

# Outagamie County Municipal Separate Storm Sewer System Annual Report for WI Permit #S050075-3 Reporting Year: 2022

March 31, 2023

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# 1. Annual Report Submittal Requirements

## Annual Reporting Requirements of WPDES-WI-S050075:

- The status of implementing the permit requirements, status of meeting measurable program goals, and compliance with permit schedules.
  - a. *Outagamie County has outlined their compliance plan, submitted to the WDNR in March of 2021.*
- A fiscal analysis which includes the annual expenditures and budget for the reporting year, and the budget for the next year.
  - a. *See section 13.*
- A summary of the number and nature of inspections and enforcement actions conducted to ensure compliance with the required ordinances.
  - a. *See sections 5, 6, 7, & 8.*
- Identification of any known water quality improvements or degradation in the receiving water to which the permittee's MS4 discharges. Where degradation is identified, identify why and what actions are being taken to improve the water quality of the receiving waters.
  - a. *Outagamie County Staff did not identify any improvements or degradation as we prepared this annual report.*
- An evaluation of program compliance, the appropriateness of identified BMPs, and progress towards achieving identified measurable goals. Any program changes made as a result of this evaluation shall be identified and described in the annual report. For any identified deficiencies towards achieving the requirements under section 2 of this permit or lack of progress towards meeting a measurable goal, the permittee shall initiate program changes to improve their effectiveness.
  - a. *Outagamie County will provide details as we prepare for the 2024-2029 permit cycle.*
- If applicable, notice that the permittee is relying on another municipality or entity to satisfy any of the permit requirements and a description of the arrangement where a permit requirement is being met in this manner.
  - a. *Outagamie County has a municipal agreement with the City of Appleton and is a member of Northeast Wisconsin Stormwater Consortium (NEWSC).*
- A duly authorized representative of the permittee shall sign and certify the annual report and include a statement or resolution that the permittee's governing body or delegated representatives have reviewed or been apprised of the content of the annual report.

- a. *Outagamie County will hold a public hearing on March 28, 2023 in regards to this annual report.*

**In addition to the above, the following information is being provided.**

Public Education and Outreach – Annual Report Summary	Included in Section 3
Public Involvement and Participation – Annual Report Summary	Included in Section 4
Stormwater Consortium/Group Report	Included in Sections 3 & 4
Illicit Discharge Detection & Elimination – Annual Report Summary	Included in Section 5
Construction Site Pollution Control – Annual Report Summary	Included in Section 6
Post Construction Storm Water Management – Annual Report Summary	Included in Section 7
Municipal Facility Inspections	Included in Section 8 & Attached
Pollution Prevention – Annual Report Summary	Included in Section 8
Winter Road Maintenance – Annual Report Summary	Included in Section 8 & Attached
Storm Water Quality Management – Annual Report Summary	Included in Section 10

**List of Attachments:**

- 2022 Highway SWPPP Inspections Report
- 2022 DNR Stormwater/Erosion Control Project Permits
- 2022 Winter Road Maintenance Summary
- 2022 Highway Department: Salt Use Reduction Training
- 2022 Highway Improvement Projects
- 2022 CTH AA (Bluemound) Pond Inspection Report
- 2022 Highway Department Summary
- 2022 Adopt-A-Hwy and Adopt-A-Roundabout
- 2022 NEWSC Annual Report
- 2022 IDDE Summary Report
- 2022 LCD Social Media Report
- 2022 LCD Summary
- 2022 Parks Department Summary Report
- 2022 Recycling and Solid Waste- HHW Collection Events Summary and Brochure

## 2. Introduction

Outagamie County is a permitted MS4 community and is required to comply with certain permit requirements. Wisconsin DNR Permit #S050075-3 outlines the requirements of the permit and also requires submittal of an annual report. This report will provide information showing that Outagamie County strives to meet the permit requirements while providing additional details and data.

With the COVID-19 Pandemic slowing down, and a full staff in the Development and Land Services Department, Outagamie County Staff thrived in 2022. A new position was created within the Department, Land Use and Sustainability Specialist, who would aid in Permit Review, MS4 Permit

Compliance, Permit Inspections, Code Enforcement, Sustainability Efforts, and assist the Principal Planner as needed. A new Land Use Specialist also joined the team in June of 2022. With the Department's goal in mind to cross train all staff, two members completed their POWTS Inspector Certification exams in September 2022. This certification allows these staff members to perform POWTS inspections in addition to the two Code Inspectors on staff who specialize in POWTS.

The Stormwater, Erosion Control, and Shoreland Zoning inspections program has been greatly enhanced during 2022. As of 2022, all actively permitted sites are visited approximately 3 times a year. The number of permits which were filled in 2022 was equivalent to a busy construction season, however it was less than the permit year of 2021.

Outagamie County continued their focus of adopting an IDDE Ordinance. In March of 2023, the new ordinance was officially adopted.

### 3. Public Education and Outreach

Outagamie County is a member of the Northeast Wisconsin Stormwater Consortium (NEWSC). This group consists of many MS4 permitted members and other entities, and strives to provide Public Education and Outreach for its members. The consortium submits a separate annual report to the Wisconsin Department of Natural Resources which outlines all of the activities for the permitting year. The Outagamie County annual report will highlight those NEWSC activities which benefitted County residents within the MS4 Urbanized Area.

In addition to being involved in the Northeast Wisconsin Stormwater Consortium, Outagamie Staff provides a majority of its public education and outreach on a one-on-one basis when working with a variety of people or entities during development projects. Staff directs persons to websites with additional resources such as the NEWSC website and the WDNR Stormwater website. Educating the public during 1:1 conversations can stem from many County departments, such as Development and Land Services, Highway, Land Conservation, Parks, Solid Waste, along with many others.

Even though most of the urbanized area within the County are located in other MS4 permitted communities, many of the ordinances required by our MS4 Permit have been adopted County-wide. As such, County staff are routinely involved in many development projects which presents numerous opportunities to educate the public through the permitting process outside of the MS4 Urbanized Area.

Some specific things that should be noted in regards to Public Outreach and Education for the year 2022 include the following:

- Outagamie County does not have a separate school district and therefore relies on outreach and education to the school districts within the MS4 Urbanized Area.

NEWSC's active participation outreach and education programming for 2022 was a very active year. The consortium performed School Presentations, Exhibiting, Community Presentations, Cleanup Challenges, the Fox-Wolf Watershed Alliance Cleanup Event, the Fox-Wolf Watershed Alliance Conference, and Chloride Monitoring events. NEWSC has also adapted its programming to include the use of virtual methods. NEWSC's passive outreach and education programming consisted of social media posts across

multiple platforms. Since the stormwater consortium works within multiple counties in Northeast region of the state, many of the target audiences include residents of Outagamie County. More information on the Northeast Wisconsin Stormwater Consortium's 2022 activities can be found in the 2022 NEWSC Annual Report which has been submitted to the WDNR.

Outagamie County also provides Outreach and Education opportunities to supplement the activities performed by NEWSC. Various departments have submitted reports detailing their efforts for 2022.

- Outagamie County Land Conservation Department provided the public with many educational opportunities. Offered in 2022 was the Virtual Farmer Roundtable which gathered numerous attendees ranging from farmers, agencies, crop consultants, and more. Other methods of education stemmed from posts on their Facebook page to interactions with land owners during their watershed restoration projects. A list of their Facebook posts from 2022 can be found in the attachments.
- Outagamie County Development and Land Services Department utilized their website to provide monthly infographics related to stormwater pollution and prevention. This department is also working to create a Facebook page to reach a broader audience.

#### 4. Public Involvement and Participation

The Northeast Wisconsin Stormwater Consortium also provides Public Involvement and Participation opportunities for its MS4 permitted members. Opportunities to become involved include many of the activities performed by NEWSC such as Exhibiting Events, School Presentations, and the Annual Fox-Wolf Watershed Cleanup. Events that took place within MS4 permitted communities within Outagamie County would also benefit the County MS4 permitting requirements.

The NEWSC Annual Watershed Cleanup event took place on May 7, 2022. This event included volunteers actively cleaning up various shoreland sites within the MS4 Urbanized Area of Outagamie County. The event included approximately 524 volunteers at the sites within the County. NEWSC also continued its chloride monitoring program in 2022. Additional information regarding NEWSC's 2022 activities can be found in the 2022 NEWSC Annual Report.

Outagamie County also provides opportunities to the general public, outside of those listed by NEWSC. The following departments have submitted reports that outline their activities in 2022. See each department report for specifics.

- Outagamie County Recycling and Solid Waste Department held many Household Hazardous Waste Collections events in 2022.
- Outagamie County Highway Department- Adopt-a-Highway/Roundabout
- Outagamie County Parks Department was involved in the Fox Wolf Watershed Alliance Watershed Cleanup on May 7, 2022. The Newton Blackmour Trail, which is managed by the Parks Department, was one of the clean-up sites. A group of 20 to 30 volunteers focused on approximately a mile-long section of the trail in the Shiocton area near where the trail intersects the Wolf River. Working in the Wolf River itself and the streams and ditches that run parallel to

the trail, volunteers spent much time in waste high waters removing approximately 15 bags of garbage and an amazing total of 46 tires.

- Outagamie County Land Conservation Department held the 56<sup>th</sup> Annual Conservation Field Days in 2022. The event took place on September 27-29, 2022. The event gathered 775 5<sup>th</sup> and 6<sup>th</sup> grader students from the Appleton area to learn about 9 different conservation topics, including a water station focusing on urban stormwater and agricultural stormwater runoff.

The Outagamie County Agriculture, Extension Education, Zoning, and the Land Conservation Committee provided the public with opportunities through public hearings on MS4 topics at regularly scheduled committee meetings in 2022.

Additional information on the committee's public hearings and permits can be found on the following County websites:

- [County Permits](#)
- [County GIS Maps](#)
- [Committee Meeting Materials](#)

It should be noted that the committee not only acts on ordinance changes and modifications, but also acts on certain permits that are tied to ordinances required by the MS4 permit, such as Construction Site Pollutant Control as a consideration during the approval/denial process. Further, the committee addresses Post Construction Stormwater Management and Construction Site Pollutant Control issues through the subdivision and platting approval/denial process.

It should also be noted that since there are many other MS4 permitted communities within Outagamie County, any public involvement and participation events performed by these entities are benefitting Outagamie County residents.

## 5. Illicit Discharge and Detection

Outagamie County contracted with Westwood Professional Services in 2022. Westwood Professional Services conducted outfall screenings in compliance with the County IDDE program and screening plan.

Westwood's ongoing screening summary report (Dated December 7, 2022) for the 2022 inspection year will be attached.

Outagamie County has identified 297 total outfalls within the MS4 Urbanized Area that fall under the Counties MS4 Permit authority. These outfalls are within County road rights-of-way within the Urbanized Area or are adjacent to the Urbanized Area but drain into the Urbanized Area.

Westwood inspected 49 of the 297 (16%) of the identified outfalls in 2022 according to the counties IDDE Screening Program and Plan. The following is a list of screening results:

- 49 outfalls were characterized as unlikely to have an illicit discharge
- No outfalls were characterized as a potential illicit discharge.
- Of the 49 MS4 outfalls screened, 33 outfalls were screened for the first time.

Outfall ID	2021 Screening Results Conductivity & PH Levels	2021 Actions	2022 Screening Results Conductivity & PH Levels	2023 Actions
CE-45	3,550 µS/cm 7.72	Re-Screen in 2022	2,020 µS/cm 7.86	N/A

Outagamie County did not respond to any illicit discharges into its MS4 area in 2022.

## 6. Construction Site Pollutant Control

Outagamie County continues to administer and enforce its Construction Site Erosion Control Ordinance and permitting as outlined in the MS4 Compliance Plan. In addition, the County issues various other permits that involve erosion control components, such as Shoreland Zoning, Special Exception, Airport, and Stormwater Permits.

Outagamie County had 383 Zoning Permit (Airport, Erosion Control, Shoreland, and Stormwater) Applications in 2022. The report generated to determine this number broke down each permit type applied for, therefore one permit number may contain more than one permit type.

Here is a breakdown of the permits that were issued within MS4 permitted jurisdictions:

Permit Type*				
Jurisdiction	Erosion Control	Stormwater	Shoreland	Airport
Town of Buchanan	N/A	N/A	6	0
Town of Grand Chute	N/A	N/A	54	6
Village of Greenville	N/A	N/A	N/A	5
Town of Vandebroek	7	9	4	0

\*Note: Staff verified whether any of these permits were within the Urbanized Area and verified that there were no projects, greater than 1-acre of land disturbance and/or greater than 20,000 ft<sup>2</sup> of impervious surface within the Counties MS4 Urbanized Area.

Permits are not required for all filling/grading projects within the counties jurisdiction of the MS4 Urbanized Area. Therefore, the County cannot determine the total number of active construction sites in any given year.

County Staff completed 644 Erosion Control Inspections in 2022. In addition to these inspections, staff performed additional Shoreland, Floodplain, and Wetland Inspections. Contracted staff also inspected the Stormwater BMP's (ponds & biofilters) that were previously permitted within the Airport Overlay Zoning District in 2022. These inspections were related to Airport Zoning Ordinance compliance.

The County did not issue any Erosion Control Permits in 2022 within the Counties MS4 Permitted area (Urbanized Area) for any project over 1-acre in size.

Outagamie County Highway Department was issued three WDNR permits during 2022. A Wetland and Waterway General Permit was received (GP-NE-2022-45-T01001) and two General Permits were issued under permit number WI-S067831-05.

## 7. Post-Construction Stormwater Management

Outagamie County continues to implement, administer, and enforce its Post-Construction Stormwater Management Ordinance, which was originally adopted in 2004. A Post-Construction Stormwater Management Ordinance reference guide is also referenced by the ordinance and made part of the ordinance adoption. Although the ordinance has jurisdiction and was adopted Countywide, some towns within the County have adopted and enforce their own ordinances. These towns are typically other MS4 permitted entities such as the Towns of Greenville, Grand Chute, and Buchanan, which have jurisdictional areas within the MS4 Urbanized Area. The only township lying within the MS4 Urbanized Area that Outagamie County issues Stormwater Permits in is the Town of Vandenbroek.

Outagamie County staff performed 458 Stormwater Permit Inspections in 2022 in addition to other inspections that were noted in section 6.

The County did not issue any Stormwater Permits for any projects with over 20,000 ft<sup>2</sup> of impervious surfaces within the Counties MS4 Permitted area (Urbanized Area) in 2022.

Outagamie County will be working towards meeting the requirements of the MS4 permit (issued in 2019). This work will include a private stormwater facilities list for those BMP's within the MS4 Urbanized Area. In addition, the County will coordinate with other MS4 communities within the County Urbanized Area to verify that all stormwater facilities are being accounted for.

The County has the ability to enforce the Post-Construction Stormwater Management Ordinance provisions, as outlined in the ordinance.

- Verbal warnings
- Written warnings
- Notice of Violations
- Civil Penalties
- Completion of maintenance activities and billing responsible party



## 8. Pollution Prevention

Outagamie County has identified the following facilities within the MS4 Urbanized area. These facilities are owned and managed by the County.

Property/Facility	Permit & Reporting Information
Outagamie County Regional Airport	WPDES Industrial Permit #S067857
Outagamie County Landfill	WPDES Industrial Permit #S067857
Outagamie County Highway Department Various BMP's	WPDES Stormwater Permit #WI-S050075-3 Stormwater Pollution Prevention Plan adopted in 2021
Bluemound Pond (CTH AA)	WPDES Stormwater Permit #WI-S050075-3
Bluemound Detention System	WPDES Stormwater Permit #WI-S050075-3
Lynndale Pond	WPDES Stormwater Permit #WI-S050075-3
County Road CA East Detention	WPDES Stormwater Permit #WI-S050075-3
County Road CA West Detention	WPDES Stormwater Permit #WI-S050075-3
McCarthy Pond	WPDES Stormwater Permit #WI-S050075-3
Atlantis Detention	WPDES Stormwater Permit #WI-S050075-3
Brewster Street Complex	Facility pays stormwater fees to Town of Grand Chute
Outagamie County Courthouse Complex	Facility pays stormwater fees to the City of Appleton

Outagamie County does not currently have an inspections program for its municipally owned BMP's. The County is currently working on plans to incorporate an inspections and maintenance program in order to meet the requirements of the 2019 MS4 Permit. In order to meet the requirements, the County has identified the following facilities.

ID#	Facility Name	Type of Facility	Year Built	As-Built Plans	O & M Plans
A1	Lynndale Pond	SW Pond	2011	A-29	No
AA1	Bluemound Pond (CTH AA)	SW Pond	2013	AA-8	No
AA2	Bluemound Detention System	Underground Detention	2013	AA-8	No
CA1	CA East Detention	Underground Detention	2020	CA-11	No
CA2	CA West Detention	Underground Detention	2020	CA-11	No
CA3	McCarthy Pond	SW Pond	2020	CA-11	No
CB1	Atlantis Detention	Underground Detention	2019	CB-23	No
HS	Highway Shop	Various	1988	1988 Plans	No

Outagamie County has a total of 604 County owned lane miles. There are 165.8 lane miles (27.4%) within the MS4 Urbanized Area. The County currently has a memorandum of understanding with the City of Appleton which outlines routine maintenance activity responsibilities. Additional agreements with other municipalities are being pursued. Due to the current and future agreements, the County responsibilities will vary and change.

Outagamie County continued its street sweeping program in 2022. Reported numbers in the e-reporting system accounts for materials that were collected Countywide (640 tons) with the exception of those

lane miles maintained by the City of Appleton under an agreed upon memorandum of understanding. Program staff are working on ways to collect data for only the MS4 Urbanized area for future reports. Collected material is disposed of according to the Stormwater Pollution Prevention Plan, adopted in 2020.

Outagamie County does not have a catch basin sump cleaning program. We are currently working on identifying any catch basins that would need periodic cleaning in an effort to determine if a program is needed. The County is currently reporting this as “not applicable”.

Outagamie County will continue to work with the City of Appleton under an agreement which outlines many Pollution Prevention programs and responsibilities. Additional information regarding these programs and activities will be provided in future annual reports.

Outagamie County did not enter into any additional maintenance agreements with any other local municipalities in 2022.

Outagamie County continues to work on additional agreements. The County had discussions with the Village of Seymour, City of Kaukauna, and Town of Grand Chute in 2020. The County was in contact with the City of Kaukauna and the Town of Grand Chute during 2022 regarding municipal agreements.

Outagamie County does not have a leaf collection program.

Outagamie County continues to implement its Winter Road Maintenance Program. Gallons of brine and tons of salt utilized on the County owned and maintained lane miles within the MS4 Urbanized Area are shown in the attached summary report.

Outagamie County adopted a SWPPP for the County Highway Facility in 2020 and performed inspections in 2022. Inspections reports can be found in the attached 2022 Highway SWPPP Inspections Reports document.

## 9. Storm Sewer Mapping

The official Outagamie County Stormwater Map was last updated in 2020 by Westwood. The updated map includes an up-to-date list of outfalls, municipalities, stream types, and the category of each outfall.

## 10. Stormwater Quality Management and TMDL Report

Outagamie County continues to maintain its storm sewer system which is mainly comprised of vegetated swales along County owned rights-of-way. Maintenance activities mainly include mowing, reseeding, dredging, outfall inspections, and upkeep. In addition, the County also continues maintenance activities at its stormwater facilities. There are many additional stormwater ponds, owned by the City of Appleton, that are utilized by the County stormwater system. These ponds should be included in the City of Appleton's annual report narrative and modeling results. As a result of the Memorandum of Understanding with the City of Appleton, Outagamie County is not including these ponds in our modeling or reporting.

A stormwater modeling and report was submitted along with the 2019 annual report. The County did not update the report information in 2022. However, the County does include additional TMDL compliance information within the required Stormwater Management Plan (SWMP) that was submitted in 2020. The SWMP includes a TMDL Compliance Plan component and additional information can be found within that document.

Below is a table of Outagamie County Highway Projects that will affect Stormwater Quality Management:

Project Name	Status	Comments
CTH CE (Railroad St. Intersection)	Future Project	Preliminary plan set drafted
*CTH RD JJ (CTH N to HWY 55)	Completed	Final plan set drafted
CTH N (CTH CE to CTH KK)	Future	Plan set drafted
CTH OO (Traffic signals, OO and Roemer)	Completed	Plan set drafted
*CTH OO (OO and French Intersection)	Future	Preliminary plan set drafted

\* As-built plans for completed projects will be included in future stormwater modeling.

## 11. Agreements & Memorandum's of Understanding (MOU)

Outagamie County entered into an agreement with the City of Appleton in 2019. The agreement outlines the responsible parties for various activities relating to County owned rights-of-way within the City of Appleton, subject to MS4 permit requirements, and being part of the Urbanized Area.

No additional agreements or MOU's were signed in 2022.

The County is continuing discussions with additional local municipalities in regards to getting agreements and MOU's in place.

## 12. Municipal Employee Trainings

### Outagamie County Department of Development and Land Services (DLS)

DLS Staff was involved in many training opportunities and meetings throughout 2022:

- MS4 Management Team Meetings: 1/20/22, 1/25/2022, 2/1/22, 2/4/22, 2/8/22, 3/1/22, 3/7/22, 3/14/22, 3/22/22, 4/13/22, 5/24/22, 5/27/22, 6/2/22, 6/8/22
- NEWSC Building and Development Committee Meetings: 2/1/22, 5/4/22, 7/11/22, 12/7/22
- DSPS POWTS & other Trainings: 1/26-27/22, 2/7/22, 2/8/22, 2/14/22, 2/17/22, 3/8/22, 3/29/22, 4/12/22, 4/28/22, 5/10/22, 7/12/22, 8/9/22, 8/16/22, 9/13/22, 10/11/22, 11/8/22, 12/9/22
- Fox Wolf Watershed Alliance Conference: 3/8/22 and 3/9/22
- NEWSC Full Consortium Meetings: 5/9/22, 11/14/22

## Outagamie County Highway Department

County Highway Staff received training on Salt Use Reduction in Winter Maintenance in October 2022. All County Field Staff were in attendance for this training. The information presented to the Field Staff will be available in the attachments.

County Seasonal Staff received training in regards to mowing and maintenance of roadside rights-of-way.

### 13. Fiscal Analysis

Outagamie County fiscal analysis of the 2022 MS4 program includes the following data and notes.

Element	Allocated 2022	Actual 2022	Notes	2023 Budget
<b>Expenditures</b>				
Public Ed. & Outreach Public Inv. & Part.	\$2,430.00	\$2,430.00	NEWSC Membership Dues	\$2,500.00
IDDE Program	\$6,300.00	\$6,300.00	Contracted Services	\$6,500.00
Pollution Prevention	\$5,000	1	SWPPP-HWY Shop (Maintenance & Inspections)	\$5,000
SW Quality Modeling & Storm Sewer Mapping	\$5,000.00	0	Contracted Services (Westwood Engineering)	\$10,000
<b>Revenue</b>				
Construction Site E/C	\$3,000.00	\$0.00	Based on permit projections in MS4 UA	\$3,000.00
Post-Construction SW Management	\$3,000.00	\$0.00	Based on permit projections in MS4 UA	\$3,000.00

Note<sup>1</sup>: Actual expenditures (2022) were not tracked at this level of granularity. Per commination with the Highway Department, the 'Pollution Prevention' expenditures derive from the drainage portion of Highway's General Maintenance Budget. The DLS and Highway departments will evaluate an approach to track this budget line item separately for the 2023 annual report.

The County and department budget does not currently break out many expenses for the MS4 Permit. In addition, the budgets do not currently account for only those funds which are expended within the MS4 Urbanized Area. Staff projected the amounts based on invoices and spending, but notes the following deficiencies:

- Budgeted amounts do not include:
  - Staff time
  - Use of Winter Road Maintenance additives (sand, salt, brine)
  - County paid Stormwater Utility Fees
  - Other misc. funds

In addition, Outagamie County contracts for certain services, which include: Stormwater Management Plan review, Erosion Control and Stormwater Site Plan Review, IDDE program implementation, Stormwater Quality Management Planning and Analysis, and Storm Sewer System Mapping. Because

the County ordinances are enforced Countywide, department staff will be looking for ways to better track efforts and funding that are associated with lands located within the MS4 permitted area. Currently, these budgeted items account for efforts and funding throughout the County which leaves department staff to interpret and verify those funds that were allocated and spent for MS4 purposes.

## 14. Annual Report Summary

Outagamie County continues to strive towards meeting the goals of the WDNR WPDES Permit #S050075-3. In addition, staff continues to implement and enforce the programs associated with our permit.

## 15. Outagamie County Contacts

- Steve Swanson
  - Development and Land Services: Zoning Administrator
  - Telephone: (920)832-5046
  - Email: [Steve.swanson@outagamie.org](mailto:Steve.swanson@outagamie.org)
- Claire Ebben
  - Development and Land Services: Land Use and Sustainability Specialist
  - Telephone: (920)832-2168
  - Email: [Claire.ebben@outagamie.org](mailto:Claire.ebben@outagamie.org)