



UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
NATIONAL OCEAN SERVICE
OFFICE OF OCEAN AND COASTAL RESOURCE MANAGEMENT
Silver Spring, Maryland 20910

MAY , 8 2009

Michael L. Morgan, Secretary
Wisconsin Department of Administration
Office of the Secretary
101 East Wilson Street
Madison, Wisconsin 53702

Dear Secretary Morgan:

Enclosed are the final evaluation findings for the Wisconsin Coastal Management Program (WCMP) for the period from June 2004 through June 2008.

The fundamental conclusion of this evaluation is that the WCMP is adhering to its programmatic obligations as defined by its approved program document, the terms of federal financial assistance awards, and the Coastal Zone Management Act of 1972, as amended. This evaluation findings document contains numerous program accomplishments as well as two recommendations, neither of which is mandatory.

We greatly appreciate your cooperation and assistance, and that of your staff, during the accomplishment of this evaluation.

Sincerely,

David M. Kennedy
Director

Enclosure

cc: Michael Friis, Wisconsin Coastal Management Program
Jenny Orsburn, Lake Michigan Coastal Program, Indiana
John King, Coastal Programs Division, OCRM



FINAL Evaluation Findings
Wisconsin Coastal Management Program

June 2004 – June 2008

May 2009



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

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I. EXECUTIVE SUMMARY

§312 of the Coastal Zone Management Act of 1972, as amended (CZMA), requires the National Oceanic and Atmospheric Administration's (NOAA) Office of Ocean and Coastal Resource Management (OCRM) to conduct periodic evaluations of the performance of states and territories with federally approved coastal management programs. This review examined the operation and management of the Wisconsin Coastal Management Program (WCMP) by the Wisconsin Department of Administration (WDOA), the designated lead agency, for the period from June 2004 to June 2008.

This document describes the evaluation findings of the Director of OCRM with respect to the WCMP during the review period. These evaluation findings include discussions of major accomplishments as well as recommendations for program improvement. This evaluation concludes that the WDOA is implementing and enforcing its federally approved coastal program, adhering to the terms of the Federal financial assistance awards, and addressing the coastal management needs identified in §303(2)(A) through (K) of the CZMA.

The evaluation team documented a number of WCMP accomplishments during this review period. Overall, OCRM finds that the WDOA is successfully implementing the WCMP. The evaluation team noted that the Program is uniquely positioned to coordinate and collaborate with agencies and organizations (at federal, state, and local levels) to address coastal management goals. Staff demonstrate a keen understanding of current and emerging coastal issues, and of how to proactively address them. Staff are also in daily contact with partners, which has helped to develop a strong sense of trust in the WCMP throughout the coastal management community. The WCMP continues to direct a successful grant program that supports a diverse and balanced portfolio of projects. The evaluation team noted that the Program is strategic and visionary in how it identifies projects that will provide a foundation for future efforts, as well as those whose results and/or products can be transferred to other coastal areas. The WCMP has also made notable progress in addressing coastal hazards during this evaluation period through its work with the Coastal Hazards Work Group and coastal communities. Other accomplishments include: the WCMP's leadership role in the selection and nomination of the St. Louis River as a National Estuarine Research Reserve site in Wisconsin, and the completion and submission of a Routine Program Change to update the State's approved program document.

The evaluation team also identified two specific areas where the WCMP could be strengthened. Both recommendations for the WCMP are in the form of Program Suggestions, and describe actions that OCRM believes WDOA should take to improve the program but that are not currently mandatory. As mentioned above, WCMP staff work closely with a variety of coastal management partners, which has helped to further Program goals and extend general outreach. In addition, the Program funds a number of education/outreach initiatives through its grant program. The evaluation team noted that there is an opportunity to enhance the WCMP's outreach capacity through the addition of a staff member dedicated solely to the implementation and coordination of these efforts. OCRM also recommends that the WDOA update its Memoranda of Understanding with partner agencies in order to clarify roles and responsibilities, and strengthen and streamline the Federal Consistency process.

II. PROGRAM REVIEW PROCEDURES

A. OVERVIEW

NOAA began its review of the WCMP in April 2008. The §312 evaluation process involves four distinct components:

- An initial document review and identification of specific issues of concern;
- A site visit to Wisconsin, including interviews and a public meeting;
- Development of draft evaluation findings; and
- Preparation of the final evaluation findings, partly based on comments from the State regarding the content and timetables of recommendations specified in the draft document.

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

Necessary Actions address programmatic requirements of the CZMA's implementing regulations and of the WCMP approved by NOAA. These must be carried out by the date(s) specified;

Program Suggestions denote actions that OCRM believes would improve the program, but which are not mandatory at this time. If no dates are indicated, the State is expected to have considered these Program Suggestions by the time of the next CZMA §312 evaluation.

A complete summary of accomplishments and recommendations is outlined in Appendix A.

Failure to address Necessary Actions may result in a future finding of non-adherence and the invoking of interim sanctions, as specified in CZMA §312(c). Program Suggestions that must be reiterated in consecutive evaluations to address continuing problems may be elevated to Necessary Actions. The findings in this evaluation document will be considered by NOAA in making future financial award decisions relative to the WCMP.

B. DOCUMENT REVIEW AND ISSUE DEVELOPMENT

The evaluation team reviewed a wide variety of documents prior to the site visit, including: (1) the 2004 WCMP §312 evaluation findings; (2) the federally-approved Environmental Impact Statement and program documents for the WCMP; (3) federal financial assistance awards and work products; (4) semi-annual performance reports; (5) official correspondence; and (6) relevant publications on natural resource management issues in Wisconsin.

Based on this review and discussions with NOAA's OCRM, the evaluation team identified the following priority issues prior to the site visit:

- Program accomplishments since the last evaluation;
- Implementation of federal and state consistency authority, including improvements to the consistency process and coordination;
- Changes to the core statutory and regulatory provisions of the CMP;
- Effectiveness of interagency and intergovernmental coordination and cooperation at local, regional, state, and federal levels;
- Public participation and outreach efforts;
- Public access;
- Coastal habitat;
- Coastal hazards;
- Water quality;
- Coastal dependent uses and community development;
- Performance measurement efforts; and
- The manner in which the WCMP has addressed the recommendations contained in the §312 evaluation findings released in 2004. The WCMP's assessment of how it has responded to the recommendation in the 2004 evaluation findings is located in Appendix B.

C. SITE VISIT TO WISCONSIN

Notification of the scheduled evaluation was sent to the Wisconsin Department of Administration, the WCMP, relevant environmental agencies, members of Wisconsin's congressional delegation, and regional newspapers. In addition, a notice of NOAA's "Intent to Evaluate" was published in the *Federal Register* on April 1, 2008.

The site visit to Wisconsin was conducted from June 16-20, 2008. The evaluation team consisted of Kimberly Penn, Program Evaluator, OCRM National Policy and Evaluation Division; Kate Barba, Chief, OCRM National Policy and Evaluation Division; Matt Gove, Wisconsin CMP Program Specialist, OCRM Coastal Programs Division; and Jenny Orsburn, Program Specialist, Lake Michigan Coastal Program, Indiana.

During the site visit the evaluation team met with WCMP staff, WDOA staff and other state officials, federal agency representatives, coastal district representatives, nongovernmental representatives, tribal representatives, and private citizens. Appendix C lists individuals and institutions contacted during this period.

As required by the CZMA, NOAA held an advertised public meeting on Wednesday, June 18, 2008, at 6:00 p.m., at the Crossroads at Big Creek, 2041 Michigan Street, Sturgeon Bay, Wisconsin. The public meeting gave members of the general public the opportunity to express their opinions about the overall operation and management of the WCMP. Appendix D lists persons who registered at the public meeting. NOAA's response to written comments submitted during this review is summarized in Appendix E.

The WCMP staff members were crucial in setting up meetings and arranging logistics for the evaluation site visit. Their support is most gratefully acknowledged.

III. COASTAL MANAGEMENT PROGRAM DESCRIPTION

NOAA approved the Wisconsin Coastal Management Program (WCMP or Coastal Program) in 1978. The lead coastal agency is the Wisconsin Department of Administration (WDOA), and the WCMP is located within the Division of Intergovernmental Relations. The WCMP works cooperatively with state, local and tribal government agencies and non-profits in managing the ecological, economic and aesthetic assets of the Great Lakes and their coastal areas.

The WCMP is a networked program, directed by the Governor-appointed Wisconsin Coastal Management Council and implemented in partnership with the Department of Natural Resources, Department of Transportation, Department of Agriculture, Trade and Consumer Protection, and the Public Service Commission. The Council sets the policy direction for the program, and includes representatives from state agencies, local governments, Native American tribes, and interest groups. The WCMP staffs the Council and administers the program, making funds available to partner agencies to improve their management capabilities, and coordinates the activities to address program objectives as outlined below.

The goal of the WCMP is to achieve a balance between natural resource protection and coastal communities' need for sustainable economic development. The Program works to accomplish the following objectives:

- To improve the implementation and enforcement of existing state regulatory and management policies and programs affecting key coastal uses and areas;
- To improve the coordination of existing policies and activities of governmental units and planning agencies on matters affecting key coastal uses and areas;
- To strengthen local governmental capabilities to initiate and continue effective coastal management consistent with identified state standards and criteria;
- To provide a strong voice to advocate the wise and balanced use of the coastal environment and the recognition in federal, state, and local policies of the uniqueness of the coastal environment; and
- To increase public awareness and opportunity for citizens to participate in decisions affecting the Great Lakes resources.

Wisconsin's coastal zone is comprised of the 15 counties fronting Lake Superior, Lake Michigan and Green Bay, and extends to the state boundary of the waterward side. The WCMP has identified wetlands protection, habitat restoration, public access, land acquisition, nonpoint source pollution control, land use and community planning, natural hazards, and Great Lakes education projects as program priorities. Working through the Council, the Coastal Program awards federal funds to local governments and other entities for the implementation of coastal initiatives. Local governments thus play an important role in the management and protection of shorelands, wetlands, and floodplains through zoning and permitting.

IV. REVIEW FINDINGS, ACCOMPLISHMENTS, AND RECOMMENDATIONS

A. OPERATIONS AND MANAGEMENT

Overall, OCRM finds that the Wisconsin Department of Administration is successfully implementing the Wisconsin Coastal Management Program.

1. Organization and Administration

The Wisconsin Coastal Management Program (WCMP) is organized as a networked program that is directed by the Governor-appointed intergovernmental Wisconsin Coastal Management Council. The Wisconsin Department of Administration (WDOA) is the lead agency for overall program implementation, and its staff serve as staff to the Council. WDOA is thus responsible for accepting and administering federal grant funds for the WCMP, which are then made available through its grant program to improve coastal management in the State. WCMP staff are also responsible for the coordination of other state agency activities so that a consistent coastal management effort is carried out in the State.

The evaluation team noted that the administration of the WCMP through WDOA, a service-oriented agency, strongly supports relationships with a wide variety of partners (e.g. other state agencies, local governments, nonprofits, tribes, etc.). Organized as such, the WCMP is able to ensure comprehensive and coordinated coastal management statewide. Program staff have developed a remarkable network of contacts and partners throughout the State's coastal zone, including those at all government levels, elected officials, and those associated with commercial, environmental, tourism, and other issue-based groups.

The evaluation team observed many accomplishments that are directly attributable to WCMP's dedicated and knowledgeable staff. Staff demonstrate a keen understanding of current issues, and of the opportunities for cooperative management and mitigation of them. They do an excellent job of engaging and collaborating with regional and local partners in coastal management, research, and education. The evaluation team heard numerous times how partners and grantees (past and present) heavily rely on staff for technical assistance. Staff were also repeatedly commended for their accessibility, open communication, and willingness to meet face-to-face in coastal communities, all of which has helped to develop a strong sense of trust in the WCMP by partners in the coastal management community.

OCRM finds that the location of core Program staff within WDOA uniquely positions the WCMP to foster strong collaboration among the networked state agencies, while also developing trusted working relationships with local and regional entities. In addition, OCRM finds WCMP staff to be knowledgeable about, and dedicated to the success of, coastal management throughout the State.

Accomplishment: The WCMP successfully coordinates and collaborates with agencies and organizations (at federal, state, and local levels) to address state and national coastal management goals. In daily contact with an impressive list of partners, staff demonstrate a strong understanding of current and emerging coastal issues, and of how to proactively address them.

Reductions to the overall state government workforce have indirectly and directly affected the WCMP during this evaluation period. Two program positions have been eliminated (office manager and grants specialist) and the Program Manager now also supervises the Land Information and Comprehensive Planning Grant Programs. The evaluation team was highly impressed with the effectiveness of the four remaining fulltime staff in implementing a networked coastal program and administering a successful grant program, while also providing general technical assistance for partners and grantees. OCRM believes however, that any further reduction in staff would negatively affect the administration and effectiveness of the WCMP.

OCRM also encourages the WDOA and WCMP to explore opportunities and resources for staff professional development. The evaluation team understands that time is a limiting factor for activities such as these, but believes that learning opportunities such as NOAA Coastal Services Center's trainings, conferences in the Great Lakes region, or participation in another state's §312 evaluation, will help to increase program capacity.

2. Grant Program

The WCMP continues to implement a remarkably successful grant program to address current coastal management issues in the State. Approximately \$1.5 million is awarded annually via a competitive process to eligible applicants that include local and tribal governments, nonprofits, academic institutions, and state agencies. Projects must address one of the Program's priority issues: coastal land acquisition, coastal wetland protection and habitat restoration, nonpoint source pollution control, coastal resources and community planning, Great Lakes education, or public access and historic preservation. The WCMP currently has over 100 open grants, and manages the individual contractual, fiscal, federal, and reporting commitments for each grant.

OCRM finds that the WCMP makes a concerted effort to support a great diversity of projects throughout coastal Wisconsin through this grant program. The WCMP's skill at networking within the coastal resource management, research, and education communities helps to connect staff with new partners and learn about potential projects. The portfolio of grants and program partners reflects a strategic balance of issues addressed and regions served along both the Lake Superior and Lake Michigan coastlines. There is also a thoughtful balance of the stage of projects supported, from planning through implementation. During the site visit, the evaluation team saw the results of successful projects in both rural and urban areas, ranging from land acquisition to community planning to scientific research, and addressing issues from water quality to public access to coastal erosion. Grantees in rural areas in particular commented that few other state agencies were operating in their area. The WCMP captures the larger value of some these projects in an excellent annual outreach piece, the *Wisconsin Great Lakes Chronicle*, which also provides funding details of the grant program as a whole. Examples of projects funded in part by the WCMP grant program will be discussed throughout this document.

The evaluation team heard repeatedly from grantees that the grant program and application process are user-friendly (all grant materials are now available online), transparent, and thorough. Grant applications received have steadily increased over the past ten years. Applicants are encouraged to contact WCMP staff to discuss ideas for project proposals and application requirements, and staff were praised for their engagement and technical assistance throughout the process—from grant

writing to project implementation. Grant writing workshops are held around the state, and numerous partners stressed to the evaluation team the importance of this support. They were particularly thankful that staff takes the time to suggest how applicants can make their proposals stronger, regardless of whether or not their projects will ultimately be funded by the WCMP. Applicants are also invited to give brief presentations on proposed projects to the Wisconsin Coastal Management Council, and were very appreciative that the selection process includes this aspect. This activity allows practitioners in the coastal management community to learn about other initiatives that might be complementary to their own, as well as about other funding sources.

OCRM finds that the WCMP is strategic and visionary in how it identifies and supports projects that they believe will provide a foundation for future efforts, as well as those whose results and/or products can be transferred to other coastal areas. The evaluation team noted numerous examples of this throughout the site visit, such as research characterizing invasive species which in turn informs studies to evaluate species management strategies, and the support of community planning efforts and subsequent funding of coastal management elements (e.g. public access) identified in those plans.

Accomplishment: The WCMP directs a successful grant program that provides financial and technical assistance to diverse partners for projects that address the range of coastal management issues in Wisconsin. The portfolio of projects supported is thoughtfully balanced with regards to issue, location, and type, illustrating the Program's balance of coastal management goals.

Staff also work deliberately to dovetail individual projects into multi-partner, regional, and/or statewide efforts. For example, the evaluation team heard about an excellent example of regional collaboration from the City of Superior. Staff from the city described how the WCMP encouraged them to coordinate with Bayfield County on a LIDAR (light detection and ranging) project to obtain information to address needs in Superior. The LIDAR flights were initially funded by the Coastal Program for the Bayfield area to obtain elevation data to determine shoreline setbacks for construction, but within weeks after the City of Superior contacted Bayfield, the project scope was expanded to include almost the entire Wisconsin Lake Superior coastline. In addition, ortho-photo imagery and bathymetry was added to the scope.

The evaluation team also noted the use of the grant program to help leverage state and federal resources for local, statewide, and regional efforts. Partners cited many examples of coastal funds used to seed efforts and leverage much greater investment. In 2006 the WCMP reports that the Program awarded \$1.78 million in grants that help to fund projects totaling \$4.8 million in investment (WCMP). Partners frequently stated that initiatives simply would not have succeeded without the Coastal Program's technical and financial assistance, and that staff are considered as liaisons for other state government funding and technical assistance opportunities. OCRM finds that this type of assistance provides significant capacity building at the local level, which is much appreciated and valuable role for the WCMP.

3. Outreach

WCMP staff do an excellent job of working with partners to initiate and implement coastal management projects throughout the State. Through this process they collect a wealth of information on community strengths and needs, project successes (and failures), and technical and financial resource availability, among other things. Currently, all staff are involved in Program efforts to share information gained through these contacts and projects with the general public. For example, WCMP staff produce outreach materials such as the *Wisconsin Great Lakes Chronicle*, travel to coastal regions and participate in stakeholder meetings, and conduct grant writing workshops for potential applicants.

Over the last evaluation period, the WCMP has also allocated a significant amount of grant funds to Great Lakes education (17%) and technical assistance/outreach (28%). These funds have supported projects ranging from the development of educational guides and tool kits to *In Wisconsin* television segments. The evaluation team noted that not only has the WCMP demonstrated that education and outreach is a priority, but also that partners greatly value this service and would appreciate even more outreach opportunities to enable the leveraging of resources. Therefore, OCRM encourages the WDOA and WCMP to consider supporting a position that is dedicated to public and partner education and outreach.

A staff member focused on education/outreach could, for example, work with grant recipients to use projects as a starting point to educate the public on Great Lakes coastal issues and the benefits of such initiatives to coastal communities and environments. Given the WCMP's coordinating role within the coastal management community, this person could serve as a valuable link for partners to other environmental education initiatives and resources (e.g. those through UW, nonprofits, etc.), thus increasing the impact of individual outreach efforts. Partners also mentioned that they would appreciate if the Coastal Program provided opportunities to network with past and present grantees to share ideas and resources. This type of outreach would strengthen coastal management in a multitude of ways, including the transfer of relevant technical knowledge to other coastal communities and education for the general public. This position could also be responsible for the education and outreach initiatives that WCMP already undertakes (e.g. the *Wisconsin Great Lakes Chronicle*, grant writing workshops), and serve as the primary liaison for grantees that are planning or implementing education/outreach projects.

Program Suggestion: OCRM encourages WDOA to consider supporting a new WCMP staff position to coordinate and implement the Program's public outreach and Great Lakes education efforts.

B. PUBLIC ACCESS

In its recent §309 Assessment and Strategy (2006), the WCMP concluded that there continues to be a need for increased and enhanced public access along Wisconsin's Great Lakes coasts. Information gathered for this needs assessment support the increased demand for coastal boardwalks and trails, parks, public beaches, and fishing piers, all of which are eligible for funding through the Coastal Program's grant program.

The WCMP has thus helped to fund a number of projects that address public access needs in the State's coastal zone, allocating 16% of its grant funds this evaluation period (primarily \$306) to increasing and/or enhancing public access. Projects vary in type and scope, including the development of coastal access guides, historic preservation, public access enhancement, and land acquisition. The evaluation team was able to see many access projects (both completed and in progress) throughout the site visit, including attending the dedication of the Sturgeon Bay Waterfront Promenade (a project that received funding from the WCMP in FY06).

Examples of public access projects funded by the WCMP during this evaluation period include:

- Lake Superior Public Access Study
- Great Lakes Circle Tour Coastal Access Guide
- Marinette County Outdoor Recreation Plan
- Historic Preservation of the Wind Point Light Station Tower
- Milwaukee River and Riverside Park Public Access Trails
- Suamico Shoreland Acquisition

Much of the WCMP federal funding for land acquisition for public access is matched with Wisconsin's Knowles-Nelson Stewardship Funds, administered through WDNR. This State Fund was created to preserve natural areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation, and seems to be an excellent resource for coastal communities. For example, the evaluation team heard from the Door County Parks Department (who acquire land for public access and recreational value) how they will be using WCMP and Stewardship Funds to purchase land to enhance a public boat launch area at the Olde Stone Quarry County Park.

OCRM finds that the WCMP is supporting a variety of projects to identify and address the State's demand for increased and enhanced access to Great Lakes coastal resources.

C. COASTAL HABITAT

As the WCMP described in its recent §309 Assessment and Strategy, there continues to be a need for greater understanding of the Great Lakes ecosystem and for improved coordination of management of these resources. The prevention and control of aquatic invasive species and land use management are primary concerns in coastal Wisconsin. The WCMP thus supports data collection and research that informs coastal management decisions, as well as provides financial assistance to state and local agencies to improve the implementation and enforcement of programs that manage uses that impact the coastal environment.

During this evaluation period, the WCMP has allocated approximately 13% of its federal grant to wetlands and habitat protection and restoration, and land acquisition. In addition, the State has received almost \$1M in federal Coastal and Estuarine Land Conservation Program funds to date. It should be noted, however, that the WCMP also conducts and funds activities that help to protect and restore coastal habitat that fall more generally under the categories of coastal access, technical assistance/outreach, and land use and community planning (discussed elsewhere in this document).

The WCMP also continues to support permitting personnel in WDNR who work in the coastal zone.

1. Research

During this evaluation period, the WCMP has funded an impressive number of research initiatives (including scientific studies and resource assessments) to inform science-based management of the State's coastal resources. Throughout the site visit, partners identified a number of coastal issues in need of further study, e.g. invasive species management, water quality, and comprehensive resource mapping, and the evaluation team noted that the WCMP has been, and is currently, funding projects addressing them. Research projects range from the scientific characterization of species and resource inventories to vulnerability assessments and the identification of management strategies. Partners and grantees for these studies include the University of Wisconsin (various campuses and departments), state agencies, and county departments.

Examples of research projects funded by the WCMP during this evaluation period include:

- Assessing Cladophora Management Strategies
- A Lake Michigan Cladophora Management Model
- A Management Model to Link Coastal Water Quality and Land Use
- Various Wetland Restoration Inventories
- Evaluation of Phragmites Control Measures

An example of WCMP funded research that is informing coastal management throughout the Great Lakes is the University of Wisconsin's project that evaluated *Phragmites* control measures. As mentioned, invasive species management is a priority issue in coastal Wisconsin. *Phragmites australis* is a highly aggressive species, common throughout the Great Lakes Basin, which outcompetes native wetland species. This research evaluated alternative secondary control treatments that could be employed in concert with the commonly used aerial herbicide treatments in order to increase their effectiveness. Results demonstrated that application of a secondary treatment of mowing or burning after herbicide application increases the success of control measure and improves the ability of native species to re-establish populations in coastal wetlands. The researcher presented this information in a number of venues to a variety of resource management organizations (e.g. Canadian Wildlife Service, The Nature Conservancy, Michigan Department of Environmental Quality, the Great Lakes Office of the U.S. Environmental Protection Agency, and the Door County Invasive Species Team). The results and methods have also been posted to the Wisconsin Department of Agriculture, Trade and Consumer Protection and U W-Extension websites and provided to extension staff and local governments.

OCRM finds that the WCMP is thoughtful in its selection of projects that build upon each other in this area, and commends the WCMP for prioritizing projects that directly inform the management of coastal resources.

2. Coastal and Estuarine Land Conservation Program

A notable resource assessment that the WCMP helped to fund during this evaluation period was *The Wisconsin Land Legacy Report: An inventory of places to meet Wisconsin's future*

conservation and recreation needs. This impressive study looked at the State's long-term land ownership needs to successfully protect natural resources and provide outdoor recreation opportunities. Using criteria developed through a public process, a list of areas and types of resources that are worthy of protection, and possibly public ownership, was developed. The Land Legacy Report identifies and describes these areas and their recreational opportunities, ranks their relative priority, and offers potential strategies for working with partners to accomplish protection needs. The Program has since used this document to develop the State's Coastal and Estuarine Land Conservation Program Plan.

Congress established the Coastal and Estuarine Land Conservation Program (CELCP) in 2002 to protect coastal and estuarine lands considered important for their ecological, conservation, recreational, historical or aesthetic values. The program provides state and local governments with matching funds to purchase significant coastal and estuarine lands, or conservation easements on such lands, from willing sellers. Lands or conservation easements acquired with CELCP funds are protected in perpetuity so that they may be enjoyed by future generations.

The CELCP guidelines outline the criteria and process for states to nominate land conservation projects to a national competitive process. The program is coordinated at the state level through each state's CELCP lead within the state's lead coastal management agency. According to the CELCP guidelines, a state must have an approved CELCP plan in order to compete for funding.

The WCMP has developed a draft CELCP Plan in collaboration with WDNR and with input from a wide range of program partners, to guide the prioritization of land conservation projects that include significant coastal and estuarine resources. Wisconsin's draft Plan has been reviewed by NOAA and is currently being revised by the State.

As outlined in its draft CELCP Plan, Wisconsin's priority coastal and estuarine conservation needs include: protection of ecologically diverse or high quality; protection of habitats supporting species listed as Endangered or Threatened, and other Species of Greatest Conservation Need in Wisconsin; protection of critical fish spawning habitat; and protection of critical bird habitat. These priorities, and the threats to these priorities within the State, were identified initially through public processes that resulted in several statewide and area plans, including the *Wisconsin Land Legacy Report* and the *Wisconsin Wildlife Action Plan: Wisconsin's Strategy for Wildlife Species of Greatest Conservation Need*. Wisconsin's CELCP Plan was developed to be complementary to and compatible with these, as well as other regional conservation efforts including The Nature Conservancy's Conservation Blueprint for the Great Lakes/Bioregional Plans and the Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin.

OCRM commends Wisconsin on the thoughtful and comprehensive strategy used to develop their CELCP Plan, and encourages the WCMP to continue to work with NOAA to obtain final approval.

3. Resource Protection through Permitting

The WCMP continues to fund four water management specialist positions within WDNR who work with local governments and zoning officials in coastal counties to review permits, ensure

compliance, and conduct enforcement. During the last evaluation period, Wisconsin adopted a new regulatory framework for public waters protection in order to streamline the process for waterways and wetland permitting (2004 Wisconsin Act 118). The new rules went into effect on May 1, 2005 and changed the previous permit system to a three-tier system where projects might qualify for exemptions, general permits, or require an individual permit. (These new rules were submitted to NOAA, and accepted, as a Routine Program Change, which is discussed later in this document.) In the last findings, OCRM recommended that the WCMP and WDNR monitor and review if/how the new streamlined regulatory review has affected water resource protection. In response to this finding and program suggestions, the WCMP and WDNR have implemented a process to better communicate reporting on waterway and wetland permitting, and reference their Section B reports.

The WDNR published a one-year evaluation report (June 2006) on the new public waters permit system. The report concluded that Act 118 and the implementing rules have “improved predictability, consistency, and efficiency” but that determining impacts to habitat and water quality will require further evaluation. WDNR outlined plans to evaluate these impacts in the next following year. OCRM is not aware of a state-led evaluation of impacts to habitat and water quality as planned. In May 2007, the State’s Legislative Audit Bureau evaluated the Wetland Regulatory Programs (Report 07-6) with regards to consistency, predictability, and timeliness of wetland permitting decisions and how wetland regulations in Wisconsin compare to those in other states.

Over the period evaluated by the audit, January 2001 through June 2006, WDNR approved approximately 80% of the wetland permit requests it received (statewide). By comparison, a cursory review of the WCMP’s Section B Reports (which include all Chapter 30 and 31 permits) during this evaluation period shows an approval rate of around 60% for the three coastal regions. The audit also evaluated compliance and enforcement and found that from January 2005 through September 2006, WDNR identified 325 permit violations (including no permit or not following permit requirements) in response to complaints from the public or other government officials. WDNR, through the WCMP Section B Report, regularly reports more than 150 (up to 300+) violation/compliance inspections per six month period, with some percentage of these (it appears to be generally more than 50%) requiring enforcement actions. Even without statistical analysis, these numbers suggest that a significant amount of time is required by WDNR staff not only to make permit determinations, but also to ensure permit compliance. OCRM encourages the WDNR and WCMP to consider whether the current number of permitting staff working in coastal counties is adequate to implement the streamlined review process while still ensuring permit compliance and enforcement—and thus the protection of waterway and wetland resources.

D. WATER QUALITY

As outlined in the WCMP’s program document, Wisconsin manages coastal waters for the purpose of: improving their quality and protecting their levels and flows in order to restore their ecological integrity; protecting public health; safeguarding aquatic life and scenic and ecological values; and enhancing their domestic, municipal, recreational, industrial, agricultural, and other uses. In order

to support these policies and implement WCMP program objectives, Wisconsin developed a state Coastal Nonpoint Pollution Control Program.

The Coastal Nonpoint Pollution Control Program (CNPCP), created by §6217 of the Coastal Zone Act Reauthorization Amendments of 1990, is jointly administered by NOAA and the Environmental Protection Agency (EPA). Two of the CNPCP's key purposes are to strengthen the links between federal and state coastal zone management and water quality programs, and to enhance state and local efforts to manage land use activities that degrade coastal waters. NOAA and EPA must approve each state's coastal nonpoint program. Wisconsin's Coastal Nonpoint Program (WCNP) was fully approved in 2003.

The WCMP has worked with partners to identify and fund a number of successful initiatives during this evaluation period that address nonpoint source pollution. Approximately 16% of the Coastal Program's grant funds (primarily under §306) have been allocated to nonpoint source pollution control projects, including water quality monitoring, Nonpoint Education for Municipal Officials opportunities, stormwater education, and stormwater modeling training for WDNR field staff. In addition, WCMP staff work closely with WDNR to identify coastal communities nonpoint needs, and to direct financial and technical assistance to projects that address them.

Examples of water quality and nonpoint source pollution initiatives funded by the WCMP include:

- Nonpoint Source Beach Contamination Correlation for High Health Risks
- Stormwater Education
- Evaluation of Realtime Quantitative PCR as a Method to Determine Pollutant Loading
- Coastal Water Quality and Land Use Management Model
- Forestry Buffers to Control Nonpoint Pollution

One set of initiatives directed by Door County, and funded by the WCMP, deserve particular mention. In 2003, because of its lack of regular beach water quality testing and an incidence of illnesses at a state park beach, the Natural Resources Defense Council (NRDC) listed Door County on its "Beach Bum" list for poor water quality and inadequate beach monitoring program. In response, Door County worked with the WCMP (and a number of other partners including the University of Wisconsin Oshkosh) to conduct the Door County Beach Contamination Source Identification Project which helped the county to identify and prevent sources of nonpoint source pollution affecting its swimming beaches. Because of this effort, the NRDC recognized Door County in its 2005 "Beach Buddy" list. Door County (with continued funding from the WCMP) has since conducted follow-on studies to develop nonpoint pollution abatement measures and beach management plans, and to incentivize planning and construction practices for municipalities to reduce beach contamination.

OCRM finds that the WCMP is addressing its water quality goals and supporting the State's Coastal Nonpoint Program. The diversity of coastal water quality/nonpoint pollution control initiatives illustrates that staff understand coastal communities' unique needs (e.g. stormwater education, water quality analyses, forest buffers) in addressing this pervasive problem.

E. COASTAL HAZARDS

Coastal hazards have been a high priority since the WCMP's inception, with coastal counties being vulnerable to flooding from high lake levels, storm surges, and episodic and chronic erosion. Nearly 80% of Wisconsin's erodible shoreline suffers from bluff erosion and recession problems (WCMP §309 Assessment and Strategy, 2006). These natural hazards have caused millions of dollars of property damage, and yet there continues to be a high demand for development rights along Wisconsin's Great Lakes shorelines.

The Coastal Program's most recent §309 Assessment and Strategy reports that existing management strategies are insufficient to direct development away from these hazards, and that more information and outreach about hazards is needed. In response to these issues, WCMP has identified program objectives that include: directing future public and private development and redevelopment away from hazardous areas; preserving and restoring the protective functions of natural shoreline features; and preventing or minimizing threats to existing populations and property from coastal hazards.

The WCMP has thus been working to expand technical tools, provide education and outreach, and cooperate with coastal communities and other agencies, with the ultimate goal of developing and implementing shoreline and bluff erosion policies throughout the coastal area. The WCMP seeks to accomplish these objectives through coordination with the Coastal Hazards Work Group (which includes partners such as WDNR, Wisconsin Sea Grant, Wisconsin Emergency Management, and the University of Wisconsin) and by providing financial support through the grant program to partners addressing coastal hazards issues.

Coastal Program staff continue to coordinate with the Coastal Hazards Work Group (CHWG), which was created to develop strategies and tools that will help state and local governments address bluff erosion. The CHWG strives to support projects that are transferable across coastal counties. Program partners can also receive funding through the grants program for initiatives such as those to study the causes and effects of erosion or to implement measures to mitigate against property loss.

Examples of coastal hazards projects funded by the WCMP during this evaluation period include:

- Bluff Recession and Setback Program Along Lake Superior
- Lakebed Erosion and Bluff Recession on Lake Michigan Shoreline
- A Guide to Hazard Mitigation Planning for Coastal Communities in Wisconsin

One notable example of the WCMP and CHWG's collaborative efforts to address hazard issues is their work with Bayfield County. CHWG partners have been working with Bayfield County over the last several years to develop a location-specific and scientifically defensible setback requirement. The Bayfield coastal area is subject to coastal erosion, particularly in areas where the substrate is red clay soil. Currently, the County's setback requirement is 75 feet from the edge of a bluff. The WCMP provided funds and members of the CHWG have worked with county staff to create a formula that uses bluff characteristics, such as soil type and stable slope angles, to determine adequate setbacks for safe building placement. This "setback calculator" has proven to

be somewhat difficult to implement thus far due to debate over whether to use the bluff edge or ordinary high water mark as the County’s baseline. It is currently advisory only. The County plans to use LIDAR data (from the project discussed earlier in this document) and the setback calculator to develop and defend setbacks for individual properties. It is anticipated that using the new data and setback calculator will protect properties better than the current regulations. OCRM commends the WCMP on their involvement in this effort, and encourages the Program to continue to work with the CHWG and Bayfield County to develop and implement policies (ordinances) based on the information gained from these projects.

The evaluation team also heard about the Lake Superior Coastal Mapping Portal, funded by the NOAA Coastal Services Center (and earlier in development, the WCMP). This project was initiated because land information managers identified a need for a “dynamic and distributed,” easy-to-use, geographic information system (GIS) to support coastal management. “Dynamic and distributed” meaning that data custodians (local, regional, state, federal, academic, or non-profit entities) maintain and provide access to the most current spatial data, allowing remote users to access and integrate data in real-time from multiple sources. Partners now include the City of Superior, Douglas County, Bayfield County, Ashland County, Iron County, and the Northwest Wisconsin Regional Planning Commission. Some CHWG members highlighted the need for a GIS-based coastal hazards atlas like this for the entire Wisconsin coastline, which could be used to identify data gaps in addressing issues like identifying high water mark and changing ordinances. One of the challenges noted to developing such an atlas, however, is the initial organization of the data – identifying what is available where, and the metadata. The lack of data was also identified by the WCMP as a significant impediment to meeting programmatic objectives.

The evaluation team noted that there have been numerous accomplishments during this evaluation period with regards to addressing coastal hazards. The WCMP (and CHWG) have supported the study of bluff erosion processes, the development of methodologies to estimate erosion and determine setbacks, and ongoing education and outreach. The Coastal Program has also worked with a number of coastal counties (e.g. Bayfield, Ozaukee, Racine) to improve current regulatory mechanisms by developing, strengthening, and/or adopting new shoreline zoning regulations and setback ordinances. OCRM finds that the WCMP is addressing the State’s priority coastal hazards issues, and is making progress towards its §309 objectives through both work with the Coastal Hazards Work Group and funding through its grant program.

Accomplishment: Working through both the Coastal Hazards Work Group and its grant program, the WCMP is making progress towards increasing the effectiveness (and number) of policies addressing coastal hazards in Wisconsin. Specifically, the Coastal Program supports efforts that characterize hazard risk and inform the development of defensible hazard mitigation policies (e.g. setback ordinances) for coastal counties.

F. COASTAL DEPENDENT USES AND COMMUNITY DEVELOPMENT

As described in its program document, the WCMP supports both state and local partners with their roles in protecting and developing coastal resources. While general policies for coastal resource stewardship are developed at the state level, local governments in Wisconsin have the main

responsibility for managing those within their communities primarily through zoning and permitting. Wisconsin's coastal counties sustaining higher population growth rates than the rest of the state and thus increased pressure on land use and the development of natural resources. As discussed in the last evaluation findings, beginning in 2010, all towns, villages, cities, and counties that engage in official mapping, regulation or zoning, must confirm that those actions are consistent with that community's comprehensive plan (s. 66.1001, Wisconsin Statutes). This means that basically all communities that do not currently have a comprehensive plan in place are in the process of developing one.

The WCMP provides both technical and financial assistance to support and strengthen local government capabilities and capacity to plan for and manage their coastal resources. Coastal communities look to the WCMP for support on initiatives such as staff training, data collection and analysis, planning, and ordinance revision. During this evaluation period, the WCMP helped to support approximately ten different types of planning efforts through the grant program, and likely at least as many others through general technical assistance (such as that provided through the Regional Planning Commissions). The evaluation team heard from a number of communities where WCMP investment and involvement in planning efforts benefited both resource protection and economic development. For example, the Cities of Ashland and Bayfield, on Lake Superior, both initially worked with the WCMP to develop comprehensive plans for their communities (not during this evaluation period). During this evaluation period, both cities have partnered with the Coastal Program to implement elements from their plans such as stormwater management and public access enhancements.

The WCMP also continues to partner with the State's Regional Planning Commissions (Bay-Lake, Southeastern Wisconsin, and Northwest Wisconsin) to support local governments through outreach, grant writing, and comprehensive planning efforts. In addition, the Coastal Program works with Tribal governments, both through technical assistance and the grant program, to address on coastal management issues. The evaluation team was able to meet with individuals representing one of these partnerships, who noted that the federal match requirement is a significant obstacle to greater collaborations.

OCRM finds that the WCMP supports community development and coastal dependent uses by providing coastal communities with the technical and financial assistance necessary to help plan for and manage coastal resources. In addition, it was evident that local partners value the Coastal Program's involvement and expertise in major planning and community development initiatives regardless of whether or not the individual effort is actually being funded through a WCMP grant. The evaluation team also noted that the WCMP's proximity to the Comprehensive Planning Program, also implemented through the WDOA and under the purview of the Coastal Program Manager, complements this work with coastal communities.

G. GOVERNMENT COORDINATION AND DECISION-MAKING

As discussed previously in this document, OCRM finds that the WCMP successfully supports government coordination and coastal management decision-making in Wisconsin through a variety of activities. The current organization of the Coastal Program, in general, provides a solid

structure for state-level policy and management coordination through both informal information flow and more formally through the Federal Consistency process. The WCMP grants program also supports a number of activities that improve coordination and decision-making across multiple government levels and partners (both governmental and non-governmental). As described in its program document, the WCMP works to: improve information flow and coordination of policies related to key coastal areas and uses and with emphasis on streamlining procedures and eliminating duplication or conflicting efforts; improve coordination with adjacent Great Lakes states and federal agencies with continuing programs affecting Lakes Michigan and Superior; and support tribal governments in their efforts in coastal management. OCRM finds that the WCMP is successful in these efforts.

1. Lake Superior National Estuarine Research Reserve

One of the best examples this evaluation period of the WCMP's ability to coordinate across agencies and organizations, levels of government, and communities is the Lake Superior National Estuarine Research Reserve (NERR) selection and nomination process.

Wisconsin first expressed interest in designating a Lake Superior NERR in 2004 based on the support of more than twenty stakeholder groups. In 2005, the WCMP funded a research project by the University of Wisconsin (UW)-Extension that resulted in the document *An Assessment of Wisconsin's Great Lakes Freshwater Estuary Applied Research, Management, and Outreach Needs*. This initiative identified priority outreach, research, and management needs in communities and provided the foundation for the NERR site selection process. In 2006, the Program began working with the UW-Extension to facilitate a comprehensive site selection process that engaged all public stakeholders. In May 2008, Governor Doyle nominated the St. Louis River as a NERR site on Lake Superior.

The evaluation team was highly impressed by the sustained enthusiasm for, and engagement in, the NERR and the selection/nomination process itself. The team was able to meet with many of the primary NERR partners, all of whom commended the WCMP staff on their efforts to make the process thoughtful and inclusive, which led to widespread buy-in at all stakeholder levels. The evaluation team also heard from potential designees that just being involved in the process was beneficial for community capacity building. In addition, the WDNR plans to use information gained from the process to inform future coastal management initiatives, such as the development of a nearshore monitoring program that will hopefully dovetail with monitoring programs at the anticipated NERR.

Accomplishment: The WCMP played a leadership role in the comprehensive process that resulted in the selection and nomination of the St. Louis River Estuary as a National Estuarine Research Reserve.

It should be noted that OCRM has observed an excellent working relationship between the WCMP and the UW-Extension throughout this process, as well as with other collaborative initiatives in research and outreach. The UW-Extension is the proposed state partner for the NERR, and so the evaluation team anticipates that this partnership will continue to develop, as one of the primary goals of the NERR System is to help address priority coastal management issues through scientific

research, education and stewardship activities. OCRM encourages both entities to continue to coordinate and collaborate on addressing coastal management issues as much as practicable.

2. Federal Consistency

The CZMA's federal consistency provision (§307) is a primary incentive for states to participate in the national coastal zone management program. It is also a powerful tool that states use to manage coastal uses and resources and to facilitate cooperation and coordination with federal agencies. The federal consistency provision requires that federal agency activities that have reasonably foreseeable effects on any resource in the coastal zone must be consistent to the maximum extent practicable with the enforceable policies of a state's coastal management program and that non-federal applicants for federal licenses or permits and that state agency and local government applications for federal funding be fully consistent. Federal consistency reviews are the responsibility of the lead state agency that implements or coordinates the state's federally-approved coastal management program. In Wisconsin, WDOA exercises the state's authority to review federal activities in the coastal zone to ensure that they are consistent with the WCMP's enforceable policies.

In 2006 the WCMP completed (and NOAA approved) a Routine Program Change, updating the State's approved program document for the first time since 1999. Major changes that were incorporated included the implementation of a new system for wetland permitting and new rules for nonpoint pollution stemming from the State's Coastal Nonpoint Pollution Control Program. The WCMP is now able to use the updated policies in its Federal Consistency reviews. In addition, the new program document, *Wisconsin Coastal Management Program: A Strategic Vision for the Great Lakes*, includes a clear and concise explanation of Wisconsin's coastal issues, WCMP goals and activities related to those issues, and specifics concerning state policies and Federal Consistency review. OCRM commends the WCMP on not only completing this program change submission and implementation, but also on developing a document that can be used as a comprehensive outreach tool for the program.

Accomplishment: The WCMP completed a Routine Program Change to update the State's approved program document. The new program document, *Wisconsin Coastal Management Program: A Strategic Vision for the Great Lakes*, describes current coastal issues in Wisconsin, clearly articulates program structure, goals, and objectives, and contains all enforceable policies of the WCMP.

The WCMP's federal consistency Memoranda of Understanding (MOUs) with other state agencies were not updated subsequent to these program changes. OCRM strongly encourages WCMP to revise these MOUs which will help further strengthen, clarify, and streamline their Federal Consistency process. As part of this effort, WCMP staff may want to review other networked coastal programs' consistency processes to inform how they might strengthen their agency relationships and overall process. WCMP staff also discussed the need for educating new staff in partner agencies who might not fully understand the consistency process, or their responsibilities concerning it. OCRM encourages the WCMP to consider how to best educate new partners regarding their roles and responsibilities in the federal consistency process.

Program Suggestion: OCRM strongly encourages the WCMP to review their relationship with other state agencies concerning federal consistency and to subsequently update the Memoranda of Understanding with those partners in order to strengthen, clarify, and streamline their Federal Consistency process.

3. Regional Collaborations

Wisconsin is a member of a number of Great Lakes regional organizations (e.g. the Great Lakes Commission, and the Council of Great Lakes Governors), that are focused on managing natural resources for public and private use, development, and conservation, across state and national boundaries. In addition, Wisconsin is contiguous with two other coastal states; one of which, Minnesota, also has an approved coastal program with similar overarching goals. (Illinois coastal program is in development.) Partnerships such as these can be extremely valuable to Wisconsin in achieving its coastal management objectives.

The evaluation team was able to talk with individuals who represent some of the WCMP's regional partners (e.g. the Minnesota Lake Superior Coastal Program (MN LSCP), the Lake Superior Binational Program) and noted that there is significant interest in increased collaboration on addressing issues such as nonpoint source pollution, climate change, lake level rise, etc. The MN LSCP is a natural partner—the two programs currently collaborate on the award-winning “A View from the Lake” boat trips on Lake Superior. OCRM encourages both the WCMP and MN LSCP to identify opportunities where they can continue to work together to address coastal management issues both in the St. Louis River estuary and Lake Superior as a whole.

The evaluation team also recognized that the WCMP, as well as other state coastal programs, might require additional support to effectively participate in cross-boundary coordination and management of regional resources. NOAA is currently expanding upon its existing regional coordination and communication efforts with a shift toward “regional collaboration”, to better integrate program activities to address NOAA's priorities at both the national and regional scale. The WCMP should continue to work with OCRM to identify and take advantage of opportunities that may arise from this new regional structure.

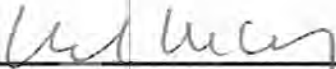
V. CONCLUSION

For the reasons stated herein, I find that the State of Wisconsin is adhering to the programmatic requirements of the Coastal Zone Management Act and its implementing regulations in the operation of its approved WCMP.

The WCMP has demonstrated many accomplishments, and made notable progress in the following areas: program administration, grants program execution and diversity of projects, coastal hazards, and the Lake Superior NERR nomination.

These evaluation findings also contain two Program Suggestions. Program Suggestions should be addressed before the next regularly-scheduled program evaluation, but they are not mandatory at this time. Summary tables of program accomplishments and recommendations are provided in Appendix A.

This is a programmatic evaluation of the WCMP which may have implications regarding the State's financial assistance awards. However, it does not make any judgment about or replace any financial audits.



David M. Kennedy
Director, Office of Ocean and Coastal
Resource Management

5-8-09
Date

VI. APPENDICES

APPENDIX A: SUMMARY OF ACCOMPLISHMENTS AND RECOMMENDATIONS

Accomplishments

Issue Area	Accomplishment
Organization and Administration	The WCMP successfully coordinates and collaborates with agencies and organizations (at federal, state, and local levels) to address state and national coastal management goals. In daily contact with an impressive list of partners, staff demonstrate a strong understanding of current and emerging coastal issues, and of how to proactively address them.
Grants Program	The WCMP directs a successful grant program that provides financial and technical assistance to diverse partners for projects that address the range of coastal management issues in Wisconsin. The portfolio of projects supported is thoughtfully balanced with regards to issue, location, and type, illustrating the Program's balance of coastal management goals.
Coastal Hazards	Working through both the Coastal Hazards Work Group and its grant program, the WCMP is making progress towards increasing the effectiveness (and number) of policies addressing coastal hazards in Wisconsin. Specifically, the Coastal Program supports efforts that characterize hazard risk and inform the development of defensible hazard mitigation policies (e.g. setback ordinances) for coastal counties.
Government Coordination and Decision-making	The WCMP played a leadership role in the comprehensive process that resulted in the selection and nomination of the St. Louis River Estuary as a National Estuarine Research Reserve.
Government Coordination and Decision-making	The WCMP completed a Routine Program Change to update the State's approved program document. The new program document, <i>Wisconsin Coastal Management Program: A Strategic Vision for the Great Lakes</i>, describes current coastal issues in Wisconsin, clearly articulates program structure, goals, and objectives, and contains all enforceable policies of the WCMP.

Recommendations

All recommendations are in the form of Program Suggestions.

Issue Area	Recommendation
Outreach	OCRM encourages WDOA to consider supporting a new WCMP staff position to coordinate and implement the Program's public outreach and Great Lakes education efforts.
Government Coordination and Decision-making	OCRM strongly encourages the WCMP to review their relationship with other state agencies concerning federal consistency and to subsequently update the Memoranda of Understanding with those partners in order to strengthen, clarify, and streamline their Federal Consistency process.

APPENDIX B. WCMP'S RESPONSE TO 2004 EVALUATION FINDINGS

Program Suggestion #1: 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.

WCMP Response: The WCMP developed changes to its program policies and coordinated with OCRM on a Routine Program Change. After receiving concurrence from OCRM, the WCMP published a second notice of the changes to the program's policies, which allowed the WCMP to use the revised policies for Federal Consistency review. The updated policies reflect current state regulations and statutes. The WCMP is now using the updated policies for Federal Consistency review.

Program Suggestion #2: The WCMP should work within WDOA guidelines to fully staff the program to submit program changes and updates to the legal framework and incorporate the Coastal Nonpoint Pollution Control Program.

WCMP Response: The WCMP received approval and hired a project employee, Todd Breiby, who will take over Andrea Finch's project position. Todd will be the lead staff on the coastal management performance measurement system, nonpoint and education grants, and program outreach. WCMP staff face an increased workload due to extended vacancies in the office manager and grants specialist positions.

Program Suggestion #3: The WCMP and WDNR should monitor and review the resource protection effectiveness and efficiency of the State's new water regulatory framework and assess the capacity of WDNR to adequately carry out the laws and regulations comprising the enforceable policies and core authorities of the approved WCMP. The WCMP and WDNR should also seek ways to improve performance reporting to NOAA on permits and other resource management activities.

WCMP Response: The WCMP and WDNR have met and have implemented a process to better communicate reporting waterway and wetland reporting. At the request of the WDNR, a WCMP working group will be facilitating the process of developing performance measures for Great Lakes shoreland protection rules and the WCMP is working with the WDNR on permitting staff and contractor trainings. WDNR has completed periodic evaluations of the permit process and is monitoring permit compliance and impacts on wetlands and aquatic habitat.

Program Suggestion #4: The WCMP and WDNR 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.

WCMP Response: The WCMP, together with the WDNR, University of Wisconsin Extension, and Sea Grant Institute regularly meet on Great Lakes issues and are working on the development of a state-wide Great Lakes Restoration Strategy consistent with the Regional Collaboration. The WDNR and University of Wisconsin Sea Grant Institute are represented on the Governor appointed Wisconsin Coastal Management Council.

Program Suggestion #5: 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 WDOA 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.

WCMP Response: The WCMP has fostered and funded two Nonpoint Education for Municipal Officials (NEMO) projects as well as a stormwater education project and sponsored stormwater modeling training for WWDNR field staff. Stormwater education was featured in the 2006 Wisconsin Great Lakes Chronicle. Based on discussions with WDNR a number of projects directed at Lake Superior sedimentation have been funded by the WCMP. Most of the WCMP has been very committed to addressing runoff pollution. Most of the funding support has come from its S. 306 funding as the Coastal Nonpoint Pollution Control funding has been minimal.

Program Suggestion #6: 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.

WCMP Response: All WCMP grant materials were available online for this latest grant cycle from the program web site, <http://coastal.wisconsin.gov>. The latest publications from the WCMP are downloadable as well as a wealth of information on the program. The Resource Policy Team (of which the WCMP is part of) has developed a web mapping tool for community comprehensive plans.

The program has been supportive, and has been a part of, outreach efforts and events that take advantage of internet tools. Examples include the 2005 Wisconsin Waterfront Revitalization Conference (<http://www.glc.org/wiconference/index.html>) that has archived the webcast of the event available for viewing in five parts:

- Part 1: Welcoming Remarks; Benefits of Waterfront Revitalization - Economic, Social and Environmental; Begin with the End in Mind - Developing Your Waterfront Vision
- Part 2: Unlocking Brownfields - A Strong Brownfields Team
- Part 3: Control Your Destiny - Obtaining Access and Acquiring Properties
- Part 4: Money, Money, Money - Funding Your Projects From A to Z
- Part 5: Case Studies Linking Revitalization with Resource Protection; Workshop Wrap-Up

Grant products that have internet applications include the Great Lakes Circle Tour – Coastal Access Guide (<http://www.aqua.wisc.edu/glct/>).

Grant products have also been made available to the public through the grant recipients' websites. An example includes access to the summary report, "Climate Change in the Great Lakes Region, Starting a Public Discussion" (<http://aqua.wisc.edu/publications/PDFs/ClimateChangeBooklet.pdf>).

Staff developed a proposal to implement an electronic grant management system for the Resource Policy Team. The proposal requested using "E-grants", a web-based application currently used by the state's Office of Justice Assistance. E-grants was originally created by Pennsylvania using federal Department of Justice funds, and is available at no charge to other state governments. Due to uncertain costs to implement and maintain this system (costs in addition to the software), and the lack of staff resources to commit to the project, the E-grants system was not implemented. The program will continue to take advantage of other web-based technologies as they are made available.

Program Suggestion #7: The WCMP is encouraged to develop and present education and orientation on coastal issues to Council members.

WCMP Response: At each Council meeting, presentations from WCMP grantees and an exchange of information is facilitated.

Topics include:

- Council of Great Lakes Governor's Restoration Workshops
- Annex 2001 Implementation Agreement (Great Lakes Compact)
- Lake Superior National Estuarine Research Reserve
- Presentation of outreach materials
- Invasive Species
- Beach Health

Program Suggestion #8: The WCMP should continue efforts to develop and implement coastal erosion policies.

WCMP Response: The WCMP has incorporated this suggestion into its 309 Needs Assessment. The interagency Coastal Hazards Work Group continues to meet as needed to develop and implement coastal erosion policies.

APPENDIX C. PERSONS AND INSTITUTIONS CONTACTED

Wisconsin Coastal Management Program

Name	Position
Michael Friis	Program Manager
Travis Olson	Wetland Protection and Land Use Planning Coordinator
Kathleen Angel	Federal Consistency and Coastal Hazards Coordinator
Todd Breiby	Coastal Nonpoint Control and Education Coordinator
Sarah Elliot	Program Planning Analyst

Wisconsin State Agencies

Name	Department/Office
Peter Herreid	Division of Intergovernmental Relations, Department of Administration
Harald "Jordy" Jordahl	Division of Intergovernmental Relations, Department of Administration
Andrew Moyer	Department of Administration
Nancy Larson	Department of Natural Resources
John Jereczek	Department of Natural Resources
Steve LaValley	Department of Natural Resources
John Gozdzialski	Department of Natural Resources
Chuck Ledin	Department of Natural Resources
Jim Baumann	Department of Natural Resources
Carmen Wagner	Department of Natural Resources
John Pohlman	Department of Natural Resources
Larry Frietag	Department of Natural Resources
Mary Ellen Vollbrecht	Department of Natural Resources
Jeff Ripp	Public Service Commission
Keith Meverden	Wisconsin Historical Society
Keith Foye	Department of Agriculture, Trade and Consumer Protection

Coastal Management Council

Name	Agency
Mayor Larry MacDonald	City of Bayfield
Bill Schuster	Door County Soil and Water Conservation
Sharon Cook	City of Milwaukee, Alliance for the Great Lakes
Ken Leinbach	Urban Ecology Center
Ervin Soulier	Bad River Natural Resources Department

University of Wisconsin

Name	District
Becky Sapper	UW-Extension - Northern Great Lakes Visitor Center
Sue O'Halloran	UW-Superior and UW-Extension - Lake Superior Research Institute
Cathy Techtmann	UW-Extension - Northern Great Lakes Visitor Center
Diane Daulton	UW-Extension - Park Falls Service Center

Patrick Robinson	UW-Extension – Green Bay
Gene Clark	UW-Sea Grant – Superior
David Hart	UW-Sea Grant – Madison
Harvey Bootsma	UW-Milwaukee – Great Lakes WATER Institute
Rebecca Klaper	UW-Milwaukee – Great Lakes WATER Institute

Program Partners

Name	Affiliation
Jason Serck	City of Superior
Sean Hancock	City of Superior
Mary Morgan	City of Superior
Bonita Martin	St. Louis River Citizen Action Committee
Ted Smith	St. Louis River Citizen Action Committee
Mindy Granley	Minnesota Lake Superior Coastal Program
Ruth Oppedahl	Bayfield Regional Conservancy
Keith Sowl	Town of LaPointe
Bruce Lindgren	Lake Superior Binational Forum
Sandy Schultz	Consultant
Jason Laumann	Northwest Regional Planning Commission
Karl Kastrosky	Bayfield County
Steve Sandstrom	Sigurd Olson Environmental Institute at Northland College
Scott Galetka	Bayfield County
Elizabeth Post	Sigurd Olson Environmental Institute at Northland College
Brea Lemke	City of Ashland
Naomi Tillison	Bad River Natural Resources Department
Mark Walter	Bay Lake Regional Planning Commission
Dean Haen	Port of Green Bay, Brown County
Carl Weber	City of Green Bay
Amanda Brown	Door County Soil and Water Conservation Department
Bob Bordeau	City of Sturgeon Bay
Marty Olejniczak	City of Sturgeon Bay
George Pinney	Door County Parks
Don Reed	Southeast Wisconsin Regional Planning Commission
Ann Beier	City of Milwaukee
Eric Reinelt	Port of Milwaukee
Larry Sullivan	Port of Milwaukee
Andy Holschbach	Ozaukee County Planning, Resources and Land Management
Dave Nowak	Ozaukee County Parks Department
Julie Kinzelman	City of Racine
Cheryl Nenn	Friends of Milwaukee's Rivers
Kae DonLevy	Wisconsin Harbor Towns Association
Carolyn Colwell	Milwaukee Public Library
Dave Misky	City of Milwaukee
Peter McAvoy	16 th Street Community Health Center
Ben Gramling	16 th Street Community Health Center

Laura Bray	Menomonee Valley Partners, Inc.
Alan Lulloff	Association of State Floodplain Managers
Angie Tornes	National Park Service
Becky Abel	Wisconsin Wetlands Association
David Clutter	Natural Resources Foundation of Wisconsin
Karen Bassler	Wisconsin Wetlands Association
Mike Strigel	Gathering Waters Conservancy
Helen Sarakinos	River Alliance of Wisconsin

APPENDIX D: PERSONS ATTENDING THE PUBLIC MEETING

One public meeting was held on Wednesday, June 18, 2008, at 6:00 p.m., at the Crossroads at Big Creek, 2041 Michigan Street, Sturgeon Bay, Wisconsin. A list of attendees follows:

Name	Affiliation
Siguinn Hulbul	S.E. Jacksonport Association
Ramelle Bintz	Door County Advocate

APPENDIX E: NOAA’S RESPONSE TO WRITTEN COMMENTS

OCRM received 1 set of written comments regarding the Wisconsin Coastal Management Program. Comments are summarized below and followed by OCRM’s response.

Board of Directors Southeast Jacksonport Neighborhood Association

Comments: The Board of Directors of the Southeast Jacksonport Neighborhood Association wrote to state their opposition to the proposed expansion of Schauer Dock in Jacksonport, Wisconsin. The Association has expressed its opposition to this project since 2004, citing both environmental and safety concerns. The Board of Directors also attached an article from the Door County Environmental Council Fall 2007 Newsletter, which states that organization’s opposition as well.

OCRM Response: The evaluation team has forwarded this comment (and attachment) to the WCMP. The WCMP is expected to share the information with the WDNR who is responsible for dock expansion permit decisions (Chapter 30, Wisconsin Statutes). The Board may wish to contact the WCMP about any upcoming input points (public meetings or hearings, permit public comment periods, etc.) when the Board can provide comments to the WDNR. The dock permit expansion authority in Chapter 30, Wisconsin Statutes, is incorporated into the NOAA-approved Wisconsin Coastal Management Program and is implemented solely by the WDNR.