difference between properties in the Town versus the City for land values, taxes and assessments. The property owners in the Winnebago area are aware of the differences and have stated a strong preference to remain within the Town of Oshkosh rather than be annexed into the City.

There is a clear and distinct difference between Town properties and City properties in the planning area. As an example, two parcels on Pickett Avenue have land values of \$15,000 compared to similar sized lots adjacent to them in the Town of \$6,000 to \$8,000. The \$8,000 Town lots have sewer, water, curb & gutter and sidewalks. The \$15,000 City lots have sewer, water only.

Property values for the lot improvements are also varied between Town and City parcels. The house values along Butler are in the range of \$50k to \$85k with an average value of \$66k. The three City parcel adjacent to Winnebago averaged about \$100k. The taxes for the City lots were listed as about \$23/\$1000 whereas the Town lots were \$15/\$1000 to \$20/\$1000 depending on the Town assessment for garbage and recycling pickup. Ultimately, this equates to a 2018 tax bill for a developed lot in the City of \$2500 to \$3400 per year depending on the age of the house. Comparatively, a similar adjacent house in the Town had a 2018 tax bill of \$1000 to \$1400. Assessments for garbage and recycling are \$211 per year in the Town. The impact on commercial properties showed a greater differential between Town and City taxes.

The conclusion drawn is there is a clear difference in property values as listed in the County/City websites which may play a factor in the ultimate selling/buying price for properties in this area. Taxes are logically lower in the Town; however given the benefit of sewer and water service to the Winnebago area, it is logical for the residents to have argued to remain in the Town.

3.0 WATER AND WASTEWATER SYSTEMS

3.1 General

The original water and wastewater systems were installed by the State in the early 1900s. There is likelihood that the water services may contain lead and/or galvanized pipe. This issue will be reviewed and options considered in the next phase of the project. The sewer mains and laterals have been noted as clay and there have been issues of cracked, leaking and plugged lines. The age of the system and safety concerns justify the consideration of replacement of the mains and laterals.

There will be options considered that go from abandoning the present system completely to replacing to current standards.

3.2 Existing Water Distribution System

The original water system, we think, was installed along with the original wastewater collection system. The records on this are sketchy but we can assume that the two systems were completed over a length of time in the early 1900s.

The private watermain that serves the Winnebago area properties includes 775' on Butler Ave., 1250' on Sherman Rd., 290' in an easement off Butler and about 210' that serves the North Shore Apartments. It is not clear if utility or access easements exist to allow these mains to be accessed for maintenance or replacement on private property.

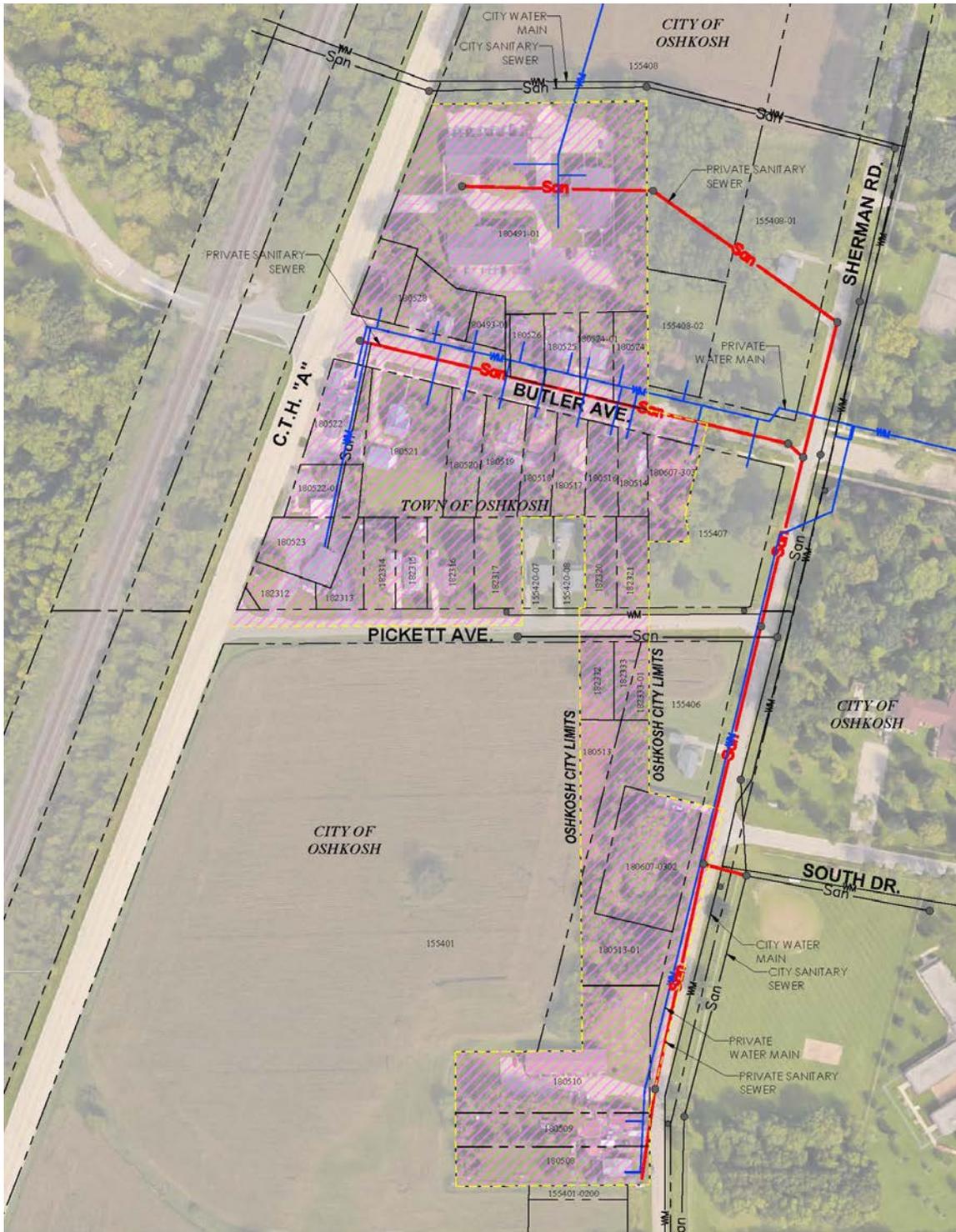
There is an existing fire hydrant at the Butler/CTH A intersection that the City of Oshkosh will not allow to be used for firefighting due to low flow/pressure concerns. We believe this is due to the poor condition of the older mains throughout the WMHI property.

Each of the developed properties except 836 and 856 Pickett Ave. and the North Shore Apartments are served with water through the WMHI at the Butler/Sherman intersection. The two Pickett Ave. properties have private wells. The North Shore Apartments are served from an old watermain that loops through a field north of the apartments back to WMHI on Sherman Rd.

There is a potential that the existing water laterals between the water mains and the buildings are made of lead. Generally, homes built or water laterals installed prior to 1959 likely used lead pipes to provide water service to the building. The DNR may require the lead laterals to be replaced between the watermain and water meter in each building. We are checking to determine if the CDBG construction monies can be used to replace the lead service laterals (LSLs) on private property. There may be HUD monies available to individual homeowners who are eligible for this program to be reimbursed for the private property portion of the LSL replacement work.

3.3 Existing Wastewater Collection System

The original wastewater collection system, we think, was installed along with the original water distribution system. The records on this are sketchy but we can assume that the two systems were completed over a length of time in the early 1900s. The private sewer main that serves the Winnebago area properties includes 715' on Butler Ave., 1440' on Sherman Rd., 270' in an easement off Butler and about 610' that serves the North Shore Apartments. It is not clear if utility or access easements exist to allow these mains to be accessed for maintenance or replacement on private property.



Each of the developed properties except 836 and 856 Pickett are served with sewer through the WMHI. Those two properties have septic systems.

The existing sewer laterals are likely clay and could be 4” or 6”. Considering the soil types in this area it’s likely the sewer laterals are in poor condition and have root intrusion and infiltration/inflow issues. It is also likely that some of the basements have foundation drains connected to the sewer laterals. The concern is that perhaps the sewer laterals should be replaced from the main to the building including separation of foundation drains. We are checking to determine if the CDBG construction monies can be used to replace the sewer laterals on private property.

3.4 Proposed Water Distribution System Replacement

The intention of this study is to consider the full replacement of the water distribution system that serves the Winnebago area. At this point we will not consider extension of new watermains or laterals to serve properties in the Winnebago area that are not already served.

A secondary issue will look at the replacement of laterals on private property due to their type or condition. Lead service laterals (LSLs) should be replaced from main to water meter in the house or building. We will strongly recommend lead service lateral replacement at the same time the section in the street right-of-way is replaced. The DNR deems galvanized private water services that have been connected to lead service laterals in the street as contaminated and necessary to be replaced when the lead service is replaced. Inquiries were made to the Wisconsin Department of Administration (DOA) regarding the funding availability for LSL replacement in this area. Their response was as follows:

Regarding your inquiry about CDBG funding available for the replacement of water/sewer lead lines for personal homes (the private lines from the home connecting to the public lines), That is an eligible activity/cost for LMI persons/families under the CDBG-Housing Program. Individual home owners would apply through the local regional office for CDBG-Housing. Winnebago County residents would contact the Northeastern Region office in Brown County and would need to apply and income-qualify for assistance. Inspection requirements apply. CDBG funding would not be available for non-LMI families/residences.

The cost of the private LSL replacement for non-LMI families/residences would be a private owner expense.

The Oshkosh City Engineer has noted that the Winnebago area water system replacement work cannot tap multiple locations of the existing 16” City watermains that run along the area’s north



side and down Sherman Road or the 6" main that runs up Pickett Avenue. Direct, multiple access points into the City's utilities will require annexation. Design discussions will ensure that new fire hydrants installed on Butler Avenue and for the North Shore Apartments will have sufficient water flow and pressure to meet code requirements for firefighting capabilities.

The water system replacement will begin at the connection to the City's existing 16" watermain in the NE corner of the Butler/Sherman intersection. A master water meter will be installed in a meter pit at this location. The replacement system will be set up as ductile iron watermain with copper laterals, new hydrants and valves throughout. The construction phase will likely consider PVC watermain pipe and PE lateral pipe as potential cost saving options. All individual water meters will need to be recalibrated or replaced as part of the upgrade project.

There are sections of the existing water distribution system that are undersized by today's standards. The upgraded system will be installed such that it complies with present NR codes.

The Town option will include replacement of the water lines that feed the North Shore Manor property. In order to provide a single metering of water use, we propose feeding the apartment complex from Butler Ave. through a private utility easement. We anticipate a fire hydrant addition at the end of the City's existing watermain that presently feeds North Shore Manor.

Two Winnebago properties along CTH A are presently served by a water lateral that runs from Butler Ave. south to the Van Vonderon parcel (4050 CTH A). The replacement of this line will likely require private easements to be developed through or along the Christenson property (829 Butler).

Two developed properties on Pickett Ave. (836 & 856 Pickett) are served by private wells. The system upgrade will anticipate leaving these properties as is. Other Winnebago area parcels along Pickett will not receive water service from the existing watermain that runs up the Pickett Ave. right-of-way. Per the City's directive, properties on Pickett will only receive City water service if they are annexed.

Vacant parcels within the Winnebago area will have their water laterals replaced if they have existing water services within the street right-of-ways.

The water distribution system replacement work will follow in the same trench as the original watermains and laterals wherever practical. Some water lines will be under paved or curb & gutter sections and others along grassed swales and ditches. There will likely be areas where existing sanitary or storm sewer lines have encroached within present separation distance requirements. The design phase will need to consider adjustments or allowances as State review submittals are prepared. Some of the water lines will be placed in City rights-of-ways and others in Town rights-of-ways. Work in public right-of-way permits will be required.

3.5 Proposed Wastewater Collection System Replacement

This study will consider the full replacement of the wastewater collection system that serves the Winnebago area. At this point we will not consider extension of new sewer mains or laterals to serve properties in the Winnebago area that are not already served.

A secondary issue to be considered is the replacement of clay, cast iron or possibly Orangeburg sewer laterals on private property due to their condition. CDBG funding for private sewer laterals

is not expected. This would be the ideal time for property owners to have their private sewer laterals replaced from the property line to the house or building. Considering the heavy soils and past practices, it is likely that foundation drains are connected to the sewer laterals. Present codes require separation of clear water cross-connections. This work is anticipated to be covered by the property owner. The property owners will see the long-term benefit from reduced wet weather flows and lower user charge bills from the City. The annexation option will require the elimination of clear water cross-connection per the City's ordinances.

In discussing this with the City Engineer, it is understood that the replacement work cannot tap into the existing City sewer mains that run along the area's north side and down Sherman Road nor the sewer main that runs up Pickett Avenue. Direct access to the City's utilities will require annexation.

The wastewater collection system replacement work will terminate at WMHI's interceptor manhole in the SE corner of the South Dr./Sherman Rd. intersection. A master wastewater flow meter will be installed in this manhole.

There are sections of the existing collection system that are undersized by today's standards. The upgraded system will be installed such that it complies with present NR codes.



The Town option will include replacing the sewer main that serves the North Shore Manor property. We are concerned with the accuracy of the layout plan of the existing sewer main in this area. The existing sewer lines appear to run under two buildings. The final design will need to verify the location of the mains. An alternate routing of the sewer main to serve the Manor from Butler Ave. will be considered. Easements will need to be prepared for the North Shore Manor sewer replacement.

Two properties along CTH A are served by a sewer lateral that runs from Butler Ave. south to the Van Vonderon parcel (4050 CTH A). The replacement of this line will likely require easements to be developed through or along the Christenson property (829 Butler).

Two developed properties on Pickett Ave. (836 & 856 Pickett) are served by private septic systems. The system upgrade will anticipate leaving these properties as is. Other Winnebago area parcels along Pickett will not be connected to the existing sewer main that runs up the Pickett Ave. right-of-way. Per the City's directive, properties on Pickett will receive City sewer service if they are annexed.

Vacant parcels within the Winnebago area will have their sewer laterals replaced if they have existing sewer lateral within the street right-of-ways.

4.0 UTILITY SYSTEM UPGRADE OPTIONS REVIEW

4.1 General

As noted, the primary intent of the Feasibility Study will be to determine which government entity, if any, will provide/administer water and sewer service to this area. Options to be considered are described below and estimates of probable costs assigned to each.

4.2 Do Nothing

There is always a “Do Nothing” alternative. The Town could simply say to the State they want nothing to do with this problem the State created. To a certain degree, that is what has happened to date. The potential for grants to cover the costs of planning and constructing the solution has reopened the door to “Do Something”. If the Town chose the Do Nothing option, the State DHS could eliminate the \$1,000,000 CDBG grant and the property owners would give up an opportunity to replace its aging infrastructure.

Legal actions would likely follow regarding the ongoing issue of the State’s obligation to maintain service to an area created through WMHI. This alternative, although logical from a local standpoint may not be in the best long-term interest of the Winnebago area property owners who would be faced with legal bills for defending their position and physical costs/assessments to upgrade or replace their existing utilities.

It is difficult to place a cost estimate to this option in that it involves the loss of \$1,000,000 grant monies and could have legal fee implications. Cost estimates are found in Appendix A.

4.3 Sanitary District

There are three sanitary district options available to the Winnebago area property owners. Each option has procedural issues.

- 1) Annexation into Island View Sanitary District,
- 2) Activation of Town of Oshkosh Sanitary District,
- 3) Creation of the Winnebago Sanitary District.

4.3.1 Legal and Statutory Issues

There are legal and statutory issues surrounding the dissolution and/or creation of Sanitary Districts. The Town’s Attorney, John St. Peter, was consulted regarding procedures involved for this subsection. His comments are as follows:

- The creation, alteration or dissolution of Town Sanitary Districts is controlled by Subchapter IX Town Sanitary Districts found in Chapter 60 of the Wisconsin Statutes. The procedure for the creation and alteration of sanitary districts is relatively simple. Absent an existing sanitary district, a petition must be submitted containing at least 51 percent of the persons owning land or the owners of at least 51 percent of the land within the limits of the territory proposed to be organized into a town sanitary district. The petition is submitted to the Town Board and filed with the Town Clerk. Upon receipt of the petition the Town Board schedules a public hearing within 30 days after receipt of a

compliant petition. The Town Board is also required to publish a Class 2 notice of the hearing. The decision of the Town Board whether to create a sanitary district must satisfy the criteria set forth in Wis. Stat. § 60.71(6). The criteria are easily met and contain only three standards (1) the proposed work is necessary; (2) the public health, safety, convenience or welfare will be promoted by the establishment of the district; and (3) the property to be included in the district will be benefitted by the district. After the issuance and recording of its Order, the Town Board's decision is final.

- Assuming that the territory in question is already within an existing sanitary district, the Commissioners of the existing sanitary district may seek a change in the existing district boundaries by submitting a request to the Town Board to remove the relevant territory. Upon receipt of this request, the Town Board would use the procedure described above to act on the request. Again, the Town Board has substantial discretion in determining whether to remove territory from an existing sanitary district. Assuming for the sake of discussion that the Town Board would remove territory from an existing sanitary district, the property owners within the removed territory would have the option to submit a new petition to the Town Board for the creation of a separate sanitary district. The criteria for the creation of the sanitary district are the same as set forth above.
- It is not uncommon in Wisconsin for a town board to create a sanitary district that includes substantial territory that remains undeveloped or geographically disparate. As noted above, the Town of Oshkosh Sanitary District is not currently operative and has expressed a strong preference against assuming the legal and administrative functions for water or sewer systems within its boundaries. Under the circumstances, therefore, the removal of the Winnebago area from the Town of Oshkosh Sanitary District and the recreation of a new sanitary district would be the only means of providing the legal mechanism for a town sanitary district under Chapter 60 of the Wisconsin Statutes.

Preliminary discussions were held with the Island View Sanitary District (IVSD) to determine if there was an interest in allowing the Winnebago area to be annexed into this district. This area is unique in that it deals with both water and sewer service and the related user charges. The IVSD is not presently set up to administer user charges for water and the additional administrative work was not something they wanted to deal with. Essentially, there are additional tasks the existing SD would need to take on to manage this area with few apparent benefits. The IVSD declined the request to accept this area's annexation request. See Appendix B.

Preliminary discussions were also held with the Town of Oshkosh Sanitary District (TOSD) to determine if it was interested in taking on this administrative task. The TOSD is presently inactive as far as providing administrative functions for water or sewer systems within its boundaries. There are presently no areas of the sanitary district that have sewer or water service. The TOSD would be required to create ordinances and provide administrative functions for this unique area within the SD boundaries. Essentially, there are additional tasks the existing SD would need to take on to manage this area with few apparent benefits. There appeared to be a resistance by some residents of the TOSD to assist an area that received a higher level of utility service than the rest of the SD, in particular where it could potentially add costs to the overall SD in the future. There is resistance by the TOSD board to make this change.

We have sought the insight and direction of the Town's legal counsel (John St. Peter) regarding the procedural issues involved with the de-annexation of this area from the

Town of Oshkosh Sanitary District in order for a new “Winnebago Sanitary District” to be formed. Our understanding is that the cross-over is not difficult or overly cumbersome. We also understand it may be the most logical from an administrative sense, because we are not trying to force the administration of a sewer and water district area into an existing sanitary district that is not set up to manage it. The Winnebago Sanitary District (WSD) would be set up to manage the sewer and water systems in place, understanding that the physical boundaries will likely never change. The makeup of the SD board would come from property owners in this area who have the best interest of this specific area in mind. This ownership format is what will logically work to provide the best long-term benefit to the Winnebago area residents.

It is our understanding that the City has agreed to provide continued sewer and water service to this area if annexation is not the selected option. A legal document will need to be prepared that memorializes the City’s agreement to provide continuing sewer and water service to the Winnebago area if a Town Sanitary District takes over management and administration.

4.3.2 Cost Estimates

The cost estimate for the Sanitary District option is found in Appendix A. The estimate also predicts annual operation, maintenance, repair, replacement and administration costs and shows a present worth value of the option to provide a 20 year life cycle costs that can be compared to other alternatives.

4.3.3 Sanitary District Pros:

- The creation of a new sanitary district establishes a separate legal entity with all available powers to enter into contracts and otherwise operate as a quasi-municipal entity.
- The Commissioners of a sanitary district have the legal authority to raise money for construction and maintenance projects including through special assessments, user charges, loans and grants.
- None of the existing sanitary districts in the Town of Oshkosh are willing to assume the responsibilities over the relevant properties.
- The establishment of a new sanitary district would better facilitate an intergovernmental agreement with the City of Oshkosh.

4.3.4 Sanitary District Cons:

- The establishment of a separate sanitary district would require the cooperation of the commissioners of the existing Town of Oshkosh Sanitary District and the Town Board.
- The establishment of a separate sanitary district would require the active participation of residents within the proposed territory because the Town Board has expressed its reluctance to serve as the sanitary district commissioners.
- The limited size of the proposed sanitary district would constrain its ability to finance sewer and water projects in excess of available grant funds.

4.4 Utility District

The creation of a Town of Oshkosh Utility District sets up the Town Board to be the governing body for this area. The UD boundary would be the same boundary of the existing Winnebago

area. The bureaucracy to create and operate a utility district is relatively streamlined because of the use of the Town Board but it requires the Town Board or a sub-committee to take on the administration and management of the UD. The Town would be responsible for any cost overruns to manage the UD if problems occurred either physically or politically.

Our understanding is that the Town Board would prefer to stay at arms-length from the direct administration and management of this area. We believe this to be due to the history and cost of dealing with the State DHS and the City of Oshkosh in representing and defending the Winnebago area property owners over the past several years. There also appeared to be a resistance by some residents of the Town to assist an area that has historically received a higher level of utility service than the rest of the Town, in particular where it could potentially add costs to the overall Town in the future. There is resistance by the Town Board to make this change.

It is our understanding that the City has agreed to provide continued sewer and water service to this area if annexation is not the selected option. A legal document will need to be prepared that memorializes the City's agreement to provide continuing sewer and water service to the Winnebago area if a Town Utility District takes over management and administration.

4.4.1 Cost Estimates

The cost estimate for the Utility District option is found in Appendix A. The estimate also predicts annual operation, maintenance, repair, replacement and administration costs and shows a present worth value of the option to provide a 20 year life cycle costs that can be compared to other alternatives.

4.4.3 Utility District Pros:

- The creation of a new utility district establishes a separate legal entity with all available powers to enter into contracts and otherwise operate as a quasi-municipal entity.
- The Commissioners of a utility district have the legal authority to raise money for construction and maintenance projects including through special assessments, user charges, loans and grants.
- None of the existing sanitary districts in the Town of Oshkosh are willing to assume the responsibilities over the Winnebago properties.
- The establishment of a new utility district could facilitate an intergovernmental agreement with the City of Oshkosh.

4.4.4 Utility District Cons:

- The establishment of a separate utility district would require the cooperation of the commissioners of the existing Town of Oshkosh Sanitary District and the Town Board.
- The establishment of a separate utility district would require the active participation of residents within the proposed territory because the Town Board has expressed its reluctance to serve as the utility district commissioners.
- The limited size of the proposed utility district would constrain its ability to finance sewer and water projects in excess of available grant funds.

4.5 Annexation by the City of Oshkosh

The Winnebago area is mostly surrounded by the corporate limits of the City of Oshkosh who also provides water service to the area via the WMHI facility. Logic would say this is the simplest option because the City directly and indirectly already serves the area. The City has major water main and interceptor sewer lines that run along the north, east and south side of the Winnebago area. Connection of the Winnebago area sewer and water lines into the City's existing system look to be similar in cost to the "Town" options according to the cost estimate prepared by the City. Management of the area's utilities would be similar to current conditions because residents would receive a water and sewer bill directly from the City vs through WMHI.

Property values would increase upon annexation. A comparison was made of the property values of three residences adjacent to the Winnebago area (in the City and on City sewer & water) compared to nearby Town properties on WMHI water & sewer. The three City properties had an average improved property value of \$130,000. In contrast, we looked at twelve properties along Butler Ave. which had an average improved property of \$71,000. This is also noting that Butler Ave. properties are generally older but have curb & gutter and sidewalk improvements that the City lots do not. If the intention is to sell your property, the City option may look attractive.

The property tax implications are greater for the City properties. Property taxes for the twelve Town properties averaged about \$1300/yr including the garbage and recycling fees. The City taxes for the three properties in this area averaged \$2925/yr. In 2018 the comparison of City versus Town tax rates indicates an increase of about \$10 per \$1,000 of assessed value from annexation. It is likely the City may impose other assessments to commercial properties due to impervious area and such which would make it less attractive for those properties to be annexed.

The Winnebago properties presently pay a 25% suburban surcharge fee on top of their water and sewer charges as they pass through the WMHI system. For the average residence, this amounts to about \$100/year. This is an administrative surcharge to provide water and sewer service to properties outside the City limits. Annexation by the City will eliminate that fee.

Our understanding is that the Winnebago residents do not wish to petition for annexation into the City. We expect the Town does not want to lose this area to annexation by the City either. The Town owns property immediately north and south of this development even though it is within the corporate limits of the City. The Town understands that annexation typically comes from a request by the property owners often seeking utility services. In this case the utility services exist and they would pay more for the same services through annexation.

If annexation is selected, the \$1,000,000 CDBG grant will not be available to the Winnebago property owners. This is because Oshkosh is an entitlement community and these funds are not available to them. The City will require the utilities and associated infrastructure (streets, curb & gutter and sidewalk) in this area to be upgraded to City standards as part of annexation. The utility improvements would be made through a City assessment process and the entire cost of the upgrade would be borne by the area. That would also trigger necessary improvements to private property utilities such as lead service laterals and leaking or plugged sewer laterals.

4.5.1 Cost Estimate

The cost estimate for the City Annexation option is found in Appendix A. The estimates also predict an annual operation, maintenance, repair, replacement and administration costs and show a present worth value of the option to provide a 20 year life cycle cost that can be

compared to other alternatives.

4.5.2 Annexation Pros:

- Simplest of the alternatives. The City annexes the Winnebago area into its corporate boundaries which already surround the area. A layer of government is eliminated. The property owners do not need to create and maintain a Sanitary District.
- The City gains a tax base increment.
- The area is already served by City water and sewer service. User charges would come directly from the City. User charges would decrease by 25% due to the elimination of the City's utility surcharge.
- The City would be in charge of utility and street repair and maintenance projects. Any future water, sewer, storm sewer or street related problems would be directed to the City for action.
- Individual properties would be allowed to direct connect to the larger City watermains in the area. Water supply flow and pressure for some residences may be more consistent as a result. Water service could extend to properties presently unserved.
- Property values would likely increase.
- Two existing residences and the vacant parcels in the Winnebago area will receive sewer and water service and will be able to connect to the City's systems.
- The Town would have no additional involvement in the issues of this area. The Town would give up a residential area with aged and deteriorated utilities and infrastructure, in need of replacement. Town owned lands within the City's corporate limits, next to the Winnebago area could be sold for development.

4.5.2 Annexation Cons:

- The Town of Oshkosh loses a tax base. The Town would lose road aid mileage.
- The Winnebago area loses its local control over sewer and water utilities and infrastructure decisions. Any decisions regarding maintenance, repair or replacement of utilities and infrastructure come from the City.
- The Winnebago area loses the ability to have its utilities and infrastructure completely replaced to present code standards at no cost. A \$1,000,000 CDBG grant will be lost.
- User charges may increase due to the addition of storm sewer and fire protection charge additions to their bills.
- The City will require the utilities and infrastructure replacement project as part of the annexation process, they will assess \$824,000 of public infrastructure costs plus \$175,000 of private utility charges. The Town would be part of the assessment at about \$67,000 for their vacant property.
- Property taxes would increase, possibly double.
- Two existing residences and the vacant parcels in the Winnebago area will receive sewer and water service and will be required to connect to the City and be billed accordingly.
- The Town would have no additional involvement in the issues of this area. Town owned lands within the City's corporate limits, next to the Winnebago area may have little value to the Town.

4.6 Individual Onsite Water/Wastewater Systems

There is a remote possibility that the Town and DHS would not come to terms regarding the CDBG grant details. In that case, the individual onsite systems option may be considered.

There are two existing properties in the Winnebago area that are served by private well and septic systems. These are old systems and the process of obtaining County approvals for private on-site systems has changed dramatically. In checking with the County Planning and Zoning Department, it is likely that with the poor soil types in this area, the County would deny septic system permits, forcing the area to reconsider upgrading its existing water and sewer system options.

The County, City and Town may weigh in on allowing an area previously served with sewer and water to revert to onsite systems. This option is seen as a last chance option due primarily to the long-term viability issues with on-site systems in heavy soils. Per the County and considering the small lot sizes, this option would likely lead to the County requiring holding tanks. The charge for pumping a 2,000 gallon holding tank presently runs about \$100. Based on the typical usage records, individual residences would pay \$150/month in sewer charges.

This area of the County is in the special arsenic advisory area with special well casing requirements. Private cluster wells could be considered to reduce the number of private wells serving this area if the public water distribution system option is eliminated. There is a likelihood that water quality issues may require additional treatment of private well water at each residence.

4.6.1 Cost Estimate

The cost estimate for the Private Onsite Systems option is found in Appendix A. The estimates also predict an annual operation, maintenance, repair, replacement and administration costs and show a present worth value of the option to provide a 20 year life cycle cost that can be compared to other alternatives.

4.6.2 Individual On-Site System Pros:

- Eliminates any ability for the City to consider annexation by removing municipal utilities from the discussion.
- The Town retains its tax base increment.
- The area will no longer have utility charges from the City.
- Property taxes might decrease due to decreased property value.
- The property owners would not have to answer to WMHI or the City regarding sewer or water issues.

4.6.2 Individual On-Site System Cons:

- The Town of Oshkosh would have a section of residential development with poor infrastructure and abandoned utilities to deal with.
- The Town would lose access to the \$1,000,000 CDBG grant that would have paid for infrastructure improvements.
- The City, County and Town may challenge the area's ability to go away from municipal utilities, citing environmental concerns.
- Property values would likely drop by reverting back to holding tanks and private wells.

- There would be significant physical disruption of each developed property due to the construction of private wells and holding tanks.
- Well water quality issues may become more pronounced in the future, increasing the overall cost to operate.
- Existing soils in the area are not conducive to standard on-site systems. Holding tanks would likely be required for most of the existing residences.
- The costs to remove existing utilities and construct and operate new individual well and septic systems may be more costly over a 20 year period than upgrading existing utilities.

5.0 WATER AND SEWER USE CHARGE SYSTEM CONSIDERATIONS

5.1 General

A significant part of the feasibility study result is the determination/recommendation of the best option for dealing with water and sewer use charges. Each option considered will likely create a different twist on the format that the Winnebago area residents will be charged for the administration, operation and maintenance of the area's utilities. The continued use of individual water meters is the logical option for any community-based system except for the onsite option.

There is a need to replace the fire hydrant at the NE corner of the Butler/CTH A intersection because it presently doesn't have sufficient flow/pressure capabilities to be used by the pumper. It is imperative that the properties in this area have adequate fire protection at the completion of the upgrade project.

The City will charge the Winnebago Sanitary/Utility District a quarterly charge as a wholesale customer. The District will bill the individual customers with similar components as they presently receive. The district will need to add its own charges to cover its operation, maintenance, replacement and administration of the utility system. As noted previously, the upgrade project will need to include the replacement or recalibration of all individual residence/commercial water meters. Annual budgets will need to be prepared to address all administrative facets from collecting meter data to sending out bills and collecting fees. Software is readily available to deal with customer billing. The present individual utility bill format includes:

1. Water meter charge,
2. Water usage volume & usage charge,
3. Sewage meter charge,
4. Sewage usage volume & charge (based on water usage),
5. Suburban service surcharge for each (25%),

The Public Service Commission (PSC) will need to review and approve any fee structure for the wholesale of water from the City to the District. The PSC will also review and approve any agreement and any rate structure that the District develops. The District will need to establish a Rate Case before the PSC and comply with the financial and reporting requirements of PSC and the DNR as a water distribution supplier.

5.2 Water and Sewer System Meters

Discussions with the City Engineer for Oshkosh clarified the format for the annexation and Town sanitary/utility district options. In the cases involving the Town's promotion of sanitary district or utility district options, the City will require a master water meter to be installed in the main

feed line to the Winnebago area. The physical layout requires this meter to be in the NE corner of the Butler Ave./Sherman Rd. intersection. There exists a meter pit at this location and the design process will determine the details of connection to existing City water lines. The meter will need to have a remote reader and annual recalibration will be necessary.

The City has noted it may require the installation of a master sewage meter in a downstream manhole to correlate water usage to wastewater flow. Details of how the City will charge the district from this meter are unclear but clear water infiltration and inflow will be the main concerns to the district. The Town, as agent for the Winnebago area, has questioned the necessity of a master sewage meter for this area. There is no other area within or connected to the City's sewer system that has both water and sewer meters. Sewage flow meters are typically less accurate than water meters. This area will have all new water and sewer mains and laterals, likely including private laterals. Controversy could be created during periods when the sewage flow meter records lower flow totals than the water supply meter. There is no need for comparative meters.

5.3 Water Use Cost Forecasts

Presuming the Winnebago area moves forward with one of the district options, the water distribution facilities will have been completely upgraded and paid for from the CDBG grant. Some individual property owners may have a separate and individual payment for their private sewer or water lateral replacement. We will therefore anticipate there is no water related capital debt when the project is completed.

The operational charges for water usage will be covered by either residential or commercial meter charges. Water charges will likely change compared to the present rates. The City rates will be based on a wholesale customer but the district will have administrative costs to pass those charges on to the individual customers. The District will need to file with the PSC to become a public water utility. In its rate case to the PSC, the District will argue for the elimination of the 25% surcharge to wholesale water charges from the City. We are hopeful that request will find favor with the PSC and the surcharge will be eliminated.

The present water usage varies significantly within the Winnebago area. Some variation is because some houses are vacant or not all rental units are occupied. There doesn't look to be a variance between rental units and owned property. We noted higher than normal water usage from a couple residences potentially due to leaks. The City refers to average water usage at 1600 cu. ft. per quarter (12,000 gal/qtr). We noted the range varies in Winnebago but the average occupied residence uses about 1100 cf/qtr (8200 gal/qtr). Maybe the average home is smaller, area residents are more frugal or the 25% utilities surcharge has an impact.

No change in water usage is anticipated in any scenario. The cost of water and sewer typically will not significantly change water use habits.

5.4 Sewer Use Cost Forecasts

Presuming the Winnebago area moves forward with one of the district options, the gravity sewer system will have been completely upgraded and paid for from the CDBG grant. Some individual property owners may have a separate and individual payment for their private sewer or water lateral replacement. We will therefore anticipate there is no sewer related capital debt when the project is completed.

The operational charges for sewer usage will be covered by either residential or the commercial meter charges. Sewer charges will likely change compared to the present rates. The City rates will be based on a wholesale customer but the district will have administrative costs to pass those charges on to the individual customers. The District will need to file with the PSC to become a public water utility. In its rate case to the PSC, the District will argue for the elimination of the 25% surcharge to wholesale charges for sewer from the City. We are hopeful that request will find favor with the PSC and the sewer surcharge will be eliminated.

The City has proposed the addition of a wastewater flow meter as well but this will add unnecessary comparative record keeping and accuracy controversy. Gravity sewage flow meters are inherently plagued with inaccuracy due to fouling and will require routine maintenance. No other areas of the City have this dual billing component, for logical reasons. The Town will seek to have this requirement removed. The PSC may need to be involved.

The sewer rates are based on water usage, so similar comments can be made for sewer use forecasting as for water. We anticipate the sewer system to be tight once replaced under the District scenario. The sewage flow should be similar to water usage, sometimes less and other times slightly more. The District scenario could allow deductive water meters for lawn sprinkling/gardening use.

5.5 Water and Sewer User Charge Summary

The table below summarizes the anticipated water and sewer use charges under the various scenarios.

Do Nothing	\$42,000/yr user charge plus over \$1,000,000 assessment charges for City annexation project costs. If the Town chooses to do nothing, it is likely that annexation by the City will be the option for this area.
Sanitary District	\$60,000/yr (about \$24,000/year more than present). There will be no debt payment in the user charge calculation. With the City selling wholesale water to the District, we don't anticipate a 25% surcharge. The Sanitary District will invoice individual residents. The City cannot charge for fire protection or stormwater fees.
Utility District	\$60,000/yr (about \$24,000/year more than present). There will be no debt payment in the user charge calculation. With the City selling wholesale water to the District, we don't anticipate a 25% surcharge. The Sanitary District will invoice individual residents. The City cannot charge for fire protection or stormwater fees.
Annexation by City	\$42,000/yr user charge plus over \$1,000,000 assessment charges for City annexation project costs. The City will not charge a surcharge to city residents so there will be a 25% reduction in the charges but the City will charge fire protection and stormwater fees. These charges more than offset the surcharge elimination.
Individual On-Site	\$88,000/yr combined individual costs of water supply and sewage disposal plus over \$1,000,000 total capital costs to convert to on-site treatment systems. There would be no User Charge, only what the individual property owner would pay for managing the well and septic system.

6.0 CONCLUSION

6.1 General

Ultimately, we will be recommending the option that is the “Best Fit” for the residents of the Winnebago area as well as the governing bodies involved with the administration, operation and maintenance of the system. We recognize that the function of the Feasibility Study is to bring to light the various options available to this area for utility service and to review/recommend a direction for them to take.

It will not be surprising if there are a couple options that are similar in their cost and overall benefit to the area. The deciding factor may be non-technical. The final decision is up to the Town and the WMHI area residents. We will assist through the final decision process to help move the project to the next phase.

6.2 Options Summaries and Conclusions

6.2.1 Capital Costs

The capital costs summary is listed below.

Do Nothing	\$1,100,000+	This option will force legal action. It will cause one of the other options to be forced. The forced action will eliminate the \$1,000,000 grant and the Winnebago area will be responsible for all capital costs which will exceed \$1,000,000.
Sanitary District	\$0	The CDBG grant will cover the project related capital costs as long as the project costs are reasonable and in range of the \$1,000,000 grant amount proposed.
Utility District	\$0	The CDBG grant will cover the project related capital costs as long as the project costs are reasonable and in range of the \$1,000,000 grant amount proposed.
City Annexation	\$1,100,000	This option removes the CDBG grant and places the financial burden on the Winnebago area property owners. The capital assessment varies based on lot frontage but averages about \$20,000. The vacant lots and lots not served by sewer or water are assessed. Each developed lot will also expect to pay \$7,000 for private utilities upgrades. The Town will be assessed about \$67,000 for its street frontage.
Individual On-Site	\$1,046,000	This option removes the CDBG grant and places the financial burden on the Winnebago area property owners. We see this as a least desirable option in that it takes a step back in sewer and water service. Holding tanks would be the sewage option due to poor soil conditions. The area around it will likely develop with City utilities.

6.2.2 Operational Costs

The Operational costs summary is listed below.

Do Nothing	\$42,000/yr	<u>Initially</u> , no change, the City will continue to bill the area as it presently does. The final outcome will change the billing to whichever entity takes over this area. It is likely the area would be annexed.
Sanitary District	\$60,000/yr	The Sanitary District will require management and invoicing to individual residents. Annual costs are higher as a result. The SD will have a legitimate argument to the PSC to eliminate the City's 25% surcharge.
Utility District	\$60,000/yr	The Utility District will require management and invoicing to individual residents. Annual costs are higher as a result. The UD will have a legitimate argument to the PSC to eliminate the City's 25% surcharge.
Annexation by City	\$42,000/yr	The City will <u>not</u> include a 25% surcharge to these new city residents. The City <u>will</u> charge for fire protection and stormwater. The new City charges appear to offset the surcharge savings.
Individual On-Site	\$88,000/yr	The on-site operational costs include well pump electrical and pumping out holding tanks. The costs were derived by anticipating one pumpout per month at \$100/pumpout. Individual operation will vary.

6.2.3 Functional Review

The functional (non-cost related) review looks only at the daily operational functions of one option versus another. The rating summary is listed below using the basis of 1 – Most functional and 5 – least functional in the long-term basis.

Do Nothing	5 th - Least	This option will serve to delay a decision to move to another option. It will open the door for annexation as the most reasonable solution and considered the most functional solution from a non-cost standpoint.
Sanitary District	2 nd	From a “simplicity of operation” standpoint, the Sanitary District option is tied with the UD option. The local residents will notice only minimal change in operations. A new SD board will be required to manage the utility operations which may have some growing pains but the Town doesn't want to manage a Utility District because it will be seen as treating this area different than other areas of the Town.
Utility District	2 nd	From a “simplicity of operation” standpoint, the Utility District option tied with the SD option. The local residents will notice only minimal change in

Annexation by City	1 st Most	operations. The Town Board could function as the Utility Board which brings in experience of dealing with billings and governmental dealings but there is resistance to do this because of perception that this area is treated different than other areas of the Town.
Individual On-Site	4 th	If costs are not part of the review, the City annexation option is the simplest solution from a functional standpoint. Neither the Town nor the Winnebago residents have any management related issues to deal with. They simply pay their bills. As noted above, the annexation related capital costs are significant and this area will have additional charges for fire protection, stormwater and taxes will be higher.
		Although this is a very simple alternative, it will prove invasive to the local property owners who will be required to abandon existing infrastructure and likely install holding tanks and wells on their small lots. The physical disruption of property may prove to be a deciding factor in making this choice.

6.2.4 Local Preference

The Local Preference rating summary looks at the input from the Winnebago residents and the Town’s perspective in selecting the options they least or most prefer. The listing below uses the basis of 1 – Most Preferred and 5 – Least locally preferred.

Do Nothing	5 th - Least	This option will serve to delay a decision to move to another option. It will eliminate a \$1,000,000 grant opportunity. Ultimately, this will involve additional legal fees to defend the decision. It is likely this option would be the outcome of the Town washing its hands of the issue. It opens the door for annexation.
Sanitary District	1 st Most	From a local acceptance standpoint, the Sanitary District option is preferred. Straw polls were taken at the informational meetings and the indication was in favor of creating a Sanitary District. The local residents will notice only minimal change in operations. A new SD Board made up of Winnebago property owners will manage the utility operations. It may have some growing pains but the Town has offered to assist them as they get started. The WSD will be in charge of the costs relating to its operation.
Utility District	2 nd	From a local acceptance standpoint, the Utility District and annexation options are similar. The local residents prefer not to be part of the City but the Town does not want to be part of the governance of the Winnebago area. Annexation includes \$1.1 million in capital costs to the Winnebago area property owners.

Annexation by City	3 rd	From a local acceptance standpoint, the annexation and Utility District options are similar. The local residents prefer not to be part of the City but the Town does not want to be part of the governance of the Winnebago area. The Town may push for annexation if the local Winnebago residents seek the UD option. The City will accept the Winnebago area without difficulty but without the CDBG grant to assist them in the \$1.1 million utilities upgrade costs.
Individual On-Site	4 th	The County and City may step in and require this option to be scrutinized due to the existing urban utilities nature of the area and its poor soils. The physical intrusion of this option on each lot will push reconsideration of another option. The CDBG grant of over \$1million will be lost.

6.3 Recommendations:

We wish to thank the Town of Oshkosh Board and in particular Jim Erdman, Town Chair and Jeannette Merten, Town Clerk for their significant input and assistance in the past and moving forward with the overall process of dealing with the Winnebago area.

Based on the options review and meetings/discussions with the Winnebago residents and Town, we recommend the Sanitary District option. The justifications for this recommendation are listed below:

1. Minimal capital costs. There will be costs for the Sanitary District formation involving legal, engineering and accounting to prepare formation documents, deal with the State departments, City of Oshkosh and the Town of Oshkosh. The CDBG grant will not cover costs to form the Sanitary District.
2. Moderate operational costs once the Sanitary District is formed. The District's application to the PSC will recommend elimination of utility surcharging from the City. The District will have growing pains in record keeping and billing but the Town of Oshkosh has indicated a willingness to assist them with training on the system.
3. The option ranked high on functionality once the District became operationally stable. With a very limited number of properties to deal with, the operational routine will become easy to manage. Aside from a water meter and some water valves, there is no mechanical equipment to deal with.
4. The Winnebago property owners and residents have indicated a strong preference for the Sanitary District option. This indicates they are willing to take ownership of their collective future and manage it accordingly.
5. Although the City of Oshkosh does not gain residents and property through annexation, it benefits from a status quo with slightly tighter sewage collection system.
6. The Town of Oshkosh benefits in the long run by keeping constituents in the Town and having this issue finally get resolved.
7. The State Department of Health Services benefits by having this issue finally resolved in whatever fashion works the best for the Winnebago area. They dealt with a difficult issue and made available a \$1 million+ CDBG grant to the Winnebago area to resolve it.
8. The Winnebago property owners and residents benefit by finally having control over their own destiny, utility-wise. They are able to make the initial transition with the helping

hand of the Town. They gain a new utility and infrastructure system which will serve them well for decades to come.

General Engineering Company appreciates the opportunity to provide these services to the Town and the Winnebago Area residents and is also available for questions and guidance on this report.

Respectfully Submitted,

General Engineering Company

Jerry A. Foellmi

Jerry A. Foellmi, PE
Town of Oshkosh Engineering Consultant

CC: Town of Oshkosh Board

APPENDIX A

COST ESTIMATES & PRESENT WORTH PROJECTIONS

WINNEBAGO AREA – TOWN OF OSHKOSH

**WINNEBAGO AREA UTILITIES AND INFRASTRUCTURE REPLACEMENT
SANITARY OR UTILITY DISTRICT OPTION**

DESCRIPTION OF WORK		UNITS	TOTAL QUANTITY	UNIT COST	TOTAL COST	Design Life	Replace. Cost	Salvage Value
GENERAL								
1	Silt Fence	LF	1500	\$ 2.00	\$ 3,000			
2	Inlet Protection	LS	1	\$ 2,000.00	\$ 2,000			
3	Traffic Control	LS	1	\$ 2,000.00	\$ 2,000			
4	Tree Removal	LS	1	\$ 5,000.00	\$ 5,000			
5	Remove Concrete Curb & Gutter	LF	1400	\$ 2.00	\$ 2,800			
6	Remove Concrete Driveway and Sidewalk	SF	6120	\$ 1.00	\$ 6,120			
GENERAL WORK SUBTOTAL					\$ 20,920			
BUTLER AVE AND CTH A								
7	8" Sanitary Sewer Relay - Butler	LF	700	\$ 75.00	\$ 52,500	40	\$	26,250
8	8" Sanitary Sewer Relay - (Private Easement)	LF	270	\$ 75.00	\$ 20,250	40	\$	10,125
9	Sanitary Sewer Manholes - 4' Diameter	VF	54	\$ 325.00	\$ 17,550	40	\$	8,775
10	8" x 6" Wyes	EA	19	\$ 140.00	\$ 2,660	40	\$	1,330
11	4"/6" Sanitary Sewer Lateral Relay w/Tracer Wire/Box	LF	646	\$ 65.00	\$ 41,990	40	\$	20,995
12	4"/6" San. Sewer Lat. Relay w/Tracer Wire/Box (private)	LF	100	\$ 65.00	\$ 6,500	40	\$	3,250
13	Sewer MH Seal, Frame & Cover	EA	6	\$ 800.00	\$ 4,800	40	\$	2,400
14	TV Inspection of Sanitary Sewer Main	LF	970	\$ 2.00	\$ 1,940			
15	Telviser Sewer Laterals	EA	19	\$ 200.00	\$ 3,800			
16	Clay Dams	EA	19	\$ 100.00	\$ 1,900			
SANITARY SUBTOTAL					\$ 153,890			
17	6" DI Water Main Relay - Butler to Meter MH	LF	780	\$ 65.00	\$ 50,700	40	\$	25,350
18	4" Water Main Relay - (Private Easement)	LF	285	\$ 65.00	\$ 18,525	40	\$	9,263
19	Hydrant w/ 6" Valve on Lead	EA	3	\$ 5,000.00	\$ 15,000	40	\$	7,500
20	1" Corp & Curb Stops w/ Box	EA	18	\$ 500.00	\$ 9,000	40	\$	4,500
21	1" Water Service	LF	735	\$ 60.00	\$ 44,100	40	\$	22,050
22	6" Valves	EA	5	\$ 1,500.00	\$ 7,500	40	\$	3,750
23	4" Valves	EA	1	\$ 1,200.00	\$ 1,200	40	\$	600
24	Fittings (Bends & Tees)	EA	7	\$ 450.00	\$ 3,150	40	\$	1,575
25	Connection to Existing Main	EA	1	\$ 2,000.00	\$ 2,000			
26	Water Meter MH, 6 ft ID	VF	8	\$ 600.00	\$ 4,800	40	\$	2,400
27	Meter MH Seal, Frame & Cover	EA	1	\$ 800.00	\$ 800	40	\$	400
28	Water Meter, 4" Mag Meter	EA	1	\$ 5,000.00	\$ 5,000	20		
29	Clay Dams	EA	19	\$ 100.00	\$ 1,900			
WATER SUBTOTAL					\$ 163,675			
30	Storm Sewer Inlet Box, 2x3	EA	4	\$ 1,500.00	\$ 6,000	40	\$	3,000
31	Curb Inlet Casting w/ Seal	EA	4	\$ 700.00	\$ 2,800	40	\$	1,400
32	Storm Sewer Pipe, 15" RCP	LF	20	\$ 60.00	\$ 1,200	40	\$	600
33	MH Adjustment, Existing Storm Sewer MH	EA	1	\$ 200.00	\$ 200			
34	Connect to Existing Storm Sewer	EA	2	\$ 2,000.00	\$ 4,000			
STORM SEWER SUBTOTAL					\$ 14,200			
35	Unclassified Excavation Street Section	CY	1775	\$ 10.00	\$ 17,750			
36	Road Geotextile	SY	3550	\$ 1.50	\$ 5,325	40	\$	2,663
37	Breaker Run Base Course, 8"	TON	1736	\$ 10.00	\$ 17,356	40	\$	8,678
38	Crushed Aggregate Base Course, 8"	TON	1736	\$ 10.00	\$ 17,356	40	\$	8,678
39	Finish Grade Base Course	SY	3161	\$ 1.10	\$ 3,477			
40	AC Binder Course, 1 1/4" 4LT 58-28S	TON	332	\$ 80.00	\$ 26,553	20		
41	AC Surface Course, 1 1/4" 4LT 58-28S	TON	332	\$ 80.00	\$ 26,553	20		
42	Sawcut Existing Asphalt Pavement	LF	220	\$ 2.50	\$ 550			
43	Concrete Curb & Gutter 24"	SF	1400	\$ 12.00	\$ 16,800	20		
44	Concrete Driveway & Sidewalk 6"	SF	2340	\$ 6.00	\$ 14,040	20		
45	Concrete Sidewalk 4"	SF	6280	\$ 5.00	\$ 31,400	20		
46	Topsoil, Fertilizer, Seed & Mulch	SY	1971	\$ 3.00	\$ 5,913			
CONCRETE & PAVEMENT SUBTOTAL					\$ 183,073			
SHERMAN ROAD								
47	8" Sanitary Sewer Relay - Sherman	LF	1290	\$ 75.00	\$ 96,750	40	\$	48,375
48	Sanitary Sewer Manholes - 4' Diameter	VF	54	\$ 325.00	\$ 17,550	40	\$	8,775
49	8" x 6" Wyes	EA	4	\$ 140.00	\$ 560	40	\$	280
50	4"/6" Sanitary Sewer Lateral Relay w/Tracer Wire/Box	LF	80	\$ 65.00	\$ 5,200	40	\$	2,600
51	Sewer MH Seal, Frame & Cover	EA	6	\$ 800.00	\$ 4,800	40	\$	2,400
52	TV Inspection of Sanitary Sewer Main	LF	1290	\$ 2.00	\$ 2,580			
53	Telviser Sewer Laterals	EA	4	\$ 200.00	\$ 800			
54	Clay Dams	EA	4	\$ 100.00	\$ 400			
SANITARY SUBTOTAL					\$ 128,640			

SHERMAN ROAD									
55	4" DI Water Main Relay - Butler to Meter MH	LF	780	\$ 40.00	\$ 31,200	40	\$	15,600	
56	Flushing Hydrant w/ 4" Valve on Lead	EA	1	\$ 3,000.00	\$ 3,000	40	\$	1,500	
57	1" Corp & Curb Stops w/ Box	EA	4	\$ 500.00	\$ 2,000	40	\$	1,000	
58	1" Water Service	LF	80	\$ 60.00	\$ 4,800	40	\$	2,400	
59	4" Valves	EA	1	\$ 1,200.00	\$ 1,200	40	\$	600	
60	Fittings (Bends & Tees)	EA	3	\$ 450.00	\$ 1,350	40	\$	675	
61	Connection to Existing Main	EA	1	\$ 2,000.00	\$ 2,000				
WATER SUBTOTAL					\$ 45,550				
62	Unclassified Excavation Street Section	CY	867	\$ 10.00	\$ 8,667				
63	Road Geotextile	SY	1733	\$ 1.50	\$ 2,600	40	\$	1,300	
64	Breaker Run Base Course, 8"	TON	847	\$ 10.00	\$ 8,474	40	\$	4,237	
65	Crushed Aggregate Base Course, 8"	TON	847	\$ 10.00	\$ 8,474	40	\$	4,237	
66	Finish Grade Base Course	SY	1344	\$ 1.10	\$ 1,479				
67	AC Binder Course, 1 1/4" 4LT 58-28S	TON	141	\$ 80.00	\$ 11,293	20			
68	AC Surface Course, 1 1/4" 4LT 58-28S	TON	141	\$ 80.00	\$ 11,293	20			
69	Sawcut Existing Asphalt Pavement	LF	1404	\$ 2.50	\$ 3,510				
70	Topsoil, Fertilizer, Seed & Mulch	SY	2889	\$ 3.00	\$ 8,667				
CONCRETE & PAVEMENT SUBTOTAL					\$ 64,457				
EASEMENT APARTMENT CONNECTION									
71	8" Sanitary Sewer Relay	LF	350	\$ 75.00	\$ 26,250	40	\$	13,125	
72	Sanitary Manholes - 4" Diameter	VF	18	\$ 325.00	\$ 5,850	40	\$	2,925	
73	Connection Existing Sewer	EA	1	\$ 1,600.00	\$ 1,600				
74	Clay Dams	EA	1	\$ 100.00	\$ 100				
75	Topsoil, Fertilizer, Seed & Mulch	SY	778	\$ 3.00	\$ 2,333				
76	Restoration Work Area and Access	LS	1	\$ 2,000.00	\$ 2,000				
EASEMENT CONNECTION SUBTOTAL					\$ 38,133				
SUBTOTAL					\$ 812,539		\$ -	\$ 285,600	
7% Miscellaneous Work						LS	1	\$ 56,877.71	\$ 56,878
Subtotal					\$ 869,416				
10% Contingency						LS	1	\$ 86,941.64	\$ 86,942
12% Engineering						LS	1	\$ 104,329.97	\$ 104,330
ESTIMATED PROJECT CONTRACT COST					\$ 1,061,000				
CDBG Grant					\$ (1,061,000)				
Net Project Cost					\$ -				
PRIVATE PROPERTY LATERAL WORK - Does Not Include Apartment Complex									
4"/6" Sanitary Sewer Lateral						EA	23	\$ 3,500.00	\$ 80,500
1" Water Service - Non-LSL Lateral Replacement						EA	5	\$ 3,500.00	\$ 17,500
1" Water Service - Lead Service Lateral Replacement						EA	21	\$ 3,500.00	\$ 73,500
PRIVATE PROPERTY SUBTOTAL					\$ 171,500				
MISCELLANEOUS ALTERNATE BID ITEMS									
6" C900 PC						LF	780	\$8/LF	savings
1" Water Service - Plastic						LF	735	\$6/LF	savings
Operation and Maintenance Costs								Annual Cost	
Insurance								\$ 2,000	
Computer Support								\$ 200	
Legal/Engineering/ Accounting								\$ 1,000	
Office Expense								\$ 300	
Maintenance Expense								\$ 3,000	
Payroll (Clerk, Bookkeeping, Operations)								\$ 20,000	
*SUO User Charge from City (70,000 cf/qtr x [\$4.55/100 cf(w) + \$5.22/100 cf(s)] + \$1080/qtr(m))								\$ 31,676	
Equipment Replacement Fund								\$ 2,000	
								\$ 60,176	
20 Year Present Worth								Actual Cost	Present Worth
Initial Capital Cost							\$ -	\$ -	
Annual O & M Cost						14.0530	\$ 60,176	\$ 845,653	
Future Capital - 10 Year						0.7004	\$ -	\$ -	
Future Capital - 15 Year						0.5862	\$ -	\$ -	
Salvage Value						(0.4906)	\$ 285,600	\$ (140,115)	
TOTAL ESTIMATE OF PRESENT WORTH								\$ 706,000	

Note: Present Worth estimated using discount rate = 3-5/8%

* Estimates show Winnebago area purchases approximately 70,000 cu ft of water per quarter.

* Anticipating removal of 25% surcharge on water and sewer charges from City.

**WINNEBAGO AREA UTILITIES AND INFRASTRUCTURE REPLACEMENT
ANNEXATION TO CITY OF OSHKOSH OPTION**

DESCRIPTION OF WORK	UNITS	TOTAL QUANTITY	UNIT COST	TOTAL COST	Design Life	Replace. Cost	Salvage Value
BUTLER AVE AND CTH A							
8" SANITARY SEWER RELAY BUTLER AND CTH A	LF	1,150	\$95.00	\$109,250.00	40		\$ 54,625
SANITARY MANHOLES -4" DIAMETER	VF	36	\$325.00	\$11,700.00	40		\$ 5,850
8" X 6" WYES	EACH	19	\$140.00	\$2,660.00	40		\$ 1,330
4"/6" SANITARY SEWER LATERAL RELAY	LF	703	\$85.00	\$59,755.00	40		\$ 29,878
MARKER BALLS	EACH	38	\$25.00	\$950.00	40		\$ 475
CONNECTION TO EXISTING MAINS	EACH	1	\$800.00	\$800.00			
CHIMNEY SEALS		3	\$350.00	\$1,050.00	40		\$ 525
CLAY DAMS	EACH	19	\$100.00	\$1,900.00			
Lateral Subtotal				\$65,265.00			
Main Subtotal				\$122,800.00			
SANITARY SUBTOTAL				\$188,065.00			
8" WATER MAIN							
8" WATER MAIN	LF	1,250	\$85.00	\$106,250.00	40		\$ 53,125
6" WATER MAIN NEW	LF	75	\$90.00	\$6,750.00	40		\$ 3,375
HYDRANTS	EACH	3	\$3,500.00	\$10,500.00	40		\$ 5,250
1" CORP & CURB STOPS	EACH	19	\$500.00	\$9,500.00	40		\$ 4,750
1" WATER SERVICE	LF	703	\$60.00	\$42,180.00	40		\$ 21,090
6" VALVES	EACH	3	\$1,200.00	\$3,600.00	40		\$ 1,800
8" VALVES	EACH	7	\$1,500.00	\$10,500.00	40		\$ 5,250
FITTINGS (BENDS & TEES)	EACH	10	\$450.00	\$4,500.00	40		\$ 2,250
CONNECTION TO EXISTING MAINS	EACH	1	\$2,000.00	\$2,000.00			
CLAY DAMS	EACH	19	\$100.00	\$1,900.00			
Lateral Subtotal				\$53,580.00			
Main Subtotal				\$144,100.00			
WATER SUBTOTAL				\$197,680.00			
ASPH. PAVEMENT RESTORATION (BUTLER)							
ASPH. PAVEMENT RESTORATION (BUTLER)	SY	3,080	\$45.00	\$138,600.00	20		
CURB REPLACEMENT FOR LATERALS, BUTLER	LF	255	\$27.00	\$6,885.00	20		
CONC. PAVEMENT RESTORATION (CTH A)	SY	1,067	\$68.00	\$72,533.33	20		
PAVEMENT SUBTOTAL				\$218,018.33			
SHERMAN RD							
4"/6" SANITARY SEWER LATERAL RELAY	LF	435	\$85.00	\$36,975.00	40		\$ 18,488
MARKER BALLS	EACH	12	\$25.00	\$300.00	40		\$ 150
CLAY DAMS	EACH	6	\$100.00	\$600.00			
Lateral Subtotal				\$37,875.00			
Main Subtotal				\$0.00			
SANITARY SUBTOTAL				\$37,875.00			
1" CORP & CURB STOPS							
1" CORP & CURB STOPS	EACH	6	\$275.00	\$1,650.00	40		\$ 825
1" WATER SERVICE	LF	372	\$60.00	\$22,320.00	40		\$ 11,160
CLAY DAMS	EACH	6	\$100.00	\$600.00			
Lateral Subtotal				\$24,570.00			
Main Subtotal				\$0.00			
WATER SUBTOTAL				\$24,570.00			
ASPH. PAVEMENT RESTORATION							
ASPH. PAVEMENT RESTORATION	SY	147	\$45.00	\$6,615.00	20		
CURB REPLACEMENT FOR LATERALS	LF		\$27.00	\$0.00	20		
CONC. PAVEMENT RESTORATION	SY		\$68.00	\$0.00	20		
PAVEMENT SUBTOTAL				\$6,615.00			
PICKETT AVE							
8" SANITARY SEWER RELAY BUTLER AND CTH A	LF	220	\$95.00	\$20,900.00	40		\$ 10,450
SANITARY MANHOLES -4" DIAMETER	VF	8	\$325.00	\$2,600.00	40		\$ 1,300
8" X 6" WYES	EACH	4	\$140.00	\$560.00	40		\$ 280
4"/6" SANITARY SEWER LATERAL RELAY	LF	100	\$85.00	\$8,500.00	40		\$ 4,250
MARKER BALLS	EACH	8	\$25.00	\$200.00	40		\$ 100
CONNECTION TO EXISTING MAINS	EACH	1	\$800.00	\$800.00			
CHIMNEY SEALS		1	\$350.00	\$350.00	40		\$ 175
CLAY DAMS	EACH	4	\$100.00	\$400.00			
Lateral Subtotal				\$9,660.00			
Main Subtotal				\$24,650.00			
SANITARY SUBTOTAL				\$34,310.00			
8" WATER MAIN							
8" WATER MAIN	LF	420	\$85.00	\$35,700.00	40		\$ 17,850
6" WATER MAIN NEW	LF	20	\$90.00	\$1,800.00	40		\$ 900
HYDRANTS	EACH	1	\$3,500.00	\$3,500.00	40		\$ 1,750
1" CORP & CURB STOPS	EACH	4	\$500.00	\$2,000.00	40		\$ 1,000
1" WATER SERVICE	LF	100	\$60.00	\$6,000.00	40		\$ 3,000
6" VALVES	EACH	1	\$1,200.00	\$1,200.00	40		\$ 600
8" VALVES	EACH	2	\$1,500.00	\$3,000.00	40		\$ 150
FITTINGS (BENDS & TEES)	EACH	4	\$450.00	\$1,800.00	40		\$ 900
CONNECTION TO EXISTING MAINS	EACH	1	\$2,000.00	\$2,000.00			
CLAY DAMS	EACH	4	\$100.00	\$400.00			
Lateral Subtotal				\$8,400.00			
Main Subtotal				\$49,000.00			
WATER SUBTOTAL				\$57,400.00			

PICKETT AVE.								
ASPH. PAVEMENT RESTORATION (PICKETT)	SY	920	\$45.00	\$41,400.00		20		
CURB REPLACEMENT FOR LATERALS	LF	0	\$27.00	\$0.00		20		
CONC. PAVEMENT RESTORATION	SY	0	\$68.00	\$0.00		20		
PAVEMENT SUBTOTAL				\$41,400.00				
Easement Apartment connection								
SANITARY MANHOLES -4" DIAMETER	VF	15	\$325.00	\$4,875.00		40	\$	2,438
10" SANITARY SEWER RELAY	LF	20	\$95.00	\$1,900.00		40	\$	950
CONNECT TO EXISTING SEWER 18"		2	\$1,600.00	\$3,200.00				
CLAY DAMS		1	\$100.00	\$100.00				
6" WATER MAIN	LF	30	\$90.00	\$2,700.00		40	\$	1,350
CONNECT TO EXISTING WATER		1	\$2,000.00	\$2,000.00				
6" VALVES	EACH	1	\$1,200.00	\$1,200.00		40	\$	600
CLAY DAMS		1	\$100.00	\$100.00				
RESTORATION WORK AREA AND ACCESS	LS	1	\$2,000.00	\$2,000.00				
SUBTOTAL				\$18,075.00				
				\$824,008.33			\$	268,200
				10% MISC	\$82,400.83			
				SUBTOTAL	\$906,409.17			
				10% CONT	\$90,640.92			
				12% ENGR	\$108,769.10			
Estimated Public Contract Cost - Work within Right of Way				\$1,105,819.18				
PRIVATE PROPERTY LATERAL WORK								
4/6 SANITARY SEWER LATERAL	EACH	25	\$3,500.00	\$87,500.00				
1" WATER SERVICE	EACH	25	\$3,500.00	\$87,500.00				
Estimated Private Property Work - Does not include Apartment Complex				\$175,000.00				
Estimated Total Project Cost				\$1,280,819.18				
Operation and Maintenance Costs						Annual Cost		
*SUO User Charge from City (70,000 cf/qtr)							\$	42,227
							\$	42,227
20 Year Present Worth						Actual	Present	
						Cost	Worth	
Initial Capital Cost						\$	1,280,920	\$ 1,280,920
Annual O & M Cost 14.0530						\$	42,227	\$ 593,412
Future Capital - 10 Yea 0.7004						\$	-	\$ -
Future Capital - 15 Yea 0.5862						\$	-	\$ -
Salvage Value (0.4906)						\$	268,200	\$ (131,579)
TOTAL ESTIMATE OF PRESENT WORTH							\$	1,743,000

Note: Present Worth estimated using discount rate = 3-5/8%

* Estimates show Winnebago area purchases approximately 70,000 cu ft of water per quarter.

* Annexation into the City would eliminate the 25% water and sewer surcharges.

**WINNEBAGO AREA UTILITIES AND INFRASTRUCTURE REPLACEMENT
INDIVIDUAL ON-SITE TREATMENT OPTION**

	DESCRIPTION OF WORK	UNITS	TOTAL QUANTITY	UNIT COST	TOTAL COST	Design Life	Replace. Cost	Salvage Value
BUTLER AVE AND CTH A								
1	Private On-site Holding Tank (2000 gal)	EA	18	\$ 10,000.00	\$ 180,000	40	\$	90,000
2	4"/6" Sanitary Sewer Lateral Relay	LF	380	\$ 65.00	\$ 24,700	40	\$	12,350
					SANITARY SUBTOTAL			
					\$ 204,700			
3	Private On-site Well	EA	18	\$ 10,000.00	\$ 180,000	40	\$	90,000
4	1" Water Service	LF	360	\$ 60.00	\$ 21,600	40	\$	10,800
					WATER SUBTOTAL			
					\$ 201,600			
5	Abandon Existing water and sewer infrastructure	LS	1	\$ 50,000.00	\$ 50,000			
6	Street restoration	LS	1	\$ 30,000.00	\$ 30,000			
7	Topsoil, Fertilizer, Seed & Mulch	LS	1	\$ 2,000.00	\$ 2,000			
					STREET RESTORATION SUBTOTAL			
					\$ 82,000			
SHERMAN ROAD								
8	Private On-site Holding Tank (2000 gal)	EA	3	\$ 10,000.00	\$ 30,000	40	\$	15,000
9	Private On-site Holding Tank (36,000 gal)	EA	1	\$ 100,000.00	\$ 100,000	40	\$	50,000
10	4"/6" Sanitary Sewer Lateral Relay	LF	80	\$ 65.00	\$ 5,200	40	\$	2,600
					SANITARY SUBTOTAL			
					\$ 135,200			
11	Private On-site Well	EA	3	\$ 10,000.00	\$ 30,000	40	\$	15,000
12	1" Water Service	LF	60	\$ 60.00	\$ 3,600	40	\$	1,800
					WATER SUBTOTAL			
					\$ 33,600			
13	Abandon Existing water and sewer infrastructure	LS	1	\$ 50,000.00	\$ 50,000			
14	Street restoration	LS	1	\$ 30,000.00	\$ 30,000			
15	Topsoil, Fertilizer, Seed & Mulch	LS	1	\$ 2,000.00	\$ 2,000			
					STREET RESTORATION SUBTOTAL			
					\$ 82,000			
EASEMENT APARTMENT CONNECTION								
16	Private On-site Holding Tank (100,000 gal)	EA	1	\$ 200,000.00	\$ 200,000	40	\$	100,000
17	4"/6" Sanitary Sewer Lateral Relay	LF	120	\$ 65.00	\$ 7,800	40	\$	3,900
18	Topsoil, Fertilizer, Seed & Mulch	LS	1	\$ 2,000.00	\$ 2,000			
19	Restoration Work Area and Access	LS	1	\$ 2,000.00	\$ 2,000			
					EASEMENT CONNECTION SUBTOTAL			
					\$ 211,800			
					SUBTOTAL		\$ -	\$ 391,500
					\$ 950,900			
10% Contingency	LS	1	\$ 95,090.00	\$ 95,090				
					ESTIMATED PROJECT CONTRACT COST			
					\$ 1,046,000			
					CDBG Grant		\$ -	
					Net Project Cost		\$ 1,046,000	
					\$ 1,046,000			
Operation and Maintenance Costs								Annual Cost
Well pump Operation				1	\$ 6,800		\$	6,800
Contract Pumping/Hauling of Holding Tank Waste (monthly per Unit)				68	\$ 1,200		\$	81,600
							\$	88,400
20 Year Present Worth								
						Actual Cost		Present Worth
Initial Capital Cost						\$ 1,046,000	\$	1,046,000
Annual O & M Cost				14.0530		\$ 88,400	\$	1,242,285
Future Capital - 10 Year				0.7004		\$ -	\$	-
Future Capital - 15 Year				0.5862		\$ -	\$	-
Salvage Value				(0.4906)		\$ 391,500	\$	(192,070)
TOTAL ESTIMATE OF PRESENT WORTH								\$ 2,096,000

Note: Present Worth estimated using discount rate = 3-5/8%

APPENDIX B

RELATIVE CORRESPONDENCE

WINNEBAGO AREA – TOWN OF OSHKOSH

Island View Sanitary District

Winnebago County

Ron Harrell, President

Tom Konrad, Treasurer

Vicky Rowe, Secretary

Trish Marks, Business Secretary

4636 Island View Drive

5120 I Ah Maytah Rd

5190 Island View Drive

422A W 5th Avenue

Oshkosh, WI 54901

Oshkosh, WI 54901

Oshkosh, WI 54901

Oshkosh, WI 54902

920-233-4739

920-233-0504

920-233-3441

920-312-4040

December 14, 2018

General Engineering Company (GEC)

ATTN: Jerry A. Foellmi, PE

916 Silver Lake Drive

PO Box 340

Portage WI 53901

Dear Mr. Foellmi:

Please thank your staff for coming to and sharing information relative to the proposed Butler Avenue feasibility study and for giving us the opportunity to study and consider the situation. The Island View Sanitary District (IVSD), after considerable and thoughtful consideration, have decided that they do not wish to pursue option #3 (Request IVSD to accept new properties in their district) for the Winnebago Area Sanitary Improvement Project.

MOTION (HARRELL/KONRAD); CARRIED UNANIMOUSLY (ROLL CALL VOTE) NOT TO PURSUE OPTION #3 (REQUEST IVSD TO ACCEPT NEW PROPERTIES IN THEIR DISTRICT) FOR THE WINNEBAGO AREA SANITARY IMPROVEMENT PROJECT.

Sincerely,

ISLAND VIEW SANITARY DISTRICT



Ron Harrell

President

cc: Jeannette Merten, Town of Oshkosh Clerk

**TOWN OF OSHKOSH
WINNEBAGO COUNTY**

Informational Meeting Agenda

March 4, 2019 - 6:00 p.m. – Town Hall

Agenda:

- Call Meeting to Order.
- Discussion with residents/property owners that are included in the Winnebago area currently provided sewer and/or water through the State of Wisconsin about potential alternatives.
- Adjournment.

Jeannette Merten, Town Clerk
Town of Oshkosh

Special Notes:

1. Any and/or all of the above topics could be discussed, decided upon and/or voted on.
2. Upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For additional information or to request this service, call Jeannette Merten at 920-235-7771 or write to 1076 Cozy Lane, Oshkosh, WI 54901. Website: townofoshkosh.com
3. It is possible that other elected or appointed officials may attend the meeting and that a quorum of another governmental body may be in attendance. No action will be taken by any governmental body at the above stated meeting other than the government body specifically referred to above in this notice.

Post Date: 2/25/19

Minutes
Town of Oshkosh

Informational Meeting – March 4, 2019 - 6:00 p.m. – Town Hall

1
2
3 PRESENT: Chair Jim Erdman, Supervisor Matt Merten, Treasurer Laura
4 Hunt, Clerk Jeannette Merten, and audience of 12.

5
6 Chair Erdman called meeting to order at 6:04 p.m.

7
8 General Engineering project manager Jerry Foellmi and staff engineer Lukasz
9 Lyzwa presented a preliminary Winnebago Area Utility Service Feasibility
10 Study.

11
12 Jerry Foellmi opened saying the purpose of this meeting is to be a working
13 and talking session. The preliminary feasibility study was presented by visual
14 projection on a large screen for the audience discussing and explaining
15 points in the study. The study was based on replacing the sewer and water
16 infrastructure and road returned to status quo. It was also mentioned that
17 the study presented is a developing plan subject to changes either learned
18 during this meeting or in the future. It is a process that takes time to work
19 through all the details.

20
21 Some topics yet to figure out are the fire hydrants already existing. Jerry
22 said he believes they were placed in the past for fire protection. Supervisor
23 Merten mentioned it could likely mean the need for flushing also. Josh
24 Koontz said the town volunteer fire department is restricted and not allowed
25 to use city fire hydrants. The town has its own pumper and has means for
26 hauling water for fire protection. It will yet to be determine whether the
27 hydrants are necessary, but likely they will be.

28
29 Stormwater how it current exists on Bulter is it runs in the curb of the street
30 to ditching on Sherman. Possible thoughts could be installing storm sewers
31 and where would it connect could be complicated. Complying with MS4
32 standards is the goal and this too will need to be figured out. This is the only
33 road in the town that has curb and gutter which was not originally install by
34 the town. The option of installing storm sewers would add to the overall cost
35 and was not figured into the preliminary numbers. There may be
36 opportunities in the backside north of Butler of an existing ditch that had
37 filled-in. Road could be reverted to town standards with ditches/swales as
38 another option. What to do with sidewalks was another question. All these
39 items will still need to be worked out.

40
41 The possibilities of lead pipes and laterals are very likely due to the approx.
42 80-year old infrastructure and Foellmi explain possible funding options to
43 assist the property owners from road to house as in low-interest loans.
44

Minutes
Town of Oshkosh

45 Overall, several property owners either provided new or verified information
46 to the engineers on existing layout, history, and their opinions on a
47 direction.

48
49 The solution appears to be creating a Winnebago Sanitary District and going
50 forward in that direction. Foellmi briefed the property owners of the process
51 to set up the commission and their responsibilities.

52
53 Legal agreement(s) in principal with the City of Oshkosh must be in place
54 before a creation of a sanitary district.

55
56 Being that the estimate is over the \$1 million CDBG designated funding,
57 Erdman intends to make a request for the need of more than a million of
58 CDBG funding in order to relieve the State of Wisconsin from the utility
59 business.

60
61 Meeting adjourned at 8:38 p.m.

62
63
64

Jeannette Merten
Town of Oshkosh Clerk

Public Hearing Notice

PUBLIC HEARING NOTICE

TOWN OF OSHKOSH
TOWN HALL
MONDAY, MARCH 18, 2019
6:00 PM

The Town Board of the Town of Oshkosh will conduct a public hearing regarding its ongoing 2018 Feasibility Study which received Community Development Block Grant – Planning Special Program (CDBG-SP) funds. The public is invited to attend to learn about the CDBG program, to help identify additional community development needs, and to comment on the activities proposed to be included in the CDBG proposal.

The agenda for the public hearing is:

1. Identification of total funds
2. Eligible CDBG activities
3. Identification of any community development needs by public
4. Presentation of activities funded by CDBG-PF monies
5. Citizen input regarding CDBG-funded activities and other activities included in this project

Residents of the Town of Oshkosh are encouraged to attend, especially residents with low to moderate incomes.

The meeting room is handicapped accessible.

Persons needing additional accommodations should contact Jeannette Merten, Town Clerk via telephone at (920) 235-7771, or via email: townofoshkosh@gmail.com.

Jeannette Merten/Clerk
Town of Oshkosh
Published March 4 & 11, 2019
Posted February 25, 2019

Minutes
Town of Oshkosh

Public Hearing CPP Meeting
March 18, 2019 - 6:00 p.m. – Town Hall

1
2
3
4 PRESENT: Chair Jim Erdman, Supervisor Matt Merten, Supervisor Jason
5 Wolfgram, Treasurer Laura Hunt, Clerk Jeannette Merten, and audience of
6 17.

7
8 Chair Erdman called meeting to order at 6:01 p.m and read the public
9 hearing notice.

10
11
12 General Engineering project grant administrator Elizabeth Foellmi conducted
13 the presentation of agenda items. This is the second of required public
14 hearings for the grant Feasibility Study to explain and collect feedback from
15 the public. She will not be able to answer engineering type questions.
16 Deadline on filing the second hearing is by March 25, 2019.

17
18 The study is concerning residents' existing water and sewer connections
19 through the State of Wisconsin of Winnebago Mental Health Institute. The
20 area has already been identified as low to moderate income that qualified for
21 CDBG (Community Development Block Grant) funding.

22
23 The purpose of the study is to figure out who is going to administer the
24 utilities after construction. The study does not figure out how and who is
25 going to pay for the construction.

26
27 Elizabeth recommends for the town begin putting together an RFQ (Request
28 for qualification) for the construction part of the project, and it could be
29 done now. The reason is a bit of completing the study could be finalized with
30 more detail learned through the preliminary design/engineering. The
31 company that the town board hires based on qualifications would then take
32 care of the design phase, bidding, inspections, etc., relative to the
33 construction portion.

34
35 The feasibility study is due by the end of June and must have town board
36 and State approval is likely by August. The State withholds 25% of the
37 funding until all paperwork has been approved before the town would be
38 paid back. Meaning the town pays General Engineering for work performed
39 and will eventually be paid back. Clerk Merten's concern is during the
40 construction phase when larger dollars are involved how this may affect the
41 town's cash flow.

42
43 General Engineering is making one draw request regarding the Feasibility
44 Study because of the smaller grant amount. During the construction phase

Minutes
Town of Oshkosh

45 they would intend to make multiple draw requests, 2 or 3, except the 25%.
46 It is possible they could request money or draw requests as the invoices are
47 submitted and more frequently.
48

49 **Identification of total funds**

50 The Administrative and Feasibility Study awarded grant was \$50,000
51 determined in the fall of 2018. General Engineering is working on completing
52 the Feasibility Study that should provide possible options to their existing
53 utilities.
54

55 **Eligible CDBG activities**

56 The activities are completing the administrative portion of the grant which
57 involves a lot of paperwork because it is a Federal grant.
58

59 **Identification of any community development needs by public**

60 Some other activities would be identifying other possible funding that can fill
61 some gaps that a future CDBG construction grant would not cover as it
62 stands.

63 She recently learned about other DNR grant money as a possibility.
64

65 **Presentation of activities funded by CDBG-PF monies**

66 Two weeks ago, during the informational meeting Project Manager/Engineer
67 Jerry Foellmi did an informal presentation describing where they are at with
68 the study and to collect and discuss a direction.
69

70 **Citizen input regarding CDBG-funded activities and other**
71 **activities included in this project**

72

73 Some questions from residents/property owners were:

74

75 Will DHS increase the 1-million construction grant?

76

77 Their firm will be talking to DHS about increasing the 1-million
78 construction grant promised. CDBG funds will not cover the private side
79 of the cost (connecting lateral from the road to the house).

80

81 What about lead abatement and water quality funding?

82

83 The lead abatement and water quality program only lasted 2-years for
84 funding on the private side of cost. It may or may not still be an option,
85 but Elizabeth plans to ask the PSC about that.

Minutes
Town of Oshkosh

86
87
88
89
90
91
92
93
94
95
96
97
98
99
100
101
102
103
104
105
106
107
108
109
110
111
112
113
114
115
116
117
118
119
120
121
122
123
124
125
126
127

There may be other types of lead pipe funding they are looking at, and one was if the pipes are 50-years or older which was one of the qualifications.

Safe drinking fund as another possibility that could be loan forgiveness or at the least provided a low-interest loan.

It might be possible to get CDBG housing funds to fund the private side of the cost, and each individual would need to apply if they qualify. They could set up a way to assist individuals of how to go about applying.

When will the construction begin?

The earliest for actual construction in the timeline right now appears to be next year. They intend on placing this project on a priority list with the DNR which is dependent on a few more details.

Who do they contact if a water or sewer line breaks while this is going on?

Contact the State of Wisconsin, your contact at WMHI, as done in the past.

The informational meeting mailing notice went out 2-weeks in advance of that March 4th date. Some people said they did not receive that mailing until the day of or only a couple of days in advance. Some only check mail once a week being that they have PO Boxes. Clerk Merten offered to email notices if they provide that information.

There was a consensus to invite legislators, DOA, DHS a representative from WMHI, town attorney, and possibility the city at a future meeting. Monday, April 29th appears to be the best option for open town hall dates and some other factors. Elizabeth will take this information back to Jerry Foellmi and see if it works for his schedule.

Motion made by Wolfgram, M. Merten seconded, to adjourn.
Roll call. **Motion carried unanimously.**

Meeting adjourned at 6:43 p.m.

Jeannette Merten
Town of Oshkosh Clerk

**TOWN OF OSHKOSH
WINNEBAGO COUNTY**

Informational Meeting Agenda

April 29, 2019 - 6:00 p.m. – Town Hall

Agenda:

- Call Meeting to Order.
- Continued discussion with residents/property owners included in the Winnebago area currently provided municipal sewer and/or water through the State of Wisconsin as an update to potential alternatives.
- Adjournment.

Jeannette Merten, Town Clerk
Town of Oshkosh

Special Notes:

1. Any and/or all of the above topics could be discussed, decided upon and/or voted on.
2. Upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For additional information or to request this service, call Jeannette Merten at 920-235-7771 or write to 1076 Cozy Lane, Oshkosh, WI 54901. Website: townofoshkosh.com
3. It is possible that other elected or appointed officials may attend the meeting and that a quorum of another governmental body may be in attendance. No action will be taken by any governmental body at the above stated meeting other than the government body specifically referred to above in this notice.

Post Date: 4/5/2019

Minutes
Town of Oshkosh

Informational Meeting – April 29, 2019 - 6:00 p.m. – Town Hall

PRESENT: Chair Jim Erdman, Supervisor Matt Merten, Supervisor Bill Demler, Treasurer Laura Hunt, Clerk Jeannette Merten, town attorney John St. Peter, General Engineering Project Engineer Jerry Foellmi, and Grant & Funding Coordinator Elizabeth Foellmi and audience of 11.

Chair Erdman called meeting to order at 6:10 p.m.

General Engineering Project Engineer Jerry Foellmi provided a power point presentation and a copy of the Feasibility Study draft.

It covered historical and political background discovering that in 1935 plans show residences along Butler Avenue connected to sewer and water. By 1941, the Butler Avenue area is well developed. Therefore, the utilities are determined to be approximately 80-years old.

The Winnebago Area includes 21 single family homes, 1 post office, 2 apartment complexes with approximately 103 residents.

The scope of work of the feasibility study is to determine the most acceptable and cost-effective way for residents of the Winnebago area to continue to receive water and sewer services and what their options are.

The study covers land values, taxes, and assessments comparisons.

It also covered the existing water and wastewater systems, what the proposed water and wastewater replacement may include.

Options, in the end, providing pros and cons to each with estimates are:

Do nothing

Annexation

Create a town utility

Connect to existing sanitary district

Activate existing sanitary district

Create new sanitary district

Private wells and holdings tanks

According to DOA and DHS, it has been indicated that additional CDBG funds are available and allowed if required allowing flexibility to the already committed 1-million dollars to complete the project.

Minutes
Town of Oshkosh

43 The residents in attendance are in favor of creating a new sanitary district.
44 None opposed. Some residents could not attend this meeting. The group
45 keeps in contact with their own method. Persons who have attended prior
46 meetings have kept the others informed. Persons in attendance said they
47 are not aware of any persons in this area who would object to the creation of
48 a new sanitary district based on the developments through this process and
49 the facts presented. The group agreed that there would be opposition to the
50 annexation route.

51
52 In summary, the consensus from area residents/property owners is to
53 proceed with the detachment from Town of Oshkosh Sanitary District and to
54 create the Winnebago Sanitary District.

55
56 **Motion made by Erdman, Demler seconded, to adjourn. Motion**
57 **carried unanimously.**

58
59 Meeting adjourned at 7:55 p.m.

60
61
62

Jeannette Merten
Town of Oshkosh Clerk