



# BAY-LAKE Regional Planning Commission

## NEWSLETTER

Spring/Summer  
2002

The Bay-Lake Regional Planning Commission was established by Governor Lucey in April 1972 by Executive Order 35 to provide planning services on area-wide issues, to represent local interests on state and federal planning program activities, and to provide local planning assistance to communities in the northeastern Wisconsin region.

### DIRECTOR'S VIEWPOINT

The year 2002 marks the Commission's 30th year. In April 1972 Wisconsin's Governor Lucey signed Executive Order 35 creating the Bay-Lake Regional Planning Commission at the request of the seven county boards of Brown, Door, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan. In December of 1973, Florence County joined the Commission bringing the total number of counties within the region to eight. During those 30 years the Commission has established a local assistance program, an economic development program, a regional transportation program, a coastal management program, and a regional inventory program. The Commission has assisted numerous communities with the development of land use plans and zoning ordinances, and has obtained

millions of dollars of state and federal assistance for local communities for public infrastructure improvements and job creation. Over the next years, the Commission will continue to assist local communities with planning and community development. The BLRPC will also focus on the preparation of a comprehensive plan for the region to serve as a framework plan by which local plans may be carried out in greater detail by local governments. The framework plan will help facilitate consistency of local land use plans.

*Martin W. Holden*  
*Executive Director*

### OFFICE ACCOUNTS COORDINATOR RETIRES

After almost 27 years with the Commission, Jane Bouchonville, the Commission's Office Accounts Coordinator retired at the end May, 2002. Jane started her employment with the Commission on December 8, 1975. At the May 10, 2002 Executive Committee meeting, the Executive Committee passed a resolution in recognition of Jane's dedication to the Commission, expressing the Commission's sincere gratitude for the loyal and valuable service that Jane rendered to the Commission.

### COMPREHENSIVE PLAN CONSISTENCY HINTS

In an effort to help communities prepare "Smart Growth" comprehensive plans, the Commission has developed the following helpful hints to encourage consistency between town, city, village and county plans:

- ? Address each of the nine elements of a comprehensive plan required by Wisconsin Stats. 66.1001
- ? Use a common plan outline, such as the *BLRPC Standard Comprehensive Plan Outline*
- ? Involve the public and keep adjacent communities informed of the plan preparation
- ? Use information and data from areawide plans or county plans, such as: outdoor recreation plans, county farmland preservation plans, land and water resource management plans, or other county or regional plans
- ? Use the planning guides developed by UW-Extension, WDNR, WisDOT and others for preparing the elements of your smart growth plan
- ? Use a common land use inventory code such as the *BLRPC Land Use Classification Code* to map land use and future land use
- ? Use a common digital parcel base map, such as a county GIS parcel map.
- ? Use a common set of demographic data for population, housing, and economics
- ? Use WDOA and BLRPC population projections
- ? Incorporate goals from state and regional plans such as transportation plans, bicycle plans and master plans into the local plan, as appropriate
- ? Use a common definition to delineate environmental corridors

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## WHAT IS RURAL CHARACTER?

As Bay-Lake Regional Planning Commission becomes more immersed in smart growth planning, “preserving rural character”, is one theme that is mentioned by most small communities. As more individuals move to the quiet, peaceful reaches of the countryside, many small communities are envisioning a rapid consumption of open space, prime farmland, forests, historic sites, and scenic landscapes, along with traffic-clogged highways, and loss of community and quality of life. Communities feel this potential sprawl could destroy their natural beauty and distinctive community character. For this reason, virtually every small town conducting comprehensive planning has listed preserving rural character as one of their top priorities. But what exactly is rural character? The answer lies within each person and each individual community. Rural character for many in Wisconsin evokes visions of farm fields, rolling hills, scenic rivers and lakes, large stretches of uninterrupted open space or forest and starry nights. Development may be nonexistent, or is scattered throughout the countryside; however, some may also consider developed subdivisions in open fields as rural. The fact is rural character can be interpreted differently by individuals and varies depending on locale. For instance, rural Wisconsin is not like that of rural Colorado or rural Florida. The same can be said for the various regions of Wisconsin stretching from the forestlands in the “northwoods,” to the agricultural lands of northeastern Wisconsin, to the rolling topography of western Wisconsin. In addition, rural character should not be defined by the aesthetics of land features alone. Historical features, whether natural or man-made, also assist in providing an identity for a community. A community’s rural character can also become very apparent as the landscapes fade into nightfall. Clear night skies with glistening stars can be spectacular sights in areas where lights shining outward and upward do not inhibit

the views. Whether it is signage or simple yard lighting, light pollution is becoming an increasing problem nationwide. Light from poorly shielded and over-bright lighting fixtures in cities and towns is brightening the sky to such an extent that many people can no longer see much of the night-time sky at all, dramatically diminishing rural character.

Planning to preserve a community’s rural character should be addressed differently in every community, since each community has a unique identity. The first step in determining rural character is to identify the key elements that make up the community. Some key elements include natural features, residential densities, building scale, aesthetics, cultural features or community icons. Examples of these key elements may include free flowing streams, golden wheat fields, historic buildings, architectural styles, etc. The second step is to translate these key elements into principles and standards for the design of future development that will preserve the rural character. Communities must be prepared to guide how, where, and when new growth will occur, or they may run the risk of losing their rural character to careless development patterns. By applying smart growth strategies, site plan and building design review, new development techniques (i.e. clustering, conservation subdivisions) and innovative ordinances (i.e. outdoor lighting, landscaping), small communities can apply measures to maintain their rural character. Examples may include preserving a percentage of open space or woodlands with the occurrence of new development, limiting modern styles of building design in favor of historic architectural styles that exist, or limiting outdoor lighting that does not excessively interfere with nighttime viewing, avoids glare and light trespass onto private property. These implementation measures assist communities in creating a place that reflects their unique rural character and is a source of community pride.

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*“The first step in determining rural character is to identify the key elements that make up the community.”*

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## GOVERNOR ANNOUNCES COASTAL FUNDING

The Wisconsin Coastal Management Program (WCMP) awarded \$6,585,153 this year in coastal projects in areas of the bay of Green Bay, Lake Michigan and Lake Superior. “The health of Lake Michigan is critical to Wisconsin’s lakeshore communities,” Gov. McCallum said. “Wisconsin’s coastline will be preserved and protected by the outstanding local projects supported by Wisconsin Coastal Management Program (WCMP) grants.” “The WCMP has a long and successful history of balancing coastal management with sustainable development,” said Jack Culley, Chairman of the Wisconsin Coastal Management Council. “The projects selected for funding will enhance Great Lakes water quality, create public access opportunities and improve awareness of coastal

issues.”

The WCMP has an annual competitive grant application process that has deadlines for applications in the fall of the year. Successful recipients begin the application process well in advance of the deadline and are able to present their respective projects at WCMP review hearings. Grants are required to be completed within a one year period and vary depending upon the maximum amount of funding requested, according to the type of project proposed. Detailed information on the grant process is usually available mid summer, and the BLRPC is able to provide additional information to local communities as well as review a community’s grant application before submittal. (*continued on page 3*)

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(Coastal Funding continued from page 2)

Within the Bay-Lake Region the following projects were funded:

**Brown, Marinette, Oconto Counties** - Coastal Restoration project along the western shores of Green Bay for \$501,493.

**Bay-Lake RPC** - Regional Harbor Study Update for \$25,000.

**DNR** - (1) Milwaukee River Basin Wetland and Springhead Protection for \$80,000. Purpose: Fund the acquisition of a 35-acre parcel consisting of wooded wetland springs feeding to Mink Creek, a tributary to the north branch of the Milwaukee River in Sheboygan County and (2) State Natural Area Wetland Restoration for \$202,404, covering five counties to include Door, and Sheboygan.

**Brown County** - Village of Ashwaubenon Riverfront Redevelopment for \$78,080.

**Door County** - (1) State Natural Area Wetland Restoration for five counties including Door \$202,404; (2) Removal of Deteriorating Solid Structures Along Door County for

\$125,000; (3) Invasive Species Strategic Plan Partnership/Demonstration Project for \$13,500; (4) Sturgeon Bay Aquatic Plant Management Program Revision for \$99,100; (5) Fish Creek Watershed Study Program for \$5,000; (6) Collaborative Conservation in the Northern Lake Michigan Basin for \$24,500; (7) Town of Gibraltar 2020 Comprehensive Plan for \$18,950; (8) Shore Sites for Water-weed Operation for \$31,000 and (9) Sunset Park Walkway for \$20,000.

**Kewaunee County** - Town of Pierce Zoning Ordinance Rewrite for \$2,000.

**Manitowoc County** - Point Creek Watershed Initiative for \$800,000.

**Sheboygan County** - Reiss Coal Site Grant Amount for \$101,250, to remediate and redevelop a 40-acre contaminated former industrial site on Lake Michigan and the Sheboygan River.

## YEAR 2025 SHEBOYGAN AREA TRANSPORTATION PLAN (SATP) IN PROGRESS

The Commission, as Metropolitan Planning Organization (MPO) for the Sheboygan Urbanized Area, is required to update the long-range transportation plan for the Sheboygan area periodically. While air quality attainment areas are allowed to update their long-range transportation plans every five years, the Sheboygan area, as an air quality maintenance (formerly nonattainment) area, must update its transportation plan every three years. The long-range transportation plan must have at least a 20 year planning horizon at the time of adoption, and must conform to the State Implementation Plan for Air Quality.

The Commission adopted the *Year 2020 Sheboygan Area Transportation Plan (SATP)* in 1996, and reaffirmed the *Year 2020 SATP* in 1999. This year, the Commission staff is in the process of developing a *Year 2025 SATP* to conform to the 20 year planning horizon requirement as well as to conform to the three year plan update frequency requirement.

Currently, the Commission staff is in the process of developing TAZ level socioeconomic data for 2000, 2002, 2005, 2007, 2010, 2020 and for 2025. These data have already been developed for 2000 and for 2025, and will be interpolated for all intermediate years of analysis. Creation and updating of highway networks for all of these milestone years of analysis will also occur as part of this process, in

cooperation with the Wisconsin Department of Transportation. An air quality conformity analysis will be conducted on the plan. Two interagency air quality conformity meetings are scheduled for this planning process, along with two public informational/input meetings concerning the plan. The plan will be written during the summer and early fall months, and is expected to be adopted later this year. The format of the plan will be similar to that of the *Year 2020 SATP*. Findings from the North Side Traffic Circulation Study will be incorporated into the plan.

Input from the MPO Technical and Policy Advisory Committees on goal and objective setting and on projects to be tested with the travel demand forecast model was sought in mid April.

Work on the development of a *Year 2030 SATP* is also underway, with a land use inventory of Sheboygan County currently being conducted. The *Year 2030 SATP* must be adopted by the Commission no later than 2005, and will account for all regionally significant transportation improvements in Sheboygan County.

For additional information concerning the *Year 2025 SATP* and on transportation planning issues in the Sheboygan area, please contact Jeff Agee-Aguayo of the Commission staff.

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## REGIONAL MASTER PLAN PUBLIC PARTICIPATION PROCEDURES ADOPTED

*Section 66.1001(4) Wisconsin Statutes requires that local governments adopt a set of written procedures for public participation. These procedures must include opportunities for participation in every stage of the plan development. Our goal is to inform, consult and involve the public and the communities we serve during each phase of the planning process.*

In accordance with Wisconsin Statutes, the Bay-Lake Regional Planning Commission (BLRPC) has adopted the written procedures to adopt or amend the regional master plan and to involve the public in the comprehensive planning process. These procedures identify committee responsibilities, methods for public involvement, and the process for adopting and distributing the plan.

The procedures entitled, *Procedures for Public Participation for Adoption or Amendment of the Bay-Lake Regional Planning Commission Comprehensive Plan*, were adopted by Resolution No. 7-2002 of the Bay-Lake Regional Planning Commission on April 12, 2002. The following is a brief summary of the procedures:

### **Committee Responsibilities**

The Commission has authorized its Executive Committee to prepare or amend the comprehensive plan and recommend its adoption to the Full Commission.

The regional Technical Advisory Committee (TAC) has been designated as the primary technical review body for the development of the Regional Master Plan, while special ad-hoc committees comprised of professionals and citizens with expertise in specific elements of the plan will be used to review components of the plan such as transit, harbor development, housing, etc.

### **Public Participation and Citizen Input**

Near the beginning of the planning process, a nominal group meeting will be held with the Executive Committee, and one issue forum will be held in each county in the region with the assistance of the University of Wisconsin Extension. The purpose of these meetings will be to identify regional issues that need to be considered in the comprehensive plan. The Commission will continue to use its newsletter to inform citizens on the progress of the regional plan as it is developed while posting information on meetings, the status of the plan, and draft elements of the plan on its WEB site: [www.baylakerpc.org](http://www.baylakerpc.org).

Based upon issues identified from the results of the nominal group meetings, the Commission will develop and mail a survey to local government officials. The survey will be used as a means to keep local governments region informed about the progress towards developing the comprehensive plan and to solicit their input on community needs.

In addition to the nominal group meetings and the survey, the Commission will hold open houses in order to present information regarding the comprehensive plan. One set of open houses will be held at the "midway" point to present background data and the other set of open houses will be held at the end of the process prior to the public hearing.

The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Commission.

### **Adoption of the Comprehensive Plan**

Once the Commission has completed the development of the recommended regional comprehensive plan, the Executive Committee will adopt a resolution recommending the adoption (or amendment) of the Comprehensive Plan by the Commission. In accordance with Wis. Stat. §66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the plan recommended for adoption by the Executive Committee will then be sent to the following in either digital or printed form: (1) every governmental body that is located in whole or in part within the boundaries of the local governmental unit; (2) the clerk of every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan; (3) the Wisconsin Land Council; (4) the Wisconsin Department of Administration; and (5) at least one local library in each county in the region. Citizens will have a minimum of two weeks to review and provide written comments on the recommended comprehensive plan.

After the Commission has received and responded to all written comments, the Commission will hold a public hearing at a central location within the region at which the proposed ordinance adopting the plan will be discussed. The hearing will be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held.

After adoption of the resolution by the Executive Committee recommending amendment or adoption of the comprehensive plan, after the required public hearing, and after receipt and response to public comment, the Commission will adopt the amendment or comprehensive plan by ordinance. A two-thirds majority vote of the entire Commission is necessary for adoption of any element of the comprehensive plan.

Upon adoption of the plan or amendment by the Commission, the Commission will request that each county pass a resolution in support of the regional comprehensive plan. One copy of the adopted plan in either digital or printed form will again be sent to the entities listed above.

The Commission is completing its comprehensive plan with funding from the Wisconsin Department of Administration, Office of Land Information Services comprehensive planning grant program to complete a comprehensive plan for the Bay-Lake Region by October 2005. Anyone with questions or comments on this process may contact Mark Walter at the Commission.

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## WORKSHOP ADDRESSES CONCERNS FOR WISCONSIN HARBORS AND MARINAS

Lake Michigan water levels that may remain below average over time was just one of the many significant issues addressed by nine featured speakers at the *Living With the Lakes* workshop sponsored by the Bay-Lake Regional Planning Commission's Regional Harbor Council and UW Sea Grant.

The workshop, held this March at the University of Wisconsin-Green Bay, attracted 45 marina operators, contractors and engineers as well as staff from the Wisconsin departments of Natural Resources and Transportation.

Featured speakers included: Philip Keillor, UW Sea Grant's coastal engineering specialist, who summarized the predicted long-term effects of global climate change on Great Lakes' water levels. Doug Zande, chief of operations for the Detroit District of the U. S. Army Corps of Engineers, provided an overview of the Corps' budget and priorities and cautioned that the Corps "is concerned about possible catastrophic failure of aged and weakened breakwater sections during severe storms." Many breakwaters on the Great Lakes are made of wooden "cribs," boxes that are filled with stone and then capped with large concrete sections. When these structures are exposed to air, due to low water levels, they deteriorate rapidly. If they fail, the rock piles may wash away, leaving no support for the concrete caps. Larry Ryan, a coastal engineer for Baird and Associates, and Dave Wentland from Coastal Planning and Design, illustrated Zande's concerns with numerous slides depicting deteriorating timber piles; rotting, ice-damaged harbor dockwalls; and broken, unsafe walkways and pavement at harbors in Racine and the city of Kewaunee. Vicky Harris, UW Sea Grant's water quality specialist, raised concerns about habitat degradation relative to Lake

Michigan's shoreline and illustrated a solution to this problem through the utilization of "soft engineering," which uses vegetated, gently sloping shorelines to control shore erosion. Grant assistance programs to improve coastal access and wetland protection were outlined by Mike Friis, for the Wisconsin Coastal Management Program and Jeff Pagels, Community Specialist for the Wisconsin DNR. The economic impacts and importance of Wisconsin's ports, harbors and marinas on local and state economies was discussed by Mike Glime, of Wisconsin's Harbor Towns Association and Mark Kanz, Director of Kewaunee County Promotions and Recreation Dept. Dean Haen, Director of the Port of Green Bay extolled the virtues and benefits of cooperation and

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organization as exemplified by the Wisconsin Commercial Ports Association, an organization that Dean initiated. Since its inception just two years ago the Wisconsin Commercial Ports Association has been able to affect needed legislative changes in programs funding port and harbor improvements. The workshop concluded with a presentation on the benefits of long-range planning by Jim Van Laanen, the Commission's Regional

Transportation Planner. Van Laanen emphasized that 'long-range port, harbor and marina planning will help to protect valuable natural resources, provide predictability and can result in significant costs savings and benefits to the community and the marina operator as well.'

If you would like more information about any of the specific topics or case studies presented at the workshop, contact Jim Van Laanen of Bay-Lake Regional Planning Commission.

## 2002 COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY (CEDs)

The BLRPC is preparing its 2002 Comprehensive Economic Development Strategy (CEDs) Annual Report. The Annual Report maintains the eight-county region designation by the U.S. Department of Commerce as an Economic Development District. The Annual Report describes the past year's activities, changes in the area's economy, and the area's economic development projects for the next one to two years.

The CEDs is a locally initiated planning process designed to create employment opportunities, encourage stable and

diversified local economies, improve local conditions, and provide a mechanism for guiding and coordinating the efforts of local individuals and organizations concerned with the economic development of the district. The 2002 CEDs Annual Report will be presented to all member counties of the Commission for adoption later this summer. If you would like further information, please contact Cindy Wojtczak of the Commission staff.

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## BAY-LAKE RPC COMMISSIONERS

### *Brown County*

William M. Clancy  
Paul Jadin  
Clarence J. Lamers

### *Kewaunee County*

Gerald Novickis  
Charles Wagner  
Nomination Pending

### *Oconto County*

Donald A. Glynn  
Austin C. Makhholm  
Lois L. Trever, Sect./Tres.

### *Door County*

Colleen Crocker-McMillan

### *Manitowoc County*

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### *Wisconsin Department of Commerce*

Sec., Philip Edw. Albert,  
Ex-Officio Member

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## CALENDAR OF EVENTS

**July 10**, 9:00 a.m.

WCMP Environmental Corridor TAC  
Meeting  
Commission Office  
Green Bay, WI , WI

**July 12**, 10:00 a.m.

Executive Committee Meeting  
Two Rivers, WI

**July 18**, 1:30 p.m.

Regional Harbor Council  
Commission Office  
Green Bay, WI

**August 9**, 10:00 a.m.

Executive Committee Meeting  
Oconto County, WI

**September 13**, 10:00 a.m.

Commission Meeting  
Green Bay, WI

**September 26 & 27**, 8:00 a.m.

Niagara Escarpment Conference  
University of Wisconsin- Green Bay

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