

LAKEFRONT DEVELOPMENT ADVISORY COMMISSION

The Lakefront Task Force (LFTF) recommends that the City of Milwaukee participate in the **Lakefront Development Advisory Commission (LDAC)**.

The Lakefront Task Force. The Lakefront Task Force was created by Milwaukee County Board resolution, with the intent to develop "a vision for the lakefront as well as an ongoing method and a set of standards for evaluating and measuring proposed lakefront developments" (File No. 03-360). The County, the City and the State appointed representatives to the task force. The city's representatives to the Task Force played an active role in developing its recommendations. The President of the Common Council appointed Alderman Willie Hines and Alderman Michael Murphy to the taskforce. The Mayor appointed Tina Chang of the Harbor Commission and the Commissioner of DCD. Michael Maierle of the Department of City Development served as the Commissioner's alternate. Attorney William H. Lynch served as Alderman Hine's alternate. Michael Maierle served as chair of the Taskforce's criteria subcommittee and William Lynch chaired the Taskforce's methods subcommittee.

A permanent Lakefront Development Advisory Commission. The Lakefront Task Force issued a report that is attached recommending the formation of a permanent Lakefront Development Advisory Commission (LDAC) with government and citizen representatives from Milwaukee County, the City of Milwaukee and the State.

Commission Purpose. The Lakefront Development Advisory Commission will apply agreed-upon criteria to lakefront development proposals. In applying the criteria recommended by the Lakefront Taskforce, the Lakefront Commission will make **nonbinding** recommendations to the County, City and/or State respecting whether a development proposal should be approved.

Additional functions. Additional functions of the Commission will include:

- (a) providing early and timely information to proposers for new development;
- (b) being a one-stop source of information related to development on the lakefront;
- (c) accommodating public knowledge of and input on proposals;
- (d) determining the facts respecting proposals and their consistency with the vision for the lakefront;
- (e) reducing duplication of efforts of varied governmental agencies;

- (f) providing proposers of development with a forum to discuss a proposal with all relevant government units at the same time; and
- (g) providing responses on a project's appropriateness for the lakefront in a more timely manner.

Commission Composition. The Commission will have eight government officials and employees on it who represent Milwaukee County, the City of Milwaukee, and the State of Wisconsin. It will also have nine members of the public. Except for three additional members of the public, the attached report of the Methods Subcommittee lists the members and by whom they are to be appointed. To provide representation for the County's entire lakefront three additional members of the public will be added as explained below. The Commission will have 17 members, eight of whom will be government officials and employees and nine of whom will be members of the public.

County approves LDAC and expands area to entire County Lakefront. On May 27th, 2004 the Milwaukee County Board approved a resolution setting up the Lakefront Development Advisory Commission. The County adopted the recommendations of the Lakefront Task Force, but it also expanded the area affected. The Task Force had considered the Lakefront from the Linnwood Water Purification Plant on the north to Bruce Street extended (The mouth of the Milwaukee River) on the south. The County Board extended the Lakefront area to which development proposals are to be submitted to the LDAC to all of Milwaukee County's Lakefront.

Three positions added to Commission. The Taskforce had recommended eight government members, including an alderman appointed by the President of the Common Council and the chairman of the Harbor Commission or designee and the commissioner of the Department of City Development or designee appointed by the Mayor. The Taskforce recommended six members of the public. The County added three more members of the public to the Commission. Instead of one citizen member appointed by the Mayor of Milwaukee, two will be appointed, one city resident from north of the east-west freeway I-794 and I-94 and one from the south. In addition the Intergovernmental Cooperation Council will appoint two Milwaukee County suburban residents, one north and one south of the east-west freeway.

Criteria for added areas. Because the Taskforce developed criteria with only the downtown lakefront in mind the County provided for the Commission to develop additional criteria for the added lakefront areas. While respecting the recommended criteria for the lakefront from Bruce Street north to the Linnwood Water Purification Plant, the Commission will develop additional criteria for the Lakefront to the north and to the south.



Lakefront Task Force

Thursday, May 20, 2004

Purpose:

To establish the

Lakefront Development Advisory Commission

Final Report

LAKEFRONT TASK FORCE

Final Report

Thursday, May 20, 2004

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LAKEFRONT TASK FORCE

Executive Summary

The Lakefront Task Force (LTF) was created, by Milwaukee County Board resolution, with the intent to develop "a vision for the lakefront as well as an ongoing method and a set of standards for evaluating and measuring proposed lakefront developments" (File No. 03-360).

The mission of the LTF is to:

- Develop a vision for Milwaukee's lakefront.
- Develop ongoing methods for evaluating new proposals for developments on the lakefront.
- Develop standards and criteria to be utilized in evaluating new proposals for lakefront development.
- Develop strategies for ensuring sufficient public comment and participation in decision-making regarding lakefront development proposals.

The LTF consisted of the following 15 representatives and 2 staff members. Each task force member represented their respective interest group in order to justly characterize Milwaukee's lakefront development interests.

REPRESENTATIVES

- Shelia Aldrich, Milwaukee County Board of Supervisor
- Sue Black, Milwaukee County Park System Director
- Lynn Broaddus, Friends of Milwaukee's Rivers
- Gerry Broderick, Milwaukee County Board of Supervisors
- Tina Chang, Harbor Commission
- Willie Hines, Milwaukee Common Council
- William Lynch, Alternate to Mr. Hines, Milwaukee Common Council
- Gloria McCutcheon, Wisconsin DNR
- Michael Murphy, Common Council
- Julie Penman, Commissioner, City of Milwaukee
- Michael Maierle, Alternate to City of Milwaukee Commissioner
- John Hyslop, Alternate to City of Milwaukee Commissioner
- Betty Quadracci, Greater Milwaukee Committee
- Charlie Kamps, Alternate to Ms. Quadracci, Greater Milwaukee Council
- John Roethle, Citizen
- Laura Schuett (Chairman), Citizen

STAFF

- Glenn Bultman (Staff), Milwaukee County Board Research Analyst
- Julie Esch (Staff), Milwaukee County Board Research Analyst

Through oversight of the LTF, two subcommittees were established to develop standards for evaluating and measuring proposed developments along Milwaukee's lakeshore. Each subcommittee had different tasks to achieve the mission. The Methods Subcommittee was formed to develop the guidelines by which a Lakefront Development Advisory Commission (LDAC) would

be created to oversee new lakefront developments. The Criteria Subcommittee's task is to establish goals and objectives by which the LDAC would adhere to in the implementation of new and existing developments and activities.

METHODS SUBCOMMITTEE

Final implementation findings and recommendations

A. Establish a permanent Lakefront Development Advisory Commission to apply agreed upon criteria to lakefront development proposals.

1. Applying the criteria recommended by the lakefront Taskforce, the Lakefront Commission will make nonbinding recommendations to the County, City and/or State respecting whether a development proposal should be approved.
2. Additional functions of the Commission:
 - a. Provide early and timely information to proposers for new development
 - b. Be a one stop source of information related to development on the lakefront
 - c. Accommodate public knowledge of and input on proposals
 - d. Determine the facts respecting proposals and their consistency with the vision for the lakefront.
 - e. Reduce duplication of efforts of varied governmental agencies.
 - f. Provide proposers of development with a forum to discuss a proposal with all relevant government units at the same time.
 - g. Provide responses on a project's appropriateness for the lakefront in a more timely manner.
3. Commission composition:
 - a. There should be government officials and employees on the Commission who represent Milwaukee County, the City of Milwaukee, the State of Wisconsin and also members of the public.
 - b. Eight government members:
 1. To be appointed by the Milwaukee County Executive, the Head of the County Parks Department or designee.
 2. To be appointed by the Milwaukee County Board Chair, the Chairman of the Parks, Energy and Environment Committee and one other member of the Milwaukee County Board of Supervisors.
 4. To be appointed by the Mayor of Milwaukee, the chairman of the Milwaukee Harbor Commission, or designee, and the commissioner of the Department of City Development or designee.
 5. To be appointed by the President of the Milwaukee Common Council, an alderperson.
 6. To be appointed by the Governor, a representative of the Department of Natural Resources and one other State government representative.

- a. Six Members of the public:
 1. To be appointed by the Milwaukee County Executive, a Milwaukee County resident from the business community and two additional Milwaukee County residents.
 2. To be appointed by the Milwaukee County Board Chair, two Milwaukee County residents from the conservation community.
 3. To be appointed by the Mayor of Milwaukee, a Milwaukee County resident.
 - b. Appointments to the commission should be for terms of at least two years.
 - c. The terms of members should be staggered.
 - d. Members should continue to serve until a successor is appointed.
 - e. Appointing authorities are encouraged to select the public appointees through an application process.
7. All proposals for new development at the lakefront should be required by the City, County and State to be submitted to the Commission before any action is taken on them by the City, County or State or any other governmental body.

B. Lakefront Development Advisory Commission procedures and support.

1. The Commission should establish an application procedure which:
 - a. Notifies applicants of the criteria are for obtaining a favorable Commission recommendation respecting the proposed site within the Lakefront area and what procedures must be followed and approvals obtained after the Commission acts.
 - b. Provides a listing or checklist of what information and documentation should be submitted to the Commission for its consideration.
2. The Commission should consider providing for quarterly submission of proposals. This might improve the flow of the Commission's work and result in more consideration of the relationship of proposals to each other. Based on special circumstances shown by the applicant, the chair, at his or her discretion, may provide for expedited consideration.
3. The Commission should seek information necessary to give full and fair consideration to all proposals not only from the proponents of the development, but also from all relevant sources.

4. Each of the jurisdictions, that is, the County, City and State, should agree to cooperate with the Commission and the process by which it seeks information about proposals and the issues presented by them.
5. The County, City and State should pledge to work together to provide the Commission with adequate staff and facilities to accomplish its role.
6. In order to accommodate consideration of its recommendations the Commission should issue a report that provides the bases for its recommendation. This report should include the Commission's understanding of the facts and record the vote of each member on the recommendation.
7. The Commission should act on proposals within 90 days of submission to the Commission of the information necessary to give the proposal full and fair consideration.
8. If there are significant changes in the project, such as in its scale, site, design or its programs and activities, the project must be resubmitted to the Commission for consideration of revisions of its recommendation.

C. Public input and involvement.

1. The Commission should adopt procedures that will assure timely and effective input by the public.
2. The public should be provided with all of the information submitted to the Commission. Written materials should be made available for review and copying and to the extent feasible should be posted on a website. Project displays should be available days and evenings and weekends.
3. Hearings. The Commission should provide a hearing after the public has had a full opportunity to obtain and review the material the Commission will consider when reviewing the proposal. Members of the public should be able to submit written and oral comments to the Commissioners at the hearing. Hearings should be held at times and locations which will accommodate the participation of people employed during the work day. Time should be provided for submission of additional written comments after the hearing. The comments submitted after the hearing should be made available to the public. Hearings should be held before the Commission's deliberations on the proposal in order for the comments and written submissions of the public to be fully examined and considered. Where appropriate the Commission's hearing might be combined with another public hearing related to the project.

CRITERIA SUBCOMMITTEE

Final findings and recommendations

The Lakefront Task Force envisions a lakefront that reflects the following principles:

- Conform with current laws and regulations and respect adopted plans
- Encourage active and passive recreation, consistent with, but not limited to, existing uses
- Preserve and protect the scenic and natural beauty of the lakefront
- Provide access throughout the lakefront and especially to the water's edge by all Milwaukee County residents and visitors
- Recognize the unique opportunities of different parts of the lakefront and allow only projects that must be at the lakefront.

The "Lakefront" as used here refers to the Taskforce's study area, i.e. "that portion of the lakefront and all contiguous parklands bounded on the north by the Linnwood Water Purification Plant and on the south to Bruce Street, extended east to Lake Michigan." Bruce Street, an East-West street, aligns with the mouth of the Milwaukee River.

The following goals, objectives, and criteria are organized around the above principles.

Principle 1: Conform with current laws and regulations and respect adopted plans

The task force feels that to successfully guide decisions regarding the lakefront, the following must be understood and considered. The taskforce acknowledges that these documents could change over time. Refer to page 10 for a listing of sources.

Criteria: How does the proposal conform to each of the following?

- 1.1. Goal: Conform to "A Plan for Milwaukee's Lakefront Plan"
- 1.2. Goal: Conform to "McKinley Park Plan"
- 1.3. Goal: Conform to "The Public Trust Doctrine"
 - 1.3.1. Objective: Conform to "DNR maps of deed restrictions"
- 1.4. Goal: Conform to "City of Milwaukee Zoning Ordinance"
- 1.5. Goal: Conform to State and County deed restrictions
- 1.6. Goal: Conform to "Aquatic Plant Management Plan for McKinley and Surrounding areas including the basin at Milwaukee Lakeshore State Park"

Principle 2: Encourage active and passive recreation, consistent with, but not limited to, existing uses

Criteria: How does the proposal encourage each of the following?

- 2.1. Goal: Encourage water-related recreational activities
 - 2.1.1. Fishing
 - 2.1.2. Boating
 - 2.1.3. Swimming
 - 2.1.4. Windsurfing/sailboarding/surfing
- 2.2. Goal: Encourage organized recreational activities
 - 2.2.1. Formally programmed activities
 - 2.2.2. Special events
- 2.3. Goal: Encourage unorganized recreational activities
 - 2.3.1. Kite flying
 - 2.3.2. Sun bathing
 - 2.3.3. Picnicking
 - 2.3.4. In-line skating
 - 2.3.5. Jogging/running/power walking
 - 2.3.6. Biking
 - 2.3.7. Playground playing
 - 2.3.8. Tennis
- 2.4. Goal: Encourage non-activities
 - 2.4.1. Strolling
 - 2.4.2. Appreciating nature
 - 2.4.3. Moon gazing
 - 2.4.4. Handholding
 - 2.4.5. Writing and studying
 - 2.4.6. Sitting around
 - 2.4.7. Socializing
 - 2.4.8. Contemplating
 - 2.4.9. People watching
 - 2.4.10. Doing nothing at all

Principle 3: Preserve and protect the scenic and natural beauty of the lakefront.

Criteria: How does the proposal accomplish each of the following?

- 3.1. Goal: Assure that any buildings that are built, rehabilitated or replaced are designed to high quality standards
- 3.2. Goal: Assure that any buildings that are built, rehabilitated or replaced are designed to maintain vistas and site lines of the lake
- 3.3. Goal: Discourage large surface parking lots
- 3.4. Goal: Maintain high quality grounds maintenance
- 3.5. Goal: Encourage high quality landscaping
- 3.6. Goal: Encourage preservation and creation of natural areas
- 3.7. Goal: Encourage practices that promote clean water
- 3.8. Goal: Discourage air pollution
- 3.9. Goal: Discourage noise pollution

- 3.10. Goal: Discourage increased traffic congestion
 - 3.10.1. Criterion: What will the impact of the development be on parking needs and traffic and pedestrian flow?
- 3.11. Goal: Discourage litter

Principle 4: Provide access throughout the lakefront and especially to the water's edge by all Milwaukee County residents and visitors.

Criteria: How does the project provide access to each of the following?

- 4.1. Goal: Walkers
- 4.2. Goal: Bikers
- 4.3. Goal: Public transit users
- 4.4. Goal: Persons with disabilities
- 4.5. Goal: Persons in or on motor vehicles
- 4.6. Goal: Persons with boats or other flotation devices
- 4.7. Goal: Persons who need bathrooms, changing rooms, showers, lockers
- 4.8. Goal: Persons who need to rent recreational equipment
- 4.9. Goal: Persons who need to buy something to eat and drink
 - 4.9.1. Criterion: See Table 1 in "A Plan for Milwaukee's Lakefront" for possible food service facilities
- 4.10. Goal: Persons in casual or sport clothing
 - 4.10.1. Criterion: Can people enter areas and facilities in typical lakefront or sport attire?
- 4.11. Goal: Persons of all socio-economic and cultural groups and preferences
- 4.12. Goal: Milwaukee County residents
- 4.13. Goal: Visitors to Milwaukee
- 4.14. Goal: Those who travel by wing, fin, or on all four legs

Principle 5: Recognize the unique opportunities of different parts of the lakefront and allow only projects that must be at the lakefront.

- 5.1. Goal: Budget the allocation of lakefront lands carefully because there is only a fixed amount of it
 - 5.1.1. Criterion: How much land is required?
 - 5.1.2. Criterion: How much shoreline?
 - 5.1.3. Criterion: What is there now?
- 5.2. Goal: Preserve our Lake Michigan heritage and leave a legacy for the future.
 - 5.2.1. Criterion: How does the proposal convey our Great Lakes history
 - 5.2.2. Criterion: How does the proposal serve future generations?
- 5.3. Goal: Preserve the traditional open space and recreational role of parkland
 - 5.3.1. Criterion: Will the project protect low-intensity areas from overuse?
- 5.4. Goal: Direct more intensive facilities to parts of the lakefront that are already developed such as Municipal Pier and the Maier festival grounds
 - 5.4.1. Criterion: What is the land used for now?

- 5.5. Goal: Only approve developments at the lakefront that must be at the lakefront to achieve their purpose
 - 5.5.1. Criterion: Could the project be located elsewhere? Why must the project be located at the lakefront?
- 5.6. Goal: Preserve and promote space for temporary uses
 - 5.6.1. Criterion: How long will the use be in place?
 - 5.6.2. Criterion: What impact will the project have on the availability of space for temporary uses?
- 5.7. Goal: Any buildings or structures should be evaluated with the long view in mind
 - 5.7.1. Criterion: What happens when the current proposed water-related activity ends?
 - 5.7.2. Criterion: What happens when this or nearby facilities need to expand?
 - 5.7.3. Criterion: How well will this proposal serve the vision for Milwaukee's lakefront when another facility is proposed nearby?
 - 5.7.4. Criterion: Does the proposal have a viable business plan?
 - 5.7.5. Criterion: Does the sponsoring organization have adequate resources?
 - 5.7.6. Criterion: Will the project require future public investment?
- 5.8. Assure that new facilities complement existing facilities
 - 5.8.1. Criterion: Does the proposal complement existing facilities?

LAKEFRONT TASKFORCE

Source List
(refer to page 6)

A Plan for Milwaukee's Lakefront Plan

Department of City Development. (1992). A plan for milwaukee's lakefront. Milwaukee, WI

McKinley Park Plan

Baird & Associates. (1994). McKinley marina breakwater and dockage, proposal for services. (Prepared for Milwaukee County Department of Public Works).

The Public Trust Doctrine

Wisconsin Trust Doctrine. [On-line]. Available:
<http://dnr.wi.gov/org/water/wm/dsfm/shore/doctrine.htm>

Wisconsin Department of Natural Resources Chapters 30 and 31. [On-line]. Available:
<http://dnr.wi.gov/org/water/fhp/waterway/index.shtml>

Wisconsin Public Trust and Northwest Ordinance. [On-line]. Available:
http://dnr.wi.gov/org/water/fhp/handbook/PDFs/chap_10.pdf

Water Law Cases. [On-line]. Available:
<http://dnr.wi.gov/org/water/fhp/handbook/appendices/appendix1.html>

Conform to DNR maps of deed restrictions

Wisconsin Department of Natural Resources and City of Milwaukee Department of Development. (1993). Lakebed grant mapping.

State and County deed restrictions

Wisconsin Department of Natural Resources and City of Milwaukee Department of Development. (1993). Lakebed grant mapping.

Aquatic Plant Management Plan for McKinley and surrounding area including the basin at Milwaukee Lakeshore State Park

Milwaukee County Parks. (2002). Aquatic plan management plan for mckinley marina and southshore and bender parks. Wauwatosa, WI.

Lakefront Taskforce Resolution Placeholder