

Appendix G

Subcommittee Position Statements and Minutes

Long-Range Lakefront Planning Committee
Parks and Public Spaces Subcommittee Position Statements

1) Please write a brief statement regarding the Hoan Bridge:

- A bike and pedestrian route over the Hoan Bridge is a vital part of a comprehensive plan for connecting the study area with the rest of downtown, and the lakefront, and the very popular, heavily-used existing bike and pedestrian pathways in and through them. Much has changed since the DOT studied this issue. The limitation affiliated with a bike route over the Hoan Bridge outlined in DOT's 2002 study, namely the rebuilding of the Marquette interchange, no longer exists. Lakeshore State Park is now an additional part of the lakefront needing connections for pedestrians and cyclists. Bicycle and pedestrian options for visiting the study area by those who use the Lake Express ferry would be enhanced. Cruise ships now can dock near Discovery World, increasing the demand for pedestrian and bicycle pathways and connections. A Hoan Bridge bike and pedestrian route is essential to realizing the full potential of the study area. The particular means for providing such a route over the bridge appear to include safe and affordable options.

The current lakefront arrival and depart transition zones for the Hoan bridge are abrupt. As Lincoln Memorial Drive is part of Milwaukee County's historic parkway system (emerald necklace) it would be appropriate to improve the approach onto LMD from the Hoan Bridge to support this 'arrival to the lakefront' experience. Our subcommittee brainstormed about a variety of design options for the Hoan Bridge that focused on presenting more of a "parkway" feel, opportunities to calm traffic at this point and for creating a more parklike experience while still maintaining direct access south of the Milwaukee Harbor. Presuming bike and pedestrian route along the entire Hoan, our additional recommendations include:

- i) extend Lake Parkway (as a 2-lane, 40mph roadway) from the airport, continuing over the Hoan to the lakefront. The expressway (3-lane, high-speed roadway) would then commence just west of the Lakefront area; and
- ii) beginning at the north end of the Hoan, change its experiential character to a boulevard or parkway with trees alongside. This may not require dramatic changes to its profile. This should be considered in conjunction with a parkway intersection at Clybourn Street (see section 2 of this memo).

A related recommendation is to consider opening the north end of the Summerfest grounds to permit pedestrian access year-round, in conjunction with making the north end of the Hoan more human-scaled. It is important to support and comply with the public trust doctrine in activating this space. It may be possible to provide year-round access to the existing restaurants in this area, in conjunction with boat access from the Lakeshore State Park. The facilities open year-round should be ancillary to enjoyment of the Lakeshore, its parks and its boating facilities. As with other recommendations, we believe this type of integrated activation illustrates the need for comprehensive planning (see section 7 of this memo).

Other options our subcommittee considered and tabled for the Hoan included:

- iii) redesign the connection between the Hoan and the Lakefront to descend sooner from the north end of the Hoan down to street level;

- iv) the possibility of eliminating access for vehicles to the Hoan Bridge from Lincoln Memorial Drive by bypassing the lakefront altogether and swinging west with the first exit being to the west away from the lakefront.

Both of these options could facilitate development of commercial space in conjunction with a pedestrian/bike friendly terrain and would slow traffic in the Lakefront area and more clearly define it as different from a high-speed traffic facility. However, these latter two options would require changes so extensive that our committee believes they should be tabled and the first two recommendations above be adopted.

- Action items to achieve this.

Strong public support for a bike/pedestrian route across the Hoan Bridge exists and consideration of this connection should be encouraged. The Committee, the City, and the County and the public should continue to engage with the State Department of Transportation with respect to the Hoan Bridge and its access roads to increase the potential for changes to the study area that will be innovative and attractive. Seek support for a comprehensive area plan providing for connections that make the entire study area accessible by foot, bicycle, motorized vehicle and watercraft. The plan should include green, park-like walkways and other public spaces that enhance these connections. Include landscape architects on the planning team.

Implementation of these options may merit advocating for moving DOT construction timelines forward.

2) Please write a brief statement regarding the Downtown Transit Center:

- Plans for reuse of the Transit Center and its site should incorporate park and public space that is at least equivalent to the public space now at the Harbor Lights room level. New plans should improve the visibility of the public and green space by connecting it better with the surrounding area and with the lakefront. Planning for greenspace of the site should be part of an overall area parks and public spaces plan. The site has potential for views of the lakefront without charge that could be extraordinary, but the plan needs to provide a better reason for people to pass through the public space and enjoy it. Any new construction on this site should offer a human scaled outcome. Site plans should demonstrate best practices for environmental impact, especially measures that will demonstrate how to better handle stormwater.

The design for this space should accommodate the overall comprehensive plan for the alignment of Clybourn Street and Lincoln Memorial Drive and their intersection (possibly a roundabout) with each other. Long term plans for making Clybourn a parkway connector with the lakefront area should inform design of the parcel in the short term. Separate bicycle/pedestrian lanes, with traffic signals controlling their use, should be considered when designing the intersection. This feature could help foster public understanding of the value of separation, especially at this major intersection of pathways and bikeways.

The Transit Center site should be considered as one of the points at which there is a pedestrian friendly means for crossing from the downtown area to the lakefront. This might include greenspace and pathways (a “stepped greenway”) that will lead to a crossing point that connects

with pathways across Lincoln Memorial Drive as part of the comprehensive plan for connecting the features of the area. Also please see 7.2 below.

- Action items to achieve this.

Incorporate site-inspired planning into the plans for the Transit Center site, in part to help overcome some of the topographical obstacles associated with this location. Include landscape architects in the planning process.

3) Please write a brief statement regarding the Lincoln Memorial Drive/Michigan Street Intersection:

- The redesign of the intersection should consider a roundabout, a curve on LMD, or a rectangular intersection that does not accommodate continuous traffic to modulate the flow. The area should include park and public space that is at least as extensive as currently, but these areas should be more legible and accessible. Redesign of this intersection should be consistent with long term plans for intersecting Clybourn and a parkway connector along it with Lincoln Memorial Drive. Recognizing that redevelopment of the intersection of Clybourn with the lakefront may not happen soon, the redesign of the Michigan intersection area should be a primary feature of the plan, because it will act as the initial east-west link to the Lincoln Memorial Drive, and to the parkway connector of the lakefront to the Hoan Bridge and the Lake Parkway to the south. This intersection can enhance connectivity among the area's components. Because the natural beauty of Milwaukee's downtown lakefront distinguishes it from almost all other urban centers, the overall downtown park-like nature of the area should be enhanced by the intersection.. The intersection should promote safe access to the lakefront by motorized vehicles, and by pedestrians and bicyclists by routes that contribute to Milwaukee as a high quality place to live, work and visit. Motorized traffic lanes and parking structures should be designed to maximize the natural beauty of the area, including consideration of traffic lanes that go underground or are covered by attractive greenspaces that provide means to descend to lake level. If nonmotorized crossing is to be underground the passageway should be activated by shops, a facility for cyclists to store bicycles and change clothes, including for police who travel by bicycle, or some other means for assuring the passageway is safe and inviting. The intersection should provide easy access to the area by visitors to the area by boat. Connection to a water-taxi option along the lakefront and the river should be included. Bicycle lanes should assure the complete connection of the area with bike routes to the north, over the Hoan Bridge and to the west, including to the Hank Aaron Trail. Connections for motorists and pedestrians and cyclists should be easy to identify and understand by design.
- Action items to achieve this.

Planning for enhancement of the natural beauty of the lakefront should be a part of the development of the committee's overall plan. Pedestrian and bicycle connections should be designed into the new intersection. Innovative design of public spaces, including areas that educate about the natural environment of the area prior to European settlement, should be incorporated. These education opportunities should be integrated with and reinforce the education afforded by the Lakeshore State Park and the museums in the area. They should lead people to those facilities. More attractive and safer access to the Summerfest area should be provided. Consideration for year-round use of some of the northern most sections of the Summerfest grounds would provide an ongoing destination for users of this intersection coming from the Downtown area. Design specifications should include these recommendations. A

design competition should be conducted to enhance the options for achieving these recommendations. See section 7.

4) Please write a brief statement regarding the Lake Interchange ramps and the land beneath:

- The approaches to the bridge should be reconfigured to open additional space to provide park and public space opportunities that will enhance the accessibility and attractiveness of the area as a whole. The surface parking lots under the bridge should be redesigned to be cutting edge demonstration sites for sound storm water management consistent with Milwaukee's focus as a fresh water business and education destination. Another option would be to build multi-level parking structures, allowing for more open space and better multi-modal access as well as developable space. If any part of the present Summerfest grounds may in the future be available for access by the public to its restaurants and performance areas during an expanded season, the area under the bridge should include green space, pathways and bike and pedestrian connections that better connect the Third Ward to the study area.

The lakefront should be a model for freshwater best practices for any structure or construction. This includes the surface lots which should incorporate pervious paving, bio-swales and better pedestrian access across and through any large expanses of car parking lots.

- Action items to achieve this.

The Committee, the City, and the County and the public should continue to engage with the State Department of Transportation with respect to the Hoan Bridge and its access roads to increase the potential for changes to the study area that will be innovative and attractive. A comprehensive area plan providing for connections that make the entire study area accessible by foot, bicycle, motorized vehicle and watercraft should be developed. The plan should include green, park-like walkways and other public spaces that enhance these connections. Landscape architects should be part of the planning team. Where appropriate, steps should be taken to move up the timeframe for work on the interchange or on the parts of it that will provide for safer and more attractive road and pathway use in the area served by the intersection.

5) Please write a brief statement regarding O'Donnell Park:

- The site can be more effectively designed and used. The current designation of the area as parkland should be respected. The site should be used to accommodate access to and use of Juneau Park and the parklands along the lakefront. Parking should remain a significant component use of the site. Consideration should be given to design of the park to provide outdoor education space for use by children, including programs offered by the Betty Brinn Children's Museum. Any change in use should consider the overall need for parking in the area and any impact that changes would have on revenue for the Milwaukee County Parks Department, revenue that is needed to maintain and enhance our downtown lakefront parks and parkways. The area should include at least as much parkland as now. The park and public space should be more accessible and attractive and should not require users to pay fees. Public space should not be viewed as an intrusion on private space or spaces dedicated to specific uses (Museums, businesses, etc.). The public space should be inviting and appropriate for a variety of uses and users. The parks and public spaces on this site should be part of a comprehensive parks and public spaces plan for the area. The site should be designed to accommodate access to lake level. Redesign should increase the opportunities for unobstructed views of the lakefront below.

Exploration of ways to lower the structure's profile and to ease the pedestrian and bike transition to the lake level should be considered. Relocation of some parking to lower levels below grade should be evaluated as a part of an overall redesign.

- Action items to achieve this.

Any redevelopment of the O'Donnell Park site must be looked at in context with adjacent uses – from the Milwaukee Harbor mouth of the south to the north end of Juneau Park. Incorporate landscape architects and site design for open space integration in the redesign of the site, in part to help overcome some of the topographical obstacles associated with this location.

6) Please write a brief statement regarding lakefront transportation/accessibility:

- Develop a comprehensive plan for connecting the area for vehicles, pedestrians, bicycles and watercraft. To be useful and well utilized, connections must be legible, welcoming and attractive and fully connect, not dead end or have unsafe or unattractive gaps in them. Roadways should be adequate, but not excessive. The area is no longer a connection point with a lakefront freeway system. Lincoln Memorial Drive is a parkway, not a freeway. The scale of roadways should be appropriate to present and future uses. Only additional development that is consistent with maintaining and enhancing Milwaukee's unique park-like downtown waterfront and enjoyment of it should be considered when determining future traffic. The plan for connecting the components of the study area with the surrounding area should include access to the streetcar system. This option will help visitors who arrive by ferry or other watercraft, or ride their bicycles to the area have wider options for enjoying the City.

The process of arriving at the Lakefront area should obviously and legibly communicate that this area is multimodal, open, human scaled and natural. A zone of transition outside the lakefront area should be considered for any high-speed transit arterials with connections to the lakefront. This could be implemented through using boulevards, street plantings or curved roads.

- Action items to achieve this.
Coordinate planning for the study area with other plans for transportation improvements in the Downtown area, including the plan for bicycle and pedestrian pathways. Make transportation accessibility a feature of a broader design competition for the area. See section 7, below.

7) What are the over-arching norms, standards and guidelines recommended by the Parks and Public Spaces sub-committee?

Comprehensive site planning for a space as central, dominating and valued as Milwaukee's lakefront is essential. It would ensure that each of the projects at the Lakefront work together to achieve common design goals. A comprehensive plan, as shown in part in the Development subcommittee's presentation on Michigan and Clybourn transit reconfigurations, could guide thinking and simplify the tasks of the 6 areas of concentration. The design process should consistently define expected norms, and consider removing constraints that might be solved in another area (for example, reduce transit or parking in one area, but increase in another nearby area). This type of comprehensive planning, which will guide decades of work and tremendous public spending, merits an international design competition to explore options and define our community's desired outcomes. Just as in the Menomonee Valley, a competition can change the way we think about the place and ourselves. Some transactional events, such as lease

terminations or renewals may create critical planning inflection points that should be integrated into the plans as opportunities. A necessary planning transparency would be needed for all nearby government and non-government partners which would include Festivals Inc., the Milwaukee Art Museum, Discovery World and US Bank.

Plans for the area should maximize the public access to the lake and river areas. This should include the lakefront near the old Charter Wire facility and continue upstream near the new condominiums along the river.

Connectivity (bike, pedestrian, watercraft) within and between Lakefront attractions should be enhanced by each amenity or construction occurring here. Each element that is added should actively state the connectivity obstacles that might be remedied by its addition, and further each addition should not create any new obstacles to connectivity.

The process of arriving at the Lakefront area should obviously and legibly communicate that this area is multimodal, open, human scaled and natural. A zone of transition outside the lakefront area should be considered for any high-speed transit arterials with connections to the lakefront. This could be implemented through using boulevards, street plantings or curved roads.

The destination value, or “Wow Factor” derived from the developments at the Lakefront should be extensions of natural features of the lakefront and the existing cultural assets in the area. Examples might include: best freshwater practices (lakefront restoration and site design, technology development, water utilization, water research); best multi-mode activation practices (bike, pedestrian, watercraft). Conversely, there is no need to construct or manufacture a reason to come to the lakefront that is not related to its natural features or an already embodied lakefront function.

By human and pedestrian scale designs, we mean those that are most intuitive and welcoming. They should be required for any amenity or construction occurring at the Lakefront. Some specific requirements might include limitations of the sizes (and slopes) of buildings, parking lots, walls, ramps and bridges. Human scale features, such as a bike station with lockers and showers, should be added.

The lakefront is strengthened by a complex mix of uses and destination alternatives. No single location, destination, crossroads or route should be considered prime or premiere. Plans need to understand and be informed by the future plans and needs of current users, such as the Milwaukee Art Museum, Festivals Inc., Lakeshore State Park and others to assure that the Committee’s recommendations are cohesive and feasible.

Other areas which merit consideration include:

- 1.1 The Harbor House lease will expire within the scope of planning for this activity. The broad and wide green space that extends from O’Donnell Park, just north of Michigan all the way to the lake will be an impressive opportunity and should be activated for public use.
- 1.2 The Kiley Garden is a feature that restricts passing between the Lakefront and downtown. Reconfiguring the street grid could enhance it as a functional connection from downtown to the lake. This might be accomplished by moving LMD to the east, parallel and proximate to the Kiley Garden and integrating connection points with it from the west. This alternative of

relocating LMD to the East in this section may also present opportunities to improve pedestrian crossing and an inviting public greenway by expanding the area west of LMD at the Transit Center site.

- 1.3 The intersection to the War Memorial of Lincoln Memorial Drive to Mason Street presents safety and convenience challenges for pedestrians and cyclists. Recognizing the need for a vehicular connection between LMD and the City, alternative configurations that will better connect this part of the study area should be planned. Future plans being made by the Art Museum and/or the War Memorial may offer some guidance in solving this problem, or, at least provide definition of the constraints. Options for a broad pedestrian plaza linking from Prospect to Mason, spanning LMD could exist if a suitable project at the Art Museum is being contemplated which might act as a conduit and destination. Improving access from Juneau Park to the lakefront should be one of the planning goals.
- 1.4 The “criss-cross” roads on LMD near the ramp up to Mason need study that might simplify and consolidate the space and function. This may be done in conjunction with 1.3 above.

Parks and Public Spaces Subcommittee

July 5, 2011

Attendees: Bill Lynch, Laurie Albano, Ed Purcell, Betsy Abert, Glen Brower, Thomas Frenn, Bob Spindell, Gerry Broderick, Cheri Briscoe, Kaye Kern, John Lunz, Nik Kovac, Craig Mastantuono, Lauri Gorton, Charlotte Perko

- Background on the Committee, its members and its objectives: to create a course of action to achieve vision of the lakefront, organize and prioritize actions
- Background on purpose of subcommittees, to include broad inputs beyond official Committee members
 - This subcommittee's desired outcomes include making the lakefront more attractive, available and appropriate for the community
- Criteria for this subcommittee includes: public access (pedestrians and cyclists), parking availability and future options (structures rather than surface, etc)
- Discussion about Summerfest grounds, possibly pushing grounds back towards freed up land from Lake Interchange reconfiguration; integrating Third Ward toward the lakefront if land freed up; Hoan Bridge access and options for bike/ped lane
- How much square footage would be available before development, or after sites are developed (landscape architect)
- Want to make sure that the four subcommittees interact with each other so that all desired outcomes are recognized and balance is achieved between development and public spaces
- Each attendee will gather information they think will be useful to this subcommittee and send it to Bill for distribution, next meeting in two weeks at MEC

Parks and Public Spaces Subcommittee

July 19, 2011

Attendees: Bill Lynch, Dan Collins, Nancy Aten, Mike Loughran, Betsy Abert, Thomas Frenn, Bob Spindell, Gerry Broderick, Kaye Kern, Craig Mastantuono, Dave Schlabowske, Charlotte Perko

- Updates on other subcommittee activities: Development subcommittee seems to be moving forward with specificity with their possible development scenarios, but no formal plan yet. Attractions/Neighbors subcommittee has come up with some standards of what they want to see as development occurs. The Business Community subcommittee is looking to other business organizations in Milwaukee as primary resources.
- Would like to come up with criteria for development from parks and public spaces viewpoint. Want to get input in early, so public spaces are incorporated into development plan, rather than backtracking to put in public space after the plans are created. Will send some people from this subcommittee to attend Development meetings.
- Hoan Bridge bike/ped lane:
 - Mike Loughran (City DPW) introduced a feasibility study done in 2002 by DOT examining bike/ped connections between Bayview and Downtown. One pro of Hoan Bridge was that it was the most direct route, with the primary con being that the traffic load may increase in the future (study done before Marquette Interchange reconstruction).
 - Dave Schlabowske (City DPW, Bike Federation) spoke about a study done with bike counts at either end of the Hoan Bridge where the paths dead-end; total of 80,000 trips per month in October. These trails are the two most popular in the County; connecting them with a destination bridge would likely increase ridership.
 - Recent lane closures provide practical experience for the impact of a bike/ped lane on the Bridge.
 - Letter of support from subcommittee: emphasis on connectivity and access to lakefront for all forms of transportation. Bridge as the central connector for the City/County. Want to add value and enhance the City and County through a good connection.
 - Possible support from Harbor Commission and Bike Federation.
 - Send Bill Lynch information that would be useful to include in letter, will communicate via email, and present a draft letter at next LRLPC meeting (July 27).
- Important concepts this subcommittee would like to see included in final recommendation:
 - Safety
 - Connectivity
 - Access for all forms of transportation (motorized, bike, pedestrian, boats/kayaks, etc)
 - Environmental quality, especially freshwater management
 - Showcase freshwater management techniques, make lakefront a best practices destination
- For next meeting:
 - Continue exploring other urban lakefronts as examples of public places.
 - Affirmative vision for subcommittee.
 - Next meeting in 2 weeks (August 2) at 4 p.m. at Milwaukee Environmental Consortium conference room (1845 N. Farwell Ave).

Parks and Public Spaces Subcommittee

August 2, 2011

Attendees: Bill Lynch, Jim Goulee, Cheri Briscoe, Nancy Aten, Michael Loughran, Craig Mastantuono, Tom Frenn, Laurie Albano, Dan Collins, Glen Brower, Tom Kroeger, Betsy Abert, Nik Kovac, Charlotte Perko

- Composing a letter of support for the installation of a bike/ped lane over Hoan Bridge from the parks and public spaces viewpoint. Long term, the installation of a lane would create a destination, spur development, draw people to the area, and benefit the community.
- Come up with general principles that would apply to all areas of lakefront development as a part of the final report.
- Presentation of development concepts (Laurie Albano, Nancy Aten, Betsy Abert):
 - Create an affirmative vision of lakefront from a landscape architect point of view, make landscapes part of the development.
 - Used City presentation as a starting point.
 - Identified barriers to direct connectivity between downtown and lakefront, including the freeway, Summerfest grounds, the War Memorial, the Art Museum, and Mason Street. Would like to develop more access points to the lake.
 - Some concepts included: a larger intersection at Clybourn/Lincoln Memorial, pedestrian crossing over LMD at Transit Center site, make portions of Summerfest grounds accessible to the public year round, LMD as a boulevard/parkway, possibly making the Hoan Bridge more of a parkway with a speed limit of 40 mph rather than highway speeds.
- Noted that the Harbor House restaurant land becomes public in 2018. This would be good to keep in mind when making a timeline.
- If Summerfest became transitional and could serve the public year round (except during festivals), this would allow greater access to the lake and to Lakeshore State Park, which offers many programs throughout the year.
- Include best environmental management practices in development, such as storm water management.
- Design competition for lakefront? A design that improves accessibility and connectivity from Downtown.
- Tentative next meeting August 16 at 4 p.m. at Milwaukee Environmental Consortium.

Long-Range Lakefront Planning Committee
Business Community Subcommittee Position Statements

1) Please write a brief statement regarding the Hoan Bridge:

- Although there has been some discussion regarding the installment of a bike/pedestrian lane, the subcommittee would like to see the feasibility report that is being prepared by WISDOT before a final position is taken. It is important that decisions that are made regarding the bridge are fiscally responsible and that any tradeoffs will not have a *major* negative impact on other equally important road projects or cause *significant* disruptions to traffic flow. However, we do believe the increased connectivity for bicycling would have a positive impact on our lakefront and downtown.
- Action items to achieve this.

2) Please write a brief statement regarding the Downtown Transit Center:

- A general consensus has developed around the desire to replace the transit center with a project more geared towards leisure, cultural activities or other redevelopment that would increase connectivity of downtown to the lakefront and act as a catalyst for further development. The Milwaukee County Transit System has committed to exploring the cost/benefit of relocation and determination of any Federal hurdles that must be overcome. The subcommittee is supportive of this approach, as long as the resulting developer includes these costs in their proposal and it does not result in a new or unpaid burden to the taxpayers.
- Action items to achieve this.

3) Please write a brief statement regarding the Lincoln Memorial Drive/Michigan Street Intersection:

- The Lincoln Memorial Drive/Michigan intersection should be reconfigured to increase pedestrian safety and create a welcoming entrance to the lakefront and downtown. In fact the subcommittee believes that this entrance to the Lakefront offers the most viable opportunity, because the necessary grading exists versus Wisconsin Ave., which requires major infrastructure updates. The subcommittee further believes that a plan should be considered which would utilize the existing above ground access potential presented by the area above the Transit Center as a Sky Walk across Lincoln Memorial Drive.
- Action items to achieve this.

4) Please write a brief statement regarding the Lake Interchange ramps and the land beneath:

- Similarly to the Hoan Bridge and Lincoln Memorial Drive/Michigan Street intersection, The Lake Interchange ramps could be reconfigured to improve connectivity. Regarding connectivity – we think there are two issues: vehicular connectivity of downtown and the lakefront to other parts of the City, and connectivity of Downtown to the Lakefront and the Third Ward. Studies should also explore the development potential of surface parking lots to the south of the Lake Interchange. The same considerations of financial viability and prioritization must be considered.

- Action items to achieve this.

5) Please write a brief statement regarding O'Donnell Park:

- With the re-opening of O'Donnell Park, parking needs in the short term have been partially addressed. The subcommittee believes that maintenance and security are still potential issues and a feasibility study should be developed to explore possible outsourcing of the function at a net profit to the County. The subcommittee believes that parking will be needed in the area over the long-term and should the site be redeveloped at a later date, existing tenants, parking and the associated lost revenues and cost of replacement will need to be incorporated into the project plan. In fact, it seems that O'Donnell Park redevelopment should not be the highest priority, because it currently serves a significant purpose as home to over 1,100 parking stalls, the BBCM museum, a restaurant, and convention/meeting space.
- Action items to achieve this.

6) Please write a brief statement regarding lakefront transportation/accessibility:

- The subcommittee believes that all the development and projects along the Lakefront and surrounding area should have at their core an objective of improving transporting visitors and residents along the lakefront, this includes more accessibility. As with all the recommendations of the subcommittee, financial responsibility and burden to taxpayers cannot be ignored.
- Action items to achieve this.

Long-Range Lakefront Planning Committee

Development Subcommittee Position Statements

1) Please write a brief statement regarding the Hoan Bridge:

- The Hoan Bridge is a major connector and economic asset for Milwaukee. It connects Bayview and the southeastern suburbs of Milwaukee to downtown Milwaukee and the rest of southeastern Wisconsin. It is also a local landmark that lends identity to Milwaukee. Recognizing the long term status of the existing span, future improvements to the Hoan should be designed to make the bridge not only an important connector and through-way, but equally as important, an economic driver and visitor destination for Milwaukee's lakefront district. The Wisconsin DOT is currently taking into consideration funding, design, and logistical variables related to the addition of bike and pedestrian access to and along the Hoan Bridge and should consider a similar examination of the addition of decorative night time lighting. The sum of these economic and design elements would create the most notable and recognizable urban bridge on the Great Lakes.
- Action items to achieve this.

2) Please write a brief statement regarding the Downtown Transit Center:

- The Downtown Transit Center is under-utilized and hampers development along Milwaukee's downtown lakefront. The site of the transit center can be redeveloped with a high value, multi-story use more appropriate to its scenic lakefront views and Downtown location. The functions of the Transit Center can be moved to or near the Milwaukee Intermodal Station or other areas as deemed practical and appropriate. As a marketable development parcel, the Transit Center property will be one of the most valuable development sites in Wisconsin and its contiguous footprint could nearly double if joined with the adjacent U.S. Bank property directly to the west. At the same time, the Transit Center site is a key component to the overall vision of weaving downtown Milwaukee to its lakefront and creating increased economic opportunities, tourism and visitors. To successfully accomplish this goal, future development on the site should contain public features such as winter gardens, atriums, or terracing plazas that connects the development to the lakefront grade.

Action items to achieve this.

- Identify the future location(s) for transit center functions. Include the Milwaukee Intermodal Station area as a site option.
- Establish and adopt design principles for any future development of the Transit Center site.
- "List it." Actively market the Transit Center and U.S. Bank parking annex property.
- Make clear the future freeway and road redesign options.

3) Please write a brief statement regarding the Lincoln Memorial Drive/Michigan Street Intersection:

- The intersection of Michigan Street and Lincoln Memorial Drive is the most important pedestrian link between Downtown and the Lakefront cultural amenities: Betty Brinn Children's Museum, the War Memorial, the Milwaukee Art Museum, Discovery World and the Henry Maier festival grounds. If there is one point of entry to Milwaukee's lakefront for the pedestrian,

this intersection is it and therefore a significant sense of occasion should signify this arrival point. Improving the pedestrian experience at this intersection will benefit these cultural and civic attractions with greater lakefront accessibility, pedestrian safety and conveyance, and create more opportunities for enhanced public and private improvements. From an economic and urban design consideration this intersection should remain at its present grade and foursquare configuration with new improvements consisting of wider sidewalks, decorative median planters in the place of snow and chain link fencing that currently exists along Lincoln Memorial Drive and an examination of eliminating the right-turn bypasses that presently exist at the intersection. The ideas created during the Harbor Drive improvement meetings that create a significant walkway linking the MAM grounds and Discovery World to harbor Drive and the Maier festival grounds can be accommodated under this section of a long range lakefront improvement plan.

Action items to achieve this.

- A determination is needed regarding the balance between pedestrian crossing ease and safety with concerns raised for slower moving traffic.
- Establish a design for the intersection of Lincoln Memorial Drive and Michigan Street. A required consideration is the elimination of the current right-turn bypasses and recommendations to reduce the current pole and sign clutter.
- Establish a design plan for sidewalk and median improvements to Lincoln Memorial Drive and Michigan Street.
- Establish, as a design option, a central plaza on the east side of Lincoln Memorial Drive that creates a public “quad” surrounded by the lakefront cultural campus and future development to the west of Lincoln Memorial Drive.

4) Please write a brief statement regarding the Lake Interchange ramps and the land beneath:

- The Lake Interchange between 794 and the Hoan Bridge has a current shelf life of approximately 15-20 years and major redesigns of the interchange are considered long-term by WisDOT. Future redesigns should consist of a smaller footprint in order to create valuable lakefront development sites south of Clybourn Street and to better connect the Downtown lakefront with the Third Ward. A long-term vision of the Lake Interchange should include an examination of a multi-lane boulevard from new eastbound exit ramps ending at intersections at both Jackson and Van Buren Streets south of Clybourn. Doing so will create a large development site south of Clybourn Street straddling the Downtown lakefront and the Third Ward and three to four smaller development sites along St. Paul. Both short and long-term improvements of the Lake Interchange, given its visibility and prominence, should take into serious consideration context sensitive design elements such as material colors, lighting, and landscaping. Recent examples include the 6th Street viaduct bridge supports or up-lighting of the Marquette Interchange.

Action items to achieve this.

5) Please write a brief statement regarding O'Donnell Park:

- New development of O'Donnell Park should center upon the Lincoln Memorial and Michigan Street intersection. Future redevelopment of O'Donnell Park, in any version, will require continued public parking, lake and museum vistas from Wisconsin Avenue, and design elements similar to those recommended for the Transit Center site to ensure connectivity between grades and contextual compatibility with the lake and Lakefront uses.

Action items to achieve this.

- A determination is needed regarding whether the existing 1,140 spaces can be reduced by some amount to allow re-shaping and re-development of the existing garage.

6) Please write a brief statement regarding lakefront transportation/accessibility:

- Accessibility to the Downtown lakefront should be multimodal, with a shift towards a greater balance between car access and pedestrian conveyance and accessibility. Redevelopment and improvements to the Lakefront, both long term and short term, should include greater bike and pedestrian access and linkages, bike sharing programs, and possible shuttle and rubber wheeled trolley service feeding off of the proposed Downtown streetcar line.

Action items to achieve this.

- Improve the intersection at Lincoln Memorial Drive and Michigan Street.
- Provide a greater number of bike racks and corrals around the Downtown lakefront area and cultural campus.
- Consider a bike rental facility in the area.
- Study the feasibility of linking the Downtown rubber tire trolley with future streetcar stops and a Bradford Beach to Maier Festival Park line. The existing Summerfest/Wisconsin Avenue shuttle could serve as an example.

Development Subcommittee

July 11, 2011

Attendees: Rocky Marcoux, Bob Harris, Greg Patin, Sheri Schmit, Dewayne Johnson, Bob Greenstreet, Dave Burch, Pat Jursik, Ghassan Korban, Charlotte Perko

- Focus on intersections of Lincoln Memorial Drive/Michigan, Lincoln Memorial Drive/Clybourn, Lincoln Memorial Drive/Hoan Bridge, and Lake Interchange. Would like to focus on the intersections in order to examine building footprints that would be made available by changes in the road network.
- Bike/pedestrian access on Hoan. DOT will study feasibility, but have to start construction in 2013. Lanes and shoulders are needed for traffic control, need to look at structural components and make final decision with FHWA and local community. Estimated cost of project (\$250-300 million) does not include construction of bike/ped.
- Would like the DOT to commit to considering and exploring options for the Lake Interchange at the end of its useful life to possibly free up space for development. This would have an impact on the Downtown and Third Ward plans.
- Received a handout from Dewayne Johnson showing possible modifications of Lake Interchange on and off ramps; Greg Patin and Bob Harris will review and explore further options. Want future plan for area to enhance current state while maintaining needs for traffic flow. Create visual cues to make LMD/Mich look like a boulevard, an entrance to the city rather than just an extension of 794.
- Italian Center has just issued an RFP for architectural firms, has agreed to work with City to make sure any changes to their property fits in with Plan.
- Three distinct areas:
 - Long-term vision at the Lake Interchange, similar to current structure but improves the intersections (assuming only the Transit Center is gone). Want to get a reaction from Committee.
 - Intersection of LMD/Michigan (underpass/bridge/at grade).
 - Harbor Drive (possible public square at Michigan extended).

Development Subcommittee
July 25, 2011

Attendees: Rocky Marcoux, Mike Loughran, Laurie Albano, Brian Taffora, Sheri Schmit, Dan Huebner, Rep. of Patricia Jursik (Alexis Gassenhuber), Bob Harris, Greg Patin, Dewayne Johnson, Charlotte Perko

- Reviewed position statement assignment. Drew from City's Downtown Plan.
- Made changes as needed to worksheet responses to discuss at LRLPC meeting on July 27.
- Did not include action items, as they will most likely be determined after these items are discussed at the next LRLPC meeting.
- Worksheet items:
 - Hoan Bridge: Create an attraction of the Great Lakes area through enhancing its functions as an important connector and through-way, as well as an economic driver and visitor destination; a bike/ped lane should be supported in light of the practicality and funding availability.
 - Transit Center: Flexible as to future location to replace current functions; operating under the assumption that the Transit Center will be torn down.
 - Lincoln Memorial/Michigan intersection: Reconfigure the intersection to make more accessible and safer for pedestrians through means such as wider crosswalks. Considering other methods as well as an at-grade solution. Should create a "gateway" or grand arrival location. Also include Harbor Drive under this item.
 - Lake Interchange: Create options for design of the reconfiguration of these ramps, given the practicality and availability of funding. This is a long-term item due to the life remaining in these ramps. Could include some short-term design additions during the re-decking project to improve the ramps attractiveness and aesthetic connectivity to the rest of the lakefront.
 - O'Donnell Park: Large asset for parking needs; will need to maintain lake and museum vistas, and any future design should ensure connectivity to surroundings.
 - Lakefront Transportation/Accessibility: Accessibility and connectivity are also addressed in previous items. Possible bike share? Public museum to "museum district" transit? Also discussed Downtown BID's trolley loop.
- Greg Patin showed some of the plans that will be part of a presentation at the July 27 LRLPC meeting. Working on different scenarios for development in this area, based on varying available space.

Development Subcommittee

August 8, 2011

Attendees: Vanessa Koster (for Rocky Marcoux), Greg Patin, Bob Harris, Bob Greenstreet, Dan Huebner, Brian Schupper, Patricia Jursik, Michael Loughran, Charlotte Perko

Discussed updates to the subcommittee's position statements, including added action items.

Questions they would like answered include:

- What is the lifetime of O'Donnell Park? Would like to have options: if O'Donnell Park is torn down in x amount of years, go one way; if not torn down, go another way to make improvements while retaining the structure.
- If Transit Center were to be redeveloped, would the building provide its own parking or would they be able to utilize O'Donnell Park?
- Clarification from the DOT on the extent/scope/intensity of Hoan Bridge feasibility study.
- Would also like clarification from DOT on the future of Lake Interchange. The development sub-committee would like to explore the opportunity cost of keeping ramps in their current configuration until they realize their "expected lifespan."
- Determine which governmental authority(s) would have jurisdictional design control for the intersection of Lincoln Memorial and Michigan Street and how a re-design process would be approached and later implemented. It seems that the current configuration was installed/designed by DOT, however this area is likely a mix of State, County, City and Harbor Commission controlled land.

Long-Range Lakefront Planning Committee

Attractions and Neighbors Subcommittee Position Statements

1) Please write a brief statement regarding the Hoan Bridge:

- The Hoan Bridge is a major connecting link between downtown and south Milwaukee. As such it has the potential to be both a major multi-use access artery for Milwaukee's local tourism. To accomplish this, the Hoan Bridge must in itself become a destination, an experience for non-motorized traffic. As San Francisco has known for decades, its Golden Gate Bridge is so much more than a way for cars to get across the Bay. It is experienced by hundreds of thousands of visitors annually, hosts several major pedestrian and cycling friendly events annually, and invites visitors to explore the water setting by getting OUT of their cars.

Accomplishing this vision for Milwaukee will require a thoughtful plan for providing bridge access to pedestrians and cyclists. We should consider adding observation platforms to the bridge. Over the years we've tended to think of the Hoan as a fast way to get to where we are going. Creating a destination experience will require that we think about how the bridge itself can be a destination. Paint it white. Think the new High Line in Manhattan for example.

- Action items to achieve this.

Work with the State DOT for a rework of the master plan for the Hoan bridge, its entry points, elevation and connections to streets on either end; the solution for enjoyable, safe, and destination access for pedestrians and cyclists; a rebranding of the "Bridge" conceptually, i.e. how can it become a destination experience at the lake?

Work with City and County road planners to insure that pedestrian and cyclist safety and quality of experience is top of mind in the designing and planning. This is a bridge that will serve different purposes to different users...a major change from its single use program today.

Engage key stakeholders including the State Department of Tourism, cycling and other activity groups in planning.

2) Please write a brief statement regarding the Downtown Transit Center:

- The Downtown Transit Center has outlived its usefulness. The time has come for this valuable piece of property to be redeveloped. The Transit Center Site is arguably one of the most valuable downtown development sites anywhere along the lakefront for hundreds of miles. We should not be shy about entertaining proposals that think big, look to the future, and add destination value consistent with the amenities and other developments already established. A Museum district is already well established. Adding value to that investment is a key to a successful program.
- Action items to achieve this.

Develop an RFP that is both visionary and that invites vision. Be clear on the relationships and investments in place and their importance to the Lakefront, but don't let the existing "landscape" dictate new ideas.

Move beyond the very real challenge of protecting the views of existing buildings. Artificially limiting the height of a project may reduce the project's desirability and feasibility resulting in yet another generation of inadequate solutions, like a transit center and a parking garage.

3) Please write a brief statement regarding the Lincoln Memorial Drive/Michigan Street Intersection:

- The Lincoln Memorial Drive/Michigan Street intersection is part of a bigger challenge that includes the Hoan bridge, freeway access ramps, and Third Ward connectivity. Like the Hoan bridge, there is an opportunity to rethink this intersection and create a destination access point that accommodates vehicles and pedestrians.

We should be careful not to rework this intersection by adding more confusion through the addition of elements such as roundabouts (great for cars, horrible for pedestrians), turning restrictions and other confusing and counterintuitive flow design elements. However, if a roundabout were the element of redesign, pedestrian and bicycle traffic could be solved with a bridge over the top. The intersection merits a careful study including key stakeholders such as the museums and Summerfest. As with other elements of the RFP, there is an opportunity to make this a wonderful asset that encourages new developments as well as the existing partner needs. Thus far, the proposed solutions do neither well.

In the final solution, it may be more about accommodation: pedestrian and street level friendliness encouraging walkability to other amenities including the Third Ward, downtown, etc. than cars.

The area now called the "soccer field" presents a unique opportunity to expand on the theme of developing a "Museum/Entertainment Center" with the Betty Brinn Children's Museum and the Milwaukee Public Museum.

- Action items to achieve this.

Establish a separate review subcommittee once a clear sense of direction is established that includes the Hoan bridge, DOT and other connector strategies.

Review existing proposals and better understand the restrictions and deal breakers among key constituents and stakeholders to avoid wasted time and effort.

Hold on any final decision until all options that include the other adjacent and connecting points (bridge, freeway, third ward, etc) are better understood.

Consider whether Michigan Street should even connect to the Lakefront. The premise that it must is preventing consideration of other options including using other existing streets.

4) Please write a brief statement regarding the Lake Interchange ramps and the land beneath:

- The Lake Interchange is a major issue relative to a bigger and better vision for downtown, the Third Ward and connectivity to Lakefront amenities including the Museums. We have an opportunity to move from a vehicle-centric solution to a destination solution. This will require rethinking what happens where the freeways end and the experiences of destinations begin. San Francisco and Seattle, for example, determined that it was far better to remove terminating

sections of the freeway systems in exchange for more destination development. One only needs to imagine the area between the lakefront and attractions and the Third Ward with no freeways to understand this point. Can a design solution be developed that addresses both the need for freeway access and an opening up of street-friendly flow for better connections to the Third Ward? If the Lake Interchange is reconfigured, access to Lincoln Memorial Drive remains as simple as it currently is.

As with other aspects of the plan map being considered (O'Donnell Garage, Transit Center), one has to ask whether now is the time to think beyond a freeway terminus and begin thinking about destination experiences for which a freeway terminus has a purpose. With that accomplished, the Lake Interchange will take on a form that makes sense.

We have an opportunity to improve access to the lakefront while also improving safety, reducing unsightly barriers and retaining the ability to move traffic (foot and vehicles) at high volume events.

- Action items to achieve this.

Make no isolated decisions about the Lakefront Interchange. It's part of a big opportunity to get this critical park of Milwaukee set up for the next generation of destination experiences.

Ask how the Interchange can serve a new plan and future development, if at all.

Study other city developments that have addressed similar issues.

Insure that the DOT makes no independent decision that will lock in changes long term.

5) Please write a brief statement regarding O'Donnell Park:

- It is time for a new development on this valuable site. It should not be thought of as separate from the Transit Center site but part of the largest development opportunity at the Lakefront in decades.

Any decision regarding the future development of the O'Donnell Park site must consider the fact that the Betty Brinn Children's Museum needs a new home at the Lakefront. Significant investments have been made in establishing a Museum District in this area. If anything, that concept needs to be advanced through any development plan. Other stakeholders who add value amenities such as key restaurant operations should be considered as well in relocation efforts.

- Action items to achieve this.

Study options for relocating Betty Brinn Museum within the Museum/Entertainment district.

Investigate the potential to expand the Museum/Entertainment district by studying the feasibility of moving the Public Museum to the Lakefront.

Establish a goal to enhance connectivity to downtown rather than diminish it through new development.

Connect the development plan to a better understanding of roads and access options being studied by the County and the City.

6) Please write a brief statement regarding lakefront transportation/accessibility:

- A new streetcar line for Milwaukee must connect to the Lakefront and is an important element of the master plan for destination at the Lakefront. Streetcars are a visitor amenity and should not be seen as a necessary element to accommodate downtown workplace transportation. We simply do not have the employment density to merit the location of the streetcar line in its proposed north/south location. The Lakefront is the destination. Locating it on an east/west axis is a natural placement, and in light of the millions of visitors at the lakefront seasonally including Summerfest and museums, etc. it's an obvious decision.

Ultimately a "T" configuration or loop layout is the preferred route also moving visitors north and south along the river, which is the other destination amenity. Currently the Lakefront and River are separate experiences. A streetcar line from river to lakefront is the obvious destination link providing true connections to experiences that matter. With this system planned, one can simply imagine the third leg of this transportation link...the river, which could take visitors to the Third Ward and the Intermodal Station and back on water taxis as part of the system.

- Action items to achieve this.
Fold the streetcar planning process into the master planning for the Lakefront.

Create a master plan for linking the lakefront, the river, light rail and destinations including the Third Ward and the Intermodal station.

**Attractions and Neighbors Subcommittee Meeting
Long Range Lakefront Planning Committee
Thursday, July 7, 2011
Milwaukee Art Museum, North Conference Room**

Attendees: Molly Gallagher, Dave Drent, Don Layden, Mike McCarthy, Paul Raasch, Charlotte Perko, Dan Keegan (Subcommittee chair)

Excused: Michael Cudahy, Joel Brennan

The Subcommittee discussed key Issues to be addressed or put forward to the Long Range Lakefront Planning Committee for consideration:

ISSUES

1. The non-profits in the area of the proposed development have made significant investments in the community and provide important value to the Lakefront as destinations and major attractions. Of these, Betty Brinn Children's Museum is the most at risk if there is not transparency, clarity, and assurances that the Children's Museum has a place in any new development or master plan for the area. The Museum's needs are 40,000 sq ft and adequate parking.
2. The opportunity to recognize that a "Museum District" has been established is an important element and should be protected in any plan. There is great synergy currently among the three museums (Discovery World, Betty Brinn, and Art Museum) and Summerfest, each providing unique cultural experiences. In addition, an often-overlooked cultural element is the War Memorial Center. Given its unique program and connection to the Art Museum, it offers experiences that should be better connected to the District so that the meaning and purpose of the Memorial is enhanced.
3. Any roads master plan should enhance ease of access for pedestrians and vehicles with an emphasis on safety. This is an extremely high trafficked area. The current confusing and complicated points of access combined with high vehicle speed and large pedestrian traffic at the lake are a longstanding significant problem.
4. A critical neighbor relation that must be taken into account and moved to the forefront in any solution is the Third Ward (and adjacent 5th Ward). It has all the elements of a major adjacent attraction but lacks connectivity due to a freeway ramp system that prevents ease of flow.
5. Coast and the Zilli operation have demonstrated the need for adequate event space beyond the significant spaces available at Discovery World, the Art Museum and the War Memorial Center (which hosted 800 meetings and events last year). Is there a need for a state of the art conference and event center in a future development?
6. There seems to be a lack of cohesive, quantifiable data on the impact of attractions at the Lakefront. A final recommendation report should include this information to better present the opportunity for future development and awareness of the relationships in place.
7. There seems to be a number of site, roads, parking and traffic plans but no cohesive presentation of the data such as pedestrian and vehicular count to better understand the

basis for planning decisions that include City, County, and other stakeholder perspectives. From this a clearer understanding of the neighborhoods may be possible.

NEXT STEPS

1. The Subcommittee needs to develop an inventory list of neighbors for stakeholder connections and communication. Key invested neighbors include Northwestern Mutual, US Bank, Artisan, Roundy's, University Club, University Tower, Kilborne Tower, etc. Question: Is it the role of the Subcommittee or the full committee to reach out given the diverse issues that will arise?
2. Compile a list of guest presenters for feedback and discussion to better understand how and why decisions are made regarding cultural development. For example, Gail Lione, formerly of Harley Davidson, Jay Williams of the Public Museum.
3. The Committee as a whole should consider viewing the site from one of the towers to better understand the significance of the relationships among key stakeholders and the potential to add to the destinations in place. Some things simply don't translate on maps.
4. The Subcommittee proposes that a short affirmative "Lakefront Purpose" statement be developed as part of the final recommendation package. This statement should include the relevance of the attractions, their connection as well as longstanding history and stewardship among neighbors. There is power and impact in what has been developed thus far and future investment should build on that which is already in place in order to create the next generation of opportunity to expand on the Lakefront as a major destination, and live/work place.

MEETING SCHEDULE

The Subcommittee agreed to tentatively meet every other week opposite the full committee every other meeting week.

**Attractions and Neighbors Subcommittee Meeting
Long Range Lakefront Planning Committee
Tuesday, August 2, 2011
Milwaukee Art Museum, Dan Keegan's Office**

Attendees: Molly Gallagher, Dave Drent, Don Layden, Mike McCarthy, , Charlotte Perko, Mike Cudahy, Joel Brennan, Tom Kroegan, Jason Stuewe, Dan Keegan (Subcommittee chair)

Excused: Paul Raasch

The Subcommittee reviewed the latest copy of the sub-committee's Position Statements along with the initial draft of the Purpose Statement. The Purpose Statement will be used to develop a preamble to the final report or ultimately, an RFP for development. Both will be submitted to Director Black for her compilation of all of the committee's reports.

RECOMMENDATIONS

1. Molly Gallagher received a call from the Business Journal regarding the activities of the sub-committee. It is recommended that any individuals from the committee deal with media relations from an individual viewpoint not as representatives of the sub-committee.
2. In making recommendations to the Purpose Statement, the committee discussed:
 - a. the importance of the water to Milwaukee's lakefront as an urban, residential, educational, entertainment and destination resource.
 - b. Lakeshore State Park is the state's only urban state park which provides residents of all backgrounds the opportunity to experience the lake.
 - c. Commercial travel on Lincoln Memorial Drive needs to be dealt with in the final recommendation. The Michigan Street interchange must be addressed along with freeway flow; there was discussion of moving the proposed roundabout south of the Transit Center.
3. In making recommendations to the Position Statements, there was discussion regarding the streetcar recommendation and the current statement regarding the position statement on the river connection. Michael Cudahy offered to make a revision providing a stronger statement about the proposed route of the streetcar and altering the sub-committee's recommendation on the river.
4. Mass transit staging and pedestrian traffic access to Summerfest would be negatively affected if Ted Seaver Driver were eliminated. Jason Stuewe requested an additional recommendation to point #3 regarding this point.
5. The committee agreed that the statement needs to adequately address parking and the position statement in #5 should be strengthened.

NEXT STEPS

1. Dan Keegan will make the recommendations to the Purpose statement as discussed.
2. Position Statement Changes include:
 - a. Dan Keegan's edits
 - i. Revision to address Ted Seaver Dr./Mass transit & pedestrian traffic (#3)
 - ii. Strengthen parking statement (#5)

- b. Michael Cudahy will make a revision to the streetcar statement (#6).
3. All changes will be sent to Director Black for submission to the full Long Range Lakefront Planning Committee