

January 28, 2014

Ryan Raab, Natural Resources Program Specialist  
Bureau of Water Quality  
Wisconsin Department of Natural Resources  
P.O. Box 7921  
Madison, WI 53707

Dear Mr. Raab:

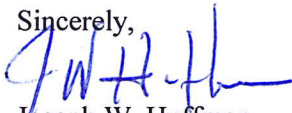
**Subject: 2014 Water Quality Management Contract & Work Program**

Enclosed please find the 2014 Local Water Quality Planning application and the Commission's 2014 Work Program, in particular, Program Element 1200 regarding Sewer Service Area Planning and related activities. The Commission adopted this work program on January 8, 2014. This contract proposal would run for a term beginning January 1, 2014 to December 31, 2014. Based on this proposal, the completion of two medium-sized plan updates, (Eden, Oakfield), and the continuation of a major urban service area plan, (Fond du Lac) are proposed for the 2014 calendar year. Additionally, East Central will continue to provide administrative and review functions for the twenty-six existing sewer service area plans within the region. Also, included as part of this contract, will be the maintenance of informational resources and SSA plan materials on East Central's web-page. All matters relating to Sewer Service Area Planning will be published on this website.

**For 2014, the Commission is requesting a total of \$32,000.00**

If there are any questions please feel free to contact myself or Eric Fowle at (920) 751-4770.

Sincerely,



Joseph W. Huffman  
Sewer Service Area Planner

Cc: Fran Keally, WDNR, via SWIMS  
Lisa Helmuth, WDNR, via SWIMS  
Eric Fowle, Executive Director, ECWRPC  
Pam Scheibe-Johnson, Financial Specialist, ECWRPC

## 2014 LOCAL WATER QUALITY PLANNING APPLICATION

**PROJECT NAME:** East Central Sewer Service Area/Water Quality Planning

**PROPOSAL PREPARED BY:** East Central Wisconsin RPC (ECWRPC) **DATE:** January 27, 2014

**STATUS:** New  
Continued funded project  **SPECIFY:** Sewer Service Area Planning: 1/1/14 – 12/31/14

**LEAD RESPONSIBILITY:** **Name:** Joseph Huffman **Title:** Sewer Service Area Planner  
**Organization:** ECWRPC **E-Mail:** [jhuffman@eastcentralrpc.org](mailto:jhuffman@eastcentralrpc.org)  
**Phone:** (920) 751-4770 **Fax:** (920) 751-4771

### PROJECT DESCRIPTION:

ECWRPC will complete, (or will be involved in the SSA plan update planning process), two updates of Sewer Service Area Plans within the region and one continuing on-going plan update. These SSAs are determined by the Commission's work program Planning Element 1200, (see attached, ECWRPC's 2014 Work Program that was approved by the Community Facilities Committee on January 8, 2014 with full Commission approval of the 2013 Work Program expected on January 31, 2014). These projects are subject to change over the course of the proposal with concurrence from the Wisconsin Department of Natural Resources but, as planned, the Fond du Lac plan has already been initiated and anticipated to be completed within this contract period. In addition, the Eden and Oakfield Sewer Service Area Plans will be updated during this contract period.

The Fond du Lac SSA Plan Update, last conducted in 2001, represents a large urban area and coordination with over 25 different entities being required to come together and develop a sound, working document. An educational and informational format has already taken place, (mid-2013), was utilized to lay the framework to attain common goals among the varying communities. The Fond du Lac Plan Update will be driven in large part by the Fond du Lac Area Outside User Group Plan. The OSG Plan update will develop goals and objectives for area growth for all communities involved. The OSG Plan is nearing completion and the goals and objectives found within the plan will be directed towards those communities contributing to the wastewater treatment facility within the Fond du Lac urban area. The Eden and Oakfield plans are much smaller in size and scope.

New 20-year SSA boundaries and 50-year Planning Area boundaries will be delineated using the accepted study methodology developed by ECWRPC including population and land use analysis, development projections, and discussions with the affected local units of government and wastewater treatment providers. The planning process shall be consistent with the guidelines contained in Wisconsin Administrative Code NR121 and with regional land use plan policies.

East Central will also continue to maintain and update SSA Plan materials and links located on its website ([www.eastcentralrpc.org](http://www.eastcentralrpc.org)). East Central staff receives calls on a regular basis from communities, developers, and landowners requesting information on SSA Plans with respect to specific development proposals. By offering improved accessibility to these documents and maps on the internet, it should reduce staff time to fill these requests, and; secondly, will improve the public's knowledge of these plans. .

Administrative responsibilities for Continuing Management activities will also be conducted and include the review of amendments to existing SSA Plans, and the review and provision of comments and 208 Water Quality Management (WQM) letters on sewer extensions, private laterals, lift stations, interceptor sewers, NR-110 based wastewater facility plans as well as voluntary reviews of subdivision plats and comprehensive plans. In addition, East Central will provide technical assistance to two communities with one project dealing with a sewer and water analysis for a rural township and the other to evaluate a neighborhood watershed plan for an urbanizing township.

### **GEOGRAPHICAL AREA AFFECTED:**

The work in this proposal will be conducted within the Lower Fox River Designated Water Quality Management Area and East Central Wisconsin Region (Member Counties = Calumet, Fond du Lac, Shawano, Menominee, Outagamie, Waushara, Waupaca, and Winnebago Counties).

### **GOAL STATEMENT OR OBJECTIVES:**

- 1) To prepare and maintain sewer service area plans for the Fox River Designated Water Quality Management Area and select communities throughout the 10 county region. For more detailed work program element goals and objectives please find enclosed the Commission's 2013 Work Program.
  - Identify wastewater treatment and collection needs for sewer service areas for a 20 year planning period;
  - Forecast the amount and location of future urban development areas;
  - Identify wastewater treatment capacities and facility/system issues;
  - Identify and delineate long term planning area boundaries (50 year period)
  - Identify environmentally sensitive areas where development should be limited to protect water quality;
  - Contain land use forecast and recommendations for implementing wastewater treatment and collection plans for individual sewer service areas;
  - Establish holding tank service areas for isolated and rural special uses, and;
  - Provide recommendations for plan implementation.

### **ENVIRONMENTAL RESULTS:**

Sewer service area planning is intended to protect water quality and provide guidance in the development of community wastewater infrastructure. Anticipated impacts include more orderly and efficient growth patterns, minimizing the cost of public facilities and services, minimizing adverse environmental impacts of sewer development and the promotion of water quality enhancement and conservation in existing communities. Plans will be implemented through wastewater facilities plan review, environmental permit reviews, and sewer extension and lateral plan requirements.

**PROPOSED WORK AND TIMELINE:**

Sewer service area on-going management: January 1, 2014 through December 31, 2014

Sewer service area plan updates: January 1, 2014 through December 31, 2014

**DELIVERABLES / FINAL PRODUCT:**

Products will include two draft sewer service area plan documents and related maps, (Eden and Oakfield). Given the timeframe for these two projects, complete drafts of the plans are expected by the end of 2014. The 2030 Fond du Lac SSA Plan update may require all of calendar 2014 to complete. This is due in large part to the coordination efforts with the Outside Users Group Plan update conducted by Fond du Lac area communities and the sheer volume of meetings required to coordinate the plan. Additionally, East Central’s website will be continually updated with current and revised SSA Plan documents, maps, meeting materials and WDNR links.

Sewer service area amendment recommendations and on-going implementation and management strategies, sewer extension and lateral reviews and environmental assessment reviews will also be conducted, (copies will be provided to the Department of Natural Resources through quarterly reporting protocols via SWIMS). An on-going planning and public information program will provide an effective means of accommodating growth in a cost-effective and environmentally sound manner.

**BUDGET:**

<b>TASK</b>	<b>ECWRPC SHARE</b>	<b>WDNR SHARE</b>	<b>TOTAL</b>
Continuing Mgt. Activities	\$16,000 (min.)	\$16,000	\$32,000
Three SSA Plan Updates	\$16,000 (min.)	\$16,000	\$32,000
<b>Totals</b>	<b>\$32,000</b>	<b>\$32,000</b>	<b>\$64,000</b>

**PARTNERS / PARTICIPANTS:**

Partners and participants in these projects included the East Central Wisconsin Regional Planning Commission and its associated counties and individual communities as well as Designated Management Agencies (DMA’s) within the Fox River Water Quality Management Area.

**RELATED ACTIVITIES AND COMMITMENT:**

ECWRPC’s report entitled New Directions for Growth and Development, published in March 1978 outlined general urban service areas for communities in the non-designated areas of the East Central region and served as the basis for future SSA Planning activities. The Sewer Service Area Plan for the Fox Valley Designated Water Quality Management Area was completed in 1980 and numerous sewer service area plans were completed between 1980 and 1987 for these communities. In 1996, 1999 and 2000, the Fox Cities/Oshkosh/Fond du Lac Urbanized Areas Long-Range Transportation and Land Use Plan (Addendum)

was developed and revised to include additional policies related to SSA Planning. All SSA Plans originally developed in 1985 or 1987 have now received at least one plan update since that time.

Additionally, the Commission has an approved Smart Growth Comprehensive Plan. This plan integrates the current SSA Plans and related planning concepts and allows for a review of current SSA Plan goals, objectives and policies and related local and regional planning issues pertaining to public sewer, growth management, and water quality.

**EDUCATION / OUTREACH COMPONENT:**

General planning area informational meetings will be held prior to initiation of the planning process. Information / education meetings are scheduled in each community as part of the sewer service area planning process. The formal public notice / input process utilized for adoption of Commission plans will also be utilized for the plan updates as well as any plan amendments acted upon by the Commission.

## 1200 PROGRAM ELEMENT: SUSTAINABLE AND EFFICIENT COMMUNITY SERVICES & FACILITIES

This program element implements the requirements of the "Smart Growth" planning legislation for the Community Facilities and Utilities plan element and incorporates the Commission's ongoing NR-121 sewer service area (SSA) planning function. This function is derived from East Central being designated by the WDNR as the 208 Water Quality Management Planning Agency for the region and its advisory capacity is established through a formal funding agreement with the WDNR. SSAs are the basis for promoting orderly growth and efficient development patterns based on the cost-effectiveness of providing public wastewater collection and treatment. This work program element is overseen by the Commission's Community Facilities Committee (CFC) and consists of the following major work elements:

### MAJOR WORK ELEMENTS:

1205 – Community Facilities Committee Administration/Coordination

1210 – Technical Assistance (CF)

1220 – Regional Plan Implementation & Coordination (CF)

1230 – Sewer Service Area Planning

### REGIONAL PLAN RELATIONSHIP:

The 1200 Element is directly related to Chapter 7 of the *Year 2030 Regional Comprehensive Plan*, and the NR-121 based Sewer Service Area (SSA) plans. The adopted vision for this element is as follows:

*Efficient, cost effective community facilities are provided, which enhance the quality of life and ensure prosperity and economic stability for all. The emphasis in service provision is on cooperative planning, fostering collaboration, enhancing partnerships, sharing resources and transcending boundaries, as appropriate. In 2030, there are regional opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities. A well managed and planned public and private waste supply provides for the region's current and future needs. The region is served by a variety of well-functioning public and private wastewater treatment systems, environmentally sound and secure, including those that are designed to support industry and the general population. There are cost effective, efficient, quality energy and non-emergency services to ensure public safety.*

*A variety of meaningful, educational options and opportunities exist for all students. Children and adults in the region are provided with accessible educational, informational and recreational library services and materials in an economically efficient and timely manner. There is a collaborative regional forum to create and implement a strategic framework for the continuum of care for the health and well being of the residents of the region. Through cooperative efforts, park, open space, and recreational facilities and programs are protected and preserved and there are plans for new facilities. There are community facilities which meet the needs of various groups, including youth, elderly, and minorities, in a balanced and financially responsible manner.\**

The *Year 2030 Regional Comprehensive Plan* and the various Sewer Service Area Plans spell out more specific issue areas and policies which need to be addressed at a local or regional scale. Details of these issues can be found in one of the comprehensive plan's nine "Plan Guidelines" fact sheets contained in Chapter 7:

- CF-1: Waste - Garbage & Recycling
- CF-2: Public & Private Wastewater Treatment
- CF-3: Public & Private Water Supply
- CF-4: Electric, Gas, and Telecommunications
- CF-5: Public Safety
- CF-6: Education & Libraries
- CF-7: Health & Childcare
- CF-8: Local Parks & Recreational Facilities
- CF-9: Wind Energy

FUNDING SOURCES:		PERSON DAYS:	
ECWRPC:	\$ 82,597		
Other Sources:	\$ 2,000		
EPA-WDNR:	\$ 32,000		
<b>PROGRAM TOTAL:</b>	<b>\$ 116,597</b>	<b>Total</b>	<b>221</b>

## 1205 MAJOR WORK ELEMENT: COMMUNITY FACILITIES COMMITTEE ADMINISTRATION/COORDINATION

**OBJECTIVES:** To support the Commission's designated Standing Committees.

**ACTIVITY/METHODOLOGY:** Staff will provide support activities for the periodic meetings of the Commission's Community Facilities Committee (CFC). This includes, but is not limited to the preparation of meeting agendas, materials, meeting scheduling, meeting attendance, development of written meeting summaries and other duties and follow-up activities assigned by the Committee.

**REGIONAL PLAN RELATIONSHIP:** The Community Facilities Committee oversees the Community Facilities Element of the Year 2030 Comprehensive Plan.

FUNDING SOURCES		PERSON DAYS	
ECWRPC:	\$ 11,571		
<b>ELEMENT TOTAL:</b>	<b>\$ 11,571</b>	<b>Total</b>	<b>20</b>

## 1210 MAJOR WORK ELEMENT: TECHNICAL ASSISTANCE (CF)

**OBJECTIVES:** To provide direct assistance to local units of government in addressing issues specific to community and public facilities (solid waste, recycling, public utility infrastructure – gas, electric, telecommunications, education, library, health and childcare, public safety, stormwater management, wastewater, recreation, cemeteries and public water supply).

**ACTIVITY/METHODOLOGY:** Provide information related to general community and public facilities planning, and more specific technical assistance with the planning and development of alternative energy sources and ordinances, recycling, public safety, elderly needs and public facility planning. These activities are derived from the annual project solicitation process.

**REGIONAL PLAN RELATIONSHIP:** These activities are specifically related to and/or implement the following strategies/recommendations contained within the adopted Regional Plan:

FUNDING SOURCES		PERSON DAYS	
ECWRPC:	\$ 9,988		
<b>ELEMENT TOTAL:</b>	<b>\$ 9,988</b>	<b>Total</b>	<b>16</b>

## 1211 WORK ITEM: CITY OF NENAH - UPDATE 2008 GREENHOUSE GAS EMISSIONS STUDY

**OBJECTIVES:** To communicate and coordinate various policies and recommendations contained within the Regional Comprehensive Plans Community Facilities Element.

**ACTIVITY/METHODOLOGY:** Staff will work with the City of Nenah to update a 2008 greenhouse gas emissions study that will measure emissions from City facilities and operations.

**REGIONAL PLAN RELATIONSHIP:** These activities are specifically related to and/or implement the following strategies/recommendations contained within the adopted Regional Plan:

FUNDING SOURCES		PERSON DAYS	
ECWRPC:	\$ 4,922		
Recommendation CF-4.5.1.1			
Recommendation CF-4.7.1.3			
Recommendation CF-4.4.1.4			
<b>ITEM TOTAL:</b>	<b>\$ 4,922</b>	<b>Total</b>	<b>8</b>



**1212 WORK ITEM: TOWN OF CLAYTON SERVICE PROVISION ANALYSIS (Carryover from 2013)**

**OBJECTIVE(S):** To communicate and coordinate various policies and recommendations contained within the Regional Comprehensive Plan's Community Facilities Element.

**ACTIVITY/METHODOLOGY:** Staff will work with the Town of Clayton to assess and illustrate factors and issues associated with the future urbanization of its eastern corridor along USH 76.

**REGIONAL PLAN RELATIONSHIP:** These activities are specifically related to and/or implement the following strategies/recommendations contained within the adopted Regional Plan:

Recommendation CF-2.1.1.5  
Recommendation CF-2.1.1.6  
Recommendation CF-2.1.1.8

<b>FUNDING SOURCES</b>	<b>PERSON DAYS</b>
ECWRPC: \$ 5,066	
<b>ITEM TOTAL: \$ 5,066</b>	<b>Total 8</b>

**1220 MAJOR WORK ELEMENT: REGIONAL PLAN IMPLEMENTATION & COORDINATION (CF-2)**

**OBJECTIVE(S):** To implement the vision, goals, strategies and recommendations contained in the adopted Year 2030 Regional Comprehensive Plan's Community Facilities and Land Use elements.

**ACTIVITY/METHODOLOGY:** Staff will actively participate in a variety of local, regional, and state level committees/partnership efforts in the interests of promoting and implementing the Year 2030 Regional Comprehensive Plan. Activities, projects, and programs will be initiated and worked on to implement the recommendations of the Year 2030 Regional Comprehensive Plan. These items are primarily funded by the Commission levy unless otherwise noted. **PLEASE NOTE THAT WHILE THESE ARE IMPORTANT ACTIVITIES, THEY ARE DEEMED TO BE THE LOWEST PRIORITY FOR COMPLETION IN 2014 AS STAFF TIME IS ROUTINELY CONSUMED BY ACTIVITIES ASSOCIATED WITH OTHER PROGRAMS WHICH ARE TIED TO OUTSIDE FUNDING SOURCES. THEREFORE, SEVERAL OF THESE ACTIVITIES MAY CARRYOVER FOR MULTIPLE YEARS.**

<b>FUNDING SOURCES</b>	<b>PERSON DAYS</b>
ECWRPC: \$ 9,415	
<b>ITEM TOTAL: \$ 9,415</b>	<b>Total 16</b>

**1221 WORK ITEM: REGIONAL PLAN COORDINATION (Community Facilities)**

**OBJECTIVE(S):** To communicate and coordinate various policies and recommendations contained within the Regional Comprehensive Plan's Community Facilities Element.

**ACTIVITY/METHODOLOGY:** Staff will attend and participate in various meetings and workshops with the intent of promoting and implementing the Community Facilities recommendations contained in the Year 2030 Regional Comprehensive Plan. For this work element, these groups include, but are not limited to: ECOS and Association of Associated Recyclers of Wisconsin, and others.

**REGIONAL PLAN RELATIONSHIP:** These activities are specifically related to and/or implement the following strategies/recommendations contained within the adopted Regional Plan:

Recommendation NP-1.2.1.1

<b>FUNDING SOURCES</b>	<b>PERSON DAYS</b>
ECWRPC: \$ 2,653	
<b>ITEM TOTAL: \$ 2,653</b>	<b>Total 5</b>

**1227 WORK ITEM: ENERGY/COMPOST & JOB PRODUCTION THROUGH FOOD WASTE**

**OBJECTIVE(S):** To support the diversion of food/organic waste, generated by businesses, schools, municipalities, nursing homes and other facilities in Oshkosh, Fox Cities and the surrounding areas, from area landfills to other applications/processes. These applications/processes could include anaerobic digestion at UW-Oshkosh, local and regional composting operations, and processes that reclaim pre-consumer food residuals for human and animal consumption.

**ACTIVITY/METHODOLOGY:** Staff will continue to facilitate meetings and planning work, maintain a contact list of interested stakeholders (municipalities, businesses, public sector, schools, non-profits, etc.), connect stakeholders and gather information as necessary to further the work of the task force. The task force is comprised of representatives from Oudaganne and Waupaca counties, waste management providers, local school districts, municipalities, UW-Oshkosh, FVTC, local businesses, non-profits, CAP Services and others.

**REGIONAL PLAN RELATIONSHIP:** These activities are specifically related to and/or implement the following strategies/recommendations contained within the adopted Regional Plan:

Recommendation CF-1.1.6.4.

<b>FUNDING SOURCES</b>	<b>PERSON DAYS</b>
ECWRPC: \$ 6,762	
<b>ITEM TOTAL: \$ 6,762</b>	<b>Total 11</b>

**1230 MAJOR WORK ELEMENT - SEWER SERVICE AREA PLANNING**

**PROGRAM OBJECTIVE(S):** To coordinate the various functional area planning programs and activities related to the development and administration of NR-121 Sewer Service Area Plans.

**ACTIVITY/METHODOLOGY:** East Central will continue its planning and administrative responsibilities as the designated Planning Agency responsible for urban service area planning within the designated Fox Valley Water Quality Management Area and also for the remaining non-designated portion of the ten county region.

**REGIONAL PLAN RELATIONSHIP:** These activities are specifically related to and/or implement the following strategies/recommendations contained within the adopted Regional Plan:  
 Recommendation CF-2.1.1.1

FUNDING SOURCES	PERSON DAYS
ECWRPC: \$ 51,623	
Other Sources: \$ 2,000	
EPA-WDNR: \$ 32,000	
<b>ELEMENT TOTAL:</b> \$ 85,623	<b>Total</b> 169

**1231 WORK ITEM: OVERALL PLAN PROMOTION, IMPLEMENTATION & PROGRAM ADMINISTRATION**

**OBJECTIVE(S):** To promote and coordinate regional plan recommendations and policies related to community facilities and public/private service provisions. To improve access to, and the effectiveness of, SSA planning concepts and information.

**ACTIVITY/METHODOLOGY:** Staff will make presentations to local governments and community groups, attend meetings, conferences and workshops which involve or promote SSA Plan concepts and issues; perform liaison and review activities with federal, state and local government agencies; and will maintain and update its webpage and provide links to WDNR webpages.

**REGIONAL PLAN RELATIONSHIP:** These activities are specifically related to and/or implement the following strategies/recommendations contained within the adopted Regional Plan:  
 Recommendation CF-2.1.1.8  
 Recommendation CF-2.1.1.2  
 Recommendation CF-2.1.1.4  
 Recommendation CF-2.1.1.5

FUNDING SOURCES	PERSON DAYS
ECWRPC: \$ 5,513	
EPA-WDNR: \$ 5,513	
<b>ITEM TOTAL:</b> \$ 11,025	<b>Total</b> 19

**1232 WORK ITEM: CONTINUING MANAGEMENT FOR SEWER SERVICE AREA PLANNING (AMENDMENTS & CONFORMANCE REVIEWS)**

**OBJECTIVE(S):** To provide an on-going SSA plan implementation and review process (plan amendments) which provides for an effective means of accommodating unforeseen growth in a cost-effective and environmentally sound manner.

**ACTIVITY/METHODOLOGY:** Administrative responsibilities will follow adopted procedures and criteria for amending sewer service areas and for reviewing NR-110 Wastewater Facilities Plans, sewer extensions and laterals as specified in the WDNR contract. Provide sewer service area amendment recommendations and on-going implementation and management strategies through the advisory review of subdivision plats, comprehensive plans and other projects.

**REGIONAL PLAN RELATIONSHIP:** These activities are specifically related to and/or implement the following strategies/recommendations contained within the adopted Regional Plan:  
 Recommendation CF-2.1.1.2  
 Recommendation CF-2.1.1.3  
 Recommendation CF-2.1.1.4  
 Recommendation CF-2.1.1.5

FUNDING SOURCES	PERSON DAYS
ECWRPC: \$ 7,938	
Review Fees per Res. 20-09 \$ 2,000	
EPA-WDNR: \$ 9,938	
<b>ITEM TOTAL:</b> \$ 19,876	<b>Total</b> 40

**1233 WORK ITEM: UPDATES OF THE SHERWOOD, FOND DU LAC, OAKFIELD AND EDEN SEWER SERVICE AREA PLANS**

**OBJECTIVE(S):** To provide orderly and efficient growth patterns, minimize the cost of public facilities and services, minimize adverse environmental impacts of sewer development and to promote water quality enhancement and conservation in existing (SSA plan) communities of the region.

**ACTIVITY/METHODOLOGY:** Staff will submit the Sherwood SSA Plan Update (prepared in 2013) to the WDNR after local and Commission approvals occur. Work will continue on the Fond du Lac SSA Plan Update, but is dependent on the timing of the Fond du Lac Outlying Sewer User's Group (OSG) as they continue to reformulate regional and local sewer service agreements. Work will also be initiated and is expected to be completed on both the Oakfield and Eden SSA Plan Updates. The process shall be consistent with the guidelines contained in Wis. Admin. Code NR121 and with current regional land use policies. Staff will also maintain and update its website with SSA information for the public, which includes a variety of development related statistics.

**REGIONAL PLAN RELATIONSHIP:** These activities are specifically related to and/or implement the following strategies/recommendations contained within the adopted Regional Plan:  
 Recommendation CF-2.1.1.1

FUNDING SOURCES	PERSON DAYS
ECWRPC: \$ 38,172	
EPA-WDNR: \$ 16,550	
<b>ITEM TOTAL:</b> \$ 54,722	<b>Total</b> 110



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