

Appendix D

Previous Plans for Lakefront Development

MILWAUKEE COUNTY
LAKEFRONT PARK SYSTEM
NORTH HARBOR - MCKINLEY - LAKE PARK SITES

MASTER PLAN
CONCEPTS

DISCUSSION DRAFT

Prepared for the Milwaukee Department of Parks, Recreation and Culture

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INTRODUCTION

Throughout the history of the greater Milwaukee community the lakefront, one of the community's greatest assets, has been the focus of considerable discussion concerning how the lands located along the lakefront should be used. The debate has centered around two primary questions: should the land, given its value, be developed or should the asset be held in the public trust assuring access for present and future generations.

Throughout that same period of time the uses that have been present along the lakefront have changed dramatically, as well as the contour of the lakefront itself. This change, in and of itself, has continued to fuel the debate and dialogue over the future of the lakefront. New demands, emanating from a variety of persons, groups and constituencies, are being placed on the use of this space, and those demands, both known and unknown, are expected to continue to increase. Given increasing user pressure, the managers of the system are facing questions concerning how to best manage, control, and if necessary, regulate the uses that are allowed along the lakefront.

Planning for the lakefront is at a critical juncture. During the next several years the character of uses currently existing may dramatically change. Developments near the lakefront may stimulate further change or pressure on the space.

As examples, current County Board action calls for the Milwaukee Gun Club to exit its site due to the expiration and non-renewal of its lease. Other private uses of lakefront lands such as the Milwaukee Yacht Club and the Milwaukee Community Sailing Center may seek changes in their current leases and conditions of operation. The Circus Parade staged all of its week-long activities on the landfill site for the first time in 1989. Re-use and redevelopment of the old Coast Guard Station may take place within the next twelve to eighteen months.

The new O'Donnell Park facility, development of the Coachyards by the Italian Community Center, development of new office/retail space at the east end of Wisconsin Avenue, expansion of the Milwaukee Art Museum, and possible construction of a marina at the east end of downtown, either individually or collectively, will change the character of the lakefront, its public's use, and its public perception.

Realizing that a chain of events may affect Milwaukee County's ability to manage these valuable assets the County Executive, in the spring of 1989, called for the development of a coordinated plan and design for the lakefront. The materials that are presented in this report are in response to the County Executive's vision for such a coordinated plan and design.

EXPLANATION OF THE STUDY AREA

Milwaukee County's lakefront is an expansive area of land running from Bayside in the north to Oak Creek in the south. The purpose of this study is not to analyze and plan for that total Milwaukee County lakefront but to concentrate on one segment of that zone.

Specifically, the focus of this analysis and planning effort is to look at the area beginning just north of the Summerfest grounds, including the Urban Park, continuing north to the juncture of Lake Drive and Lincoln Memorial Drive at Kenwood Blvd. The study area encompasses all of the lands east of Lincoln Memorial Drive and west of the Drive along a line that parallels the railroad corridor which is now part of the county-wide bicycle and ski trail system. Map 1 on the following page provides a detailed view of the study area.

As noted on Map 1, the study area has been divided into 19 sectors. Given the diversity of uses and users interests along this corridor, designating specific planning sub-areas was essential in order to present design alternatives. Designating sub-areas makes it possible to identify linkage and program opportunities that may be recommended as part of an overall plan for the Lakefront.

Section III provides a brief description of each of the individual planning areas.

KEY ISSUES AND OPPORTUNITIES

Throughout the Lakefront there exist issues/problems that are unique to each of the sectors. There are some overriding issues that permeate the entire study area. This Section delineates these problems and opportunities, and forms the basis for the Design Alternatives, Conclusions and Recommendations.

Pedestrian Circulation

One overall problem that affects the entire lakefront planning district is circulation. Presently it is not possible to move unhindered throughout the whole area. There are no continuous foot or bicycle paths that unify the lakefront on both the east and west sides of Lincoln Memorial Drive.

Establishing a series of walkway loops, analogous to those used for cross country skiing, could serve multiple purposes. First, a loop path system would allow persons to experience whatever portion of the lakefront they wish by being able to walk, run, or bicycle to their point of destination with ease and without re-tracing their steps.

Second, such a system would provide connectors from the west side bluffs to the eastside lakefront, an opportunity which only exists at selected points today. Third, if constructed properly, the loops could be used for cross country skiing in the winter months thereby providing a further attraction to the lakefront during a rather desolate, inactive period of the year.

Relationship of the East to the West Side of Lincoln Memorial Drive

Should the western corridor, given that its environmental integrity and focus has been maintained, have different planning goals and objectives than the more active east side of the Drive? Or, should pedestrian linkages be created spanning from Juneau Park, Lake Park and other areas, to create accessibility to the east side of the drive? Given that Milwaukee County does not have control over all of the properties along the west side, most notably the private parcel extending to Lincoln Memorial Drive in area 11, the plan could provide an impetus for acquisition of this parcel. The plan could also provide a basis for opening the Villa Terrace garden to public access in the same area.

Parking

Especially during high demand seasons such as warm weather weekends and when events attract visitors to the lakefront, parking is a continuing concern throughout the planning area. Two policy directions need consideration -- should the feasibility of establishing additional parking be investigated or should alternative people moving systems be investigated or is there a third alternative which may incorporate elements of both alternatives?

Response to O'Donnell Park

Given the construction of the new O'Donnell Park facility, how should subsequent development be controlled so as to enhance the new park and to further encourage lakefront visitors to use the park and its environs, and especially using the park and its parking to stimulate the use of areas near the water's edge?

Milwaukee Art Museum Expansion Concepts

Is expansion of the Milwaukee Art Museum to the south adjacent to the lake appropriate, in that such construction may detract from the vista afforded from Wisconsin Avenue and O'Donnell Park. Is expansion to the north, thereby forming a linkage with the Landfill area, more appropriate in meeting the desire to create a coordinated lakefront?

Permanent Landfill Infrastructure

Concerning the Landfill site, is it appropriate to install some permanent infrastructure such as potable water, electric service, and possibly sewers, to serve the needs of the Circus Parade, Maritime Days, and similar events?

Concession Operations and Facilities

In that some existing permanent structures for retail and public use exist on the site should these types of uses be expanded, controlled, or restricted? In making that decision should some form of "zoning" be imposed on the site, running north and south of the access road, that will coordinate any future development?

Transient Boating Options

Given the presence of the existing marina facilities in areas 15 and 12 how can these be adapted/expanded to capture and serve the transient boating population? Can further development, (i.e.: parts, service, supplies) along the access road serve the needs of this boating population?

Relating Functions and Space Effectively

Presently, areas 10, 8 and 6 are viewed as relatively independent areas, serving different functions. How can these areas be integrated to be perceived as a continuous beachfront? How can the Roundhouse serve as the concession area for this end of the beachfront? This raises the larger issue of how to effectively integrate area 12, McKinley Marina into the newly created beachfront to the north?

Gun Club Site Reuse

What opportunities exist for the re-use/redevelopment of the Gun Club site? Is there the potential to develop the site thereby creating an "anchor" at the north end of the lakefront corridor, and if so what type of development best serves the needs of the County and the community?

Access to Filtration Plant Lakeshore

Should the area around the Filtration plant, especially around the lake side, be opened up to the public and how can that be integrated into the Gun Club site to the south?

Revive the Olmsted Lake Park Plan

Lake Park is a historically significant park in that some of its design was done by Frederick Law Olmsted. The opportunity is present given the implementation of this coordinated plan, to review and update the original plan as designed by Olmsted. Further the opportunity may exist to apply those same planning and design principles to the whole lakefront corridor. This then could serve as the guiding philosophy for the enhancement and further development of the lakefront.

Lincoln Memorial Drive Lighting

Lincoln Memorial Drive was originally designed as a parkway providing the only lake shore drive in Milwaukee County. The parkway contained design elements which lent prestige to the parkway function of the drive. These included grass medians in several locations and distinctive lighting using harplight fixtures.

In recent years the harplights have been removed north of Lafayette Hill Road and replaced with a box shaped fixture containing a sodium vapor element. These new fixtures have increased the light levels but have changed the aesthetic character of the Drive. The harplights remain south of Lafayette Hill Road to the end of Juneau Lagoon.

Consideration needs to be given to the possibility of restoring the harplight fixtures throughout the Drive. Replacement harplight fixtures are now available and may be lamped with other than incandescent bulbs. Restoration of the harplights and maintenance of medians and plantings will help re-establish the distinctive parkway characteristics of the Drive.

Sector 18: War Memorial -- Milwaukee Art Museum

Description and Current Uses

The principle landmark in this sector is the War Memorial and the Milwaukee Art Museum and associated parking. Under discussion is the possibility of expanding the Art Museum to the southeast of the existing building.

Activities in this sector include the annual Lakefront Festival of the Arts, events of Labor at the Lakefront, a Labor Day program, and the Art Cart Caper, a fund raising activity for the Friends of the Arts, are held on the grounds north of the Art Center. In the past year the roadway and the bridge were used to stage part of the Great Circus Parade and as the parade route. A number of runs/walks, including Al's Run and Uecker's Ride for the Arts, pass through the area.

A parking lot was constructed immediately north of the Art Center in the past year, for War Memorial and Art Center employees and volunteers. The lot was used during the Lakefront Festival of the Arts as a place for support equipment, and activities requiring a hard surface.

Situations and Opportunities

Sector 18 is a prime location for extending Milwaukee Art Museum in the direction of the attraction of the lakefront park system. At this time, entry to the Art Museum is on the south side of the structure. To the north, toward the lakefront parks, the Art Center presents a formidable concrete wall. Nothing about the north side of the Art Center serves to suggest the excitement it holds nor serves as an invitation to explore its offerings.

Consideration needs to be given to using Sector 18 as an active part of the Art Museum, extending an invitation to the north, to the lakefront park uses, to explore the Art Museum as they are enjoying the attraction of the lake. A carefully designed extension to the north, offering gallery views overlooking the harbor, landfill, and Lake Michigan could be an exciting addition to both the Museum and the park.

An expansion program for the Art Museum is under consideration. Map 13 shows an outline of an extension developed on an east - west axis centered on a circular court to the south.

Recommendations

◦ **Prepare a Site Use Plan:** Consider a site use and development plan leading to an extension of the Art Museum to the north. Create a facility which takes advantage of its setting, provides inviting access to lakefront park users, and is complemented by a landscaped court suitable for display of sculpture, demonstration uses, and gatherings. Design any addition to permit access to Fitch Plaza and the War Memorial from the north.

Map 14 outlines a structure which may provide a basis for evolving a design for a future Art Museum extension to the north and associated site development plan.

◦ **Evaluate Traffic - Circulation Issues:** Construction of O'Donnell Park will introduce entrance and exit traffic to parking that will need engineering in any War Memorial - Art Museum development south of the present building. Aligning drives, installing traffic lights, and designing turning lanes will require careful coordination in order to avoid congestion detrimental to both facilities and Lincoln Memorial Drive use.

Sector 19: O'Donnell Park -- Urban Park

Description and Current Uses

Located on the southern most portion of the study area Sector 19 encompasses diverse uses. Beginning at the north end of the Summerfest grounds there is presently a large tract of park/open space owned by the City of Milwaukee. The east side of the area contains an access lane for entrance and exit to the north end of the Summerfest grounds. The organized use of the tract has been for rugby games with occasional soccer matches.

In the western portion of the sector is vacant land which is presently used for surface parking. The area is the subject of development proposals, including high rise office buildings, a hotel, and the Milwaukee County Downtown Transit Center.

Toward the center and eastern portion of the sector the open space will be filled with the new O'Donnell Park facility now being constructed by Milwaukee County. Adjacent to O'Donnell Park and north of Michigan Street a site has been reserved for the possible construction of a building for the Discovery World Museum.

To the east, across North Harbor Drive on a land fill is located the Pieces of Eight restaurant, ferry terminal building now the offices of the Port of Milwaukee.

North of the Port of Milwaukee offices is the Urban Park owned by the City of Milwaukee. The park is landscaped and features a fountain and concession/public restroom building

Activities currently taking place in the sector include rugby throughout the spring and fall of the year, occasional soccer matches, and events associated with the various ethnic festivals and fund raising runs during the summer. The ferry terminal/Port of Milwaukee offices building will occasionally host a visiting ship at the pier and several dinner cruise operations have used the pier as their base of operations. The activities and development interest focussing on this sector can be expected to escalate with the completion of the Lakefront Terrace project.

Situations and Opportunities

O'Donnell Park defines an important part of Sector 19. It may be considered as a pivot with the potential to influence the design and development program of under used and open lands adjacent it. In sequence O'Donnell Park immediately impacts the site to its south reserved for Discovery World Museum, south of Michigan Street -- site of the Milwaukee County Transit Center, to the west -- via the Pedestrian Bridge to the Urban Park, and to the west -- the open site between O'Donnell Park and the Juneau Square Building.

Sector 19 contains some of the most valuable, under used land in the State of Wisconsin. A careful program of development is needed in order to maximize the value of these properties and to complete the conversion of lakefront lands from prior, obsolete uses, to uses that will enhance both the lakefront park system and downtown Milwaukee -- Wisconsin urban center.

Recommendations

Note: Sector Map 19 shows a sequence of building footprints which respond to the urban design opportunity provided by the construction of O'Donnell Park. The following is an explanation of each proposal.

- **Juneau Square Property - Equitable Building:** To the west of O'Donnell Park is an open lot, abandoned street, and gasoline station. To the west of the open site is the Equitable buildings considered at this time as buildings that under use the site they occupy.

The proposal shows a footprint of four new structures which continue the urban edge south of Wisconsin Avenue, centered on an atrium/arcade extension from the atrium of O'Donnell Park. the alignment of the atrium/arcade responds to the existing skywalk between the First Wisconsin Center and the Equitable building.

- **Discovery World Museum:** A site is reserved for Discovery World Museum immediate south of O'Donnell Park and north of Michigan Street. The building concept shown is located east of the Michigan Street entrance to O'Donnell Park parking. From the Discovery World building there extends a pedestrian bridge crossing Michigan Street to the proposed Milwaukee County Transit Center.

- **Milwaukee County Transit Center:** The County has received funding for a downtown transit center to be constructed immediately south of Michigan Street and west of North Harbor Drive. A program is being prepared for the top of the center which will respond to the O'Donnell Park park. Principles of the program will follow those applied to O'Donnell Park, specifically to encourage and sustain year-round activity, provide revenue to support programming, and to create links with the commercial and cultural activities to the downtown, and the recreational attractions and events of the lakefront.

The Transit Center budget contains funding for construction of a pedestrian bridge to the east with an eventual destination being Henry W. Maier Festival Park.

• **Port of Milwaukee Pier:** Sector Map 19 shows a series of three possible buildings, linked with the skywalk extending from the Downtown Transit Center out on to the Port of Milwaukee Pier. The system of buildings extends the activity of the downtown east bringing the under used Port of Milwaukee Pier in touch with the center of Milwaukee.

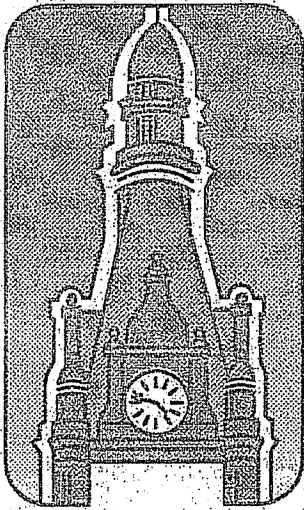
The design is conceptual demonstrating at least one opportunity to further evolve the Milwaukee lakefront. One of the buildings could become the site of an aquarium, a "Great Lakes Marine Science Center," as a new attraction or one managed by the Discovery World Museum. A County aquarium task force is exploring such a program.

Further to the east, a cluster of smaller buildings is shown. These could be developed as a village of shops, services, and attractions. Several cities have successfully developed such villages as tourist attractions on their waterfronts. If properly developed, such a village could complement the Pieces of Eight restaurant now part of the pier, and tour boat operations from the pier.

All of the proposed uses could be supported by the parking facilities of O'Donnell Park and the transit connections of the proposed Downtown Transit Center.

City of Milwaukee

Department of
City Development



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

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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.

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

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.

MILWAUKEE DOWNTOWN PLAN

Executive Summary



July 1999

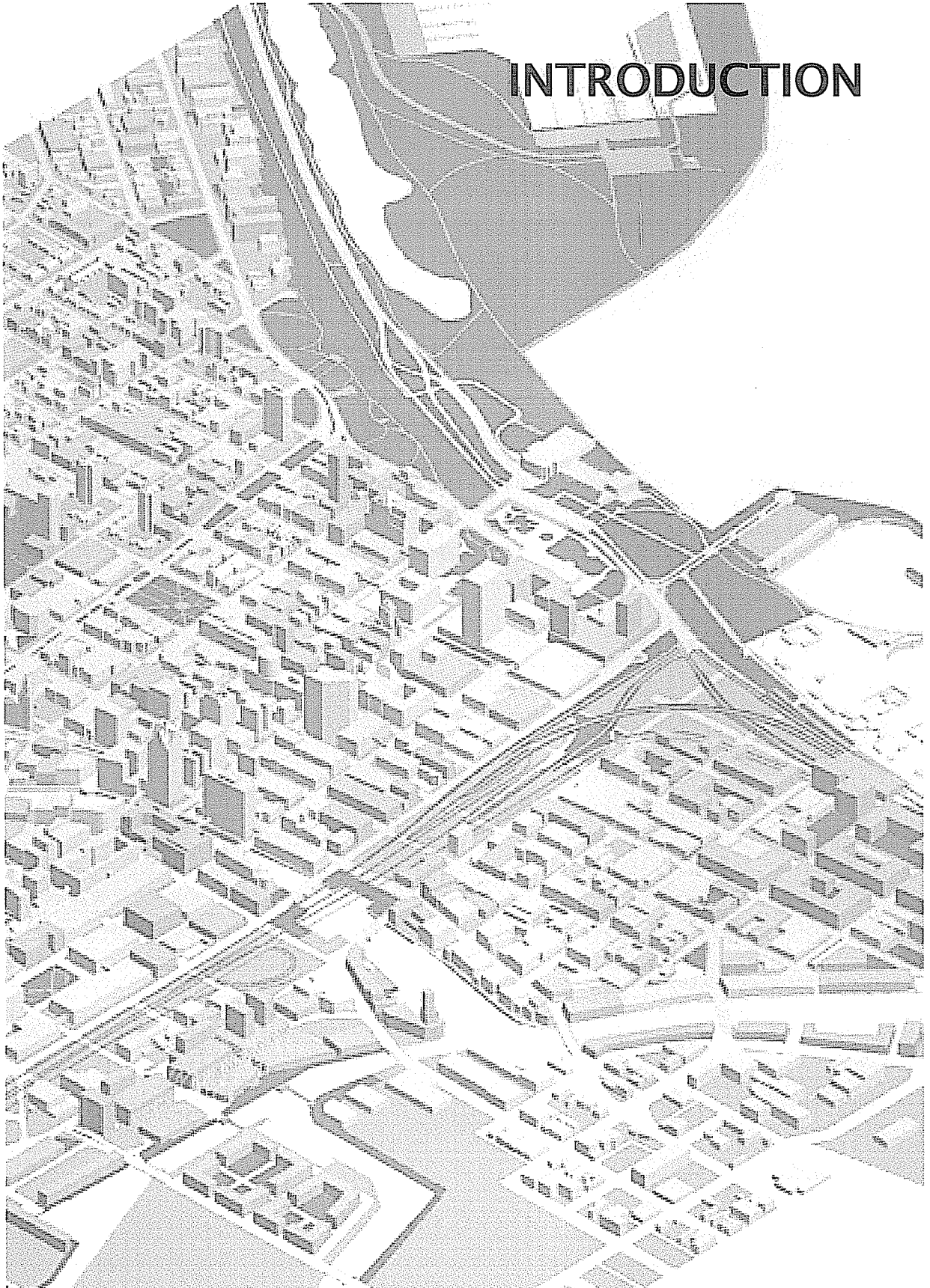
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INTRODUCTION

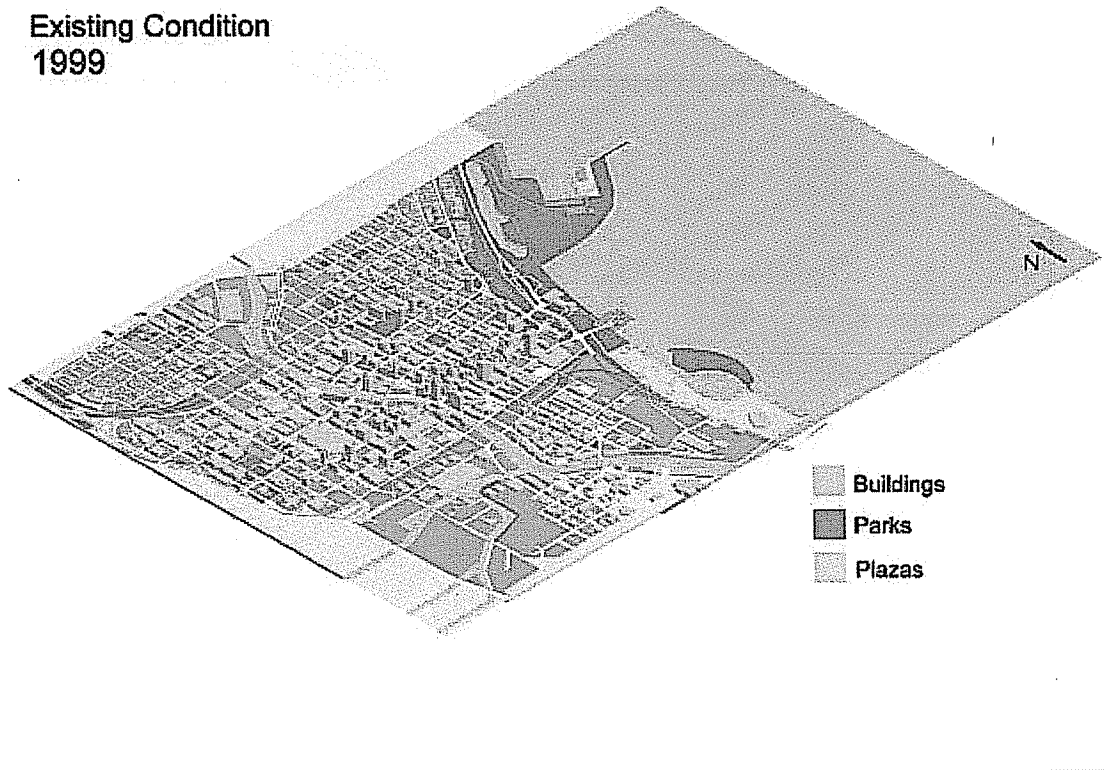


INTRODUCTION

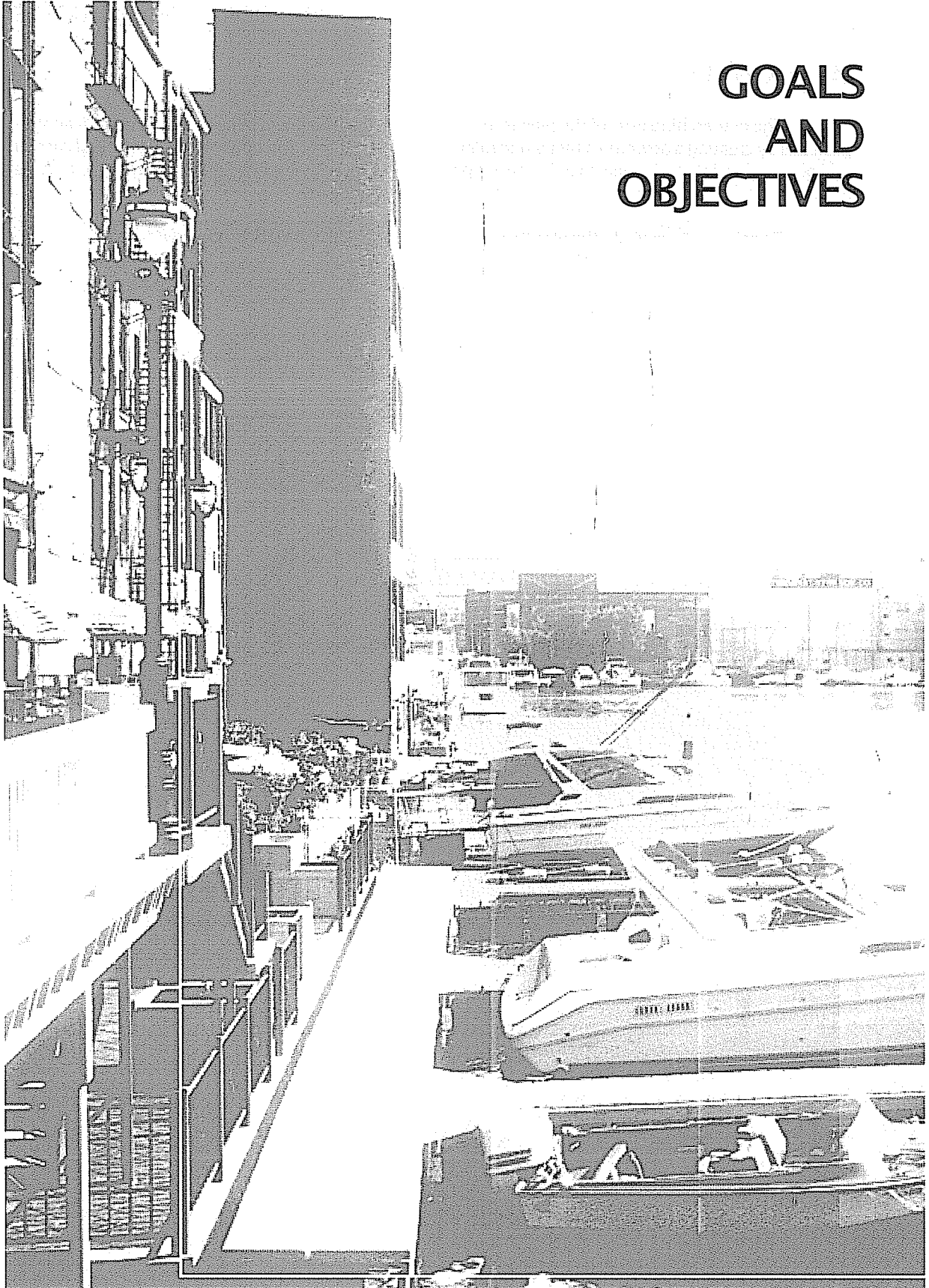
Early 1996 saw construction begin on several highly visible projects in downtown Milwaukee: the Wisconsin Center, The Humphrey IMAX Theater, the RiverWalk, among others. As construction proceeded, downtown business people, organizations, and elected officials began to ask questions like "How can the spin-off benefits of these projects can be maximized?" and "What should be done next to continue the redevelopment of Downtown?"

At the same time, public officials were aware that key Downtown planning and policy documents needed to be created or revised to reflect the new projects and the changing conditions in both the local and national markets for retail and office space and downtown housing. A planning partnership composed of the City of Milwaukee, the Wisconsin Center District Board and the Milwaukee Redevelopment Corporation (MRC), the not-for-profit downtown development corporation formed by Milwaukee's business community, concluded that a new plan was needed to provide a blueprint for the further development of Downtown and to identify the specific actions which should be taken to foster that development.

In the spring of 1997, the partnership retained a consultant team led by A. Nelessen Associates of Princeton, New Jersey, to assist the community in preparing the plan. The other members of the consultant team are identified in the Acknowledgments section in the back of this document. This document is an overview and summary of the Downtown Plan that resulted from the efforts of the consultants, technical staff from the city and MRC, and the people who live, work, learn, and visit of Downtown Milwaukee. Readers should refer to the full plan and supporting documentation for detailed information regarding the plan.



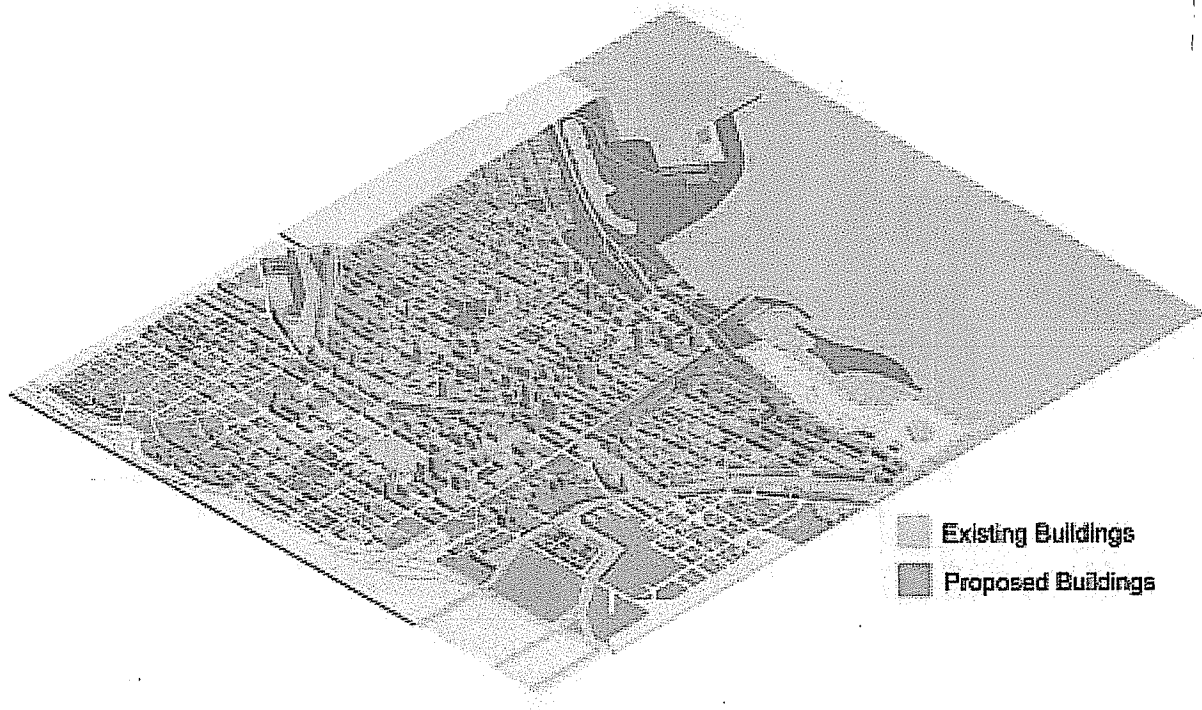
GOALS AND OBJECTIVES



PLAN GOALS

The overarching goal of the plan is for downtown to add value to Milwaukee. It seeks to accomplish this by creating a downtown that is appealing to visitors, current and potential investors, and current and potential residents. It seeks to guide development of downtown property and public space to create a more vibrant, active, and exciting place to live, work, learn, and play.

To achieve these goals, the plan focuses on several objectives that were identified through the VPS, the public workshops, and the professional synthesis.



Volumetric Study Suggesting Downtown's Potential



PLAN OBJECTIVES

1. Residential Development: *To increase the amount and variety of downtown housing.*

The development of a variety of housing types (townhouse, multi-unit apartments, live/work, owner/renter, etc.) can achieve an expanded and diverse downtown population. Residential development also increases downtown's appeal by extending activity beyond office hours.

2. Destination Entertainment: *To expand the number and variety of destination entertainment venues in the downtown.*

Downtown should be the first choice location for one-of-a-kind cultural and entertainment venues. Venues such as the Humphrey IMAX Theater, the Milwaukee Art Museum Calatrava addition, and the Harley Davidson museum, bring visitors who increase weekday and weekend activity throughout downtown. Other venues contribute the vibrancy of nightlife and should also be encouraged.

3. Balanced Transportation: *To provide attractive options for travel within downtown.*

Downtown should be a place where it is easy to move around and where major destinations are accessible. Parking should be easy to find and close to major destinations, transit should connect destinations, and information on the availability of parking, availability of transit, and where major destinations are located should be plentiful.

4. Office Prominence: *To maintain downtown as the metropolitan area's single largest concentration of office development.*

Downtown should promote a wide variety of types of offices, including buildings that provide both offices and other uses.

5. Quality of the Pedestrian Realm: *To make walking attractive, easier, and convenient.*

The pedestrian environment in downtown should be welcoming, by offering well maintained landscaping, adequate lighting, safe and clearly defined crosswalks, and plentiful, easy to understand directional signs.

6. Downtown's Unique Assets: *To take maximum advantage of the special features found downtown.*

The river has special appeal for a wide range of activities; new public and private development should work to amplify that appeal. Downtown's rich architectural legacy should be maintained and enhanced with new high-quality development. Downtown has a wider range of activities than other places; the range should be further broadened with new activities that complement existing ones.

7. Catalytic Projects: *To achieve maximum benefit from major private and public investments.*

Some projects have the potential to encourage additional investment or provide downtown with a marketing advantage. These projects should receive special recognition and support.



Existing Kilbourn Avenue



Proposed Kilbourn Avenue



Lake Front Connections



Goal
To improve pedestrian connections to the Lakefront

Objectives

- Increase pedestrian linkages between Downtown and the Lakefront.
- Design for the expansion and a new street edge for the Henry W. Maier Festival grounds.
- Create a continuous Lake Walk that connects to the RiverWalk.
- Implement the North Harbor Tract Plan.
- Extend the Third Ward street grid to connect to the Lakefront, where possible.
- Provide greater access to the SummerFest playground.

Benefits

- Increases Lakefront utilization.
- Improves image of the Lakefront.
- Stimulates continued redevelopment of Third Ward.
- Integrates thoughtful expansion of the festival grounds and the design of a permanent well designed edge.
- Enhances Third Ward residential and employment opportunities.
- Increased accessible open space.

Responsible Parties

- Milwaukee Art Museum
- Milwaukee County
- Milwaukee World Festivals, Inc.
- Wisconsin Department of Natural Resources
- City of Milwaukee
 - Board of Harbor Commissioners
 - Department of City Development
 - Department of Public Works

Rationale
 The Lake is Downtown's most dramatic physical feature. It provides extensive recreational opportunities. The Plan recommends that pedestrian connections to the Lake be expanded to more fully utilize this asset.

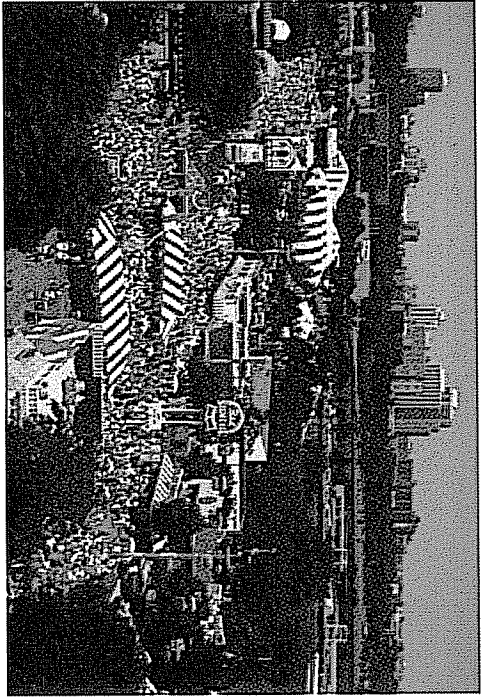
Milwaukee's Lake front is undergoing dynamic transformations. Expansion of the Milwaukee County Art Museum focuses national and international attention on the Lakefront. An immediate repercession from the Museum can be seen in the State sponsored plan for Lake Shore Tract Park. The Harbor Plan recommends reconfiguration of the island, a redesign of the pier, and a marina for transient boats. These two projects will increase Lakefront activity. Increased pedestrian connections will contribute to the success of this redevelopment.

Recommendations

At the northern end of Downtown, the bluff and existing development preclude numerous access points. However, projects like Lake Bluff Apartments have provided an important civic contribution through the installation of a path down the bluff. Other opportunities must be sought.

In the Third Ward the flat terrain provides more opportunities for connections. To fully utilize this opportunity, however, two impediments must be considered: street discontinuities and SummerFest. While SummerFest is an important tourist destination, it creates a significant impediment to Lake access for the general public. The Third Ward street grid must also be reconnected to ease and encourage pedestrian travel to the Lake.

The plan recommends that a pedestrian extension of Chicago Street connect to the

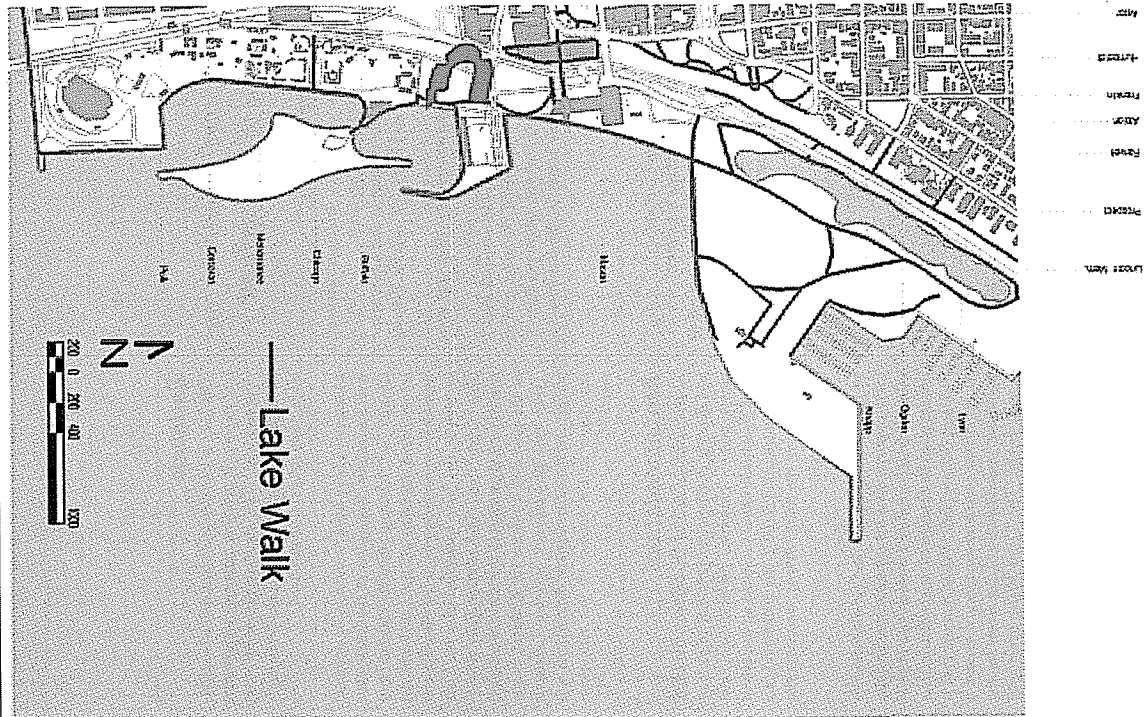


Lake. This access point should be available to pedestrians year round, except for Summerfest and Ethnic Festival days. To further encourage pedestrian activity the fence defining Summerfest's boundary should contribute to the creation of a positive pedestrian realm.

The Plan recommends that the pedestrian network connect the RiverWalk and Lake Walk. The RiverWalk should continue east from the Young Street Bridge, at the lighthouse corner it would transform to the Lake Walk.

Current efforts to reconfigure the physical grounds of Summerfest provide an opportunity to create a more dynamic and attractive public open space. The Henry Mater Festival grounds contain an extensive playground feature accessible only during the Festival season. The Plan recommends that an effort be made to make the this playground facility accessible year round.

Reinstating the Third Ward street grid will increase pedestrian activity. This will alert people to the redevelopment potential of surface parking lots in the Third Ward. Mixed-use redevelopment will, in turn, augment the pedestrian experience. New parking strategies—shuttles and Park Once—will manage existing and future parking needs. The Plan recommends that future parking be accommodated in the proposed decks and on-street.



MILWAUKEE

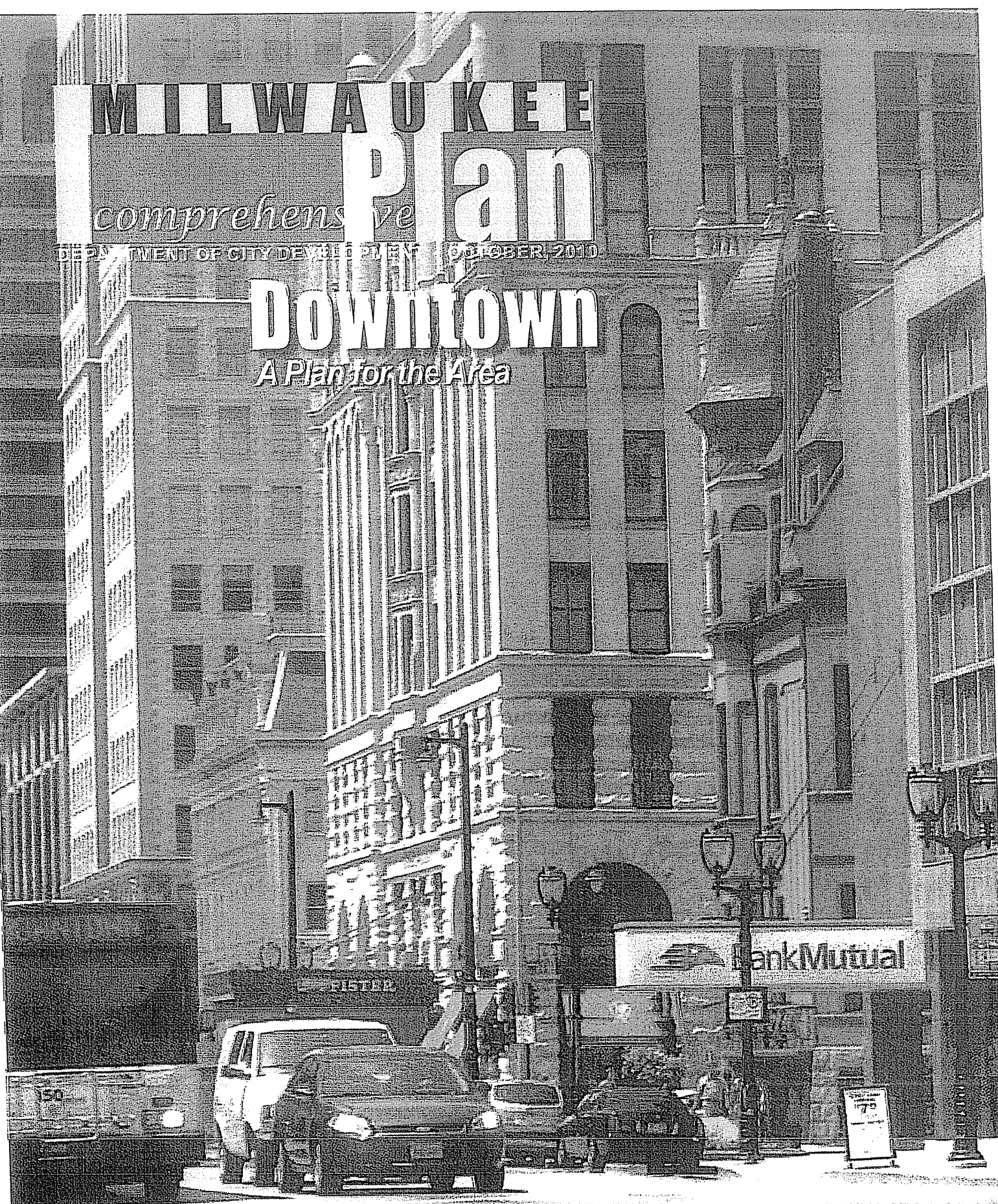
Plan

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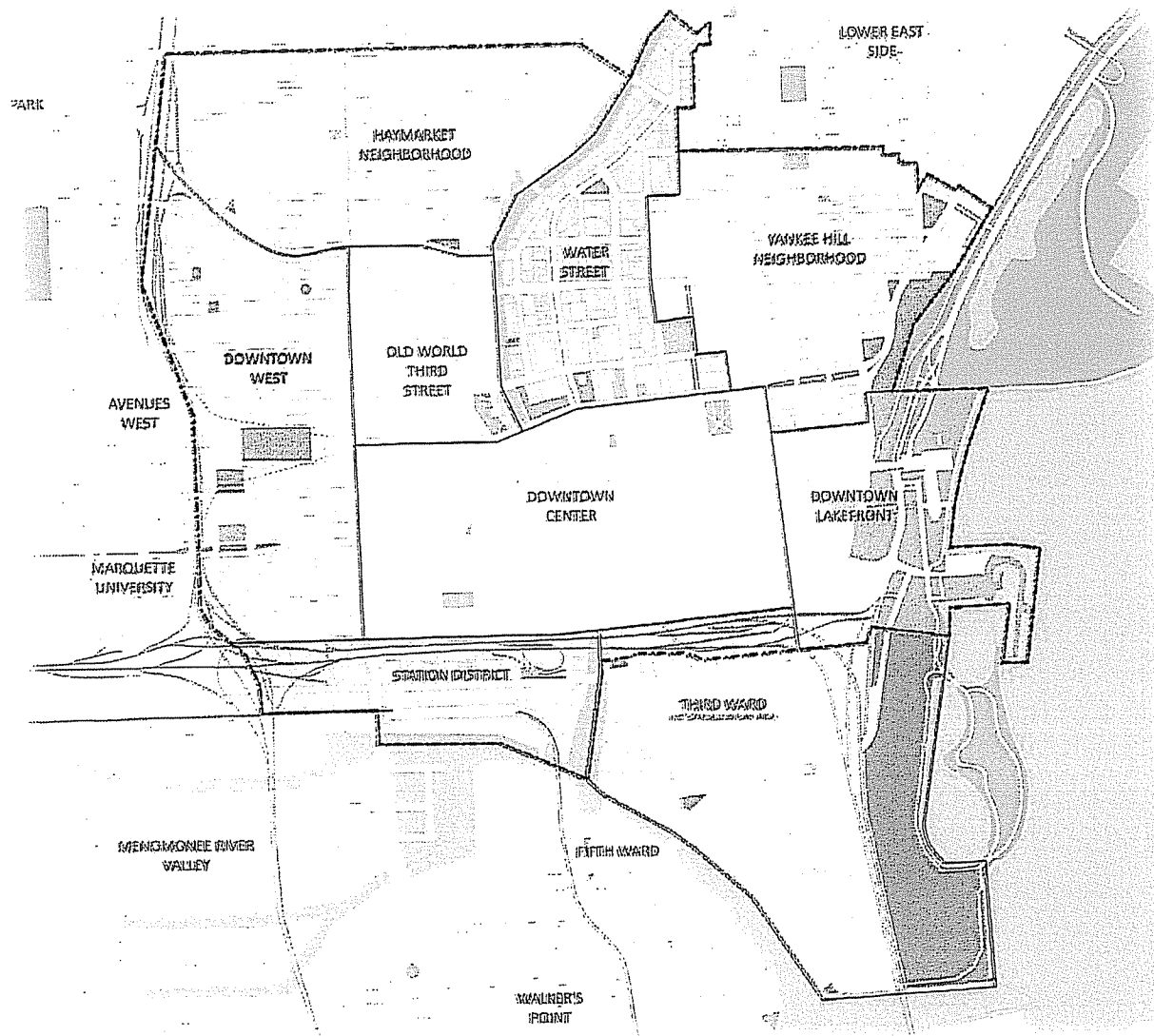
DEPARTMENT OF CITY DEVELOPMENT | OCTOBER 2010

Downtown

A Plan for the Area



Final DRAFT October 12, 2010



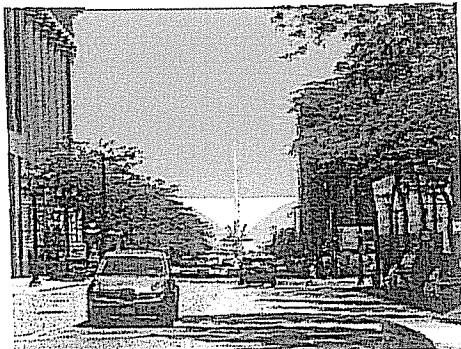
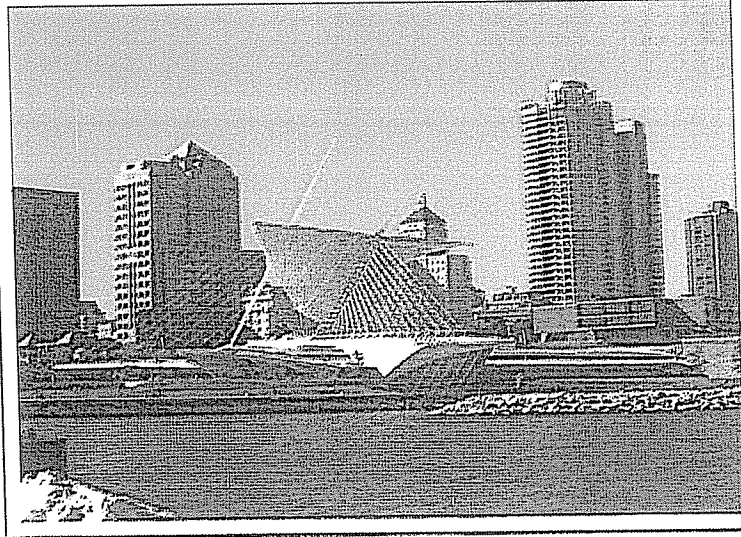
Chapter 4 Districts

The organization of Chapter 4 into districts enables the Plan to address various areas of Downtown in greater detail. The districts are not hierarchical in importance; rather, an economically and socially vital Downtown depends upon the diversity and variety offered by a number of districts that are distinct and mutually reinforcing. Numerous approaches to identifying districts were considered, and the outline that follows is a result of much analysis and debate.

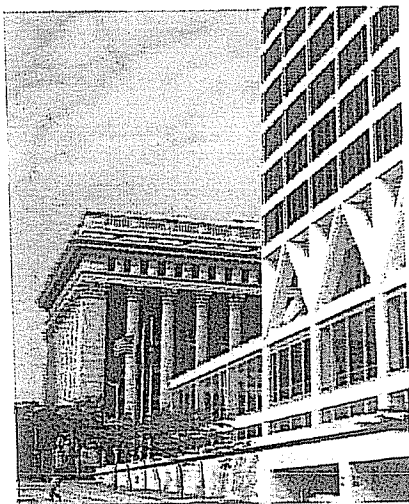
Many, if not all, of the "districts" that follow merge into adjoining districts and blend into surrounding areas. Districts do not have defined edges, but rather have either geographic focal points, functional or economic synergies, or both.

In the Downtown Center District, for example, there is a strong geographic relationship to the rest of Downtown. The dominant uses are offices and retail within a dense core area of overlapping synergies, reinforced by major investments surrounding the District. In the Old World Third District, the sports arena functions are directly reinforced by synergies with proximate dining and entertainment venues on Old World Third and Water Streets. A good example of a district in functional or economic transition is the Station District. While the Station District is recognized as an area south of Clybourn, the expanding train and bus services at the Intermodal Station can be expected to increasingly influence business location decisions northward to Michigan or even Wisconsin Avenue. As another example of overlapping districts and synergies, the Lakefront District's office area is oriented eastward while blending into the Central District. It is also part of an extended cultural, recreational and park zone along Lake Michigan.

Downtown Lakefront District



Lakefront terminus of Wisconsin Avenue



The Downtown Lakefront District consists primarily of a Class A office district located east of Van Buren Street and a large lakefront with surrounding open space and major cultural institutions, such as the War Memorial, the Milwaukee Art Museum; Discovery World Science Museum; and the Betty Brinn Children's Museum. With Lake Michigan in the foreground and the Santiago Calatrava designed art museum addition along with the vertical residential and commercial buildings in the background, the Lakefront District is essentially the picture post card image for the entire city.

The Lakefront district can be viewed as being comprised of three distinct parts: 1) The Lakefront cultural and recreational amenities; 2) The Milwaukee County O'Donnell park pavilions and parking complex ; and 3) the office district west of the O'Donnell complex comprised primarily of the US Bank and Northwestern Mutual campuses as well as the Ernst & Young building. The main arteries that serve the Lakefront District are Lincoln Memorial Drive and Michigan Street. Both feed traffic onto the adjacent interstate (US 794), the Hoan Bridge, and lakefront cultural destinations such as Henry Maier Festival Park (Summerfest grounds).

The major challenge for the Lakefront District is a grade change that separates the Lakefront from the downtown proper, effectively cutting off the two areas from one another and preventing a smooth interaction between the Lakefront and the built environment of Downtown.

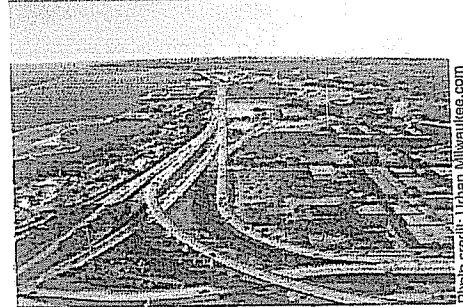
A second challenge are restrictions upon Lakebed Grant Land (most of the Lakefront is regulated by the State Department of Natural Resources), to land uses related to navigation,

fisheries, or public access to the waterfront. The positive result of this is a Lakefront that is predominantly public park, museum or recreational space. The limiting result is that there are almost no private venues that might enhance the public realm, such as restaurants, etc.

A third challenge is that access to the Lakefront is primarily designed for the automobile with pedestrian access more of an after-thought. This car-centric approach originated with a proposed Lakefront freeway in the 1960's when city planners and traffic engineers designed context free roadways for suburban commuters, and high volume thru-traffic; multi-modal design for pedestrians, bicyclists, etc. was secondary or non-existent. Preference was routinely given to vehicular traffic and the resulting by-products can still be seen today in a spaghetti string collection of highways, roads, and associated empty right-of-way remnants. The epitome of this car-centric style of planning is located around a distinctly pedestrian unfriendly intersection at Lincoln Memorial and Michigan that contains multiple dedicated turning lanes and a "frogger" style crossing for pedestrians attempting to access the Lakefront festival grounds and attractions.

O'Donnell Terrace is the major transition point from Downtown to the Lakefront. There is a lack of active uses anywhere near the lower grade level of Lincoln Memorial Drive. This configuration does not help address the design problem of how to resolve the grade differential from Downtown to the Lakefront while creating a dramatic approach and enhanced access. The Calatrava addition and Discovery World (set back from Lincoln Memorial hugging the lakefront) do help compensate by creating a visual and physical destination point. However, the overall composition suffers from the harsh presence of the O'Donnell parking garage which has little more than a grassy mound and a freestanding sign facing pedestrians on Michigan Street. At the same time, the Downtown Transit Center has windowless precast walls with little chance for interaction except at the small, unremarkable entrance. The O'Donnell Park garage could be improved with modifications to the south of the existing structure, whereas the Downtown Transit Center will need significant changes or removal/replacement to improve this negative pedestrian condition at such a premier site.

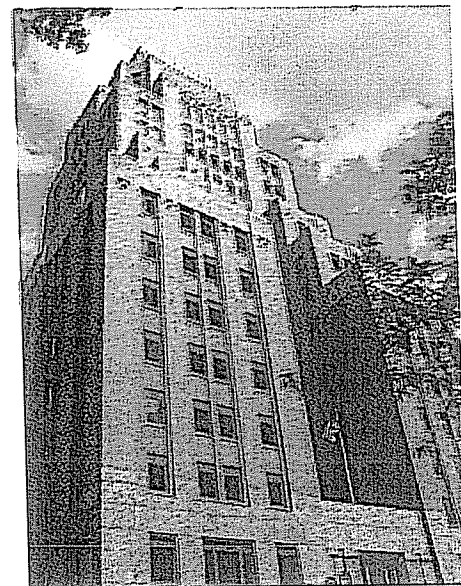
If Milwaukee wishes to elevate itself and its image onto a more favorable and competitive level in terms of place-making and overall urban design, a better connected, pedestrian friendly Lakefront area needs to be realized. Its current design is inconsistently good, somewhat functional, but falls short of its potential. In short, the pieces are in place to make it truly grand.



A redesigned lakefront interchange could create better pedestrian connections to the Lakefront and also create new redevelopment opportunities



Intersection of Michigan Street and Lincoln Memorial Drive



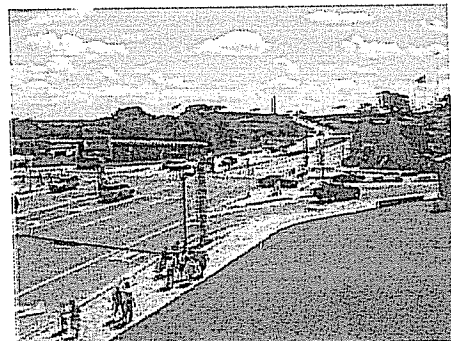
Downtown Lakefront District Recommendations:

Michigan and Wisconsin Avenue Corridors

- Make physical infrastructure changes to narrow the gap between the Downtown CBD and the Lakefront, such as creating a more hospitable pedestrian environment.
- Streetscaping, activation of building facades, enlivening uses and interesting places should all be a part of any solution to make E. Michigan Street a more prestigious address for current and future office and residential tenants.
- Eliminate the right-turn by-passes at the Michigan Street and Lincoln Memorial Drive intersection.
- Re-align Michigan Street to accommodate future development on either side at the Lincoln Memorial intersection.
- Extend the two-way traffic pattern of Van Buren and Jackson Streets south to Wisconsin Avenue.
- Treat Wisconsin Avenue as an extension of the art museum and transform it into an "Avenue of the Arts" lined with significant public art and sculptures that will draw visitors to and from the Downtown and Lakefront attractions.

Lincoln Memorial Drive

- Relocate the Downtown Transit Center to the Station District to complement the Intermodal Station and proposed streetcar line.
- Develop vertically above the transit center site with a single or a mix of uses with a public plaza or public wintergarden occupying the ground floor and terracing down to Lincoln Memorial Drive.
- Consider redevelopment opportunities to the south of the O'Donnell parking garage at the intersection of Lincoln Memorial Drive and Michigan Street.
- The Mason Street bridge overpass on Lincoln Memorial Drive serves as a southbound gateway to the Downtown Lakefront. Use public art, lighting or other visual effects under and around the bridge to signify this transition between the passive open spaces of the Lakefront to the north and the active and engaging uses of the Downtown Lakefront.
- Re-align Lincoln Memorial Drive between Michigan Street and Clybourn to meet the geometry of Municipal Pier.
- Take advantage of the Lincoln Memorial re-alignment and create a new plaza that in effect extends the Municipal Pier from Harbor Drive out to Lincoln Memorial Drive.
- Program the new plaza with fountains, public art, sculptures, benches, water-themed play areas, along with food, beverage, retail kiosks and pavilions.
- Consider a public art piece that serves as a gateway element to the Lakefront at Michigan. If possible, combine this with traffic calming and an intersection redesign to create a more inviting experience for pedestrians coming to the Lakefront from Downtown.



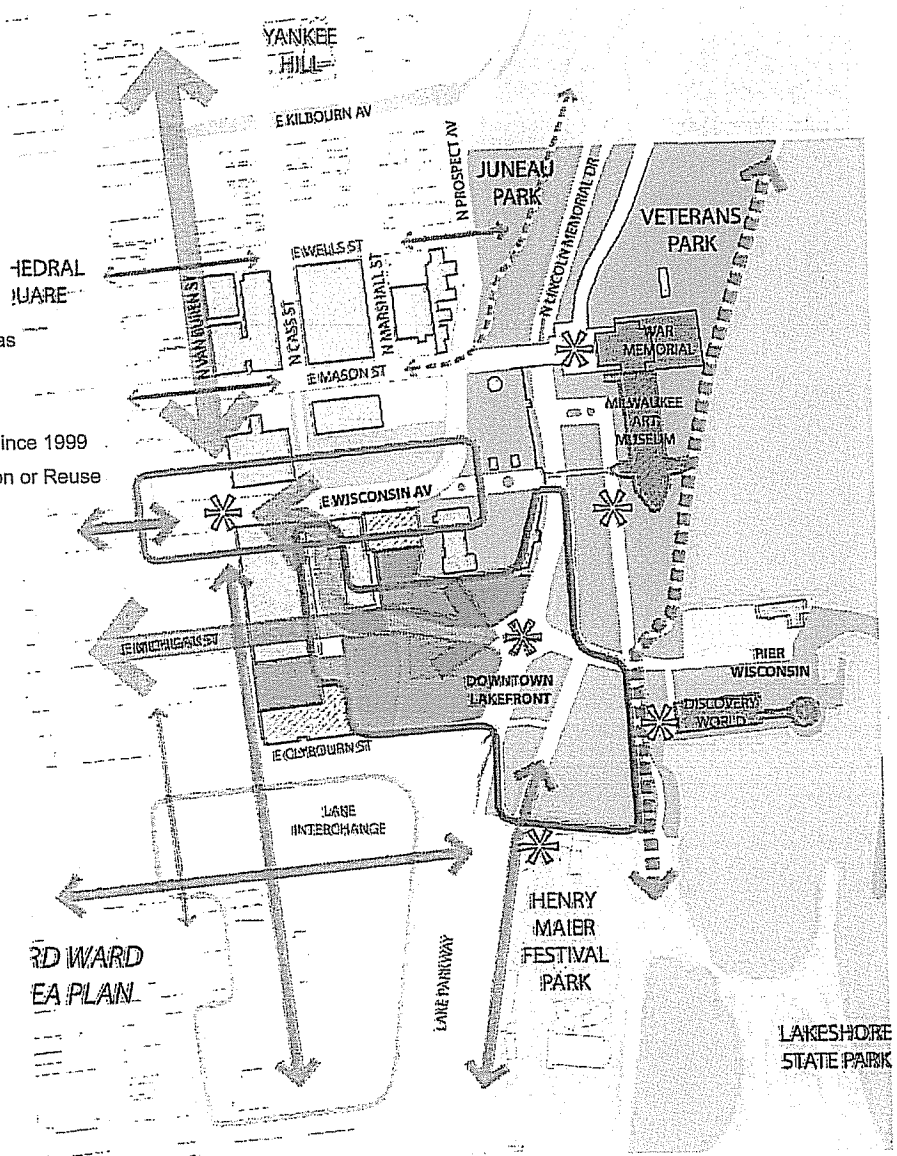
Michigan Street and Lincoln Memorial Drive, with the Milwaukee County Transit Center in the background



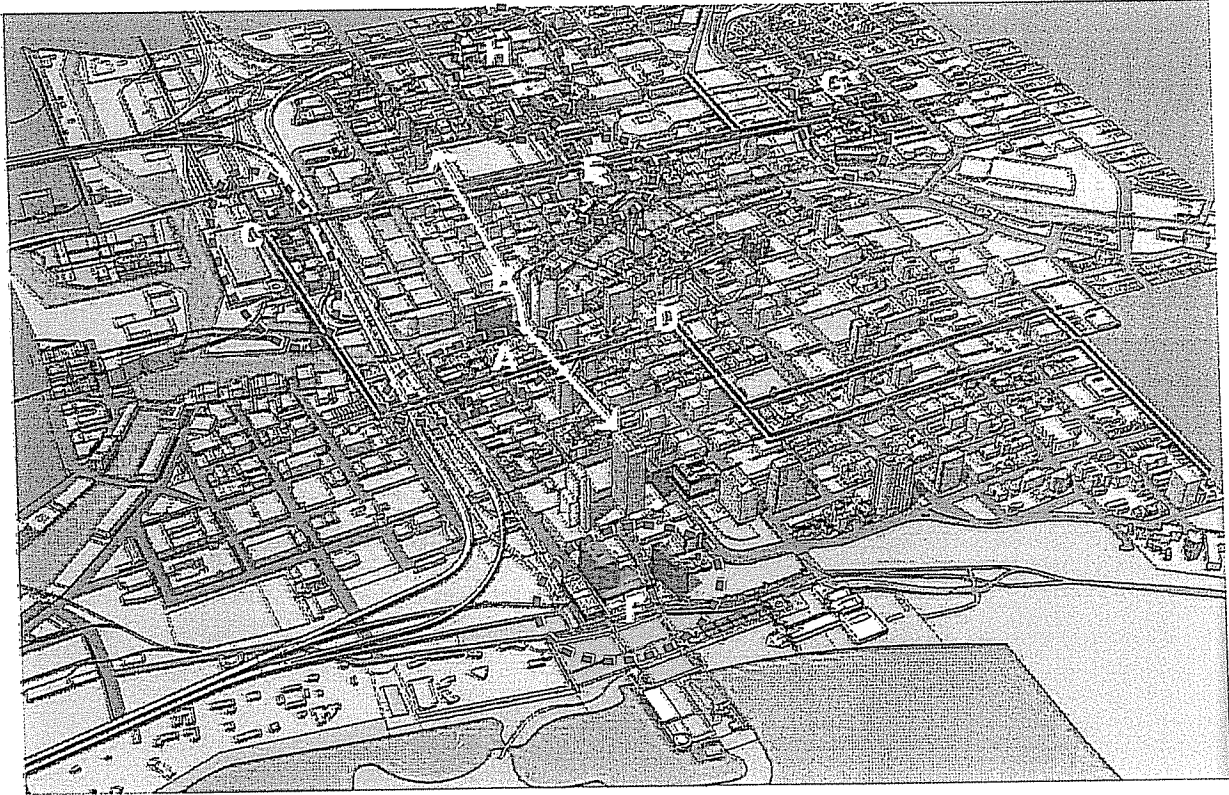
Third Ward Connection

- Strengthen the connection between the Milwaukee Art Museum and the Third Ward, generally considered Milwaukee's "arts district". Ideally, a re-design of the I-794 Lakefront Interchange could best mitigate existing disconnects and improve the overall area for redevelopment.
- Consider the descending leg of the Hoan Bridge to meet a descending I-794 expressway at an at-grade point to best achieve this connection and at the same time create a dramatic gateway into the Lakefront, much like the 6th Street viaduct bridge suspensions signal an entrance to the Menomonee Valley and Milwaukee's Near South Side.
- If an at-grade scenario is not practically or politically feasible, alternative improvements to the interchange with less obtrusive and more artfully designed cross-over ramps could yield some improvements, if tied to ground level improvements such as landscaping, lighting, etc.

- ☐ Showcase Streets
- ☐ Existing "Places"
- ☐ New "Places"
- ☐ Catalytic Project Areas
- * Existing Focal Points
- * New Focal Points
- ↔ Key Connections to Establish
- ↔ Secondary Connections
- ↔ Other Connections
- ☐ Special Use Areas and Sub Areas
- ☐ Sites Susceptible to Change
- ☐ Key "Hinge" Sites
- ☐ New or Renovated Structures Since 1999
- ☐ Structures in Need of Renovation or Reuse







Catalytic Projects

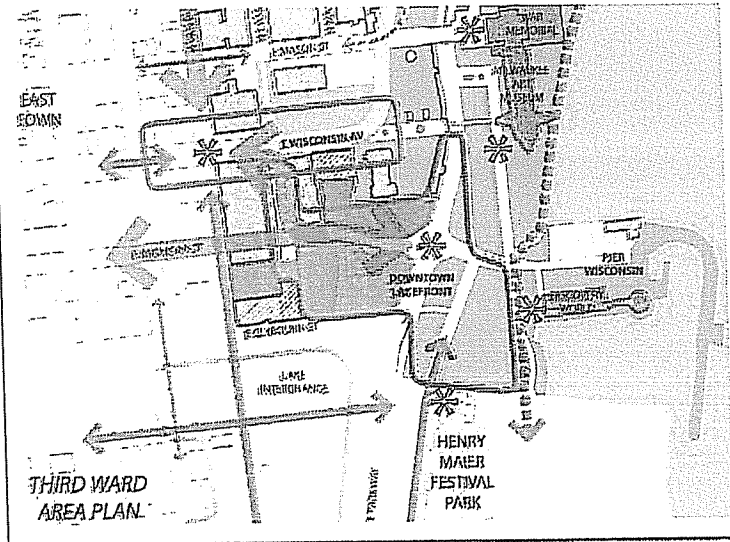
- A - Broadway Connection
- B - Wisconsin Avenue Strategy
- C - Station Plaza
- D - Downtown Streetcar
- E - Pere Marquette Square
- F - Lakefront Gateway
- G - Haymarket Square
- H - Kilbourn Extension to MacArthur Square

Chapter 5 Catalytic Projects

During the planning process several redevelopment projects and programs aimed at increasing economic and community value were identified. Implementation of these “catalytic” projects and initiatives will represent a significant public and / or private financial investment in the area. These projects are considered catalytic because they inspire a confidence and commitment that leads to additional investment and improvement in the surrounding area; boldly creates or reinforces the Downtown’s image, amenities, and a sense of place; and accomplishes these things in a manner that furthers Downtown’s attractiveness and overall development goals.

Eight catalytic projects are proposed in this plan. Six projects focus on redevelopment of specific sites and two projects are initiatives or strategies on a broader, less site-specific scope. The map opposite illustrates the geographic location of each of the catalytic projects or initiatives. Detailed descriptions for each catalytic project include the current status of the site or area, objectives for each project, and specific recommendations – including design concepts.

Lakefront Gateway



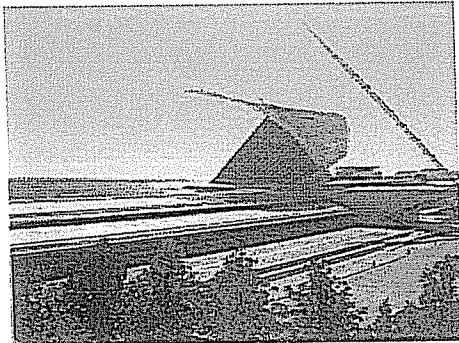
Current State

Milwaukee's Downtown has one of the world's most beautiful waterfront settings. The concave water's edge provides an embracing relationship between Downtown and one of the largest and greatest freshwater bodies in the world.

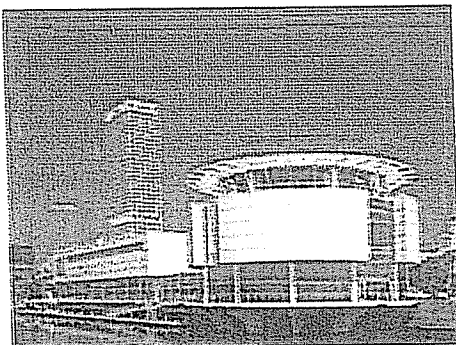
More than any other physical feature, the Lakefront defines Milwaukee. Downtown adjoins the open spaces created with landfill to the north of Downtown, thanks to the vision of the City's founders and the creativity of landscape architects including Frederick Law Olmsted.

Compared to other cities on the world stage, Milwaukee has experienced slow but steady appreciation of the potentials of its Lakefront. Open parklands continue to be expanded to the north and south of Downtown through new landfills. Eero Saarinen's dramatic War Memorial and Art Center, built in 1957, claimed the Lakefront for cultural activities as well as recreation. The creation and expansion of Summerfest into the world's largest music festival has further expanded the roles of the Lakefront in enhancing lifestyle offerings with entertainment for Milwaukeeans as well as millions of visitors. Santiago Calatrava's extraordinary addition to the Milwaukee Art Museum has firmly located Milwaukee's emerging lakefront on the world's tourism map.

Additional attractions have made Milwaukee's Downtown Lakefront a place for education as well as culture, entertainment, and recreation. The recently-completed Discovery World has brought interactive science exhibits and an aquarium to the Lakefront and has the potential for further expansion with other possible educational facilities related to Milwaukee's



Milwaukee Art Museum



Pier Wisconsin

contributions to the advancement of world science and technology.

Plans in the 1960s for a freeway loop around Downtown would have severely damaged the pedestrian accessibility and human-scale qualities of Milwaukee's Lakefront. Fortunately, the freeway plans were abandoned, but the Lincoln Memorial Drive extension was designed to pass through the Downtown Lakefront for an easy connection with Interstate 794. Currently, therefore, traffic patterns dominate circulation along the Lakefront, challenging potentials for an intimate, inviting, walkable connection from Downtown offices, hotels, and residences to the Lakefront attractions. Further isolating the Lakefront from Milwaukee's Downtown office district and residential areas is the significant grade differential exacerbated by the O'Donnell parking garage, a formidable three-story high parking garage wall fronting the west side of Lincoln Memorial Drive. In addition, the development of the Downtown Transit Center with its under-used rooftop park and concrete wall facing the Lake was a well intentioned mistake, extending the barrier between Downtown and the Lakefront farther south to Clybourn Street.

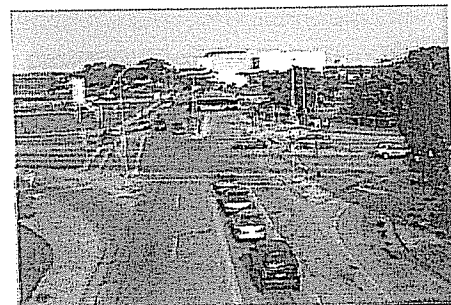
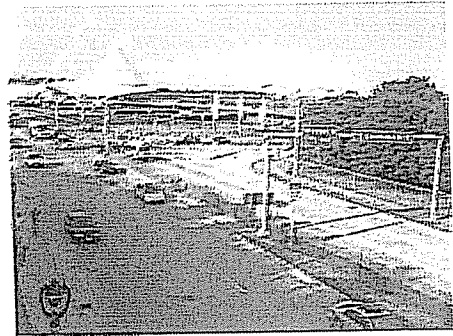
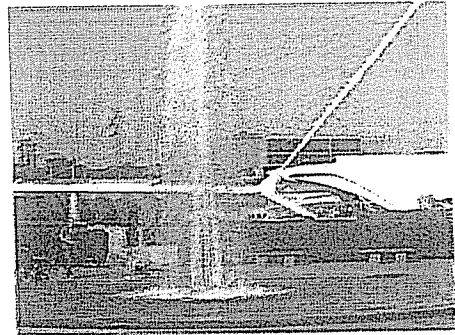
In conclusion, Downtown Milwaukee is blessed with an embracing setting on Lake Michigan, and past visions have resulted in landfill to create recreational open spaces along with cultural, entertainment, and educational facilities to broaden the Lakefront's leisure-time attractions. The Saarinen and Calatrava components of the Milwaukee Art Museum provide inspirations of beauty and identity for Milwaukee.

Objectives

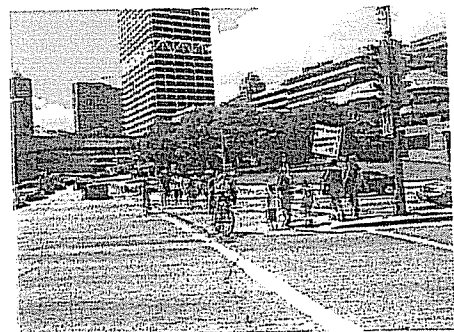
Objective 1: *Significantly improved pedestrian access from Downtown to the Lakefront attractions including the Milwaukee Art Museum, Discovery World, the Lakefront walking/biking paths, and Summerfest, along with future cultural and recreation facilities.*

Issues: There are two barriers to safe, convenient pedestrian circulation between Downtown and the Lakefront – first, a vertical barrier and, second, a horizontal barrier. The vertical barrier is daunting. The grade differential is about 20 feet, and the stairs from O'Donnell Park to the Lakefront are not inviting and discourage climbing. The one pedestrian bridge over Lincoln Memorial Drive connects O'Donnell Park with the Milwaukee Art Museum, not the Lakefront.

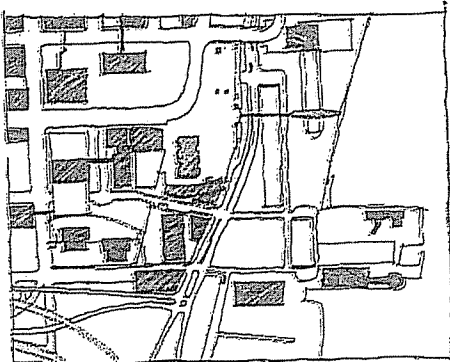
The horizontal barrier is also formidable. In a distance of four thousand feet between Ogden Street and I-794, the only direct



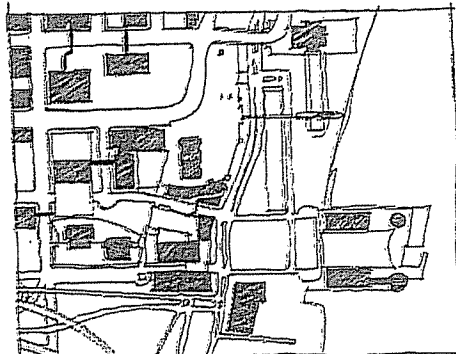
Right turn by-passes diminish the pedestrian environment



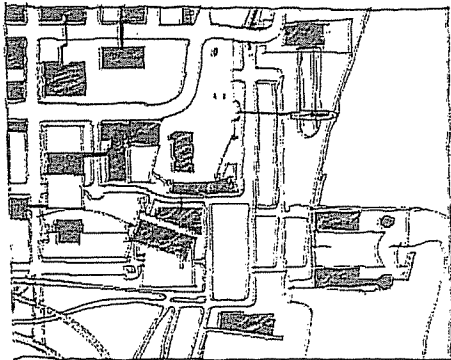
LAKEFRONT NEIGHBORHOOD



ADA - FIGURE GROUND WITH TRAILS



AD B - FIGURE GROUND WITH TRAILS



AD C - FIGURE GROUND WITH TRAILS

Conceptual Lakefront figure ground diagrams

grade-level pedestrian access between Downtown and the Lakefront is Michigan Street via Cass Street from Wisconsin Avenue. Along this path there are no attractive pedestrian amenities facing Cass and Michigan, and, once pedestrians reach Lincoln Memorial Drive, they must cross seven lanes of traffic on the Drive before reaching the Lakefront parks and attractions.

Objective 2: *Calm traffic and a sense of arrival for drivers on Lincoln Memorial Drive.*

Issues: Lincoln Memorial Drive is designed for efficient traffic flow between the Drive and Michigan Street as well as Interstate 794. As drivers approach Downtown, the view of the Calatrava addition to the Art Museum is stunning. However, there is no traffic pattern that indicates to drivers that they have arrived at a special place along the Lakefront.

Objective 3: *Ease and safety of vehicular access between Lincoln Memorial Drive and Michigan Street, Clybourn Street, and I-794.*

Issues: Commuters use Lincoln Memorial Drive to get to parking garages along Michigan and Clybourn Streets. These access routes must be maintained to avoid shifts in traffic onto Mason Street, which would increase conflicts with traffic accessing Downtown from the Prospect/Farwell one-way pair.

Objective 4: *Expand the emerging "world-class" character of Milwaukee's Lakefront by developing a park and cultural campus that rivals the best waterfronts in the world.*

Many persons interviewed as part of the planning process indicated that Downtown Milwaukee's Lakefront setting is an underutilized asset that could provide a much stronger advantage in Milwaukee's competition with other cities to attract businesses, residents, and visitors. New recreational, cultural, educational, and entertainment venues could be added, including activities on the water, reinforcing existing facilities. In addition, the extensive quantity of Lakefront open spaces adjacent to Downtown could be expanded, programmed, and designed to accommodate specific activities while exuding a high-level of landscape diversity and beauty.

Objective 5: *Increased living, working, and visitor populations in Downtown Milwaukee.*

Issues: Milwaukee's Downtown already offers a variety of housing options for urbane lifestyle seekers. However, national demographic statistics indicate that "empty nesters" are increasing rapidly, and the demand for Lakefront residences will exceed supply when the market recovers. Also, there

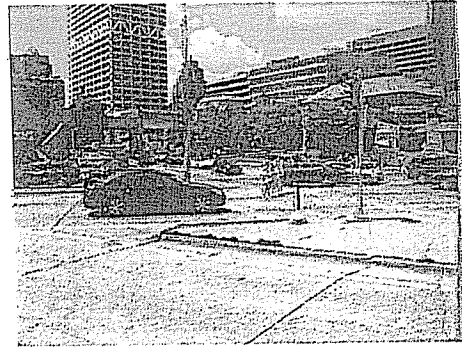
is strong interest in additional Class A office buildings along the Lakefront, particularly appealing to companies new to Downtown.

Objective 6: *Maximization of private-sector investment in Lakefront improvements, minimizing taxpayer outlay.*

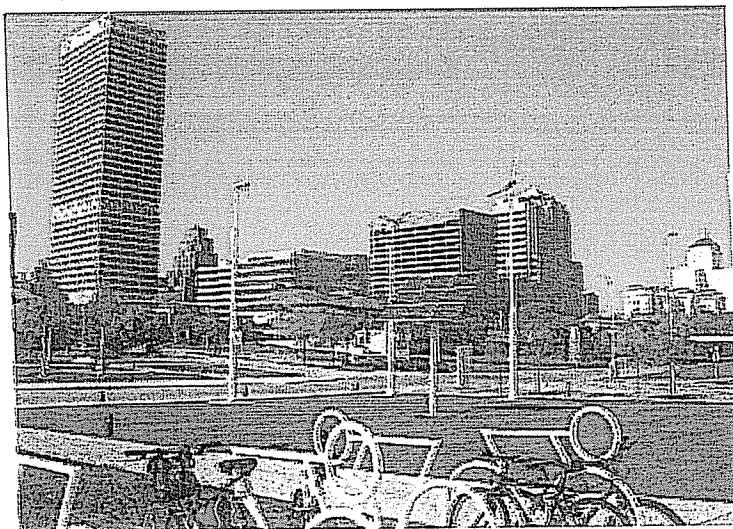
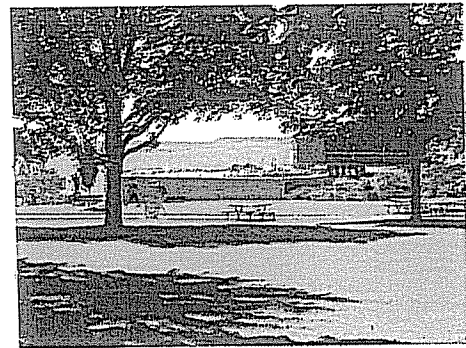
Issues: The properties adjacent to the Lakefront are publicly-owned and underdeveloped based upon market value and highest and best use assessments. These include the O'Donnell Garage and Park, the Downtown Transit Center, the I-794 corridor properties, and the Summerfest grounds. Other underdeveloped properties are close enough to the Lakefront to be marketed as part of the Lakefront District. Redevelopment of a portion of the O'Donnell and Transit Center properties could incorporate additional cultural facilities and generate substantial private sector investment to help pay for public sector improvements. In subsequent phases, elimination or reconfiguration of unnecessary or redundant I-794 access ramps would open up additional land for both development and improved pedestrian access to the Lakefront.

Objective 7: *Enhanced access to Harbor Drive to improve developability and links between the Third Ward and Lincoln Memorial Drive.*

Issues: Although Harbor Drive provides a direct access between the Lakefront and the Third Ward, the connection with Lincoln Memorial Drive via Michigan Street is clumsy and would be hazardous with any substantial increase in traffic. Harbor Drive is currently fronted by undefined open spaces, the Summerfest grounds, and large surface parking lots that serve Summerfest and Downtown employees. All of these publicly- and privately-owned sites have redevelopment potential.



Lakefront Gateway

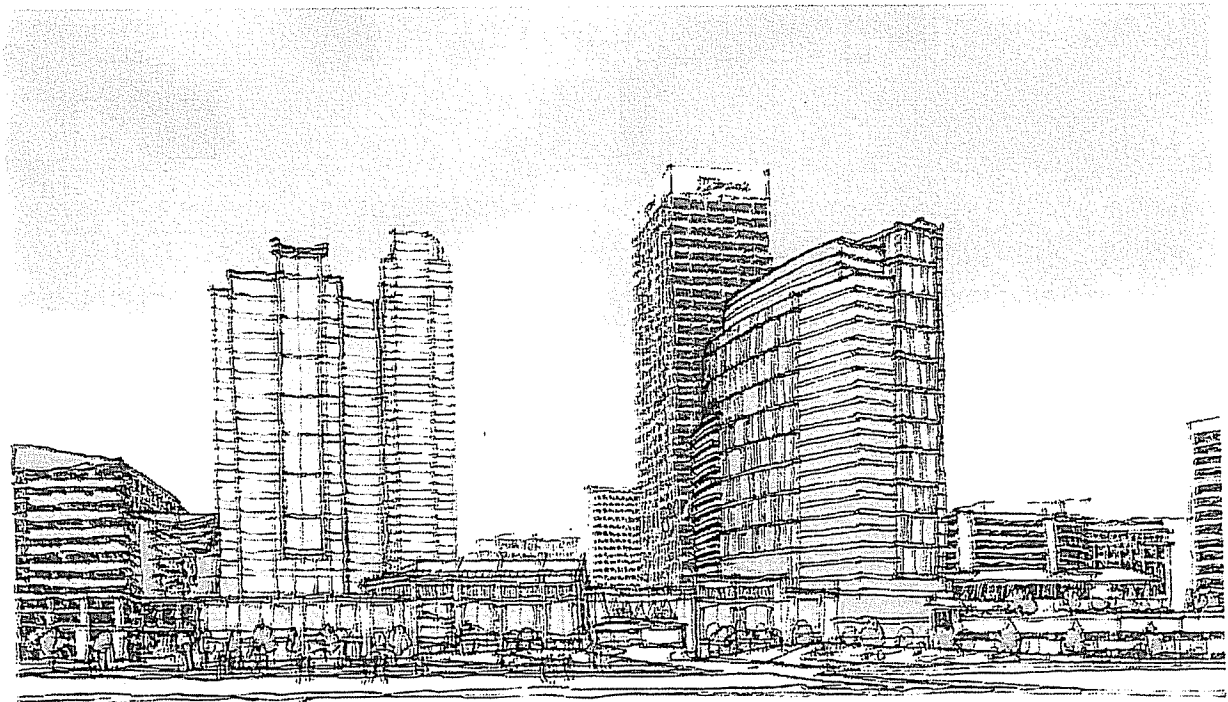
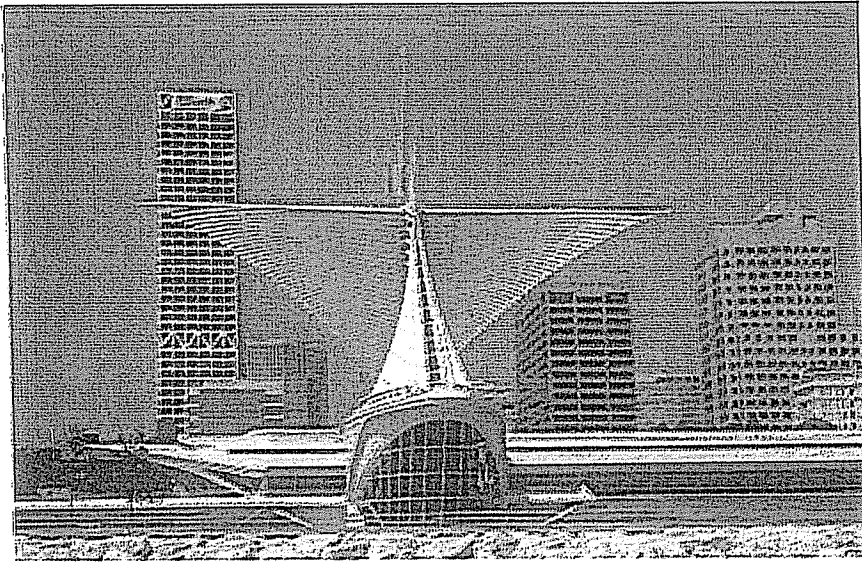


Catalytic Project – A Lakefront cultural park and gateway facilitated by a reconfigured Lakefront traffic pattern.

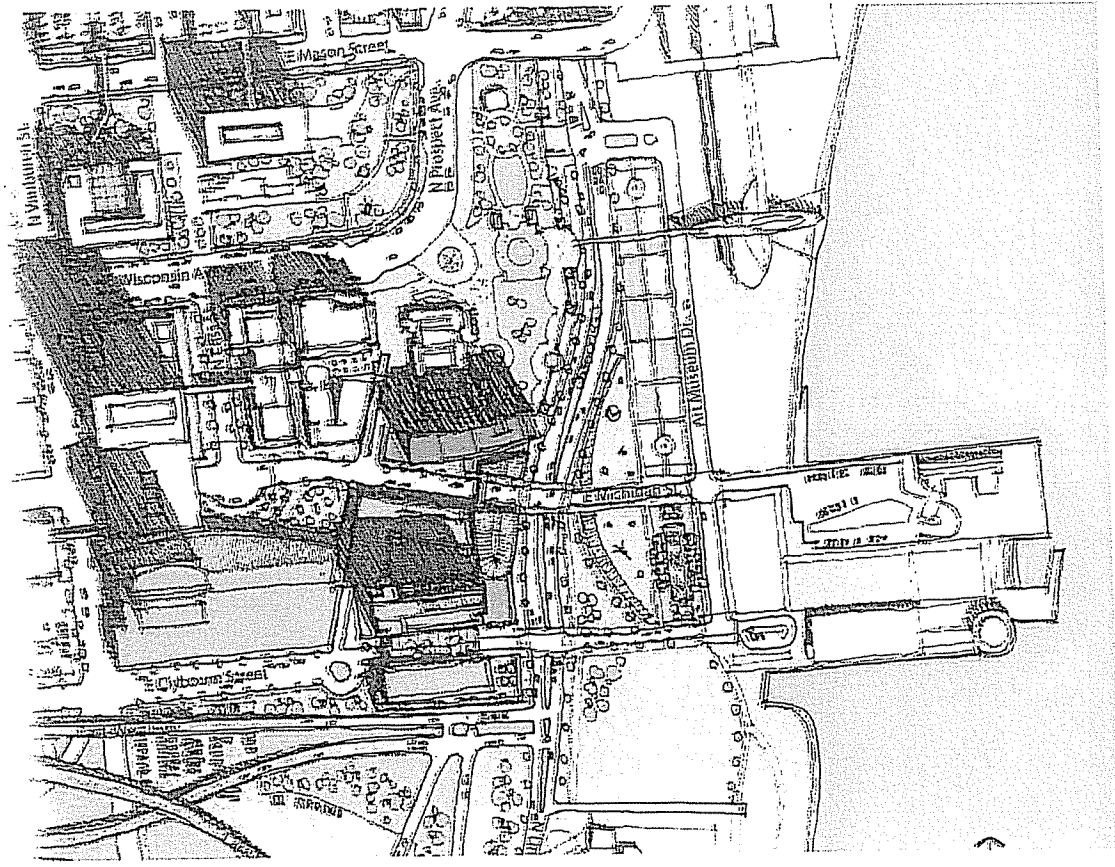
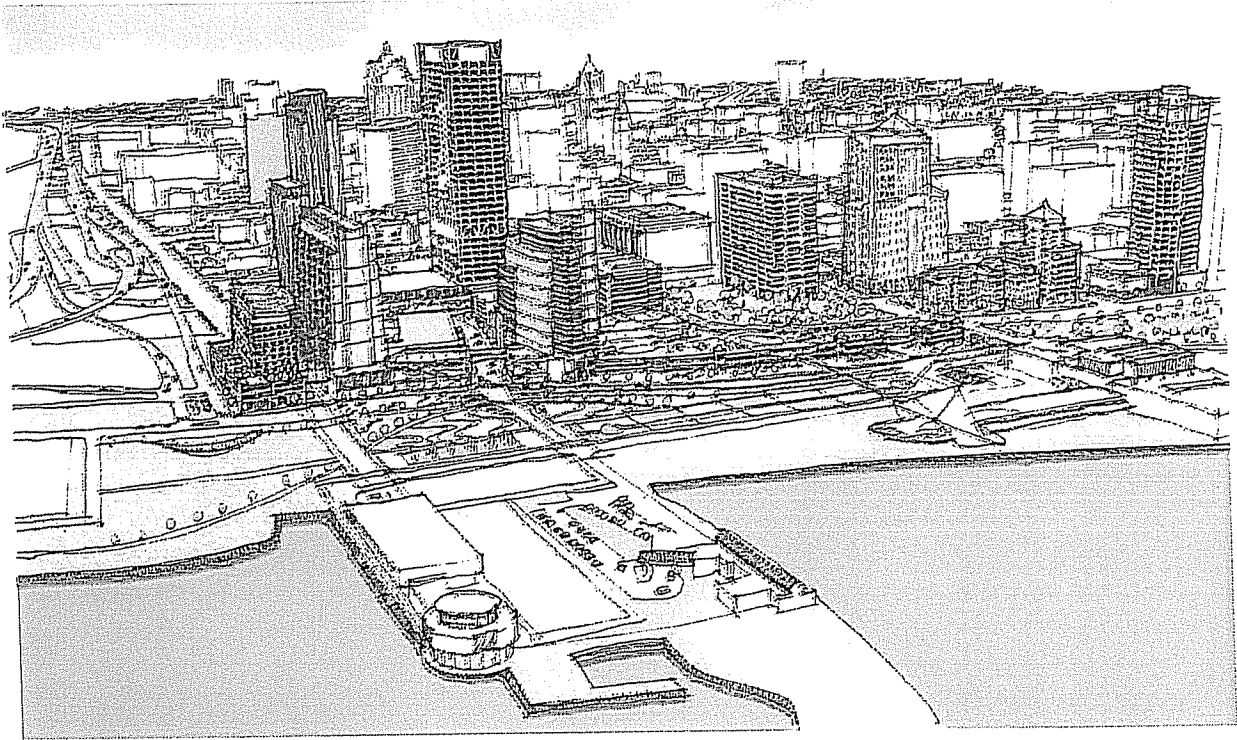
A necessary ingredient in the creation of future improvements and public activities along the Lakefront is a reduction in traffic/pedestrian conflicts and barriers to pedestrian access between Downtown and the Lakefront. The proposed modifications to the Lakefront street and land utilization pattern has advantages in setting the stage for new development on the west side of Lincoln Memorial Drive as well as additional Lakefront activities, users, and energy on the east side of Lincoln Memorial Drive. Features include:

- Shift the existing alignment of Lincoln Memorial Drive south of Michigan Street and re-locating the Downtown Transit Center results in the creation of two high-value development sites on the west side of the Drive.
- An internationally recognized park and cultural campus. A new Lakefront plaza or park is created by extending the linear arrangement of the municipal pier out to a re-configured Lincoln Memorial Drive and backdropped by a glass curtain wall and public wintergarden from development at the current Downtown Transit Center site.
- A new "Lakefront Plaza" can accommodate a composition of sculptures, exhibits, interactive fountains, as well as retail kiosks and pavilions.
- The space closest to Downtown is 74,800 sq ft in size, and the overall area is 184,000 sq ft, plus the 30,000 sq. ft. triangular space to the west of Kiley Gardens.
- There are no through-streets conflicting with pedestrians to the east of Lincoln Memorial Drive.
- Improved pedestrian access. Elimination of the dedicated right-turn lanes at Michigan Street reduces pedestrian crossings from seven to five lanes.

In conclusion, an invigorated Lakefront District could consist of a wide range of open space, recreational, cultural, educational, and entertainment uses, adjoined on the west by a dramatic edge consisting of commercial developments in two or three architecturally-expressive towers built on air-rights over public wintergardens, gallery spaces, and internal grade transitions. This synergistic combination of uses within a fully-integrated urban design concept would significantly enhance Milwaukee's identity and competitiveness.



View of conceptual development west of Lincoln Memorial Drive



Next Steps

Concepts for future improvements and development of the area east of Lincoln Memorial Drive are not included in the Downtown Plan Update. The proposed traffic improvements in this plan, however, comprise a set of concepts and options for providing access to existing and future open spaces and cultural facilities east of Lincoln Memorial Drive. A comprehensive study of the Lakefront east of Lincoln Memorial Drive would determine a vision and direction for this area to best maximize its value to Downtown and to the city and region as a whole. Analysis of other traffic configurations should be included in a Lakefront study in order that land uses and both vehicular and pedestrian circulation are coordinated on both sides of Lincoln Memorial Drive.

A task force consisting of Lakefront District stakeholders should be created to refine the District plans and establish other financing strategies for infrastructure and cultural improvements within the District. Public-private partnerships, foundations, and commercial revenues should be emphasized to implement public Lakefront infrastructure and civic improvements, minimizing the use of general City and County funds. The purchase price for the air rights above two key publicly-owned development sites that could be created to the west of Lincoln Memorial Drive could generate a substantial level of financial support for new cultural amenities and improvements.

