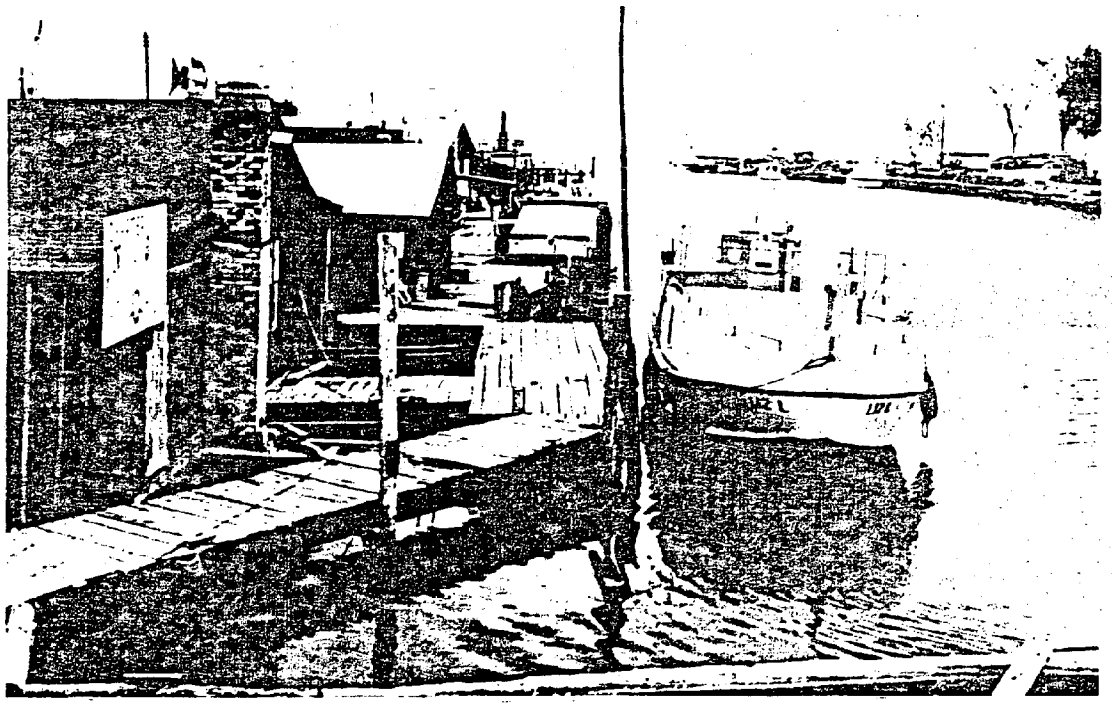
STAFF REPORT

URBAN WATERFRONTS: AN ASSESSMENT



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OFFICE OF COASTAL MANAGEMENT
WISCONSIN DEPARTMENT OF ADMINISTRATION

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URBAN WATERFRONTS

INTRODUCTION

This work effort is the Wisconsin Coastal Management Program's (WCMP) assessment of urban waterfronts. The WCMP has had policies applicable to community waterfront areas since the beginning of the program. These policies were not, until two years ago, expressly called urban waterfronts. In order to assess the WCMP's past policies and budgetary commitments to this particular area it was necessary to review past policy in several areas and past budget commitments. Policies were reviewed in past areas of the program regarding community development, economic development, historic/cultural preservation, harbors, and ports. Policies and budget commitments applicable to urban waterfronts were then pulled together into one unit and reviewed. For purposes of this assessment, urban waterfronts, as a policy, was defined as those areas of the program which had dealt with the multipurpose economic development of coastal communities. This criteria includes the provision of access to the coastal resource, the planning for provision of facilities for utilization of the coastal resource and the restoration and preservation of unique community assets within a community's coastal area.

For purposes of this assessment, the policies and budget commitments in the area of ports was for the most part not included. The WCMP recognizes that the three major ports (Green Bay, Superior, and Milwaukee) have a major economic impact on the community. The WCMP has directed most of its attention in the area of ports to promotion and direct assessment of port facilities. The WCMP feels that urban waterfronts is an area which deals with a community's entire waterfront area for multipurpose or parts of multipurpose projects. In some instances, this may include impacts from a major port, but not port promotion or single purpose projects specific to the port. Those projects within ports which dealt with impacts outside of the specific port area were reviewed in the urban waterfront category.

The WCMP has policies which cover specific spheres of activities. Urban waterfronts encompasses many of those specific policies. For example, the WCMP has an expressed policy dealing with the provision of public access. If this provision of access is in an urban area, it would also fit into urban waterfronts. The term urban waterfronts often forms an umbrella for specific policies of the WCMP when activities occur within a coastal community.

URBAN WATERFRONTS-FEDERAL

Urban waterfront is a term which has come into its own in the last several years. Interest and government funds have been present for urban areas under a variety of programs. Model Cities, HUD701, EDA, CDBG are major federal programs which have pumped money into the nations urban areas. Urban renewal, a now passe term, is not a new concept. In the 1970's, recognition of cities waterfront areas and their potential value came to the attention of several federal programs. In the early 1970's under the Arts Endowment Program, 30

cities were being studied or plans developed through the "City Edges" programs. In 1972, the National Park Service established the "Gateway National Recreation Area Program". In 1977, when the Bureau of Outdoor Recreation studied urban parks, the majority nominated were in coastal communities. In 1978, the Heritage Conservation and Recreation Service studied urban waterfronts and at the end of 1980 urban waterfronts was among that program's top priorities.

Since the late 1960's, there has been a clear recognition that a large number of people desire access to the water. This growing demand coupled with the economic impact such demand represents, has sparked interest and attention to renewal and improvement of communities outdated waterfront facilities.

The national Coastal Zone Management Office (OCZM) has recognized urban waterfronts as one of its national policies [303(1)(E)] to provide "assistance in the redevelopment of deteriorating urban waterfronts and ports, and sensitive preservation and restoration of historic/cultural and aesthetic features". In an effort to implement this policy, the 1980 Coastal Zone Management Act contains a Resource Management Grant section (306A) which specifically directs funds to urban waterfronts. This money can be used for acquisition and low cost construction. This money may be used as match for other federal funding in a project. At this time, rules and regulations for this section have not been completed, nor has funding been approved by Congress.

URBAN WATERFRONTS-WISCONSIN

Wisconsin has always recognized the important of waterfront areas in coastal communities. Historically, these are the oldest areas in Wisconsin and form the economic backbone of many Wisconsin coastal communities. For a long period of time, these coastal communities comprised an important part of the state's economy. Commodity movement as an economic priority for most Wisconsin communities, has been replaced by tourism. The revitalization of the urban waterfront area in many medium and small coastal communities may well mean economic survival. Wisconsin has abundant natural resources and 820 miles of Great Lakes shoreline. Provision of access and facilities, to take advantage of those resources, is a major part of Wisconsin ecomony.

Tourism is the second largest industry in cash sales in Wisconsin. Gross sales in the tourist industry was almost $5.5 billion in 1979. Tourism as a percent of state employment was calculated at 13% for 1979 employing almost 240,000 persons. In Bayfield County, 32% of that counties total employment was related to the tourist industry. The impact of the tourist dollar on local economics is very important and in counties such as Door and Bayfield these two counties rank 9 and 10 for tourist dollar impact on the local economy. These two areas are almost exclusively warm weather tourist areas. Door County accounts for over $38 million in tourist gross cash sales in a relatively short period of time. The ever increasing demand for access to the Great Lakes has been well documented in the WCMP's Public Access Study and the impact of tourism on the economy of the state is well documented by the Division of Tourism.

URBAN WATERFRONTS - WCMP PROJECTS

The function of the following is to take those projects done in communities of the coast and order them by community regardless of semantics into to an urban waterfront category in order to assess the WCMP impact in that area.

The WCMP has expended over $600,000 of 306 fund or technical assistance in 18 communities ranging from Milwaukee with a 1970 population of 717,000 to Bayfield with a 1970 population of 874. An additional $190,000 has been expended in 305 funds. $347,000 has been expended on port promotion or port related activities. $193,000 has been expended under the Coastal Energy Impact Program (CEIP) on urban waterfront areas.

Bay Lake Regional Planning Commission (BLRPC)

The Bay Lake area is comprised of medium sized communities with the exception of Green Bay. Capabilities of these communities to deal with government varies. The BLRPC interfaces with the communities of this area as needed. The Bay Lake area is an extremely popular area for tourism and includes what is often referred to as the "Cape Cod" of the Midwest, Door County. Tourist dollars provide an important economic component of this entire area. The following projects have been funded in the Bay Lake area communities. These projects represent a total expenditure of $387,000 in the Bay Lake area.

ALGOMA

Population - 3,796
County - Kewaunee
WCMP Funds - $35,000

Background - Algoma in the late 1800's and early 1900's had an economy based on the natural resource base. Timbering and commerical fishing formed the economic base of the community. Today, sport fishing associated with the tourist industry forms an integral part of Algoma economy. Much of Algoma's coast offers physical or visual access to the waterfront. The chief land use on the Lake Michigan shoreline is residential or park. The recreational harbor area at Algoma is tourist oriented. The harbor facilities are inadequate for current and projected use. Additional launch facilities on the Ahnapee River are underutilized. The central business district is old and in need of renewal. Algoma has a historic fish shanty area which preservation efforts could benefit.

WCMP Funds - WCMP funded a policy plan for Algoma and a Harbor Basin Plan at a cost of $35,000. The policy plan identified the needs of the community and proposes concrete action to meet those needs. Suggestions included a historic preservation district to retain the unique character of Algoma. The Harbor Basin Plan suggested improvements to existing facilities and linking the harbor area to the beach area. In addition, WCMP money was expended on mapping and studying the feasibility of pile removal for improved navigation and access.

Conclusion - To date, Algoma has been unsuccessful in implementing either the policy plan or the Harbor Basin Plan. Plans have been adopted, but funding has been a chief obstacle to implementation. Algoma is currently seeking funding from ORAP and the Wisconsin Waterways Commission, however, the provision of local match for community the size of Algoma is a significant problem.

MANITOWOC

Population - 32,940
County - Manitowoc
WCMP Funds - $32,755

Background - The Manitowoc urban waterfront, as defined by their Special Coastal Area (SCA) nomination, encompasses 1.88 square miles and comprises 14% of the total community land and water. 95% of Manitowoc's population lives within one mile of this coastal area. The majority of the land in the area is publicly or quasi-publicly owned. Traditional urban development has been limited in the SCA due to floodplain characteristics. Twenty percent of the land in this area is vacant.

WCMP Funds - $7,205 of WCMP funds were used in 1978-79 to fund a comprehensive plan for the Manitowoc waterfront area. This plan recognized erosion, flooding, urban encroachment and blight as problems facing the community of Manitowoc. Furthermore, underdevelopment has been a long term problem and the need for a small boat harbor was well documented. The comprehensive plan funded by the WCMP was adopted by the City of Manitowoc and is being implemented. Implementation has included land acquisition and revisions of zoning ordinances. The implementation plan is site specific and identifies funding sources for the various segments of the plan.

Part of the Comprehensive Plan called for a North Lakefront Development including a marina. The area is picturesque but underutilized. The WCMP has committed $25,500 to help Manitowoc determine the feasibility of placing non-polluted harbor dredged material behind a new bulkhead line as part of the small boat harbor, to investigate recreational use of land north of the proposed harbor and to recommend policy and physical steps for acquisition and protection of wetlands in this same area.

Conclusion - Manitowoc is a community committed to getting full value from its coastal resource area. Community and business leaders recognize the potential of their resource. While Manitowoc has identified funding needed and potential funding sources, both public and private, those sources may not be able to meet the community's needs.

OCONTO

Population - 4,661
County - Oconto
WCMP Funds - $20,000

Background - The urban area in the City of Oconto is not on the Bay, but upstream on the Oconto River separated from the coast by wetlands. The central business district of Oconto is somewhat deteriorated and does not focus on the river. A city dock and a yacht club provide access to the river, and two city parks provide access to the Bay. Sport fishing is an important aspect of Oconto's economy. The demand for additional and improved marina facilities among boaters in Wisconsin was found to be highest in the Oconto area. Improved sport fishing opportunties has placed pressure on the facilities in Oconto.

WCMP Funds - In 1978-79, the WCMP spent $20,000 of 306 funds for the Oconto Harbor Study. This study evaluated the existing facilities in Oconto, studied various marina options, established user needs and space requirements for commerical fishing operations, examined the "heavy shipping potential" of the areas, and prepared costs and made construction proposals. Potential funding sources were explored and implementation was explored.

Conclusion - Oconto, as a first step to implementing the harbor plan has contacted the COE to extend the South Breakwater. Lack of funding for construction has impeded implementation. In addition, Oconto needs to give attention to its deteriorating business district which could capture the riverfront/coastal flavor of the community.

TWO RIVERS

Population - 13,208
County - Manitowoc
WCMP Funds - $86,000

Background - Two Rivers, as the name implies, is a coastal community with two rivers which form an integral part of the city. The land use along the East and West Rivers is mixed and includes parkland, industrial areas, some retail areas and vacant land. Boat building, commercial and sport fishing are part of the economy of Two Rivers. The central business district, located between the rivers, is not visually linked to the water and is in need of rejuvenation.

WCMP Funds - The City of Two Rivers had begun to develop a plan for the community, but lack of funds was an impediment to the planning process completion. WCMP spent $26,000 in Two Rivers to bring the planning process to completion in the coastal area. This effort was a three pronged one. The first effort was to prepare a land use and functional plan, recognizing the historic significance of the Rogers Street Fishing

Village and coordinate historic and economic interests between fishermen, businessmen and historic preservationists. The second effort was to prepare a land use plan for the Two Rivers coastal area which included a detailed land survey, identification of conflicts, and development of objectives and standards for the use of land. The third effort was to identify and catalog all street ends and other city owned property in the coastal area and develop a policy for this unique community asset. The following year, 1979-80, WCMP funds ($60,000) were utilized for further detail planning of the Two Rivers area. This money was spent on an Industrial Needs Plan which included a survey of future intents of coastal industries, reuse potential of existing structures identification of support facilities for those coastal industries. In addition, WCMP funds were utilized for development of a plan for a sport fishing facility to include space for the launching and storage of boats, restrooms and fish cleaning facilities.

Conclusion - Two Rivers has several unique characteristics which can easily form the basis for a thriving coastal resource and can contribute to the overall health of that community. Sport fishing has become a major attraction to fishermen throughout Wisconsin and neighboring states. Plans are in place to deal with the increasing sport fishing business, the historic significance of the community and the industrial needs of the coastal community. At this time, Two Rivers lacks funds for needed construction to deal with its sport fishing industry.

FISH CREEK

Population - 794 (Town of Gibarlter)
County - Door
WCMP Funds - $10,000

Background - Fish Creek is an unincorporated community. The Town of Gibraltar in which Fish Creek is located has a permanent population of less than 800 people. Yet, Fish Creek is one of the best known communities in Wisconsin as a recreational center. This tourist population represents an integral part of Fish Creek, as well the Town of Gibraltar and Door County. It also represents an important component of the State of Wisconsin's economy.

WCMP Funds - The Fish Creek harbor is enjoyed by thousands of state and non-state vacationers. The ever increasing pressure placed on the facilities in Fish Creek led officials in Gibraltar to feel greater management efforts were needed within the harbor and the adjacent shore. WCMP funded a management plan for the Fish Creek harbor. The thrust of the plan is to preserve and enhance the quality of the Fish Creek area while continuing to provide for the recreational needs of boaters. The completed plan deals with a more orderly allocation of mooring space as well as on-land facilities for recreationists. In addition, the WCMP staff prepared a report on Options for Local Management of the Fish Creek

Harbor. This report deals with state and federal laws dealing with harbor problems, and how a community might utilize existing laws to deal with those problems. (While this report was done for Fish Creek, its application is state-wide.)

Conclusion - As a result of the Fish Creek Harbor Plan, the Wisconsin Waterways Commission spent $11,000 on dock improvements for the community. Fish Creek has other aspects of their plan which need to be implemented. Construction and acquisition funds are an obvious problem to a community this size.

STURGEON BAY

Population - 24,567
County - Door
WCMP Funds - $14,000

Background - Sturgeon Bay is the largest community in Door County. The city is the county seat and provides a regional center for the Door area. The city has developed on both sides of the Bay with the central business district away from the water. The business district is older, unrenewed but with many interesting nineteenth century storefronts. The East side of the Bay is dominated by water related industry. Ship building is the prime industry in Sturgeon Bay and the city boasts of world class ship builders. The West side of the bay is less developed with much of the shoreline underutilized.

WCMP Funds - The WCMP funded the coastal use plan in 1978-79 for Sturgeon Bay. This plan assesses the land use in the coastal area and identifies needs for further efforts by the community in the coastal area.

Conclusion - In addition to the coastal area plans, the City of Sturgeon Bay has completed plans for a park system and the central business district. Funding is a prime issue. Sturgeon Bay is seeking funds from government sources as well as the private sector. There is some more detailed planning which might be necessary in the Sturgeon Bay coastal area which could include marina development and the better provision of public access.

MARINETTE

Population - 11,293
County - Marinette
WCMP Funds - $16,365

Background - Marinette urban waterfront is composed of residential and industrial areas. The central business district is separated from the waterfront by industry and at the present time is in a state of physical deterioration. Industry in Marinette's coastal area is of two types. Boat works, yacht service and fishing industries are dependent on the

water. Other industry is located on the river for convenient access to shipping facilities. Two parks provide access to the waterfront and are on the Marinette coast. An area not adjacent to the coast, but with visual access is of historical significance. A 1972 Comprehensive Plan for Marinette set aside most of the waterfront for industrial use. A 1976 downtown development did not fully address the waterfront area.

WCMP Funds - The WCMP provided $16,000 to Marinette to increase and improve Red Arrow Park, one of the two coastal parks in the City of Marinette. Due to a severe storm, the beach area of the park was destroyed. WCMP funds were utilized to restore the beach to Red Arrow Park. In addition, WCMP funds were utilized for a site design phased improvement plan for Red Arrow Park to increase its usability for area residents.

Conclusion - Marinette is a coastal community which could benefit from an updating type of planning effort. Industry plays an important role in the economy of the community, those areas of the waterfront used for recreation, boating and fishing could be linked and a reconsideration of some waterfront areas could be made.

GREEN BAY

Population 176,217
County - Brown
WCMP Funds - $41,500
WCMP-CEIP Funds - $4,200

Background - Green Bay is one of Wisconsin's major cities and contains one of the three largest ports in the State. Green Bay is the site of the first settlers in Wisconsin and is an integral part of the economy of the Fox River Valley area as well as of the State. Green Bay has three major areas of waterfront concerns: the Fox River, the East River, and the harbor-bayfront area. These three can be further subdivided according to land use. Much of the urban waterfront is currently used for industrial purposes, or also used for commercial and residential purposes, and a small amount is in recreational/conservational use.

The harbor itself is extensively used for shipping and industrial purposes. The West shoreline is set aside for an industrial park. This area was mostly wetlands, and except for a few remnants, has been filled with dredged material. A short stretch of the East shoreline adjacent to the confluence of the Fox River is in industrial use. Beyond this, park and residential uses are mixed. Of the Fox River waterfront in Green Bay, 90% is used for industrial purposes. A section of the central business district is in commerical use. Several current proposals could have a positive effect on Green Bay's waterfront. Coastal program funding has been requested to provide public access to the wetlands to the west of the new industrial park and to provide a panoramic view of the Bay. New port facilities are proposed for the area immediately west of the confluence along the Bay and along the west bank of the Fox River. Certain aspects

of this plan would solidify industrial domination of the Fox River, at least along the west bank. In addition, west bank central business district land will be used for a new public museum. Tax Incremental Financing in support of redevelopment of the central business district along the east bank may open more of the waterfront to the public. The Astor Neighbor Association is interested in a waterfront park and public access system along that part of the river adjacent to the Astor Historic District. A marina is planned for the east shore of the Bay Beach Park. Construction would require the acquisition of residential property but would provide a facility much needed by local boaters.

WCMP Funds - WCMP funds were utilized for a Port of Green Bay Port-Related Land Use Study. The study was undertaken in order to identify Brown County and the City of Green Bay's goals and objectives for future development and redevelopment as they related to marine land uses at the Port of Green Bay. The economic viability of plans for the Green Bay depend on the Port of Green Bay being a viable port particularly for the movement of coal. This study was undertaken to assure that the county and city's expectations could be realistically met. Following the study, the WCMP spent $33,500 in order for the Port of Green Bay to follow up some of the recommendations in a more comprehensive and detailed manner. In the 1979 Land Use Study, recommendations were made for physical improvements to the harbor, both commerical and recreational. The detailed plans for these improvements was funded by the WCMP in the Green Bay Port Development Study. $42,000 of CEIP funds were given to the Bay Beach Wildlife Sanctuary to investigate environmentally acceptable alternative energy systems for installation on a new nature building.

Conclusion - Implementation of these proposals vary dependent on economic conditions. A comprehensive waterfront plan could link the numerous projects being planned. In a large city like Green Bay, consideration of multiuse areas is essential. Industrial use does not necessarily preclude public access, and recreational and commercial uses can be complementary. Suggestions for this type of use could be covered in a waterfront comprehensive plan. The Coastal Program may also be able to assist in plan implementation by providing funds for acquisition or improvement of public access and for rehabilitation of blighted waterfront areas.

SISTER BAY

Population - 518
County - Door
WCMP Funds - $10,000

Background - The Village of Sister Bay is typical of many Door County communities. The Village over the last ten years has issued housing permits for 86 single family units and 100 multi-family units. This represents a doubling in the number of housing units, yet the permanent population has only increased by 35 people over that same ten year period. The influx of seasonal residents to the Village of Sister Bay

threatens the character of the community which has attracted such development. Developmental pressure continues to mount and if the haphazard development continues, the main attraction, access to the water, will be lost.

WCMP Funds - The WCMP has granted $10,000 to the Village of Sister Bay to do a detailed master plan of its waterfront area. The Village has a comprehensive plan, but the Village wishes to assure the wise development of its coastal area as it is that area which provides the economic backbone of the Village. If proper measures are not made to preserve the shoreline area, to provide adequate access, and to assure the shoreline character is maintained, that which attracts tourists will be gone.

Conclusion - The Village of Sister Bay's Management Plan when completed should serve as a model for other Door County communities, almost all of which face the same developmental pressures. In addition, the plan will aid the Sister Bay community in identifying their needs and provide a basis for applications for additional funding for acquisition and construction of recreational facilities.

KEWAUNEE

Population - 2,898
County - Kewaunee
WCMP Funds - $10,000
WCMP-CEIP Funds - $55,000

Background - Kewaunee has problems similar to those of larger coastal cities. The waterfront is cluttered with underutilized buildings which once helped businesses dependent on water transportation. Park and public access areas are not easily accessible or well marked and some public waterfront has been leased to private users. The central business district faces away from the lake. Tourist trade, which is important to the retail trade, is composed primarily of people passing through Kewaunee on their way to Door County. Unless Kewaunee can build up its image as a sport fishing/tourist center, it may lose most of the tourist trade. A second change which can be expected to affect Kewaunee in the near future is the construction and operation of a coal transhipment facility. A comprehensive plan for the entire city has been prepared by the Bay Lake Regional Planning Commission. This plan includes recommendations for opening up the waterfront by removing deteriorated buildings and moving viable businesses to more appropriate locations. This would create visual access to the harbor from parts of the central business district. The proposed improvements to Harbor Park will be first step toward implementing this plan.

WCMP Funds - WCMP granted $10,000 to Kewaunee to revise their harbor plan and to prepare a waterfront recreation plan. The work effort will include evaluating and cost estimating for the construction of a mooring tie-up area, boat launching ramps and boat slips. CEIP funds were used to assess

the impact of a proposed coal transshipment facility on recreation in the Kewaunee Harbor and to plan for the mitigation of those impacts. These projects included upgrading existing city-owned park areas, city acquisition of a parcel of land which was formerly a coal dock, and installation of timber bumpers and mooring rings on a city-owned dock.

Conclusion - Kewaunee will certainly be seeking funds for construction of recreational facilities in the future. These additional facilities will be an important aspect to Kewaunee's economic health. Site specific planning money could be utilized in Kewaunee but implementation money is a necessity.

REGIONAL

WCMP Funds - $27,120
WCMP-CEIP Funds - $26,000

The WCMP is funding a 2-year work effort ($27,120) at the regional level. The WCMP in an effort to effect a regional approach to urban waterfronts is funding the Bay Lake Regional Planning Commission over a two-year period to study commercial and recreational harbors in the region. This project will pull together existing data on transportation, dredging and economic impacts of harbor development as well as assessing the resource base of the area including land data, wildlife habitat, fisheries and water level fluctuations. It is the goal of this project to draw communities attention to their waterfront area, to develop regional alternatives for future harbor development and to provide the Wisconsin Coastal Management Council with the information base on which to make policy decisions on urban waterfronts. In addition, $26,000 of CEIP funds were spent to improve local government capabilities to assess and manage impacts of new coastal energy facilities.

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Northwest Regional Planning Commission

The northwest communities of the state on Lake Superior are somewhat different than the Lake Michigan communities. Northwestern Wisconsin is a sparsely populated area experiencing economic recovery. The area contains some of the finest and most natural recreational areas in the state. (In 1962 the first national park in Wisconsin was created at the Apostle Islands.) Many of the governmental units have no staff and interfacing with the state and federal government is difficult. The Northwest Regional Planning Commission (NWRPC) deals with 87 different governmental units and is often the only "professional" planner--grantsman for those communities. The City of Superior has the only planning capability that is not associated with the Regional Planning Commission. The WCMP has spent $427,000 over the last three years in the Lake Superior area on urban waterfronts.

WASHBURN

Population - 1,972
County - Bayfield
WCMP Funds - $47,814

Background

Washburn, like many of the Lake Superior communities, has had to face a changing economy. Still recognized as one of three ports on Lake Superior, its significance is no longer in the movement of commodities but has shifted to recreation. The City of Washburn owns the majority of waterfront within its corporate limits. Public access is available to Lake Superior through two city parks and a city dock, which was formerly a commercial shipping dock. Because the city owns most of the lake shore in Washburn, the community feels a definite sense of pride in public ownership. The two parks which contain campgrounds have an economic impact as they help promote tourism in the community and promote public access to Lake Superior. A comprehensive plan for waterfront development was completed in 1977 with financial assistance by the Upper Great Lakes Regional Commission. Economic analysis showed little potential for commodity shipping, but identified the most feasible economic growth to be related to recreation and marina activity.

WCMP Funds

In 1977 and 1978 the WCMP concentrated funds into the Washburn community ($20,600) in an effort to tie the two city parks together, and to plan for improvement in those parks which would increase access and usability of those facilities. A plan was also completed for Thompson's West End Park for improved landscaping and facilities. A plan for a walking trail along the Washburn waterfront was completed, thus linking the two parks and providing access to the entire shoreline. WCMP funds were utilized ($25,214) for a park director position for the City of Washburn in order to increase usage of the Washburn facilities, to coordinate usage of the two major parks and explore additional uses of the lakeshore area. The park director has been funded for three years with the increasing share being met by Washburn. The WCMP is currently funding a technical assistance request to analyze a study on the potential demand for development of a marina and boat repair facility for larger Great Lakes crafts. The WCMP is funding 50% of this $4,000 effort.

Conclusion

The WCMP efforts in Washburn have aided the community with plan preparation that has directly lead to implementation. The Washburn Trail is completed, done by volunteers in the community with the city work crews undertaking the heavier aspects of construction. The need for a park director is well documented. The WCMP investment proved to Washburn that the park director position is valuable to the community. In order for the marina and boat repair facility to be constructed, Washburn has applied for money from UGLRC, EDA and the Wisconsin Waterways Commission. The Waterways Commission has awarded the city construction funds. The UGLRC and EDA are considering Washburn's applications. This facility represents a $4 million potential investment and will add significant employment opportunity within the community. Washburn is a good example of a small amount of funding paying off in a large community return.

BAYFIELD

Population - 883
County - Bayfield
WCMP Funds - $26,160

Background

The City of Bayfield has a population of less than 900 persons. The city is an important Great Lakes community offering many amenities to recreationists. The city's business district is surprisingly large and very dependent on warm weather tourist trade. Historically, Bayfield was a lumbering town, but as the resource was depleted so was the local economy of Bayfield. Commercial fishing historically has been an important aspect of the Bayfield economy, and still remains as a stabilizing economic factor. Bayfield has always been a popular attraction for tourists, but with the creation of the Apostle Islands National Lakeshore Park and location of the Park's Headquarters in Bayfield, it has been projected that over 750,000 tourists could pass through Bayfield. Bayfield is a tourist-oriented community, with a series of interesting historical buildings, beautiful scenery, a high-quality water resource and an important ferry transportation link to the nearby island community of LaPointe. Bayfield and Washburn are tourist areas for residents of Minneapolis/St. Paul. Increased interest in sailing has been evidenced in both areas.

WCMP Funds

The WCMP expended funds to aid Bayfield in restoration and maintenance of its parks ($6,000). This year over $20,000 of WCMP funds have been allocated to Bayfield to develop a Waterfront Management Plan. Many competing demands exist for the limited shoreline property in Bayfield. The existing plan effort supported by the WCMP will address some long-term issues facing the community. Implementation of the recommendations and actual physical construction is the next logical step.

Conclusion

Bayfield is a picturesque community which must manage its resources carefully to maintain and promote tourism. The Bayfield Waterfront Management Plan will aid in determining what its needs are and how best to meet those needs. Site specific planning will be important in the Bayfield community as well as construction and acquisition dollars for implementation of those plans.

ASHLAND

Population - 8,768
County - Ashland
WCMP Funds - $28,632

Background

Ashland is typical of other Lake Superior communities. Sawmills during the timber boom and later iron ore shipments formed the economic base of the community. With the demise of this industrial base, Ashland experienced an economic decline and the community's extensive shore development began to decay. A 1977 waterfront study suggested that the city should focus its attention on recreational development. Ashland must capture the growing tourist dollar in northwestern Wisconsin. In order to do this, Ashland is beginning to examine its coastal resource.

WCMP Funding

The WCMP has expended over $28,000 to aid Ashland in planning for their lakeshore resource. $1,500 was spent on an Ashland Harbor Pile Removal Feasibility Study, $8,450 on a Planning and Design Study for a lakeshore trail, and $5,142 for a site-specific plan for Prentice Park. The WCMP also funded a planning position in Ashland for $8,640 in 1979 to aid the community in adopting the 1977 waterfront plan and develop necessary zoning. The Prentice Park Plan has been implemented and construction was completed in 1980.

Conclusion

Ashland is a community which needs to improve its lakeshore facilities in order to boost the economy of the area. Like other communities, site-specific planning may be necessary; however, the lack of implementation money is a deterent to much-needed action in the community.

SUPERIOR

Population - 29,219
County - Douglas
WCMP Funds - $64,751
WCMP CEIP Funds - $108,000
WCMP 305 Funds - $125,000

Background

Superior-Duluth is one of the major ports on the Great Lakes. It ranks as one of the top ten ports in the nation in total tonnage, and is the largest ore-shipping port in the world. Superior's port facility has grown and developed haphazardly over the last 100 years. The communities of Duluth-Superior, until 20 years ago, were of common mind on the use and management of facilities in the harbor area. Since the late 1960s, concern for the environment began to be voiced. Fish spawning beds, bird-nesting grounds, and increased demand for recreational access have become issues. At the same time no doubts have ever been raised as to the economics of the area. Sixty-five percent of the Superior workforce directly or indirectly depends on the harbor.

In 1978 a Land Use Management Plan for the Duluth-Superior Harbor was prepared by the Metropolitan Interstate Committee (MIC). This plan is for the entire harbor area and is not just a port plan. The plan was adopted by the city and serves as a basic guide for the future of the Superior port area. The plan assesses all resources in the harbor and proposes management use strategies for a multi-use harbor, including the port, recreational facilities and natural areas. The MIC plan forms the basis for Superior to capture full benefit from its harbor area.

WCMP Funds

The WCMP spent $125,000 in conjunction with Minnesota under 305 over a three-year time period for the Superior-Duluth harbor plan. In addition the WCMP spent $15,000 of 305 funds in the Barker Islands Marina project on topographic mapping and soil surveys. This 350 slip marina is one of the most significant recreational resources to be constructed in the Lake Superior area. Utilization of 306 funding in Superior has been to do additional site-specific planning for implementation of the adopted MIC Plan and to promote the port of Superior.

In 1978-79 the WCMP funded three projects in Superior. $10,400 was spent to aid Superior in developing a plan for the Superior Municipal Forest. Its wise utilization for both resident and non-resident users is important in the tourist economy of Superior. The WCMP also spent $9,051 in 1978-79 on a use strategy for Wisconsin Point. Wisconsin Point is a publicly owned, 170-acre natural sand spit which separates Allouez Bay from Lake Superior. In an effort to improve the recreational experience, the WCMP funded a park ranger position to enforce existing ordinances and to act as a naturalist for the area. Routine as well as long-term maintenance was done at the Point and a natural inventory of the area was undertaken.

The WCMP spent $19,300 in an effort to improve the management capabilities of the Superior Harbor Commission in promoting and marketing the industrial lands in Superior and promoting the Port. This project was aimed at promoting economic growth for Superior and the state as a whole.

In 1979-80 the WCMP spent $26,000 of 306 funds on several detailed analysis and site-specific plans for a maximum utilization of the Superior Port area. The areas of analysis included an ice-breaker service assessment, a site assessment potential for future movement of coal, an analysis of ownership techniques and management arrangements relative to ports, and plans for land acquired by the city for a municipal dock.

In addition CEIP funds ($80,000) were used for construction of two boat launching facilities (ramps, piers, and parking facilities); construction of a floating fishing pier; and construction of a shoreline fishing pier with special provisions for wheelchair access. These piers have improved public access to the lake resource. $28,000 of CEIP funds were utilized to assist and manage impacts from expanded coal transshipment, natural gas pipeline construction, and the construction and operation of alcohol fuel production facilities.

Conclusion

Superior is recognized as having a major economic impact on the state of Wisconsin and the nation. Superior is a small community with a small city staff to deal with impacts and implementation of plans for one of the nation's largest ports. Superior, until very recently, did not have a full-time port director. Superior is a community with such vast facilities that planning and analysis of problems is an ongoing business. Money for implementation, especially in those areas not directly involved in shipping, is a problem for the community.

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Southeastern Wisconsin Regional Planning Commission

The Southeastern Wisconsin Regional Planning Commission geographic area covers the most populous part of the state. Communities such as Racine and Kenosha, while considerably smaller than Milwaukee, are some of Wisconsin's larger cities. Unlike the northwestern area of the state, communities in the southeastern area have adequate staffs who can act as sophisticated grants persons to bring dollars to their communities. Planning is ongoing and at a city-wide level. Coastal concerns in these communities are often only one component of multi-phased planning. Recently, attention is being called to the southeastern area of the state for the provision of more recreational opportunities. The energy crisis, coupled with the large population of the area, has made the area a prime candidate for ORAP 2000 funds for increased recreational opportunities. The WCMP has given funds for site-specific planning in the southeastern part of the state, but the amount of funds the program has available is often too small to be considered a major impetus to the communities to turn attention to this resource. This is especially true in the city of Milwaukee and Milwaukee County. The WCMP granted $121,000 under 306 and technical assistance funds in the southeastern area of Wisconsin.

PORT WASHINGTON

Population - 8,639
County - Ozaukee
WCMP Funds - $12,500

Background

Port Washington is a small community, 29 miles north of Milwaukee. It cannot be considered a suburb of Milwaukee as its distance is sufficient that it is a community within its own right. However, the Milwaukee area residents do utilize the Port Washington area for harbor facilities. Port Washington's harbor facility is within one hour's driving distance of two million people. The Army Corps of Engineers (COE), in the early '70s, stated an "avowed intention" to provide a system of harbors of refuge for pleasure boaters and fishermen along Lake Michigan. As part of this intention, construction of an inner breakwater in the Port Washington harbor was included. In 1974 the City of Port Washington, in accordance with the COE's requirements, prepared a Lakefront Development Master Plan - An Interim Report.

WCMP Funds

In 1977, in accordance with the COE's requirements, Port Washington had to provide detailed revisions to their 1974 Lakefront Development Plan. The WCMP, in an effort to aid Port Washington, funded ($12,500) a study and plans for the on-land facilities necessary for the COE to proceed with the harbor work.

Conclusion

The on-land facility study was completed in 1978 and the COE has proceeded with $2,500,000 of harbor work in Port Washington. The Wisconsin Waterways Commission also has contributed $600,000 to that work effort which has helped reduce the local costs of the project.

RACINE

Population - 95,946
County - Racine
WCMP Funds - $17,000

Background

Racine is one of Wisconsin's larger cities. Racine is located between Milwaukee and Chicago. Historically the Racine Port was commercial in nature. It has now shifted to a non-commercial port. This shift has resulted in a loss in revenue to the community. As the commercial aspects of the harbor have declined, the recreational aspects have increased. Underutilized commercial sites exist in the Racine harbor area, and facilities are inadequate for tourist boating sport fishing. Racine has completed a downtown redevelopment plan. That plan focuses attention on the lakefront, harbor and Root River. Revitalization of the harbor, including adequate depth maintenance and bridge height, are of paramount importance to the downtown redevelopment plan. Racine would hope that aspects of commercial shipping can be retained and the increasing pressure by recreationists can be met and economically captured for the community's economic health. Racine and Kenosha experience recreational pressure from the Chicago area.

WCMP Funds

The WCMP expended $15,000 on a Port of Racine Management Plan. This project was undertaken by the city and the county of Racine. The plan deals specifically with port-related concerns. It was also done with the goal of aiding in the Racine Downtown Redevelopment Plan. The WCMP also gave Racine, on completion of the project, $2,000 of technical assistance funds for publication of the report.

Conclusion

At this time public meetings are being held to review the Port Plan. It has not been adopted yet. The issue of marina development, by whom and where, is a point of conflict within the Racine community. Money for implementation of any harbor-related plan is a major problem for the Racine community.

KENOSHA

Population - 80,775
County - Kenosha
WCMP Funds - $82,057

Background

Kenosha, like Racine, is located midway between Milwaukee and Chicago. The Kenosha economy is dominated by American Motors Corporation, with one of the plants being located in the Kenosha harbor. Kenosha has a high personal income level. This, combined with a lakefront location, maximizes interest and demand for recreational boating. Studies done by the COE on excess demand for slip space indicated that Kenosha and Racine would need an additional 285 slips by 1980 and 935 by 1990. The Port of Kenosha is a cargo port, and current commodity movement at Kenosha is 80,000 tons/year. Kenosha competes with Milwaukee and Chicago (not Racine, a limited cargo port) for bulk commodity cargo. Improved port facilities could increase the commodity volumes at Kenosha.

WCMP Funds

The WCMP spent $25,935 in the City of Kenosha for a Harbor Area Management Plan. The major objective of this work effort was to provide a specific plan for the sound utilization of Kenosha's harbor facilities which was to include improved port and recreational facilities.

The WCMP spent funds over several years to aid the County of Kenosha to preserve and plan for a ten-acre site on the coast of the City of Kenosha. Kemper Center, formerly a school, was placed on the National Register of Historical Places in 1976. In 1977, private funds raised in Kenosha were matched to LAWCON and ORAP and Kemper Center became the 7th park in the Kenosha County Park System. Over a two year period, the WCMP spent over $53,000 for a feasibility study for a fishing facility suitable for handicapped and elderly persons. In addition, the WCMP funded a director position and a long-range development and planning effort. Kemper Center applied for federal funds from the LAWCON. Those funds were approved, but then frozen by the Carter administration.

Conclusion

Kenosha is a "one industry" community. Exploration of expanding other viable economic resources is important to Kenosha. Kenosha's location between Milwaukee and Chicago makes it a prime area for recreation. At this time Kenosha has not proceeded with implementation of its harbor plan. The COE was involved in the study. Kenosha has a contained disposal site for dredge material. Kenosha and the COE have entered initial discussions on marina development in connection with that site. Money is a chief obstacle to Kenosha, as local match for such an effort is large.

MILWAUKEE

Population - 713,372 (city)
1,054,249 (county)
WCMP Funds - $10,000

Background

Milwaukee is the largest city in Wisconsin. The WCMP has granted $162,000 to the Milwaukee Harbor Commission. These funds were directly related to the port facilities or port promotion. These projects included a study of bulk storage, a feasiblity study on grain elevators, and a market analysis. The health of Milwaukee's port to the Milwaukee waterfront area is not a separate issue.

WCMP Funds

The WCMP has not granted or been asked by the City of Milwaukee to grant money under 306 funds for urban waterfronts in Milwaukee. The WCMP has granted over $28,000 to Milwaukee County Parks Department for improved recreation (South Shore Breakwater, Grant-Bender) and an additional $3,600 to the City of Shorewood in Milwaukee County for improved public access. The WCMP did fund, under 305 funds, the establishment of a community sailing club ($10,000). The purpose of this project was to develop a sailing club for City of Milwaukee residents to take advantage of the recreational opportunities on Lake Michigan. The club provides low cost sailing instruction for Milwaukee youth, provides club-owned boats, and handles all sail related harbor activities including dry storage, launch recovery and limited maintenance. Upon establishment of the club, Milwaukee County provided $350,000 and land to build the necessary facilities. The facilities are now complete.

Conclusion

The WCMP does not have sufficient funds for the scale of project required in the City of Milwaukee. The WCMP has granted money for site specific activities in the Milwaukee County area. These projects have not been directly in the "urban area" of the city, but do provide facilities and access for Milwaukee area residents.

Statewide Projects

The WCMP has done two major statewide projects in the urban waterfront area. The first was done under 305 funding ($40,000) and involved an assessment of the demand and supply for recreational facilities. This study was very extensive and projected demand on county-by-county basis for boating, swimming, camping and passive recreational opportunities.

The second statewide study undertaken with WCMP 306 funds ($30,021) was a marina management study. A major problem in Wisconsin has been an increasing demand for marina facilities, yet the existing facilities have for the most part not operated at an acceptable profit margin. This study was an effort to determine how to improve the management of marina so that profit margins would be adequate to insure the continuation of current operations and encourage new operations.

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ANALYSIS

The WCMP allocated $190,000 under Section 305 funds on urban waterfronts. The majority of these funds were spent in the City of Superior. Since approval of the Wisconsin program over $600,000 has been allocated to urban waterfronts. These funds have only been allocated to those communities which have designated specific areas as Special Coastal Areas. Designated areas must have management policies which meet the objectives of the WCMP. An additional $347,000 has been spent on the three major ports in Wisconsin. One half of those port dollars were spent in Milwaukee. In addition, the WCMP has directed over $193,000 of Coastal Energy Impact Program (CEIP) into three communities' urban waterfront areas. The WCMP has directed urban waterfront funds into 17 of the 33 incorporated communities on the coast and one unincorporated area. The WCMP has funded 34 projects over a three-year period in those 18 local communities, five CEIP projects in three communities, one regional project, and three projects with statewide applicability. The WCMP has been successful in helping urban communities deal with their waterfront areas as an integral part of the total community. The WCMP has funded 6 communities in the development of harbor plans, 10 communities in general planning and assessment efforts within special designated coastal areas, 11 communities in the development of specific planning in those special coastal areas, and 8 communities in the development or revision of local ordinances to more effectively deal with the coastal resource.

Harbor Plans: The WCMP funded six communities in this area; Algoma, Fish Creek, Oconto, Kewaunee, Racine and Kenosha. Fish Creek has received funds from the Wisconsin Waterways Commission for work in the harbor area. Algoma and Oconto are seeking implementation funds. Kewaunee has used WCMP funds for acquisition of land in the harbor area and improvements on a dock wall.

Planning and Policy Development: The WCMP funded 10 communities in this area; Algoma, Manitowoc, Two Rivers, Ashland, Sturgeon Bay, Green Bay, Sister Bay, Washburn, Bayfield and Superior. These efforts have resulted in Washburn, Manitowoc, Two Rivers, Ashland and Superior going on with site specific plans for various aspects of the general plan.

Site Specific Planning: Site specific planning funds were given to 11 communities. These communities are Algoma, Manitowoc, Oconto, Two Rivers, Fish Creek, Marinette, Port Washington, Washburn, Superior and Kewaunee. Site specific plans have included engineering feasibility and design studies as well as, in the case of Port Washington, specific plan required by the COE for on-land facilities. Manitowoc and Washburn are seeking funds from other sources for implementation of major urban waterfront projects. In several cases WCMP dollars have been used for implementation of plans. The Washburn trail was constructed with WCMP funds as were four fishing facilities in Superior.

Ordinances: The WCMP funded eight communities, usually as part of land use planning efforts, in the creation or identification of changes needed in a community's zoning ordinances. These communities are Two Rivers, Ashland, Algoma, Fish Creek, Manitowoc, Bayfield, Washburn and Superior. With the exception of Two Rivers and Ashland, WCMP efforts in this area have resulted in the creation or revision of zoning ordinances to more effectively deal with the coastal resource.

Implementation: The WCMP has funded four communities in the implementation of projects. Over $140,000 was given to Superior, Kewaunee, Green Bay and Washburn for the implementation of specific work efforts.

The WCMP has carried out a policy commitment to urban communities and fostered a greater attention to the waterfront area than might have been under other programs such as HUD 701 or EDA. The use of WCMP funds has had a demonstrated affect. There will be a continuing need by coastal communities to improve management of their urban waterfront area. There are communities on the coast in which no WCMP dollars have been utilized. There is a continuing need for site-specific planning money in communities in which the WCMP has been involved. However, the most pressing need for funds is for implementation money of existing community plans and site-specific plans. If sources for funds for implementation are not forthcoming the WCMP will have contributed to the shelves in libraries in many coastal communities.

The WCMP has experienced the most success with communities with a population of under 30,000 persons. These communities' resources are limited. Often implementation of plans does not require huge amounts of money or the community lacks front end money to leverage other federal money. This is especially true of work efforts involving the COE. If the WCMP continues to provide funds for general planning and site-specific planning in designated special coastal areas, then it must also be in a position to aid in the implementation phase. The WCMP should be in the position to aid communities with smaller projects and help communities leverage WCMP dollars with other available dollars for major urban waterfront improvements.

In a state where tourism is the second-largest industry and much of that tourism is related to the abundance of water resources, the attention given urban waterfronts is often a major economic factor in the health of coastal communities. Identification of these community problems, in some instances, was done over twenty years ago. The WCMP has placed many of these communities in a position to deal with these long-standing problems. The WCMP must now be in a position to fund or leverage other available funds to implement those solutions.

POLICY RECOMMENDATIONS

- The WCMP should continue to designate special coastal areas in urban areas in order to increase public visibility and interest and provide for increased predictability of waterfront use.

- The WCMP should continue to fund site-specific planning in those designated areas which lead to implementation of coastal policies on improved public access, water dependent economic development and protection of natural and historic resources.

- The WCMP should seek implementation funding for acquisition and construction under the federal coastal management act and utilize those dollars to leverage other available state, federal and private funds; and to fund small urban waterfront projects in their entirety.

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