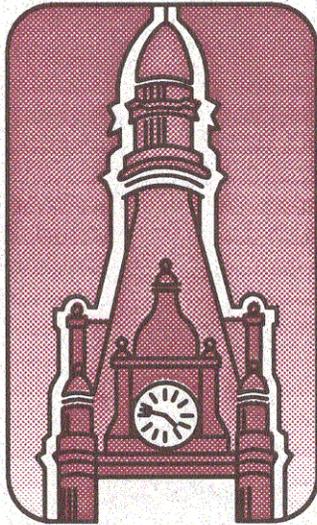


**City of Milwaukee**

**Department of  
City Development**

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**A Plan for  
Milwaukee's  
Lakefront**



# **A PLAN FOR MILWAUKEE'S LAKEFRONT**

prepared for the

**Mayor's Lakefront Planning Task Force**

by the

**Department of City Development**

**January 1994**



*This publication is printed on recycled paper*

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# I. INTRODUCTION

## **The Mission**

On April 20, 1990, "Earth Day," Mayor John Norquist initiated a new planning effort for Milwaukee's lakefront. The previous decade saw resolution of nettlesome lakefront transportation and land disposition issues. The decade saw existing plans reach implementation with O'Donnell Park, McKinley Beach restoration, and the Harbor Island being noteworthy examples. These accomplishments sparked further proposals from both private and public sectors. Organizations such as the Greater Milwaukee Committee (GMC) and Milwaukee Board of Harbor Commissioners called for a new plan to build on and go beyond the achievements of the earlier ones and to provide guidance and coordination in the years ahead.

The Mayor appointed a 28 member task force and charged it with the preparation of a plan for Milwaukee's lakefront lands which explicitly addresses three issues:

**Image:** The GMC report on conventions and tourism speaks of the lakefront as "a major attraction for visitors." In order to attract visitors from inside and outside the City, the area must have a particular image in the public mind. What should that image be?

**Activity:** The lakefront is currently the home to many activities. What are appropriate activities? What is the most appropriate mix of public and private activities? What development opportunities exist for new activities and how should the City take advantage of those opportunities?

**Coordination:** The lakefront is primarily owned by the City and County, but it is operated by several agencies and lessees. Some of these parties, particularly the County Department of Parks, Recreation and Culture and Milwaukee World Festival, Inc. recently completed planning studies while the Milwaukee Art Museum has a conceptual planning study underway. There are also the plans of adjoining private property owners to consider. Where these plans overlap and impact each other, the lakefront master plan shall describe ways to reconcile and coordinate their recommendations.

The members of the task force are listed in Appendix C of this report. The Department of City Development staffed the task force with assistance from other interested agencies.

## **The Approach**

The task force divided its work into consideration of three aspects of the plan: context, values, and recommendations.

**Context** involved consideration of background information on the history of the study area, its current development pattern and the types of activities now in the

area, and current and past plans for the area. Milwaukee's lakefront has been the subject of many earlier plans and studies. The task force recognized that the wealth of information contained in these earlier analyses was still valid and extensive original data collection by the task force was not necessary. The studies and other data sources used by the task force and staff are cited in the bibliography at the end of this report.

**Values** was an effort to achieve a consensus vision for the future of the study area. It yielded answers to the questions:

- What is a desirable future image for the study area?
- What is a desirable future mix of activities for the study area?
- Why are these things desirable?

The answers which the task force generated for these questions are presented in Chapter II of this report.

The **recommendations** step identified the things which must be done so that the vision for the study area can become reality. The recommendations have three forms:

- Policies are recommended to guide decision making in the future. No one can anticipate all of the challenges and proposals which will present themselves in the years to come. Clearly stated policies can, however, help decision makers evaluate new challenges and opportunities and provide guideposts to keep our community on course toward the vision developed in the "values" step.
- Actions which should be taken are described. While policies look toward unanticipated future conditions, the list of actions will address current choices, things which should be done now to fulfill the vision.
- Coordination describes the party responsible for implementing each recommended action and describes the type of consultations among parties which should occur to foster mutual understanding and continue progress toward the common vision.

The recommendations of the task force are presented in Chapter III, IV and V of this report.

### **Formal Adoption**

The task force presented its recommended plan to the Mayor on September 30, 1992. Because coordination and a common vision are so important to this plan, the task force recommended that it be formally adopted by the City Plan Commission, the Board of Harbor Commissioners, the Common Council, and the County Board of Supervisors.

The Mayor formally initiated the process of plan adoption in December 1992. During the process, the boards, commissions and committees which reviewed the

plan suggested modifications and clarifications to the plan as submitted by the task force. The plan as ultimately adopted incorporates many of the suggestions and this report documents the plan as adopted by the public bodies. As a result, this report differs from the task force report of September 1992. The differences and the formal adoption process are described in Chapter VI of this report.

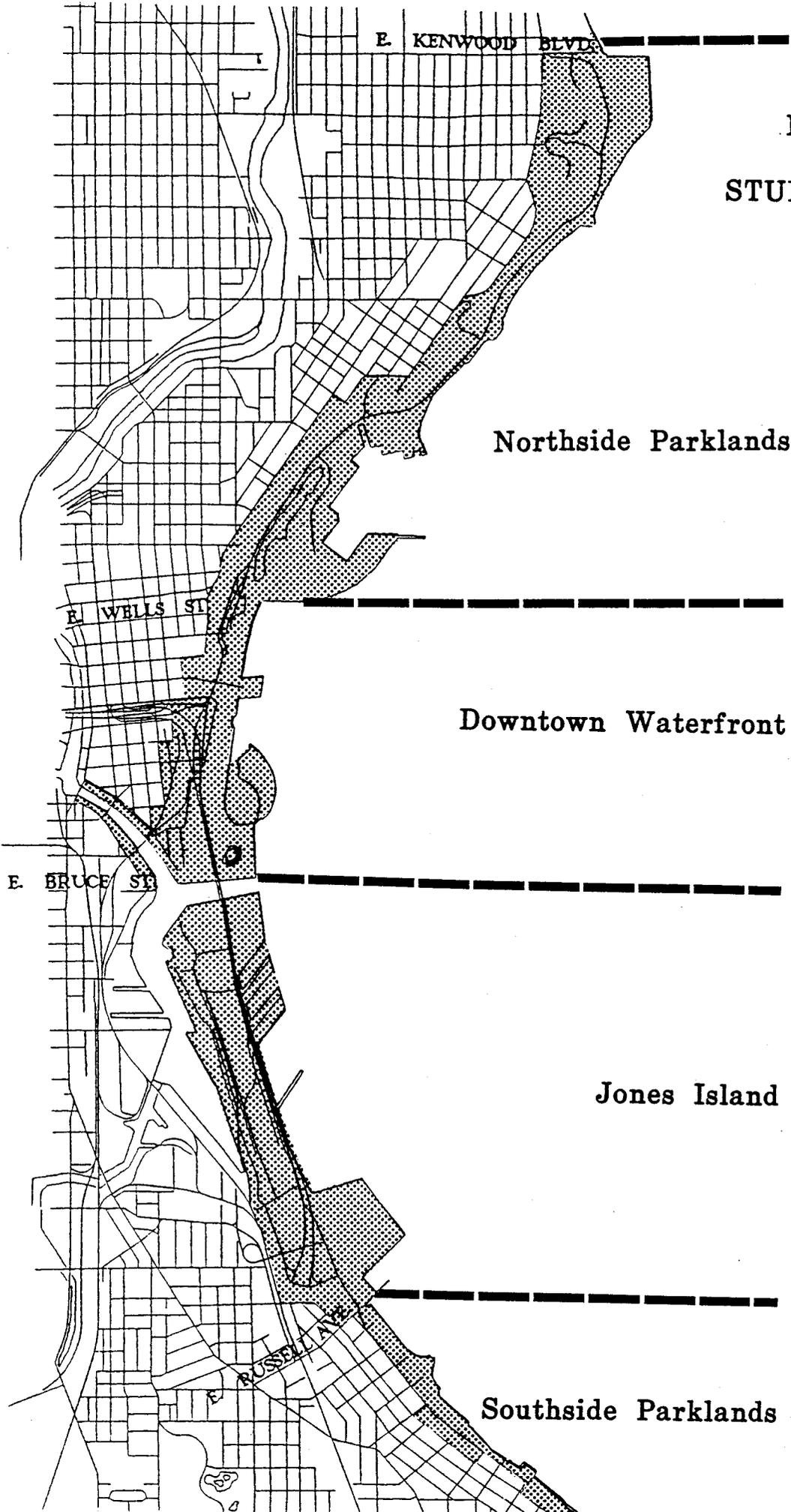
### **The Study Area**

The task force adopted a study area for the plan that included almost all of the Lake Michigan lakefront in the City of Milwaukee. The study area is divided into four sub-areas:

- Northside parklands. This sub-area is bounded by Hampshire Street extended on the north and Wells Street extended on the south. The sub-area consists of several County parks: Lake, McKinley, Veterans, and Juneau Parks.
- Downtown waterfront. This sub-area is bounded by Wells Street extended on the north to Bruce Street extended on the south and includes the lands on both sides of the Milwaukee River between Bruce Street and North Water Street.
- Jones Island. The heart of Port of Milwaukee operations, this sub-area is bounded by Bruce Street extended/the harbor entrance on the north to Russell Avenue extended on the south.
- Southside parklands. This sub-area is bounded by Russell Avenue extended on the north to the Milwaukee City limits on the south (a point approximately 700 feet south of Oklahoma Avenue extended). This sub-area consists of two Milwaukee County parks: all of South Shore Park and a portion of Bay View Park.

Figure 1 illustrates the study area and sub-area boundaries.

**FIGURE 1**  
**STUDY AREA**



## II. VALUES: A VISION FOR THE LAKEFRONT

Through a series of structured brainstorming sessions and written exercises, the members of the task force described and discussed their vision of the lakefront's future. Despite the size and diversity of its membership, the task force quickly agreed on ten key elements of a vision for the lakefront. The elements which were identified and the rationale behind them are:

### **An Accessible Lakefront**

Almost all of the shoreland in the study area is publicly owned. Parkland is 66 percent of the study area shoreline. This achievement is the result of over one hundred years of consistent public effort and investment -- no lakefront public land exists today which was not acquired from private ownership or created by fill from public waters.

The task force recognizes that the development of this public resource presumed that it would be available to the public and that quality access is essential if it is to be truly available. The types of access which are needed: pedestrian pathways, bike paths, transit access and handicapped access. Not only access to the water's edge but also access onto the water is desired: for example, opportunities to swim, to sail, to ride water taxis, or to ride excursion boats. The task force also emphasizes the need to preserve and enhance visual access. The task force particularly notes that shoreline protection structures should be designed to facilitate and not deny access to the water.

The task force discussed at some length the unique appeal of the water and that the lakefront is the place where people encounter a unique environment, one in which people can never permanently reside, one which they can only visit. Access is essential if city residents are to have an appreciation of this special environment which is physically close but dramatically different from everyday experience.

The task force understands that access to all parts of the study area will not be available at all times and in all circumstances. The public must be protected from hazards and private property must be protected from theft and vandalism. But the task force believes that proper design can achieve safety while maximizing access and maintaining an inviting appearance if the need for accessibility is explicitly considered by the designer.

### **Open Space**

The task force found open space to be an essential ingredient in a desirable future lakefront. "Open" does not mean "unused." Rather the task force intends such space to be well used for both organized and unorganized recreational activities. Open space should invite use and present potential users with a variety of options for passive and active recreation.

"Open" means that the space and any improvements on it, whether a structure or a playing field, allow multipurpose use and not permanently foreclose

alternative future uses. The task force particularly endorsed Milwaukee County's approach to improvements on the Veterans Park site. There, the County is providing the water and electricity needed for special events in an unobtrusive manner which does not hinder the site's use as a large, flexible, open space for activities such as kite flying, sun bathing, in-line skating, and jogging, but also allows more formally programmed activity.

"Open," as identified by the task force, also means "open to the water." Open space was viewed as facilitating the accessibility which the task force desires. It also is essential for the "land side" of water recreation: the open lands which are beaches, boat launches, and fishing places.

### **Boating**

The study area is home to many boating facilities: two public marinas, two yacht clubs, three public boat launching facilities, the facilities of several nonprofit sailing organizations, and numerous private docking places along the portion of the Milwaukee River within the study area.

These facilities serve a wide variety of boating interests and income levels. Continued expansion of a variety of boating facilities and boating opportunities should be encouraged and are consistent with the values of accessibility and diversity.

Projects which are consistent with this, such as the home pier for a proposed replica of a Great Lakes schooner, facilities for transient boaters, and mooring facilities along the Milwaukee River, are particularly encouraged.

### **Museums**

The study area is now home to the Milwaukee Art Museum. Currently, The Children's Museum plans to relocate to O'Donnell Park. The task force recognizes these museums as assets and facilities which should continue in the study area in the future. The task force sees that these museums both contribute to and gain from a location near the lakefront: they attract some visitors to the lakefront who would otherwise not come, they attract visitors during the "off-season," and their location provides a supplemental reason for people to visit them.

The task force believes any new museum development should not use public land at the water's edge. This land should be used for activities which relate directly to the water. However, a maritime museum would be "water related" and an acceptable water's edge use.

The task force also recognizes the need of the Milwaukee Art Museum to expand its facility on the War Memorial Center site. It endorses expansion which will retain public accessibility to the lake edge and will be sympathetic to the architectural integrity of the 1957 Eero Saarinen War Memorial.

## **Food Service**

Restaurants, and other types of food service, are seen as ways to increase public activity on and enjoyment of the lakefront and the river. In some cases, food service is a necessity. The north-south distances along the lakefront, the east-west distances between the water's edge and the closest private lands, and physical barriers such as the bluffs require that food service be provided on public lands if it is to be available at all to the people involved in lakefront recreation. The task force also sees quality, sit-down restaurants as desirable as an alternative way to experience the waterfront, one which appeals to persons who would not otherwise visit and which increases public use in the evening hours and during the colder months.

The task force does not see food service in the study area as an end in itself but as supportive and ancillary to the broad range of lakefront activities. Any use of lakefront land for food service facilities should be compatible with the other aspects of this vision: access to the water's edge should be facilitated, not blocked; the amount of public land used should be minimized; and mixed-use developments should be encouraged, for example, food service sharing a building and parking with a chandlery or public lockers and rest rooms.

## **Fishing**

The task force recognizes fishing as a desirable lakefront activity. This was not merely a recognition of the obvious -- that fishing is currently a major lakefront recreational activity and that Milwaukee's lakefront is regarded as a good place to catch fish. It was also an awareness that fishing is an activity which does not require a large investment in equipment or special training. It is an activity with broad appeal, one in which anyone can participate. It is also recognition that fishing adds beneficially to the character of the lakefront. It is something for other visitors to watch. It increases the public's awareness of the lake as a home to wildlife.

The task force sees fishing as particularly consistent with its vision of an accessible waterfront. The providing of ample opportunities to get to the water's edge also makes fishing easier.

## **Festivals**

The task force endorses the lakefront as a site for public festivals. This includes not merely Summerfest and the ethnic festivals held at Maier Festival Park, but also the festivals hosted on Milwaukee County parklands: the Lakefront Festival of the Arts, Maritime Days, and the Great Circus Parade. The task force recognized many advantages to such activity on the downtown lakefront:

- Festivals are an organized means of bringing people to the lakefront. The two attractions are mutually reinforcing.
- The large open spaces needed for festivals exist on the lakefront.

- Festivals can be part of mixed use/multiple use programming of an area.
- The Maier Festival Park, O'Donnell Park and Veterans Park sites have the infrastructure needed for festivals and are accessible: they can tap downtown parking supply and transit routes.
- The downtown lakefront location, adjacent to the most intensively developed area of the state, contributes to a critical mass of activity. The festivals draw attendance from the surroundings. The festivals can, in turn, stimulate development in surrounding areas.

### **Diversity**

The task force believes the use of the waterfront by a diverse mix of people is essential. The waterfront should be perceived as an inviting, welcoming place where people of different racial and ethnic heritage, different social or economic status, and different degrees of physical ability can feel comfortable.

This diversity is desirable in itself, but is particularly important on the lakefront because of the extensive public ownership of the land and in order to reinforce awareness that the lakefront is owned by everyone. The task force also feels that, because of the diversity of people residing and working near the lakefront and its broad appeal, achieving a diverse mix of visitors is practical as well as desirable.

### **Environmental Quality**

The task force sees clean waterways, clean air, and a clean, green landscape as desirable features for the study area. The members emphasize that existing environmental assets, such as the lakefront parklands, should be preserved. Aspects of the environment which require improvement are:

- water quality sufficient to support recreational use, particularly along the river portion of the study area,
- intrusion of noise, automobile exhaust, and trash - especially broken glass - in parklands, and
- protection of areas designed for low intensity use from over-use and maintenance of some areas as passive and natural areas.

### **O'Donnell Park**

The task force recognizes O'Donnell Park as a welcome addition to the study area. Features of the project which are particularly desirable are that its design combines structures and open space in a way which echoes its location on the boundary between the office district and the lakefront, that it completes development of an area of the lakefront which had been the site of unattractive temporary uses, and that it provides an attractive "gateway" feature between the lakefront and downtown literally bridging the two areas.

### III. RECOMMENDED POLICIES

The vision described in Chapter II is the future which the task force believes is the most desirable for the study area. The policies which follow were derived from the vision. They serve as guides toward the task force's vision. The policies should be used by public officials and citizens when they face proposals for the study area.

These recommended policies are important because several years will pass before this plan is updated. The plan's more detailed recommendations may be implemented but undoubtedly new circumstances and new proposals not foreseen by the task force will arise. By referring to these policies and following their direction when new issues emerge, decision makers can ensure that the vision developed by the task force is actually achieved.

Three general policies regarding Accessibility, Open Space, and Development and Land Use are stated with each followed by specific policies which elaborate on particular aspects of the broad policy. The policies are numbered for ease of reference, not to indicate any ranking of one policy as more important than another.

The task force recognizes that in some circumstances two or more of these policies and the values they represent may be in conflict. In such instances, the task force endorses a balancing of the competing values, rather than the rejection of one or more policies. It recommends that the attempt be made to follow each policy to the maximum extent practical when complete adherence to all the policies is not possible.

In some cases, the policies apply to parts of the study area. The specific parts identified in the policies are: **The Lakefront Parklands**. This term describes all of the land on the lakefront which is currently in recreational use or which may be put to recreational use. It includes all the Milwaukee County parks in the study area. It also includes the city-owned lands in recreational use, such as Urban Park, Maier Festival Park and Harbor Island. **The North Harbor Tract**. This term specifically describes the city-owned lands between the mouth of the Milwaukee River and Wisconsin Avenue extended. In addition to Urban Park, Maier Festival Park and Harbor Island, the tract includes the North Municipal Pier.

#### Accessibility

- 1.0 Maximize public access to and through the lakefront parklands, including the North Harbor Tract.
  - 1.1 Extend a continuous, coordinated network of pedestrian pathways throughout the lakefront parklands, especially along the water's edge.
  - 1.2 Connect the lakefront pathways with the Riverwalk system described in the Milwaukee Riverlink Guidelines. (Copies of the RiverLink Guidelines are available from the Department of City Development.)
  - 1.3 Extend a continuous, coordinated network of bike ways through the lakefront parklands, including a Hoan bridge bikeway.

- 1.4 Extend transit service (including light rail if developed) to and through the lakefront parklands.
- 1.5 Ensure that all capital projects on the lakefront parklands enhance accessibility for persons with physical handicaps.
- 1.6 Encourage development of a water taxi system linking lakefront and riverfront sites.
- 1.7 Ensure that any physical changes in the lakefront parklands enhance appreciation of, and access to, the water's edge.
- 1.8 Preserve and enhance view corridors to and from the lakefront.
- 1.9 Minimize the adverse impacts of automobile parking in the lakefront parklands through use of landscaped, small capacity parking lots at selected locations. Develop alternative access by satellite parking lots and shuttles. Special event parking areas (grass parking) should be provided based on type of event, location and anticipated attendance.
- 1.10 Encourage use of the lakefront parklands by a socially, ethnically, economically and racially diverse mix of people.

### **Recreation and Open Space**

- 2.0 Preserve and enhance the lakefront parklands, including the North Harbor Tract, as a unique recreational resource.
  - 2.1 Continue the transformation of the North Harbor Tract from a former commercial port site to recreational and navigational use.
  - 2.2 Provide a variety of options for passive and active recreation in the lakefront parklands.
  - 2.3 Encourage outdoor recreational use within 300 feet of the lakeshore and reduce potential conflicts among activities by giving water related recreation priority to the water's edge in the lakefront parklands.
  - 2.4 Restrict new development and new structures to those needed for maintenance, service, and limited food service for persons using the park and recreational facilities. Discourage new structures within 150 feet of the water's edge. For those new structures which are built, encourage locations near existing structures, parking, and roads. Maintain the area within the first 60 feet of the shoreline as a continuous pedestrian pathway.
  - 2.5 Encourage park facilities and improvements which by their design allow mixed use/multiple use programming.
  - 2.6 Encourage facilities and programming in the lakefront parklands which bring activity to the lakefront in the evenings and the cold weather months.

- 2.7 Support efforts to improve water quality in Lake Michigan and the Milwaukee River estuary.
- 2.8 Enhance the environmental quality of the lakefront parklands through strategies which reduce noise, automobile exhaust and trash and which protect areas designed for low intensity use from over use.
- 2.9 Design any commercial use or development on the lakefront parklands to enhance public recreational use of the lakefront lands and water.
- 2.10 The surface water within the harbor of refuge created by the Federal breakwater is a unique lake-within-the-lake and should be preserved by discouraging further landfilling except for shoreline protection, piers and docks, and, if there is no other economically and environmentally feasible alternative, a confined disposal facility for dredging in aid of shipping.

### **Development and Land Use**

- 3.0 Encourage a land use pattern which enhances the economic well being of the Milwaukee community.
  - 3.1 Enhance the development potential of private land within the study area by emphasizing the waterfront as an amenity for those lands through pedestrian and visual linkages between privately-owned sites and the water's edge.
  - 3.2 Preserve and protect Jones Island for active port use by encouraging the location of activities compatible with commercial port operations on the "Island" and discouraging incompatible uses.
  - 3.3 Continue and enhance the existing special event and festival sites by providing the space and infrastructure needed for their success.
  - 3.4 If any new social or cultural facilities, except a maritime museum, are to be located in the lakefront parklands, they should be concentrated in a district surrounding and including the War Memorial/Art Museum, O'Donnell Park and the downtown Transit Center.
  - 3.5 Require all new development within the study area to be designed to the highest aesthetic and environmental standards so that the overall beauty of the area is preserved and enhanced for future generations.
  - 3.6 Extend a continuous, coordinated network of pedestrian pathways along the water's edge as recommended in the report, Milwaukee RiverLink Guidelines.

## IV. RECOMMENDED ACTIONS

The policies listed in the previous chapter point the way to achieving over time the task force's vision for the study area. However, there are issues, suggestions and opportunities which the task force believes require decision and action now and in the near term

The task force compiled a comprehensive list of decisions and actions which are currently pending or are likely to arise during the next five years. These decisions and actions were evaluated against the recommended policies and the vision and a task force recommendation for each was developed.

The task force recommends the following actions as essential to its vision for the study area and urges their implementation:

### 1.0 NORTHSIDE PARKLANDS.

Both in its historical development and its current use this portion of the study area has been a recreational area. The following recommendations are intended to reinforce and advance it as a recreational resource.

- 1.1 County Plan. The task force endorses the recommendations contained in the report "Milwaukee County Lakefront Park System: North Harbor-McKinley-Lake Park Sites, Master Plan Concepts," dated November 1989, as they apply to County owned and operated facilities and sites in this portion of the study area.

*Comment:* In addition, the report has been a useful resource for recommendations affecting City owned and operated facilities that fell within the County's study area. The report's recommendations for City owned and operated facilities and sites are not endorsed as stated in the county's report: a) to allow some recommendations to receive additional emphasis and explicit endorsement in this report, and b) to allow modification and expansion of other recommendations based on the deliberations of the task force.

- 1.2 Linnwood Water Purification Plant and vicinity. The Linnwood plant is currently fenced around its entire perimeter and, being set immediately against the foot of the bluff, presents a barrier to public access to the park lands to the north. Public access to the County beach north of the plant site should be provided and the Water Works and Milwaukee County should undertake a study to design and estimate the cost of the improvements needed to accomplish this. The study should include consideration of all possible funding sources for the improvements including water-rate derived income. The Water Works should follow the lead of other utilities, notably WEPCO, which allow and support recreational use of their lands. (This study could be combined with the studies recommended in 1.4 and 4.3 below.)

*Comment:* The Water Works has jointly developed recreational facilities at other sites in the city, notably the Kilbourn Reservoir on East North Avenue between North Booth and North Bremen Streets and Riverside Pumping Station on East Chambers Street between the Milwaukee River and Humboldt Boulevard. This recommendation urges that a similar treatment of its most significant lakefront facility be investigated.

- 1.3 **Picnic Point.** Milwaukee County should develop provisions for fishing on the proposed improvements to Picnic Point. (See also recommendation 5.3.)
- 1.4 **Temporary Parking.** Milwaukee County has requested that the Water Works permit a portion of the lawn surrounding the Northpoint Pumping Station to be used for overflow parking for events such as Maritime Days and the Circus Parade. The Water Works should seriously review this request. However it should explicitly consider two related questions in its review: a) whether a temporary parking lot runs counter to Policy 1.9 in the previous chapter which calls for minimizing lakefront parking and providing access via shuttle buses and satellite parking lots, and b) whether the land would be better used for a recreational facility, such as a soccer field.
- 1.5 **Roundhouse/Yacht Club Area.** North-south pedestrian access and visual access to the water are very poor in this area. The task force endorses the County study's recommendations for this area and encourages the County and Yacht Club to work collaboratively on access improvements.
- 1.6 **Coast Guard Station Reuse.** The former U.S. Coast Guard Station at 1600 North Lincoln Memorial Drive, built in 1915-16 and listed on the National Register of Historic Places because of its architectural and historic significance, has been vacant since 1980. Since then, the condition of the boarded-up building has deteriorated and the building has become a blighting influence, discouraging public use of the area around it. Milwaukee County has solicited proposals for reuse of the building and its site, but so far no proposal has been able to gain the approval of all the reviewing agencies, in particular, the Wisconsin Department of Natural Resources.

The Task Force recommends continued action to return this area as a vital and contributing part of the lakefront. The Task Force believes the 1.15 acre site is an appropriate location for a multipurpose public facility which enhances access to the lake and serves the visiting public in a structure with a minimum footprint relative to the size of the site. Ideally, efforts should be made to incorporate the historic Coast Guard building,

but this should not be an overriding criteria for reuse of the site. Any reuse should follow the policies described in Chapter III, particularly, policy 1.9 concerning parking.

The Task Force urges Milwaukee County to work on new approaches and solutions for reuse of this site consistent with this recommendation and to expedite a resolution of this problem.

- 1.7 **Lakefront Jitney.** The task force endorses the extension of transit service along Lincoln Memorial Drive. Based on past experience, it seems that regularly scheduled traditional bus service would not be successful. The task force therefore recommends that Milwaukee County explore alternative transit modes, such as soliciting proposals for a privately-operated seasonal jitney service, to meet the access needs in the corridor between the downtown transit center and Kenwood Boulevard.

## 2.0 **DOWNTOWN WATERFRONT.**

Diversity in ownership and use best describes this portion of the study area. It is a characteristic which reflects its location in and adjacent to the most intensively developed place in Wisconsin: Milwaukee's downtown.

The task force sees this diversity as an asset, desires to continue the existing diversity, and desires to have both the public and private activities in this sub-area share its benefits.

- 2.1 **Cultural Campus.** The proposed installation of The Children's Museum at O'Donnell Park adjacent to the War Memorial and Art Museum will establish a concentration of cultural facilities. County control of these sites provides unique opportunities for coordination among the facilities and the creation of a public image of the area as a secondary "cultural campus." To get the maximum advantage from this proximity and concentration, the following actions should be taken:

- a. The War Memorial Center, Art Museum, and The Children's Museum should collaborate on marketing, scheduling, joint use of facilities, and the development of the cultural campus image. Milwaukee County should encourage such collaboration. In particular, the museums and O'Donnell Park activities should have preferential use of meeting rooms at the War Memorial and meeting rooms in the museums and O'Donnell Park should be available to the veterans organizations serviced by the War Memorial. The institutions should consider the entire cultural campus as an appropriate site for their activities, not just the space within their own facilities' walls.
- b. To distribute cultural opportunities throughout the community, other areas should be considered first by any new or proposed museums,

cultural or educational facilities which are seeking sites. Museums or other cultural or educational facilities, with the sole exception of a maritime museum and/or schooner replica, should not be located east of Lincoln Memorial Drive.

- 2.1.1. **Art Museum Expansion.** Growth in its collection and programming has prompted the Milwaukee Art Museum to begin conceptual planning and design for the expansion of the museum building. This planning and design work should continue. The expansion studies should explicitly consider the museum's relationship to its surroundings; in particular, the studies should consider an area at least 350 feet out from each side of the existing building, the relationship of a new structure to the landmark War Memorial building, the view of the water's edge from the terrace level of O'Donnell Park, and the cultural campus approach described earlier. Any design developed for an expanded Art Museum should comply with the policies described in Chapter III.
- 2.1.2. **War Memorial/Museum Parking.** The Lake Terrace parking structure should be emphasized as the parking facility for all lakefront activities within walking distance (about two blocks or 700 feet) from its walls, thereby eliminating the need for other on-site parking. The existing surface lot across from the parking structure should eventually be removed.
- 2.1.3. **Children's Museum Expansion.** When the time comes and The Children's Museum considers expansion or relocation, the museum should consider sites off the lakefront.
- 2.2. **Urban Park.** The existing Urban Park site, between Michigan Street and Wisconsin Avenue (extended) and east of Lincoln Memorial Drive, should remain as open space.
- 2.3. **Cass-Michigan Renewal Project.** As part of this renewal project, the Redevelopment Authority of the City of Milwaukee (RACM) sold four parcels (called "outlots") in the 800 block of East Wisconsin Avenue to the real estate partnership which also owns the First Wisconsin Center. As a condition of that sale, the partnership and RACM would prepare a plan "for redevelopment of the outlots in conjunction with the adjacent property" of the partnership. The preparation of the required plan is underway. RACM and the partnership should ensure that the plan and any resulting development reflects Policy 3.1, that private development incorporate pedestrian and visual linkages to the water's edge, and Policy 3.5, that development projects be designed to high aesthetic and environmental standards.
- 2.4. **Milwaukee County Transit Center.** The County has built a downtown transit center immediately south of Michigan Street and

west of Lincoln Memorial Drive. The top of the center has been designed to respond to O'Donnell Park. Principles of the design follow those applied to O'Donnell Park, specifically to encourage and sustain year-round activity, to provide revenue to support programming, and to create links to the downtown and the lakefront. The street level bus marshaling facility will enhance access by extending transit service closer to the lakefront.

2.5 **Light Rail Route.** A light rail transit system has been proposed for metropolitan Milwaukee. Some of the alternative routes under consideration pass through or near the study area, particularly a route which would use the former Chicago & Northwestern Railroad right-of-way as a link between downtown and the UW-Milwaukee campus. Because light rail transit could significantly enhance the accessibility of the lakefront and riverfront, the task force endorses the development of light rail transit within the study area. (Also see recommendation 1.7 regarding transit.)

2.6 **Municipal Pier Lake Walk.** Large portions of the municipal pier are fenced and public access is restricted. These fences should be removed and a perimeter lake walk developed which provides locations for fishing and which connects with other pedestrian paths in the area. This recommendation does affect the Pieces of Eight leasehold but it is the opinion of the task force that nothing in the lease or the location of the restaurant building prohibits development of such a walkway. In fact, the "Pieces of Eight" lease contains a provision which explicitly states:

"TENANT acknowledges that the primary purpose of the instant lease is the convenience, accommodation and service of the public, and to enhance public access to and enjoyment of the Milwaukee port waterfront area; and TENANT covenants that during the term of the said lease, it will exert its best efforts to accommodate and serve the needs and requirements of the general public in all of these respects."

2.7 **Reuse of Port Office.** The administrative office of the Port of Milwaukee is currently located in a former ferry terminal building but will soon be relocated to Jones Island closer to port operations. The Harbor Commission has proposed that the municipal pier site be reused in a manner compatible with its surroundings.

2.7.1 The task force endorses the relocation of the administrative office to Jones Island.

2.7.2 The task force endorses the reuse of the municipal pier and ferry terminal building as a multi-user, public boating facility. Acceptable uses would include:

- docking for cross lake or other passenger ferries;
- docking for tour boats and excursion vessels, fishing charters, water taxis, and other water transportation services;
- a site for the construction and display of a replica Great Lakes Schooner; and
- facilities for recreational boaters, particularly visiting (transient) boaters.

To ensure that the reuse of the pier is compatible with the task force's vision of the lakefront, the task force recommends the following guidelines for its redevelopment:

- a. Pedestrian access to the water and around the pier should be maximized.
- b. Automobile parking should be limited. O'Donnell Terrace and other existing off-street parking should be encouraged for use by visitors to the pier. (See also policy 1.9.)
- c. The recreational boating facility should emphasize accommodating short duration stays by out-of-town boaters. (Some slips for area residents may be necessary to ensure the financial feasibility of the facility, however a majority of the slips should be for transient boaters.)
- d. Consistent with its focus on serving the broadest public and visitors from outside the Milwaukee area, the redevelopment of the pier should be funded as much as possible by sources other than the local property tax (for example, user fees, state and federal grants).

2.8 **Summerfest Leasehold.** Summerfest and the other events held at Maier Festival Park are significant community assets. The task force believes that these assets can be increased and spill-over benefits maximized by the following actions:

2.8.1 Improve public access. Paths around the perimeter of Henry Maier Festival Park should be open to public access. This includes:

- a. pedestrian, bicycle, and fishing access;
- b. access to the children's play area when festivals and special events are not operating;
- c. access to Harbor Island (also see Recommendation 2.9);
- d. access to the west side of the new lagoon, and
- e. access through the park via the Chicago Street "mall" when festivals and special events are not operating.

This does not include:

- a. access to festival stages, concession areas, or Marcus Amphitheater;
- b. automobile access (except handicapped parking); or,
- c. access at times when other City or County recreational facilities are closed (e.g. no 24-hour access).

The task force notes that this public access is explicitly required by the existing lease between the City/Harbor Commission and Milwaukee World Festival, Inc. (except for the east-west access via the Chicago Street mall) and by the most recent State lakebed grants to the City (1985 Wisconsin Act 327).

- 2.8.2 Improve exterior appearance. The Festival Park grounds are well landscaped and appealing. However, the fencing along the west side of the grounds is unattractive and sets a poor standard for nearby private property owners to follow. The fencing also visually isolates nearby private properties from the lakefront denying them the ability to emphasize and market their lakefront location. The existing fencing should be removed and new fencing designed and installed which provides security but is itself visually appealing and allows views of the lakefront and park interior.
- 2.8.3 Revise lease limits. The 1985 lease between City/Harbor Commission and Milwaukee World Festival, Inc. (MWF) requires modification as a result of landfilling and changes in city plans:
  - a. the MWF leasehold should be expanded to include the 1.2 acre "fillet" landfill which is contiguous to the existing leasehold; and
  - b. the provisions regarding public access in the existing lease should be amended to explicitly include public access via the Chicago Street "mall" as previously described.
- 2.9 **Harbor Island.** The new landfill "island" has the potential to be a major recreational amenity. To maximize that potential, the task force recommends that:
  - 2.9.1 The island be programmed for recreational, not "festival," use. In keeping with this programming, it is recommended that:
    - a. The island should not be included in the Milwaukee World Festival, Inc. leasehold; however, coordinated use of the island as a quiet respite from festival activity is encouraged.
    - b. Utilities on the island be minimized. Electric power for lighting and water for landscaping should be the minimum required for

safety and maintenance of the grounds.

- c. Moderate development of recreational facilities is acceptable. Playing fields for organized sports may be developed. Similarly, low capital facilities for fishing are encouraged.

2.9.2 The accessibility of the island be improved. It is recommended that:

- a. A pedestrian and bicycle bridge be developed at the Chicago Street mall extended. The task force recommends that the bridge be a low-tech bridge capable of opening to allow passage of boats with masts.
- b. A pedestrian and bicycle loop should be developed to maximize access to the water on both the lagoon and lake sides of the island.
- c. Use of the Harbor Island lagoon for recreational boating be allowed, subject to regulations by the Harbor Commission.

2.10 **Chicago/Jackson/Coachyards Area.** The parcels north of Chicago Street and the Italian Community Center (ICC)-owned "Coachyards" are unique in the study area in their size (21 acres) and development potential. Their locational advantages can be further enhanced by emphasizing their proximity to the lakefront. In particular:

2.10.1 In the near term, landscaping and pedestrian pathways should be installed which key off the improvements recommended for the Summerfest leasehold (recommendation 2.8). These improvements should present the properties as attractive and well maintained and should minimize the current perception of these parcels as a "no man's land" between the Festival Park and the Historic Third Ward.

2.10.2 To prepare for future development, the ICC should sponsor a study of alternative subdivision options for its holdings. These studies should assume development at densities comparable to the Historic Third Ward (roughly 100,00 sq. ft./acre) and a mix of possible development types.

2.10.3 All of the subdivision options for the Coachyards should include the extension of Jackson Street between Corcoran Avenue and Polk Street to improve vehicular access within and through the area. Additional street openings may be required by particular development patterns; however, Jackson Street is the only street extension necessary for areawide needs.

2.11 **Milwaukee River – East Bruce Street to North Water Street.** It is the desire of the task force to encourage boating on the river, pedestrian access to the water's edge, and a diversity of uses on the adjacent private lands. To achieve these ends, the task force:

2.11.1 Endorses the recommendations contained in the report Milwaukee RiverLink Guidelines for the areas identified as segments 10, 11 and 12

in the report. The City, DNR, and private property owners are urged to aggressively pursue the access improvements described in the report.

- 2.11.2 Recommends that the Mixed Activity (C9G) zoning district be expanded to cover the properties on both sides of the river in an area bounded by North Water Street, East Erie Street, South Water Street, and the Chicago & Northwestern rail line. This zoning district allows a wide range of office, retail, service, and manufacturing uses including marinas and other docking facilities.
- 2.11.3 Recommends that industrial zoning be retained on the properties on both sides of the river in the area bounded by South Water Street, North Harbor Drive extended, and East Bruce Street and the harbor entrance because of the existing character of the buildings and the industrial uses now in the area. The task force notes that marinas and docking facilities are permitted uses in the industrial zoning district.

### 3.0 **JONES ISLAND.**

Jones Island is the center of operations for the Port of Milwaukee and the site of a Milwaukee Metropolitan Sewerage District treatment plant. The task force endorses the efforts of the Harbor Commission to develop the port as a modern, efficient, multimodal transportation facility. To facilitate these efforts, the task force makes the following recommendations.

- 3.1 **Port Office Relocation.** The task force endorses the relocation of the Port headquarters office from the North Municipal Pier to Jones Island. This will produce operational efficiencies for the Port and greater convenience for Port tenants.
- 3.2 **Compatible Recreational Use.** The Task Force believes the Port must not be hampered in its mission to supply efficient transportation and distribution services to our region, an effort which enhances the economic growth of greater Milwaukee and provides substantial minority employment.

In the past, the public has had essentially unrestricted access to the commercial Port for recreational purpose, in particular fishing south of Terminal 4 underneath I-794 (Hoan Bridge).

Few conflicts have arisen between the fishing activity and Port operations. However, there is a well-documented and marked increase in vandalism to Jones Island facilities, thefts of tenant equipment, and violent personal altercations (principally between non-Port related people). These incidents jeopardize the Port's reputation as a safe and theft-free operation which is one of its primary stocks-in-trade, and threatens the operations of tenants. Tenants and the Port are, as well, concerned about growing liabilities for accidents on leaseholds that

result from the Port's current liberal public access policy.

The Board of Harbor Commissioners has determined it to be necessary to restrict public access to the Port area; and have stated its wish to do so in a way that will allow legitimate fishermen limited access to portions of Jones Island. The Task Force supports access for the fishermen and recommends a study be sponsored by the Port to address the locations, times and conditions under which such limited use by fishermen might be permissible.

The Task Force also recommends the Police Department actively increase their presence in the Port area during summer months in order to keep the rate of incidents low, as the best means of maximizing access for fishermen.

- 3.3 **Kaszube Memorial.** The City's Recreational Facilities Division maintains a small (0.1 acre) vest pocket park at 1421 South Carferry Drive as a memorial to the Kaszubes, European immigrants who were early settlers of Jones Island. The site is almost inaccessible to the public. The task force recommends that the memorial be relocated where it can receive greater public use and where it can serve as a more visible memorial to the Kaszubes. (The analysis of a suitable site for this park can be made an element of the study recommended under 3.2 above.)

- 3.4 **Confined Disposal Facility.** Dredging is required to maintain water depths sufficient to allow ships to dock at the Port. The dredged material (called "spoil") is currently placed in a landfill at the southern end of Jones Island. This landfill, called the "Confined Disposal Facility" or "CDF," is operated by the U.S. Army Corps of Engineers. The CDF has sufficient capacity for the next 10 years. After that, the CDF may be available for alternative use.

The CDF is part of the lakebed grants received by the City and under the jurisdiction of the Board of Harbor Commissioners. The Board of Harbor Commissioners has expressed a desire to retain the site for possible Port expansion. Development of the CDF as a recreational site has also been suggested, and it has been designated as a park site in Milwaukee County and regional plans.

The CDF will remain in its present use during the 10-year period covered by this plan. During this period, the Port will continue to explore a range of expansion options, some of which do not include use of the CDF. Issues affecting the CDF itself, such as what should be done with dredging spoil after the existing CDF is filled and what limitations contaminants in the spoil may place on reuse of the CDF, will be investigated by federal, state and local agencies, particularly as part of the Milwaukee Estuary Remedial Action Plan being prepared by the

Wisconsin Department of Natural Resources.

For these reasons, the Task Force does not recommend a particular reuse for the CDF at this time. Given the high potential value of this site for recreational and port purposes, the Task Force recommends that during the next ten years the issues affecting the CDF be closely monitored and, when a more certain schedule for closing the CDF is known, then an evaluation of the reuse options be made with broad public input.

3.5 **Sea Scouts Pier.** The Sea Scouts, a program of the Boy Scouts of America, use a pier adjacent to the Kinnickinnic River flushing tunnel inlet at East Russell Avenue for its program. This area is under lease to the U.S. Navy. Fishermen have asked the Board of Harbor Commissioners that they also be allowed to use the pier. The Task Force recommends that this request also be included in the recreational use study previously recommended (recommendation 3.2.). In any event, the priority claim of the Sea Scouts on this leasehold needs to be recognized and their operations should not be unduly impacted. The Sea Scouts should be encouraged to expand their program as a mechanism to introduce young people to waterfront oriented activities, expanding lakefront use.

3.6 **Commercial Port Property.** The Task Force recognizes and acknowledges the leadership of the Board of Harbor Commissioners which has given over generous amounts of commercial Port property to recreational activities. As well, the Board has developed green belt space to soften the transition between the community of Bay View and the industrial zone of the Port area, further adding to the community's quality of life. Because of this, Port expansion options are very limited. Therefore, potential expansion properties on the Kinnickinnic River are being investigated. The Task Force endorses the identification and reservation of sites for commercial Port use.

#### 4.0 **SOUTHSIDE PARKS.**

This part of the study area is composed of County and City property. The majority of the land is included in two County parks: South Shore Park and the portion of Bay View Park which is with the City of Milwaukee. The City of Milwaukee owns the site of the Texas Avenue Water Intake and Pumping Station which is operated by the Milwaukee Water Works. These facilities also suffered from the erosion caused by high lake levels. Some shoreline rehabilitation has been accomplished, notably a joint Sewerage District-Parks Department project from the Kinnickinnic Flushing Tunnel inlet at approximately Russell Avenue to the north end of the South Shore Yacht Club parking lot at Iron Street. Rehabilitation is underway south of the Park

Pavilion, including restoration of washed-out portions of the lakeshore bike trail.

4.1 **Shoreline Stabilization.** The task force endorses the shoreline stabilization plans of the Milwaukee County Parks Department and urges their prompt implementation. These concept plans generally call for regrading the existing rubble shoreline and installation of new shore protection. The shoreline bike trail should be maintained throughout the area. Note that the following recommendation (4.2) calls for provisions for fishing to be added to the plans.

4.2 **Fishing.** Recreational fishermen currently fish from many locations in this sub-area and it features one of the two fish-cleaning stations on the entire lakefront. (The station is near the South Shore Yacht Club. The other station is near the McKinley Marina boat launch.) The task force recommends that the use of the shoreline by fishermen be explicitly considered and facilitated in the detailed design of the stabilization improvements. For example, some of the armor stone should be positioned to provide a level standing place for casting. Also, a series of groins extending into the lake south of Texas Avenue now used for fishing should be retained.

4.3 **Texas Avenue Pumping Station.** As with the other Water Works facilities on the lakefront, the Texas Avenue station has potential for compatible recreational use. The County's "76" bike trail currently crosses the property. It is recommended that the Water Works cooperate fully, including cost sharing when its property is involved, with the County's shoreline stabilization project. The Texas Avenue site should be explicitly considered in the study of compatible recreational use previously recommended. (See recommendation 1.2.)

4.4 **Lakefront Zoning.** In 1988, the City established a lakefront zoning district (LF/C/60) to protect the northside lakefront parklands. Similar ownership and types of uses exist in this sub-area. It is therefore recommended that the existing multifamily residential zoning districts (R/B/85 & R/B/40), R/D/40) now covering these southside parklands be replaced with the lakefront zoning district.

## 5.0 **GENERAL RECOMMENDATIONS.**

There are certain concerns which are not specific to a particular location on the lakefront or which affect several locations. Based on its consideration of these concerns, the task force makes the following recommendations.

5.1 **Water Quality.** The quality of the water within and adjacent to the study area has a direct relationship to the policies and actions which are recommended in this plan. Enhancing access makes little sense if

the water is too polluted for public contact. Facilitating fishing is inconsistent policy if anglers are then warned that their catch is too contaminated to eat.

These are current concerns in the study area. The beach at South Shore Park was closed three times during the summer of 1989 and four times during the summer of 1990 because of high levels of bacteria in the water. Fish caught in the study area are subject to various "consumption advisories" due to contamination by polychlorinated biphenyls (PCBs) and pesticides. There is underway in the study area the first stage of a pollution abatement program. Known as the "Milwaukee Estuary Remedial Action Plan (RAP)," the effort is staffed by the Wisconsin Department of Natural Resources and guided by citizen and technical advisory committees. The task force strongly endorses the RAP as the best method for achieving the improvement in area water quality which is essential to its vision of the future of the study area. The task force recommends that citizens and public agencies fully and affirmatively cooperate with the work of the RAP as it completes its analysis and recommends specific remedial actions.

5.2 **Public Trust Doctrine.** "...the navigable waters leading into the Mississippi and St. Lawrence, and the carrying places between the same, shall be common highways and forever free, as well to the inhabitants of the state as to the citizens of the United States, without any tax, impost or duty therefore." These words, embodied in Article IX of the Wisconsin Constitution, are the source of the public trust doctrine. Courts, in interpreting the doctrine, have characterized it as "...a title held in trust for the people of the state that they may enjoy the navigation of the waters, carry on commerce over them, and have liberty of fishing therein freed from the obstruction or interference of private parties." The courts have determined that the doctrine applies to lands created by landfill from navigable waterways and to waterways and filled lands transferred by grants from the State to other levels of government. Much of Milwaukee's lakefront park and harbor lands are on landfill subject to the public trust doctrine. Periodically questions arise as to whether those lands are being used in a manner consistent with the public trust. The task force spent considerable time discussing the doctrine as it applies to the lakefront park and harbor lands and offers the following recommendations.

5.2.1 Conference. Concern has been expressed that the Wisconsin Departments of Natural Resources and Justice and the Office of the Public Intervenor interpret the doctrine more restrictively than do agencies in the other Lake Michigan states. The task force recommends that the City, County and other interested parties sponsor a conference

to determine whether there are differences in interpretation, the nature of those differences, and the rationale behind any differences.

- 5.2.2 **Adopted Procedures.** The State Legislature has granted lakebed public trust lands to the City and the County. The Board of Harbor Commissioners exercises initial jurisdiction over the City lands. The County Board Committee on Parks, Recreation and Culture exercises initial jurisdiction for the County. To allow for an early and formal consideration of the public trust, it is recommended that the Board of Harbor Commissioners and Committee on Parks, Recreation and Culture adopt procedures which require a formal hearing on the public trust implications of any change in use on granted lands or lease of granted lands for other than Port purposes. Such explicit consideration of the public trust would better inform the Board's and Committee's decision making, reassure the citizenry that the public trust doctrine had been explicitly considered, and establish a record and rationale for their decisions which may later be used in defense of any challenge in court to their decisions.
- 5.2.3 **Restaurants.** The task force determined that food service is an essential ingredient in an attractive lakefront. This is particularly true in Milwaukee where the large expanses of public land, the distances between the water's edge and the closest private lands, and physical obstacles, such as the bluffs, require that food service be provided on public land if it is to be convenient to visitors. Some concerns have been expressed regarding a proliferation of restaurants on the lakefront, that restaurants do occupy some land which is made unavailable for other uses, and whether restaurants are compatible with the public trust doctrine. The task force believes these concerns can be addressed by limiting by policy the number and location of food service facilities on lakefront public lands. Table 1 illustrates the sites and types of facilities which meet the goals of encouraging public convenience while discouraging proliferation. The task force recommends that the City and County use Table 1 as a guide when evaluating proposals for food service facilities and that additional facilities not on the list be disapproved. (The development of food service facilities on private land is explicitly left to the existing zoning regulations applicable to those private lands.)
- 5.3 **Fishing.** Milwaukee's lakefront has long been a popular fishing location. Special provisions to enhance fishing have been made at several places: the U.S. Army Corps of Engineers breakwater walkway and nearby fish-cleaning station at McKinley Marina, the Marcus Amphitheater lake walk, the South Shore Park fish-cleaning station, a fishing pier for the handicapped at South Shore Park, an observation

and fishing area at McKinley Beach, and fish stocking at Veterans Park Lagoon. The task force believes additional actions to improve fishing opportunities in the study area should be taken. Location-specific actions have been described previously. General recommendations are:

- 5.3.1 Fishing enhancements should be explicitly considered whenever lakefront and riverwalk improvements are made. It should be noted that the general types of enhancements are not regarded as major, independent capital projects. Instead, they are regarded as modifications in project design, such as the terracing of stone or use of stair-step gabions to provide casting sites. Similarly, a small number of parking places at fishing sites should be provided when possible for handicapped anglers and for holders of DNR senior citizen fishing permits.
- 5.3.2 The City and County should regularly consult with the DNR Southeastern District fishing management staff to better reflect and integrate fishing in City and County recreation plans.
- 5.3.3 Following completion of the recreational joint use studies recommended for the Port of Milwaukee and Water Works properties in the area, the City, County and DNR should collaborate on a pamphlet-type guide to fishing on the Milwaukee lakefront similar in style and content to the guides distributed by the County on swimming, golf, and bike trails. The guide should include information on fish consumption advisories.
- 5.4 **Continuous Pathways.** Previous recommendations have endorsed the development of pedestrian and bicycle pathways in individual subareas. The task force emphasizes that these pathways should be part of a continuous and coordinated network. The pathways on City land should link with the pathways on County lands. Similar construction standards should be used for both and similar use regulations should apply to both City and County facilities.
- 5.5 **Coordination.** It has been said that "the lakefront belongs to everyone." It often appears that "everyone" is in charge of lakefront policy and management as well. The task force has found that, in fact, the actual practice is less complex. At the County, the elected officials set policy with the Parks, Culture and Recreation Committee of the Board of Supervisors having the lead role; the Department of Parks, Recreation and Culture manages the lakefront parks and does park planning. Other "County" operations, such as the Art Museum, have a lessee/lessor relationship to the County Board.

At the City, the very specific purposes for which lakefront land is held has produced two separate operating agencies. The Port of Milwaukee

and the Water Works are the two City agencies with land management responsibilities. While both are arms of City government, both also have unique status: the Board of Harbor Commissioners has specific powers and duties pursuant to section 30.38, Wisconsin Statutes, and the Water Works is a regulated utility created pursuant to section 66.071, Wisconsin Statutes. Policy guidance is provided by elected City officials directly in the case of the Water Works and indirectly through the Board of Harbor Commissioners in the case of the Port. The Department of City Development provides planning assistance. To foster coordination among these parties, the task force recommends the following actions:

- 5.5.1 **Plan Adoption.** As a City plan, this document should receive formal adoption by the Board of Harbor Commissioners, City Plan Commission, and Common Council. The plan should also be sent to the County with the request that the County use it as a planning guide. (Chapter VI describes the actions taken by the City of Milwaukee and Milwaukee County.)
- 5.5.2 **Interjurisdictional and Interagency Communication.** Communication between levels of government and government agencies has been strong during this study. The task force recommends that this communication continue on a regular, formal and continuous basis and include the City, County, Wisconsin Department of Natural Resources and interested citizens. The Task Force recommends that the Department of City Development prepare a detailed proposal in cooperation with Milwaukee County for a formal mechanism to facilitate the ongoing exchange of ideas and concerns on lakefront issues.
- 5.5.3 **Cooperative Study on Recreational Boating.** During this study, both the City and County undertook separate studies of boating facilities or marinas. It is recommended that the various levels of government join in a study to refine and coordinate the results of their individual studies. This study should explicitly consider the different types of boating facilities and the demand for each, jurisdictional issues, and operation and management issues.

**Table 1**  
Existing and Planned Food Service Facilities

<u>Name/Location</u>	<u>Type</u>	<u>Status</u>	<u>Public Trust</u>
Lake Park Pavilion	F/Q	P	N
Bradford Beach	F	E	Y
Northpoint	F	E	Y
McKinley Beach	F	P	Y
Roundhouse	F	E	Y
Coast Guard Station	F/Q	P	Y
McKinley Marina	F/Q	P	Y
Veterans Park	S	E	Y
Art Museum	Q	E	Y
O'Donnell Park	F/Q	P	N
Urban Park	F	E	Y
Pieces of Eight	Q	E	Y
Maier Park	S	E	Y
South Shore Pavilion	F/Q	P	N*

Notes

Type: F = fast food restaurant

Q = quality restaurant

S = temporary food service for public special events:

These public facilities may be used on occasion for private events, pursuant to established procedures for permit or rental.

Status: P = proposed

E = existing

Public Trust: N = not on lakebed landfill, public trust doctrine not applicable.

Y = located on lakebed landfill, public trust doctrine applicable.

\* = additional analysis needed to authoritatively determine public trust involvement.

## V. IMPLEMENTATION

All parts of this report are the recommended plan for Milwaukee's lakefront. However, this chapter provides two special summaries for use in implementation of the plan: a land use map which emphasizes the development pattern recommended by the plan and a listing of the lead agencies and private parties with responsibilities for plan implementation.

### Land Use Map

Figures 2 through 5 provide a geographic reference for recommendations which apply to specific locations in the study area. Figure 2, the map key, lists the types of land use identified on the plan maps.

Figure 3 covers the Northside Parklands, the portion of the study area between East Hampshire Street and East Wells Street.

Figure 4 provides a reference for the Downtown Waterfront, the part of the study area between East Wells Street and East Bruce Street as extended to the Harbor entrance.

Figure 5 focuses on Jones Island and the Southside Parklands, the portion of the study area from the Harbor entrance to Milwaukee's boundary with the City of St. Francis.

The figures are photographically reduced from a single map (scale 1" = 600') of the entire study area which will be maintained and updated by the Department of City Development.

### Implementation Responsibilities

In nearly all cases, the recommendations in Chapter IV are addressed to one or more specific parties. This section groups the recommendations by the party to which they are addressed.

The parties identified are the lead parties for implementation. The principal responsibility for pursuit of the recommendation rests with them, although it is recognized that the assistance and cooperation of other parties is often necessary.

In some cases, a recommendation is listed under two or more agencies. These are cases in which implementation must be pursued on individual sites by different parties or through different governmental jurisdictions. Recommendations which explicitly call for close cooperation among parties will also be listed under all the parties affected.

This section is intended to be a reference, not a full restatement of the recommendations. Recommendations are therefore stated as a brief phrase. The reader should use the number of the recommendation to find its full text in Chapter IV.

## **RESPONSIBLE PARTY:**

### **PUBLIC SECTOR**

#### **City of Milwaukee**

##### **Water Works:**

- Analyze compatible recreational use of lakefront facilities including design of capital improvements such as walkways, bicycle paths, fishing platforms.  
(Recommendations 1.2, 1.4 and 4.3)
- Jointly with Milwaukee County Parks, Recreation and Culture Department, analyze use of Northpoint pumping station lawn.  
(Recommendation 1.4)
- Consider fishing improvements in all water's edge capital projects.  
(Recommendation 5.3.1)
- Collaborate with Harbor Commission and County on fishing brochure.  
(Recommendation 5.3.3)

##### **Harbor Commission:**

- Preserve Urban Park as open space.  
(Recommendation 2.2)
- Develop North Municipal Pier lake walk.  
(Recommendation 2.6)
- Relocate administrative office to Jones Island.  
(Recommendations 2.7.1 and 3.1)
- Redevelop North Municipal Pier as a facility for recreational and passenger boating.  
(Recommendation 2.7.2)
- Revise Summerfest lease limits.  
(Recommendation 2.8.3)
- Ensure Harbor Island is developed for quiet recreation.  
(Recommendation 2.9.1)
- Jointly with Milwaukee World Festival, improve access to and on island including a new bridge.  
(Recommendation 2.9.2)
- Analyze ways to allow fishing on Jones Island.

(Recommendations 3.2 and 3.5)

- Relocate Kaszube Memorial.  
(Recommendation 3.3)
- Allow continued use of Jones Island pier by Sea Scouts.  
(Recommendation 3.5)
- Identify and reserve potential Port expansion sites, including sites in the Kinnickinnic River area.  
(Recommendation 3.6)
- Cosponsor Public Trust conference.  
(Recommendation 5.2.1)
- Adopt Public Trust procedure.  
(Recommendation 5.2.2)
- Consider fishing improvements in all water's edge capital projects.  
(Recommendation 5.3.1)
- Collaborate with Water Works and County on fishing brochure.  
(Recommendation 5.3.3)
- Formally adopt this plan.  
(Recommendation 5.5.1)

Department of City Development:

- Aggressively pursue improvements described in Milwaukee RiverLink Guidelines.  
(Recommendation 2.11.1)
- Recommend to City Plan Commission and Common Council that:
  - Certain parcels adjacent to the Milwaukee River be rezoned  
(Recommendations 2.11.2 and 2.11.3);
  - The southside parklands be rezoned  
(Recommendation 4.4); and
  - This plan be formally adopted  
(Recommendation 5.5.1).
- Monitor the issues affecting the Confined Disposal Facility, particularly regarding its capacity and continued use.  
(Recommendation 3.4)

- Affirmatively cooperate with the estuary remedial action plan (RAP) for water quality improvement.  
(Recommendation 5.1)
- Cosponsor Public Trust conference.  
(Recommendation 5.2.1)
- Limit food service to the locations identified in this plan.  
(Recommendation 5.2.3)
- Explicitly consider fishing improvements as part of water's edge capital projects.  
(Recommendation 5.3.1)
- Consult with DNR fishing management staff during preparation of recreation plans.  
(Recommendation 5.3.2)
- Pursue development of a continuous and coordinated network of pedestrian and bicycle pathways.  
(Recommendations 5.4 and 2.11.1)
- Serve as liaison on plan implementation. Prepare a proposal for a formal interjurisdictional coordination and cooperation mechanism.  
(Recommendation 5.5.2)
- Join with Milwaukee County in a study of recreational boating facilities.  
(Recommendation 5.5.3)

Redevelopment Authority:

- Ensure that the parcels in the Cass-Michigan renewal project are developed in accord with the policies in this plan.  
(Recommendation 2.3)

**Milwaukee County**

Department of Parks, Recreation and Culture:

- Pursue the recommendations of the "...Lakefront Park System...Master Plan Concepts" report for the northside parklands.  
(Recommendation 1.1)
- Include fishing improvements on Picnic Point.  
(Recommendation 1.3)
- Assist the Water Works in an analysis of Northpoint pumping station lawn.  
(Recommendation 1.4)

- Seek visual and pedestrian improvements in Roundhouse/Yacht Club area.  
(Recommendation 1.5)
- Take immediate action to minimize the blighting effect of the old Coast Guard Station building and to solicit new approaches and solutions for reuse of the Coast Guard Station site.  
(Recommendation 1.6)
- Develop the War Memorial/Art Museum, O'Donnell Park/The Children's Museum, and Transit Center facilities as a coordinated campus.  
(Recommendation 2.1)
- Concentrate lakefront parking in O'Donnell Park.  
(Recommendation 2.1.2)
- Pursue shoreline stabilization and bike trail restoration in the southside parklands.  
(Recommendation 4.1)
- Affirmatively cooperate with the estuary RAP for water quality improvement.  
(Recommendation 5.1)
- Cosponsor Public Trust conference.  
(Recommendation 5.2.1)
- Recommend to the County Board Committee on Parks, Recreation and Culture that it adopt formal procedures for consideration of the public trust.  
(Recommendation 5.2.2)
- Explicitly consider fishing improvements as part of water's edge capital projects.  
(Recommendations 1.3, 4.2, 5.3.1)
- Consult with DNR fishing management staff when preparing recreation plans.  
(Recommendation 5.3.2)
- Collaborate with Port and Water Works on fishing brochure.  
(Recommendation 5.3.3)
- Pursue development of a continuous and coordinated network of pedestrian and bicycle pathways.  
(Recommendation 5.4)

- Use this plan as a guide for decision making.  
(Recommendation 5.5.1)
- Join with the City of Milwaukee in a study of recreational boating facilities.  
(Recommendation 5.5.3)

Department of Public Works:

- Continue development of downtown transit center.  
(Recommendation 2.4)
- Develop a specialized lakefront transit service.  
(Recommendation 1.7)

**Other Public Agencies**

Wisconsin Department of Natural Resources:

- Aggressively pursue implementation of the Milwaukee RiverLink Guidelines.  
(Recommendation 2.11.1)
- Continue development of estuary RAP phase II.  
(Recommendation 5.1)
- Cosponsor Public Trust conference.  
(Recommendation 5.2.1)
- Collaborate with the City and County on a pamphlet-type fishing guide.  
(Recommendation 5.3.3)

Wisconsin Department of Transportation:

- Consider service to the lakefront in the light rail transit study currently underway.  
(Recommendation 2.5)

**PRIVATE SECTOR**

Milwaukee Art Museum:

- Continue expansion planning, explicitly considering the policies and recommendations of this plan in the design process.  
(Recommendation 2.1.1)

Equitable Real Estate Investment Management, Inc.:

- Explicitly consider the policies and recommendations of this plan in its planning for the Cass-Michigan properties.  
(Recommendation 2.3)

**Milwaukee World Festival, Inc.:**

- Improve access though Maier Festival Park.  
(Recommendation 2.8.1)
- Improve appearance of fencing on western boundary.  
(Recommendation 2.8.2)
- Agree to revised leasehold.  
(Recommendation 2.8.3)
- - Cooperate with Harbor Commission with access improvements to Harbor Island.  
(Recommendation 2.9.2)

**Italian Community Center:**

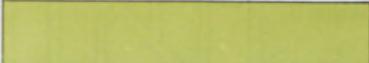
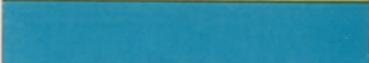
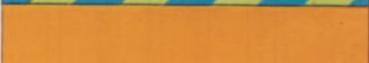
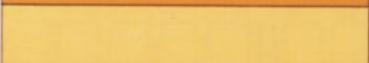
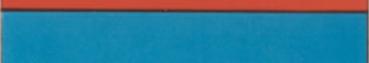
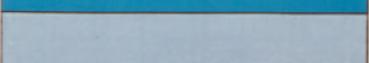
- Improve landscaping and pedestrian pathways.  
(Recommendation 2.10.1)
- Analyze subdivision options, including possible street extensions.  
(Recommendations 2.10.2 and 2.10.3)

**Specialty Restaurants Corp.:**

- Cooperate with development of a perimeter lake walk around "Pieces of Eight."  
(Recommendation 2.6)

**FIGURE 2**  
**Land Use Key**

COLOR CODE:

	PARK
	FESTIVAL SITE
	COMBINATION PARK/FESTIVAL
	INDUSTRIAL
	MIXED USE
	UTILITY
	COMMERCIAL/OFFICE
	INSTITUTIONAL
	TRANSPORTATION
	NEW STREETS
	RIVERLINK CONNECTIONS
	HARBOR OF REFUGE

SYMBOL KEY:

	EXISTING BOATING FACILITY
	PROPOSED BOATING FACILITY
	EXISTING FOOD SERVICE
	PROPOSED FOOD SERVICE
<b>CDF</b>	CONFINED DISPOSAL FACILITY

**FIGURE 3**

**Northside Parklands**

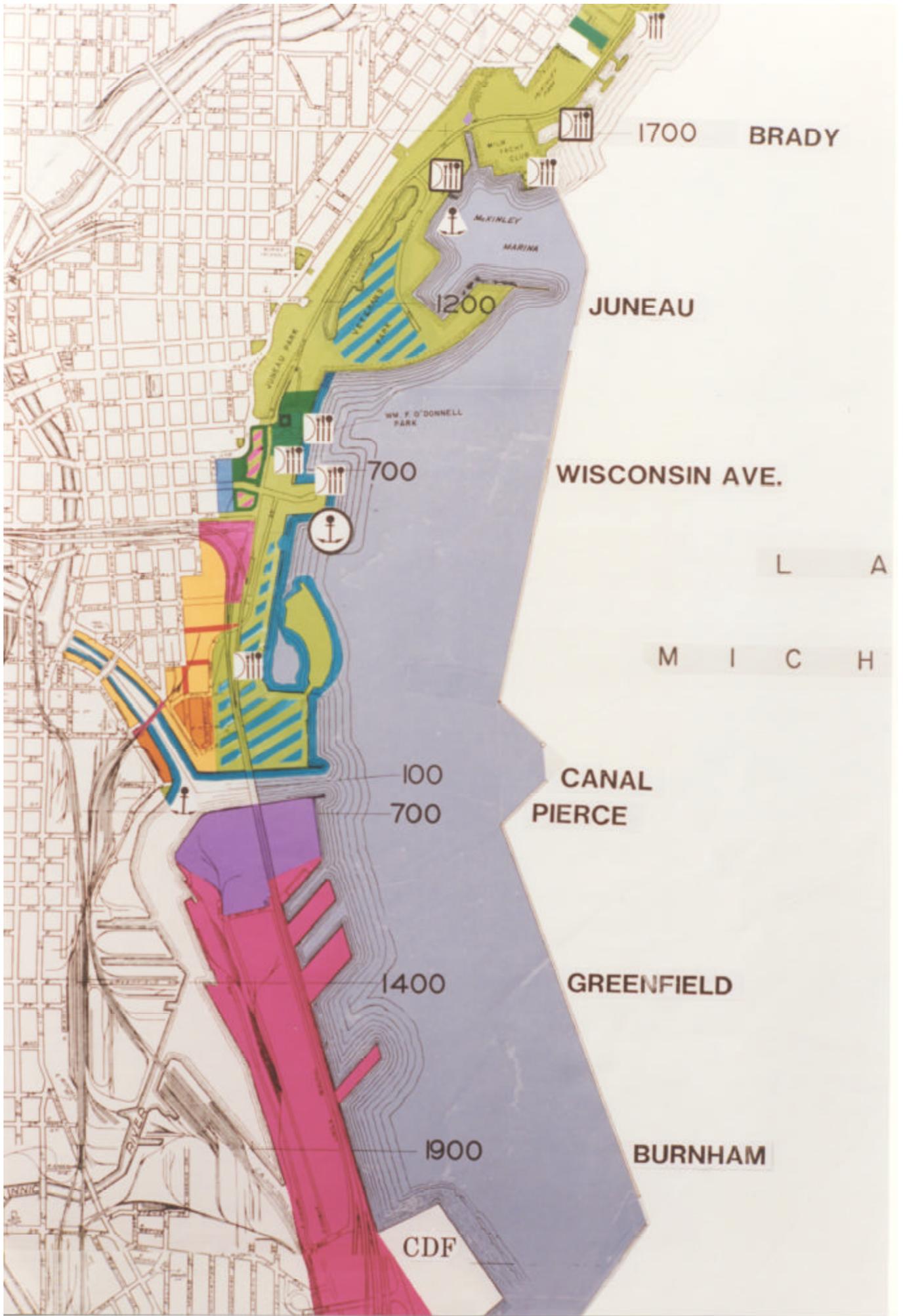
**East Hampshire Street to East Wells Street**



**FIGURE 4**

**Downtown Waterfront**

**East Wells Street to East Bruce Street extended**



1700 BRADY

JUNEAU

700 WISCONSIN AVE.

L A

M I C H

100  
700 CANAL PIERCE

1400 GREENFIELD

1900 BURNHAM

CDF

**FIGURE 5**

**Jones Island and Southside Parklands**

**East Bruce Street & Harbor entrance to City limits**

M I C H I G A N



## VI. ADOPTION

Recommendation 5.5.1 calls for the plan to be formally adopted by the Board of Harbor Commissioners, the City Plan Commission and the Common Council of the City of Milwaukee. The recommendation also calls for the City to ask Milwaukee County to use the plan for a guide in its decision making. The task force further stated that the plan should be adopted "as part of the City's Comprehensive Plan" in its letter of transmittal to the Mayor.

In December 1992, Mayor Norquist initiated the formal approval process by submitting the plan to the Common Council. By November 1993, the plan had been formally adopted by the City of Milwaukee and the Milwaukee County Board of Supervisors. Each of the reviewing and adopting bodies reacted favorably to the plan as a whole, but concerns were voiced about a small number of aspects of the plan. It became apparent that these concerns should be reflected in the plan document.

It falls to the City Plan Commission under section 62.23(3)(b), Wisconsin Statutes to adopt a comprehensive or "master" plan for the City. Following its review, which included a public hearing on the Plan for Milwaukee's Lakefront on February 8, 1993, the Commission determined that the concerns of the other public bodies should be accommodated by revising the plan when concerns could be addressed by clarifying, but staying consistent with, the intention of the task force. When an adopting body specifically departed from a task force recommendation or raised questions not considered by the task force, the Commission decided that such differences should be described in this chapter which is an addition to the task force report. As a result, this document now includes both a description of the plan, set forth in chapters I through V, and a record of actions taken on the plan, which is this chapter. The following sections describe the specific actions taken in their chronological order by the adopting bodies.

### **Board of Harbor Commissioners:**

The Board of Harbor Commissioners adopted the plan with two modifications at its meeting on January 26, 1993. The Board stated its "strenuous" objection to the proposed expansion of the Milwaukee Art Museum building and to plan recommendation 2.1.1 which would allow the expansion if certain conditions are met. The Board also stated its position that the lakewalk around the perimeter of Henry Maier Festival Park should be open to public access even when festivals and special events are operating.

In its review, the City Plan Commission considered the background to the recommendations. Regarding the potential expansion of the Milwaukee Art Museum, the Commission found that the matter was extensively debated by the task force and the wording of the recommendation was carefully crafted to represent the majority opinion of the task force members. Therefore the Commission declined to change recommendation 2.1.1 in the plan.

Regarding the Maier Festival Park lakewalk, the Commission found the Harbor

Commission and task force positions to be in basic agreement. The text of recommendation 2.8.1 was changed to clarify the times and circumstances under which sections of the lakewalk should be open to the public.

**Milwaukee County:**

At the February 8, 1993, public hearing, representatives of Milwaukee County asked that the City Plan Commission not act on the plan until the County Executive, Board of Supervisors and Department of Parks, Recreation and Culture could formally comment on the plan. Because of the emphasis on coordination and communication in the plan, the City Plan Commission willingly agreed to delay action.

Staff from the Department of City Development met several times with staff of the County Department of Parks, Recreation and Culture to review the County's comments and concerns. These discussions resulted in an August 30, 1993 memorandum report from the Department of Parks, Recreation and Culture to the County Board Committee on Parks, Recreation and Culture. That memorandum recommended that five statements be added to the plan:

1. "Accessibility to the lakefront is of paramount importance if the area is going to continue to support the current and future level of activity. However, at this time, blanket statements regarding transit service (including light rail), small capacity additional parking lots and shuttle services should not be endorsed. Rather, additional special event parking areas (grass parking) should be encouraged based on type of event, location and anticipated attendance.
2. "The prohibition of new structures within the first 60 feet of the shoreline is too broad and restrictive. While sightlines and access remain important, the potential benefits of any new structures should be established based on their own merit.
3. "We generally support efforts to improve water quality in Lake Michigan and the Milwaukee River estuary, however, this support does not include any plans for the Estabrook Park dam.
4. "While we encourage cooperation between the cultural tenants at O'Donnell Park, the War Memorial and Art Museum, they should not be required to collaborate marketing and other efforts. The entities which occupy those facilities should be treated as independent operations.
5. "We agree that food service is an essential ingredient in an attractive lakefront. However, locations should not be dictated by Table 1 which is included as a portion of the report. There needs to be some flexibility afforded the governing agency especially if private capital is to be encouraged."

The Department of Parks, Recreation and Culture further recommended that the County formally adopt the plan with the addition of the five points set out in its memorandum report.

On September 23, 1994, the County Board acted as recommended by the County Department of Parks, Recreation and Culture, by adopting resolution File No. 93-222(a)(a). The resolution adopted the plan "including the report from the Acting Director, Milwaukee County Department of Parks, Recreation and Culture, dated August 30, 1993 and incorporated by reference herein...." The resolution was approved by County Executive F. Thomas Ament and forwarded to the City Plan Commission. A copy of the resolution is reproduced in Appendix A.

Following its review of the County's action, the City Plan Commission agreed to include the five points from the August 30, 1993 memorandum report in this chapter. It further amended the plan text in three places to reflect the County's concerns: policy 1.9 was expanded to state that temporary parking on grass or lawn areas was acceptable for special events, policy 2.4 was amended to clarify its intent regarding shoreline access for pedestrians, and recommendation 2.1.a was amended by substituting the word "encourage" for the word "require" regarding the County's role in facilitating collaboration among its lakefront tenants. The Commission also directed that an illustration be included in the report to describe how the distances from the shoreline referenced in policy 2.3 and policy 2.4 relate to one another. This illustration is Figure 6 which appears at the end of this chapter.

#### **City Plan Commission:**

The City Plan Commission formally considered the plan, the comments and action of the Board of Harbor Commissioners, the comments and action of Milwaukee County, and the public comments voiced at the February 8, 1993 public hearing at a meeting on October 4, 1993. The Commission noted that, of the twenty persons who spoke at the hearing, most endorsed the plan or aspects of it and no one asked that it be rejected by the Commission. The Commission reviewed the possible changes to the plan with staff from the Department of City Development. The Commission then adopted the plan with the amendments previously described as part of the master plan of the City of Milwaukee under section 62.23(3)(b), Wisconsin Statutes.

#### **Common Council:**

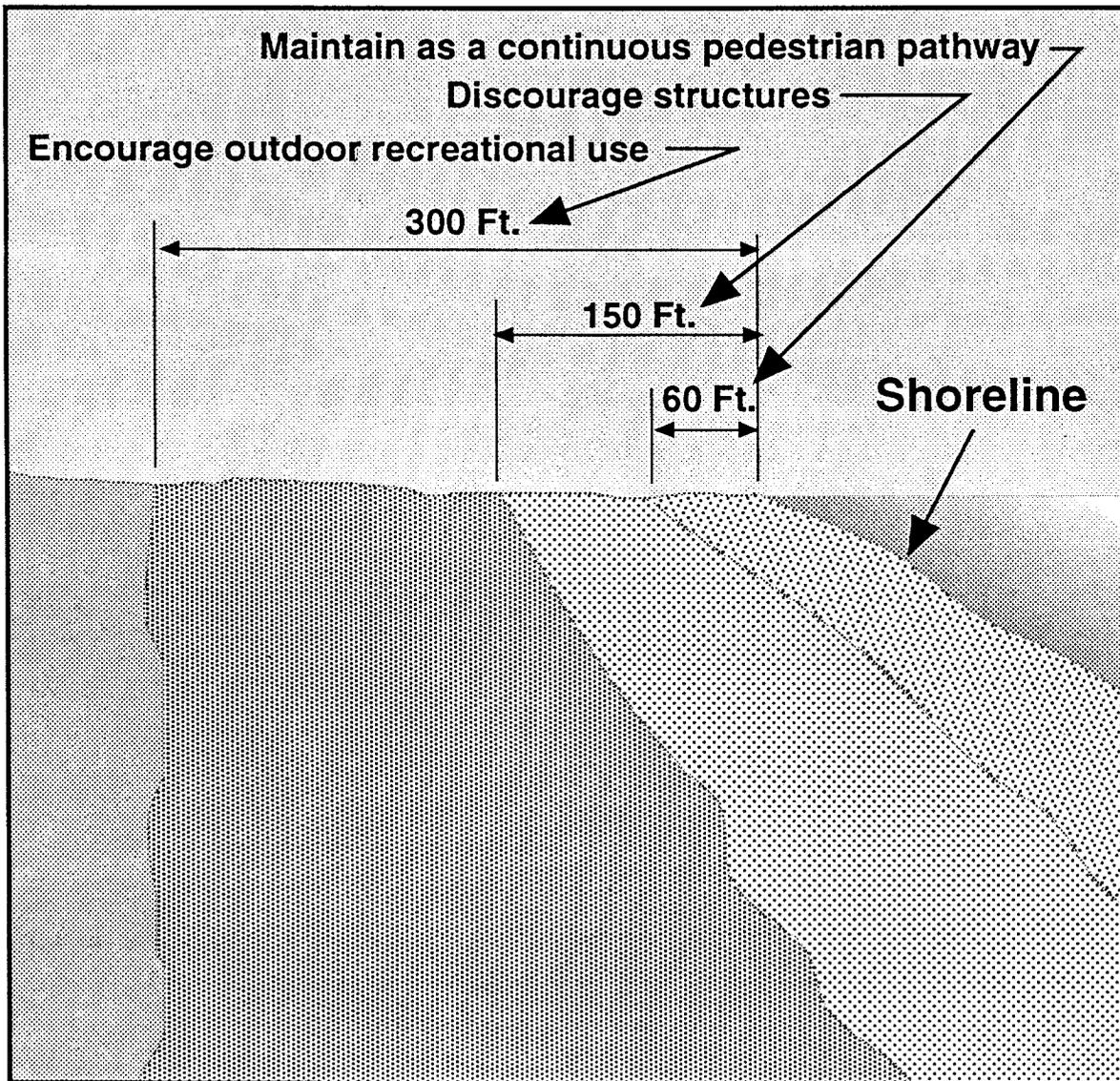
While the City Plan Commission action fulfilled the statutory requirements for adoption of the Lakefront Plan as part of the City's master plan, Common Council action was highly desirable to further establish the Lakefront Plan as official City policy and facilitate implementation of the plan by departments and agencies within City government. Accordingly, the City Plan Commission returned the plan to the Common Council with the recommendation that the Council adopt the plan as amended by the Commission. Following review of the plan by the Council's Public Improvements Committee and a positive recommendation on the plan by that Committee, the Common Council adopted the plan as amended by the City Plan Commission on November 24, 1993 through resolution File No. 921491. A copy of the Council resolution is included as Appendix B to this report.

Adoption by the Common Council completed the adoption process and completed implementation of the plan's own recommendation 5.5.1.

Figure 6.

### Recommended Distance from Shoreline

Policy 2.3 and 2.4 call for certain activities to be given priority within specific distances from the shoreline in the lakefront parklands. This figure shows that these areas overlap and that the area closest to the shoreline is affected by each of the policies.



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(ITEM 10) From Commissioner, City of Milwaukee Development, submitting a copy of A Plan for Milwaukee's Lakefront, by recommending adoption of the following resolution:

WHEREAS, Milwaukee's lakefront has long been viewed as an asset to be shared by all members of the community; and

WHEREAS, Milwaukee's lakefront annually hosts hundreds of special events, festivals in addition to boating, swimming, fishing, biking, walking, jogging, roller skating and sail boarding; and

WHEREAS, no other area of this community has received the attention, scrutiny, planning and debate as has the lakefront; and

WHEREAS, the City of Milwaukee assembled a twenty-eight (28) member task force to prepare a plan that would guide the development and management of lakefront lands; and

WHEREAS, the mission of the task force was to address:

- \* Image - What should the image be?
- \* Activity - What are appropriate activities?
- \* Coordination - Describe ways to reconcile and coordinate recommendations.

; and

WHEREAS, the task force results are contained in a report entitled A Plan for Milwaukee's Lakefront; and

WHEREAS, the report contains both broad policy statements as well as specific implementation recommendations; and

WHEREAS, the report has been reviewed by the staff of the Department of Parks, Recreation and Culture; and

WHEREAS, the report echo's some of the same guidelines contained in a Milwaukee County report released in 1989 titled Milwaukee County Lakefront Park System: North Harbor - McKinlev - Lake Park Sites. Master Plan Concepts; and

WHEREAS, the report contains recommendations for intergovernmental cooperation that are timely, necessary and should be pursued; and

APPROVED AS TO FORM

  
CORPORATION COUNSEL

1  
2 WHEREAS, a great deal of the remaining report contains  
3  
4 recommendations that are both specific and restrictive; and

5  
6 WHEREAS, the Parks Department believes that the lakefront, as  
7  
8 well as other park areas, should be viewed in general terms so as  
9  
10 to permit the widest range of activities and development; and

11  
12 WHEREAS, the lakefront currently hosts its wide range of  
13  
14 activities because ordinances, statutes and zoning permit the  
15  
16 broadest possible use; and

17  
18 WHEREAS, changes in policy that restrict activities will  
19  
20 inhibit or prohibit this wide range of uses; and

21  
22 WHEREAS, the Parks Department believes that activities or  
23  
24 development(s) should be individually judged on their own merits  
25  
26 or benefits; and

27  
28 WHEREAS, the vast majority of the lands described in the  
29  
30 report as Northside Parklands and Southside Parklands are under  
31  
32 the jurisdiction of Milwaukee County; now, therefore,

33  
34 BE IT RESOLVED, that the Milwaukee County Board of  
35  
36 Supervisors does hereby adopt a report from the Acting Director,  
37  
38 Milwaukee County Department of Parks, Recreation and Culture  
39  
40 dated August 30, 1993 (incorporated herein in File No. 93-222)  
41  
42 entitled "A Plan For Milwaukee's Lakefront" as Milwaukee County's  
43  
44 input on a report prepared for the Mayor's Lakefront Planning  
45  
46 Task Force by the Department of City Development entitled A Plan  
47  
48 For Milwaukee's Lakefront; and

49  
50 BE IT FURTHER RESOLVED, that the Milwaukee County Board of  
51  
52 Supervisors does hereby request the City of Milwaukee and its  
53  
54 Planning Commission to adopt the aforementioned report from the  
55  
56 Acting Director, Milwaukee County Department of Parks, Recreation  
57  
58 and Culture, and make same part of the City of Milwaukee's report  
59  
60 entitled A Plan For Milwaukee's Lakefront; and

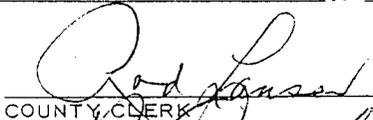
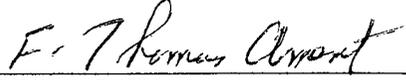
61  
62 BE IT FURTHER RESOLVED, that the Milwaukee County Board of  
63  
64 Supervisors does hereby adopt the City of Milwaukee's report  
65  
66 entitled A Plan For Milwaukee's Lakefront, including the report  
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68 from the Acting Director, Milwaukee County Department of Parks,  
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70 Recreation and Culture, dated August 30, 1993 and incorporated by  
71  
72 reference herein; and

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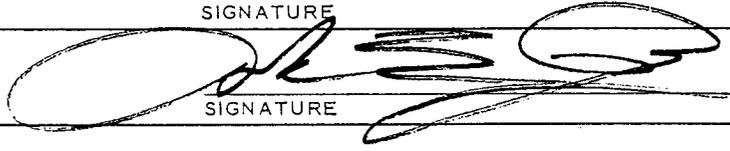
BE IT FURTHER RESOLVED, that the County Clerk is hereby  
authorized and directed to send a copy of the certified  
resolution to the City of Milwaukee Plan Commission.

FISCAL NOTE: Adoption of this resolution has no fiscal effect,  
per the Parks Department staff.

MW/sas  
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doc#6659

<b>RECORD OF COUNTY BOARD AND COUNTY EXECUTIVE ACTIONS</b>		3327	<input checked="" type="checkbox"/> Resolution <input type="checkbox"/> Ordinance	IDENTIFICATION File No. 93-222 (a)(9)
CERTIFICATION TO COUNTY BOARD PASSAGE	I certify that the attached resolution or ordinance was adopted by The Board of Supervisors of Milwaukee County at a meeting held on the <u>24</u> day of <u>September</u> 19 <u>93</u> by a vote of <u>24</u> ayes <u>0</u> noes.			
	9-24-93 DATE SIGNED	 COUNTY CLERK		
	9-24-93 DATE SIGNED	 COUNTY BOARD CHAIRMAN		
COUNTY EXECUTIVE'S ACTION	I approve the attached resolution or ordinance.			
	<u>10-25-93</u> DATE SIGNED	 COUNTY EXECUTIVE		
CERTIFICATION OF PUBLICATION	DATE PUBLISHED	DATE SIGNED	COUNTY CLERK	

**RECEIPTS**

BY COUNTY EXECUTIVE'S OFFICE	DATE SIGNED	SIGNATURE
BY COUNTY CLERK'S OFFICE	<u>OCT 28 1993</u> DATE SIGNED	 SIGNATURE

**City of Milwaukee**

Office Of The City Clerk

**Certified Copy of Resolution**

FILE NUMBER: 921491

Resolution approving A Plan for Milwaukee's Lakefront as part of the comprehensive plan for the City of Milwaukee. (Department of City Development)

Whereas, Milwaukee's lakefront is a unique asset which requires sensitive use if its benefits to the community are to be continued and increased; and

Whereas, The previous decade saw existing plans for the lakefront reach implementation, prompting requests from public and private organizations for a new plan to guide lakefront development during the next ten years; and

Whereas, Mayor John Norquist appointed a task force composed of interested citizens and public officials to lead preparation of a plan for Milwaukee's lakefront; and

Whereas, The task force has submitted its report, A Plan for Milwaukee's Lakefront, and recommended its formal adoption by the City of Milwaukee as part of the City's comprehensive plan; and

Whereas, The Board of Harbor Commissioners has adopted the plan as a guide to its decision making regarding the use and development of the lands and waterways under its control; and

Whereas, The City Plan Commission, pursuant to its responsibilities under section 62.23, Wisconsin Statutes, has adopted the plan as part of the master plan of the City of Milwaukee; and

Whereas, Approval of the plan by the Common Council will establish the plan as a guide for the City of Milwaukee on questions regarding the use and development of the lands and waterways in the planning area, encourage common understanding and coordination among the levels of government and private interests involved in lakefront planning and development, and facilitate implementation of the plan's recommendations; now, therefore, be it

Resolved, That the Common Council of the City of Milwaukee hereby approves A Plan for Milwaukee's Lakefront as set forth in the report attached to Common Council File Number 921491; and, be it

Further Resolved, That A Plan for Milwaukee's Lakefront as hereby approved shall provide guidance and shall serve as a basis for decision making by the Common Council in its consideration of land use and physical development issues; and, be it

Further Resolved, That the Department of City Development, the Department of Public Works, and other appropriate City departments and agencies are hereby authorized and directed to work toward implementation of the plan; and, be it

Further Resolved, That the City Clerk, as recommended in section 5.5.1 of the plan, is hereby authorized and directed to send certified copies of this resolution to the Milwaukee County Board of Supervisors and County Executive and to request that Milwaukee County use the plan as a planning

# City of Milwaukee

FILE NUMBER: 921491 -- Certified Copy Continued

guide for its lakefront lands within the City of Milwaukee; and, be it

Further Resolved, That the Commissioner of City Development is hereby authorized and directed to send copies of the lakefront plan report as hereby approved to the parties identified in Chapter V of the report for their reference and use.

*I, Ronald D. Leonhardt, City Clerk, certify that the foregoing is a copy of a Resolution passed by the Common Council of the City Of Milwaukee on November 24, 1993.*

## APPENDIX C

### Mayor's Lakefront Planning Task Force

Richard Abdoo

Wisconsin Electric Power Company

Sheila Aldrich

Milwaukee County Supervisor, 4th District

Kathy Bero

Lake Michigan Federation

Michael Cudahy

Marquette Electronics

Thurmon Dansby

Director, Milwaukee County Department of Parks, Recreation and Culture\*

Jim DeNomie

Indian Summer Festival

William Ryan Drew

Milwaukee County Department of Administration

Christopher C. Goldsmith

Milwaukee Art Museum

John H. Hendee, Jr.

Firststar Corporation

Paul Henningsen

Alderman, 4th District

P. Nicholas Hurtgen

Wisconsin Department of Administration

Chris A. Krajniak

Area Resident

Michael Mackintosh

Century Building Company

William D. Mitchelson

Wisconsin Water Access Coalition

Barbara Notestein

12th State Assembly District

Kirsten A. Nyrop

Commissioner, Milwaukee Department of City Development\*

Jose Oliveri

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