2015 Annual Report



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May 24, 2016

TO: The Wisconsin Legislature, Governing Bodies of the Local Governmental Units, and interested parties within the Bay-Lake Region

Since 1972, the Bay-Lake Regional Planning Commission has been proudly serving counties and communities of Northeastern Wisconsin. Annually, a report is prepared to provide an in-depth overview of the Commission's five planning programs and the work performed within each of them during that year. This report is provided to the Governor, Wisconsin Legislature, and to the governing bodies of the 185 units of government within the eight-county region in accordance with the requirements of s.66.0309(8)(b), Wis. Stats.

The Commission continues to serve as an Economic Development District for the Economic Development Administration and as the Sheboygan Metropolitan Planning Organization. Levy funds are utilized to leverage these two programs, along with levying the Regional Transportation program and Wisconsin Coastal Management projects. These activities offer the counties and communities a variety of cost-effective services for local initiatives ranging from planning to grant writing to GIS.

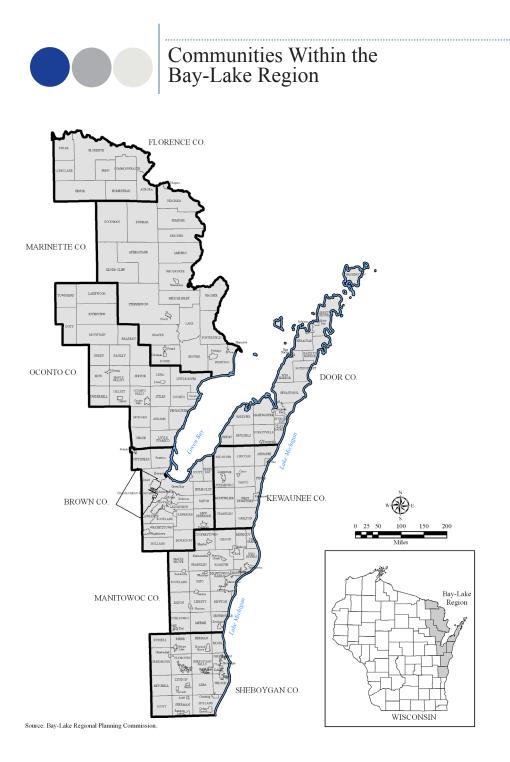
In 2015, the Commission experienced a change in leadership when the previous Executive Director decided to move on and a former long-time employee with the Commission returned to become the new Executive Director after being gone 12 years. Staff were busy working on some very interesting projects, including work to control the spread of the Emerald Ash Borer, phragmites mitigation, water quality at Bay Beach, and a host of other projects. Comprehensive planning work was a big component of our community assistance work program, with a plan being completed for the Town of Lyndon and updates started for Kewaunee County and the towns of Riverview, Manitowoc Rapids, and Cooperstown. Other work included an update to the Manitowoc sewer service area plan and updates to farmland preservation plans for Florence County and Kewaunee County. *The Year 2045 Sheboygan Area Transportation Plan (SATP)* and the *2016-2019 Transportation Improvement Program (TIP)* for the Sheboygan Metropolitan Planning Area were both approved in 2015. As always, we appreciate every opportunity to work with our local, state, and federal partners to address issues concerning the Bay-Lake Region.

At the September 2015 Annual Meeting, I was re-elected to a third term as Chairperson of the Commission; Mike Hotz was re-elected Commission Vice-Chairperson; and Alice Baumgarten was re-elected as Secretary-Treasurer. I'd like to thank the staff and all the Commissioners for their time and professionalism. Working together enables the Commission to be a valuable resource for the region's counties and local municipalities, as well as our partner organizations. Thanks to all for your continued support of the Bay-Lake Regional Planning Commission.

Respectfully,

and C. Markwardt

Don Markwardt, Chairperson





Commissioners (December 2015)

BROWN COUNTY Tom Sieber

DOOR COUNTY Ken Fisher

FLORENCE COUNTY

Edwin Kelley Larry Neuens Rich Wolosyn

KEWAUNEE COUNTY

Chuck Wagner Virginia Haske Eric Corroy

MANITOWOC COUNTY

Don Markwardt – Chairperson Chuck Hoffman Dan Koski

MARINETTE COUNTY

Alice Baumgarten – Secretary/Treasurer Open Mary Meyer

OCONTO COUNTY

Terry Brazeau Dennis Kroll Tom Kussow

SHEBOYGAN COUNTY

Mike Hotz – Vice Chairperson Brian Yerges Ed Procek

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**Cover photo of USS Little Rock (LCS-9) courtesy of U.S. Navy.

Bay-Lake RPC Staff (December 2015)

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Brandon G. Robinson, *Community Assistance Planner* brobinson@baylakerpc.org

Joshua W. Schedler, *GIS Coordinator* jschedler@baylakerpc.org

Former Staff | Present in 2015

Richard L. Heath Nicole Barbiaux (LTE)



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(a) BLRPC

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The Commission

CREATION AND AUTHORITY

The Bay-Lake Regional Planning Commission (Commission) was created in 1972 under section 66.0309 of the *Wisconsin Statutes* as the official area-wide planning agency for northeastern Wisconsin.



AREA COVERED BY THE REGION

The Bay-Lake region is composed of an area consisting of eight counties in northeastern Wisconsin including the counties of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto and Sheboygan. The Bay-Lake Region is comprised of 185 units of government: eight counties, 17 cities, 40 villages, 119 towns, and the Oneida Nation of Wisconsin. The total area of the region is 5,433 square miles, or 9.7 percent of the area of the State of Wisconsin. The region has over 400 miles of coastal shoreline along Lake Michigan and Green Bay.

The Wisconsin Demographic Services Center 2015 population estimate of the region is 585,087 persons, or 10.2 percent of the estimated population of the State of Wisconsin (5,753,324).

ORGANIZATION

The Bay-Lake Regional Planning Commission is governed by Commissioners from each of the eight counties. Commissioners are appointed to serve on the Commission in one of three ways: (1) one Commissioner is appointed by each county board; (2) one Commissioner from each county is appointed by the Governor, and (3) one Commissioner is appointed by the Governor from a list of nominees provided by the county board. Nine of the 17 voting Commissioners are appointed officials or employees from the public sector, while eight are private citizens who are actively involved in local community affairs.

Community Assistance

The Commission's Community Assistance Program is designed to strengthen local planning activities by providing a variety of professional technical assistance and planning services on a contractual basis. This includes writing and administering grants, as well as preparation of comprehensive plans, farmland preservation plans, outdoor recreation plans, hazard mitigation plans, tax incremental financing plans, community development documents, and zoning ordinances. These types of projects help meet local community needs by supplementing and complementing local

planning efforts being undertaken by introducing a more regional approach to their projects. For communities where local planning departments do not exist, the Commission's community assistance program has the ability to lead, administer, and implement programs and projects, as requested. In addition to the community assistance provided on a contractual basis, other activities were carried out by the Commission as part of the Commission's GIS Department and through its Economic Development, Coastal Management, Regional Transportation Planning, and Sheboygan Metropolitan Planning Organization (MPO) programs.



COMPREHENSIVE PLANNING

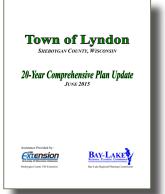
Bay-Lake Regional Planning Commission Regional Comprehensive Plan

The regional comprehensive plan covers the eight-county Bay-Lake Region in northeastern Wisconsin. It serves as an advisory policy document which guides where future conservation, growth, and development should occur within the Region and is consistent with the Commission's planning principles.

- Updated portions of the inventory section of the Transportation Element of the Bay-Lake Regional Planning Commission's Regional Comprehensive Plan as part of the Commission's Regional Transportation Work Program.
- Updated the Natural, Agricultural, and Cultural Resources; Housing; Land Use; and Implementation elements of the Bay-Lake Regional Planning Commission's Regional Comprehensive Plan as part of a Wisconsin Coastal Management Program (WCMP) grant award.

Local Planning Assistance

- Completed the Town of Lyndon Comprehensive Plan update.
- Continued to update the Town of Riverview Comprehensive Plan.
- Began work on the Town of Manitowoc Rapids Comprehensive Plan update.
- Started to update the Town of Cooperstown Comprehensive Plan.



• Continued to provide technical assistance to many municipal leaders, plan commissions, and plan committees of local jurisdictions from the counties of Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan during 2015 to inform them of the process and procedures for updating comprehensive plans.



PLAN IMPLEMENTATION

Zoning Assistance

- Provided technical assistance for zoning ordinances for Kewaunee County and the towns of Ahnapee, Casco, Franklin, Lincoln, Luxemburg, Pierce, and Red River in Kewaunee County.
- Provided technical assistance on community zoning ordinances for the City of Marinette and the towns of Amberg, Goodman, and Pound in Marinette County.
- Provided technical assistance on zoning ordinances for Florence County and Manitowoc County.



OTHER PLANS

Hazard Mitigation Planning

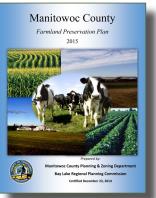
- Completed development of hazard mitigation plan update for Oconto County.
- Continued preparation of a hazard mitigation plan for the Oneida Nation.



Farmland Preservation Planning

- Finalized the Manitowoc County Farmland Preservation Plan update.
- Continued preparation of the Florence County Farmland Preservation Plan update to meet the requirements under Chapter 91, *Wis. Stats.* (i.e., Working Lands Initiative).
- Prepared a grant application for Kewaunee County to update the county's Comprehensive Plan and its Farmland Preservation Plan.

Outdoor Recreation Planning



• Prepared a Wisconsin Coastal Management Program (WCMP) grant application to assist with the development of a Regional Outdoor Recreation Plan.

Brownfields Planning

- Continue to work collaboratively with the Wisconsin Department of Natural Resources (WDNR), Wisconsin Brownfield Coalition (WBC) members, and partner organizations to deliver professional environmental assessments to municipalities.
- Provided a letter of support for the WDNR's WBC application to the U.S. Environmental Protection Agency for a fiscal year (FY) 2016 brownfields assessment coalition grant.

Technical Assistance Grant Program

• Implemented a new technical assistance grant program in December using technical assistance funds from various programs under contract by the Commission. Under this program, member communities and counties could apply for up to 40 hours of free technical assistance to help them with a project. Grant awards were announced in early 2016.

Economic Development

The Commission was designated as an Economic Development District of the Economic Development Administration (EDA), an agency of the U.S. Department of Commerce, in 1980. EDA provides the principal funding to support the Commission's economic development program for the eight-county region. For the past 35 years, the Commission has facilitated or participated in several community economic development initiatives (both locally and regionwide) that have added jobs and increased the tax base for counties and for local units of government.

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY (CEDS)

The Commission adopted its current *Comprehensive Economic Development Strategy (CEDS)* in 2012 for calendar years 2013, 2014, and 2015. The 2012 CEDS coincides with the 3-year planning grant awarded to the Commission by EDA to fund various activities, including preparing and maintaining a CEDS for the district. The 2012 CEDS is scheduled to be updated in 2016.

An annual project solicitation was conducted in 2015 with many of the identified projects included in the Commission's 2016-2017 Annual Work Program and Budget.



ECONOMIC DEVELOPMENT ACTIVITIES

- Completed and submitted required mid-year and year-end reports to EDA and participated in EDA's quarterly teleconferences.
- Prepared and submitted a partnership planning grant application to the Economic Development Administration for 2016, 2017, and 2018.
- Facilitated a day-long meeting in January with Lee Shirey of EDA. Local economic development practitioners were able to meet with Mr. Shirey to discuss projects and the EDA application process to access federal funding.
- Conducted a comprehensive community and economic development project survey of member counties and communities.

- Provided information on community economic development programs and grants to communities and organizations as requested.
- Signed a contract with the Wisconsin Economic Development Corporation (WEDC) to provide economic development data and information utilizing EMSI Developer software and prepared multiple economic reports and scenarios using the software. Organizations and agencies continue to visit the Commission office to prepare ESMI reports.
- Participated in the Sustainable Forestry Conference in Florence County.
- Provided a letter of support for the Town of Florence regarding their USDA Water and Waste Disposal Loans and Grant program application.
- Served on the following business and technical advisory committees:
 - ~ Global New North Stakeholder Committee;
 - Downtown Green Bay, Inc./Olde Main Street Business Development Committee;
 - ∼ Marinette County Association for Business and Industry Recreation Strategy Committee; and
 - ~ Northeast Wisconsin Regional Economic Partnership (NEWREP).





Geographic Information Systems (GIS)

Since 1990, the Commission has collected and maintained digital GIS files for areas in which the Commission undertakes natural resource and planning projects.

The following data sets are available for most or all areas in which the Commission has completed project work:

- Base Maps
- Land Use Inventories
- Geology
- Soils
- Hydrography
- Watersheds
- Wetlands
- Floodplains
- Natural Areas
- Environmental Corridors
- Shoreland/Floodplain Zones
- Farmland Preservation
- Recreation Facilities

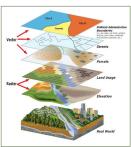
- d HIGHART HIGH CONTRACTOR
- Transportation Facilities
- Public and Community Facilities
- Past Land Use Plans
- Future Land Use Plans
- Census TIGER Files
- Air Photos
- Zoning

The Commission creates land use inventories, future land use plans, environmental corridors and zoning files for communities throughout the Bay-Lake Region as part of its project work.



DATA SHARING

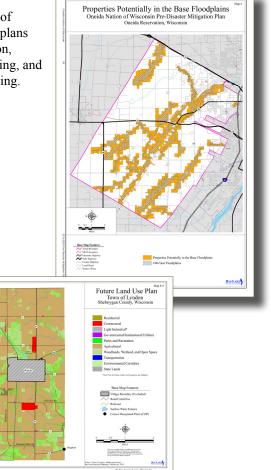
Data sharing is an important part of the Commission's GIS program. Over the years, the Commission has formed partnerships that allow datasets and technical advice to be shared for projects that affect communities and citizens throughout the region and the state of Wisconsin. Without these partnerships, the Commission would not be able to complete projects that are so important to the region. Much of the data is obtained through data sharing agreements from other federal or state agencies, counties, and local governments.





GIS ACTIVITIES

- Updated the land use inventory of the eastern half of Sheboygan County by using updated aerial photography.
- Updated several environmental corridors for counties by using updated wetland and floodplain GIS datasets. Sheboygan, Manitowoc, and Kewaunee counties were updated in 2015.
- Responded to regional data and aerial photography requests.
- Served on Statewide Wisconsin Geographic Information Coordination Council (WIGICC) Board.
- Prepared several quotes requested by municipalities for mapping projects throughout the region.
- Prepared maps in support of Commission projects and plans including hazard mitigation, comprehensive plans, zoning, and MPO transportation planning.



Natural Resources Planning

The Natural Resources program of the Bay-Lake Regional Planning Commission provides ongoing technical assistance to member counties and communities to preserve, protect, and enhance the Region's natural environment and recreation opportunities. The program is funded in part by the Wisconsin Coastal Management Program (WCMP), the U.S. Environmental Protection Agency (EPA), and the USDA Forest Service.

COASTAL MANAGEMENT PROGRAM

The Commission works with the Wisconsin Coastal Management Program in protecting, restoring, and making accessible the natural and cultural resources of Wisconsin's Great Lakes Coasts. The Commission maintains its commitment to improve the management of Wisconsin's Great Lakes coastlines and works cooperatively with WCMP in managing the ecological, economic, and aesthetic assets of Lake Michigan and its coastal areas.

- Provided technical assistance to WCMP and local, state, and federal governmental units on coastal projects and issues, including the coastal counties of Brown, Door, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan.
- Participated on the Lake Michigan Stakeholders Steering Committee, the Niagara Escarpment Resource Network Steering Committee, the Green Bay Conservation Partners Steering Committee, Wisconsin Coastal Beaches Workgroup, and advisory committees for the Green Bay and Lower Fox River Area of Concern (AOC).
- Assisted communities within the Coastal Zone with preparing grants to WCMP, acquiring information on coastal resources, coastal hazards mitigation planning, and promoting awareness of coastal issues.
- Maintained data, and promoted the principles of the Bay-Lake Regional Environmental Corridor report that defines and delineates the Region's environmental corridors.
- Continued to update the Natural, Agricultural, and Cultural Resources; Housing; Land Use; and Implementation elements of the Regional Comprehensive Plan.

WATER QUALITY PLANNING

The Commission works with the WDNR and EPA to improve and protect water quality through natural resources projects, land use planning, and encouraging municipal best management practices. The Commission undertakes water quaity management planning cooperatively with local communities and the WDNR; and assists communities with sewer service area planning and beach improvement efforts.

Water Quality Management (Sewer Service Area) Planning

Under the guidance of NR 121, Wisconsin Administrative Code, the Commission develops and updates water quality management plans and provides review of sanitary sewer extension plans for new or existing development within the areas of the cities of Manitowoc, Two Rivers, and Marinette, the villages of Mishicot and Luxemburg, and the Sheboygan Urbanized Area.



Beach Improvement Planning

The Commission completed work on an EPA Urban Waters project to establish current water quality conditions at Bay Beach in the City of Green Bay and develop a beach improvement plan. The Commission has provided technical

assistance to the Mayor's Office as they moved forward toward restoring a beach at Bay Beach in Green Bay.

The Commission continues to work with coastal communities to implement beach improvement plans that were developed under an EPA Great Lakes Restoration Initiative (GLRI) grant received by the Commission in 2010.



ADDITIONAL NATURAL RESOURCES PLANNING ACTIVITIES

Invasive Phragmites Management in Green Bay and Fox River Area of Concern

In 2015, the Commission began an invasive species control project to work with public and private landowners and an advisory council of area land managers to manage at least 1,500 acres of Phragmites along the shorelines of Green Bay, the Fox River (to the De Pere dam), and the East River (northern section).

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Emerald Ash Borer (EAB) Mitigation

The Commission worked with the City of Green Bay to mitigate the impacts of Emerald Ash Borer (EAB) through a USDA Forest Service grant. The project supported EAB mitigation efforts including ash management, ash tree replacement with non-host species, educational workshops, and provided 100 non-host trees to neighborhood associations.

The Commission, in partnerships with WDNR and Great Lakes Basin RPCs, received GLRI funding from the USDA Forest Service to provide EAB mitigation assistance to Wisconsin communities in the Great Lakes Basin in 2016.



Sheboygan Metropolitan Planning Organization (MPO)

The Commission continued urban transportation planning activities as the MPO for the Sheboygan Metropolitan Planning Area, with the assistance of local technical and policy advisory committees. Transportation planning is required of metropolitan planning areas as a prerequisite to receiving federal funding for transportation projects. The Commission has served as MPO for the Sheboygan Metropolitan Planning Area since 1982. The MPO program is funded by the Federal Highway Administration (FHWA), WisDOT, Sheboygan County (local match for non-transit planning activities), and Shoreline Metro (local match for transit planning activities).

PROGRAM SUPPORT AND ADMINISTRATION

- Presented on MPO and other Commission activities to the Sheboygan County Towns Association.
- Conducted ten joint meetings of the Sheboygan MPO Technical and Policy Advisory Committees.
- Processed an amendment to the 2014 Sheboygan Metropolitan Planning Area Transportation Planning Work Program (as requested by WisDOT).
- Reported on the status of 2015 work activities at a mid-year review meeting regarding the MPO Work Program with FHWA and WisDOT staff.
- Participated in the annual MPO/RPC/WisDOT transportation planning conference and participated in quarterly MPO Directors' meetings.
- Developed and approved the 2016 Sheboygan Metropolitan Planning Area Transportation Planning Work Program, which is a component of the Commission's overall Work Program.

LONG-RANGE TRANSPORTATION PLANNING

• Participated in quarterly meetings of the Wisconsin DNR Bureau of Air Management's Transportation Conformity Work Group (TCWG), as well as in two meetings of a technical subcommittee of that work group.

- Prepared, led to adoption and published the Year 2045 Sheboygan Area Transportation Plan (SATP).
 An air quality conformity analysis was conducted on the plan, and an environmental consultation meeting was held regarding the plan.
- Conducted a land use inventory of the Sheboygan Metropolitan Planning Area.





SHORT-RANGE TRANSPORTATION PLANNING

- Assisted Shoreline Metro in preparing Community Development Block Grant (CDBG) quarterly progress reports.
- Provided mapping services to Shoreline Metro, including a map of the ADA paratransit service area (based on recent route revisions) and of Metro Connection's county transportation routes.
- Assisted the City of Sheboygan Falls with street pavement evaluation surveys.
- Discussed potential consolidation of routes on the south side of the City of Sheboygan with Shoreline Metro staff.
- Conducted a passenger opinion survey of Shoreline Metro (including data entry and the start of report production).
- Prepared and presented a 2015 transportation system performance indicator report to the Sheboygan MPO Technical and Policy Advisory Committees.



TRANSPORTATION IMPROVEMENT PROGRAM (TIP)

- The final 2015 2018 Sheboygan Metropolitan Planning Area TIP was distributed.
- The Annual Listing of Obligated Projects for Calendar Year 2014 was placed on the Sheboygan MPO webpage and was reviewed with members of the Sheboygan MPO Technical and Policy Advisory Committees.
- Mid-year amendments to the 2015 2018 Sheboygan Metropolitan *Planning Area TIP* were processed.
- Projects to be awarded Surface Transportation Program (STP) Urban funding for the 2015 2020 cycle were selected.
- Participation in two Congestion Mitigation and Air Quality (CMAQ) project review meetings.

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Bay-Lake Regional Planning Commission

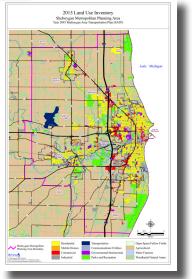
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• The 2016 – 2019 Sheboygan Metropolitan Planning Area TIP was produced, approved and published.





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Federal Transit Administration U.S. Department of Transportation

Federal Highway Administration

Transportation Planning

The Commission has provided rural multimodal transportation planning services since 1972 to address both areawide and local transportation issues. The Regional Transportation Work Program is funded by the Federal Highway Administration (FHWA), the Wisconsin Department of Transportation (WisDOT), and with matching funds from the Commission. Additional revenues to support the program came from local and regional contracts.

PROGRAM ADMINISTRATION

• Completed the 2016 Regional Transportation Work Program for the Bay-Lake Region.



TRANSPORTATION PLANNING ACTIVITIES

- Continued to assist the City of Marinette with the administration of the city's Shared-Ride Taxi Program, which included preparation and submittal of the 2016 application for federal and state assistance to operate the transit system.
- Assisted the City of Marinette with its Shared-Ride Taxi procurement process.



- Assisted the Mobility Manager for Marinette and Oconto counties by providing background data and other materials relevant to transit and human services transportation coordination.
- Participated in U.S. Representative Reid Ribble's 2015 Transportation Summit at NWTC.
- Facilitated quarterly meetings of the Northeastern Wisconsin Regional Access to Transportation Committee (NEWRATC) in cooperation with staff of the East Central Wisconsin Regional Planning Commission. The committee was created for the purpose of coordinating and developing a regional committee to systematically address access to transportation for at-risk populations with special needs.

- Updated portions of the inventory section of the Transportation Element of the Bay-Lake Regional Planning Commission's Regional Comprehensive Plan.
- Continued work on a Transit Development Program (TDP) update for Maritime Metro Transit (serving the Manitowoc-Two Rivers area). The TDP Review Committee met once in 2015. Completion of passenger opinion and boarding and alighting surveys took place in the fall.
- Began work on a Transportation Alternatives Program (TAP) application for a proposed Regional Bicycle and Pedestrian Plan.
- Conducted and assisted with road pavement surveys for the Town of Ahnapee, City of Algoma, and City of Sheboygan Falls.







2015 Publications

Publications are available for download on the Commission's website at: http://www.baylakerpc.org/about/publications

Publications can also be found under several of the Commission program elements listed on the Commission's website.

REGION

2014 Annual Report

Bay-Lake Regional Planning Commission 2016 Annual Budget & 2016-2017 Work Program

BROWN COUNTY

Bay Beach Restoration Action Plan

MANITOWOC COUNTY

Manitowoc County Farmland Preservation Plan

OCONTO COUNTY

Oconto County, Wisconsin Hazard Mitigation Plan

SHEBOYGAN COUNTY

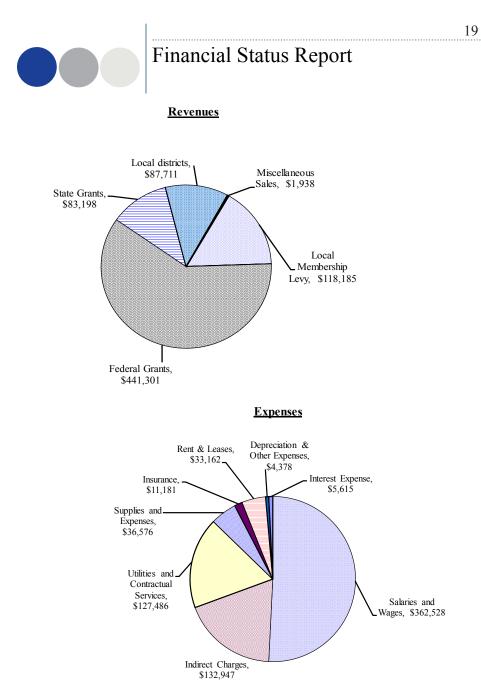
Town of Lyndon Comprehensive Plan Update

Year 2045 Sheboygan Area Transportation Plan (SATP)

Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2016-2019

2016 Sheboygan Metropolitan Planning Area Transportation Planning Work Program





Revenues for 2015 totaled \$732,333 while Expenses totaled \$713,873.



Digital Orthophotography

(Note: Aerial Photography is available for viewing during office hours.)

- 1992/1998 NAPP for the Bay-Lake Region
- 2000 for Brown, Kewaunee, and Manitowoc Counties
- 2002 for Door County
- 2003 for Sheboygan County
- 2004 for Marinette and Oconto Counties
- 2005 NAIP for the Bay-Lake Region
- 2005 Brown, Florence, and Manitowoc Counties
- 2006 NAIP for the Bay-Lake Region
- 2008 NAIP for the Bay-Lake Region
- 2010 NAIP for the Bay-Lake Region
- 2010 for the Bay-Lake Region
- 2013 NAIP for the Bay-Lake Region

All orders for publications, aerial photographs and maps can be placed by emailing, writing or calling the Bay-Lake Regional Planning Commission. Each order will be invoiced for the cost of the materials ordered plus postage.

GIS data requests will be fulfilled according to the Commission's GIS Data Sharing Policy. For more information on GIS data and aerial photography available, please visit the Commission GIS webpage at http://www.baylakerpc.org/gis.

*Note: Not all datasets are available for public use and are covered under data and license agreements with the creators and maintainers of the datasets.



Aerial Photography

(Note: Aerial Photography is available for viewing during office hours.)

- Entire Bay-Lake Region by Congressional township (197 photos) 1"=800", May 1975.
- Entire Bay-Lake Region by Congressional township (197 photos) 1"=2000', May 1975.
- Entire Bay-Lake Region by Congressional township (200 photos) 1"=800', November 1980-April 1981.
- Kewaunee and Manitowoc Counties, 1"=800', April 1990.
- Sheboygan County, 1"=400', April 1990.
- Sheboygan County, 1"=400', April 1995.
- Sheboygan County, 1"=400', April 2000.



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