

PLANNING COMMISSION

# Brown County



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PLANNING DIRECTOR

January 23, 2015

Susan Sylvester, Bureau Director  
Wisconsin Department of Natural Resources  
Bureau of Water Quality – WY/3  
101 S. Webster Street  
Madison, WI 53707-7921

RE: Year 2015 Brown County Work Program Proposal for WDNR

Dear Ms. Sylvester:

Enclosed please find the Year 2015 Brown County Work Program Proposal for Areawide Water Quality Planning Projects. It is understood that the Brown County Planning Commission (BCPC) will contract directly with the Wisconsin Department of Natural Resources (WDNR) for services to be provided as set forth in the work program. The program is itemized into three work elements, which are outlined in detail. The work elements include 1) Areawide Water Quality Management Planning/Sewerage Planning; 2) Erosion Control Plan Review and Enforcement; and 3) Storm Water Management Plan Review and Enforcement.

BCPC is requesting funding for the three related elements as summarized in Attachment A. BCPC anticipates a total project cost of \$61,200.02, of which BCPC is respectfully requesting **\$45,300.02 (74.0 percent)** from the WDNR. Brown County will match the requested WDNR funds with \$15,900.00 (26.0 percent) in local material, salary, and indirect expenditures as documented in Attachment A.

It is understood that \$45,300.02 of the BCPC Work Program Costs qualifies for grant coverage; however, approximately **\$34,000.00** is available to BCPC in the form of a grant from WDNR at this time. This work program was written to represent all costs. BCPC is aware that only \$34,000.00 may be received in the form of a grant for the year 2015 and more funds may become available later in the year.

As part of this proposal, Brown County Planning Commission agrees to upload all documents into the SWIMS programs, as has been done for the past several years. Uploads include work plans, requests for payments, quarterly and final reports, sewer service area amendment submittals, and plan update submittals.



BCPC has enjoyed a cooperative relationship with the WDNR and wishes to continue implementing the Water Quality Management Program in 2015. If you should have any questions pertaining to this proposal, please do not hesitate to contact me at (920) 448-6488.

Thank you for your consideration in this matter.

Respectfully,

A handwritten signature in black ink that reads "Peter Schleinz". The signature is written in a cursive style with a long, sweeping horizontal line extending to the right from the end of the name.

Peter Schleinz  
Senior Planner

PS:

Attachment: Areawide water Quality Management Program

cc: Lisa Helmuth, WDNR  
Tim Asplund, WDNR  
Fran Keally, WDNR

# **ATTACHMENT**

**WISCONSIN DEPARTMENT OF NATURAL RESOURCES  
AREAWIDE WATER QUALITY MANAGEMENT PROGRAM**

**PROPOSED YEAR 2015 WORK PROGRAM AND BUDGET  
JANUARY 1, 2015 THROUGH DECEMBER 31, 2015**

**To be performed by the  
Brown County Planning Commission**

## Table of Contents

|   |    |
|---|----|
| PROJECT DESCRIPTION.....  | 3  |
| PROJECT NEED .....  | 3  |
| Work Element 1 .....  | 3  |
| Areawide Water Quality Management Planning/Sewerage Planning .....                    | 3  |
| Work Element 2 .....  | 5  |
| Work Element 3 .....  | 5  |
| Stormwater Management Plan Review and Enforcement .....                               | 5  |
| QUALIFIED LOCAL AGENCY .....  | 6  |
| TIMETABLE .....   | 6  |
| ESTIMATED 2015 WORK PROGRAM COST.....   | 6  |
| PROJECT IMPORTANCE .....  | 6  |
| Areawide Water Quality Management Planning/Sewerage Planning: Hourly Breakdown .....  | 8  |
| Areawide Water Quality Management Planning/Sewerage Planning: Financial Summary ..... | 9  |
| Erosion Control Plan Review and Enforcement: Hourly Breakdown.....                    | 10 |
| Erosion Control Plan and Enforcement: Financial Summary.....                          | 10 |
| Stormwater Management Plan Review and Enforcement: Hourly Breakdown.....              | 11 |
| Stormwater Management - Plan and Enforcement: Financial Summary.....                  | 11 |
| 2014 WORK PROGRAM CONTRACT: PROPOSED FINAL COST.....                                  | 12 |

## PROJECT DESCRIPTION

The Brown County Planning Commission (BCPC) is requesting funding under the 2015 Work Program. This proposal includes 1) Areawide Water Quality Management Planning/Sewerage Planning, 2) Erosion Control Plan Review and Enforcement, and 3) Stormwater Management Plan Review and Enforcement. A detailed breakdown of activities and tasks under each work element is included in this proposal.

## PROJECT NEED

### Work Element 1

#### Areawide Water Quality Management Planning/Sewerage Planning

This work element is similar to the 2014 request, but no longer includes reimbursement requests specific to the rewrite of the Brown County Sewage Plan. The remainder of the funding to update the Brown County Sewage Plan is to be provided by Brown County or other sources.

As the designated management agency for sewer service area planning within Brown County and its environs, BCPC continues to review all wastewater facilities plans, sanitary sewer extensions, large onsite systems, area wide water quality management plan, sewer service area amendments, and environmentally sensitive area amendments for conformance with the Brown County Sewage Plan and other plans that pertain to Brown County. Special attention is given to the identification and protection of environmentally sensitive areas and to consistency of planning efforts with the Area Wide Water Quality Management Plan and other adopted local, regional, and state plans and regulatory programs.

BCPC continues to expand cooperation with various levels of government for water quality related projects. BCPC coordinates with the Army Corps of Engineers and the local branch of the Wisconsin Department of Natural Resources when the review or permitting of project sites requires approvals from two or all of the agencies. This effort develops a better understanding of regulations for property owners where regulations may vary among agencies. This effort also leads to efficiencies in timing for the three agencies as information and awareness can be shared by the agencies, reducing the need for duplication of work and reviews.

BCPC continues to facilitate the MS4 Permit for Brown County. Brown County road side swales, ditches, drainage ways, and access points to waterways are tested annually for contamination.

BCPC continues to review Chapter 30 Permit and Water Quality Certification permit applications within Brown County to determine if the subject projects would have any adverse impacts upon environmentally sensitive areas and, ultimately, upon water quality within Brown County. It is intended that BCPC will continue this review in expectation that it will continue to reduce the impact upon and the number of amendments of environmentally sensitive areas. It is intended that any concerns would thus be addressed earlier in the design and regulatory process and would be coordinated with other regulatory programs of the Wisconsin Department of Natural Resources (WDNR).

BCPC continues to provide consultation to and review all sewer service area and environmentally sensitive area amendment requests. BCPC also continues to prepare and transmit to the WDNR, via the

SWIMS program, staff reports on all amendments requiring BCPC Board review to assist with the WDNR review and consideration, if required.

BCPC will continue to provide educational and technical assistance to local units of government, developers, real estate agents, property owners, and the general public regarding the identification, intent, and importance of environmentally sensitive areas and sanitary sewer service areas. Requests for assistance have increased significantly over the past years and are envisioned to continue to increase due in part to the emphasis on local comprehensive planning, development, job creation, and the protection of natural resources.

BCPC will continue to undertake amendments to the *2002 Brown County Sewage Plan, updated in 2011*. The number of amendments have been reduced slightly when compared to previous years due to the following factors:

- 1) The findings and recommendations of the *Brown County Comprehensive Plan*, which was adopted by the Brown County Board of Supervisors in October of 2004, and is presently being updated, reflected in various amendments to the *Brown County Sewage Plan* as opportunities arose.
- 2) A consequence of BCPC staff working with the local communities in the preparation of their local plans has been a greater level of awareness and compliance with the rules and regulations related to sewer service area planning by the local communities.
- 3) Recent efforts by the Federal Emergency Management Agency and the Wisconsin Department of Natural Resources to expand and update the 100-year recurrence interval flood hazard mapping in Brown County increased local community, developer, and property owner awareness of this resource and the resultant increase in detailed flood studies is also increasing the number of related ESA amendment inquiries.
- 4) The Brown County Planning and Land Services Department completed revisions to the Brown County Code that created compliance with certain changes associated with NR 115 Shoreland Zoning. There will be an ongoing major effort related to informing the public regarding the changes to the shoreland zone requirements. Along with information related to shoreland zoning will be information related to the water quality planning requirements in Brown County, not limited to sewer service areas and environmentally sensitive areas.

Brown County continues to be a rapidly urbanizing county, especially within towns adjacent to the incorporated metropolitan communities. According to the 2010 U.S. Census estimates, Brown County is the fourth most populous county in Wisconsin, and between 2000 and 2010, Brown County experienced an eight percent increase in population of approximately 21,349, for a total population of 248,007. As the fourth highest populated county in the State of Wisconsin, Brown County represents 9.4 percent of the state population. The City of Green Bay is the third most populous incorporated place in Wisconsin with a population of 104,057. The unincorporated Town of Ledgeview experienced a 48.7 percent increase in population with a population of 6,555, and the Town of Lawrence experienced a 63.9 percent increase with a population of 4,284.

BCPC proposes to assume approximately 25 percent of the salary and indirect costs and 100 percent of the materials expenses to implement the tasks outlined under Work Element 1.

## Work Element 2

### Erosion Control Plan Review and Enforcement

Facilitated by increased awareness of the need to control non-point source pollution, BCPC will require the development of an erosion control plan before approval of specified subdivision plats, certain certified survey maps, sanitary sewer service area amendments, environmentally sensitive area amendments, and sanitary sewer extension reviews. The erosion control requirements will be enforced under Brown County Code of Ordinances Chapter 21 (Land Division and Subdivision Ordinance) and the Brown County Sewage Plan. BCPC's previous experience in enforcing erosion control requirements for sewer extensions and sewage plan amendments indicates that the educational element of controlling non-point source pollution is best achieved with in person contact and onsite working with developers and contractors alike from project planning to project completion. Brown County does have an adopted countywide construction site erosion control ordinance. Enforcement difficulties are primarily attributed to not having the use of countywide zoning, which requires the issuance of a building permit before construction begins. This issue is addressed by some municipality MS4 Permits and the Brown County MS4 Permit.

Benefits derived from implementing Work Element 2 include:

1. An increased educational effort toward developers, engineers, and towns to implement proper erosion control practices.
2. Direct benefits in the form of less sediment entering adjacent wetlands, waterways, and drainage ways -- a benefit specific to various Priority Watershed Projects.
3. Direct impact on developing lands that often generate the greatest sediment loads in urban areas.
4. A cost-effective approach to enforcement since BCPC staff is often onsite for sewer extension, subdivision erosion control, and stormwater management monitoring.

BCPC proposes to assume 25 percent of the salary and indirect costs and 100 percent of the materials expenses to implement the tasks outlined under Work Element 2.

## Work Element 3

### Stormwater Management Plan Review and Enforcement

Facilitated by increased awareness of the need to control non-point source pollution, BCPC requires the development of a stormwater management plan before approval of specified subdivision plats, certain certified survey maps, sanitary sewer service area amendments, environmentally sensitive area amendments, and sanitary sewer extension reviews. The stormwater management requirements will be enforced under Brown County Code of Ordinances Chapter 21 (Land Division and Subdivision Ordinance) and the Brown County Sewage Plan. BCPC's previous experience in enforcing stormwater management requirements for sewer extensions and sewage plan amendments indicates that the educational element of controlling non-point source pollution is best achieved onsite working with developers and contractors alike from project planning to project completion. Brown County does not have an adopted

countywide stormwater management ordinance. This is primarily attributed to the difficulty of enforcing the program without the use of countywide zoning.

BCPC completed a rewrite to the Land Division and Subdivision Ordinance in 2011, and is updating the Sewage Plan, which retained a strong emphasis on stormwater management requirements and created a more uniform environmentally sensitive area requirement for both BCPC and Brown County Zoning Department, leading to review efficiencies for the Bureau of Water Quality and an increased understanding of regulations for property owners.

Benefits derived from implementing Work Element 3 include:

1. An increased educational effort toward developers, engineers, residents, and towns to implement proper stormwater management practices.
2. Direct benefits in the form of fewer pollutants entering adjacent wetlands, waterways, and drainage ways.
3. Direct benefits in the form of increased effectiveness of stormwater drainage on a wider scale basis.
4. A cost-effective approach to enforcement because BCPC staff is often onsite for sewer extension, subdivision erosion control, and stormwater management monitoring.

BCPC proposes to assume 25 percent of the salary and indirect costs and 100 percent of the materials expenses to implement the tasks outlined under Work Element 3.

## QUALIFIED LOCAL AGENCY

BCPC is the qualified local agency that would administer the activities within the proposal.

## TIMETABLE

All activities proposed will be completed between January 1, 2015, and December 31, 2015.

## ESTIMATED 2015 WORK PROGRAM COST

|   |                    |
|---|--------------------|
| Estimated TOTAL Work Program Cost           | <b>\$61,200.02</b> |
| Work Program Costs that can be WDNR Matched | <b>\$45,300.02</b> |

It is understood that \$45,300.02 of the BCPC Work Program Costs qualifies for grant coverage; however, approximately **\$34,000.00** is available to BCPC in the form of a grant from WDNR at this time. This work program was written to represent all costs. BCPC is aware that only \$34,000.00 may be received in the form of a grant for the year 2015 and more funds may become available later in the year.

## PROJECT IMPORTANCE

BCPC's involvement in the implementation of this proposal is critical to the success of water quality planning efforts at the local level. BCPC's role as an administrator of these activities at the local level encourages "grass roots" involvement that is vital to the success of any water quality management program, while at the same time, this involvement also provides a level of review, consistency, and oversight that often cannot be achieved at the state level due to a lack of coordination, access to information, or resources.

Communities across Brown County are continuing to prepare updates of their comprehensive plans in response to Wisconsin's comprehensive planning legislation. Provision of these services is of special importance as these communities, as well as Brown County, in order to attempt to address the pressures and effects of rapid growth and development while at the same time attempting to address the requirements of state planning legislation and storm water management requirements. In particular, one of the requirements of the legislation involves the consideration and incorporation of other plans into the individual community's comprehensive plan. These communities and the Brown County must, therefore, consider and incorporate the other plans into their own and must ensure that day-to-day planning, zoning, and land use decisions are in conformance with their own comprehensive planning efforts. Of particular importance to the areawide water quality management plan would be the opportunity to incorporate concurrency requirements (the simultaneous review, planning, development, and extension of a complete range of urban services), sanitary sewer service area planning, storm water management, and environmentally sensitive area planning considerations into the local and county comprehensive plans.

## WORK ELEMENT 1

### Areawide Water Quality Management Planning/Sewerage Planning: Hourly Breakdown

| Item   | Hours         | Position          | \$/Hour* | Cost               |
|--|---------------|-------------------|----------|--------------------|
| 1. Wastewater Facility Plan Reviews<br>(Estimated # of reviews is 1).                      | 0.00          | Planning Director | \$66.18  | \$0.00             |
|  | 0.00          | Principal Planner | \$52.94  | \$0.00             |
|  | 10.00         | Senior Planner    | \$48.64  | \$486.40           |
|  | 0.25          | Office Manager    | \$39.51  | \$9.88             |
| 2. Sanitary Sewer Extension Reviews<br>(Estimated # of reviews is 26).                     | 0.00          | Planning Director | \$66.18  | \$0.00             |
|  | 0.00          | Principal Planner | \$52.94  | \$0.00             |
|  | 26.00         | Senior Planner    | \$48.64  | \$1,264.64         |
|  | 6.50          | Office Manager    | \$39.51  | \$256.82           |
| 3. Large Onsite System Reviews<br>(Estimated # of reviews is 0).                           | 0.00          | Planning Director | \$66.18  | \$0.00             |
|  | 0.00          | Principal Planner | \$52.94  | \$0.00             |
|  | 0.00          | Senior Planner    | \$48.64  | \$0.00             |
|  | 0.00          | Office Manager    | \$39.51  | \$0.00             |
| 4. Area Wide Water Quality<br>Management Reviews<br>(Estimated # of reviews is 2).         | 0.00          | Planning Director | \$66.18  | \$0.00             |
|  | 0.00          | Principal Planner | \$52.94  | \$0.00             |
|  | 20.00         | Senior Planner    | \$48.64  | \$972.80           |
|  | 0.00          | Office Manager    | \$39.51  | \$0.00             |
| 5. Sewer Service Area Amendment<br>Reviews<br>(Estimated # of Reviews is 2).               | 0.00          | Planning Director | \$66.18  | \$0.00             |
|  | 2.00          | Principal Planner | \$52.94  | \$105.88           |
|  | 20.00         | Senior Planner    | \$48.64  | \$972.80           |
|  | 0.50          | Office Manager    | \$39.51  | \$19.76            |
| 6. Environmentally Sensitive Area<br>Amendment Reviews.<br>(Estimated # of Reviews is 10). | 0.00          | Planning Director | \$66.18  | \$0.00             |
|  | 10.00         | Principal Planner | \$52.94  | \$529.40           |
|  | 150.00        | Senior Planner    | \$48.64  | \$7,296.00         |
|  | 2.50          | Office Manager    | \$39.51  | \$98.78            |
| 7. Technical Assistance, Information,<br>and Education.                                    | 4.00          | Planning Director | \$66.18  | \$264.72           |
|  | 4.00          | Principal Planner | \$52.94  | \$211.76           |
|  | 717.00        | Senior Planner    | \$48.64  | \$34,874.88        |
|  | 0.00          | Office Manager    | \$39.51  | \$0.00             |
| <b>PROJECTED EXPENSE TOTAL</b>   | <b>972.75</b> |                   |          | <b>\$47,364.50</b> |

\* Includes Year 2015 fringe benefits for each position.

# WORK ELEMENT 1

## Areawide Water Quality Management Planning/Sewerage Planning: Financial Summary

| Staff             | Hours  | \$/Hour* | Total              |
|-------------------|--------|----------|--------------------|
| Planning Director | 4.00   | \$66.18  | \$264.72           |
| Principal Planner | 16.00  | 52.94    | \$847.04           |
| Senior Planner    | 943.00 | \$48.64  | \$45,867.52        |
| Office Manager    | 9.75   | \$39.51  | \$385.22           |
| Subtotal          | 972.75 |          | \$47,364.50        |
| Match %           |        |          | 75%                |
| <b>TOTAL WDNR</b> |        |          | <b>\$35,523.38</b> |

\* Includes Year 2015 fringe benefits for each position.

## WORK ELEMENT 2

### Erosion Control Plan Review and Enforcement: Hourly Breakdown

| Item   | Hours         | Position                            | \$/Hour*           | Cost                 |
|--|---------------|-------------------------------------|--------------------|----------------------|
| 1. Subdivision Plat Reviews<br>(Estimated # of reviews is 13).   | 0.00<br>13.00 | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$632.32   |
| 2. Certified Survey Map Reviews<br>(Estimated # of reviews is 100).                                    | 0.00<br>30.00 | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$1,459.20 |
| 3. Sewer Service Area Amendment<br>Reviews<br>(Estimated # of reviews is 2).                           | 0.00<br>2.00  | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$97.28    |
| 4. Environmentally Sensitive Area<br>Amendment Reviews<br>(Estimated # of reviews is 10).              | 0.00<br>10.00 | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$486.40   |
| 5. Sewer Extension Plan Reviews and<br>Pre-Construction Conferences<br>(Estimated # of Reviews is 26). | 0.00<br>5.20  | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$252.93   |
| 6. Onsite erosion control inspections,<br>education, and monitoring reports.                           | 0.00<br>51.30 | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$2,495.23 |
| <b>PROJECTED EXPENSE TOTAL</b>   | <b>111.50</b> |                                     |                    | <b>\$5,423.36</b>    |

## WORK ELEMENT 2

### Erosion Control Plan and Enforcement: Financial Summary

| Staff             | Hours         | \$/Hour* | Total             |
|-------------------|---------------|----------|-------------------|
| Principal Planner | 0.00          | \$52.94  | \$0.00            |
| Senior Planner    | 111.50        | \$48.64  | \$5,423.36        |
| <b>Subtotal</b>   | <b>111.50</b> |          | <b>\$5,423.36</b> |
| Match %           |               |          | 75%               |
| <b>TOTAL WDNR</b> |               |          | <b>\$4,067.52</b> |

\* Includes Year 2015 fringe benefits for each position.

## WORK ELEMENT 3

### Stormwater Management Plan Review and Enforcement: Hourly Breakdown

| Item   | Hours         | Position                            | \$/Hour*           | Cost                 |
|--|---------------|-------------------------------------|--------------------|----------------------|
| 1. Subdivision Plat Reviews<br>(Estimated # of reviews is 13).   | 0.00<br>26.00 | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$1,264.64 |
| 2. Certified Survey Map Reviews<br>(Estimated # of reviews is 100).                                    | 0.00<br>50.00 | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$2,432.00 |
| 3. Sewer Service Area Amendment<br>Reviews<br>(Estimated # of reviews is 2).                           | 0.00<br>4.00  | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$194.56   |
| 4. Environmentally Sensitive Area<br>Amendment Reviews<br>(Estimated # of reviews is 10).              | 0.00<br>20.00 | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$972.80   |
| 5. Sewer Extension Plan Reviews and<br>Pre-Construction Conferences<br>(Estimated # of Reviews is 26). | 0.00<br>5.20  | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$252.93   |
| 6. Onsite erosion control inspections,<br>education, and monitoring reports.                           | 0.00<br>51.30 | Principal Planner<br>Senior Planner | \$52.94<br>\$48.64 | \$0.00<br>\$2,495.23 |
| <b>PROJECTED EXPENSE TOTAL</b>   | <b>156.50</b> |                                     |                    | <b>\$7,612.16</b>    |

## WORK ELEMENT 3

### Stormwater Management - Plan and Enforcement: Financial Summary

| Staff             | Hours         | \$/Hour* | Total<br>Cost     |
|-------------------|---------------|----------|-------------------|
| Principal Planner | 0.00          | \$52.94  | \$0.00            |
| Senior Planner    | 156.50        | \$48.64  | \$7,612.16        |
| <b>SUBTOTAL</b>   | <b>156.50</b> |          | <b>\$7,612.16</b> |
| Match %           |               |          | 75%               |
| <b>TOTAL WDNR</b> |               |          | <b>\$5,709.12</b> |

\* Includes the Year 2015 fringe benefits for each position.

## 2014 WORK PROGRAM CONTRACT: PROPOSED FINAL COST

| <b>Work Element</b>                  | <b>Total Cost**</b> | <b>Requested Funds***</b> |
|--------------------------------------|---------------------|---------------------------|
| Work Element 1 WQM/Sewerage Planning | \$47,364.50         | \$35,523.38               |
| Work Element 2 Erosion Control       | \$5,423.36          | \$4,067.52                |
| Work Element 3 Stormwater Management | \$7,612.16          | \$5,709.12                |
| Materials                            | \$800.00            | \$0.00                    |
| <b>GRAND TOTAL</b>                   | <b>\$61,200.02</b>  | <b>\$45,300.02</b>        |

\*\* Total Cost includes BCPC cost share. Materials Costs are an estimated unreimbursed cost.

\*\*\* Actual funds desired for reimbursement are \$45,300.02, but BCPC is aware that only \$34,000.00 may be available from the WDNR at this time.

It is understood that \$45,300.02 of the BCPC Work Program Costs qualifies for grant coverage; however, approximately **\$34,000.00** is available to BCPC in the form of a grant from WDNR at this time. This work program was written to represent all costs. BCPC is aware that only \$34,000.00 may be received in the form of a grant for the year 2015 and more funds may become available later in the year.