

# BAY-LAKE

## REGIONAL PLANNING COMMISSION

Brown • Door • Florence • Kewaunee • Manitowoc • Marinette • Oconto • Sheboygan



## Annual Report



# 2013



April 25, 2014

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

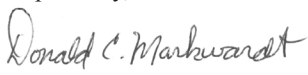
The Bay-Lake Regional Planning Commission has been proudly serving the counties and communities of Northeastern Wisconsin since 1972. Each Annual Report, including this 2013 Annual Report, provides public officials and interested citizens with an overview of the Commission's five planning programs and the work performed within each of them during the 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.

Since Commission staff facilitated the completion of a combined 75 county and local comprehensive plans between 2000 and 2010, staff have been working with local officials to implement some of the strategies and goals in their respective plans. The largest multi-year project that the Commission has undertaken since the completion of these comprehensive plans involves the physical improvements to 20 public beaches throughout the region. The funding is provided by U.S. Environmental Protection Agency through the Great Lakes Restoration Initiative (GLRI). This funding has already made a very positive impact on the health of these beaches with the final design and construction steps scheduled to be finished in late 2014.

Assisting counties with updates to their hazard mitigation plans has been a prominent component of the Commission's rolling two-year work program. A hazard mitigation plan was completed this year for Florence County, and three additional county plans are underway. The Commission continues to serve as the Sheboygan Metropolitan Planning Organization and the Economic Development District for the Economic Development Administration. Levy funds are utilized to maintain these two programs, as well as the Regional Transportation, the Wisconsin Coastal Management, and the GIS programs. These five combined programs offer the counties and communities very cost-effective planning services from the Commission for projects, such as updates to outdoor recreation plans, farmland preservation plans, coordinated transportation plans, and revisions to zoning ordinances and codes of ordinances.

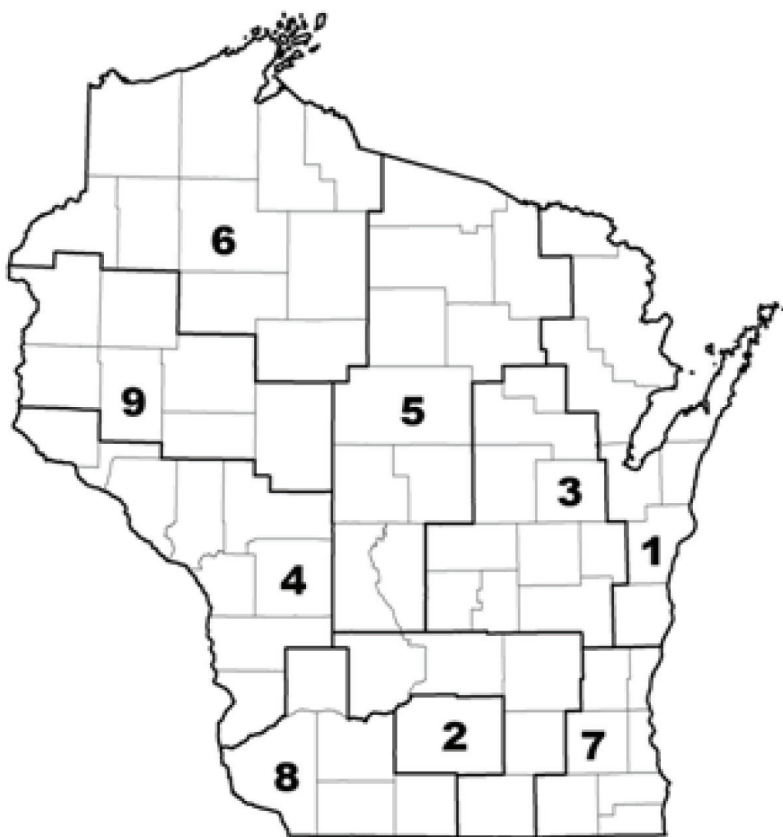
At the September 2013 Annual Meeting, I was elected as Chairperson of the Commission; Mike Hotz was elected Commission Vice Chairperson; and Alice Baumgarten was approved as Secretary-Treasurer. Having spent several years serving as a Commissioner representing Manitowoc County, I want to thank each Commissioner for their time and ongoing contributions that keep the Commission heading in a positive direction and in turn enables staff to serve all of its partners with professionalism and complete attention to detail. The Commissioners are proud of the staff and their many accomplishments during 2013, and Commission looks forward to providing professional planning services to member counties and communities and partner organizations for many years to come. Thank you for your continued support of the Bay-Lake Regional Planning Commission.

Respectfully,

  
Don Markwardt, Chairperson



## Wisconsin Regional Planning Commissions



1- BAY-LAKE

2- CAPITAL AREA

3- EAST CENTRAL

4- MISSISSIPPI RIVER

5- NORTH CENTRAL

6- NORTHWEST

7- SOUTHEASTERN

8- SOUTHWESTERN

9- WEST CENTRAL





# Table of Contents

The Commission.....	3
Community Assistance.....	4
Economic Development .....	6
Natural Resources Planning .....	8
Geographic Information Systems .....	12
Transportation Planning .....	14
Sheboygan Metropolitan Planning Organization .....	16
Financial Status Report .....	21
2013 Publications .....	22
Administration .....	23
Digital Orthophotography .....	24
Aerial Photography .....	24



## Staff

**Richard L. Heath, *Executive Director***  
rheath@baylakerpc.org

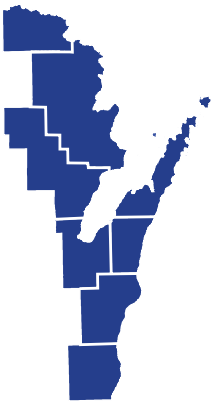
**Jeffrey C. Agee-Aguayo, *Transportation Planner***  
jagee@baylakerpc.org

**Richard J. Malone, *Office Accounts Coordinator***  
rmalone@baylakerpc.org

**Angela M. Pierce, *Natural Resources Planner***  
apierce@baylakerpc.org

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

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



**Bay-Lake Regional Planning Commission**  
425 South Adams Street, Suite 201  
Green Bay, WI 54301  
Phone: 920 448 2820  
Email: [info@baylakerpc.org](mailto:info@baylakerpc.org)  
Web: [www.baylakerpc.org](http://www.baylakerpc.org)  
E-News: [bit.ly/sign\\_up\\_for\\_E-News](http://bit.ly/sign_up_for_E-News)

Also, follow us on:



/baylakeRPC



#BLRPC





## Commissioners

(December 2013)

### **BROWN COUNTY**

Tom Sieber

### **DOOR COUNTY**

Ken Fisher

### **FLORENCE COUNTY**

Edwin Kelley

Larry Neuens

Yvonne Van Pembroke

### **KEWAUNEE COUNTY**

Bruce Heidmann

Robert Weidner

Eric Corroy

### **MANITOWOC COUNTY**

Don Markwardt – Chairperson

Chuck Hoffman

Dan Koski

### **MARINETTE COUNTY**

Alice Baumgarten – Secretary/Treasurer

Cheryl Maxwell

Mary Meyer

### **OCONTO COUNTY**

Terry Brazeau

Dennis Kroll

Tom Kussow

### **SHEBOYGAN COUNTY**

Mike Hotz – Vice Chairperson

Traci Robinson

Ed Procek

### **WI ECONOMIC DEVELOPMENT CORPORATION**

CEO, Reed Hall - Ex-Officio





# 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 SERVED

The Commission serves an eight-county region in northeastern Wisconsin consisting 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, and contains 12 major watershed areas that drain into those waters.

The official 2013 population estimate of the eight-county region was 580,804 persons, or 10.2 percent of the total population of the State of Wisconsin of 5,716,000 residents.



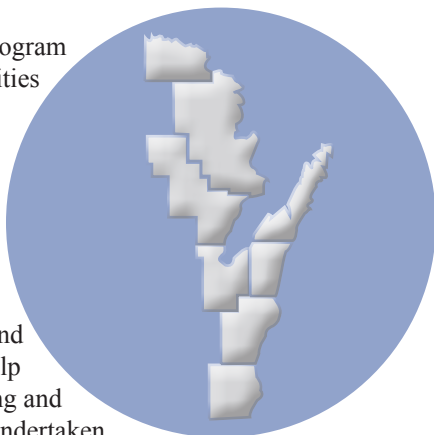
## ORGANIZATION

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. The CEO or secretary of Wisconsin's lead economic development department or a designee shall serve as a nonvoting member. Eleven of the 18 voting Commissioners are appointed officials or employees from the public sector, while seven 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, preparing 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 2030 Comprehensive Plan*

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



### PLAN IMPLEMENTATION

#### *Zoning Technical Assistance*

- Provided technical assistance for zoning ordinances for 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 Pound and Wagner in Marinette County.
- Provided technical assistance on zoning ordinances for Manitowoc County.



## OTHER PLANS

### *Hazard Mitigation Planning*

Hazard mitigation planning represents a shift in emergency management policy from disaster response to mitigation in order to reduce or eliminate long-term risks to life and property from a hazard event. It is a collaborative process involving the identification of hazards affecting the planning area, assessment of vulnerabilities, and reaching consensus on how to minimize or eliminate the effects of these natural hazards.

In 2013, the Commission participated in the following hazard mitigation planning activities:

- Completed development of a hazard mitigation plan update for Florence County.
- Continued preparation of hazard mitigation plans for Marinette and Sheboygan counties.
- Began drafting a hazard mitigation plan update for Oconto County.
- Submitted a grant application to Wisconsin Emergency Management/FEMA for Door County to update its hazard mitigation plan.

### *Farmland Preservation Planning*

- Assisted Sheboygan County with completion of its Farmland Preservation Plan update to meet the requirements under Chapter 91, Wis. Stats. (i.e., Working Lands Initiative).
- Provided technical assistance on farmland preservation planning for Oconto County.
- Provided Manitowoc County with grant writing assistance for the county's Farmland Preservation Planning Grant application.

### *Outdoor Recreation Planning*

- Provided technical assistance on outdoor recreation planning for Oconto County, Kewaunee County, and the City of Algoma.
- The Commission continued to develop a northeast Wisconsin coastal cities trail inventory and connectivity study.

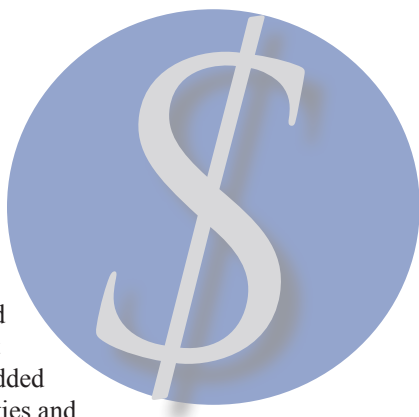
### *Brownfields Planning*

- Trained in Adobe InDesign and Illustrator to provide site design services to local units of government.
- Serve as a member of the Wisconsin Brownfield Coalition facilitated by the Wisconsin Department of Natural Resources.



## Economic Development

In 1980, the Commission was designated as an Economic Development District of the Economic Development Administration (EDA), an agency of the U.S. Department of Commerce. EDA provides the principal funding to support the Commission's economic development program for the eight-county region. For the past 33 years, the Commission has facilitated or participated in several community economic development initiatives locally and regionwide that have added jobs and increased the tax base for both counties and 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 was updated in 2013. The annual project solicitation was included as part of the CEDS update and many of the identified projects were included in the Commission's *2013-2014 Annual Work Program and Budget*.



### **ECONOMIC DEVELOPMENT ACTIVITIES**

The following were key activities conducted within the Economic Development Program during 2013:

- Completed and submitted required mid-year and year-end reports to EDA and participated in EDA's quarterly teleconferences.
- Completed the Economic Development Administration's required Peer Review in February.
- Updated the *2012 Comprehensive Economic Development Strategy*.
- Conducted a comprehensive community and economic development project survey of member counties and communities.
- Facilitated an EDA project meeting with Kelly Scott in July.

- Provided information on community economic development programs and grants to communities and organizations as requested.
- Facilitated Advisory Committee meetings for the creation of a regional business revolving loan fund program.
- Signed a contract with the Wisconsin Economic Development Corporation (WEDC) to provide economic development data and information utilizing EMSI Analyst software.
- Developed multiple economic reports and scenarios using EMSI software.
- Attended the annual meetings of the Kewaunee County Economic Development Corporation and Sheboygan County Economic Development Corporation.
- Staff attended the annual Green Bay Port Symposium held in March.
- Participated in a scenario planning exercise in June to determine new economic development options to offset the closure of the Kewaunee Nuclear Plant.
- Presented at the Wisconsin Chapter of the American Planning Association conference in January.
- Prepared presentation materials for a Global New North break-out session at the New North Annual Summit (December).
- Gave a presentation on the highlights of the *2012 Global Trade Strategy* for the Northeast Wisconsin International Business Network in November.
- Served on the organizing committee for the *9th Annual Sustainable Forestry Conference* held in April in Florence County.
- Staff serve on the following business and technical advisory committees:
  - ~ Global New North Stakeholder Committee;
  - ~ Downtown Green Bay, Inc./Olde Main Street Business Development Committee;
  - ~ Regional Economic Strategy Committee (Kewaunee Power Plant Closure); and
  - ~ Northeast Wisconsin Regional Economic Partnership (NEWREP).





## 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.

#### *WCMP Technical Assistance Program*

Under this program in 2013, the Commission has:

- Assisted local 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.
- Prepared a grant application for updates to the Natural, Agricultural, and Cultural Resources element and the Housing element of the Bay-Lake Regional Planning Commission's Regional Comprehensive Plan.
- 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 Green Bay and Lower Fox River Area of Concern (AOC) advisory committees.
- Maintained data, and promoted the principles, of the Bay-Lake Regional Environmental Corridor report that defines and delineates the Region's environmental corridors.

### *Road-End and Public Access Inventory*

The Commission maintains a Lake Michigan public access inventory dataset for the Region. The inventory is available for download on the Commission's website.

### *Wisconsin Lake Michigan Water Trail*

The Commission maintains the Wisconsin Lake Michigan Water Trail inventory dataset on its website for viewing and download. The Water Trail was developed in partnership with the WDNR and the National Park Service to delineate a complete Lake Michigan water trail stretching over 500 miles from the Wisconsin/Michigan border to the Wisconsin/Illinois border.

### *Regional Environmental Corridor Data Update*

The Commission completed work on a data gathering and GIS delineation project to update its regional environmental corridor dataset with new digital data, such as new wetland delineations by the Wisconsin DNR and new floodplain mapping by FEMA. An informational brochure and report were also updated and are available on the Commission's website.

### *Coastal Cities Trail Inventory*

The Commission continued work on a GIS/GPS inventory project to map and gather data for all non-motorized trails in the nine coastal cities within the Bay-Lake region. The dataset download will be available on the Commission's website.







## WATER QUALITY PLANNING

The Commission works with the WDNR and EPA to improve and protect water quality through land use planning and encouraging best management practices. The Commission undertakes water quality management planning cooperatively with local communities and the WDNR; and coordinates beach improvement efforts through EPA.

### *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 continued work on an EPA Great Lakes Restoration Initiative (GLRI) project to monitor water quality at over 20 beaches and develop beach improvement plans for 10 beaches along Lake Michigan in the Bay-Lake Region.



The Commission also continued work on an EPA Urban Waters project to monitor water quality at Bay Beach in the City of Green Bay and develop an improvement plan for the beach.

The Commission is partnering with University of Wisconsin - Oshkosh, local communities, and other partners on these projects into 2014.

Additionally, the Commission has partnered with the UW-Oshkosh on two GLRI projects to assist communities with implementing a number of the beach improvement plans within the Bay-Lake Region.

- Implementation of beach improvements is underway at Selner Beach in the City of Kewaunee, Red Arrow Beach in the City of Manitowoc, and Red Arrow Beach in the City of Marinette.







## AREAWIDE LAND USE RESOURCE MANAGEMENT PLANNING

### *Emerald Ash Borer (EAB) Mitigation – City of Green Bay, Wisconsin*

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

### *Niagara Escarpment Resource Network*

The Niagara Escarpment Resource Network is a coalition of federal, state, and regional agencies; local and county governments; academia; non-profit organizations; and individual landowners and citizens, whose purpose is to provide a common forum for discussion and action. It is a cooperative effort between the Commission, the East Central Wisconsin Regional Planning Commission, the WDNR, and the Lakeshore Natural Resource Partnership to share and provide information about the Niagara Escarpment. The group works to promote balanced land use decisions and an appreciation for the unique ecological, biological, social, and economic resources of Wisconsin's Niagara Escarpment.

### *Lake Michigan Watershed Basin Planning*

The Commission is part of the Lake Michigan Watershed Academy of the EPA Great Lakes National Program Office (GLNPO). The Watershed Academy was formed in 2003 to address watershed planning issues cooperatively between regional planning organizations around Lake Michigan. The group focuses on enhancing awareness of critical Lake Michigan issues, and improving the capacity for community-level water quality and habitat restoration and protection efforts.

- Commission staff participated in the biennial State of Lake Michigan Conference in Sheboygan, Wisconsin in October 2013.

### *Lake Michigan Stakeholders*

The Commission is a founding and steering committee member of a diverse group of public and private agencies, non-profits, and private interests concerned about the restoration of Lake Michigan. More than 80 groups from throughout Wisconsin are represented. The Lake Michigan Stakeholders group was formed in 2005 through the WDNR's Office of the Great Lakes to address specific restoration activities within the Lake Michigan Basin. Commission staff serves on the Steering Committee that identifies projects and goals for the larger stakeholder group to approve, and helps to guide and shape the collaboration.

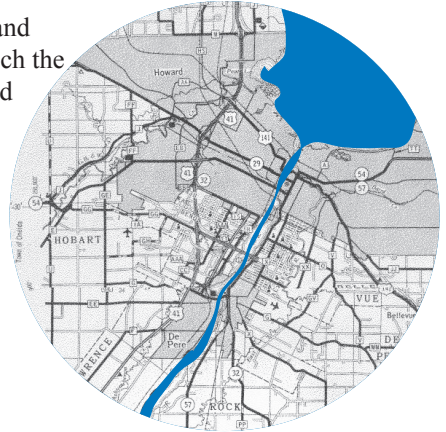
- Commission staff participated in the annual meeting in Marinette, Wisconsin in May 2013.



## 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 is available for most or all areas in which the Commission has completed project work:



- Base Maps
- 7.5-Minute Digital Quad Maps
- Land Use Inventories
- Geology
- Soils
- Hydrography
- Watersheds
- Wetlands
- Floodplains
- Natural Areas
- Environmental Corridors
- Shoreland/Floodplain Zones
- Farmland Preservation
- Zoning
- Recreation Facilities
- Transportation Facilities
- Public and Community Facilities
- Past Land Use Plans
- Future Land Use Plans
- Census TIGER Files
- Air Photos

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

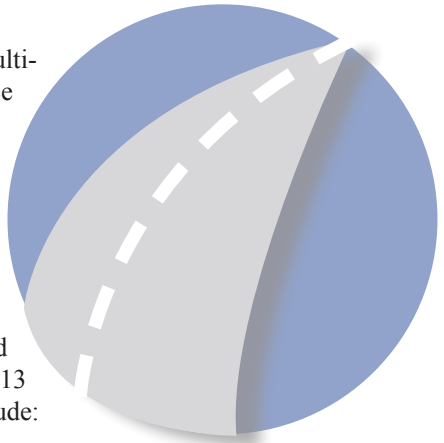
Data sharing is an important part of the Commission's GIS program. Over the years, the Commission has formed partnerships that allow datasets and technical advice to be shared for projects and efforts that affect communities and citizens throughout the region and the state of Wisconsin. Without these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





# Transportation Planning

The Commission has provided rural multi-modal 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. Highlights from the 2013 Regional Transportation Work Program include:



## PROGRAM ADMINISTRATION

- Prepared and submitted monthly invoices and progress reports to the central office of the Wisconsin Department of Transportation.
- Completed the 2014 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 2014 application for federal and state assistance to operate the transit system.
- Assisted the Mobility Manager for Marinette and Oconto counties by providing background data and other materials relevant to transit and human services transportation coordination.
- Prepared a Transportation Alternatives Program (TAP) grant application for regional Safe Routes to School (SRTS) planning assistance/coordination.



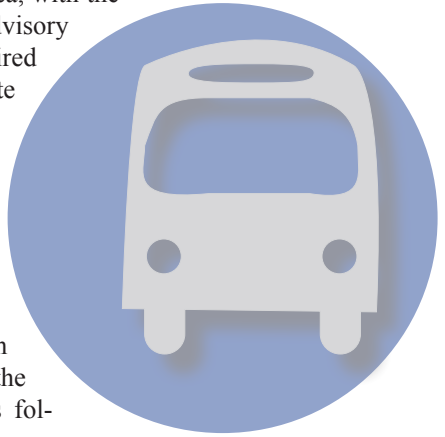
- Facilitated quarterly meetings of the Northeastern Wisconsin Regional Access to Transportation Committee (NEWRATC) in cooperation with staff of the East Central Wisconsin Regional Planning Commission. The committee was created for the purpose of coordinating and developing a regional committee to systematically address access to transportation for the at risk populations with special needs.
- Provided technical assistance to Kewaunee County; the towns of Ahnapee, Casco, Franklin, Lincoln, Luxemburg, Pierce, and Red River in Kewaunee County; Manitowoc County; the City of Marinette and towns of Pound and Wagner in Marinette County with the administration of their respective zoning and land division ordinances with regard to local transportation systems.
- Wrote the transportation section of the Commission's *2012 Annual Report*; prepared and presented progress reports to the Commission; and submitted articles for the Commission's E-newsletters.
- Continued to assist WisDOT with the preparation of a Highway Preservation Plan for USH 141 in Marinette County that begins at the northern intersection limits of STH 64/USH 141 and ends at the intersection of Smith Creek Road and USH 141 north of the Village of Crivitz.
- Assisted WisDOT Northeast Region staff with the U.S. Highway 41 Interstate Conversion Study in 2013. This assistance included review of planning documents and participation in meetings to discuss progress on the study.
- Developed a multi-county *Coordinated Public Transit/Human Services Transportation Plan* for Florence, Marinette and Oconto counties.
- Attended the Port of Green Bay Symposium in March.





## 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). Highlights of the Sheboygan MPO program in 2013 were as follows:



### PROGRAM SUPPORT AND ADMINISTRATION

- Conducted ten joint meetings of the Sheboygan MPO Technical and Policy Advisory Committees.
- Participated in three MPO Directors' meetings.
- Participated in a meeting in early April to discuss, prioritize and refine various scenarios that FHWA and WisDOT staff developed regarding funding for MPOs in Wisconsin for 2014 and beyond.
- Participated in the annual MPO/RPC/WisDOT transportation planning conference in Minocqua in September.
- Participated in a mid-year review meeting regarding the 2013 MPO Work Program with FHWA and WisDOT staff in late May.
- Prepared and submitted monthly invoices, progress reports and a summary of staff hours and all costs by MPO line item to the WisDOT Bureau of Planning and Economic Development.
- Transmitted an administrative modification to the *2013 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* to WisDOT and USDOT staff in late April.
- Prepared an amendment to the *2013 Sheboygan Metropolitan Planning Area Transportation Planning Work Program* in late August; this amendment was approved and was transmitted to WisDOT and USDOT staff in September.



- Developed and approved the *2014 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*, which is a component of the Commission's overall Work Program.



## LONG-RANGE TRANSPORTATION PLANNING

- Much of 2013 was devoted to development, quantification and review of three future (2045) land use scenarios to be evaluated in preparing the *Year 2045 Sheboygan Area Transportation Plan (SATP)*. January through April were devoted to development of housing and employment growth allocation spreadsheets for each scenario, as well as preparation of map layers showing the extent of urban development in 2010 and portraying the extent of development under the three land use scenarios. Scenario #1 (Continuation of Existing Trends) was quantified between May and July, and was transmitted to WisDOT in late July. Scenario #2 (Compact/Infill Development) was quantified in July and August, and was transmitted to WisDOT in late August. Scenario #3 (Corridor Development) was quantified between September and November, and was transmitted to WisDOT in mid November. The MPO Technical and Policy Advisory Committees reviewed the quantification of these scenarios throughout 2013, and suggested changes were addressed late in the year.
- Commission staff worked with WisDOT to finalize adjusted boundaries for the Sheboygan Urbanized Area (based on the 2010 Census), as well as to finalize the reaffirmed boundaries of the Sheboygan Metropolitan Planning Area. The Sheboygan MPO Technical and Policy Advisory Committees recommended approval of these boundaries in February, and the Commission approved these boundaries in early March. The approved boundaries were submitted to WisDOT in late March.
- Commission staff reviewed plots from the WisDOT Northeast Region travel demand forecast model (as applicable to Sheboygan County) from February through April. Review was focused on how centroid connectors for each traffic analysis zone (TAZ) loaded onto the network, as well as on how model assigned volumes (in the base year of 2010) compared with actual traffic counts on various links of the network.
- Commission staff met internally on a regular basis to discuss possible visualization applications (land use scenarios and transportation projects) in the long-range transportation planning process.



- Members of the Sheboygan MPO Technical and Policy Advisory Committees reviewed potential modifications to the functional classification of streets and highways in the Sheboygan Urbanized Area at their October and November joint meetings, and recommended approval of these changes at their November joint meeting. The Bay-Lake Regional Planning Commission approved these modifications at its December meeting. These approved modifications were transmitted to WisDOT and FHWA staff in mid December.
- Commission staff participated in three meetings of the Wisconsin DNR Bureau of Air Management's Conformity Transportation Work Group (CTWG) in 2013.
- Commission staff participated in an interagency meeting called by the Wisconsin DNR Bureau of Air Management in early December to discuss planning assumptions being used in upcoming conformity analyses on long-range transportation plans and transportation improvement programs (TIPs).
- Commission staff participated in one meeting of the WisDOT Northeast Region Model Users' Group in 2013.
- Commission staff participated in Rep. Reid Ribble's transportation policy conference in Green Bay in early August.
- Commission staff participated in training regarding the "mobile vehicle emission simulator" (MOVES) model at the USEPA National Vehicle and Fuel Emissions Laboratory in Ann Arbor, Michigan, in September.
- Commission staff presented on a panel regarding the use of scenarios in the MPO planning process at the annual MPO/RPC/WisDOT transportation planning conference in Minocqua in September. The title of the presentation was "2045 Growth Scenario Development and Evaluation: Year 2045 Sheboygan Area Transportation Plan (SATP)." Commission staff spent some time in early September preparing this presentation.
- Commission staff participated in the Governor's Freight Industry Summit in early November.
- Commission staff participated in a meeting to discuss reauthorization of the "Moving Ahead for Progress in the 21st Century" Act (MAP 21) at the WisDOT Central Office in Madison in mid December.



## **SHORT-RANGE TRANSPORTATION PLANNING**

- Preparation of Community Development Block Grant (CDBG) quarterly progress reports on behalf of Shoreline Metro to the City of Sheboygan Planning and Development Department (and ultimately to HUD).



- Preparation of a CDBG grant application on behalf of Shoreline Metro for the 2014 – 2015 grant period in early December.
- Assisted Shoreline Metro with its Title VI program, and in particular, Shoreline Metro’s language assistance program for Limited English Proficient (LEP) persons in late November.
- Began estimating the population within a quarter mile of all Shoreline Metro routes in December (at the request of the WisDOT Bureau of Transit, Local Roads, Railroads and Harbors).
- Provided other minor technical support to Shoreline Metro during much of 2013.
- Facilitation of quarterly meetings of the Northeastern Wisconsin Regional Access to Transportation Committee (NEWRATC).
- Presented the *2012 Coordinated Public Transit/Human Services Transportation Plan for Sheboygan County* to the Sheboygan County Transportation Coordinating Committee (TCC) in January.
- Worked with the WisDOT travel forecasting section to get 2035 average annual daily traffic (AADT) forecasts for the street and highway network in March. These forecasts were to be used by the Sheboygan County Planning and Conservation Department in updating a map in the county’s bicycle and pedestrian transportation plan as part of the county’s Non-Motorized Transportation Pilot Program (NMTTP).
- Prepared a report on 2013 transportation system performance indicators in November and December. This report was presented to the MPO Technical and Policy Advisory Committees at their December joint meeting.
- Participation in a groundbreaking ceremony for the Union Pacific “rails-to-trails” bicycle and pedestrian trail in the City of Sheboygan. This event celebrated all of the past and upcoming projects and initiatives associated with the Sheboygan County NMTTP. The Commission has been proud to work with Sheboygan County in planning, programming and implementing NMTTP projects in the Sheboygan Metropolitan Planning Area.
- Participation in a transportation summit regarding “Benefits, Needs and Future Demands of Public/Specialized Transportation Services in Northeastern Wisconsin” in late July.



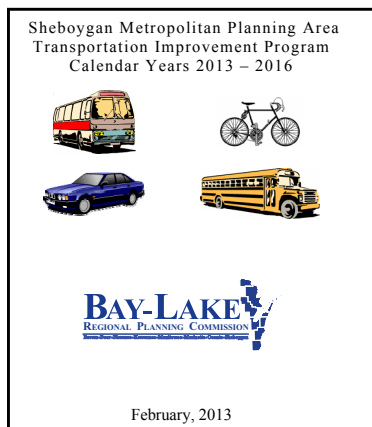
## **TRANSPORTATION IMPROVEMENT PROGRAM (TIP)**

The following activities related to TIP development occurred in 2013:

- The draft air quality conformity analysis on the *2013 – 2016 Sheboygan Metropolitan Planning Area TIP* was prepared in January.

- A 30 day public comment period on the *2013 – 2016 Sheboygan Metropolitan Planning Area TIP* ran from late January to late February, and the public hearing on the *2013 – 2016 Sheboygan Metropolitan Planning Area TIP* was held in mid February.
- The Sheboygan MPO Technical and Policy Advisory Committees recommended approval of the *2013 – 2016 Sheboygan Metropolitan Planning Area TIP* in late February, and the Commission approved the *2013 – 2016 Sheboygan Metropolitan Planning Area TIP* at a meeting of its Executive Committee in late February.
- The Federal Highway Administration and Federal Transit Administration issued their joint conformity finding on the *2013 – 2016 Sheboygan Metropolitan Planning Area TIP* in late February.
- Final distribution of the *2013 – 2016 Sheboygan Metropolitan Planning Area TIP* took place in March, including placement of the document on the MPO webpage.
- The *Annual Listing of Obligated Projects for Calendar Year 2012* was placed on the Sheboygan MPO webpage in late March. This listing was reviewed with members of the Sheboygan MPO Technical and Policy Advisory Committees at their joint meeting in April.
- Participation in the WisDOT Northeast Region Local Transportation Funding Symposium in early May.
- Surface Transportation Urban Program (STP Urban) candidate projects were reviewed with members of the MPO Technical and Policy Advisory Committees at their joint meeting in late June. The MPO advisory committees ranked the four candidate projects and tentatively recommended which projects should be advanced for funding at their joint meeting in late August. A letter was sent to the local program coordinator at the WisDOT Northeast Region in October which established the prioritization of candidate projects for STP Urban funding for the 2013 to 2018 cycle.
- Preparation of amendments to the *2013 – 2016 Sheboygan Metropolitan Planning Area TIP* started in November, and was expected to continue into early 2014.

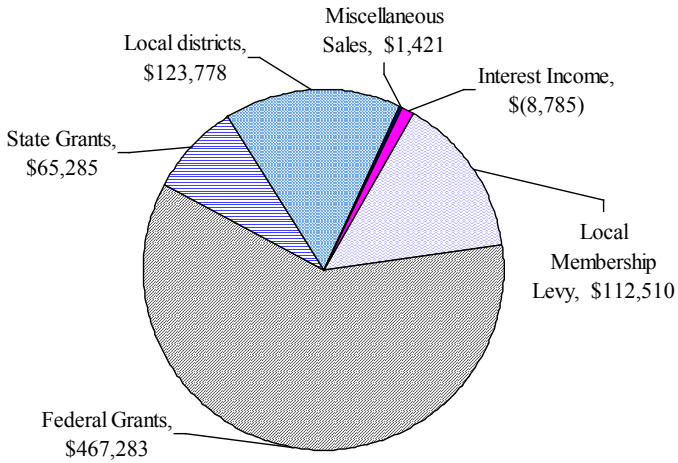
This is a summary of key activities in the Sheboygan MPO program, and does not include numerous additional meetings, training sessions, and smaller tasks completed over the course of the year. Details regarding MPO work activities in 2013 are available from Commission staff.



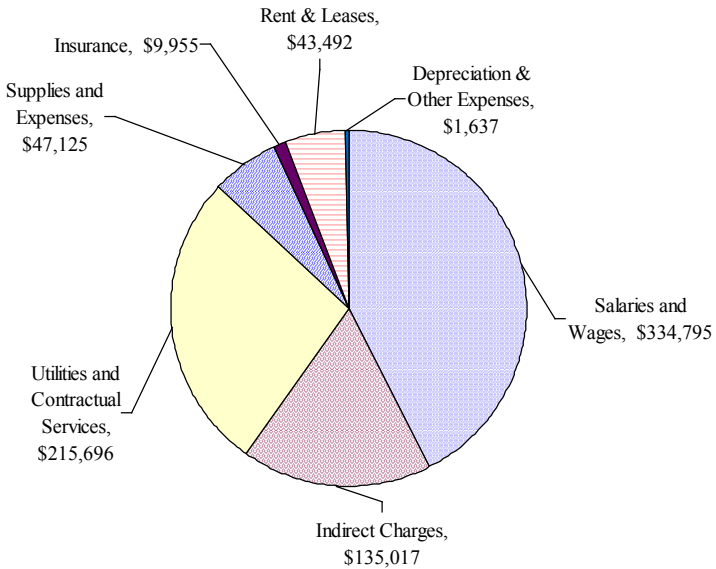


# Financial Status Report

## Revenues



## Expenses



Revenues for 2013 totaled \$770,277 while Expenses totaled \$787,717.



## 2013 Publications

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

### **REGION**

*2012 Annual Report*

*2014-2018 Coordinated Public Transit-Human Services Transportation Plan for Florence, Marinette, and Oconto Counties, Wisconsin*

*2012 Comprehensive Economic Development Strategy Update*

*Bay-Lake Regional Planning Commission 2013-2014 Affirmative Action Program*

*Bay-Lake Regional Planning Commission 2014 Annual Budget & 2013-2014 Work Program*

### **FLORENCE COUNTY**

*Florence County Hazard Mitigation Plan Update*

### **SHEBOYGAN COUNTY**

*Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2013-2016*

*2014 Sheboygan Metropolitan Planning Area Transportation Planning Work Program*



## Administration

Commissioners and staff completed the 2012-2016 Strategic Plan to help the Commission better prepare to meet the changing needs of its state and federal partners as well as counties and communities within the region. The plan identifies four overarching outcomes and a series of objectives in which to reach those goals over the next four years.

### **Overall Strategic Planning Outcomes:**

- A. The Strategic Plan for the Commission provides a well-defined roadmap to strengthen its overall operations incrementally and comprehensively over the next five years.
- B. The plan focuses on avenues in which allows the Commissioners to become more involved using their contacts and areas of expertise; it enables the Commission's programs to grow in width, depth and quality, and strengthens internal policies (including budgets) through continued review and analysis that ensures the Commission is operating in a responsible and forward thinking manner.
- C. The strategies developed highlight methods and actions to ensure all the counties and communities within the region remain engaged and a feeling of ownership is created that allows the Commission to access resources to continually improve services.
- D. The Commission will be recognized as the coordinating entity for all land use and planning activities and initiatives taking place within the eight-county region.

The Bay-Lake Regional Planning Commission maintains its membership with the Wisconsin Association of Regional Planning Commissions (AWRPC). This statewide organization meets bi-monthly to address issues of local, statewide, and nationwide importance. Commission staff attended the association meetings and manned a booth on behalf of AWRPC at the annual Wisconsin Counties Association meeting held in September.



## 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.





# BAY-LAKE

## REGIONAL PLANNING COMMISSION

Brown•Door•Florence•Kewaunee•Manitowoc•Marinette•Oconto•Sheboygan

425 South Adams Street, Suite 201  
Green Bay, WI 54301

PRST STD  
U.S. POSTAGE PAID  
GREEN BAY, WI  
PERMIT NO. 422