

**BAY-LAKE**

Regional Planning Commission

**2018**

# ANNUAL REPORT



# The Region

## **Eight Counties:**

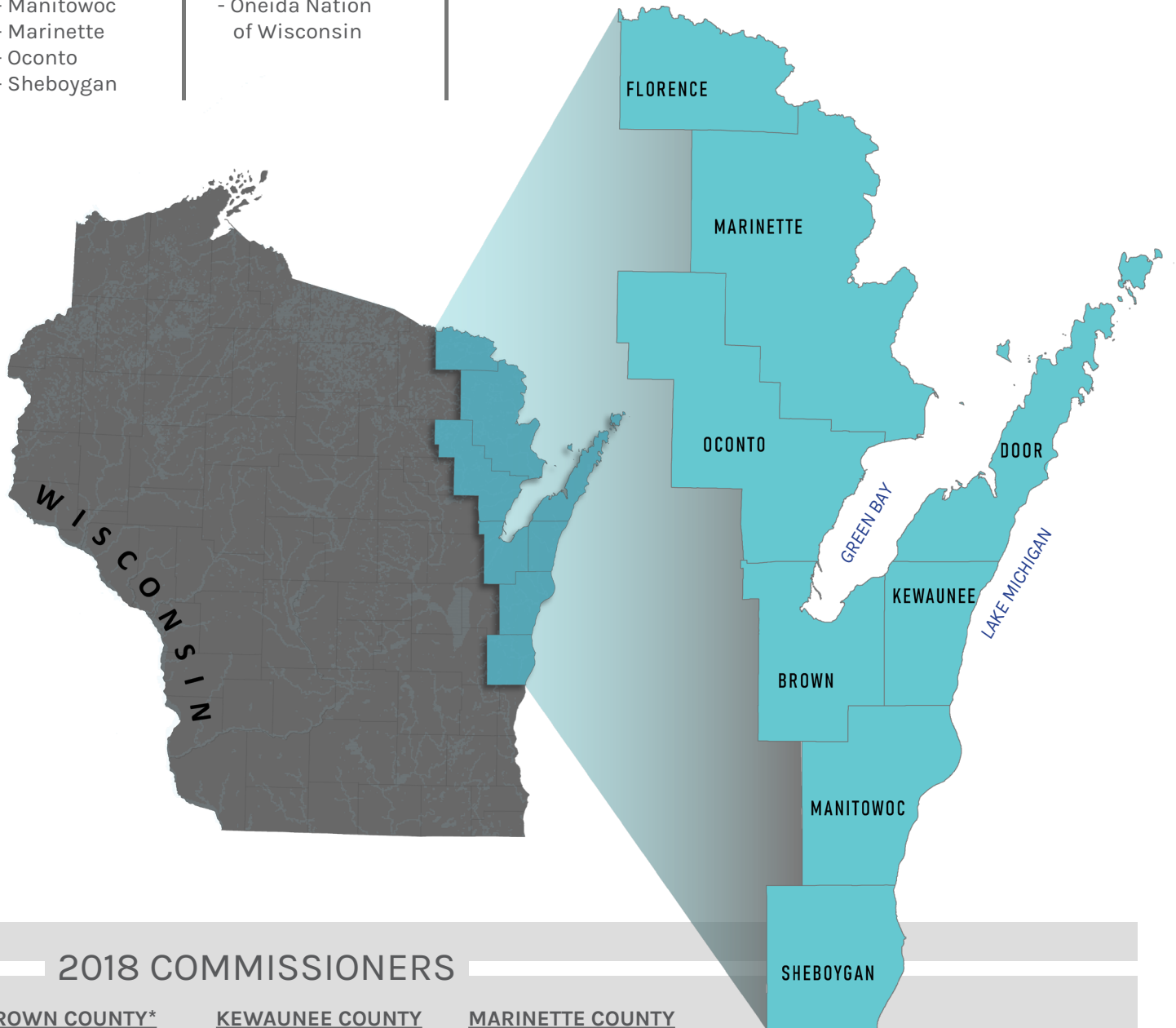
- Brown
- Door
- Florence
- Kewaunee
- Manitowoc
- Marinette
- Oconto
- Sheboygan

## **185 Government Units:**

- 8 counties
- 17 cities
- 40 villages
- 119 towns
- Oneida Nation of Wisconsin

## **Area Served:**

- 5,433 square miles
- 10% of Wisconsin population
- Over 400 miles of coastal shoreline



## 2018 COMMISSIONERS

### **BROWN COUNTY\***

Tom Sieber

### **DOOR COUNTY\***

Ken Fisher

### **FLORENCE COUNTY**

Ed Kelley  
Larry Neuens  
Rich Wolosyn

### **KEWAUNEE COUNTY**

Virginia Haske  
Tom Romdenne  
Eric Corroy

### **MANITOWOC COUNTY**

Dan Koski,  
*Secretary/Treasurer*  
James Falkowski  
Marc Holsen

### **MARINETTE COUNTY**

Shirley Kaufman  
Michael Kunesh  
Mary Meyer

### **OCONTO COUNTY**

Terry Brazeau,  
*Vice-Chairperson*  
Dennis Kroll  
Nomination Pending

### **SHEBOYGAN COUNTY**

Mike Hotz,  
*Chairperson*  
Ed Procek  
Brian Yerges

*\*Indicates  
non-member  
county within the  
Bay-Lake region.*

# Letter from the Chairman

TO: The Wisconsin Legislature, governing bodies of local governmental units and interested parties within the Bay-Lake Region:

For nearly 50 years, the Bay-Lake Regional Planning Commission (Bay-Lake RPC) has proudly served its 185 units of government within eight counties located in northeastern Wisconsin. In accordance with the requirements of s.66.0309(8)(b), Wis. Stats., this report provides a yearly overview of the Commission's five planning programs and the work conducted within each of those programs.

In 2018, Bay-Lake RPC staff completed an exciting array of challenging projects, including a regional bicycle and pedestrian plan, several park concept plans for the Town of Brazeau, an Integrated Plan for the City of Kewaunee, a green infrastructure municipal code audit for the City of Sheboygan, the Marinette County Housing Study, coordinated transportation plans for Florence, Oconto, and Marinette counties, updates to hazard mitigation plans for several member counties, and the initiation of a Disaster Mitigation Loan Program. To facilitate public participation, new online interactive maps, surveys and applications were created in 2018 to make the planning process more efficient and engaging.

With over 400 miles of coastal shoreline along Lake Michigan and Green Bay, and 12 major watersheds within the Region, Bay-Lake RPC staff are working diligently on outdoor recreation and environmental planning. Environmental projects conducted in 2018 include establishing a brownfield assistance program for the eight-county Bay-Lake RPC service area, a recreational plan update for Florence County, the management of invasive species within Brown and Kewaunee counties, and funding urban tree plantings for emerald ash borer mitigation and runoff reductions.

The Commission continues to serve as the Sheboygan Metropolitan Planning Organization (MPO) and as an Economic Development District for the Economic Development Administration (EDA). Member levied funds are utilized to leverage these two programs, as well as the Regional Transportation program and Wisconsin Coastal Management Program that provide a variety of cost-effective services for local initiatives ranging from grant writing to planning to GIS.

Sheboygan MPO items completed in 2018 included the establishment of performance targets in transit asset management, pavement and bridge condition, travel time reliability and highway safety; continued work on the long-range transportation plan update; and preparation of a new four-year Transportation Improvement Program (TIP).

At the Bay-Lake RPC's annual meeting, Dan Koski of Manitowoc County and Terry Brazeau of Oconto County were re-elected as Secretary/Treasurer and Vice Chairperson, respectively, and I was re-elected as Chairperson. I'd like to thank the Bay-Lake RPC staff for their expertise and professionalism. The well-trained and knowledgeable staff, when combined with active and informed commissioners, enables the Bay-Lake RPC to be a valuable resource for our region's local governmental units and partner organizations.

Respectfully,



Michael Hotz  
Bay-Lake RPC Chairperson

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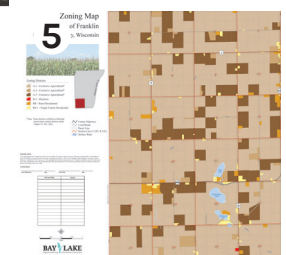
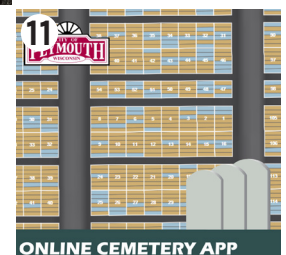
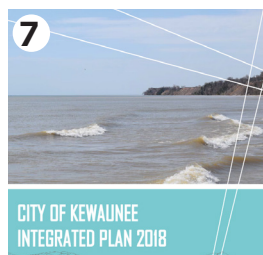
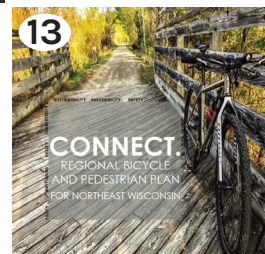
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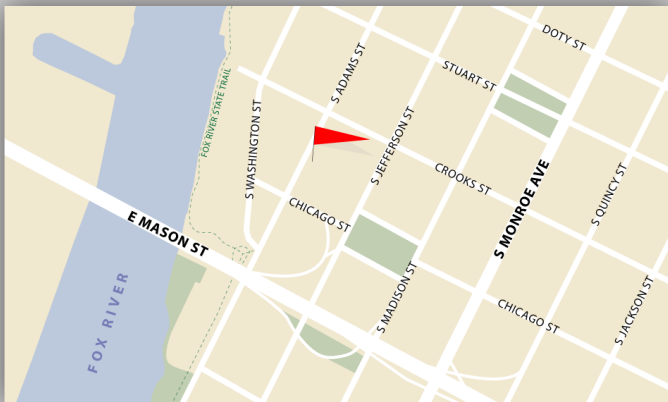
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# About Us



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[www.baylakerpc.org](http://www.baylakerpc.org)

## Providing Services in...



### Community Planning

Comprehensive planning, zoning, housing studies, site design, hazard planning



### Economic Development

Finding funding solutions, grant writing and administration, Brownfields planning, EMSI Developer assistance



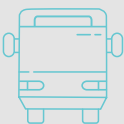
### Environmental Planning

Coastal planning, outdoor recreation planning, invasive species management, sewer service area reviews



### Mapping and Visualization

Land use data, field data collection and management, interactive maps and apps, plat book development



### Transportation Planning

Regional transportation program, Sheboygan Metropolitan Planning Organization (MPO)

## Meet the Staff

### Cindy J. Wojtczak

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### Madison A. Smith

Community Assistance Planner

[msmith@baylakerpc.org](mailto:msmith@baylakerpc.org)

### Other 2018 Staff:

Joshua Schedler, Rachel Moore, Calvin Salmon, and Clinton Raymond

### ~ Mission Statement ~

"Providing cooperative planning and funding solutions to foster healthy and thriving communities within the region."



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 a variety of plans; including comprehensive, farmland preservation, outdoor recreation, and hazard mitigation plans, community development documents, and zoning ordinances. 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.



## Community Planning

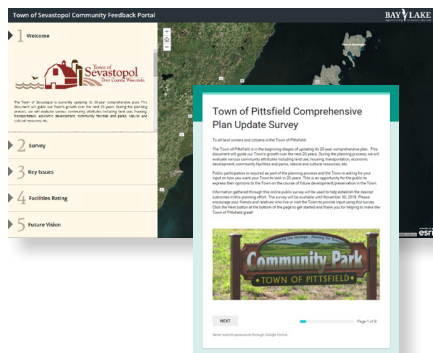
Olson Park Workshop, City of Algoma, Kewaunee County



## Comprehensive Planning

To guide a community's physical, social, and economic development, comprehensive plans serve as a rational basis for local land use decisions with a 20-year vision for planning and community decisions. Comprehensive plans must be updated at least once every 10 years.

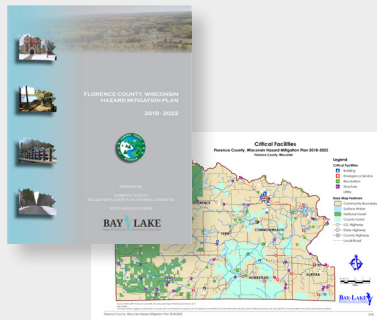
In 2018, the Commission initiated multiple comprehensive plan updates, including Town of Sevastopol, Town of Pittsfield, Village of Cleveland, and Manitowoc County.



## Hazard Mitigation

In an effort to reduce loss of life and property by lessening the impact of disasters in the region, the Commission has assisted counties with the development of long-term mitigation plans. In these plans, state, tribal, and local governments collaboratively identify risks and vulnerabilities associated with natural disasters, and generate strategies for protecting people and property.

In 2018, the Commission completed a hazard plan for Florence County and began developing plans for Marinette, Sheboygan, and Manitowoc counties.



## Site Planning Concepts

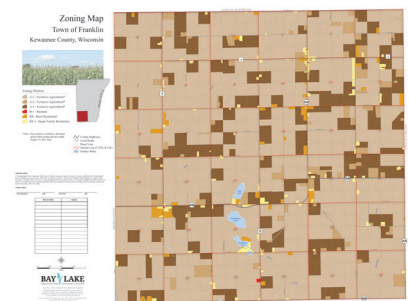
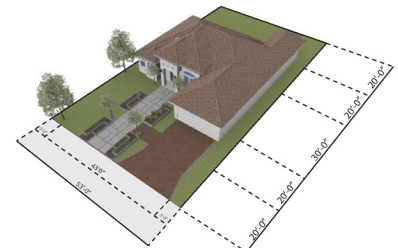
The Commission strives to create unique spaces that inspire, restore, and bring communities together. In 2018, our ability to visualize and communicate sustainable design concepts and spatial experiences was highlighted through various concept plans, including the Olson Park Master Plan and the Town of Brazeau Concept Plans.



## Plan Implementation

The Commission worked on several ordinances and codes, which serve as tools to regulate local land uses. The Town of Franklin and the Town of Lincoln (both within Kewaunee County) developed zoning ordinance

updates in 2018. Code related projects also completed included the City of Sheboygan Green Infrastructure Municipal Code Audit.



## Bay-Lake RPC Grant Program

The Commission strives to create unique spaces that inspire, restore, and bring communities together. In 2018, our ability to visualize and communicate sustainable design concepts and spatial experiences was highlighted through various concept plans including the Devil's River State Trail Master Plan for Manitowoc County and the City of Kewaunee's Capital Improvements Plan.





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 37 years, the Commission has facilitated or participated in several community economic development initiatives (both locally and region-wide) that have added jobs and increased the tax base for counties and local units of government.

New programs were rolled out in 2018, including a region-wide brownfield assessment program and Bay-Lake RPC's designation as a Disaster Microloan Provider through the Wisconsin Economic Development Corporation to assist businesses in times of a disaster.

# Economic Development



City of Sheboygan, Sheboygan County



## Comprehensive Economic Development Strategy (CEDS)

Bay-Lake RPC completed its five year update to the region's Comprehensive Economic Development Strategy (CEDS) document, which is a necessary guiding document as an Economic Development District. The CEDS was adopted by the Commission and subsequently approved by the Economic Development Administration. CEDS strategies guide the BLRPC economic development program tasks. Staff worked with the communities to apply for and administer grant funding for projects and plans that facilitated economic growth.



## Housing Plans

The Commission provides a variety of planning services that focused on housing and development. Housing studies help determine the type of development needed to sustain and grow a community. These projects can influence the private housing market through planning and development control decisions, increase

connections to the local community, and address current housing development issues with solutions and funding opportunities. Housing planning also involves exploring the connections between workforce, land-use, and design. Areas that are vacant or deteriorating can be opportunities for infill development, revitalization, or rehabilitation, with an emphasis on preserving heritage.

The Commission created a Housing Study for Marinette County with assistance from private industries, the County, and MCABI.



## Funding Assistance

Bay-Lake RPC assisted the Village of Suring with a successful CDBG-PF application. The project includes the installation and construction of a new water reservoir tank on the west side of the Village near their existing wells. It also includes the demolition of the Village's old water tower, water transmission lines which are to be installed along STH 32 (including a crossing of the Oconto River), and SCADA system modifications. The CDBG-PF award was \$500,000, and total project investment

is estimated to be \$1,047,000.



## Integrated Plans: City of Kewaunee

The City of Kewaunee received funding for planning from the Wisconsin Coastal Management Program. Bay-Lake RPC assisted with the planning and completed the Integrated Plan document that is the newest addition to the city's planning portfolio. The Integrated Plan references and updates the City of Kewaunee's Comprehensive Plan, Waterfront Plan and Outdoor Recreation Plan, which are all combined into this one document. The intent of combining all of this content into one integrated document is to avoid segmentation and push the planning and implementation process forward for the City of Kewaunee.





The Environmental/Natural Resources program of the Bay-Lake Regional Planning Commission provides ongoing technical assistance to member counties and com-

munities 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 U.S. Forest Service. As part of the environmental program, Bay-Lake RPC undertakes outdoor recreation planning, coastal management, water quality planning, and invasive species management.

# Environmental Planning



Town of Brazeau, Oconto County



## Twin Rivers Water Trail

In 2018, the Bay-Lake RPC worked with stakeholders in Two Rivers and Mishicot to develop and promote the recreational use of the East and West Twin rivers. The Bay-Lake RPC conducted an inventory and assessment of all public access locations to the lower stretches of the West and East Twin rivers in Manitowoc County, and developed a plan to guide future efforts towards enhancing and promoting the water trail. The plan also included an interactive online story map and development of outdoor signage to mark the area of several access points.



## Planting Trees to Reduce Runoff

Under two Great Lakes Restoration Initiative (GLRI) grants from the U.S. Forest Service, and in partnership with the Wisconsin DNR and Wisconsin RPCs, the Bay-Lake RPC provided \$122,200 in funding to Wisconsin

communities to plant over 4,500 trees in public areas. The trees will reduce runoff and mitigate the destructive impacts of the invasive Emerald Ash Borer beetle.



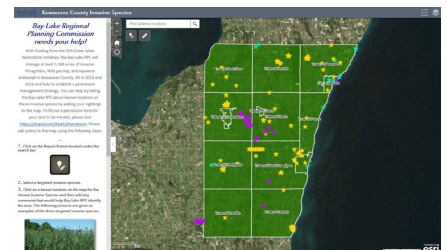
Grant recipients in the Bay-Lake Region include the City of De Pere for \$9,000, the City of Green Bay for \$7,500, the Village of Allouez for \$7,000, the Village of Ashwaubenon for \$7,000, the Village of Cedar Grove for \$1,600, the City of Sheboygan Falls for \$5,000, and the Village of Cascade for \$2,000.

## Florence County Outdoor Recreation Plan

The Bay-Lake RPC worked with Florence County to develop an update to the comprehensive outdoor recreation plan to provide an overall picture of recreation needs for the County. The plan was developed based on guidance from county staff and public input. The plan included a current inventory and evaluation of county parks, trails, and open space facilities, with an analysis of current demographics. The plan was coordinated with the State Comprehensive Outdoor Recreation Plan to ensure eligibility for WDNR recreation grants.

## Invasive Species Management in Kewaunee County, WI

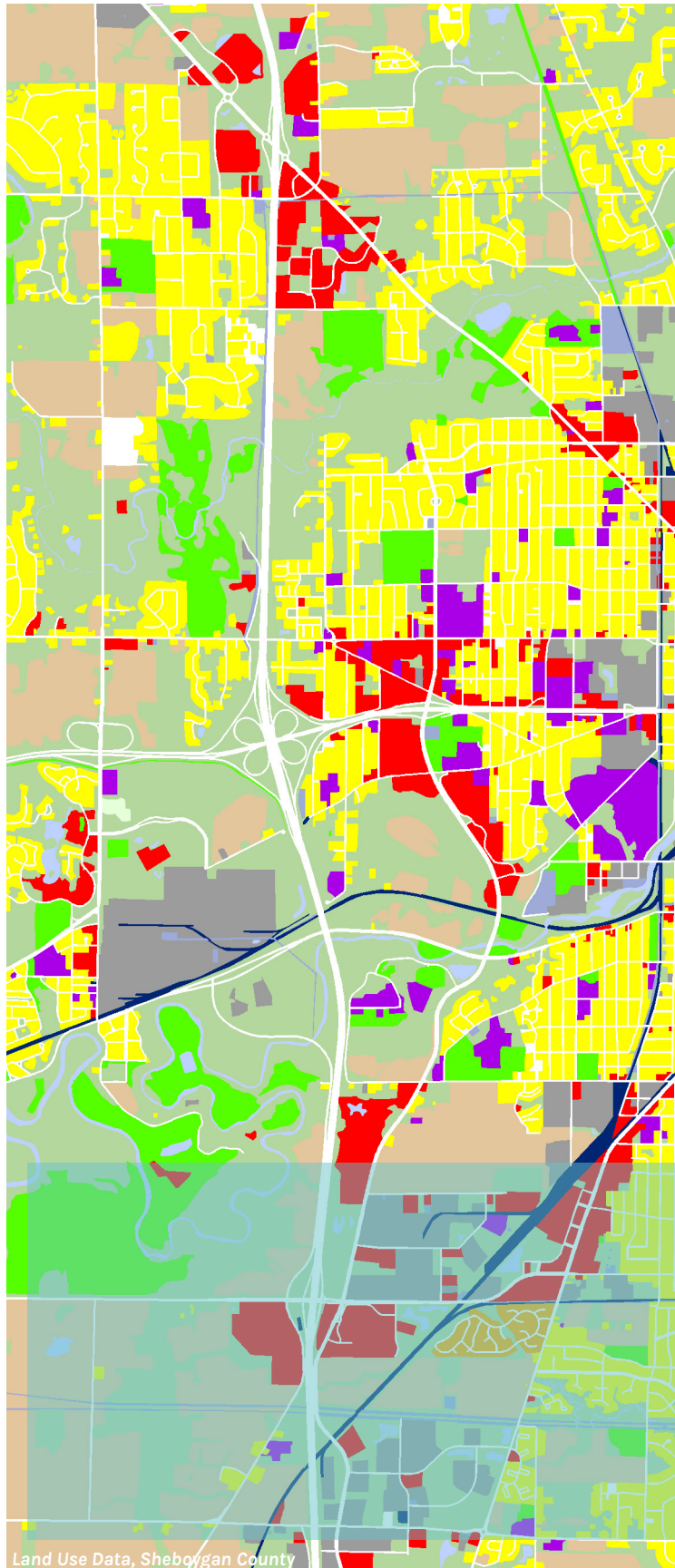
In 2018, under a Great Lakes Restoration Initiative (GLRI) grant from the U.S. EPA, the Bay-Lake RPC worked with Kewaunee County to manage invasive species, including *Phragmites*, Japanese knotweed, and Wild parsnip. Inventories and chemical treatments of invasive species were conducted on public and private lands in the County, with follow-up treatments to be conducted in 2019. Landowners were asked to participate by letting the Commission know where invasive species were located on their property by using an online application. This resulted in identifying over 160 invasive species locations within Kewaunee County.



The Bay-Lake RPC continues working with the county to secure funding to develop an invasive species management plan.



Argo with boom invasive species treatment  
- Kewaunee County



The Mapping and Visualization program continues to provide mapping and GIS technical assistance to the Bay-Lake Region. Utilizing ArcGIS Online, interactive maps and applications have greatly improved the planning process for Commission staff and community members. Public participation proved to be vital in 2018, and online interactive surveys and public input tools helped to make participating easier than ever.

Data sharing is an important part of the Commission's mapping and visualization 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.

Numerous products were created to support planning efforts in 2018. Such products included the Town of Red River Zoning Plat Book, signage for the Twin Rivers Water Trail, the Village of Crivitz Extraterritorial Area map, and others that will help communities make useful decisions for years to come.

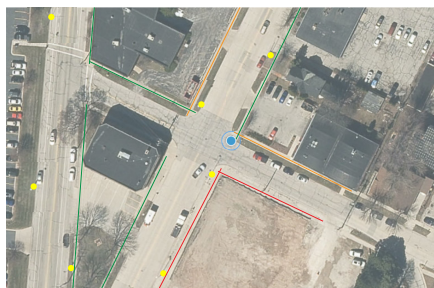
## Mapping and Visualization



## Collector for ArcGIS



In the second half of 2018, the Commission worked with the Manitowoc County Highway Department to create two new layers to be used with their ArcGIS Online account through Collector for ArcGIS. The new layers that were created (guardrail layer and bridge layer) will help the department collect field data for years to come. The importance of having a digital database of field assets benefits inventory numbers, data management, and future foreseeable issues.



In the Fall of 2018, the Commission signed a contract with the City of Algoma to assist in the creation of several layers to be used with Collector for ArcGIS. Layers such as sidewalk condition, manholes, and street sign inventory will help establish a digital database of field assets.

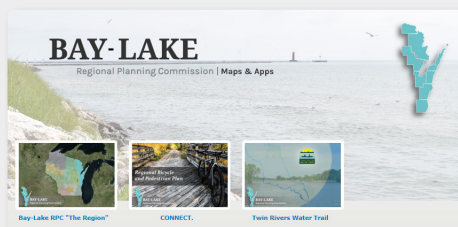
Along with assisting communities with data collection and asset management, Bay-Lake RPC utilizes Collector for ArcGIS for

internal data collection for ongoing projects. Collecting field data such as invasive species locations, water trail access points, and road conditions are made a lot more convenient with this technology.

## ArcGIS Online

Through ArcGIS Online, interactive maps and other online applications are developed to make the planning process more effective and efficient. These interactive maps and applications are continually created to help planners utilize GIS data more efficiently and to help the public understand the planning process and finalized plans in a more visual and interactive way.

Bay-Lake RPC's ArcGIS Online account exponentially grew in 2018. In total, 90 interactive maps and applications were created. In addition, five interactive public input tools were created to get the public more involved with the planning process, which resulted in over 350 feedback submissions that helped shape important planning documents in 2018.



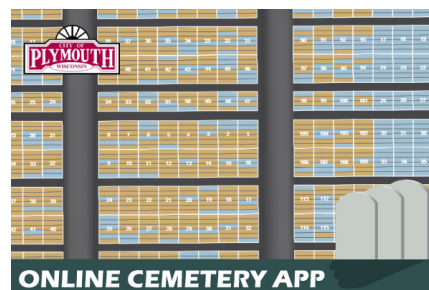
To check out Bay-Lake RPC's ArcGIS Online account, please visit <https://baylakerpc.maps.arcgis.com>.

## GIS Assistance

In 2018, the Commission assisted the City of Plymouth in the creation of a series of downtown parking maps. These maps serve as a useful tool to help both city officials and the public know what the type of parking allowed in the downtown area.



Bay-Lake RPC also worked with the City of Plymouth on an internal and public online cemetery application. This online application allows members of the public to search through two cemeteries within the City for names or dates of burials, while also allowing the user to view which plots are available for purchase. The internal cemetery application allows internal staff to easily manage cemetery records and help answer questions.



Other 2018 GIS assistance included the Town of Red River Zoning Plat Book, Village of Crivitz Land Use mapping, and an invasive species story map project with UWGB.



The Commission provides transportation planning services in northeastern Wisconsin through its regional transportation program as well as revenues from local and regional contracts. The Commission's transportation planning program focuses on state, regional and local issues. Services offered include bicycle and pedestrian planning; transit planning; corridor studies; pavement management; safe routes to school; and railroad, airport, and port and harbor planning. Specialized transportation planning services are also offered, including coordination, planning, and implementation of elderly and disabled special transportation services and programs.

# Transportation Planning



Village of Sister Bay, Door County



## Regional Transportation Work Program

The Commission has provided rural multi-modal transportation planning services since 1972 to address both area wide 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.

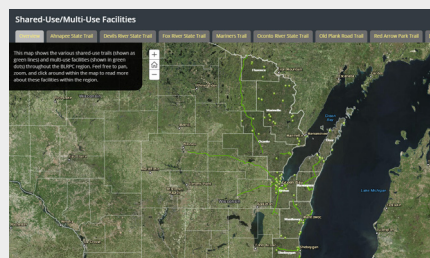
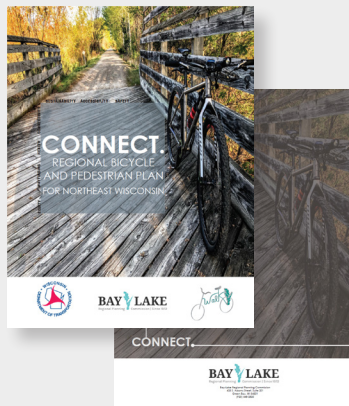


**Federal Highway Administration**



## Regional Bicycle and Pedestrian Plan

As part of a Transportation Alternatives Program (TAP) grant award, the Commission completed a two-year planning effort on a regional bike and pedestrian plan (i.e., *Connect-Regional Bicycle and Pedestrian Plan for Northeast Wisconsin*). The plan gives a regional perspective of walking and bicycling opportunities, along with their associated facilities within the Commission's eight counties. The project includes an inventory of existing facilities; identifies physical and other impediments to walking and biking in the region; and contains strategies for bicycle and pedestrian safety, facility improvements, and connectivity to any potential state and regional active transportation networks.



## Specialized Transportation Planning

The Commission prepared Coordinated Public Transit – Human Services Transportation Plans for Florence, Marinette, and Oconto counties, and amended existing (2016) plans for Kewaunee and Sheboygan counties. These coordinated plans allow the counties to be eligible to receive funding for projects under the Enhanced Mobility for Seniors and Individuals with Disabilities Program.



The Commission assisted the City of Marinette with the administration of the city's Shared-Ride Taxi Program, which included preparation and submittal of the 2019 application for federal and state assistance to operate the transit system.





Since 1982, the Commission has provided urban transportation planning activities as the metropolitan planning organization (MPO) for the Sheboygan Metropolitan Planning Area, with the assistance of local technical and policy advisory committees. The Sheboygan Metropolitan Planning Area includes the Cities of Sheboygan and Sheboygan Falls, the Villages of Howards Grove and Kohler, the Town of Sheboygan, and portions of the towns of Herman, Lima, Mosel, Sheboygan Falls and Wilson. Transportation planning is required of metropolitan planning areas as a prerequisite to receiving federal funding for transportation projects. 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).



Shoreline Metro Bus Stop, Sheboygan County

## Sheboygan MPO



## Program Support and Administration

The 2019 Sheboygan Metropolitan Planning Area Transportation Planning Work Program was approved, and there was one amendment to the 2018 MPO Work Program in 2018. The Sheboygan MPO Technical and Policy Advisory Committees met jointly nine times in 2018, and Commission staff presented or reviewed MPO items, at all eight full Commission and Executive Committee meetings in 2018.



## Long-Range Transportation Planning

Development of the Update to the Year 2045 Sheboygan Area Transportation Plan (SATP) was the main long-range transportation planning activity in 2018. By the end of 2018, four chapters were completed, with four other chapters and various appendices in progress.

## Short-Range Transportation Planning

Short-range transportation planning activities in 2018 included: establishment of performance targets in the areas of infrastructure condition, system performance, freight movement, Congestion Mitigation and Air Quality (CMAQ) emission reductions, transit asset management, and highway safety; preparation of the 2018 transportation system performance indicators report (and additions to a similar report for 2017); technical assistance to Shoreline Metro, the Sheboygan County Economic Development Corporation (EDC), WisDOT, and local units of government; and an amendment to the 2016 Coordinated Public Transit - Human Services Transportation Plan for Sheboygan County.



## Transportation Improvement Program (TIP)

Activities related to the TIP in 2018 included: development and approval of the Sheboygan Metropolitan Planning Area TIP: Calendar Years 2019 - 2022; several amendments to the 2018 - 2021 TIP; and preparation and posting of the Annual Listing of Obligated Projects for Calendar Year 2017.



## Shoreline Metro Transit Development Program (TDP)

The Shoreline Metro TDP Update began in 2018. Three chapters were prepared for the TDP Update, and the TDP review committee met three times in 2018. This project is funded outside traditional MPO sources, but appears in the MPO Work Program.



# 2018 Financial Report

Below is a summarized statement of revenues, expenses and changes in net position as presented on the audited financial statements for the year 2018.

OPERATING REVENUES	2018
Intergovernmental grants	654,822
Intergovernmental charges for services	345,600
Public charges for services	4,421
Other operating revenues	1,906
<b>Total Operating Revenues</b>	<b>1,006,749</b>
OPERATING EXPENSES	
Salaries and wages	501,986
Employee fringes and benefits	176,685
Subcontracted project consultants	133,948
Depreciation	6,407
All other	127,016
<b>Total Operating Expenses</b>	<b>946,042</b>
Operating Income	60,707
Nonoperating Revenues (Expenses)	(1,760)
Change in Net Position	58,947
Net position - January 1 as originally stated	(20,774)
Change in accounting principle*	(48,185)
Net position - January 1 restated	(68,959)
<b>Net Position - December 31</b>	<b>(10,012)</b>

\*The Commission implemented GASB Statement 75, Accounting and Financial Reporting for Post Employment Benefits Other than Pensions, for the fiscal year ended December 31, 2018.



# 2018 Publications

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

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


## Region

2017 Annual Report  
2017 Comprehensive Economic Development Strategy (CEDS)  
Regional Bicycle and Pedestrian Plan for Northeast Wisconsin 

## Florence County

Florence County Coordinated Public Transit - Human Services Transportation Plan  
Florence County Hazard Mitigation Plan 2018 - 2022

## Kewaunee County

City of Kewaunee Integrated Plan  
Town of Franklin Zoning Ordinance and Zoning Map  
Town of Red River Zoning Plat Book 

## Manitowoc County

Twin Rivers Water Trail Plan and Story Map

## Marinette County

Marinette County Coordinated Public Transit - Human Services Transportation Plan  
Marinette County Housing Study 2017 - 2018

## Oconto County

Town of Brazeau Park Concept Plans  
Oconto County Coordinated Public Transit - Human Services Transportation Plan

## Sheboygan County

2018 Transportation System Performance Indicators Report (for the Sheboygan Metropolitan Planning Area)  
2019 Sheboygan Metropolitan Planning Area Transportation Planning Work Program  
City of Plymouth Downtown Parking Maps  
Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP): Calendar Years 2019 - 2022

 Wisconsin Land Information Association award recipient



## 2018 Annual Report