AGENDA
JEFFERSON COUNTY LAND INFORMATION COUNCIL

ROOM 203, COUNTY COURTHOUSE
311 S. CENTER AVE., JEFFERSON, WI 53549
8:30 A.M. ON TUESDAY, JULY 19, 2016

Andy Erdman, Staci Hoffman, John Jensen, Rob Klotz, Joanne Larson, Todd Lindert, Jim Morrow, Steve Nass, Tracy Saxby, Mark Watkins, Roland Welsch

1) Call to Order
2) Roll Call
3) Certification of Compliance with Open Meetings Law Requirements
4) Review and Approval of Agenda
5) Public Comment
6) Approval of December 16, 2015 Land Information Council Meeting Minutes
7) Communications
8) Retained Fee and Grant Report for 2015
9) Report on Parcel Map Improvement Project – Andy Erdman
10) Review of Geospatial Data Distribution Policies and Fees
11) Discussion and Possible Action on the Draft 3 of the Wisconsin Land Information Plan 2016-2021
12) Discussion and Possible Action on Proposed Education and Strategic Initiative Grants for 2017
13) Discussion and Possible Action on Proposed 2017 Land Information Program Budget - Andy Erdman
14) Adjourn

If you have questions regarding these matters, please contact the Land Information Office at 920-674-7254.

Individuals requiring special accommodations for attendance at the meeting should contact the County Administrator at 920-674-7101 24 hours prior to the meeting so that appropriate arrangements can be made.

MINUTES OF THE
JEFFERSON COUNTY LAND INFORMATION COUNCIL

ROOM 203, COUNTY COURTHOUSE
311 S. CENTER AVE., JEFFERSON, WI 53549
8:30 A.M. ON WEDNESDAY, DECEMBER 16, 2015

Andy Erdman, Staci Hoffman, John Jensen, Rob Klotz, Joanne Larson, Todd Lindert, Jim Morrow, Steve Nass, Tracy Saxby, Mark Watkins, Roland Welsch

1) Call to Order
   The meeting was called to order by Erdman at 8:34 a.m.
2) Roll Call
   Present at 8:34 were Erdman, Hoffman, Jensen, Klotz, Larson, Morrow, Saxby and Welsch. Also present was Deb Magritz of the Zoning Department.
3) Certification of Compliance with Open Meetings Law Requirements
   Erdman verified that the meeting was being held in compliance with open meetings law requirements.
4) Review and Approval of Agenda
   No changes were proposed.
5) Public Comment
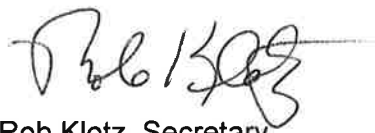   There was no public comment.

   Nass arrived at 8:35 a.m.

6) Approval of July 22, 2015 Land Information Council Meeting Minutes
   Motion by Hoffman, seconded by Jensen to approve the minutes as printed. Motion carried on a voice vote with no objection.
7) Communications
   There were no communications.
8) Discussion and Possible Action on the Draft Jefferson County Land Information Plan Review
   Erdman explained that there is a different format this year; the Department of Administration (DOA) now requires a 3-year plan instead of one done every five years. Review of the draft begins with this Council, then goes to the Planning and Zoning Committee on December 21, then to the DOA for peer review. If there are changes recommended, this Council may have to meet again in March and forward a revised plan to the Planning and Zoning Committee and County Board. Erdman displayed the draft copy and explained. He noted that he tried to get rid of extra elements over which the Council has no control. Welsch asked about an emergency notification application that is currently not in the plan. The County Administrator will have to be consulted. Erdman spoke of current projects: converting the GIS public viewer to Java HTML 5, compatible with phones and tablets; expanding storage space; keeping current with security and software; mobile GIS and data collection; developing activity-focused GIS websites; and GIS disaster assessment. Nass asked about mapping pipelines, and discussion ensued. This could be included under long-term goals. Diggers Hotline and PSC layer mapping were other items discussed. Additional projects such as scanning of historical photography, facility, architectural and highway construction plans were explained. Back indexing to allow for 60-year searches was considered as something that could be potentially hired out, and Hoffman expanded on that. Mapping structures in floodplain may be accomplished by hiring a summer intern.

The $50,000 Strategic Initiative Grant from DOA would allow for remapping of rural parcel maps. One company estimated their cost at $16 per parcel, which would allow 14,000 parcels to be remapped. Ongoing costs not associated with a specific project include software support, load balancer replacement, funds for education and training and fixed costs. Depending upon the year, approximately $68,000 is available for these projects. Other long-term projects and completed projects were explained. A motion was made by Klotz to accept the draft plan with amendments made this day and to send it on to the Planning and Zoning Committee. Nass seconded, and the motion carried on a voice vote with no objection.

Erdman was thanked and congratulated by the Council for a job well done.

9) Adjourn
Motion by Nass, seconded by Jensen to adjourn the meeting. Meeting adjourned at 9:30 a.m.

Rob Klotz, Secretary

If you have questions regarding these matters, please contact the Land Information Office at 920-674-7254.

Individuals requiring special accommodations for attendance at the meeting should contact the County Administrator at 920-674-7101 24 hours prior to the meeting so that appropriate arrangements can be made.

STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION
DIVISION OF INTERGOVERNMENTAL RELATIONS
DOA-12020 (R 02/2016)
S. 16.967(7) WIS STATS
S. 59.72(2)(b) WIS STATS

RETURN COMPLETED FORM TO:
WISCONSIN LAND INFORMATION PROGRAM
PO BOX 8944, MADISON, WI 53708-8944
WLIP@wisconsin.gov
VOICE (608) 267-3369
FAX (608) 267-6917

Wisconsin Land Information Program
County Retained Fee/Grant Report

Instructions:

If your county has accepted a grant under s. 16.967(7) WIS STATS or retained any fees under s.59.72 (5) WIS STATS, submission of this report to the Wisconsin Department of Administration, Division of Intergovernmental Relations is required by June 30th of the following year in accordance with s. 59.72(2)(b) WIS STATS.

County Jefferson	County FIPS 055	Recording Period: From Jan. 1, 2015 To Dec. 31, 2015	
Name of Land Information Officer Andy Erdman		Email Address andye@jeffersoncountywi.gov	Phone Number 920-674-7146

1.	Amount received in WLIP grants under s. 16.967(7) Wis. Stats. in the reporting period (Jan. 1 – Dec. 31, 2015)	$ 2,480.00
2.	Amount of document recording fees retained under s. 59.72(5) Wis. Stats. for land information in the reporting period at $8 per document (Jan. 1 – Dec. 31, 2015)	$ 105,200.00
3.	Total amount of grants and retained fees provided through the WLIP in 2015	$ 107,680.00

Brief narrative or bulleted summary of 2015 land information activities, including relevant web-links:

Spring Leaf Off Orthophotography: A request for proposal process took place in late 2014 to procure spring leaf off orthophotography in 2015. The Sanborn Map Company was awarded the contract to acquire 4 Band Color Near Infrared 6 inch pixel orthophotography for Jefferson County. The County also partnered with the City of Watertown to acquire an additional 51 square miles in and around the portion of the city that is in Dodge County. The County received delivery of the orthophotography in August of 2015. Base Budget Grant funding was use for this project.

GIS Website Mobile Friendly Upgrade: A consultant was hired to convert the County's Microsoft Silverlight based GIS websites to the ESRI Javascript/HTML5 mobile friendly web app builder platform. The basic web map content is built in ArcGIS online from rest map services hosted on a county ArcGIS server. Much of the sites were built with out of the box widgets and themes. However, some customization was required to meet long standing expectation of internal and external GIS users.
Public GIS viewer link: http://jeffarcgis.jeffersoncountywi.gov/apps/PublicGISmr/

Software and Hardware Maintenance: Software maintenance and hardware replacement costs totaled $62,153 for GIS and Document Imaging in 2015. The cost of keeping software and hardware up to date in today's computing environment is an ongoing concern for Jefferson County.

Digital Parcel Map Improvement: The Land Information Office started a parcel map improvement program for unincorporated areas of the county in 2014. The current digital parcel maps for the Town areas of the County were first compiled in the early 1990s by digitizing hand drawn maps and rectifying them to the Public Land Survey Grid. The improvement project engages building the digital parcel map fabric one parcel at time using the best survey information available in the County Surveyor and Register of Deeds records. The Cartographer in the Land Information Office re-mapped digital parcel features for 24 sections in 2015.

Land Info Spending Category ▼	Project Description(s) If you have multiple projects in a Spending Category. Row height will automatically expand as you type.	Land Info Plan Citations Page number or section reference	Project Cost Note unit cost and project total for each project	Total Cost for Spending Category (ONE total per Spending Category)
Digital Parcel Mapping				0.00
PLSS				0.00
Other Parcel Work (e.g., ROD indexing)				0.00
LIDAR				0.00
Orthoimagery	County-wide Spring 2015 Leaf Off - 4 Band NIR - 6 Inch pixel	Page 29		36628.00
Address Points				0.00
Street Centerlines				0.00
Software	Carlson Survey CE Annual Support NR151 Software Annual Support ESRI GIS Software Annual Support Document Imaging Software Annual Support WinZip Software 5 FileDirector Scan Licenses	Pages 2 - 6, 8 – 10, 12, 17,23, 24, 27-46	175.00 400.00 14400.00 18208.00 29.95 7050.00	40262.95
Hardware	Scanner Replacement 9 PC Replacements for GIS and Document Imaging users Survey Grade RTK GPS Large Monitor	Pages 5,6,17,23, 24 & 44 Pages 2 - 6, 8 – 10, 12, 17,23, 24, 27-46	5325.00 5932.78 9995.00 639.06	21891.84
Website Development/ Hosting Services	GIS Website Development	Pages 6, 8 – 26 & 41,	9776.72	9776.72
Administrative Activities and Management	Per Diem for Land Information Council Social Security LIC Office Supplies Printing and Duplication	Pages 1, 2,45 & 46, 44	220.00 8.40 658.42 983.87	2000.63
Training and Education	WLIA Dues WLIA Annual Conference Registration Mileage Meals Lodging	Pages 2, 40, 45 & 46	150.00 1220.00 232.90 87.19 371.02	2161.11

Other (specify in second column)	Cyber Security Audit		11841.00	
				11841.00

TOTAL	**$ 124.462.25**
Amount of retained fees and grants **spent** on land records modernization in the reporting period Total may be more or less than the amount of grants and retained fees received in 2015 (if carried over from year to year)	
Amount of retained fees and grants carried forward to calendar year 2016 from previous years	$ 96,011.46

Draft 3
WLIP Program Plan: 2016-2021

Updated June 30, 2016

CONTENTS

OVERVIEW

Since it was created in 1989, the Wisconsin Land Information Program (WLIP), now administered by the Division of Intergovernmental Relations within the Wisconsin Department of Administration (DOA), has provided public funding to Wisconsin counties for the modernization of local land records. The purpose of this document is to provide structure and give direction for the Wisconsin Land Information Program for 2016-2021, in a manner similar to the county land information plans mandated by state statute 59.72(3)(b).

Conservatively assuming that the last two-year revenue trend will continue, annual revenue for the Land Information Fund would equal $6.3 million. This plan proposes continuing to fund county Base Budget, Training & Education, and Strategic Initiative grants, such that 90% of revenue from the Land Information Fund is targeted toward county grants. The remaining 10% is targeted toward Program administration, contracting for the Statewide Parcel Initiative, and facilitation of access to WLIP-funded data.

Note that the key proposals comprising this plan could be implemented within the bounds of the current statutory and administrative authority of the Program. In other words, this plan was designed such that the state legislature would not need to give additional authorization for DOA to implement this program plan.

Program Strategic Goals

- Strategic Goal #1: Administer County Grants & Institute Standards
- Strategic Goal #2: Continue Progress on the Statewide Parcel Map Initiative

Summary of Implementation Tasks

- Every county that retains less than $100k in a year will continue to be eligible for an annual Base Budget grant to reach the $100k threshold, and every county will continue to be eligible for an annual $1,000 Training & Education grant.
- Strategic Initiative grant funding will continue to be allocated equally among all 72 counties for 2018-2021.
- In 2018, counties would be eligible for Strategic Initiative grant funding to complete Benchmark Set I – Parcels.
- Beginning in 2018, each county would be eligible for Strategic Initiative grant funding to work on the new Benchmark Set II – Open Data.
- Beginning in 2018, after achieving Benchmark Set I and Set II, counties could choose from a menu of Benchmarks Set III options that include PLSS, aerial imagery, lidar, and additional layers to be determined with community input.
- DOA will continue to carry out the duties of the department under s. 16.967(3), including administering county grants and statewide projects, primarily the Statewide Parcel Map Initiative.
- DOA will work with counties to facilitate open data, enabling greater access to county GIS data.

Summary of Work Ahead

- The community will have the opportunity to help develop benchmark standards by June 30, 2017 for:

Additional Parcel Benchmarks
Open Data
Aerial Imagery
Lidar
Other Foundational Element Layers

1 INTRODUCTION

1.1 Purpose
The purpose of this document is to provide structure and give direction for the Wisconsin Land Information Program for 2016-2021. This plan is designed to provide a framework for future program planning and implementation activities moving forward.[1]

1.2 Strategic Goals
The Wisconsin Land Information Program is governed by s. 16.967 and s. 59.72, as well as Administrative Rule Adm 47. While these statutes direct and enable DOA to accomplish much in the realm of land information, they also limit DOA's authority and discretion. More exactly, DOA cannot spend Land Information Fund dollars on land information outside of what is enabled by s. 16.967. Titled "Aid to Counties," subsection seven specifically limits grant awards to counties.[2] Future WLIP projects will focus on two major emphases of the land information duties of the department as listed by s. 16.967: 1) County grants and standards; and 2) the Statewide Parcel Map Initiative.

Strategic Goal #1: Administer County Grants & Institute Standards
The main tool for carrying out DOA's duties is **grants awarded to counties**. Therefore, most of the program administration is in a broad sense administration of county grants, which extends well beyond clerical tasks to the creation and implementation of grant requirements, standards, and more. For instance, county grant administration involves reviewing and approving individual county land information plans, which provide an inventory of land information and guide WLIP grant and retained fee spending. Since Act 20 of 2013, grant requirements have grown to include detailed standards for sharing parcel data in the form of benchmarks to be achieved with the support of Strategic Initiative grants. The development and implementation of benchmarks and standards will be a main focus of future Program activities.

- ► Adopt and enforce a formal open data policy, wherein county land information offices shall make available and discoverable online, without charge and without restrictive licensure, data funded with WLIP retained fees or grants, with basic metadata and download capability (by 2019)
- ► Facilitate more convenient access to WLIP-funded data, so that users do not need to visit 72 county websites to find common data sets (by 2017)
- ► Assist counties in completing Foundational Elements, with additional benchmark standards to be developed (ongoing)

Strategic Goal #2: Continue Progress on the Statewide Parcel Map Initiative
The creation of a single statewide digital parcel map with geometric and tax roll information from 72 disparate information sources is an immensely complex task. While the Version 1 Statewide Parcel Map has been successful in a number of ways, **work related to the Parcel Initiative is nowhere near complete**. Again, the implementation of standards through the grant program is necessary for further innovation and efficacy of future iterations of the statewide parcel map.

- ► Produce a complete statewide parcel map comprised of standardized and integrated local parcel datasets that meet DOA's searchable format standard (by 2018)
- ► Further develop and standardize parcel data to address other state, local, and private sector business needs (ongoing)
- ► Create a spatially accurate statewide parcel map by progressing towards a complete and integrated PLSS (47 counties to be completed by 2020)

Concentrating program activities on these areas is necessary to achieve real, concrete, significant progress with coordinated county land records modernization and in the Parcel Initiative. In other words, it is necessary to *focus* efforts in order to ensure success.

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[1] It is intended that this plan guide the WLIP through 2021, while at the same time neither guaranteeing nor restricting any particular course of action. The figures in this plan do not indicate a pre-commitment to spending. This document includes a budget scenario that may change. The Program is mindful that utilization of Land Information Fund revenue must be consistent with statutory spending authority, as described by s. 16.967, and should be for well-defined activities with statewide benefits.

[2] With the qualification that counties may pass through funding to another local governmental unit.

1.3 Program Background

The WLIP dates back to the Wisconsin Land Records Committee, created in 1985 and charged with making policy recommendations to improve land information in the state. Based on the work of that committee, the WLIP was created through 1989 Wisconsin Acts 31 and 339. That legislation also created the Wisconsin Land Information Board and gave it the authority to implement the Program. In addition, the original legislation contained a provision that required each county to establish a land information office in order to participate in the Program.

A core activity of the WLIP is planning for land records modernization. In 1991, the first instructions for completing plans for county-wide land records modernization were released, highlighting the Program's focus:

> The objective of the Program is to facilitate the development of land information systems in the State of Wisconsin that are integrated vertically and horizontally. This is not to suggest the creation of a single, centralized land information system. Rather, the intent is the development of a decentralized confederation of systems where those with existing land records responsibilities would continue to collect, maintain and keep custody of land information . . . . The primary objective of the program is the organization and sharing of Land Information.[3]

The 1991 document went on to explain other components of the Program, including the grant process and the retained recording fees funding mechanism that provides funding to both counties and the state.

Furthermore, the instructions listed the original eight Foundational Elements (geographic frameworks, parcels, wetlands mapping, soils mapping, zoning mapping, institutional arrangements, communications, education and training, and public access arrangements). The Foundational Elements incorporate nationally-recognized "Framework Data" elements, the major map data themes that serve as the backbone required by users to conduct most mapping and geospatial analysis. Since the Foundational Elements were initially defined, they have evolved over the years, to their most recent expression in the 2015 *Uniform Instructions for County Land Information Plans.*

County land information plans are intended to give strategic direction for counties, as mandated by s. 59.72(3)(b). This is similar to the annual land

FOUNDATIONAL ELEMENTS

PLSS
Public Land Survey System Monuments
Other Geodetic Control and Control Networks

Parcel Mapping
Parcel Geometries
Assessment/Tax Roll Data
Non-Assessment/Tax Information Tied to Parcels
ROD Real Estate Document Indexing and imaging

LiDAR and Other Elevation Data
LiDAR
LiDAR Derivatives
Other Types of Elevation Data

Orthoimagery
Orthoimagery
Historic Orthoimagery
Other Types of Imagery

Address Points and Street Centerlines
Address Point Data
Building Footprints
Other Types of Address Information (e.g. Address Ranges)
Street Centerlines
Rights of Way
Trails

Land Use
Current Land Use
Future Land Use

Zoning
County General Zoning
County Special Purpose Zoning
Municipal Zoning Information Maintained by the County

Administrative Boundaries
Civil Division Boundaries
School Districts
Election Boundaries
Utility Districts
Public Safety
Lake Districts
Native American Lands
Other Administrative Districts

Other Layers
Hydrography Maintained by County or Value-Added
Cell Phone Towers
Bridges and Culverts
Other Layers

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[3] Wisconsin Land Information Board. (1991). *Recommendations and Requirements for County-Wide Plans for Land Records Modernization.*

information integration and modernization plans submitted annually by state agencies in accordance with section 16.967(6), Wis. Stats. The statute requires some agencies to submit to DOA a land information modernization and integration plan. Eleven agencies are named in the statute, but all state agencies using geospatial data or land information systems are encouraged to create and submit a land information report.

In the 2000s, the state agency plans followed a narrative format addressing the architecture of applications, information, technology, organization, and security. In most recent years, they have taken the form of an inventory of geospatial data holdings, available on the WLIP webpage.

1.3.1 Act 20 and the Statewide Parcel Map Initiative
In a 2012 report on statewide deer herd management, Deer Trustee Dr. James Kroll wrote, "It is our opinion, Wisconsin once was viewed as an innovator for geospatial information services, but has fallen behind" (p. 17). The Deer Report identified Wisconsin's GIS deficiencies for deer herd management, and other purposes like economic development and forestry. This in turn led to recommendations, one of which to adequately fund the development of geographic information systems (GIS) in Wisconsin.

In order to implement the Deer Trustee's recommendations, in the 2013-15 biennial budget the Governor included an initiative to create a statewide digital parcel map, increase revenue for the Wisconsin Land Information Program, and update the state's land cover map through the Department of Natural Resources. As part of Omnibus Motion #249, the Joint Committee on Finance added the directive to target the new Land Information Fund revenue primarily towards county land information systems as part of the Parcel Initiative, a guiding factor in the design of this program plan.

As enacted on July 1, 2013, Act 20 had significant implications for the WLIP and counties:
- It created the Land Information Fund, a segregated appropriation for state program revenue with statutory direction not to lapse funds from the appropriation
- Added a statutory directive to fund WLIP Base Budget grant eligibility up to the $100k threshold
- Increased WLIP Training & Education grant eligibility from $300 to $1,000 per county
- Directed DOA to create a statewide digital parcel map in coordination with counties
- Directed counties to meet a searchable format standard for parcel information

Born from Act 20, the Statewide Parcel Map Initiative is important for improving the quality of Wisconsin's real estate information, economic development, emergency planning and response, and other necessary citizen services, and is central to current Program activities.

1.3.2 The WLIC
The Wisconsin Land Information Council (WLIC) was created by DOA through administrative action in June of 2015. The purpose of the council is to advise DOA on matters relating to the WLIP, such as the allocation of grant funds, efficacy of grant projects, guidelines to coordinate land records modernization, legislative changes, and new sources of funding to pursue. The 12-member council is made up of private sector, local government, and state government stakeholder group representatives appointed by the DOA Secretary for three-year terms.

WLIC Member	WLIC Appointed Position	Organization/Trade Association
Don Dittmar – Chair	Land information officer	Land Information Officers Network
Adam Derringer – ViceChair	Geospatial professional	Wisconsin Land Information Association
Al Brokmeier	Real property lister	Wisconsin Real Property Listers Association
Daniel Frick	County surveyor	Wisconsin County Surveyors Association
Maria Holl	Public safety or emergency communications representative	Wisconsin Emergency Management Association
Cori Lamont	Representative of realtor industry	Wisconsin Realtors Association
Mark Paulat	Representative of state or federal government	Wisconsin Department of Revenue
Kristeen Pelot	Land title or financial lending industry representative	Wisconsin Land Title Association
Tim Statz	Utility industry representative	Wisconsin Utility Association
Nathan Vaughn	Licensed professional land surveyor	Wisconsin Society of Land Surveyors
Howard Veregin	State cartographer	State Cartographer's Office
Cynthia Wisinski	Register of deeds	Wisconsin Register of Deeds Association

1.4 WLIP Strategic Planning Process

This document is a result of a planning process that may be called strategic. The planning process from which this document was devised has been informed by and a part of other planning efforts. It is built on a tradition of collaboration between DOA and members of the Wisconsin geospatial community, from professionals representing various levels of government, the private sector, educational institutions, and non-profit organizations. A guiding principle has been the necessity and importance of listening to stakeholder needs and concerns.

Following the passage of Act 20 of 2013, while not labeled as a formal "strategic plan," the Statewide Parcel Map Initiative *Planning Process Framework* was an early effort for DOA to begin the dialog on how to employ the increase in Land Information Fund revenue. That document was prepared by WLIP staff in May of 2014 and released to the public as a concept document which proposed funding Strategic Initiative grants. It made parcels a clear priority—in particular, helping counties complete their parcel fabrics and meet the statutory requirements to post certain parcel information online by 2017.

The *Planning Process Framework* came with a commitment to two-way communication. Comments were invited; feedback was compiled and made available on the WLIP webpage. The organizations who wrote expressed general support for the Strategic Initiative grant concept of allocating $50k in annual strategic funding eligibility to each county, as well as for county benchmarks or performance measures. The document also featured a plan for county, state agency, and other stakeholder outreach, which was soon after implemented. For example, the WLIP grant administrator traveled to all 72 counties in 2014 and 2015, attending land information council meetings, gathering information, and listening to concerns.

Another tool for planning has been the WLIP survey. DOA has made the authorship of the survey a community process, by leading a workgroup to develop the survey questions, such as the 2014 WLIP Survey that measured land information office priorities. Such workgroups feature representatives from various stakeholder groups, in order to ensure broad representation of interests. Similarly, the 2015 *Uniform Instructions for County Land Information Plans* was written by a DOA-led workgroup spanning several weeks, where stakeholders had opportunities for authorship, drafts were released to the land information e-mail list serv, and the content was revised with the idea that it should reflect a multitude of voices.

Another strategic planning process that fed into the current state of the Program was the hiring of the state's Geographic Information Officer. When DOA management decided the position would be moved from its former home in the Division of Enterprise Technology to the WLIP, the working draft of the GIO position description was released for public comment. The process took public feedback into account before the position description was finalized. Here again, it was made clear that the Statewide Parcel Map Initiative was a priority, along with other issues like data sharing.

Continuing on the road of collaboration, the Version 1 Statewide Parcel Map Project is another example of DOA working with the community on planning tasks. With parcels the first priority, the V1 Project was able to achieve success in creating the state's first publicly available statewide parcel map.

V1 also set the standard for setting geospatial data standards. The *V1 Interim Report* offered the first set of Wisconsin's GIS data standards to eventually be tied to WLIP grants. However, before finalizing and enforcing the standards, they were derived from national standards, carefully researched by DOA and the State Cartographer's Office, and offered to the community for review. The benchmark standards were adjusted based on feedback and finalized in the 2016 Strategic Initiative grant application.

V2, the Version 2 Statewide Parcel Map Database Project, took the first set of benchmark standards to the implementation stage, through the data request and V2 submission documentation. But even before the data request was finalized, a pilot project was conducted with a handful of counties and the major vendors of tax parcel software, so that stakeholders had yet another chance to weigh in on standards and benchmark requirements.

Finally, the formation of the WLIC was a step to guide the Program's strategic planning and also a collaborative process. In January of 2015, an ad hoc Geospatial Strategy Working Group with membership

from many of Wisconsin's geospatial associations and organizations released a report called *A Geospatial Vision for Wisconsin*. After meetings between DOA and various groups, the council appointee list and charter were drafted, released for public comment, and revised. The Council itself was created in the summer of 2015.

The planning process for this document was discussed at the first meeting of the WLIC on Oct 28, 2015 and drafting of this document began shortly thereafter. The strategic goals and implementation tasks in this plan are the product of:
- The Program's duties as defined by statute
- What the Program is enabled to fund as defined by statutes and administrative rule
- The desire to gain a greater return on Wisconsin's land information investments in counties
- The desire to maximize federal and outside funding opportunities
- Motions passed by the WLIC
- Feedback received in public comments
- Consideration of Program history dating back to the *Larsen Report* and previous strategic planning efforts like 2007's *Wisconsin Location Matters*
- The intergovernmental relationship between DOA and county land information offices
- Data, research, and analysis of information related to geospatial data and land information systems
- Considerations of Program administrability, foremost existing staff and budget constraints

When drafts of this document were made available for review, many public comments were received. Feedback totaled 36 pages for Draft 1 and 27 pages for Draft 2. See the timeline below for other details regarding the process of writing this document.

There are a few points to be made here. First, strategic planning has been in the works in its current form since at least the passage of Act 20 of 2013. The approach of the Parcel Initiative from the LinkWISCONSIN Address Point and Parcel Mapping Project to V1 and V2—incremental progress and an iterative model with collaborative work—is an approach that allows for flexibility and well-informed decision making, while also being no less strategic. Second, major decisions from DOA on the Land Information Fund have consistently been communicated in draft form before finalized, with opportunities to listen to community input and work together.

1.4.1 Timeline & Plan Updates

Date	Milestone
2/10/2016	Draft 1 plan reviewed and discussed by WLIC
3/24/2016	Draft 1 plan public comments reviewed and discussed by WLIC
4/12/2016	Draft 2 plan concepts discussed by WLIC
4/27/2016	Draft 2 plan distributed with public comments deadline of May 27
6/08/2016	Draft 2 WLIC discusses public comments
6/30/2016	**Draft 3 plan distributed with public comments deadline of July 22**
8/01/2016	Draft 3 WLIC discusses public comments
TBD	Final Draft Released – Target Date Before August 31

Although this plan has a vision five years into the future, it is intended that this plan be updated at least every three years. However, it could be amended at any point before a comprehensive update takes place. In this sense, this plan provides structure and predictability, but not at the cost of allowing flexibility in implementation details and adaptability. The Wisconsin Land Information Council should review progress in implementation of the plan on at least an annual basis.

This plan is intended to give strategic direction for only the WLIP, with the implication that more detailed planning is to follow, and some uncertainly is inevitable. As such, much more detailed planning, research, and testing are required for most of the action items in this plan. Therefore, this plan should mainly serve as a framework and guide for more detailed planning. In this sense, program planning does not end with the adoption of this plan, rather it continues in more detail.

1.4.2 Community Authorship

The success of the Program depends on many partners. It entails cooperation with other stakeholders, consisting of those in private industry and state, regional, and local government.

The bulldozer symbol indicates an opportunity for community members to contribute their time and expertise to develop or implement the ideas in this plan throughout this document. For instance, a bulldozer appears each place that community members will be asked to participate in development of specific benchmark standards to become future grant requirements.

The bulldozer is a short-hand way to indicate that there is a great need for expertise from outside of DOA in order to implement this Program plan in a way that benefits the diverse range of WLIP stakeholders. While there is ample work for all to do to execute the ideas herein, there may also be land information needs that are not addressed in this document. Therefore, DOA welcomes comments, feedback, and Program suggestions at any point. Detailed proposals that identify areas of potential collaboration with DOA may be submitted to the Program at any time.

Participation in the Development of Standards

The effectiveness of county land information systems depends on continued leadership and engagement from members of the community. As part of this Program plan, **DOA invites the submission of data standards**, to draw upon the expertise of the community and support the creation of ever-important standards. Standards for the collection, maintenance, and representation of land data are essential because they enable the sharing and efficient transfer of data between producers and users. As the key to interoperability, standards allow organizations to more effectively use geospatial data and technology.

In Wisconsin, the need for institutionalized standards for land records modernization was identified early on by what is known as the *Larsen Report*:

> Standards for the collection, maintenance and representation of land data are essential. Many of these standards must be established on a national or statewide basis to insure integratability. Among these are standards for mapping, filing and recording land records.[4]

And the authors of the *Final Report of the Land Records Committee* that led to the establishment of the Program warned more strongly:

> Indeed, if land information systems proliferate without guidelines or standards to direct their development, the problem of incompatible land data will worsen, defeating a major purpose of modernization.[5]

Standards essential to immediate implementation of this plan will be developed in a collaborative process led by DOA (for additional parcel benchmarks, open data, aerial imagery, and lidar, as detailed in Chapter 4), but standards for other layers can be submitted independent of these efforts. Should any person or group wish to submit a standard for consideration, the standards should be consistent with practices of standards developing bodies and should follow these guidelines:

- Standard must be consistent with law

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[4] Larsen, Barbara, et. al. (1978). *Land Records: The Cost to the Citizen to Maintain the Present Land Information Base, A Case Study of Wisconsin* (p. 7).
[5] Wisconsin Land Records Committee. (1987). *Final Report of the Wisconsin Land Records Committee: Modernizing Wisconsin's Land Records* (p. 8).

- Standard should take into consideration national and international standards, and be based upon them if appropriate
- Standard should consider both benefits and costs, and not create unnecessary obstacles to current workflows
- Standard should be written with technical experts and/or certified, licensed professionals
- Standard should consider all affected stakeholders, with an emphasis on public participation
- Ideally the process will involve developing a draft model through presentation and discussion at public forums, providing the draft standard to the public for informal evaluation, and revising the document according to comments received
- Standard should ideally be arrived at by consensus
    - Consensus is defined as general agreement, but not necessarily unanimity, and includes a process for attempting to resolve objections by interested parties, as long as all comments have been fairly considered, each objector is advised of the disposition of his or her objection(s) and the reasons why, and the consensus body members are given an opportunity to change their votes after reviewing the comments.[6]
- Standard should be submitted as a formal document addressing the items above and containing the proposed standard, implementation(s) details, and assessment information if performance measures are necessary to enforce the standard. Submittals are strongly encouraged to include supporting letters from constituents, trade associations, and/or other organizations that indicate support by a meaningful constituency.

DOA will review recommendations and move forward based on an evaluation of the draft standards. Amendment procedures may be set up and may include meeting with workgroups and the WLIC. If DOA endorses the standard, it may be included in the grant application as the official standard.

1.4.3 Determination of Benchmark Standards and Grant Requirements

The annual grant application communicates the amount of grant funding each county will be eligible to receive, how it can use the funding, and what requirements accompany the grants. The completed county grant application becomes the scope of work that the county is required to complete during the grant period, as per the executed grant agreement. As WLIP grants are awarded on an annual cycle, so decisions regarding funding prioritization, standards, and requirements for inclusion in the grant application must be approved on this cycle by DOA management.

DOA has established a schedule of releasing the grant application for the upcoming year by October 1st. In order to meet this deadline, all grant funding criteria must be ready for DOA management's review by June 30th. Because the parcel benchmarks and standards have essentially been determined for 2017 grants (as the original four parcel benchmarks defined in the 2016 grant application), the next major milestone will be for 2018 grants. Therefore, the *new 2018 benchmark standards must be ready for review by DOA management by June 30, 2017*. In determining the grant benchmark standards described in Chapter 4, DOA will seek input from stakeholders and the WLIC.

The new benchmark standards in this draft are preliminary. Benchmark standards and requirements are not finalized until the grant application release in October.

Figure 1 on the following page illustrates the annual cycle of grant application development.

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[6] U.S. Office of Management and Budget Office of Information and Regulatory Affairs. (1998). *Circular No. A-119 Revised.*

Figure 1. Annual Grant Cycle Deadlines – For Determination of Benchmark Standards/Requirements

1.5 Scope

There is a need to move the Program forward on the ground one step at a time. This plan intentionally excludes some tasks and is limited in scope, as the Program seeks to follow a realistic strategy for what is achievable by 2021. However, this plan does not seek to not limit what the WLIP can accomplish by 2021. If objectives in the plan can be achieved earlier than scheduled, the plan can be updated to include more objectives.

To keep a realistic and manageable scope of work that is within the bounds of DOA authority for the WLIP as described by s. 16.967, the current plan document does not address certain points.

1.5.1 Out of Scope

Expanding Spending Authority

According to s. 20.505(1)(ub), DOA is enabled to spend Land Information Fund revenue on the WLIP as governed by s. 16.967 up to a limit of $7,673,300. Legislative changes could expand or limit duties of the department for the WLIP described by s. 16.967. For example, a new statutory directive could hypothetically authorize the Program to expand purchasing power on a statewide level, on behalf of counties. Another example would be expanding statutory authority to award grants to state agencies, which current statutory authority does not allow. This program plan intentionally avoids the need for legislative changes, in order to focus WLIC attention, staff efforts, and land information community engagement on goals and objectives that could be accomplished within the existing structure put in place by statute and administrative rule.

Use of Land Information Fund Revenue for Other Activities

According to s. 20.505(1)(ub) and (ud), Land Information Fund revenue could be used to fund comprehensive planning grants or DOA review of municipal incorporations and annexations. However, comprehensive planning grants have not been funded since 2010 and are not likely to occur in the future. Also, Land Information Revenue has not been used to fund municipal incorporations and annexations in recent years. Both comprehensive planning grants and review of municipal incorporations and annexations are considered outside the scope of this plan and WLIP budget.

Budgeting for Other Possible Funding Sources

While DOA seeks to leverage additional sources of funding to achieve land information goals, whether it be from federal agencies, other state agencies, local governments, or the private sector, this plan does not count on or budget for funding other than the recording fees collected through the Land Information Fund. Political strategizing to capture additional funding is not within the scope of this plan and is left to other entities, such as organizations representing sector interests. An example of another source of potential county land information funding is the cell phone fee for police and fire, which amounts to about $20 million in annual revenue. This revenue was in part previously used for E911 address point and other sorts of mapping, but is beyond the scope of this plan to address.

2 PROGRAM FUNDING

WLIP funding for county land records modernization takes the form of register of deeds document recording fees retained at the county level and WLIP grants awarded. Counties may retain $8 of the $30 fee for land information and must submit $7 of every $30 fee to the Land Information Fund, which subsidizes WLIP grants. In order to be eligible to retain fees or receive grants, counties must meet program requirements, including utilizing funding consistent with a county land information plan approved by a county land information council and submitting annual reports on expenditures.

ROD Document Recording Fee	
$15	County Undesignated
$8	County Retained for Land Information
$7	State Land Information Fund
$30	

2.1 Distribution of Funding to Counties

DOA awarded a total of $6.4 million in WLIP grants for 2016. Fees retained by counties for land information are projected to total $7.2 million statewide, based on recent document recording levels.

Figure 2 shows the approximate amount of WLIP funding to counties statewide by funding category—retained fees and three types of grants (Training & Education, Base Budget, and Strategic Initiative).
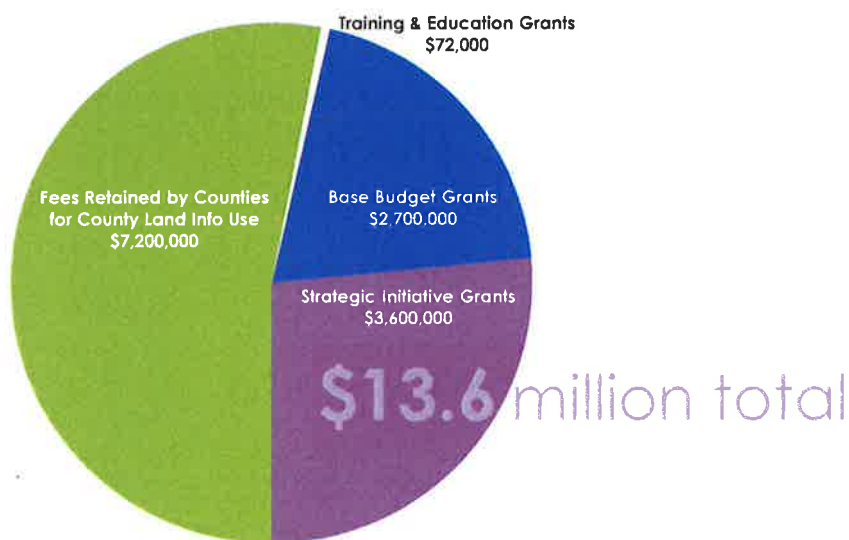
Figure 2. 2016 County land information funding – Retained fees and grants

Training & Education grants provide funding to enable county staff to stay current with innovations in land records and GIS technology. Strategic Initiative grants are employed to meet statewide objectives for land information, specifically, the four benchmarks laid out in the 2016 WLIP grant application. Base Budget mitigate large disparities in retained fee funding by ensuring that every county has at least $151k in land information funding.

Figure 3 on the following page shows the current distribution of WLIP funding to counties.

Amt to Land Info Fund @$7/doc ■ Strategic Initiative Grants @$50k each ■ Retained Fees @$8/doc ■ Base Budget Grants (52 counties)

Figure 3. Distribution of all funding to counties for 2016
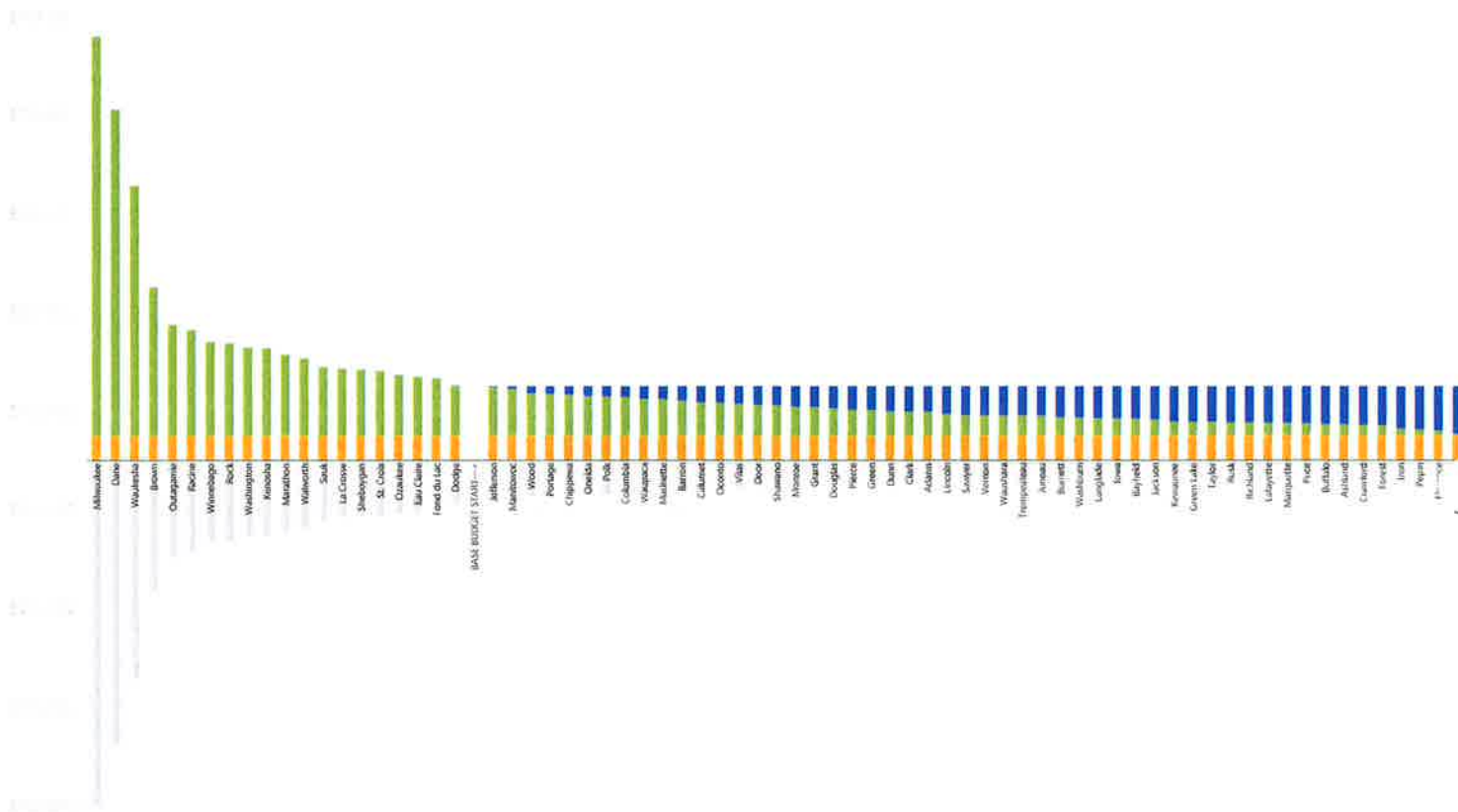
2.2 Expenditure of County Retained Fees and Grants

Counties submit annual expenditure reports on how WLIP retained fees and grants were utilized in the previous year and categorize their expenditures in a *Retained Fee/Grant Report*, in keeping with s. 59.72(2)(b). In 2014 (the most recent year for which there is reported expenditures), WLIP retained fees and grants—totaling $8.0 million—were devoted to the areas depicted in Figure 4.
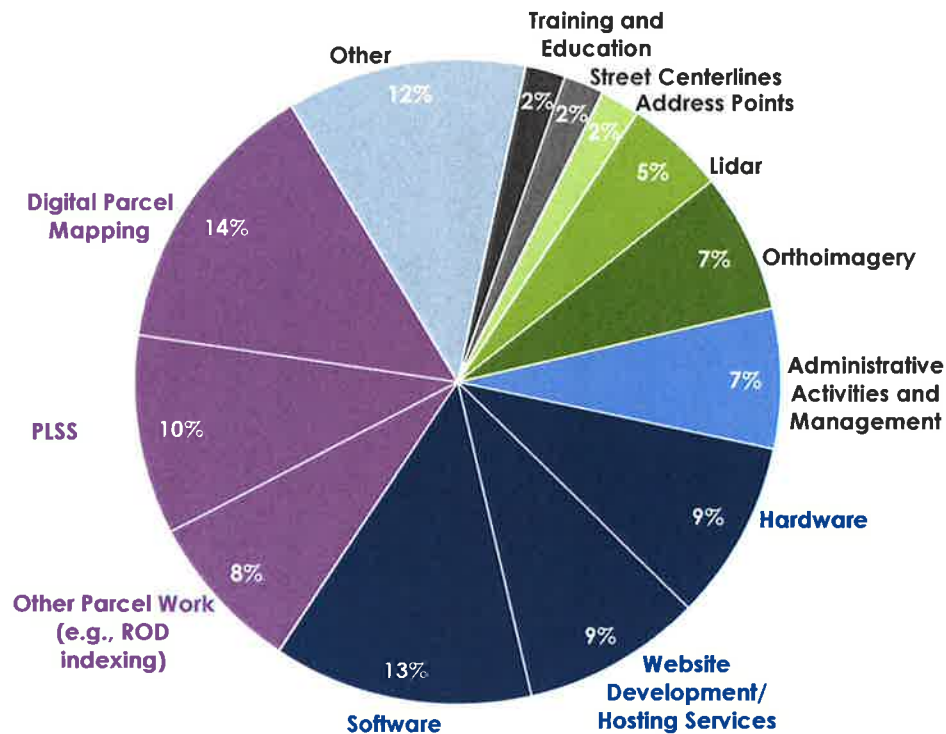
Figure 4. County 2014 expenditures reported of $8 million total

As is consistent with previous years, Figure 4 illustrates that about one-third of WLIP funding was used for the development and maintenance of county parcel datasets, including Public Land Survey System remonumentation and other parcel work. (PLSS expenditures for 2016 are summarized in Figure 5.) About another third of funding was used for computer hardware, software, and website development and hosting. These expenditures help to provide convenient access to land records through searchable databases, online interactive maps, and various types of mapping applications. The remaining third of funding supported a diverse range of activities, including the acquisition of aerial imagery and lidar, as well as the development of address points and street centerlines.

Figure 5. Total PLSS Spending for 2016

2.3 Revenue Trend

The number of documents recorded and thus Land Information fund revenue varies from year to year. For each of the last two years, the annual total has equaled about 900,000 documents. However, the last two-year average is well below historic averages, as represented in Figure 6.

20-Year Average: 1.39 Million Docs Total Statewide
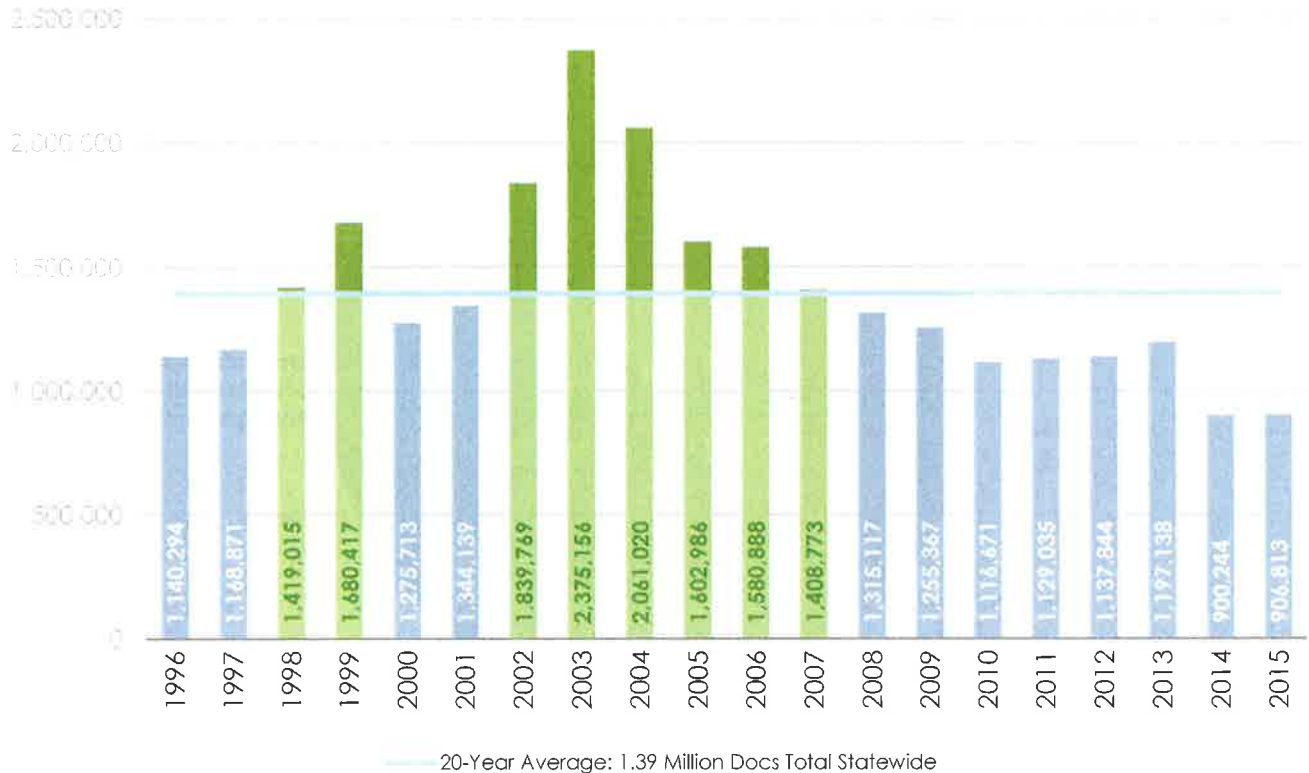
Figure 6. Number of register of deeds documents recorded statewide under s. 59.43(2)(ag)1 or e

The last five-year average is 1,054,215 documents recorded, which would correspond to $7.4 million in Land Information Fund revenue (at $7 submitted per document recorded). Again, this program plan is built around the $6.3 million revenue projection, based on the last two-year average of 900,000 documents recorded statewide.

Budget Work Sheet 2017
Business Unit 1303 Land information program

Description	2015 ACTUAL	2016 ADOPTED	2016 AMENDED	2016 ACTUAL 6 MTH	2016 ESTIMATED	2017 REQUESTED	(+/-) ADOPTED	(+/-) ADM VS ADOPT	2017 ADMIN
00100									
013 LAND INFORMATION									
1303 LAND INFORMATION PROGRAM									
REVENUE									
421001 STATE AID	-2,480	-52,400	-52,400	-2,288	-52,288	-51,000	1,400	52,400	
421099 CAPITAL STATE AID	0	0	0	0	0	0	0	0	
451008 REMOTE ACCESS FEES	-11,635	-10,560	-10,560	-3,672	3,672	0	10,560	10,560	
451305 LAND INFO/DEEDS FEE	-105,248	-98,600	-98,600	-52,667	-108,800	-108,800	-10,200	98,600	
472007 MUNICIPAL OTHER CHARGES	0	0	0	0	0	0	0	0	
472011 OTHER GOVT LAND INFO CHA	-2,350	0	0	0	0	0	0	0	
474018 DEPT LAND OFFICE FEES	0	0	0	0	0	0	0	0	
REVENUE	**-121,713**	**-161,560**	**-161,560**	**-58,627**	**-157,416**	**-159,800**	**1,760**	**161,560**	
OTHER FINANCING SOURCE									
611103 OPERATING TRANSFER IN	0	0	0	0	0	0	0	0	
611104 OPERATING TRANSFER OUT	0	0	0	0	0	0	0	0	
691100 OPER REV ADJUST	0	0	69,224	0	0	0	0	0	
691200 CAP REV ADJUST	0	0	-69,224	0	0	0	0	0	
699700 RESV APPLIED OPERATING	0	-44,407	0	0	0	0	44,407	44,407	
699992 BAL FWD PRIOR YEAR	0	0	0	0	-96,011	-67,816	-67,816	0	
699994 A/C BAL FWD 2010	0	0	0	0	0	0	0	0	
699997 A/C BAL FWD 2009	0	0	0	0	0	0	0	0	
OTHER FINANCING SOURCE	**0**	**-44,407**	**0**	**0**	**-96,011**	**-67,816**	**-23,409**	**44,407**	
EXPENDITURES									
511240 WAGES-TEMPORARY	0	0	0	0	0	0	0	0	
512141 SOCIAL SECURITY	8	0	0	0	0	0	0	0	
512142 RETIREMENT (EMPLOYER)	0	0	0	0	0	0	0	0	
512143 RETIREMENT (EMPLOYEE)	0	0	0	0	0	0	0	0	
512144 HEALTH INSURANCE	0	0	0	0	0	0	0	0	
512145 LIFE INSURANCE	0	0	0	0	0	0	0	0	
512173 DENTAL INSURANCE	0	0	0	0	0	0	0	0	
514151 PER DIEM	220	0	0	0	110	110	110	0	

Budget Work Sheet 2017
Business Unit 1303 Land information program

Description	2015 ACTUAL	2016 ADOPTED	2016 AMENDED	2016 ACTUAL 6 MTH	2016 ESTIMATED	2017 REQUESTED	(+/-) ADOPTED	(+/-) ADM VS ADOPT	2017 ADMIN
521219 OTHER PROFESSIONAL SERV	0	60,000	60,000	0	60,000	116,000	56,000	-60,000	
521220 CONSULTANT	11,002	15,000	15,000	8,940	11,000	11,000	-4,000	-15,000	
521295 DATA CONVERSION	0	0	0	0	0	0	0	0	
521296 COMPUTER SUPPORT	33,183	36,702	36,702	32,352	32,512	28,334	-8,368	-36,702	
531243 FURNITURE & FURNISHINGS	0	0	0	0	0	0	0	0	
531303 COMPUTER EQUIPMT & SOFTW	13,527	7,850	7,850	10,314	10,314	8,000	150	-7,850	
531311 POSTAGE & BOX RENT	0	150	150	0	50	50	-100	-150	
531312 OFFICE SUPPLIES	658	150	150	50	100	100	-50	-150	
531313 PRINTING & DUPLICATING	984	150	150	5	50	50	-100	-150	
531314 SMALL ITEMS OF EQUIPMENT	4,100	550	550	0	0	0	-550	-550	
531321 PUBLICATION OF LEGAL NOT	0	0	0	46	46	100	100	0	
531324 MEMBERSHIP DUES	150	150	150	200	200	200	50	-150	
531351 GAS/DIESEL	0	0	0	0	0	0	0	0	
532325 REGISTRATION	1,220	1,190	1,190	1,515	1,610	1,635	445	-1,190	
532332 MILEAGE	233	250	250	0	100	250	0	-250	
532335 MEALS	87	100	100	10	20	100	0	-100	
532336 LODGING	371	820	820	73	155	820	0	-820	
532339 OTHER TRAVEL & TOLLS	0	0	0	0	0	0	0	0	
535242 MAINTAIN MACHINERY & EQU	0	0	0	0	0	0	0	0	
536533 EQUIPMENT RENT & LEASE	0	0	0	0	0	0	0	0	
571005 DUPLICATING ALLOCATION	130	121	121	60	120	765	644	-121	
591519 OTHER INSURANCE	0	0	0	0	0	0	0	0	
594810 CAP EQUIPMENT	0	0	0	0	0	0	0	0	
594813 CAP OFC EQUIP	0	0	0	0	0	0	0	0	
594818 CAP COMPUTER	11,966	60,000	60,000	60,000	60,000	0	-60,000	-60,000	
594819 CAP OTHER EQUIPMENT	9,995	9,224	9,224	0	9,224	0	-9,224	-9,224	
594820 CAP OTHER	36,628	0	0	0	0	0	0	0	
594950 OPERATING RESERVE	0	13,560	65,164	0	0	60,102	46,542	-13,560	
EXPENDITURES	124,462	205,967	257,571	113,565	185,611	227,616	21,649	-205,967	
1303 LAND INFORMATION PROGRAM	2,749	0	96,011	54,938	-67,816	0	0	0	

Budget Work Sheet 2017
Business Unit 1303 Land information program

Detail Information

STATE AID	1303.421001		
Education and Training Grant		-1,000	
Strategic Initiative Grant		-50,000	
			-51,000

REMOTE ACCESS FEES   1303.451008
Remote Access Revenues Diverted to ROD to cover
additional third party software

LAND INFO/DEEDS FEE	1303.451305	
13,600 Documents x $8		-108,800

PER DIEM	1303.514151	
Land Information Council 2 members x $55 x 2 meetings	220	

OTHER PROFESSIONAL SERV   1303.521219

Parcel Map Improvement Project $10,000 Retained Fees, $50,000 Strategic initiative Grant	60,000
Back Scanning County Facility Architectural Plans and County Highway Construction Plans	25,000
Back Indexing ROD Tract and Grantor Grantee	25,000
Contract or Summer Intern to Digitize all Structures in 1% Flood Risk Areas	6,000
	116,000

Budget Work Sheet 2017
Business Unit 1303 Land information program

CONSULTANT	**1303.521220**		
Upgrades or modifications to servers, GIS, Document Imaging and NR151 applications, development of phones and tablet applications		11,000	
COMPUTER SUPPORT	**1303.521296**		
Carlson Survey Software		160	
FileDirector Document Imaging System Software and Hardware Support, Land Records Allocation $11,324 of $17,119		11,324	
ESRI GIS Software Support		14,700	
Pictometry Connect -50 Hosting		1,650	
File Sharing Service		500	
			28,334
COMPUTER EQUIPMT & SOFTWARE	**1303.531303**		
Plotter Replacement		3,500	
PC Replacements		3,500	
Notebook Replacement		1,000	
			8,000
REGISTRATION	**1303.532325**		
WLIA Registration 4 x 325		1,300	
Annual Surveyor Institute		240	

Budget Work Sheet 2017
Business Unit 1303 Land information program

WLIA Regional   95

                                                                                    ─────────
                                                                                      1,635

        LODGING   1303.532336
WLIA 5 persons 2 nights x $82   820

Budget Work Sheet 2016
Business Unit 1303 Land information program

Detail Information

STATE AID	1303.421001	
Base Budget Grant		-1,400
Education Grant		-1,000
Strategic Initiative Grant		-50,000
		-52,400
REMOTE ACCESS FEES	1303.451008	
20 AS400 Subscribers x $20 per month		-4,800
16 Imaging Subscribers x $30 per month		-5,760
		-10,560
LAND INFO/DEEDS FEE	1303.451305	
12,325 Documents x 8		-98,600
BAL FWD PRIOR YEAR	1303.699992	
Carry Forward from 2015		-44,407
PER DIEM	1303.514151	
Land Information Council 2 members x $55 x 2 meetings	220	
OTHER PROFESSIONAL SERV	1303.521219	
Strategic Initiative Grant		60,000
CONSULTANT	1303.521220	

Budget Work Sheet 2016
Business Unit 1303 Land information program

Upgrades or modifications to servers, GIS, Document   15,000
Imaging and NR151 applications,   development of phones
and tablet applications

COMPUTER SUPPORT	1303.521296	
Carlson Survey Software		160
FileDirector Document Imaging System Software and Hardware Support, Land Records Allocation 90% of $24,145		21,742
ESRI GIS Software Support		14,400
NR 151 Reporting Software Support		400

36,702

COMPUTER EQUIPMT & SOFTWARE	1303.531303	
5 year replacement PC/Notebook		4,000
ESRI Desktop Basic Concurrent GIS License		3,150
1 Tablet Highway		700

7,850

SMALL ITEMS OF EQUIPMENT	1303.531314	
Schonstedt Magnetic Locator 817 less trade in		550

MEMBERSHIP DUES	1303.531324	
WLIA Group Membership		150

Budget Work Sheet 2016
Business Unit 1303 Land information program

REGISTRATION	1303.532325	
4 or 5 x $225 WLIA Annual Conference		1,125
1 x $65 WLIA Regional Meeting Registration		65
		1,190
LODGING	1303.532336	
WLIA 5 persons 2 nights x $82		820
CAP COMPUTER	1303.594818	
Replace Infinvault Storage Devices for GIS and Imaging by adding on to County SAN or separate standalone		60,000
CAP OTHER EQUIPMENT	1303.594819	
Coyote Point Load Balancer		9,224