

# FINAL REPORT



## CITY OF BAYFIELD WATERFRONT MANAGEMENT PLAN

DECEMBER 1981

**WE** WILHELM  
ENGINEERING

Ashland, Wisconsin

and

RESOLUTION



Mayor

Edwin Erickson

City Council

Richard Thompson  
William Bodin  
Michael Wachsmuth  
Scot McConnell

Bayfield Harbor Commission

Elmer Hendrickson  
Sherman Edwards  
Julian Nelson  
Rick Thompson  
Ernest LaPointe

Bayfield Plan Commission

Larry Reiten  
Verdayne Hanson  
Virginia Burtness  
Mildred LaPointe  
William Bodin  
Ted Bodin  
Chris Petterson

Northwest Regional Planning Commission

Dennis Van Hoof

The Bayfield Waterfront Management Plan was funded by the Wisconsin Coastal Management Program and the City of Bayfield.

CITY OF BAYFIELD  
WATERFRONT MANAGEMENT PLAN SUMMARY

Table of Contents

CITY OBJECTIVES  
WATERFRONT AND ECONOMIC ISSUES  
ISSUES & OBJECTIVES  
1. Issues  
2. Objectives  
DEVELOPMENT PROGRAM  
A. Development Areas  
1. Parks  
2. Public Use & Access  
3. Marina  
4. Other  
DEVELOPMENT PLAN  
1. Land Use  
2. Zoning  
3. Other  
4. Other  
5. Other  
6. Other  
7. Other  
8. Other  
9. Other  
10. Other  
11. Other  
12. Other  
13. Other  
14. Other  
15. Other  
16. Other  
17. Other  
18. Other  
19. Other  
20. Other  
21. Other  
22. Other  
23. Other  
24. Other  
25. Other  
26. Other  
27. Other  
28. Other  
29. Other  
30. Other  
31. Other  
32. Other  
33. Other  
34. Other  
35. Other  
36. Other  
37. Other  
38. Other  
39. Other  
40. Other  
41. Other  
42. Other  
43. Other  
44. Other  
45. Other  
46. Other  
47. Other  
48. Other  
49. Other  
50. Other  
51. Other  
52. Other  
53. Other  
54. Other  
55. Other  
56. Other  
57. Other  
58. Other  
59. Other  
60. Other  
61. Other  
62. Other  
63. Other  
64. Other  
65. Other  
66. Other  
67. Other  
68. Other  
69. Other  
70. Other  
71. Other  
72. Other  
73. Other  
74. Other  
75. Other  
76. Other  
77. Other  
78. Other  
79. Other  
80. Other  
81. Other  
82. Other  
83. Other  
84. Other  
85. Other  
86. Other  
87. Other  
88. Other  
89. Other  
90. Other  
91. Other  
92. Other  
93. Other  
94. Other  
95. Other  
96. Other  
97. Other  
98. Other  
99. Other  
100. Other

CITY OF BAYFIELD  
WATERFRONT MANAGEMENT PLAN  
Summary Report  
December 1981

Consulting Engineers And Planners:  
Wilhelm Engineering Company, Inc.  
Resolution

BAYFIELD  
WATERFRONT MANAGEMENT PLAN SUMMARY

Table of Contents

1.	<u>INTRODUCTION</u>	1
2.	<u>POPULATION AND ECONOMIC TRENDS</u>	2
3.	<u>ISSUES &amp; OBJECTIVES</u>	4
	A. Issues	4
	B. Objectives	6
4.	<u>DEVELOPMENT FRAMEWORK</u>	7
	A. Street System	7
	B. Parking	7
	C. Public Use & Access	7
	D. Marina	7
	E. Other	13
5.	<u>DEVELOPMENT PLAN</u>	13
	A. Land Use & Linkages	13
	B. Boating	14
	C. Parking	14
	D. Downtown Core Connections	14
	E. Development Options	16
	F. Residential	16
6.	<u>IMPLEMENTATION PACKAGES</u>	16
	A. City Dock	20
	1. Commercial Boating Focus	20
	2. Finger Piers	20
	3. Community Pavillion	20
	4. Parking	21
	B. Washington Avenue	21
	C. Marina & East Dock Park	21
	D. Public Nodes	22
	E. Parking	23
7.	<u>ESTABLISHING COMMITMENTS &amp; RESPONSIBILITIES</u>	24
	A. Project Development Process	24
	B. Coordinating Resources	25



BAYFIELD  
WATERFRONT MANAGEMENT PLAN SUMMARY

<u>Figure No.</u>	<u>List of Figures</u>	<u>Page</u>
1	Traffic Volumes	8
2	Existing Harbor Use	9
3	Historical Resources	10
4	Existing Parking Supply	11
5	Development Framework	12
6	Development Options	15
7	Short Term Actions	18
8	Long Term Improvements	19
9	Project Development Process	26

<u>Table No.</u>	<u>List of Tables</u>	<u>Page</u>
1	Historical Population 1920-1980	2
2	Population Projections	3
3	Commercial Firms & Employment	3
4	Existing & Projected Development Allocation	5
5	General Commitments	27

<u>Appendix No.</u>	<u>Appendices</u>	<u>Page</u>
1	Cost Estimate - Finger Piers	28
2	Cost Estimate - Washington Ave. Beach	29
3	Cost Estimate - Bulkhead Repair	30

## BAYFIELD WATERFRONT MANAGEMENT PLAN SUMMARY

### 1. INTRODUCTION

Often a plan is considered to be a map which graphically expresses some end state development pattern. Rather, a plan needs to be viewed as a composite of information based on constantly changing assumptions which guide and shape public and private investments.

The Bayfield Waterfront Management Plan is a composite of all of the information contained in a working notebook. The plan includes information, issues analyses, background data, objectives and assumptions, framework elements, alternatives, and implementation activities.

The plan emphasizes the need to recognize and take advantage of opportunities as they occur. The area of Bayfield covered by the plan focuses on the 1200' band of land and water comprising the waterfront and depicted on the accompanying figure. However, it should be noted that the plan cannot specify the use and appearance of each parcel within the development area. Bayfield's long range development plan should not strive to create a regimented division of activities into neat categories and groupings. Rather, it should provide a design framework which emphasizes the need for compatibility and interpretation of the character and background of Bayfield by not unduly restricting or segregating uses. Diversity and continuity which interpret the existing community flavor, are the guiding principles of the plan.

Certainly, waterfront uses have to be carefully evaluated to assure that those types of uses, such as boating, which can only occur along the waterfront, are given adequate attention and space. Again, land use compatibility is less critical than design compatibility in interpreting and extending the features of a quality, diverse and intriguing fishing, boating, and recreational village.

One further note, the plan does nothing by itself. It takes people, resources, and commitment. This information and background provides the basis for the residents and leadership of Bayfield to make some important choices. The management plan requires the building of commitments. This plan serves to organize the opportunities that exist and suggests a number of first phase activities which could be undertaken. These activities are by no means absolute and require further refinement for planning, design, and financing.

The motivation for initiating implementation activities needs to be recognized. The primary one is to protect existing public and private investments. Virtually everyone is interested since existing investments are rather easily identified and interests are easy to recognize. However, another perspective is necessary to recognize as well. This is a need to meet future needs which are less easily agreed upon, and



for which constituencies are not presently available. The challenge is to balance the natural urge to protect what exists with longer range needs of future generations. That requires some compromise and some vision.

Without question, change is occurring in Bayfield. The choice before the community is whether to watch and react to this change as it occurs, or to participate in change and guide it in an effective manner to achieve the overall objectives of the community. It is fairly easy for those who are making a living and like the lifestyle that exists to suggest that things are okay, and that there is no need to be concerned about major activities and investments. In the long run, this approach will undoubtedly result in a number of opportunities that are not lost, higher costs that are accrued, and an economic well-being that slips and suffers. Identification of a future plan for the waterfront and the responsibility for accomplishing it require positive actions on the part of Bayfield and its residents.

2. POPULATION AND ECONOMIC TRENDS

Population growth in Bayfield, after decades of decline, appears to have stabilized and a slight increase is projected for the planning period. Historical population for Bayfield is summarized as follows:

---

TABLE 1  
HISTORICAL POPULATION  
CITY OF BAYFIELD

---

<u>Year</u>	<u>Population</u>
1920	1,441
1930	1,195
1940	1,212
1950	1,153
1960	969
1970	874
1980	779 (preliminary)

---

Source: City of Bayfield, Comprehensive Development Plan.

---

TABLE 2  
U.S. CENSUS OF POPULATION  
BAYFIELD POPULATION PROJECTIONS

<u>Year</u>	<u>Population Range</u>
1980	896 - 930
1985	937 - 973
1990	986 - 1,023
1995	989 - 1,070
2000	1,010 - 1,085

Source: Northwest Regional Planning Commission staff projections.

The economic foundation of the community was established on lumbering, sandstone quarrying, shipping, commercial fishing, tourism and agriculture. Declining supplies and demand for natural resources reduced employment opportunities and hence began the decline of population and growth in the area. However, those same natural resources, now as part of a national recreation area, provide the greatest opportunity for economic expansion in terms of the visitor and tourist industry.

Manufacturing employment in 1966 was 100. That employment base has now dwindled to the remaining industry, fish and fish by-product processing. Commercial firms and employment have, on the other hand, increased significantly.

TABLE 3  
BAYFIELD COMMERCIAL FIRMS  
AND EMPLOYMENT

<u>Year</u>	<u>Number of Firms</u>	<u>Number of Employees</u>
1967	6	76
1976	28	152
1977	44	193

Source: City of Bayfield, Comprehensive Development Plan.

Commercial change since 1969 are primarily confined to converting old residences to commercial uses in and near the downtown. Gift shops have dominated these changes. New banking and pharmacy facility construction has taken place in the area. The ferryboat dock and terminal construction represents another recent significant investment.



Forecasts for new development are modest and translate into a limited amount of additional land area to accommodate future activities. The comprehensive plan estimates that by 1990 the following needs will occur:

<u>Future Use</u>	<u>Additional Acres Required</u>
Residential	30
Commercial	3 - 5
Industrial	10 - 12
Parks & Open Space	Unquantified
Public Facilities	Unquantified

Table 4 categorizes existing uses and projects future development allocation by category for the waterfront area. These projections are based on the economic factors cited and policy directions enumerated during the planning process.

### 3. ISSUES & OBJECTIVES

#### A. Issues

Plan preparation responded to research and evaluation focusing on identifying real and perceived issues of community concern. By building the plan around an agreed to issue base, the plan becomes action oriented in developing issue solutions within the long range development framework. In addition to research and evaluation, the Planning Commission, City Council, Harbor Commission and residents, through workshops identified and verified needs.

Major issues/needs are summarized as follows:

- Marina Expansion
- Breakwater Extension
- Trailer Docking Expansion
- Boat Operating Conflicts
- Adequate Parking
- Waterfront Public Parks
- East Dock Park Expansion
- Boat Storage Areas
- Boat Launching Facilities
- Waterfront Public Access
- Public Beaches
- Memorial Parks View Protection
- Commercial Relocation From Rittenhouse

TABLE 4  
EXISTING & PROJECTED DEVELOPMENT ALLOCATION

	EXISTING				PROJECTED			
	Area L= Land & Water B= Bldgs.	Dockage Linear Feet	Units	Parking	Area	Dockage	Units	Parking
<u>WATER USES</u>								
Pleasure Boating								
Marina	270,000 (w)	---	120	108	370,000(w)	---	240	285
Yacht Club								
Other		800'	25	30		1600'	50	60
Charters	(Included above)				(Included above)			
Commercial Fishing		1200'	27	32		1500'	30	35
Ferry		100'	2	20		100'	3	65
Excursion		175'	3	--		250'	4	119
Trollers		600'	15	30		1000'	25	50
Government		350'	7	30		450'	8	57
Marine Construction		850'		10		1000'		15
<u>LAND USES</u>								
Parks & Beaches	98,250		3	20	125,000		4	75
Government								
Marina	60,000				110,000			
Community Facilities								
Commercial	90,000		52		135,000			525
Office								
Residential			74	100			250	325
Ferry	24,000			(20)	24,000			(65)
Supporting Waterfront	20,000				35,000			
				577				
<u>PARKING</u>								



## B. Objectives

The following general objectives and principles established the basis for plan development.

### 1. Community Identity and Character Objectives

Encourage and support water related development. Reinforce historical fishing village character.

### 2. Development Activity Grouping Objectives

Group mutually compatible land uses and water uses. Create diversity of compatible uses. Provide adequate area to remove or reduce conflict.

### 3. Edge Treatment Objectives

Provide for transition between conflict in uses. Establish measures for treating edges between conflicting uses.

### 4. Connectability Objectives

Promote foot and bicycle and internal circulation to reduce traffic congestion and pollution.

Establish identifiable pedestrian paths/walkways.

Intercept and store automobiles on the periphery of activity areas.

### 5. Existing Investment Objective

Recognize and build on existing investments.

### 6. Leverage Objective

Develop and give priority to investments which provide incentives for other investments or which accomplish multiple objectives.

### 7. Staging Objectives

Stage projects to assure compatibility of investment. Reinforce existing investments before establishing new and unrelated investments.

### 8. Vehicular Circulation Objective

Establish adequate accessibility and circulation with major arterials at periphery of major districts.

### 9. Parking Objectives

Establish and operate an area wide district off-street parking system.

## 10. Public Access Objective

Establish adequate waterfront public access and facilities.

These objectives were refined during plan option evaluation and formed the basis for the Management Plan.

## 4. DEVELOPMENT FRAMEWORK

Based on the issues and inventory of existing conditions presented in figures 1 - 4, a number of elements can be specified as givens, which will not change regardless of the options. A number of other important features can be identified as places subject to change or subject to reconsideration. Establishing a development framework provides a basis by which to focus on those really important high potential development opportunities. The framework is depicted in figure 5.

### A. Street System

The major east-west routes of Washington, Rittenhouse, and Manypenny continue to be emphasized. A by-pass is a remote possibility. separating the functions these routes serve and consequently distributing the traffic between them should enhance traffic circulation. First Avenue North from Manypenny northerly is the first major route. The remaining elements of the street system provide internal circulation, local access and parking. While an internal system is essential, certain portions of the street system could be eliminated or modified depending on access and parking impacts.

### B. Parking

There are no significant parking investments which are fixed. It is desirable to provide some reservoir of parking for short term use without major activities, again requiring some level of accessibility and management. Figure 5 shows the existing parking supply.

### C. Public Use And Access

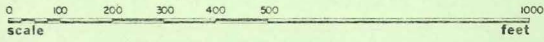
Public use and access nodes are defined and reinforced as a part of the framework. These include Washington Avenue waterfront beach, City dock, Memorial Park, Marina Park, and the Third Street boat launch. The Broad Street public use area has been added as a framework element constant to all planning evaluations. Pedestrian linkage between these activity nodes needs to be considered, including tying into the commercial uses adjacent.

### D. Marina

The existing marina will stay in the same location. Any modest expansion will protect Memorial Park view. New land based facilities

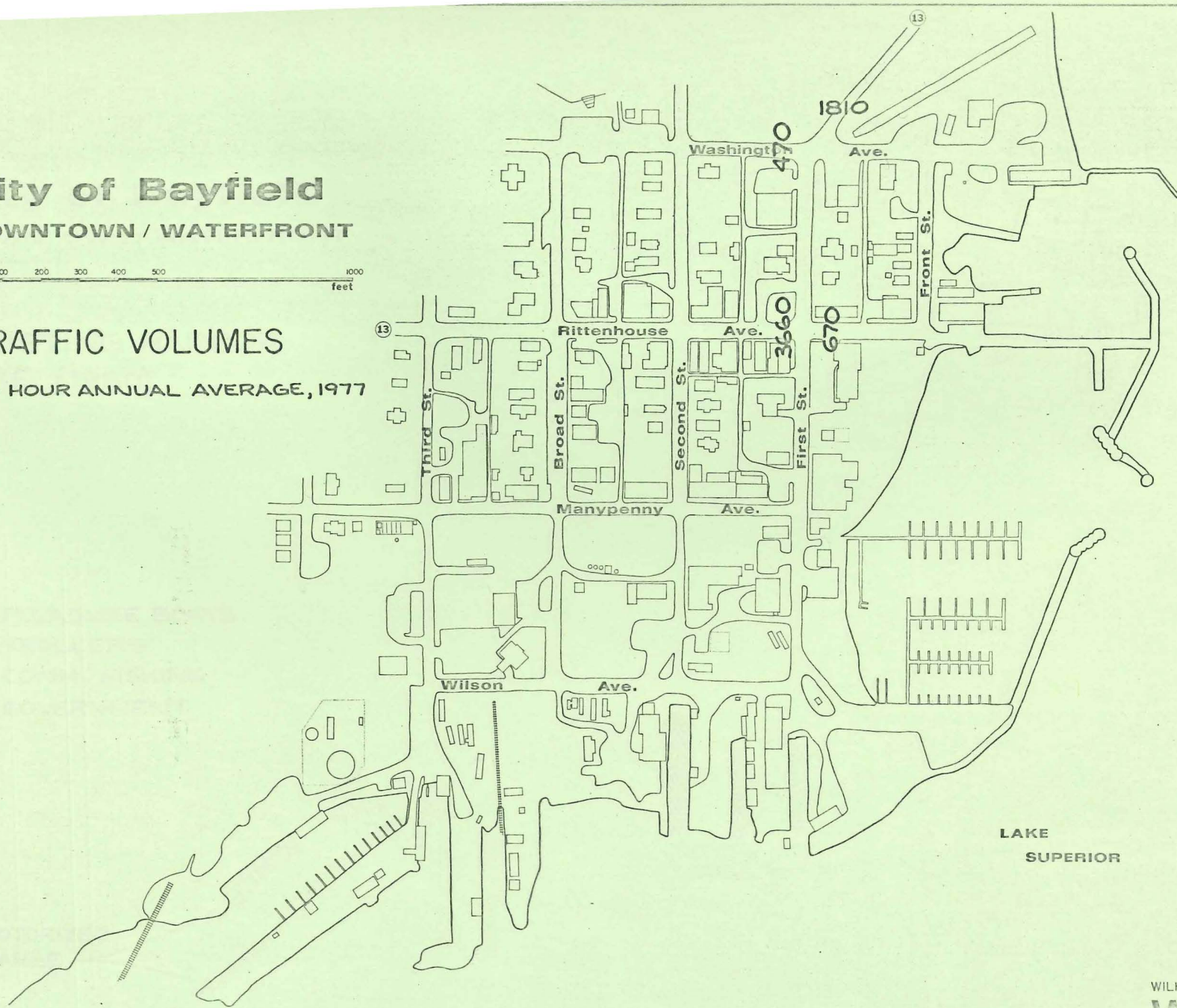
# City of Bayfield

## DOWNTOWN / WATERFRONT



### TRAFFIC VOLUMES

24 HOUR ANNUAL AVERAGE, 1977



WILHELM  
**WE**  
ENGINEERING

- BRIDGES
- HIGHWAYS
- SOLID WASTE
- BUILDING DESIGN
- TRAFFIC ENGINEERING
- MUNICIPAL ENGINEERING
- STRUCTURAL ENGINEERING
- DOCK & MARINE FACILITIES

FIGURE 1







# City of Bayfield

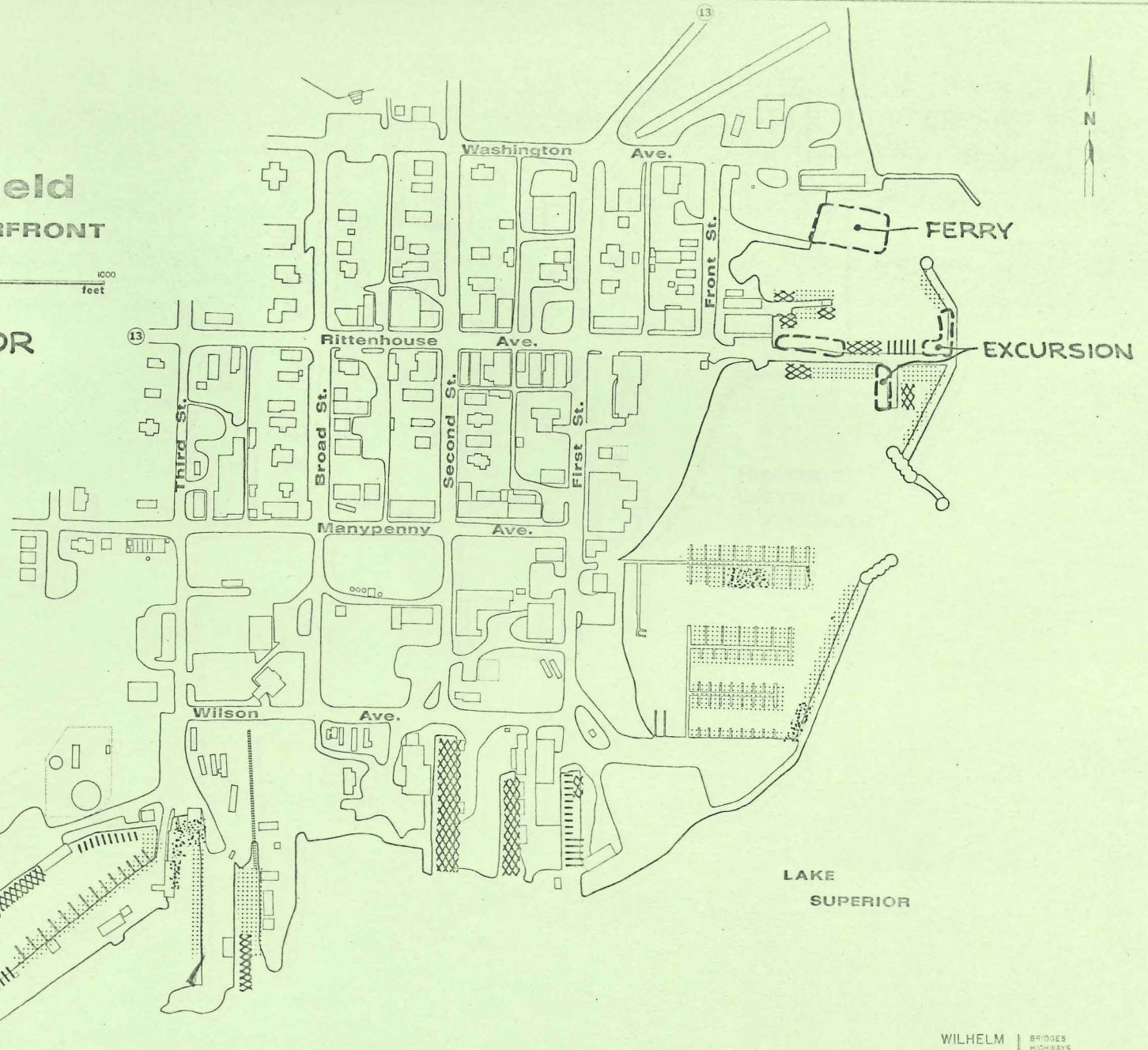
## DOWNTOWN / WATERFRONT

0 100 200 300 400 500 1000  
 scale feet

### EXISTING HARBOR USE (1980)

-  PLEASURE BOATS
-  TROLLERS
-  COMM. FISHING
-  GOVERNMENT

MOTORIZED BARGE



LAKE SUPERIOR

FIGURE 2

WILHELM  
**WE**  
 ENGINEERING

BRIDGES  
 HIGHWAYS  
 SOLID WASTE  
 BUILDING DESIGN  
 TRAFFIC ENGINEERING  
 MUNICIPAL ENGINEERING  
 STRUCTURAL ENGINEERING  
 DOCK & MARINE FACILITIES






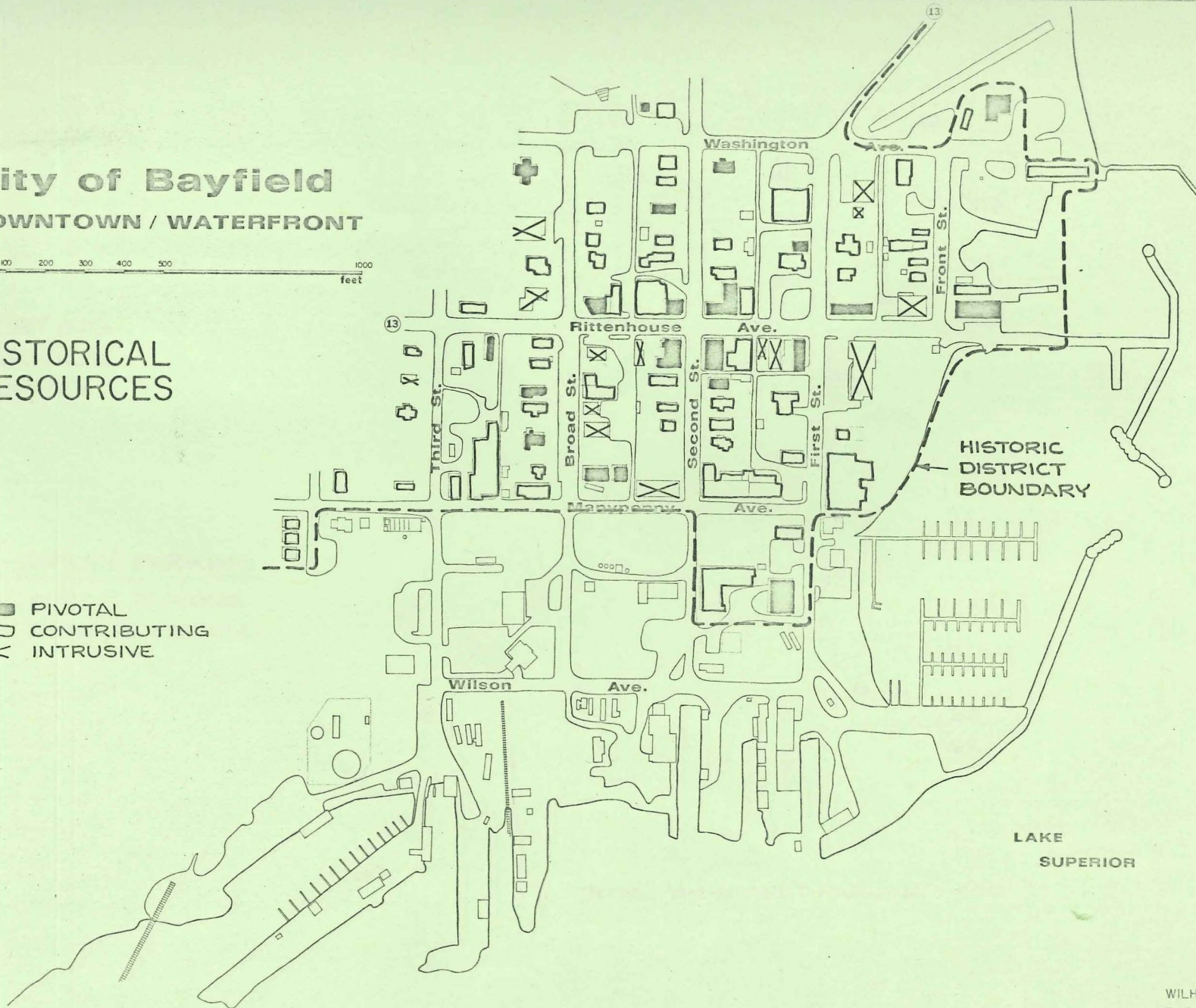
# City of Bayfield

## DOWNTOWN / WATERFRONT

0 100 200 300 400 500 1000  
scale feet

### HISTORICAL RESOURCES

-  PIVOTAL
-  CONTRIBUTING
-  INTRUSIVE



WILHELM  
  
 ENGINEERING

BRIDGES  
 HIGHWAYS  
 SOLID WASTE  
 BUILDING DESIGN  
 TRAFFIC ENGINEERING  
 MUNICIPAL ENGINEERING  
 STRUCTURAL ENGINEERING  
 DOCK & MARINE FACILITIES

FIGURE 3





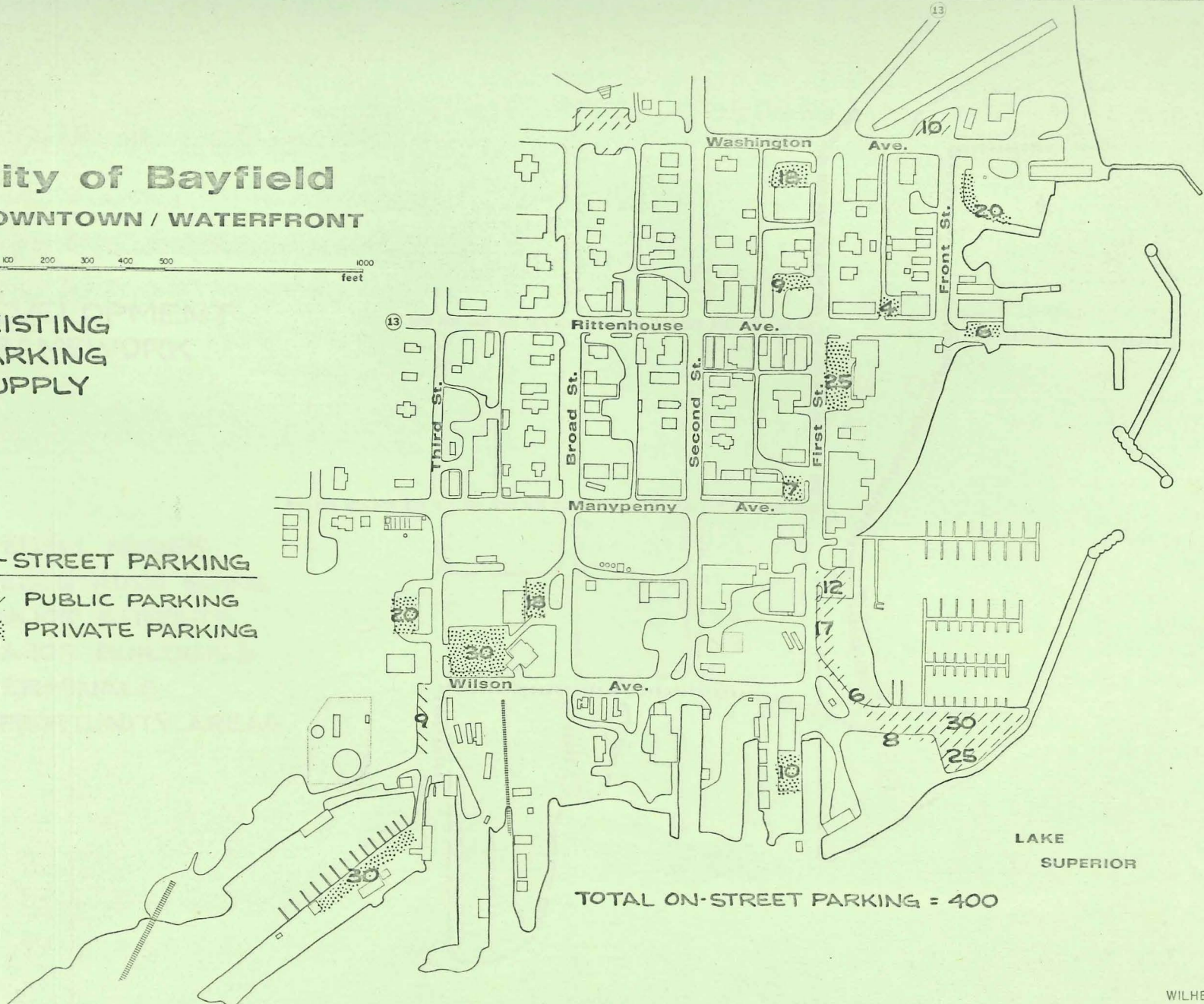
# City of Bayfield DOWNTOWN / WATERFRONT

0 100 200 300 400 500 1000  
scale feet

EXISTING  
PARKING  
SUPPLY

## OFF-STREET PARKING

-  PUBLIC PARKING
-  PRIVATE PARKING



TOTAL ON-STREET PARKING = 400

LAKE  
SUPERIOR



WILHELM  
**WE**  
ENGINEERING

- BRIDGES
- HIGHWAYS
- SOLID WASTE
- BUILDING DESIGN
- TRAFFIC ENGINEERING
- MUNICIPAL ENGINEERING
- STRUCTURAL ENGINEERING
- DOCK & MARINE FACILITIES

FIGURE 4



# City of Bayfield

## DOWNTOWN / WATERFRONT

0 100 200 300 400 500 1000  
 scale feet

### DEVELOPMENT FRAMEWORK

- PEOPLE NODES
- ▤ PEDESTRIAN SPINE
- ▨ MAJOR STREETS
- ▭ MAJOR BUILDINGS
- \* TERMINALS
- ▨ OPPORTUNITY AREAS

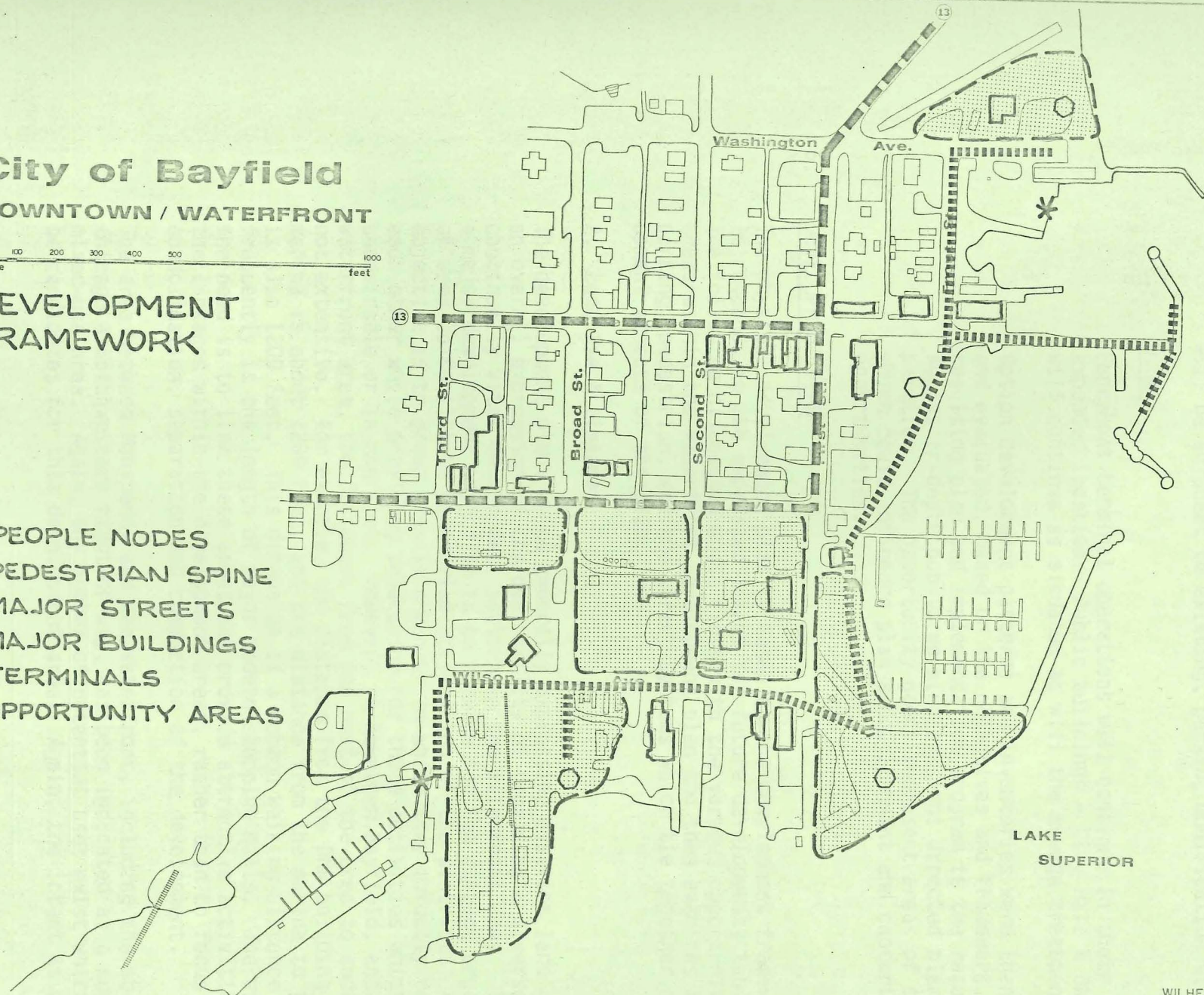


FIGURE 5

WILHELM  
**WE**  
 ENGINEERING

BRIDGES  
 HIGHWAYS  
 SOLID WASTE  
 BUILDING DESIGN  
 TRAFFIC ENGINEERING  
 MUNICIPAL ENGINEERING  
 STRUCTURAL ENGINEERING  
 DOCK & MARINE FACILITIES

will be adjacent to existing, parking modification with access.

E. Other

Ferryboat terminal operations will continue in their new expanded location. Public buildings - City Hall & DNR, will continue as situated as will the sewage treatment plant.

Option development patterns and inventories were then tested and evaluated, based on the objectives and framework. The resulting plan and implementation program is the result. Again, in-depth public working sessions directed plan preparation. The opportunity needs represent areas of change which could influence plan accomplishment and capturing of opportunities.

5. DEVELOPMENT PLAN

The physical development plan is based on the development framework. It responds to the expressed demand for future development, table 4. The following discussion deals first with the various opportunity areas within the waterfront development plan and then examines the parking, pedestrian, and the street systems which tie together development aspects of the plan.

A. Land Use & Linkages

The development plan, while generally expressing district land uses, is an overall expression of the desirability of providing a diverse and continually vital development pattern in the waterfront area. Usually, a major development objective is to provide for the compact organization of uses to facilitate pedestrian utilization of the district. A secondary objective is to group uses in a manner in which they mutually reinforce each other while providing separation for those activities which are undesirable or in conflict. However, in downtown Bayfield, and the waterfront area, the distances from one part of the area to another are not extensive. For example, the distance from the DNR building to the marina is about 1200 feet, and the distance from the marina to the ferry is also 1200 feet. This dimension is a common walking distance and frequently is the length of major modern shopping malls. Therefore, the need is to link these areas and provide attractive activities along the linkages within the development areas, rather than to focus on the consolidation, separation and compaction of the development.

The area between Manypenny and the waterfront, including the abandoned Chicago & Northwestern right-of-way, has been indicated as a supporting mixed-use area. Again, any number of potential uses exist which can be candidates for this development area. Again, the intent is not



to limit uses, but rather to encourage uses which provide an emphasis on design, and make them attractive and contributing operations. These new uses also should be designed and grouped so that they have active frontages, along with pedestrian walkways, connecting various activities in the area. Parking in this area should not be on a designated use-by-use basis, but rather on a systematic basis with availability to the various users of the waterfront area.

#### B. Boating

In general, the development plan attempts to recognize and group some activities while providing and reinforcing diversity throughout the waterfront area. Commercial fishing, troller activities, and pleasure craft moorings are continued at numerous locations. The suggestion is to group activities, (particularly those commercially oriented waterfront activities) to be able to maximize exposure and facilitate their continuation and expansion as an economic activity.

#### C. Parking

The parking framework suggests moving long term parking from areas adjacent to the shoreline and establishing short-term parking reserves in these areas instead. Longer-term parking would be re-established where it can not only serve waterfront activities, but other activities within the downtown areas as well.

Parking emphasis is indicated in areas where it can support more than one district. Although the area indicated for parking is extensive, it does not have to be devoted exclusively to parking. Parking can be interspersed with other uses, again providing for continuity of frontages while supporting development within the area. This concept is discussed more fully in each of the development packages.

#### D. Downtown Core Connections

The commercial core downtown area development plan responds to the previously comprehensive plan objectives. Although the development plan indicates a commercial core, it also indicates that this commercial core extends to, and connects into, the waterfront area. Critically, a number of opportunities exist for being able to provide inter-connection between the commercial core and waterfront area, including establishing or expanding commercial uses within

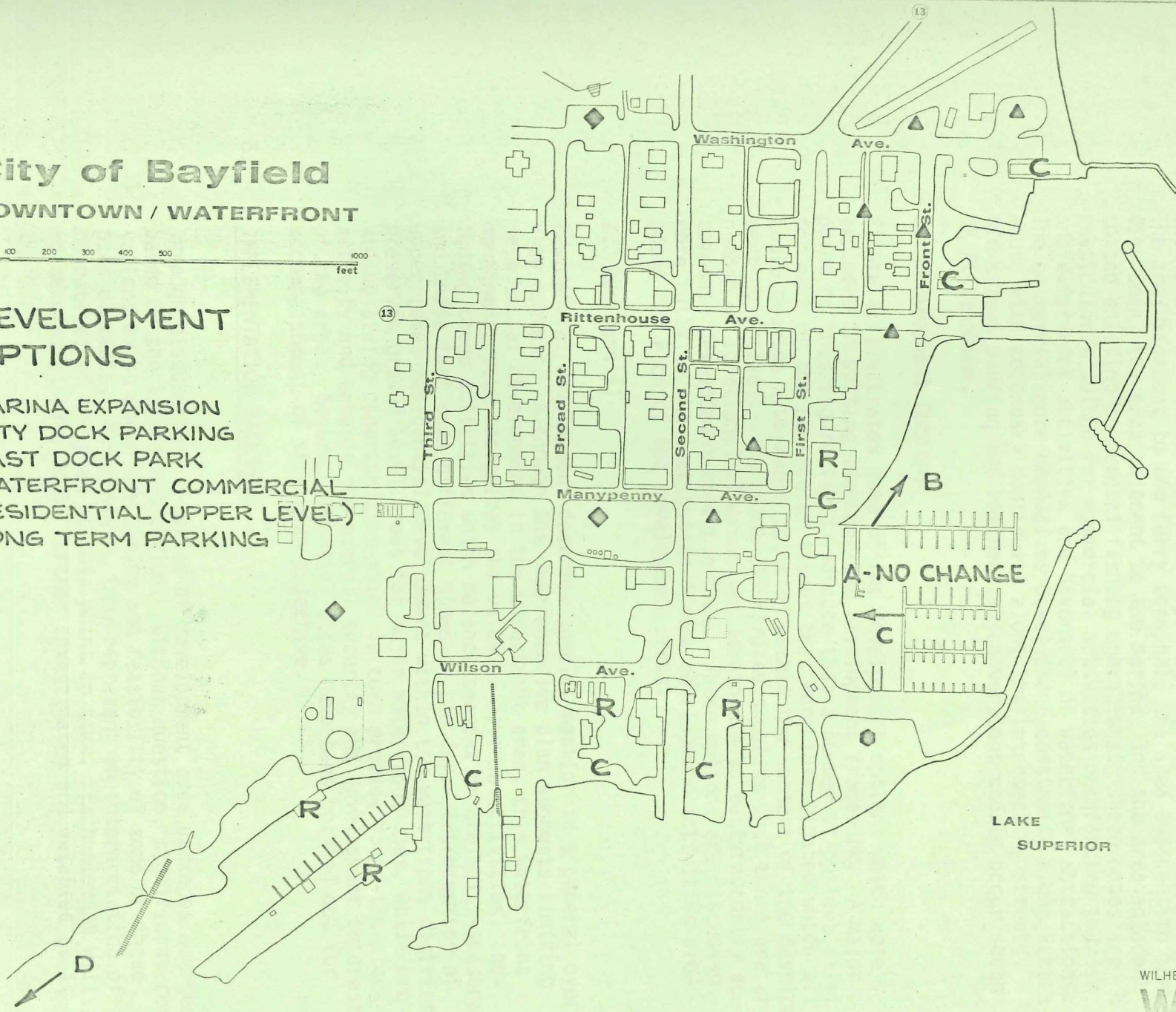


# City of Bayfield DOWNTOWN / WATERFRONT

0 100 200 300 400 500 1000  
Scale feet

## DEVELOPMENT OPTIONS

- A-D MARINA EXPANSION
- ▲ CITY DOCK PARKING
- ◉ EAST DOCK PARK
- C WATERFRONT COMMERCIAL
- R RESIDENTIAL (UPPER LEVEL)
- ◆ LONG TERM PARKING



WILHELM  
**WE**  
ENGINEERING

BRIDGES  
HIGHWAYS  
SOLID WASTE  
BUILDING DESIGN  
TRAFFIC ENGINEERING  
MUNICIPAL ENGINEERING  
STRUCTURAL ENGINEERING  
DOCK & MARINE FACILITIES

FIGURE 6

the waterfront zone. Particularly important areas include: The area adjacent to the ferry terminal, the area adjacent to the City dock, the area adjacent to the marina, and the area adjacent to the existing commercial fishing operations. These nodes are particularly suited for commercial activities reinforcing tourism and waterfront activities and diversity of waterfront attractions. The commercial core emphasizes development continuity along Rittenhouse with secondary continuity along the intersecting streets. Off-street parking and residential conversions should occur south of Rittenhouse.

#### E. Development Options

Figure 6 illustrates some of the development options which were explored in putting together the development framework. A major point of this figure is to indicate that a number of options exist for each of the particular issues that were investigated which all could provide a workable solution within the context of the development objectives. The point illustrated suggests that there are any number of locational alternatives imaginable to satisfactorily accommodate development opportunities. These options are discussed more fully in the examination of the development activities proposed for each of the development areas.

#### F. Residential

Residential development deserves special mention in a general overview context. Although the comprehensive plan suggests limiting residential development in the waterfront area, this waterfront management plan recognizes the value of diverse activities, including those activities which balance seasons or are multi-seasonal and those that span different times of the day. Introduction of upper level residential development within the waterfront district preserves ground level areas for major waterfront uses, while providing living opportunities which in turn provide round-the-clock activity and enhance the overall security and development interest of the area. Several potential sites have been pointed out for accomplishment of this plan objective.

### 6. IMPLEMENTATION PACKAGES

Through discussions, a series of development area packages emerged based on the issues evaluation. Without question, significant reservations exist about the timing and feasibility of some of these plan elements. Nonetheless, they represent an interpretation of the objectives of the plan at this point in time. Each element will, of necessity, need to be further investigated and detailed as it

progresses. Also, it is important that each project area, or system improvement, become an agenda item for an implementing group with the responsibility for pulling together the action necessary to provide improvements. Figure 7 illustrates short term action elements while Figure 8 displays longer term improvement suggestions.

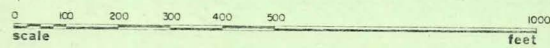
A number of groups presently have responsibility with the major responsibility falling on the Planning Commission and Harbor Commission. However, a number of special groups or subcommittees need to be established to give priority to implementing some of the most important elements. These include:

- 1) Parking Committee
- 2) Troller Committee
- 3) Private Development Group
- 4) Pavillion Improvement Group
- 5) Public Facilities Group

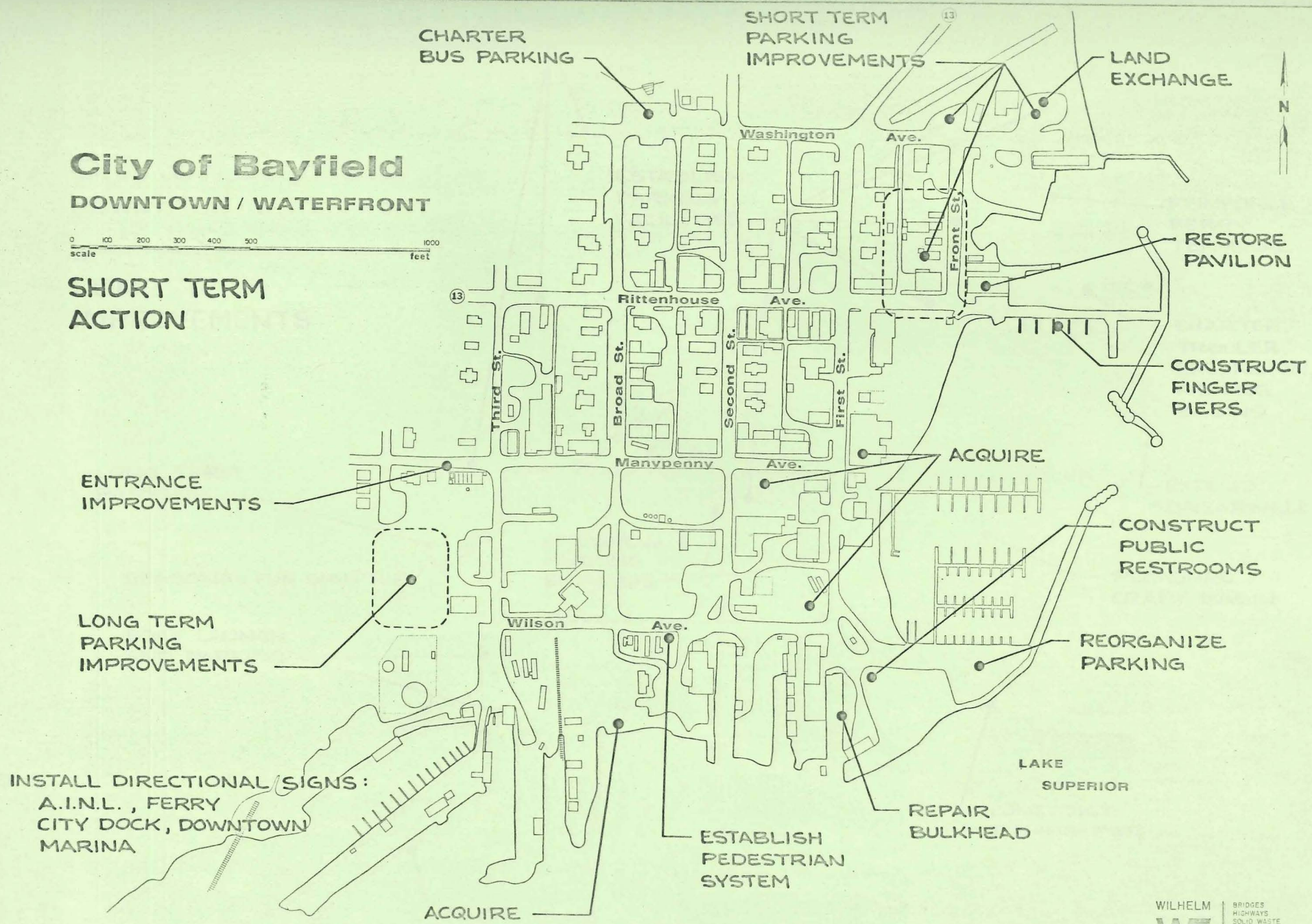
The major emphasis for implementation is focused on general development areas along the waterfront. These areas offer an opportunity to organize



# City of Bayfield DOWNTOWN / WATERFRONT



## SHORT TERM ACTION



WILHELM  
**WE**  
ENGINEERING

BRIDGES  
HIGHWAYS  
SOLID WASTE  
BUILDING DESIGN  
TRAFFIC ENGINEERING  
MUNICIPAL ENGINEERING  
STRUCTURAL ENGINEERING  
DOCK & MARINE FACILITIES

FIGURE 7



# City of Bayfield DOWNTOWN / WATERFRONT

0 100 200 300 400 500 1000  
scale feet

## LONG TERM IMPROVEMENTS

LONG TERM PARKING

SEASONAL FUN SHUTTLE

BOAT LAUNCH AND PARKING

YACHT CLUB EXPANSION

BALANCE AND SIGN TRAFFIC LOADS

ESTABLISH PARKING FACILITIES

COMMERCIAL & PARKING EMPHASIS

REINFORCE FERRY TERMINAL

CHARTER, TROLLER, EXCURSION, FISHING BASINS

EXTEND BREAKWALL

PLEASURE CRAFT BASIN

LAKE SUPERIOR  
CONSTRUCT FISHING PIER



WILHELM  
**WE**  
ENGINEERING

BRIDGES  
HIGHWAYS  
SOLID WASTE  
BUILDING DESIGN  
TRAFFIC ENGINEERING  
MUNICIPAL ENGINEERING  
STRUCTURAL ENGINEERING  
DOCK & MARINE FACILITIES

FIGURE 8



and implement future activities and to develop implementation packages. the following section describes activities to be accomplished for each general waterfront development area.

## A. CITY DOCK

The City Dock is the front porch of the City of Bayfield. It is accessed centrally through Rittenhouse Avenue and, in conjunction with Memorial Park, provides a major focus for tourist entry and interpretation of the City. The purpose of the City Dock area is to provide an attractive entry point for introducing people into Bayfield and to the various activities and facilities that are available. A certain danger or challenge exists in such an approach through the consolidation of a number of activities at a single location creating capacity and congestion problems. It makes it important to carefully evaluate the options, most particularly parking and information, as improvements occur.

### 1. Commercial Boating Focus

The emphasis for City Dock is, over time, to provide a conversion to those boating activities which draw more than one boating party and support the economic vitality of the community. This emphasis gives priority to those professional boatsmen who are able to operate in more restrictive quarters. This would indicate a locational preference for troller fishing, excursion, ferry operations, fishermen operations, and perhaps lake charter and other related tourist attractions. As development occurs in the area, emphasis should be placed on consolidating these visitor generating activities and at a minimum, the promotion and booking of these activities.

### 2. Finger Piers

A first phase improvement could be the construction of finger piers, 40 to 50 feet in length, on the south side of the City Dock, providing ten berths a year for additional troller or commercial fishing uses. The estimated cost of these improvements is estimated at \$65,000. Rentals of \$1000 per slip per year, would provide payback within 10 to 12 years. Another operation would be the condominiumizing of the slips to provide up-front capital and reduce debt financing from the City's standpoint. Different financial arrangements should be investigated as the improvement is advanced. However, the economic feasibility is apparent and it should facilitate this first phase improvement.

### 3. Community Pavillion

A related improvement is the restoration of the pavillion. This building has already found \$7000 in support of the renovation program. The pavillion should be looked on as a community resource, not only available for community events, but serving as an informational center and hub of activity and information for the Community.

Perhaps the Bayfield Chamber of Commerce or a related group could provide and staff an information contact point at the pavillion location.

As with any contact point, supporting commercial becomes an appropriate function which facilitates servicing the public and enhancing the attractability of the area. Located adjacent to gathering points these facilities provide browsing during waiting periods and interest for visitors.

#### 4. Parking

The concentration of visitor arrivals in the City Dock/Memorial Park area requires careful attention to parking policy which will be discussed in overall policy terms later. However, a number of opportunities for providing the parking service for the City Dock area have been investigated. The emphasis should be on short-term high-turn-around parking. Options include expansion of parking on Front Street; expansion of parking on Rittenhouse; revision of Memorial Park and Rittenhouse to add parking; expansion of parking in the rear lot areas between Front Street and First Street; and introduction of parking in the county garage area. These immediate options are indicated on the plan sheet. They require further study and scrutiny, and should match the overall parking plan.

#### B. WASHINGTON AVENUE

The Washington Avenue area offers a great deal of opportunity because of the presently fragmented property ownership, the high usability of the public beach, the potential for restoration of the cooerage, and the construction of public restroom facilities to serve the area. Additionally, the ferryboat operation provides a population base for providing services and goods during the wait times associated with ferry useage. At the same time, a challenge occurs in providing adequate parking to support the ferry operations as well as related commercial and interpretive areas. The City presently owns waterfront property, and property separated from Washington Avenue to the north. In addition, property on the other side of the sluice way is owned by the City and presently used by fishermen for storage of net poles. These poles offer significant flavor to the area as well as service to the fisherman and should not be discouraged or eliminated.

#### C. MARINA AND EAST DOCK PARK

A number of options for marina expansion have been evaluated. Essentially, the City has indicated that significant marina expansion should occur at a location along the lake south of existing City development. Some limited expansion potential for the existing marina does exist while protecting the view from Memorial Park, but capturing additional investment from the protected basin.



Presently, significant parking exists immediately adjacent to the marina. A possibility which would improve marina and waterfront utilization consistent with objectives is a replacement of these parking spaces adjacent to, but away from, the water's edge to provide adequate off-street parking for marina users without eliminating people-oriented waterfront space. Adequate drop-off and pick-up parking and short-term parking would be provided to be able to service the boats and their activities. However, removing parking to the areas back from the waterfront would enhance continuity of waterfront utilization and tie together the marina activities with the East Dock Park.

Rearrangement of the entire First Street area, including its vacation as a street, and including parking in conjunction with the parking surrounding City Hall would provide an ample parking reservoir serving the marina uses, the government boat dock and tourist attraction areas, and the commercial uses of downtown. A number of fragmented uses presently exist, including an island public restroom. Rearrangement of the parking areas and roadways could produce a more unified public space uniting the marina and the East Dock area.

Further, the bulkhead that exists along the East Dock park could provide the opportunity for construction of a limited number of expandable fishing piers. The shoreline is presently under-utilized as a result of the rubble shore protection in that location. Serious re-examination of the priority and arrangement of uses in the area could greatly enhance its utilization and provide access for area residents, visitors, and marina users alike.

#### D. PUBLIC NODES

The waterfront development plan contemplates a series of nodes to emphasize public use and enjoyment of the diverse activities located along and adjacent to the waterfront. These locations include Washington Beach and ferry terminal, City Dock and Memorial Park, marina and East Dock Park, and boat launch and Broad Street beach. Since these major access nodes provide public utilization potential for waterfront activities, they would be appropriate locations to provide interpretive and supporting facilities. It would be appropriate, for example, to provide an information board at each of the locations indicating the attractions along the waterfront and the connecting pedestrian trails. This approach would facilitate movement along the waterfront and enjoyment of Bayfield activities without utilizing automobile transportation.

Each of the locations could also provide for public restroom facilities in conjunction with other uses in the area. For example, the pavillion restoration could include public restroom facilities to serve Memorial Park and City Dock. Additional facilities could be integrated at the

marina in conjunction with marina expansion, City Hall or the old DNR proposed National Park Service building upgrading. Similarly, the DNR building at the boat launch could be expanded or modified to enable public restroom utilization in support of the waterfront area.

E. PARKING

The parking needs of the community must be examined in a realistic manner. A number of proposals have been advanced to promote remote parking and shuttling visitors to and from the area. Since most visitors arrive by private automobile, and are not familiar with the area, it is important to attract them to central focal points in the community. In order to do this, adequate parking must be provided and ultimately managed in a fashion which supports providing only short-term parking adjacent to the waterfront area, and preserving this area for immediate high impact use and public activities. Adequate parking away from the waterfront then must be provided as a replacement response. One method for enforcing only short term utilization of high value waterfront spaces is to provide a charge which would also be used to finance other parking improvements and encourage longer term parking to occur away from high activity centers.

An overall parking program for the area would have a number of key ingredients:

- 1) A parking authority or management group should be established. This group would have the responsibility for debating and adopting parking policies in establishing locations and mechanisms for implementing parking improvements.
- 2) An overall parking system needs to be established. The central premise is that all of the parking needs to work to support each of the uses of the downtown area, rather than each use having to provide its own parking. The system would determine where short term and long term parking areas would be established and appropriate mechanisms put in place to assure achievement.
- 3) Locational options need to be evaluated. The plan has indicated a number of places where parking facilities could be constructed. These locations have different physical and neighborhood implications. Within the context of short term parking being adjacent to the waterfront and long term parking being away from the waterfront it is possible to expand short term parking, particularly in the City Dock area, to facilitate information exchange for waterfront and tourist activities.



- 4) Distinguish between long and short term parking. It is important to recognize the needs of visitors and residents alike. However, the short term spaces should be at locations which are heavily traveled and which are in areas wanting to be protected for other purposes. Short term parking should carry with it some sort of fee to encourage its frequent turnover. Logical locations for short term parking are adjacent to the marina, adjacent to the City Dock, and adjacent to the waterfront.
- 5) Establish long term parking areas. The overall parking system recognizes the different types of parking. Due to the nature of the area, several visitors store their automobiles for significant periods of time. Presently no specifically designated place provides for this important need. If a long term parking area were established with perhaps lighting and protection of some sort, this might be an inducement, (along with the prohibition of long term parking adjacent to the waterfront) for its utilization, thus freeing up key waterfront spaces. It is also possible that through some unique transportation connections these areas could serve as mid-range parking reservoirs as well. Such connections could be one-way bicycle rentals, pedi cabs, horse-drawn carriages, etc.. The inducement is to create an amusement-ride approach to moving people between the remote parking areas adjacent to downtown within the abandoned Chicago & Northwestern Railroad right-of-way and other activities within the waterfront.
- 6) Establish fees for short term waterfront parking.

## 7. ESTABLISHING COMMITMENTS AND RESPONSIBILITIES

It has been pointed out a number of times that the plan is a beginning point, a framework by which to develop more detailed information, assign responsibilities, establish timetables, determine financing, and to actually implement improvements. The next steps in the planning process include beginning to make those assignments.

### A. Project Development Process

An example of how this might work is in the situation of the community center or pavillion. A first step would be to describe the types of functions which will be provided by this facility. As has been mentioned, the building could provide for not only community functions, but could be a main information source containing tickets for attractions, retail uses, public restroom facilities, etc..

The second step would be to establish a group responsible for securing and operating the various functions to be provided in the building, determining the feasibility for its restoration, and establishing financing and timetables.

A third step would be to evaluate the building condition and the alternates for restoring or reconstructing the building.

A fourth step would be to develop a staging plan for construction or restoration which includes construction estimates and financing.

The matter of financing has a number of options which would be explored by the group responsible. A series of activities could be incorporated which would be revenue raising events. A grant application could be filed to secure funding from other sources. Contributions could be solicited from local people, visitors to the area, and supporting corporations. It is also possible that the building could be sold to a private group to utilize investment credit write-offs for historical building restoration and then lease it back to the City. The point is, again, that a number of options do exist and need to be evaluated and detailed as projects move along. The important element is establishing the responsibility for those investigations.

#### B. Coordinating Resources

A number of special topics and development packages have been identified. A long range development framework has been suggested as well. Again, the emphasis is on protecting and enhancing the diversity and attractiveness of the waterfront. These activities are to provide clearer utilization for minimal resources and investments while protecting the image and quality of the area. Much of the discussion has focused on short-term implementation projects. Long term and cohesive planning and evaluation are required as well because of the highly intricate nature of the area. It is possible to establish a number of techniques to achieve the plan. For example, it might be possible to establish a development district which would provide as a central funding source, establishing user fees for a number of activities which then can be re-distributed on a project priority basis. A development district could also consider other fund raising and administrative mechanisms necessary to implement plan activities. It could serve as the overall coordinating responsibility providing access to financial resources not available through traditional means.

Regardless of the direction of the course of future events, the need for a balanced development approach and the pressing requirement to maximize limited resources demands a cohesive and energetic management implementation program.



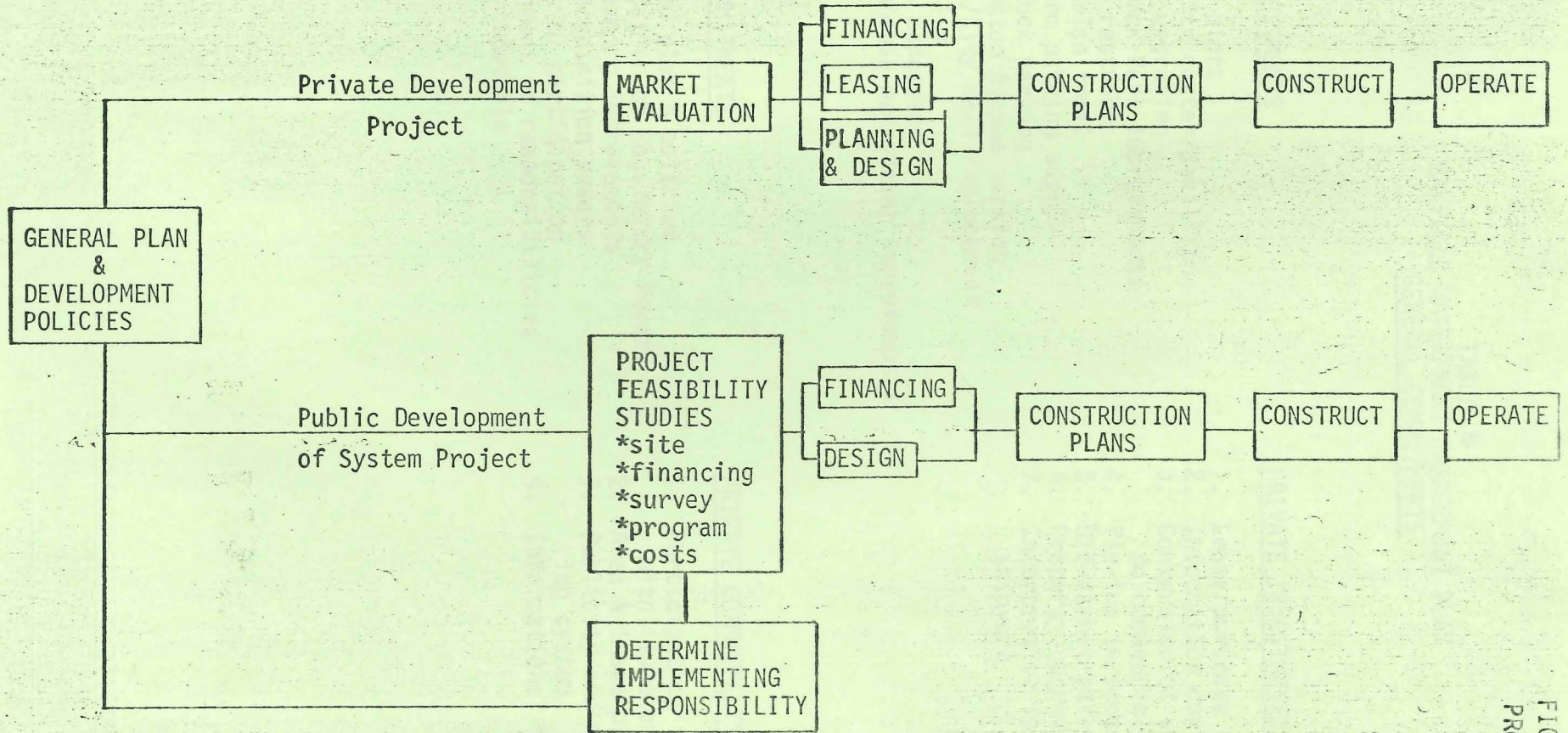


FIGURE 9  
PROJECT DEVELOPMENT PROCESS

TABLE 5  
BAYFIELD WATERFRONT MANAGEMENT PLAN  
GENERAL COMMITMENTS

PUBLIC INVESTMENTS

1. Finger piers
2. Community center/pavillion
3. Street upgrading
4. East Dock Park improvements
5. Public restrooms
6. Pedestrian trail
7. Mid term parking supply
8. City dock parking
9. Washington Avenue parking
10. Marina/City Hall replacement parking
11. Marina expansion
12. Rittenhouse pedestrian improvements

PRIVATE INVESTMENTS

1. Lease/purchase of slips/piers
2. Information center & related retail
3. Conversion of existing residential to commercial
4. Tie-ins to pedestrian system
5. Off-street parking system
6. Property upgrading & maintenance
7. Interpretive facilities - cooperage, shipyard

PUBLIC COMMITMENTS

1. Adopted plan & policies
2. Application of Regulatory Powers
3. Programming Improvements
4. Land acquisition powers
5. Financial participation
6. Assignment of responsibilities and timetable

PRIVATE COMMITMENTS

1. Participation in groups charged with implementation
2. Area & image promotion
3. Publicity and management of parking system
4. Informational signing





COST ESTIMATE FORM

Project Bayfield Waterfront Management Plan Estimate by JAS Date 6/4/81

Remarks Budget Estimate - Washington Avenue Beach Checked by \_\_\_\_\_ Date \_\_\_\_\_

Item No.	Item Name or Description	Unit Name	Number of Units	Unit Cost	Item Cost	Total Amount
----------	--------------------------	-----------	-----------------	-----------	-----------	--------------

1	Earthwork - Import fill, place & shape	Cu.Yd.	1,800	\$ 6	\$10,800	
2	Salvage topsoil, seed, fertilize, mulch	Sq.Yd.	2,600	1	2,600	
3	Sidewalk	Lin.Ft.	450	5	2,250	
4	Toilet building & equipment	Ea.	1	5000	5,000	
5	Small shrubs	Ea.	40	30	1,200	
6	Large shrubs	Ea.	8	75	600	
7	Small trees (3")	Ea.	6	150	900	
8	Parking lot	Space	15	2000	30,000	
9	2" sewage force main	Lin.Ft.	350	5	1,750	
10	1" water service	Lin.Ft.	350	5	1,750	
11	Grinder pump	Ea.	1	3000	3,000	
	Construction Cost					\$59,850
	Engineering		10%			6,000
	Total Cost					\$65,850

NOTE: Land acquisition cost not estimated





## BIBLIOGRAPHY

- "Apostle Islands National Lakeshore Area Transportation Plan", 1977, Barton-Aschman Associates, Inc. with the assistance of Wilhelm Engineering Company, Inc., and Sigurd Olson Institute for Environmental Studies.
- "Apostle Islands National Lakeshore/Wisconsin Master Plan", 1971, United States Department of the Interior/National Park Service.
- "Apostle Islands National Lakeshore/Wisconsin Environmental Assessment", 1978, United States Department of the Interior/National Park Service.
- "Bayfield, Wisconsin Comprehensive Plan", 1971, Northwest Wisconsin Regional Planning and Development Commission.
- "Benefit Analyses For Small Craft Navigation Harbors in Minnesota, Wisconsin, and Michigan", 1977, Weston Environmental Consultants-Designers.
- "Blueprint For Bayfield ", 1969, Department of Landscape Architecture and the Environmental Awareness Center, School of Natural Resources, College of Agricultural and Life Sciences, The University of Wisconsin - Madison.
- "Blueprint For Bayfield - 2", 1972?, Department of Landscape Architecture and the Environmental Awareness Center, School of Natural Resources, College of Agricultural and Life Sciences, The University of Wisconsin -Madison.
- "Impact Analysis of Alternatives for Economic Management of the Area Perimeter to the Apostle Islands National Lakeshore, Wisconsin", 1978, Lorimer Associates, Inc.,/Beck and Associates.
- "City of Bayfield Comprehensive Development Plan", 1979, Northwest Regional Planning Commission.