



EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

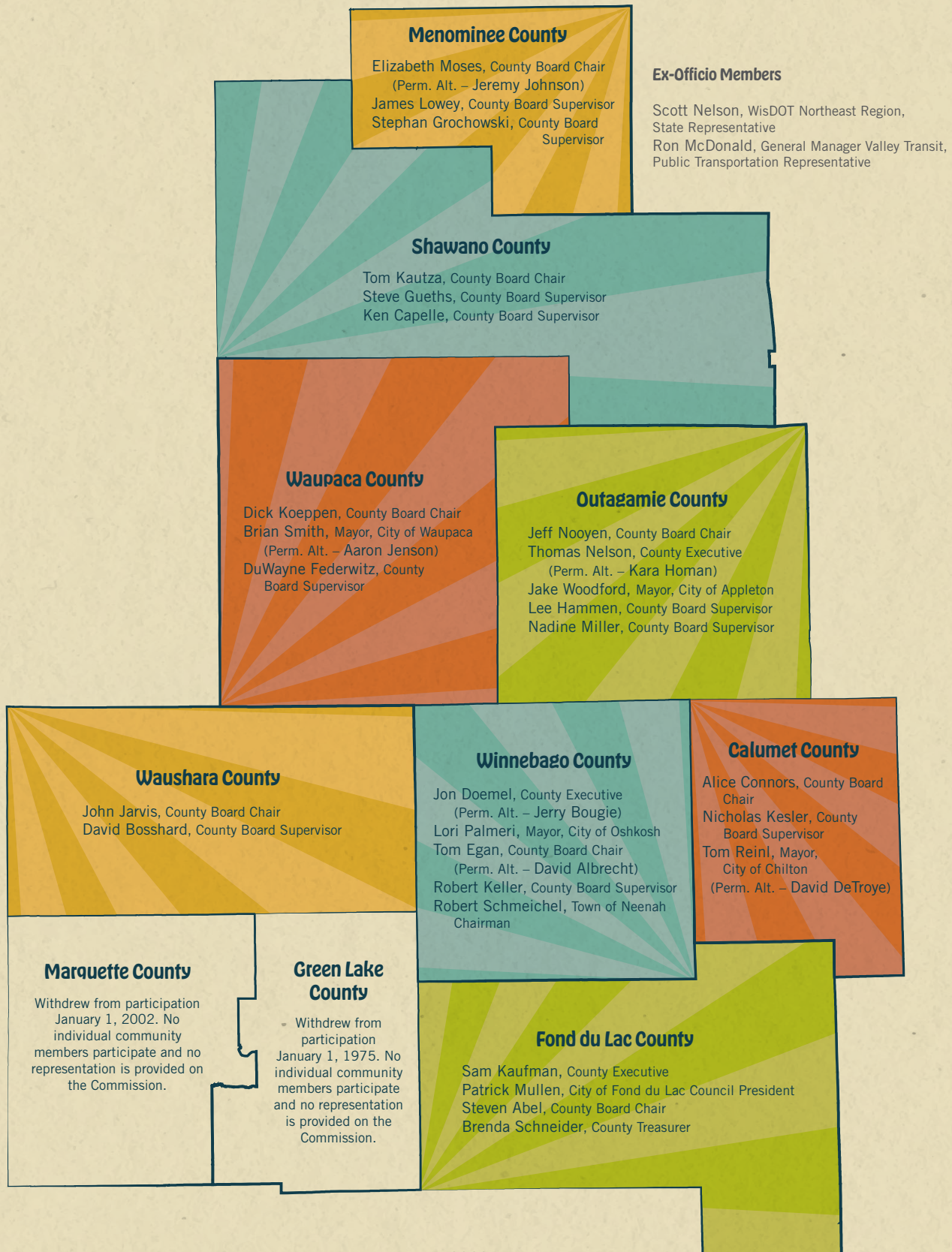
ANNUAL REPORT

2022



SPECIAL ANNIVERSARY EDITION

ECWRPC COUNTIES & COMMISSIONERS



MESSAGE FROM THE CHAIR

To the Community Members and Elected Leaders of the East Central Region:

Over the past year, the Commission has continued to enhance the planning services provided to communities throughout the Region including the completion of a few very impactful projects.

The Commission's economic development planning program expanded in 2022. The Main Street Bounceback Program continued and at the conclusion of the program 900 grants were awarded in a 17-month period in the region. The Commission staff effectively and efficiently administered a total of \$9,000,000 in grant funding to assist local businesses to fill vacant commercial and Main Street corridors. Five rural communities in the Region worked with East Central staff and their consultant to develop implementation plans for economic development projects within their community. In addition, Commission staff assisted the Appleton International Airport (\$3,000,000) and the Menominee Tribal Enterprises (\$4,955,538) in securing two Economic Development Administration Grants.

The Commission worked with the Wisconsin Department of Transportation and local communities in Appleton (Fox Cities), Oshkosh, and Fond du Lac Metropolitan Planning Organizations to select and award Surface Transportation Block Grants projects, totaling \$16,878,556. Collaboration efforts with Waupaca County and partner organizations resulted in securing a \$3.2 million Workforce Innovation grant through the Wisconsin Economic Development Corporation to pilot a micro-transit pilot within the rural communities of Waupaca County.

Projects such as the High Cliff Connection, the development of local Safe Routes to School actions plans, and the update to the Fox Cities Sewer Service Area Plan, demonstrated the collaboration efforts of the Commission by working with multiple partner organizations and across municipal boundaries.

The Commission continues to effectively administer the NR-135 Non-Metallic Mining Program for five member counties. Over the past two years, the Commission enhanced the program, by providing up-to-date site imagery to conduct data analysis.

This Commission will continue to promote intergovernmental collaboration with local units of government and partner organizations to implement impactful projects in the region.

The Commission looks forward to the continued support and collaboration of our communities within the region, which lead to the implementation of successful planning programs.

Sincerely,

Jeff Nooyen, Chair
Outagamie County Board Chair

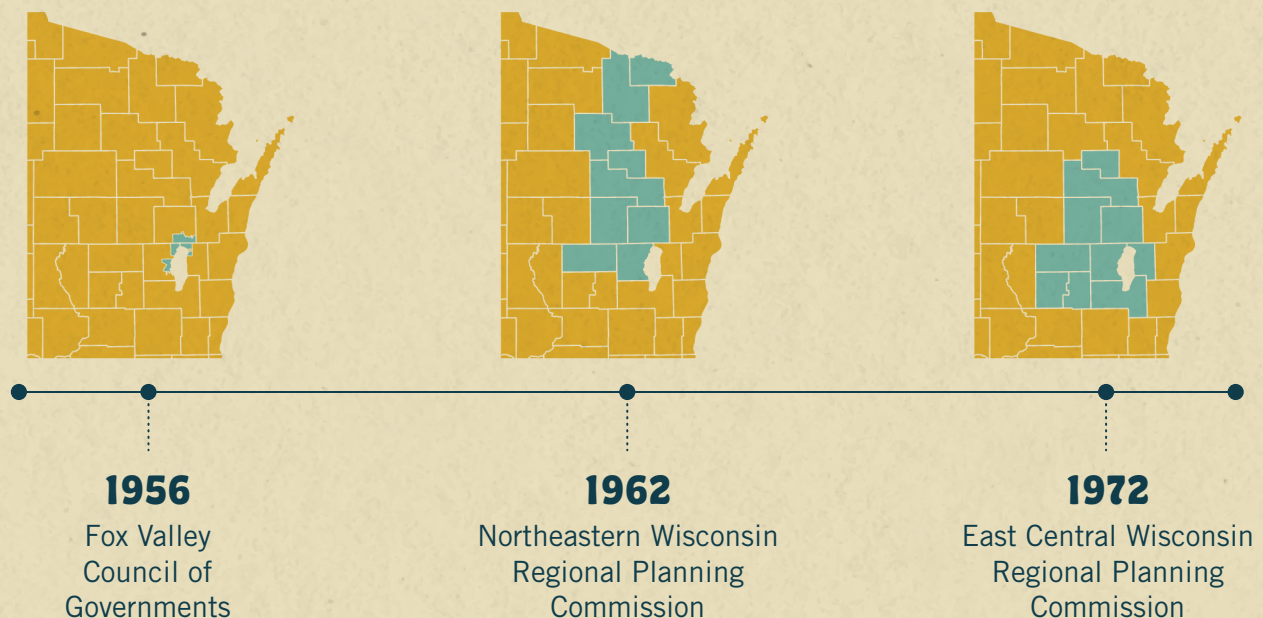


COMMISSION HISTORY

The East Central Wisconsin Regional Planning Commission (ECWRPC) was created under Executive Order No. 41, issued by Governor Patrick J. Lucey, dated June 29, 1972. This action was taken after the submittal of petitions by the ten counties within the East Central Region pursuant to Wisconsin State Statutes §66.945 (now State Statutes § 66.0309). ECWRPC was preceded by two area wide planning agencies: the Fox Valley Council of Governments (FVCOG) and the Northeastern Wisconsin Regional Planning Commission.

The Fox Valley Council of Governments was formed in 1956 and was composed of 15 governmental units in Appleton-Neenah and the Oshkosh Urbanized Areas. The Northeastern Wisconsin Regional Planning Commission (NEWRPC) formed in 1962 and was composed of nine counties encompassing the Wolf River Basin. With the issuance of the U.S. Department of Housing and Urban Development's (HUD) Areawide Planning Organization (APO) and Areawide Principal Jurisdiction (APJ) certification requirements in July, 1970, these two agencies were dissolved and replaced by ECWRPC. The three northern counties of NEWRPC were removed from the region and Calumet, Fond du Lac, Green Lake, and Marquette Counties were added to ECWRPC. The Commission continues to serve Counties in Northeastern Wisconsin through planning services it offers.

East Central Wisconsin Regional Planning Commission Timeline

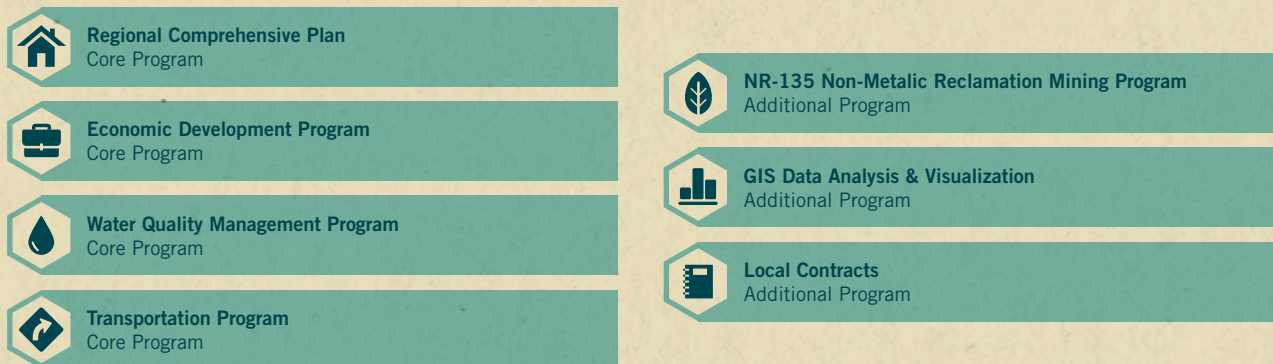


COMMISSION OVERVIEW

East Central Wisconsin Regional Planning Commission was established to promote intergovernmental cooperation, regional planning, and a vision for the future. In addition, ECWRPC serves as the coordinating organization between federal, state, and local governments for the region. ECWRPC assists local units of government on issues that occur at a regional level, and staff provides technical assistance, advice, and services directly to individual units of government.

Over the past three years, ECWRPC has focused on developing the core programs areas of Regional Comprehensive Planning, Economic Development, Transportation and Water Quality Management.

East Central Wisconsin Regional Planning Commission Program Areas



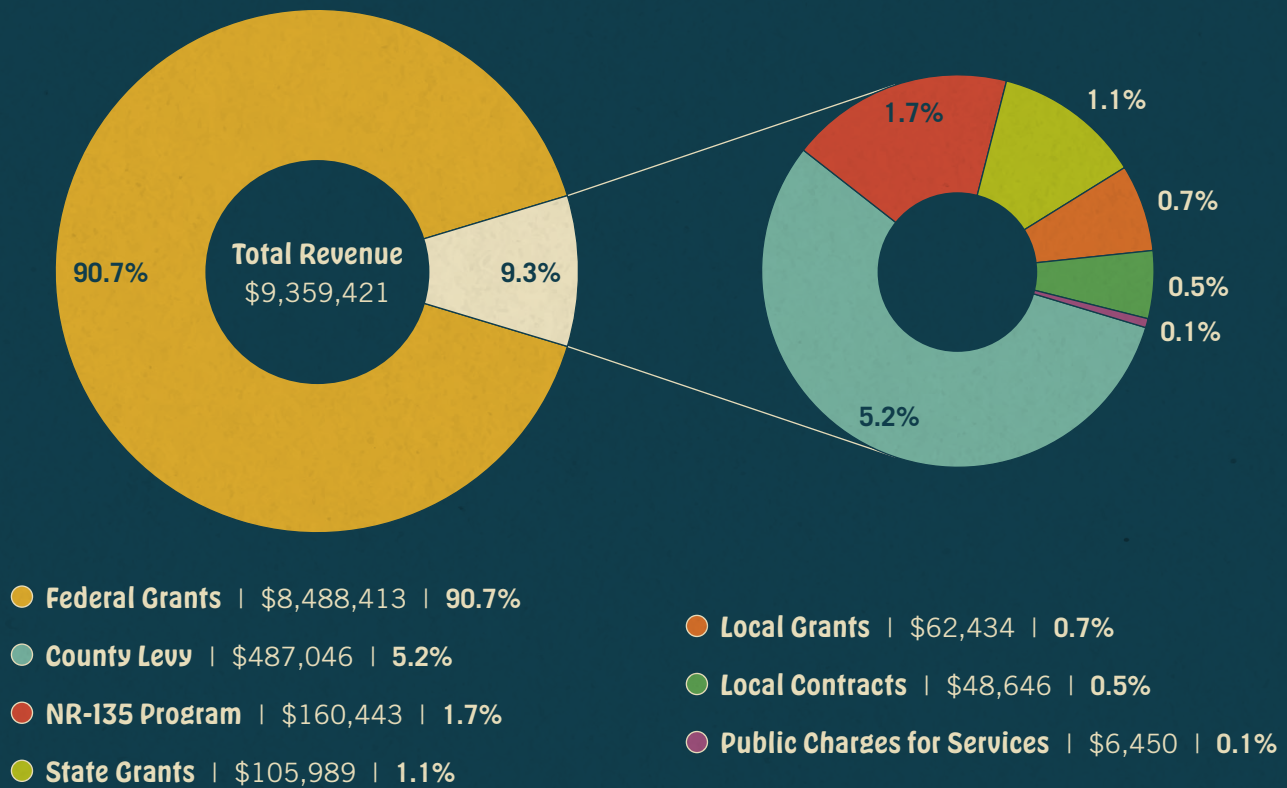
East Central builds relationships and cooperative, visionary growth strategies to keep our region beautiful, healthy, and prosperous.

-ECWRPC Mission

East Central effectively and efficiently develops, administers, and implements valued planning programs at the regional and local level, enhancing our communities' quality of life.

-ECWRPC Vision

2022 Operating Revenue Sources



COMMISSION FINANCIALS

Financial support for ECWRPC is provided by grant funds, the tax levy, program fees, and contracts. The county tax levy is utilized to match federal and state funding for the Economic Development Program, Transportation Program, and Water Quality Management Program. The NR-135 Non-Metallic Mining Reclamation Program is funded 100% through fees derived from permitted mine sites and their operators. ECWRPC also contracts with counties and municipalities to develop local plans.

Audited Statement of Net Position, 12/31/2022

Total Assets	\$1,740,942
Deferred Outflows	
<i>Pension and OPEB</i>	\$1,093,313
Total Liabilities	\$349,428
Deferred Inflows	
<i>Pension and OPEB</i>	\$1,359,839
Total Net Position	\$1,124,988

Audited Statement of Revenues, Expenses, and Changes in Net Position, 12/31/2022

Total Operating Revenues	\$9,359,421
Total Operating Expenses	\$9,016,397
Operating Income	\$343,024
Total Non-Operating Revenue	(\$2,548)
Net Position - 01/01/2022	\$784,512
Net Position - 12/31/2022	\$1,124,988
Change in Net Position	\$340,476

STANDING COMMITTEE APPOINTMENTS

Steering Committee

Alice Connors**	Calumet County
Steven Abel	Fond du Lac County
Jeremy Johnson	Menominee County
Jeff Nooyen*	Outagamie County
Tom Kautza	Shawano County
Dick Koeppen	Waupaca County
David Albrecht	Winnebago County

Regional Comp. Planning Committee

David DeTroye	Calumet County
Stephan Grochowski	Menominee County
Nadine Miller	Outagamie County
Steve Gueths	Shawano County
Mark Rohloff	Winnebago County

Transportation Committee

Nick Kesler	Calumet County
John Zorn	Fond du Lac County
Patrick Mullen	Fond du Lac County
Sadie DiNatale-Burda	Outagamie County
Tom Kautza	Shawano County
Dick Koeppen	Waupaca County
Robert Keller**	Winnebago County
Ronald McDonald	Transit Rep.
Scott Nelson	WisDOT Rep.

Economic Development Committee

Alice Connors*	Calumet County
Sam Kaufmann	Fond du Lac County
Jake Woodford	Outagamie County
Jerry Bougie**	Winnebago County


Community Facilities Committee

Brenda Schneider*	Fond du Lac County
James Lowey**	Menominee County
Jeff Nooyen	Outagamie County
Ken Capelle	Shawano County
Aaron Jenson	Waupaca County
David Albrecht	Winnebago County

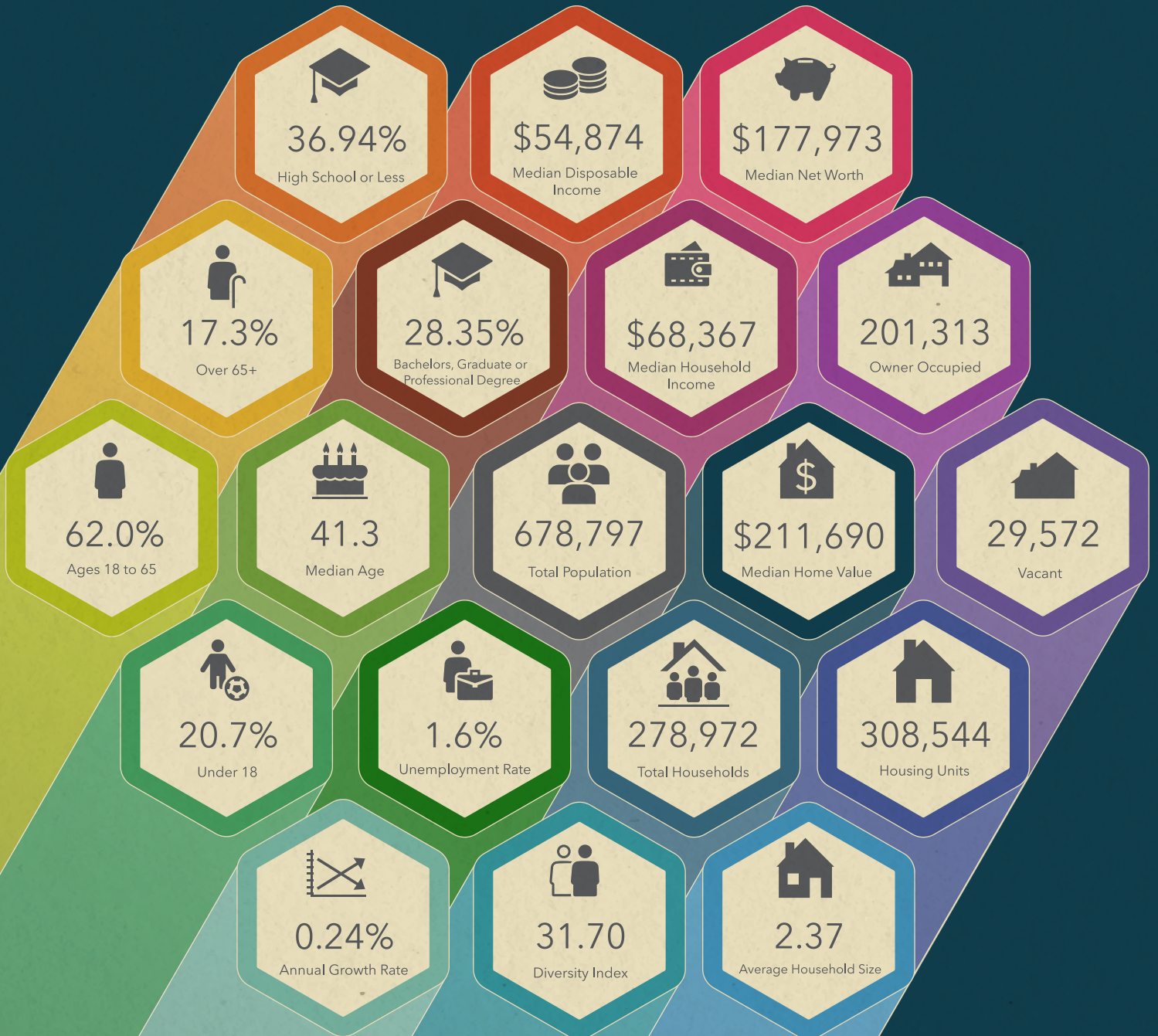
Open Space/Env. Management Committee

Jeremy Johnson	Menominee County
Lee Hammen	Outagamie County
DuWayne Federwitz	Waupaca County
Robert Schmeichel	Winnebago County

** Committee Chair, ** Committee Vice-Chair*



STATE OF THE REGION



Source: 2022 ESRI
Business Analyst



COMPREHENSIVE PLANNING

2045 Regional Comprehensive Plan - Our Home Our Region

Based on the Wisconsin State Statutes § 66.309(10), the Commission is required to adopt a comprehensive plan for the region. The comprehensive plan will guide the Commission with deliverables and projects for the communities. ECWRPC last updated their Regional Comprehensive Plan in 2008. The structure and timeline have been reset for completion of the 2045 plan.

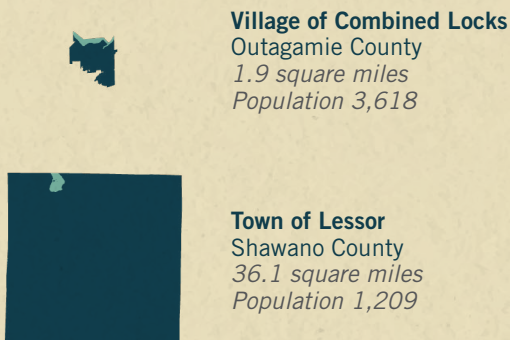
As a result of staff changes within the Commission in 2022, the Regional Comprehensive Plan has been streamlined to follow best practices, and the previous plan's Themes, Goals, Priorities, Trends, and Related Policies have been condensed into a new Goals section. Each Goal is accompanied by a plan for how the Commission intends to meet the goal, along with necessary supporting data and narrative.

The reformatted Plan proposes a Public Participation Plan to engage Counties' planning staff in 2023. Part of this strategy includes visioning exercises with Standing Committees and County Staff as well as Technical Advisory Committees and Focus Groups. This process will give more focused direction aligned with the Commission's Work Program and collaborative vision for the next 25 years.

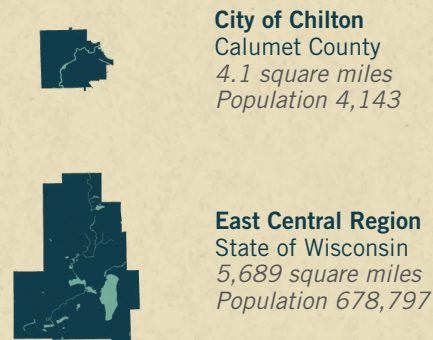
Local Comprehensive Plans

Wisconsin State Statutes § 66.1001 requires that land use decisions must be based on an adopted comprehensive plan. ECWRPC staff assist local communities with updating these plans. In 2022, the Commission adopted comprehensive plans for the Town of Lessor and the Village of Combined Locks. The City of Chilton Comprehensive Plan is in progress for 2023.

Comprehensive Plans Completed in 2022



Comprehensive Plans in Progress for 2023





ECONOMIC DEVELOPMENT

In the greater Fox Cities area, ECWRPC staff helped shape two noteworthy regional economic development initiatives. Outagamie County led planning efforts for the Fox Cities and Greater Outagamie County Regional Housing Strategy in spring of 2022. ECWRPC staff provided data to support the strategy, participated in steering committee meetings to shape the strategy, and helped plan a Fox Cities Housing Forum hosted in September 2022 at Fox Valley Technical College. ECWRPC staff also participated in focus groups for the Fox Cities Tourism Master Plan, led by the Fox Cities Visitors and Convention Bureau.

Elsewhere in the region, ECWRPC staff compiled data reports for the following entities: Calumet County, Waushara County, City of Waupun, Ripon College, City of Waupaca, City of Chilton, MITW, GOEDC, FWDB, FVTC, Goodwill, and Rawhide. The data provided to these entities supported a number of economic development initiatives.

Another project of 2022 was the compilation of business revolving loan funding information from providers in the region. ECWRPC staff surveyed five regional revolving loan fund providers, assembled data, and brought the providers together to share best practices. Similarly, staff hosted a meeting with stakeholders from Menominee County including the Menominee Indian Tribe, Menominee Tribal Enterprises, and Wolf River Development Corporation to collaborate on projects moving into the future.

Economic Development Technical Assistance Program

ECWRPC staff conducted another economic development technical assistance program in 2022 with Ayres Associates. The technical assistance program, funded through the Commission's CARES Act grant, allowed ECWRPC to offer full-day visioning workshops and walkabouts to communities in the region. Representatives from areas throughout the region selected four communities to receive assistance; the City of Shawano, the City of New London, the City of Berlin, and the Village of Campbellsport.

ECONOMIC DEVELOPMENT

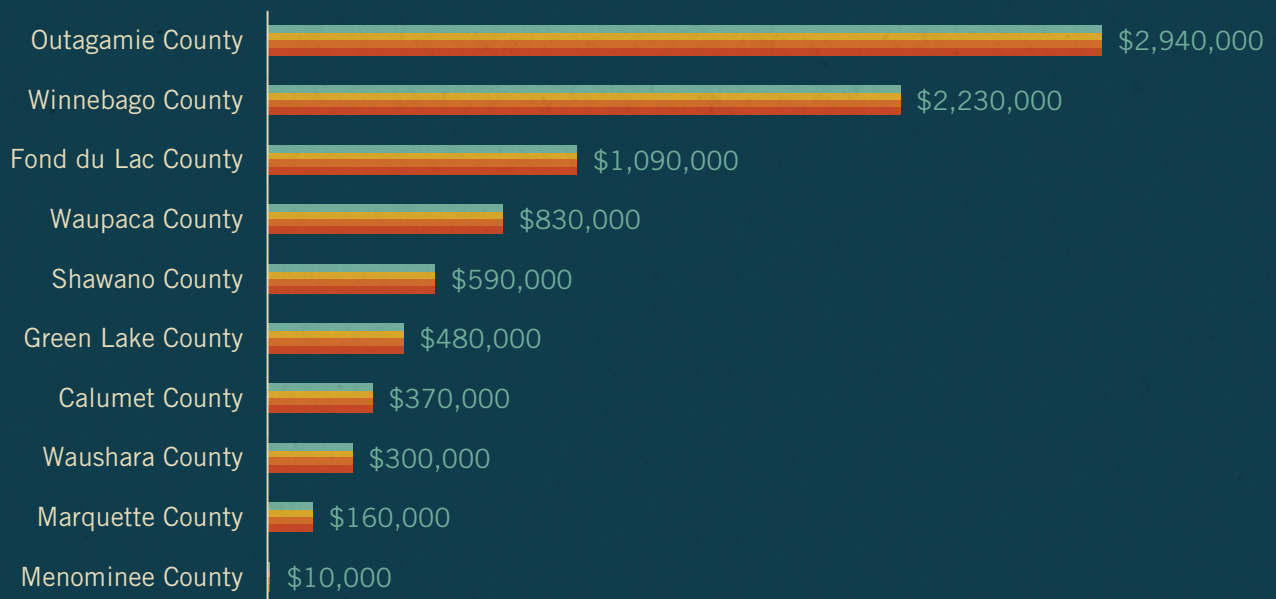
CARES Act Grant

In 2022, ECWRPC continued efforts with regional stakeholders to respond to the economic effects of the COVID-19 pandemic with funding from a \$400,000 CARES Act grant. East Central worked with regional partners to secure a \$3,000,000 grant from EDA for infrastructure improvements to expand the Appleton Aviation Business Park for the Appleton International Airport. EDA awarded a second grant of \$4,955,538 to Menominee Tribal Enterprises (MTE) to fund the addition of a new sawmill building and replace vital sawmill equipment for MTE. The grants to Appleton International Airport and MTE are the two largest EDA grants awarded in the region since the Commission received Economic Development District status in 1984.

ECWRPC furthered other initiatives in 2022 to advance its CARES Act grant received from EDA. Staff drafted sections of the disaster recovery and economic resiliency plan for the region. In July, staff published the Economic Development Hub. The Hub displays economic development data including information on housing, demographics, unemployment rate, and more with various geography scales. Click this link to visit the Hub: <https://rb.gy/1zurs>.

Main Street Bounceback Grants Program

Throughout 2022, the Commission administered the Wisconsin Main Street Bounceback Grants program on behalf of the Wisconsin Economic Development Corporation. The grant program provided \$10,000 grants to new or existing businesses and non-profit organizations expanding into vacant commercial and industrial buildings. In 2022, the Commission administered 782 grants to businesses representing \$7,820,000 invested in the region. The program ended on December 31, 2022 and the Commission awarded a total of 900 grants during the life of the program, which began in August 2021. Awards made to businesses by counties in the region are depicted in the figure below.



URBAN TRANSPORTATION PLANNING

Travel Demand Model

ECWRPC manages the Northeast Region Travel Demand Model (NERTDM) to predict traffic behavior with a data driven approach. The NERTDM is used to analyze the composition of traffic, purpose of travel, peak hour usage, and origin-destination linkages.

Technical Assistance

ECWRPC contracted with Toole Design Group in 2022 to work with communities to provide planning-level technical assistance on transportation-related issues. The following projects were selected:

- City of Neenah Downtown Transfer Center Study
- City of Oshkosh County Highway K and Carl Traeger School Safety Recommendations
- Outagamie County Administrative Rule
- City of Appleton Northland/OO Roundabout Study

Public Participation Process Amendment

The Public Participation Process outlines the steps staff take to provide opportunities to engage the public on important transportation projects and decisions. In 2022, ECWRPC consulted with WisDOT Central Office and Federal Highway Administration staff to reduce the public review period to 15 days for both the TIP major amendment and LRTP amendment sections. Reducing the 30-day timeframe for public review allows the urban areas to be consistent with the public review periods for the WisDOT State Transportation Improvement Program (STIP) and the Green Bay MPO.

Transportation Improvement Program (TIP)

In coordination with WisDOT Northeast Region, ECWRPC developed the Transportation Improvement Program (TIP) for each Metropolitan Planning Organization (MPO) which includes all anticipated federal and state aids for transportation projects in the urbanized area, as a prerequisite for federal funding.

Urban Transportation Funding Awarded in 2022

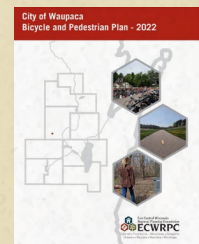
Road	Community	Funding	Amount
Appleton (Fox Cities) MPO			\$8,308,549
W. Spencer St.	T. Grand Chute	STBG (22-27 cycle)	\$2,066,464
Intersection of CTH JJ & CTH N	Outagamie County	STBG (BIL 22)	\$1,142,609
Lawe St.	C. Appleton	STBG (BIL 23)	\$2,793,634
Shady Ln.	V. Fox Crossing	STBG (BIL 23)	\$1,776,802
Marcella & Kennedy Trail	V. Kimberly	TAP	\$529,040
Fond du Lac MPO			\$1,185,640
Pioneer Rd.	Fond du Lac County	STBG (BIL 23)	\$1,185,640
Oshkosh MPO			\$7,384,367
Bowen St.	C. Oshkosh	STBG (22-27 cycle)	\$1,883,128
S. Washburn St.	C. Oshkosh	STBG (BIL 22)	\$717,328
Osborne Ave.	C. Oshkosh	STBG (BIL 22)	\$631,203
Leonard Point Rd.	T. Algoma	STBG (BIL 23)	\$4,152,708



RURAL TRANSPORTATION PLANNING

City of Waupaca Bicycle & Pedestrian Plan

ECWRPC Staff completed the City of Waupaca Bicycle and Pedestrian Plan. This plan focuses on the six E's of active transportation planning: Education, Engagement, Encouragement, Engineering, Evaluation, and Equity. East Central staff worked with the City of Waupaca to evaluate current conditions and create recommendations for future bicycle and pedestrian infrastructure. The plan was adopted by the City of Waupaca Common Counsel on June 7, 2022.



Waupaca County Catch A Ride - Workforce Innovation Grant

Rural workforce transportation is a challenge throughout the region. Responding to this need, Lutheran Social Services and Feonix Mobility Rising sought ideas from ECWRPC and Waupaca County Economic Development Corporation (WCEDC) about how to bridge the transportation gap in Waupaca County. ECWRPC assisted this group of stakeholders in writing and administering a \$3.2 million Workforce Innovation Grant to pilot a micro-transit service (Waupaca County Catch A Ride), bringing five hybrid vehicles, one accessible minivan, and drivers to the county. WCEDC projects up to 26,000 rides will be delivered each year once the program is running at full capacity.

STARS Program

ECWRPC staff also worked with WisDOT to develop the Safe Transportation Alternative for Rural Schools (STARS) program in 2022. The program aimed to simplify both the application and delivery of Transportation Alternative funds in rural areas of Wisconsin.

Transit Planning

ECWRPC completed several transit planning projects in 2022. Firstly, ECWRPC staff worked with Fond du Lac Area Transit and SRF consulting staff to create a Transit Development Plan. Social services, healthcare, business, and community leaders were brought together through Community Stakeholder Meetings. ECWRPC staff helped conduct rider surveys, drive focus groups, and partnered with Envision Greater Fond du Lac to distribute business surveys. This feedback led to proposed route redirection, potential for a weekend transit pilot program, and ideas for transit center features.

Fond du Lac Area Transit, GO Transit, and Valley Transit undergo a Triennial Review every three years. ECWRPC staff assisted each agency in finding past documents related to the 23 areas of transit operations and planning that the Federal Transit Administration uses to ensure policy compliance.

ACTIVE TRANSPORTATION PLANNING

High Cliff Connection

In 2021, ECWRPC received a \$100,000 grant from the Nelson Family Fund within the Community Foundation for the Fox Valley Region. The grant was used to hire a consultant, HKGi, to conduct a feasibility study and develop a master plan for an active transportation connection from the Fox Cities to High Cliff State Park. Based on feedback from residents, municipal staff, WisDOT, and WDNR, a master plan was developed. This master plan was completed in 2022 and provides recommendations on routes, wayfinding signage, trailhead locations, and implementation strategies.



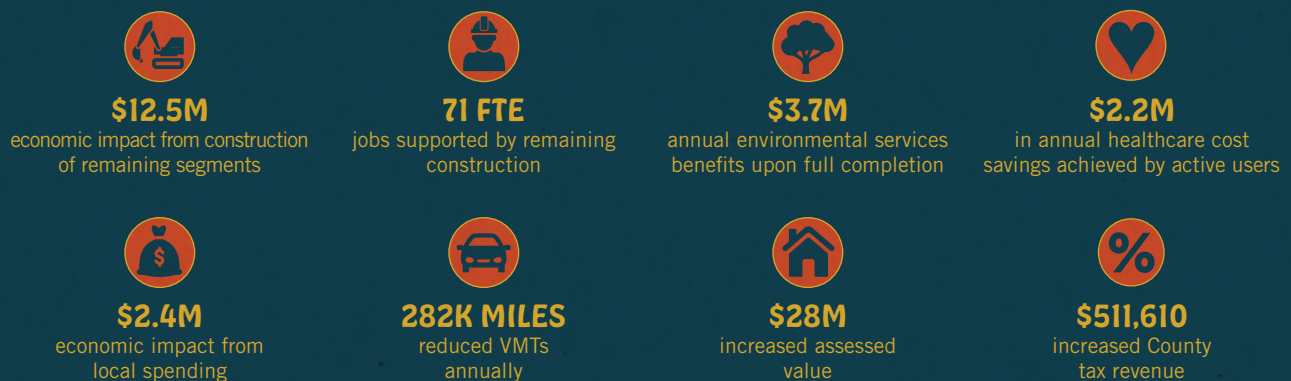
Wayfinding Signage

ECWRPC staff worked with Winnebago County and the City of Oshkosh to complete wayfinding signage along the Wiouwash State Trail. Previously, signage had been created for the Wiouwash State Trail north of the City of Oshkosh boundary to the northern termini of Outagamie's portion of the trail in Hortonville. Once these new signs are installed, the entire 22-mile portion of the Wiouwash State Trail in Winnebago and Outagamie counties will have consistent wayfinding signage.

Community Engagement Guidebook & Toolkit

Robust and representative community engagement is essential to the planning process. In 2022, ECWRPC hired Toole Design Group to develop an Equity in Community Engagement Toolkit and Guidebook. This guidebook provides resources and best practices to enhance community engagement, with a focus on equity. It was accepted by the Commission in January 2023 and is available for staff and community partners to use in planning efforts.

Economic Impact Study



Communities in the region are investing millions of dollars in bicycle and pedestrian facilities. Therefore, ECWRPC staff and a stakeholder team worked with Econsult Solutions, Inc. to conduct an economic impact study of the facilities in the urbanized areas of Calumet, Fond du Lac, Outagamie, and Winnebago counties. The study found an estimated investment of \$1.3 billion in constructing the future bicycle and pedestrian network will yield a \$2.3 billion economic impact. Further findings from the study are highlighted in the graphic above.



SAFE ROUTES TO SCHOOL

2022 Program Highlights



1,644

children received bike & pedestrian safety education



71

schools participated in Walk to School Day



41

schools participated in Winter Walk to School Day



66

schools participated in Bike to School Day



8

schools participated in the Walking School Bus program



20

schools participated in the Frequent Walker program



41

schools participated in the "We take time to slow down in school zones" educational campaign



8

community events attended

East Central Wisconsin's Safe Routes to School (SRTS) Program is a regional program that encourages and enables children to walk or bike to school by making active transportation safer, more accessible, and fun. The program implements projects and activities that improve the health, well-being, and safety of children, resulting in less traffic and pollution.

The SRTS Program is modeled after the nationally recognized six E's framework. The six E's are Education, Engagement, Encouragement, Engineering, Evaluation, and Equity. When included as part of a comprehensive SRTS program, the six E's are an effective approach to create safer environments for walking and biking.

In 2022, the ECWRPC SRTS staff created Safe Routes to School Action Plans for the Rosendale/Brandon School District, Ripon Area School District, and Fond du Lac School District.

Staff collaborated with A2Z Design to update and create educational materials, event materials, and a snowshoe how-to video. Staff also worked with Toole Design Group to update the Strategic Plan.



WATER QUALITY MANAGEMENT PLANNING

The State of Wisconsin's Areawide Water Quality Management Planning (AWQMP) Program is authorized under chapter NR-121 Wisconsin Administrative Code. The purpose of the program is to evaluate various means of achieving water quality goals and standards set forth in the 1972 amendments to the Federal Water Pollution Control Act, commonly known as the Clean Water Act. Sewer Service Area (SSA) Planning is one component of the AWQMP. ECWRPC administers the SSA Planning Program under a contract agreement with the Wisconsin Department of Natural Resources (WDNR). Sewer Service Area Plans are prepared to identify areas where public sanitary sewer service could be provided in a cost effective and environmentally sound manner.

2022 Program Highlights



41

Sanitary Sewer
Extension Reviews



15

Private Sanitary
Lateral Reviews



7

Sewer Service Area
Amendment Reviews



1

Wastewater Treatment Facility
Plan Amendment Review

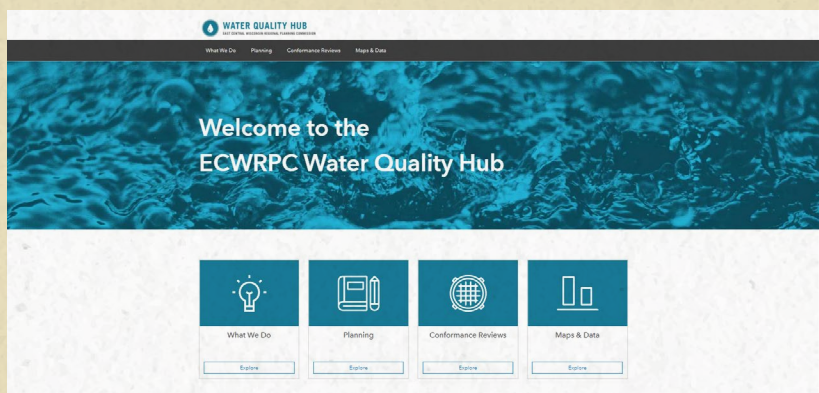
Fox Cities SSA Plan Update

Throughout 2022, ECWRPC worked with communities across the Fox Cities to identify growth areas for the Fox Cities SSA Plan update. The Fox Cities region is comprised of four sewer service areas including the Appleton SSA, Fox West SSA, Heart of the Valley SSA, and Neenah-Menasha SSA. Population projections and growth calculations were completed in 2022 and draft SSA maps and chapters were sent to the communities for their initial review in December. Informational meetings with the communities as well as the completion of the Fox Cities SSA Plan update is anticipated for 2023.

Water Quality Hub

ECWRPC staff also created a GIS Hub for the AWQMP Program in 2022. The Water Quality Hub includes information on SSA planning, Section 208 conformance reviews, SSA amendments, and links to the SSA web map and all SSA Plans.

Click this link to visit the Water Quality Hub:
<https://rb.gy/rsmsi>.



ENVIRONMENTAL PLANNING

NR-135 Nonmetallic Mining Reclamation Program

The NR-135 Nonmetallic Mining Reclamation Program was established in December of 2000. Administration activities for the NR-135 Program include reclamation plan reviews, permit approvals, site inspections, operator and WDNR annual reporting, operator financial assurance requirements, and certification of completed reclamation activities.

The goal of the NR-135 Program is to provide a framework for statewide regulation of non-metallic mining reclamation. This is accomplished by establishing uniform reclamation standards and requiring counties to adopt a reclamation ordinance capable of ensuring compliance with these standards. In 2001, ECWRPC administered these ordinances on behalf of Calumet, Outagamie, Shawano, Waupaca and Winnebago counties.

In 2013, Calumet County decided to leave the consortium. In November 2021, Calumet County contacted ECWRPC staff to rejoin the consortium and thereby have ECWRPC administer the program. As the original contract dated back to 2001, staff took the opportunity to update the contract with all five counties.

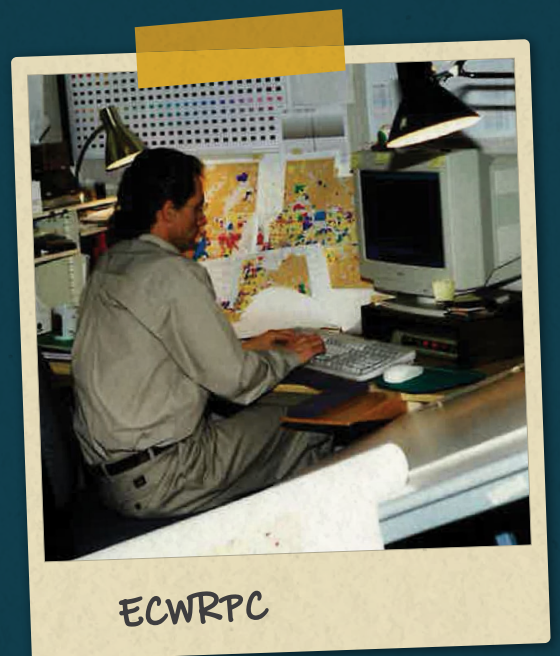


On April 14, 2022, the Steering Committee approved Resolution No. 19-22, authorizing the Commission to enter into an agreement with the counties to implement chapter NR-135 Wisconsin Administrative Code, locally adopted Non-Metallic Mining Reclamation Ordinances. On June 27, 2022, the contract was signed by all parties and considered fully executed. Calumet County transitioned to the regional program on July 1, 2022.

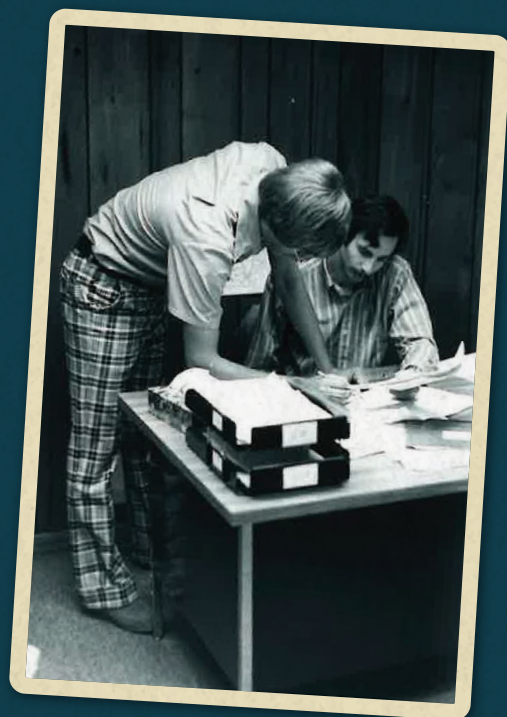
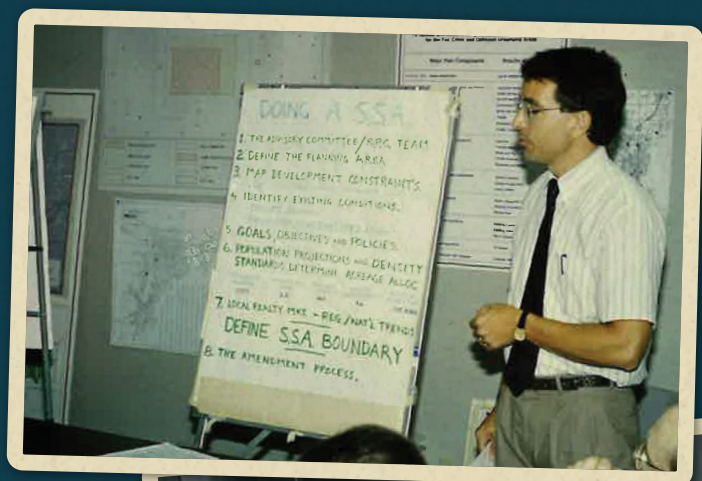
2022 Program Highlights

County	Number of Sites	Active Acres	Reserve Acres	Reclaimed Acres in 2022	UAV Flights
Calumet	20	516	760	10	8
Outagamie	45	1343	1692	4	9
Shawano	47	637	864	14	11
Waupaca	44	681	1392	0	16
Winnebago	43	971	1182	11	11
Total	199	4148	5890	39	55

ECWRPC staff continued to improve the use of Unmanned Aerial Vehicle (UAV) technology in 2022. The UAV program enables staff to view up-to-date site imagery, create 2D and 3D images, track site changes, calculate topsoil and overburden volumes, and generate final reclamation documentation.



ECWRPC



Thank you to the staff, commissioners, and partners of the East Central Wisconsin Regional Planning Commission throughout the past 50 years.

2022 East Central Wisconsin Regional Planning Commission Staff

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Executive Director

Kim Biedermann

Principal Planner

Colin Kafka

Associate Planner

Kevin Englebert

Deputy Director

Scott Konkle

Senior Planner

Katie Livernash

Associate Planner

Sara Otting

Controller

Jennie Mayer

Senior Planner

Brenna Root

Associate Planner

Michael Zuege

GIS Manager

Wilhelmina Paustian

Senior Planner

Tanner Russell

Associate Planner

Tim Badtke

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Adam BellCorelli

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Rachel Roth

GIS Analyst I

Leann Buboltz

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Kim Dieck

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Casey Peters

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