

*Final Evaluation Findings for the Wisconsin Coastal
Management Program
from
July 1999 to May 2004*

November 2004

Office of Ocean and Coastal Resource Management
National Ocean Service
National Oceanic and Atmospheric Administration
United States Department of Commerce



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Executive Summary

The conclusion of this evaluation is that the Wisconsin Coastal Management Program is adhering to the terms of the Coastal Zone Management Act.

This document includes eight Program Suggestions. Program Suggestions are recommendations that the WCMP should address before the next regularly scheduled program evaluation.

A. ACCOMPLISHMENTS

The Evaluation Team documented a number of areas where the WCMP improved its management of Wisconsin's coastal resources. These include:

1. Comprehensive Coastal Leadership and Program Management. The WCMP staff is commended on its program management including interagency coordination to meet national objectives and increase coastal resource protection. Staff has high levels of technical knowledge, is extremely accessible and assists in developing effective partnerships. The WCMP presented grant workshops to provide detailed information to users and partners, and worked closely with applicants to ensure compliance and success. Grant applicants commented that the competitive grant process is fair, transparent and easy to understand.

2. Economic Development. The WCMP supported community planning, land acquisition projects and the Wisconsin Brownfields Coalition to provide opportunities for economic development. WCMP grants and technical assistance resulted in the development of recreational facilities, waterway access and trails that may attract sustainable development and revitalization funding. The WCMP worked with electronic media and regional groups to promote tourism opportunities on Wisconsin's coasts.

3. Education and Outreach. The WCMP coordinated the efforts of partners to provide excellent education and outreach in the grant application and funding process, provide technical knowledge for planning purposes, and educate the public and partners on the importance of protecting coastal resources while encouraging sustainable use. The WCMP also developed and supported numerous high-quality educational and outreach materials in print, electronic and video formats.

4. Coastal Nonpoint Pollution Control Program. In 2003, the WCMP received full approval from NOAA and EPA for Wisconsin's Coastal Nonpoint Pollution Control Program. Consequently, the WCMP received additional federal funds in fiscal years 2003 and 2004 to implement the state's coastal nonpoint source pollution control program. In order to reach full approval, Wisconsin published and distributed official Best Management Practice guidance for marinas, modified various rules and established new standards to improve management of

nonpoint source pollution. With the additional funding, the WCMP addressed emerging nonpoint source pollution issues such as bacterial contamination source identification at beaches.

5. Participation in Pilot Indicators Study. The WCMP participated as one of eight coastal programs voluntarily working with OCRM to develop a system of measurable indicators tracking the effectiveness of coastal management programs in achieving the objectives of the CZMA. This pilot project will test the effectiveness and feasibility of coastal indicators in several categories including hazards, public access and coastal habitat management. The project was developed in response to congressional direction.

6. Planning. The WCMP assisted local governments and regional planning commissions to meet the goals of the state's comprehensive planning law. This assistance was critical to encourage and facilitate community planning efforts. The efforts of the program have resulted in coastal communities promoting and prioritizing local planning efforts.

7. Natural Hazards. The WCMP responded to the many difficult challenges regarding coastal hazards and did an excellent job of taking a leadership role at the state and local levels. Its most significant accomplishments were the development of technical information and education on bluff recession rates, GIS data to fill gaps in hazard planning, outreach to homeowners to encourage best management practices and assistance with planning and data analyses.

8. Great Lakes Coastal Restoration Grant Program. The WCMP provided leadership and technical support to local governments and other program partners in the implementation of the Great Lakes Coastal Restoration Grant Program. Resources were provided for the protection and sustainable use of valuable areas of coastal Wisconsin. Partnerships among local governments and planners led to many successes in public acquisition of sensitive coastal areas, restoration of coastal habitat, stormwater management control and remediation of contaminated sediment. Additionally, the WCMP coordinated and produced a report to Congress detailing the accomplishments of all Great Lakes states in implementing the Great Lakes Coastal Restoration Grant Program.

B. SUMMARY OF RECOMMENDATIONS

In addition to the significant accomplishments described above, OCRM has identified areas where the program may be improved. These evaluation findings contain eight recommendations which take the form of Program Suggestions and are not mandatory at this time. However, Program Suggestions that are reiterated on consecutive evaluations due to continuing problems may be elevated to Necessary Actions.

1. Program Changes and Updates to the Legal Framework.

State coastal management programs that participate in the national coastal management system are required to submit to NOAA changes to their approved program and keep current their approval documents. The WCMP needs to update its approved program by submitting to NOAA new and revised state statutes and rules that are part of the program. The WCMP should also incorporate into the overall WCMP program document its Coastal Nonpoint Pollution Control Program.

PROGRAM SUGGESTION: The WCMP should submit program changes to NOAA to make current the statutes and regulations that comprise the approved coastal program and facilitate implementation of the Federal Consistency process.

2. DOA Staffing.

The WCMP staff of three persons is tasked with a heavy workload to address coastal management issues throughout the Wisconsin coastal area. Each staff member has both program management and issue area responsibilities. The tasks of completing the update of the program legal framework (Suggestion 1) needs to be addressed by the hiring of additional staff and increasing resources dedicated to this project.

PROGRAM SUGGESTION: The WCMP should work within DOA guidelines to fully staff the program to submit program changes and updates to the legal framework and incorporate the Coastal Nonpoint Pollution Control Program.

3. Permitting, Enforcement, and DNR Field Reports

The WCMP uses federal funds to support several Department of Natural Resources (DNR) field staff positions within the coastal zone. The DNR is responsible for enforcing the regulations that form the backbone of the WCMP's enforceable policies. Care should be taken in current efforts to streamline the DNR's regulatory programs, to balance environmental protection needs and the objective of reducing unnecessary regulatory review.

Reports from DNR field offices are an essential portion of the WCMP semi-annual program report to NOAA. More complete information from DNR is needed to assess coastal trends and program initiatives.

PROGRAM SUGGESTION: The WCMP and DNR should monitor and review the resource protection effectiveness and efficiency of the State's new water regulatory framework and assess the capacity of DNR to adequately carry out the laws and regulations comprising the enforceable policies and core authorities of

the approved WCMP. The WCMP and DNR should also seek ways to improve performance reporting to NOAA on permits and other resource management activities.

4. Policy Coordination between DNR and DOA.

The Great Lakes are the focus of increasing attention from various organizations and agencies on a variety of natural resource management issues including nonpoint source pollution control, invasive species and water withdrawals. The WCMP and DNR possess a great deal of technical and policy expertise on the Great Lakes and are tremendous resources for the state of Wisconsin in addressing issues of regional concern.

PROGRAM SUGGESTION: The WCMP and DNR are encouraged to improve interagency communication mechanisms regarding Great Lakes policy issues to better coordinate the state's participation in state, regional and national initiatives related to Great Lakes resource management.

Implementation of the Nonpoint Source Pollution Control Program.

Throughout the 312 evaluation, municipal officers mentioned stormwater management as a major concern. Through the Great Lakes Coastal Restoration Grant Program, the WCMP supported several on-the-ground stormwater management projects. It also funded nonpoint pollution related education and outreach programs with CZM funding. The WCMP's coastal nonpoint source pollution control program includes an initial long-range strategy and implementation plan.

PROGRAM SUGGESTION: The WCMP is encouraged to build upon current nonpoint source pollution management and education projects. It should consider additional outreach on new stormwater regulations geared towards municipal officials, planners and engineers. The DOA should work with state agency partners to revise the WCMP's long-range strategy and implementation plan to focus program priorities and more efficiently utilize the limited financial resources allocated to nonpoint source pollution control.

6. On-line Services. NOAA commends the WCMP on the quality of its grant administration process. The program has redesigned its use of the Internet to facilitate the transfer of information and applications to grantees. The WCMP has explored the use of technologies such as live data streaming for use in broadcasting relevant informational forums to reach wider audiences. These initiatives would further improve the delivery of information to partners.

PROGRAM SUGGESTION: The WCMP should continue to look for ways to use Internet technology to increase the efficiency of delivery of services and information to the coastal community.

7. Education for New Coastal Council Members. The Wisconsin Coastal Management Council (Council) provides important advice on coastal policy. Changes in Council membership naturally lead to gaps in institutional knowledge and require staff to provide information and education on technical and policy issues to Council members. Initiatives such as the "institutional memory project" and the preparation of briefing materials and orientation

presentations to new members are commended as excellent opportunities to enhance the advisory role of the Council.

PROGRAM SUGGESTION: The WCMP is encouraged to develop and present education and orientation on coastal issues to Council members.

8. Coastal Hazards. NOAA commends the WCMP for developing coastal erosion policies specific to the Great Lakes shoreline. The program led a workgroup that planned the use of WCMP resources to improve interagency coordination, provide education and outreach to planners and the public, and collect new data on hazards issues.

PROGRAM SUGGESTION: The WCMP should continue efforts to develop and implement coastal erosion policies.

I. INTRODUCTION

Section 312 of the Coastal Zone Management Act (CZMA) of 1972, as amended, requires NOAA's Office of Ocean and Coastal Resource Management (OCRM) to conduct a continuing review of the performance of States and Territories with Federally approved Coastal Management Programs. This document sets forth the evaluation findings of the Director of OCRM with respect to the Wisconsin Coastal Management Program (WCMP) for the period from July 1999 through May 2004. This document includes an Executive Summary, Program Review Procedures, Program Description, Accomplishments, Review Findings and Recommendations, and a Conclusion.

The recommendations made by this evaluation appear in **bold** type and follow the section of the findings in which the facts relative to the recommendation are discussed. The recommendations may be of two types:

(1) **Necessary Actions** address programmatic requirements of the CZMA regulations and of the WCMP approved by NOAA, and must be carried out by the date(s) specified. There are no Necessary Actions within this document.

(2) **Program Suggestions** denote actions which OCRM believes would improve the management and operations of the Program, but which are not mandatory at this time. Program Suggestions that must be reiterated in consecutive evaluations to address continuing problems may be elevated to Necessary Actions.

If no specific dates are given for carrying out a Program Suggestion or a Necessary Action, the State is expected to have successfully implemented the Necessary Action or Program Suggestion by the time of the next section 312 evaluation. The findings contained within this document will be considered by NOAA in making future financial assistance award decisions relative to the Wisconsin Coastal Management Program.

II. PROGRAM REVIEW PROCEDURES

OCRM evaluation staff began review of the WCMP in March 2004. This included an analysis of the approved WCMP, previous and current award documents and performance reports, previous evaluation findings, correspondence relating to the WCMP, and other relevant information. The Evaluation Staff of the Director's Office and the Coastal Programs Division (CPD) staff coordinated to determine the issues which would become the main focus of the evaluation. The Evaluation Team analyzed the State's responses to these specific issues and used them as primary sources of information on the WCMP's operation.

The Evaluation Team gave special emphasis to the following issues:

- The effectiveness of the State's implementation of the WCMP core authorities
- The manner in which the WCMP provides technical assistance to local governments on coastal issues and an assessment of its effectiveness
- The effectiveness of the WCMP's use of the State and Federal consistency process as a management tool
- Status of State legislative actions which may affect the WCMP
- The manner in which the State is developing program improvements/enhancements and submitting WCMP program changes to OCRM
- The manner in which the WCMP coordinates with other State, local, and Federal agencies and programs
- Status of WCMP efforts in public education and program visibility
- Status of public access opportunities to the coastal zone
- Opportunities for public participation, both formal and informal, in permitting and other decisions under the WCMP
- The manner in which the State exercises leadership through the WCMP and addresses emerging coastal issues
- Status of Federal financial assistance awards and adherence to their programmatic terms and conditions
- The manner in which the State has addressed the recommendations contained in the

previous 312 evaluation findings dated November 5, 1999

Susan Melnyk of OCRM's National Policy and Evaluation Division (NPED), Elizabeth Mountz, and Bill Millhouser of Coastal Programs Division (CPD); and, Mike Molnar, Program Manager of the Indiana Lake Michigan Coastal Program conducted a site visit from June 21 through 25, 2004. The Evaluation Site Visit Team met with representatives of State and local governments, Federal agencies, WCMP Council members, planning agencies, interest group representatives, and private citizens during the site visit.

Prior to the site visit, the Evaluation staff provided written notice of the WCMP evaluation to relevant Federal agencies and provided opportunities for them to respond. A Public Meeting was held on the evening of Monday, June 21, 2004 at 6:00 p.m. in the Northern Great Lakes Visitor Center, Multipurpose Room, 29270 County Highway G, Ashland, Wisconsin. (**Appendix A** lists persons contacted in connection with the evaluation; **Appendix B** lists persons who attended the Public Meeting; **Appendix C** contains NOAA's response to written comments received.)

The WCMP staff was instrumental in setting up meetings and arranging logistics for the evaluation site visit. Their support is gratefully acknowledged.

III. Coastal Area Description

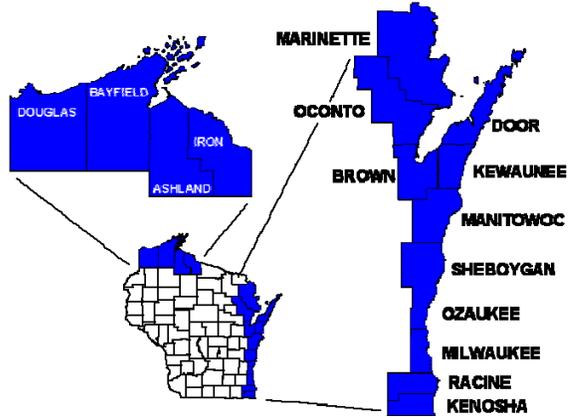
The State of Wisconsin has about 820 miles of coastline in three major coastal reaches bordering on Lake Michigan, Green Bay and Lake Superior. Wisconsin's fifteen coastal counties contain 40% of the State's entire population, and account for 19% of the area of the state. The coastal counties range from very sparsely populated to highly urban.

The Lake Superior coast runs along the four counties of Iron, Ashland, Bayfield, and Douglas, which include the cities of Superior, Ashland, Washburn, and Bayfield. The area has a low population density, although it has reversed its former trend of declining population and economy. Undeveloped shores, picturesque towns and the Apostle Islands National Seashore draw large numbers of visitors each year. The area also contains the Brule River State Forest, and county forest in Bayfield and Iron Counties, and is home to the Bad River Indian Reservation and the Red Cliff Indian Reservation. Challenges facing the area include managing the effects of nature on highly erodible red clay soils prevalent in the area, redevelopment of former industrial ports, and revitalization of urban waterfronts.

The northern section of the Lake Michigan coast includes seven counties --Sheboygan, Manitowoc, Kewaunee, Door, Brown, Oconto, and Marinette which contain the cities of Green Bay, Sheboygan, Manitowoc, Marinette, Two Rivers, Sturgeon Bay, Oconto, Algoma, and Kewaunee. The area contains extensive wetlands, historic Green Bay, and scenic Door County. The Fox River Valley is a heavy industrial area, and poses water quality challenges to the river as well as to the receiving waters of Green Bay. .

As part of the urban corridor between Milwaukee and Chicago, the four southern coastal counties have the greatest population density of the State's coastal regions. The counties of the region are: Kenosha, Racine, Milwaukee, and Ozaukee. The region's coastal cities include Milwaukee, Racine, Kenosha, and Cudahy, Oak Creek, Mequon, St. Francis, and Port Washington to make up this region. Issues facing this region include limited public access, severe shoreline erosion, and contain aging urban ports.

Wisconsin's Coastal Counties



IV. Program Description

The Coastal Zone Management (CZM) program is a Federal-state partnership set up to protect, restore, and responsibly develop the Nation's important and diverse coastal communities and resources. Wisconsin participates in the National CZM program along with 33 other eligible states, territories, and commonwealths with federally approved programs. Since receiving Federal approval in May 1978, the WCMP administers a federal/state/local effort to address coastal resource issues including coastal land acquisition, wetland protection and habitat-restoration, nonpoint source pollution control, coastal resources and community planning, Great Lakes education, and public access and historic preservation.

A. Department of Administration

The Division of Intergovernmental Relations (DIR) within the Department of Administration (DOA) is the designated state agency to receive Federal funds for WCMP implementation. Within the DOA, the Coastal Management Section takes the lead for overall WCMP implementation, and serves as staff to the Coastal Management Council. The Coastal Section also is responsible for overall policy coordination and developing strong working relationships with other state agencies regarding coastal management issues. In addition, Coastal Section staff reviews federal agency actions to ensure federal consistency with the approved WCMP. The Coastal Management Section is part of the DIR Resource Policy team, which delivers technical and financial assistance to local governments and private groups. The Resource Policy Team's principal functions are the provision of grants to and networking with land and water resource organizations, and local government agencies.

B. Wisconsin Coastal Management Council

The WCMP is guided by a governor-appointed Coastal Management Council (Council), which advises on policy, and has a strong outreach function. The Council contains fourteen members who represent state, local, and Indian Tribal government, as well as University of Wisconsin, state legislature, and the public at large. The Council's role is to provide coordination for the development and implementation of state policy, assist state agencies to improve their implementing responsibilities, assist localities in improving their local management capabilities, and increase public awareness and opportunity for citizens to participate in decisions affecting Great Lakes resources.

C. Other Governmental Agencies

The WCMP is a networked program, and numerous Wisconsin state agencies carry out a variety of coastal management activities. For example, the Wisconsin Department of Natural Resources (DNR) has responsibility for purchasing and managing state parks, fish and wildlife functions, water and air quality, and regulation of shore alteration activities. Local governments provide for local coastal planning, management, and regulation. The state oversees the local government in certain areas, such as developing and enforcing standards for shoreland, wetlands, and floodplain zoning. The WCMP coordinates with a number of other governmental programs including those in other state agencies, the three coastal regional planning commissions and regional interstate organizations.

V. PROGRAM ACCOMPLISHMENTS

1. Comprehensive Coastal Leadership and Program Management.

WCMP staff demonstrated the vision, leadership, and ability to work well with partners. They contributed to work that led to particular successes and showed a sustained commitment to coastal management. The staff is very involved in the grants process and its commitment to maintaining strong networking among partners has resulted in many successful projects and involvement in initiatives.

WCMP staff possesses the knowledge and skills to address complex and intertwining issues and anticipate areas for improvement in context of available resources. During the evaluation period, the state government underwent changes that affected program developments in coastal management. The Program staff quickly adapted to these changes and was able to make effective decisions and direct their program in a positive way.

The WCMP underwent a major staff change when the program manager position became vacant. The transition of program management was well planned and managed and reflected the effectiveness of the manager, the organization, and the staff. Program staff's technical skills and abilities were needed to address complexities, challenges, and changes the organization faced meeting grant requirements, responding to national initiatives, and coordinating partnerships. Throughout the site visit staff was recognized and commended on their accessibility and assistance in administrative support and leadership guidance.

To facilitate and improve the grants process, the Program presents workshops throughout the coastal regions that provide detailed information to users and partners and collect data on priority funding areas. They follow up and work closely with applicants throughout the process to ensure compliance and success. Grant applicants commented that the competitive grants process is fair, transparent, and easy to understand. The WCMP coordinates the process well in the context of overall state funding needs and complexity of coastal issues.

The WCMP funds a wide breadth of projects. Opportunities for future projects and emerging issues are identified through the extensive coordination, cooperation, and networking in local, regional and national efforts. Staff provides guidance and policy regarding program initiatives in order to enhance opportunities for success in meeting the coastal resource management goals of communities and stakeholders. This support results in projects which address issues that lead to a comprehensive approach to addressing coastal management.

2. Economic Development

The WCMP strives to balance the need for resource protection with maximizing opportunities for economic development. Coastal communities depend on healthy ecosystems and economics for their survival. The evaluation team visited several communities where economic development contributes to the State economy through increased tourism, appeal of communities to new residents and businesses, and dedication to increasing protection of coastal resources. The WCMP assists by involving local communities and other stakeholders in the process.

During the evaluation period, these successes include:

- Harbor Towns. The WCMP assisted in the formation of the Wisconsin Harbor Towns Association and then partnered with the organization to coordinate the marketing of Wisconsin harbors. They produced 50,000 copies of a 48-page guidebook containing information about destination ports on Lake Michigan and Lake Superior. The guidebook included an overview of each port destination, important information about local attractions, maps of local marinas and docking information.
- Enhancement of Recreation and Commercial use of the Great Lakes. The WCMP assists communities in efforts to utilize waterfront resources, create public access, and increase public benefit. Multi-purpose trail projects providing public access, walking, biking, and other non-motorized uses at the waterfront are incorporated in many areas as part of planning and redevelopment. Through the Great Lakes Coastal Restoration Grant program, the WCMP assisted the City of Sheboygan with remediating a 40-acre former industrial site on Lake Michigan. The project involved removing contaminated soil and providing public access to the waterfront for recreational and education activities, tying the community to the Blue Harbor Resort & Conference Center, a four-story, 300,000 square-foot Victorian beachfront resort with a 40,000 square-foot indoor water park, a conference center, hotel rooms, restaurants, and other amenities.
- Menomonee Valley. The WCMP has supported several planning projects promoting the redevelopment of the Menomonee River Valley, an area that once served as Milwaukee's industrial and transportation hub. The Sixteenth Street Community Health Center developed sustainable design guidelines to integrate significant ecological parameters into the restoration and redevelopment efforts. The WCMP is also funding the Community Center's current project developing site plans and engineering specifications to construct a stormwater park in the Valley. The Menomonee Valley Partners received WCMP funding to develop a Cultural Resources Management Plan (CRMP) for the protection, restoration, and interpretation of the Valley's cultural and historic resources. The Partners anticipate that the CRMP will facilitate redevelopment by providing information required for regulatory approval of individual development projects

- Historic preservation. Wisconsin's Maritime Trails program by the Wisconsin Historical Society promotes awareness of Wisconsin's maritime history and tourism opportunities. This is a metaphorical "trail" linking historic shipwrecks, lighthouses, historic waterfronts, historic vessels, museums, and shore-side historical markers and attractions. Through Web sites, interpretive materials, and public presentations, the program integrates archaeological research and public education to encourage divers, snorkelers, and boaters to responsibly visit Wisconsin's impressive collection of maritime cultural resources. The City of Superior's project to restore the SS Meteor, the last remaining whaleback steamer will be part of an effort to highlight the City's maritime and commercial shipping history and attract tourists
- Brownfields. The WCMP Brownfields Coalition partnership was formed among three state agencies: DOA, DNR, and the Department of Commerce along with the nine state Regional Planning Commissions. The partnership will coordinate efforts to promote environmental cleanup of abandoned, idle, and underused contaminated properties. It will provide funds in the form of loans and grants from a Brownfields Revolving Loan Fund, available from the US Environmental Protection Agency .

3. Education and Outreach.

The WCMP education and outreach efforts utilized staff expertise and Program resources to address critical issues in Wisconsin by increasing public awareness of the value and opportunities for enhancing and protecting state coastal resources. Staff provides guidance in coastal policy to assist decision-makers. The WCMP funds education efforts and activities that work to affect involvement in minimizing coastal problems in the future by changing present actions.

The WCMP provides extensive communications through Internet and other media. The WCMP has also taken the initiative to learn and apply Web-related information technology such as on-line programming to reach a greater audience and provide comprehensive information. The WCMP often participates in stakeholder group meetings, workshops and local public events. The WCMP produced numerous high-quality educational and outreach materials, in print, electronic, and video formats.

The WCMP provides assistance throughout the grant process to educate grantees on what is available and how best to develop applications. Staff undertakes an extensive effort to provide a comprehensive understanding of the WCMP, its elements, goals, priorities, and its federal component, to constituents. The WCMP communicates with stakeholders through written documents such as the Great Lakes Chronicle, and provides grant applications and other information on the Internet.

Staff members regularly travel throughout the coastal regions to attend stakeholder meetings, to participate in networking activities, and to identify trends and areas where data is needed. Staff makes an extensive effort to be available. The evaluation team heard many positive comments from stakeholders who may work as partners with the program over the course of several grant cycles as partners. Applicants benefit from the staff's technical and administrative expertise and attention to improving the elements of the process.

The WCMP provides leadership in design, delivery, and evaluation of relevant educational programming. Programs developed in partnership with the WCMP include:

- **The University of Wisconsin Extension (UWEX) office public programming.** At the Northern Great Lakes Visitor Center in Ashland, the program partners with the UWEX to develop programming with a focus on increasing understanding of Lake Superior's coastal wetlands. The center receives 120,000 visitors a year. Educational programming includes: Development of a National Estuarine Research Reserve (NERR) feasibility study to develop a national partnership program establishing protected areas for long term education, research and stewardship; Estuary Ed-Venture Curricula, which consists of middle to high school curriculum for "Fish Creek Estuary Ed-Venture," including the "Adopt an Estuary" curriculum; "A String of Pearls ... Estuaries of Chequamegon Bay" Video and CD, to raise visitors' awareness of the importance of the Bay's freshwater estuaries and coastal wetlands; and Coastal Wetlands Discovery: an outdoor exhibit, with aquariums and a painted diorama, focusing on increasing awareness of Chequamegon Bay's fresh water estuaries.

The DNR and Wisconsin Association of Lakes, along with the UWEX, collaborate on "A River of Words," international program for K-12, , that promotes literacy and environmental stewardship by helping youth to explore and interpret their watersheds. Resources provided to educators include watershed, poetry and art activities and an annual art and poetry contest for youth.

- **The Lake Superior Leadership School at the Sigurd Olson Environmental Institute and Northland College.** Programs at the Sigurd Olson Environmental Institute help high school students learn about coastal management issues and develop plans for outreach and education in their home communities.
- **Community Outreach on Exotic Species.** In cooperation with the Door County Land and Water Conservation Department, the WCMP helped develop a Web site to help citizens identify and map exotic species to combat the problem of harmful invasive species in the Great Lakes. A recommendation of the WCMP initiative and a 2001 Governor's Task Force on Exotic Species initiated the Web site.

- **Wetland delineation training and mapping of Lake Michigan shoreline.** Southeastern Wisconsin Regional Planning Commission provided important tools and training that are used to define seasonal wetlands.
- **Coastal Awareness Month.** An annual program occurring during September promotes awareness of coastal issues, including wetland protection, non-point source pollution impact to Great Lakes, Beach Sweeps, and public access to Great Lakes.
- **“The Coasts of Wisconsin.”** The WCMP helped to develop an episode of the television program “Discover Wisconsin.” The episode promotes awareness of Wisconsin’s coastal area through presentations highlighting the Wisconsin coastal experience, WCMP funded projects and partners. The episode featured charter boat fishing off Sheboygan, Racine’s Wind Point Lighthouse, Milwaukee’s festival grounds, art museum and sailing schooner, Door County state parks and the rugged coast of Lake Superior. Programming like this has proved effective in promoting the WCMP’s message of “Enjoy and Protect Wisconsin’s Great Lakes”.
- **Paddle to the Sea.** To mark its 25th anniversary in 2003, the WCMP provided a special version of the classic children’s book to the children of Wisconsin. Libraries and schools throughout Wisconsin received copies of the book. The special edition has a forward by Governor Jim Doyle and classroom activities developed by the Wisconsin Historical Society.

4. Coastal Nonpoint Pollution Control Program

The 1990 reauthorization of the CZMA requires that certain pollution prevention measures are to be implemented by 1999 in states with approved CMPs. The management measures specifically address nonpoint source pollution or pollution such as fertilizers, pesticides, sediments, or toxics that may move over or through the ground. Nonpoint pollution can be contrasted with point source pollution, or pollution that is discharged from specific “conveyances”, such as pipes.

Section 6217 of Public Law (P.L.) 101-508 required participating states to develop a “Coastal Nonpoint Pollution Control Program” that “shall serve as an update and expansion of the State nonpoint source management program developed under section 319 of the Federal Water Pollution Control Act.” Section 306 of the Coastal Zone Management Act was amended to require that state coastal zone management programs must contain: enforceable policies and mechanisms to implement the applicable requirements of the Coastal Nonpoint Pollution Control Program of the State required by section 6217 of the Coastal Zone Act Reauthorization Amendments of 1990.

Wisconsin developed its coastal nonpoint pollution control program through a network of links among existing State and Federal management partnership programs. These partnerships provide technical and financial assistance and educational training and initiated demonstration programs and monitoring efforts to address water quality. The Wisconsin program, a partnership between the WCMP, DNR, and the Department of Agriculture Trade and Consumer Protection (DATCP) received federal approval in December 2002 by NOAA and EPA. The cooperation between the federal and state agencies will allow for more effective coordination of environmental programs and will ultimately lead to a more comprehensive approach to controlling NPS pollution.

Wisconsin's program includes management measures to address nonpoint source pollution from marinas, agriculture, forestry, urban impacts and hydromodification (i.e., channel modification), and to develop and manage wetlands and riparian buffers. Program approval provides to the state additional federal funding for its coastal nonpoint pollution control initiatives.

Andy Holschbach, director of planning, resources and land management for Ozaukee County, a WCMP grant recipient, was honored with NOAA's Walter B. Jones Award for his work with Ozaukee county teaching about the hazards of building too close to the bluffs, for working to develop a way to use tree bark to process milkhouse wastewater, and for purchasing and protecting the pristine Lion's Den Gorge.

5. Participation in the Pilot Indicators Study

The WCMP participated in the 2004 National Coastal Management Performance Measurement System (NCMPMS) pilot project as part of a workgroup of representatives from NOAA, state coastal programs, and NERRS. Recently presented to Congress by NOAA, the system is required to contain a framework for results-based management utilizing performance standards based on the CZMA.

The goal of the workgroup is to develop as set of measurable outcomes (indicators) for coastal programs to assess the health of the natural, cultural, and economic resources of the coastal zone.

Indicators are to be linked to annual budget allocations to quantify the effectiveness of coastal management efforts. The group developed a broad framework in order to allow for the flexibility of individual states. The WCMP will use this framework to collect data in the following program areas:

- public access
- coastal habitat
- coastal hazards

Regular reporting on the status of coastal resources and the effectiveness of management programs will be an effective tool for coastal managers and provide valuable information to Congress on the national program's accomplishments and potential needs of state programs. Wisconsin's participation in this project brings a valuable perspective on their specific state program to the development of a set of national indicators.

6. Planning

Coastal communities are expanding throughout the State, where more than 40% of the people live in coastal counties. Development patterns create a need for communities to strategically plan development to reduce adverse impacts on natural resources and protect coastal water quality. The WCMP's coordinated effort to reach targeted audiences in coastal communities, some in the most critical stage of planning, is effective in protecting natural resources and allowing for sustainable development. The evaluation team heard throughout the week of the benefits that the WCMP has brought to communities through providing assistance and access to planning.

Another reason that planning activity is crucial in Wisconsin is the 1999 Comprehensive Planning legislation which requires communities to develop comprehensive plans by 2010. The WCMP is assisting communities by conducting grant workshops, and supporting local coastal management activities, comprehensive community plans, local waterfront plans, and zoning updates. The WCMP also funded "A Guide to Planning for Coastal Communities in Wisconsin," which was developed by the Bay-Lake and Northwest Regional Planning Commissions and distributed to coastal officials throughout Wisconsin. The evaluation team heard partners describe the program as open to new and unique ideas that have allowed opportunities otherwise not available.

Insightful planning requires awareness of a community's natural capital and a commitment to sustainability. The WCMP works to bridge information gaps and coordinate among the many coastal stakeholders to develop plans and initiatives for local planning projects. The work is daunting but essential to realizing the full economic potential of our coastal resources while maintaining or enhancing their environmental integrity.

The WCMP funds four water management specialist positions with DNR. The specialists work closely with local governments and zoning officials to ensure compliance with permits, by undertaking preliminary review of zoning variances, and enforcement of state navigable waters and wetland permitting. They provide assistance to updating shoreland zoning ordinances, ordinary high water mark determinations, wetlands projects, planning activities, restoration and cleanup projects, and other partnership projects. They are also part of the grant review process for projects related to public access and coastal wetland protection and habitat restoration.

7. Natural Hazards

There are many types of natural hazards that affect everyone who lives and works on Wisconsin's Great Lakes coasts. Hazards include shoreline erosion, particularly along southern Lake Michigan, and also along banks, beaches and near shore lake beds. Flooding hazards occur most often along the west and south shores of Green Bay putting property and personal safety in jeopardy during heavy flooding. The State also focuses on upland runoff causing sedimentation, high lake levels and storm-induced surge (temporary water level changes), and wave action due to storms threatening shoreline structures.

Periods of high lake levels during the 1970s caused conditions that caught the attention of the State. The situation led to inclusion of natural hazards as a WCMP element. Since program approval, the State has historically given attention to natural hazards only when conditions threatened property or public safety. Components of the WCMP, however, address natural hazard threats by developing research and planning tools, educating the public and shoreline property owners, and getting the public involved in decision-making. Proactive management can reduce the extent of damage caused by natural forces. WCMP's efforts aim to prepare those living on the Great Lakes and to reduce loss of property, life and resources from coastal natural hazards.

The WCMP coordinates an interagency Coastal Hazards Workgroup that includes DNR, Wisconsin Emergency Management, the State Cartographer's Office and UW Sea Grant. The group is developing a statewide approach to shoreline erosion by conducting research projects including building a model to predict erosion rates along different coastal areas. Risk areas will be mapped and used to develop more concise setback requirements for specific areas, and guide development along the shoreline.

The workgroup also coordinates data gathering and use by different agencies and interested parties at the state and local level. The workgroup involves agencies and citizens around a comprehensive goal of protecting the natural environment, investing in infrastructure, and protecting personal property and safety through hazards planning projects. The projects are used to demonstrate the need for development of an institutional framework to improve the State's regulatory mechanisms. The workgroup's project goal is to collect and analyze data on the hazard and implement a new design or construction project to alleviate the risk due to the erosion hazard. The project involves the development and use of GIS systems and data to provide information at the local level for developing preventative approaches to dealing with coastal hazards.

In Northwest Wisconsin, projects focus on the hazards of building too close to receding Great Lakes bluffs and other unstable land surfaces. Red clay cliffs are undergoing severe erosion near roads and new development. Construction near bluffs and marinas and tourist developments increases sedimentation.

Another WCMP effort captured the devastating effects of bluff slumping along the shores of Lake Superior in Douglas County in an educational DVD. The video featured footage of destroyed St. Louis River shoreline property in the Village of Oliver, Douglas County, and

insights by the homeowner, the Village president, and Professor David Mickelson of the University of Wisconsin-Madison. The twenty-minute production emphasized the importance of applying science and sound land management principles to development in order to protect property from damage associated with erosion and slumping.

8. Great Lakes Coastal Restoration Grant Program

Restoring Great Lakes ecosystems is crucial to the region's economy. Towards this effort, the 106th Congress appropriated \$30,000,000 in late 2000 for the Great Lakes Restoration Grant Program, for competitive matching grants, to encourage state and local partnerships for water quality restoration projects in the Great Lakes region. Projects eligible to receive funds from the one-time appropriation include contaminated site cleanup, stormwater management, wetland restoration, protection of greenways and buffers, and other efforts designed to control polluted runoff and protect and restore coastal natural resources.

The WCMP allocated \$5.5 million for Great Lakes Restoration Grants to support community-based restoration, land acquisition, contaminated site cleanup, and stormwater management.

Projects funded under the Great Lakes Coastal Restoration Grant program include:

Lion's Den Gorge Acquisition: The Ozaukee County Land and Water Conservation Department partnered with numerous public and non-profit organizations in order to acquire the 79 acre Lion's Den Gorge parcel, which contains approximately 0.7 miles of undeveloped bluff land looking out onto Lake Michigan. This property recently opened as the newest Ozaukee County Park, and the WCMP continues to work with the county to enhance public access opportunities on the parcel.

St. Claire Avenue Storm Sewer: In coordination with DNR, the City of Ashland relocated two existing storm sewer discharges so that the storm water outflow will no longer be conveyed through a Superfund site located on the Lake Superior coast. DNR had expressed concern that the proximity of the storm sewer discharge to the contaminated areas created hydraulic pressure contributing to ongoing disturbance and migration of contaminated materials. The City plans to create more natural wetlands basins and plant native vegetation along the newly created storm water outflows and catch basins.

At a Coastal Great Lakes regional meeting, the WCMP volunteered to produce a regional report to Congress, in cooperation with the other eight states. The WCMP drew on a network of professionals to design, edit, and distribute the 20-page glossy color report illustrating the project's success. Each state submitted project photographs, a brief overview, and list of projects. 5,000 copies were produced at a cost of \$7,000.

The evaluation team heard from program partners of the assistance provided by the WCMP to local, statewide, and regional partners in administering the grants. The WCMP also provided grant administration advice and example contract language to the State of Illinois, which was not familiar with the procedures and requirements for administering NOAA pass-thru grant funding to local governments.

VI. REVIEW FINDINGS AND RECOMMENDATIONS

1. Program Changes and Updates to the Legal Framework.

One function of the evaluation is to determine whether changes have occurred in the WCMP during the review period and whether those changes have been submitted to OCRM for processing as program amendments or as routine program changes (RPCs). This ensures that changes are consistent with federally-approved coastal management programs and facilitates the thorough application of Federal consistency. Federal Regulations, 15 C.F.R., part 923, subpart H, require evaluation of program changes to see if they result in substantial changes in one or more of the following coastal management program areas: (1) uses subject to the management program; (2) special management areas; (3) boundaries; (4) authorities and organization, and (5) coordination, public involvement, and national interest.¹

In July of 1996, OCRM issued final program change guidance to coastal states clarifying requirements and submission procedures for changes to federally-approved coastal management programs. The CZMA, under 16 U.S.C. 1455 (e) (1) requires that a state CMP promptly notify OCRM of any proposed changes to its approved CMP. CZMA funds are limited to expenditures on the approved parts of a state's program, as is the requirement of Federal consistency.

During the site visit, the evaluation team discussed the need and effort made toward updating the legal framework of the State's approved program. NOAA recognizes the State's effort to date towards updating the WCMP document and need to update its legal framework within existing DOA staffing guidelines. The effort toward completing the requirements for updating the WCMP's legal framework, including program changes and incorporating the coastal nonpoint program, should receive a high priority by the State to ensure the legal requirement is met. The effort should include dedicating resources toward constituting a specific function within the WCMP.

PROGRAM SUGGESTION: The WCMP should submit program changes to NOAA to make current the statutes and regulations that comprise the approved coastal program and facilitate implementation of the Federal Consistency process.

¹ In the revised program change regulations, effective July 28, 1996, OCRM replaced the four criteria by which program change requests are evaluated with a reference to these five program approvability areas addressed in the program development regulations. In addition, the term routine program implementation (RPI) was changed to the more descriptive term of routine program change (RPC). See 15 C.F.R. §. 923 (h).

2. DOA Staffing.

The WCMP continues to be recognized for its dedicated, knowledgeable, and professional staff. The WCMP has undergone changes in staff. The current budget situation has impacted implementation of program requirements. During the last evaluation period, the WCMP managed the additional work load resulting from the Coastal Restoration Grant Program and approval of the Coastal Nonpoint Program, stretching existing staff resources to meet the requirements.

Each staff member manages entire sections of the program and serves as a liaison to NOAA and other state coastal programs. Under the current state budget situation, reductions will further impact the program in a number of ways. NOAA commends the WCMP on its current efforts to achieve efficiency by building on past partnerships and its targeted communication and education efforts with local municipalities, and other grantees.

The evaluation team discussed the need for additional staff resources to meet existing NOAA requirements, to continue implementing program initiatives and to address emerging coastal issues. This includes the requirement for the WCMP to update its legal framework, as well as to participate in efforts addressing emerging Great Lakes issues, coastal hazards, and nonpoint program initiatives.

PROGRAM SUGGESTION: The WCMP should work within DOA guidelines to fully staff the program to submit program changes and updates to the legal framework and incorporate the Coastal Nonpoint Pollution Control Program.

3. Permitting, Enforcement, and DNR Field Reports.

The WCMP uses federal funds to support four DNR field staff positions within the coastal zone. DNR is responsible for enforcing the regulations that form the backbone of the WCMP's enforceable policies. Care should be taken in current efforts to streamline the DNR's regulatory programs, to balance environmental protection needs and the objective of reducing unnecessary regulatory review.

Reports from DNR field offices are an essential portion of the WCMP semi-annual program report to NOAA. More complete information from DNR is needed to assess coastal trends and program initiatives.

PROGRAM SUGGESTION: The WCMP and DNR should monitor and review the resource protection effectiveness and efficiency of the State's new water regulatory framework and assess the capacity of DNR to adequately carry out the laws and regulations comprising the enforceable policies and core authorities of the approved WCMP. The WCMP and DNR should also seek ways to improve performance reporting to NOAA on permits and other resource management activities.

4. Policy Coordination between DNR and DOA.

The evaluation team discussed the interactions of DNR and DOA and opportunity for improved coordination among the WCMP partners. The WCMP addresses Great Lakes issues by addressing and shaping the policy on issues, identifying gaps in data to analyze and evaluate policy and critical Great Lakes issues. Within the WCMP network, DNR has significant responsibilities in coastal and environmental policy that contributes tremendously to the State effort to address issues of regional concern.

Policy coordination is especially important in regional initiatives because various components of Great Lakes issues are linked and DOA and DNR possess complementary resources and technical expertise needed to address larger-scale issues.

The Great Lakes are the focus of increasing attention from various organizations and agencies on a variety of natural resource management issues including nonpoint source pollution control, invasive species and water withdrawals. Policy coordination between the two agencies contributes to an improved process of information exchange, dialogue, common objectives, and endorsements of current policies.

PROGRAM SUGGESTION: The WCMP and DNR are encouraged to refine and improve interagency communication mechanisms regarding Great Lakes policy issues to better coordinate the state's participation in state, regional and national initiatives related to Great Lakes resource management.

5. Implementation of the Nonpoint Source Pollution Control Program.

The implementation of both voluntary and regulatory programs to address point and nonpoint source pollution has been successful in improving water quality. State program development and approval has provided support for implementation of local action strategies through specific project support, where possible, and continued support for land-based source issues. At the state level, the WCMP, in conjunction with the DNR and other agencies, should further coordination efforts with local stakeholders to implement local action strategies, and to adapt those strategies to meet the changing needs and objectives of the nonpoint program.

Throughout the 312 evaluation site visit, municipal officials mentioned the issue of stormwater management as a major concern. New state and Federal rules are aimed at reducing pollution caused by untreated rain and snowemptying directly into the State's waters. The rules will require developers, homeowners, businesses, and local governments to reduce the impacts of stormwater pollution by installing measures to contain and direct water to treatment.

The WCMP worked with the Great Lakes Coastal Restoration Grant Program to support several on-the-ground stormwater management projects in municipalities that directly impact Lakes Superior and Michigan. In addition, the WCMP is involved in funding several nonpoint pollution related education and outreach programs to increase the awareness and understanding of requirements, and promote sound policies, and decisions.

NOAA commends these efforts towards meeting identified goals and implementing its long-term strategy. NOAA recommends building on the successes of these efforts to further engage program partners and coordinate efforts to implement actions contained in the long-term strategy.

PROGRAM SUGGESTION: The WCMP is encouraged to build upon current nonpoint source pollution management and education projects. It should consider additional outreach on new stormwater regulations geared towards municipal officials, planners and engineers. The DOA should work with the state partners to revise the WCMP's long-range strategy and implementation plan to focus program priorities and more efficiently utilize the limited financial resources allocated to nonpoint source pollution control.

6. On-line Services.

As mentioned earlier in the findings, the WCMP is doing an excellent job in communicating to its partners throughout the Coastal Zone the requirements of the grant program. It benefits from extensive press coverage, relationships established during successful projects, and examples throughout coastal counties of improvements to public access, stormwater design, restoration, and other WCMP initiatives. Staff provides up-to-date information via the Internet and has been successful in using current technologies to reach wide audiences with important information.

The use of technology may allow the WCMP to expand its audience. The DOA is well-positioned within the State administration to access resources for expanding communication capabilities into such areas as live telecast meetings. Use of such technology will enhance the outreach and educational efforts the program, and will allow new audiences to gain a greater understanding of the program and to communicate with staff.

PROGRAM SUGGESTION: The WCMP should continue to look for ways to use Internet technology to increase the efficiency of delivery of services and information to the coastal community.

7. Education for New Coastal Council Members.

The WCMC's role is to provide coordination and assistance among state agencies to implement program responsibilities, and to provide assistance to local municipalities to improve local management capabilities. This operating body guides the balanced use of state coastal resources on a state-wide basis, represents the varied and comprehensive state issues and constituents. For this reason, the Council includes representatives of the public, as well as representatives of local and state government, including Indian Tribal governments. The WCMP published "The Wisconsin Coastal Management Program, Celebrating 20 Years of Great Lakes Coastal Management" in 1998, and "Wisconsin Coastal Management Program: Needs Assessment and Multi-Year Strategy, 2002-2006" in April 2001.

DOA, by addressing a Program Suggestion to create a document containing WCMP institutional memory, is commended on its effort to collect and synthesize program history. This project and additional efforts to communicate to and provide educational assistance to new Council members will Council members' efficiency in gaining the information they need to do their jobs. Council members' interest in Great Lakes issues is expected to be high, given the additional responsibilities that each Council member has in support of the Governor's new role as co-chair of the Council of Great Lakes Governors.

PROGRAM SUGGESTION: The WCMP is encouraged to develop and present education and orientation on coastal issues to Council members.

8. Coastal Hazards.

Wisconsin faces some difficult challenges regarding coastal hazards. The State has a variety of coastal environments that are susceptible to recession, slumping, high water levels, flooding, and erosion. Low water levels can cause navigation issues around piers and ports. Preserving and protecting coastal environments from damaging natural forces has been a goal of the WCMP since its inception. The WCMP has taken a leadership role in addressing coastal hazards at both the state and local level, and provided the opportunity to focus state resources on the issue.

NOAA supports the effort that the WCMP is making to increase the amount of data available to the scientific community for incorporation into mitigation planning and statewide policy. The program should continue to focus on the development of this aspect of the WCMP, to influence behaviors of property owners, users, and local officials, and to mitigate the effects of natural hazards on the coastal environment.

The WCMP is encouraged to continue to seek opportunities to collaborate with property owners, local officials, and partners in producing outreach and education products on the dangers

of building too close to bluffs. A continued focus on education is crucial to effect change, especially in areas where development has not encroached on sensitive areas, where lives and property may be in danger, and where development may cause degradation of resources. Staff should work on developing tools and applications to assist restoration efforts in natural areas.

The program should continue its efforts to assist local officials with developing effective county ordinances and to develop statewide shore erosion plans specific to the Great Lakes. The WCMP is encouraged to continue working to identify resources and partners to to manage coastal hazards.

PROGRAM SUGGESTION: The WCMP should continue efforts to develop and implement shoreline and bluff erosion policies.

VII. CONCLUSION

Based on OCRM's review of the federally approved Wisconsin Coastal Management Program and the criteria at 15 CFR 928.5(a) (3), I find that the State of Wisconsin is adhering to its federally approved coastal management program. Further advances in coastal management program implementation will occur as the State addresses the program suggestions contained herein.

These evaluation findings contain eight (8) recommendations which are program suggestions that the State should address before the next regularly scheduled program evaluation and which are not mandatory at this time. Program suggestions that OCRM must repeat in subsequent evaluations, however, may be elevated to necessary actions (which must be acted upon within specific time frames or financial assistance may be jeopardized).

This is a programmatic evaluation of the WCMP that may have implications regarding the State's financial assistance award(s). However, it does not make any judgements on, or replace any financial audit(s) related to, the allocability of any costs incurred.

Date

Eldon Hout, Director

**WISCONSIN COASTAL MANAGEMENT PROGRAM
CZMA SECTION 312 EVALUATION**

PERSONS CONTACTED DURING THE EVALUATION

Superior Partners Roundtable

Participants:

Mr. Jason Serck, City Planner – City of Superior
Mr. Dan Romans, Administrator – Wastewater Division of Public Works, City of Superior
Ms. Susan Anderson – Local Historical Society
Ms. Jeanne Lambin – National Trust for Historic Preservation
Mr. Robert Browne - Wisconsin Coastal Management Council-Superior
Ms. Tricia Ryan, Program Coordinator – Minnesota’s Lake Superior Coastal Program

Bayfield Partners Roundtable

Participants:

Mr. Larry J. MacDonald, Wisconsin Coastal Management Council – Bayfield
Ms. Billie Hoopman, City Clerk – City of Bayfield
Honorable John-Eric Anderson, Mayor – City of Bayfield
Ms. Ruth Oppedahl, Executive Director – Bayfield Regional Conservancy
Mr. Bob Krumenaker, Superintendent – U.S. National Park Service
Mr. Keith Sowl – Town of La Pointe
Wisconsin Department of Natural Resources:
Mr. Duane Lahti, Lake Superior Basin Supervisor
Ms. Nancy Larson, Water Resources Management Specialist

Ashland Partners Roundtable

Participants:

Mr. Jason Laumann – Northwest Regional Planning Commission
Mr. Michael Screnock – Finance Director, City of Ashland
Ms. Diane Daulton, County Conservationist – ABDI-LCD
Ms. Cathy Techtmann – Northern Great Lakes Visitors Center, University of Wisconsin-
Extension Office
Mr. Mike Gardner – The Inland Sea Society
Mr. Steven Hoecker, Director – Northern Great Lakes Visitors Center, U.S.D.A. Forest Service
(invited)
Mr. Steve Sandstrom, Interim Director – Sigurd Olson Environmental Institute, Northland
College
Ms. Becky Sapper, Director - Chequamegon Bay Watershed Project, The Nature Conservancy

Ms. Jane Silberstein, Community Resource Development Agent – Ashland County, UW-Extension

Ms. Lissa Radke, US Coordinator of Lake Superior – Binational Forum (invited)

Mr. Erv Soulier, Director – Bad River Natural Resources Department

Ms. Anna Davey – Wisconsin Department of Transportation

Mr. Ted Koehler – U.S. Fish and Wildlife Service City of Ashland

Mr. David Frasher, Administrator– City of Ashland

Mr. Christopher J. Bolt, Ashland City Engineer

Mr. Dan Maderich – Ashland City Engineering

Green Bay Roundtable

Participants:

Bay-Lake Regional Planning Commission:

Mr. Mark A. Walter, Assistant Director/ Principal Planner

Ms. Angela Pierce, Natural Resources Planner

Mr. James J. Van Laanen, Transportation Planner

Mr. Bob Bordeau – City of Sturgeon Bay Park and Recreation Department (invited)

Mr. William Schuster, County Conservationist – Door County Soil & Water Conservation Department

Mr. Jim Robertson, Design & Development Superintendent – Parks, Recreation & Forestry, City of Green Bay

Mr. Thomas Ward, County Conservationist – Manitowoc County

Honorable Douglas Oitzinger, Mayor – City of Marinette, Wisconsin Coastal Management Council

Mr. Robert Salmi – Sister Bay, Wisconsin Coastal Management Council

Site Visit – Cat Islands restoration

Participants:

Ms. Victoria Harris, Habitat Restoration Specialist – UW Sea Grant Institute/UW-Green Bay

Mr. Dean Haen, Manager – Port Director, Brown County Port and Solid Waste (Invited)

Ms. Janet Smith – US Fish & Wildlife Service

Ms. Kendra Axness – Basin Educator, UW-Extension

Site Visit South Pier Site

Participants:

Ms. Paulette Enders, Director – Planning and Development, City of Sheboygan

Mr. Thomas Holton, Director – Department of Public Works. City of Sheboygan

Lunch at Smith Brothers in Port Washington

Participants:

Planning, Resources & Land Management Department, Ozaukee County:

Mr. Andy Holschbach, Director

Mr. Andrew Struck, Planner
Honorable Gary E. Becker, Mayor – City of Racine and Chair of the Wisconsin Coastal Management Council
Ms. Ginny Plumeau, President – Cedarburg Science (Great Lakes Nonpoint Abatement Coalition)
Mr. Damon Anderson, Land Information Officer – Ozaukee County
Mr. Don Reed, Chief Biologist – Southeastern Wisconsin Regional Planning Commission

Site Visit Lion's Den Gorge

Participants:

Planning, Resources & Land Management Department, Ozaukee County:
Mr. Andy Holschbach, Director
Mr. Andrew Struck, Planner
Mr. William Knight, Park Commissioner – Ozaukee County
Mr. Don Reed, Chief Biologist – Southeastern Wisconsin Regional Planning Commission

Milwaukee Round Table

Participants:

Friends of Milwaukee Rivers:
Ms. Cheryl Nenn, Program Director
Milwaukee County Parks:
Mr. Bill Waldron, Section Chief
Hank Aaron State Trail:
Ms. Melissa Cook, Manager (Invited)
Sixteenth Street Community Health Care Center:
Mr. Peter McAvoy, Director of Environmental Health
Ms. Mary Beth Driscoll
Pier Wisconsin:
Ms. Kate Morgan
Ms. Kae DunLevy (Invited)
Mr. Rolf Johnson (Invited)
Ms. Sandra McLellan, Assistant Professor – Great Lakes WATER Institute, University of Wisconsin-Milwaukee
Mr. Victor Pappas, Natural Resources Basin Supervisor – Wisconsin Department of Natural Resources
Honorable Jon Richards, State Representative
Mr. John Janssen, PhD, Senior Scientist – WATER Institute, UW-Milwaukee
Mr. Harvey Bootsma, PhD, Senior Scientist – WATER Institute, UW-Milwaukee
Ms. Marie Strum, Chief – U.S. Army Corps of Engineers (via conference call)
Mr. Tom Dosch, Wisconsin Department of Justice
Mr. Bruce Baker, Wisconsin Department of Natural Resources (via conference call)

Exit Interview

Department of Administration

Participants:

Mr. Marc Marotta, Secretary – Department of Administration

Mr. Pat Farley, Administrator – Division of Intergovernmental Relations

APPENDIX B

**WISCONSIN COASTAL MANAGEMENT PROGRAM
CZMA SECTION 312 EVALUATION**

PERSONS ATTENDING THE PUBLIC MEETING

The Public Meeting was held on June 21, 2004 at 6:00 p.m. in the Northern Great Lakes Visitors Center (NGLVC), Multipurpose Room, 29270 County Highway G, Ashland.

Attendees:

Bryce E. Luchterhand	Governor Doyle's Northern Office
Cathy Techtman	University of Wisconsin Extension, NGLVC
Ted Koehler	US Fish and Wildlife Service
Sandy Schultz	Stable Solutions, Inc.

Evaluation Team Members Attending:

Mike Friis	WCMP
Jim Langdon	WCMP
Allison DiPasquale	WCMP
Travis Olson	WCMP
Alberto Vargas	WCMP
Mike Molnar	Indiana Lake Michigan Coastal Program
Susan Melnyk, Elizabeth Mountz, Bill Milhouser,	Office of Ocean and Coastal Resource Management

The meeting was called to order at 6:00 pm. It was noted that the Public Meeting was duly advertised and introductions were made. The purpose of the public meeting was explained. An informal discussion was held with the attendees related to issues affecting the Wisconsin coastal environment and its uses.

APPENDIX C

**WISCONSIN COASTAL MANAGEMENT PROGRAM
CZMA SECTION 312 EVALUATION**

WRITTEN COMMENT RECEIVED AND RESPONSE

No written comments were received during the conduct of this review.

Wisconsin Coastal Management Program June 1999, Section 312 Evaluation Findings

PROGRAM SUGGESTION #1: *Wetlands Delineation Policy: DOA is encouraged to convene a meeting of appropriate individuals on the U.S. Army Corps of Engineers (COE), DNR, and the SEWRPC and any other agency or group with standing to engage the issue of developing a standard wetland delineation process. Consideration of the use of a trained mediator or facilitator to support the meeting should be made. If this does not resolve the issue, the WCMP should seek to elevate the issue to the next higher level.*

Wetland delineation staff at Southeastern Wisconsin Regional Planning Commission (SEWRPC), who review wetland delineations as part of their environmental review authority and raised the concern, are satisfied with progress made in resolving and preventing interagency conflicts over delineation methodologies. The issue of inconsistent delineation results have not necessarily been a conflict between agency methodologies, but rather reflected inconsistent application of the methodologies. The WCMP sponsored delineation workshops beginning in 1998 to train agency staff and private consultants on the proper methodology in Wisconsin. The workshops are lead by instructors from SEWRPC, DNR, COE, and the University of Wisconsin System, so the agencies involved in the initial delineation process conflict have come to an agreement on the consistent use of delineation guidance documents, and the agencies' staff has received a common training. As a result of the standardization of delineation guidance and training opportunities, disagreements in the southeast region over delineation protocol and results have substantially decreased. This issue was further resolved by Wisconsin Act 6 2002 which identified a wetland delineation protocol and a definition of state regulatory jurisdiction. The Act created Wisconsin Statutes section 281.36(3), which requires applicants for a state water quality certification for wetland activities to use the COE wetland delineation manual (1987 Manual).

PROGRAM SUGGESTION #2: *Coastal Hazards Policy Development: The WCMP is encouraged to develop a coastal hazards policy which would include more education and a discussion on establishing setbacks to slope recession and slope typology identification predicated on science.*

WCMP has worked with its partners in the coastal hazards work group (Wisconsin Department of Natural Resources, Wisconsin Emergency Management, University of Wisconsin Sea Grant Institute and State Cartographer's Office) in the development of a coastal hazards policy. Since fiscal year 2000, WCMP has funded 11 projects for a total of \$425,552 to support a statewide coastal hazards policy. Five of the WCMP funded projects focused on education/workshops related to coastal hazards, and six projects aimed at developing science-based coastal erosion estimation tools and methodologies.

WCMP has also worked continuously with local partners, particularly coastal counties and three regional planning commissions, in the preparation of a state policy to deal with coastal hazards. WCMP staff has also met with key legislators regarding shoreland issues for the Great Lakes.

PROGRAM SUGGESTION #3: *Needs Assessment: The WCMP is encouraged to reassess its Needs Assessment and program implementation strategy in light of current and evolving issues, needs and changes to the State's coastal zone.*

The WCMP completed a Needs Assessment survey that was initiated in the spring of 1999. This comprehensive survey of our coastal constituency was used to develop the initial document, and was supplemented with secondary data consisting of statistical information and other available materials. Two hundred ninety-nine individuals representing all coastal counties, local, state and federal government, coastal residents, and members of environmental groups responded to the survey. The results of the survey were used to gauge the WCMP's coastal constituency's perceived importance of the various coastal issues identified by the NOAA guidance, and served as a basis for developing the new Section 309 Needs Assessment Strategy. The results of the survey were presented at the October 14, 1999 WCMC meeting, which focused on a multi-year strategic planning session. The results were incorporated into the 2002-2006 section 309 Needs Assessment and Strategy document, submitted to OCRM in April 2001.

PROGRAM SUGGESTION #4: *Marinas: As the WCMP assesses evolving issues, it should consider the development, management and use issues associated with marinas. The DNR may want to look at this set of issues in terms of its Clean Water Act s.319 funds.*

The WCMP has researched the educational efforts in the state related to minimizing the nonpoint pollution potential of marinas and that information is available in the s. 6217 15-Year Program Strategy. The Wisconsin Department of Natural Resources has provided comment which acknowledges the appropriateness of the use of Clean Water Act s. 319 funds for the purpose mentioned in the suggestion. However, they do not consider the nonpoint pollution from marinas to be a priority issue. Subsequently WCMP staff worked with Wisconsin Natural Resources Magazine to develop a "Best Management Practices" guidance document for marinas. The document was declared by DNR and DOA to be "official state guidance" and was mailed to all public and private marinas in the state. This guidance document is included in your briefing package. The WCMP has offered funds through the annual coastal grant program for marinas to implement the practices. These activities were instrumental in the final approval of Wisconsin's s.6217 program.

PROGRAM SUGGESTION #5: *Coastal Success Stories: The WCMP is encouraged to assess its successful implementation projects to document its successes in order to support similar projects in other communities, and to seek avenues to communicate these successes to the public-at-large.*

The WCMP has addressed the issue of disseminating success stories and best business practices through its grant process and regular publications. Projects that are supported by WCMP grants are required to implement a marketing and distribution strategy to facilitate the transfer of successful coastal management practices. Grantees document their successes in a standardized final report form, and provide WCMP with reports and work products in electronic formats when appropriate. Work products and final reports are distributed to OCRM Coastal Programs Division, and catalogued by the NOAA Coastal Services Center. Printed publications have become increasingly important for communicating success stories of the WCMP. Publications fall under three general formats - stand alone general audience booklets, features inserted in the quarterly *Wisconsin Natural Resources* magazine, and technical reports. Booklets published for general audiences feature full color photos and brief articles about a variety of coastal management topics. Examples include:

- *Wisconsin Great Lakes Chronicle*, an annual publication that highlights projects of the WCMP and its partners, and provides information about emerging coastal issues. The *Chronicle* also lists the WCMP grants awarded in the current year. The *Chronicle* has been published since 2002.
- *Great Lakes Restoration Project: A Progress Report to Congress by the Great Lakes States*, which describes the accomplishments achieved through the Great Lakes Coastal Restoration Grants program.

- *Wisconsin Harbor Towns*, a guide to ports and harbor towns of Wisconsin.

- *Discover Wisconsin*, a travelogue television series that has featured coastal communities, historic

resources and recreation opportunities that have a link to WCMP grants and program partnerships.

Wisconsin Natural Resources magazine features reach an audience of 300,000. Full-color reprints of the feature articles are published for distribution to WCMP partners and constituencies.

Examples include:

- *Green Treasures In a Sea of Blue*, about the biodiversity of Lake Michigan islands.
- *Out of Place, How Aquatic Exotic Species Alter Wisconsin Waterways*, surveys the effects of invasive species and efforts to prevent and control invasions.
- *Ship Shape, A Guide to Reducing Pollutants for Marinas, Boaters and other Coastal Customers*, the WCMP's official guidance for implementing Best Management Practices to reduce nonpoint pollution from marina facilities.
- *Enjoy and Protect Wisconsin's Great Lakes*, a commemoration of the WCMP's twenty-fifth anniversary.
- *Reining In Polluted Runoff: Wisconsin Moves From the Law to the Land*, a primer on new nonpoint pollution control regulations for agriculture and urban development.
- *A Beachhead for Safe Swimming* describes the implementation of water quality monitoring at Great Lakes beaches.
- *Lake Superior: A Place Apart*, describes the history of efforts to protect the lake and the success of partnerships to accomplish conservation goals.

Technical reports are used by coastal communities to develop comprehensive plans and ordinances, and by other state, regional and local agencies to guide coastal management efforts. Examples include:

- *Evaluation of Shoreline Erosion Extent and Processes on Wisconsin's Lake Superior Shoreline*
- *Neshotah Park Master Plan (Two Rivers, Wisconsin)*
- *A Guide to Planning for Coastal Communities in Wisconsin*
- *Waters of Wisconsin: The Future of our Aquatic Ecosystems and Resources*
- *Wisconsin's Waters: A Confluence of Perspectives • Landscapes of Opportunity: A Regional Conservation Plan for Wisconsin's Lake Michigan Basin*

PROGRAM SUGGESTION #6: *Program Information Preservation: The WCMP should seek to obtain institutional and historic reference points as it protects existing information through bibliographic reference and documentation.*

The recognition of the importance of documenting the origins and past success of the WCMP and in response to program suggestion #6, the WCMP initiated and completed *The Institutional Memory Project, A Report on the Creation and Early Years of the Wisconsin Coastal Management Program*. The report was completed and presented to the Coastal Management Council on September 14, 2001 for their review and comment. The report contains a summary of interviews of key personnel in the establishment of the WCMP, early speeches, meeting minutes, and other early program documents, as well as a bibliography of existing archived documents. In preparation for the report a review of the WCMP archived documents at the Wisconsin Historical Society (WHS) was conducted. The WHS archives contained many documents about the WCMP, ranging in dates from 1974 to 1992. The WCMP also conducted interviews with individuals who had devoted some or all of their professional careers to coastal management in Wisconsin.

Individuals from University of Wisconsin (UW) Sea Grant Institute, Northwest Wisconsin Regional Planning Commission, UW – Madison, Southeast Wisconsin Regional Planning Commission, and the Wisconsin Coastal Management Council were interviewed. The topics of these interviews included the creation and early years of the WCMP, Tribal involvement, views of the current WCMP, and its future.

PROGRAM SUGGESTION #7: *Capacity Building: The WCMP should define the minimum level of information useful for a community to apply GIS technology, including the software and hardware requirements. Standard data conventions and standards should be applied to mapping efforts to allow for interchange and exchange.*

To enhance local access to coastal management data, the WCMP has entered into agreements with the three coastal regional planning commissions (RPC's) to develop coastal GIS data and have it available through WEB based technology. The RPC's have agreed to maintain the systems and include coastal GIS projects funded through the annual coastal management grant program. University of Wisconsin Sea Grant Institute will be assisting this effort through a coastal management agreement. In addition, the WCMP supported a Sea Grant application to the Coastal

Services Center to pilot a WEB based technology created by Bayfield County for the other three Lake Superior counties and prepare training materials for the use of the technology.

