# CITY OF TWO RIVERS

## *Fisher-Hamilton Site Redevelopment Strategy + Waterfront Access Concept*

*Two Rivers, Wisconsin*
*31 August 2016*

## ACKNOWLEDGEMENTS

This planning effort, as well as the efforts it builds upon, are the direct result of the hard work and commitment of many individuals; we wish to acknowledge and extend our appreciation to everyone who contributed to this collective effort. It is our sincere hope that this document will serve to guide the ongoing efforts of the City of Two Rivers as they strive to improve their city, enhance connections to and enjoyment of their natural resources, and raise the quality of life for their citizens.

Very special thanks to the following organizations for their leadership, cooperation, and financial contributions:

*Funded by the Wisconsin Coastal Management Program and the National Oceanic and Atmospheric Administration, Office of Ocean and Coastal Resource Management under the Coastal Zone Management Act, Grant # NA15NOS4190094.*

*Plan prepared for:*
The City of Two Rivers • 1717 East Park Street • Two Rivers, Wisconsin 54241 • www.two-rivers.org

*Plan prepared by:*
SmithGroupJJR • 44 East Mifflin Street, Suite 500 • Madison, Wisconsin 53703 • (608) 251-1177 • www.smithgroupjjr.com
Foth • 5117 West Terrace Drive, Suite 401 • Madison, Wisconsin 53718 • (608)-242-5900 • www.foth.com

*Note: All photographs and graphics are credited to SmithGroupJJR unless otherwise noted.*

# TABLE OF CONTENTS

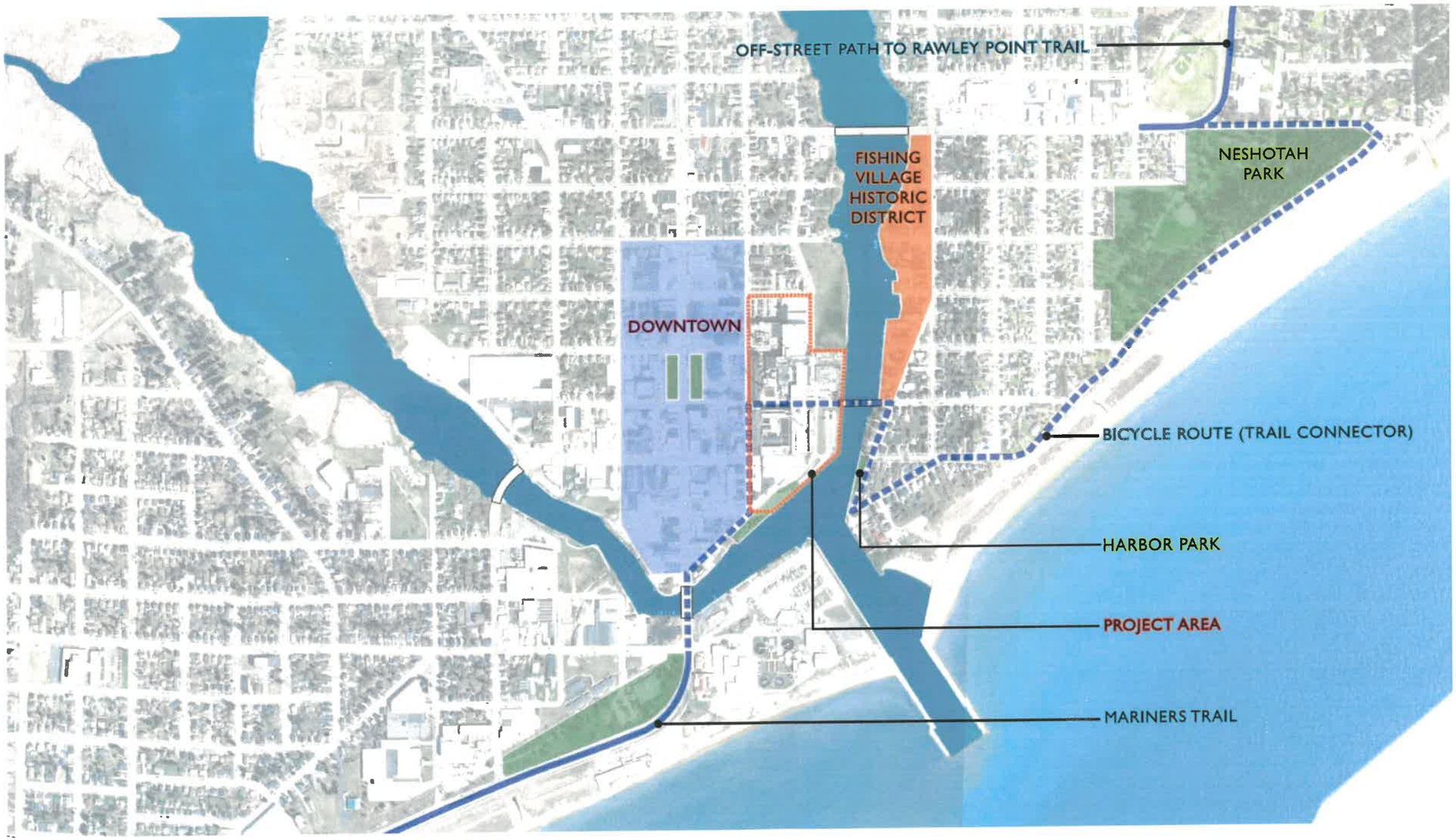



*figure 1.1: Project Context.*

This study examines the Fisher-Hamilton site, which is located on the west bank of the East Twin River in downtown Two Rivers, and the potential for a transient boater facility development along the riverfront. The study area stretches from Jefferson Street to the East Twin River, and from 16th Street north to 19th Street; it straddles a critical transition zone which connects the downtown business district to the harbor and riverfront. As the former home of the Fisher-Hamilton industrial complex, the site housed more than 50 interconnected structures, built over the course of one hundred years, from the 1880's to the 1980's. The network of structures, which contained approximately 1.2 million square feet of factory and office space, was closed in September of 2012. In 2015, Thermo-Fisher Scientific (the property owners) completed demolition of the idle facility – all structures on the property were properly abated and razed, and the site was graded and seeded, leaving a vast vacant parcel with the potential for future redevelopment. The City of Two Rivers has secured two Coastal Management fund grants; these grants have supported the ongoing effort to guide the redevelopment of the Fisher-Hamilton site, and they have funded a schematic design effort for a future transient marina facility near the confluence of the East and West Twin Rivers. Both of these efforts are presented herein.

The Fisher-Hamilton Site Redevelopment Strategy + Waterfront Access Concept, serves as a supplement to the City of Two Rivers' Harbor Master Plan (2013) and 20-Year Comprehensive Plan (2010); its purpose is to guide redevelopment and ensure high quality public access to the waterfront in the vicinity of the city's Harbor and near the confluence of the West and East Twin Rivers. Previous planning efforts were undertaken prior to the demolition of the Fisher-Hamilton complex, and in the context of ongoing improvements in the city's harbor, including seawall reconstruction, upland park, and transient mooring improvements at nearby Harbor Park, located immediately east of the project site on the east bank of the East Twin River.

The Harbor Master Plan called for the development of a transient marina at the confluence of the East and West Twin Rivers, thereby improving waterfront facilities and public access to the harbor. This plan leveraged necessary storm surge mitigation strategies to create suitable conditions for a public marina. However, because these mitigation and shoreline protection improvements are tied to wider funding cycles and longer planning and design timelines, a more immediate solution was required to leverage the opportunity presented by the Fisher-Hamilton site. Thus in lieu of the solution illustrated in figures 1.3 and 1.4, this study suggests how portions of the Fisher-Hamilton site may be allocated for public use and waterfront access, making transient dockage possible without relying on a significant modifications to the harbor entrance channel or associated breakwaters.

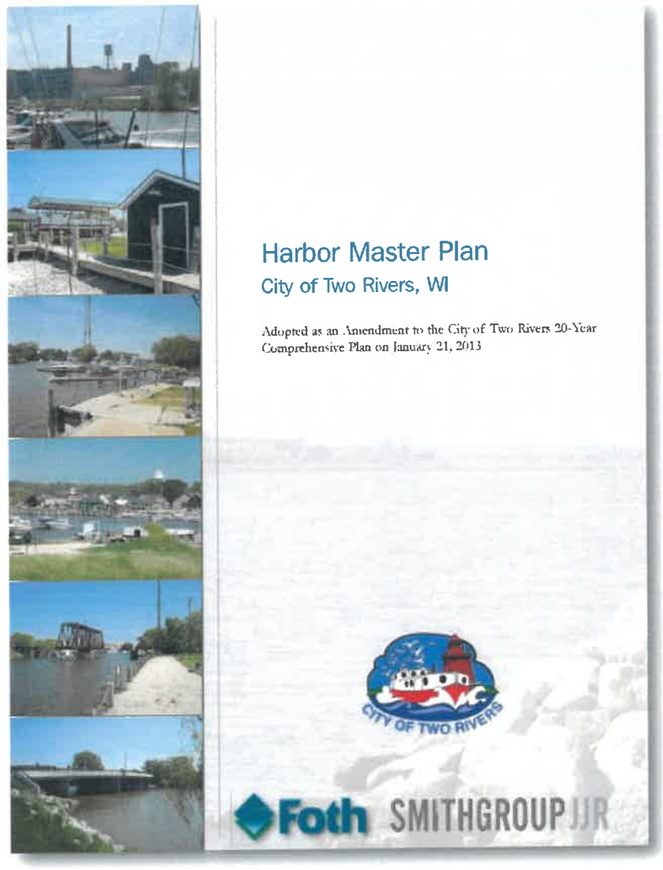



*figure 1.2: The 2013* Harbor Master Plan.

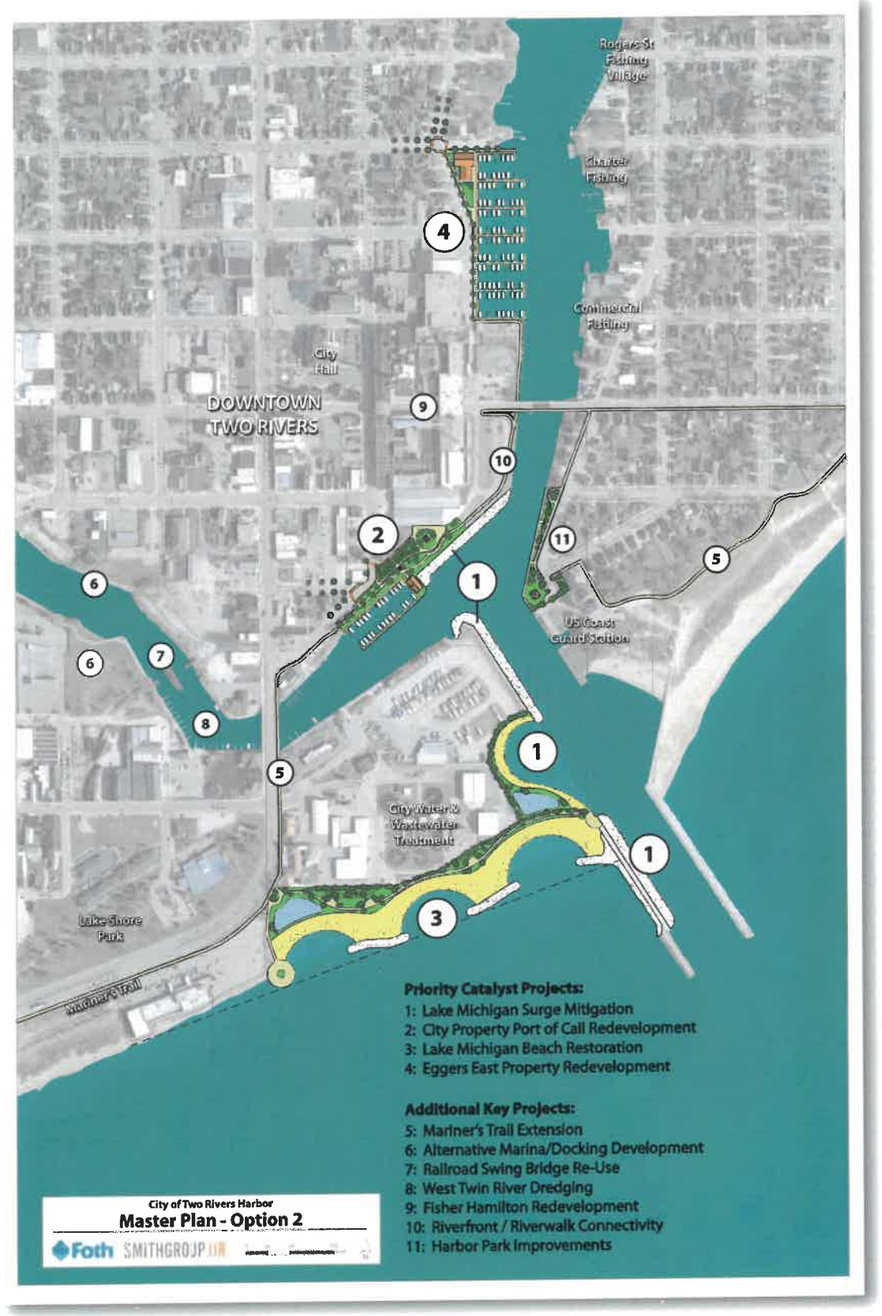



*figure 1.3: 2013 Harbor Master Plan Option 2 (preferred option).*

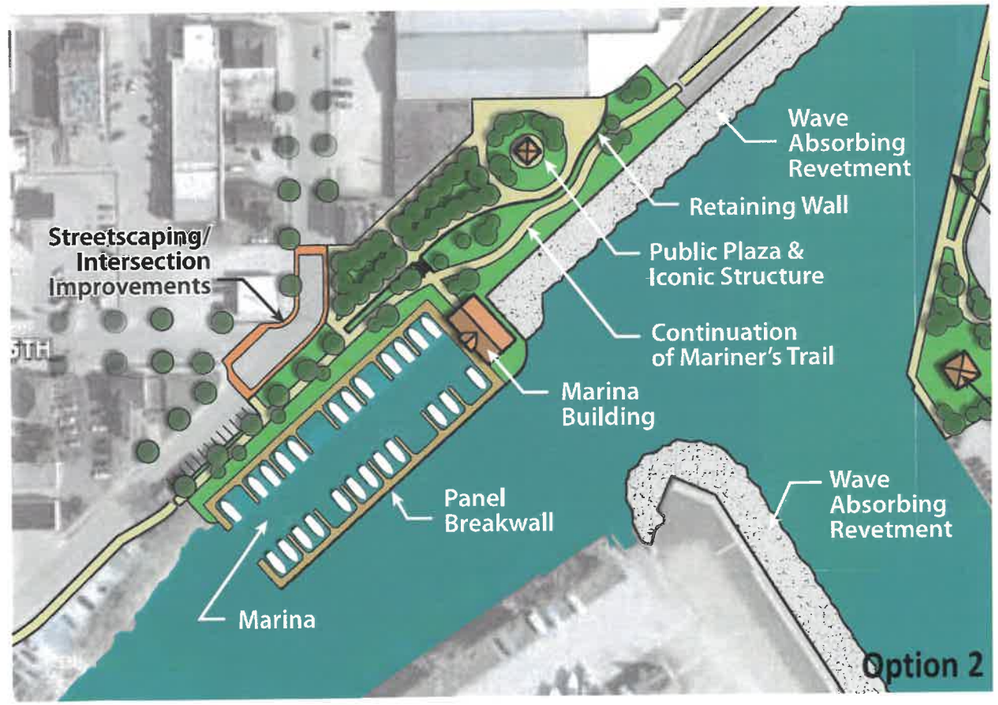



*figure 1.4: 2013 Harbor Master Plan Option 2; confluence area plan enlargement.*

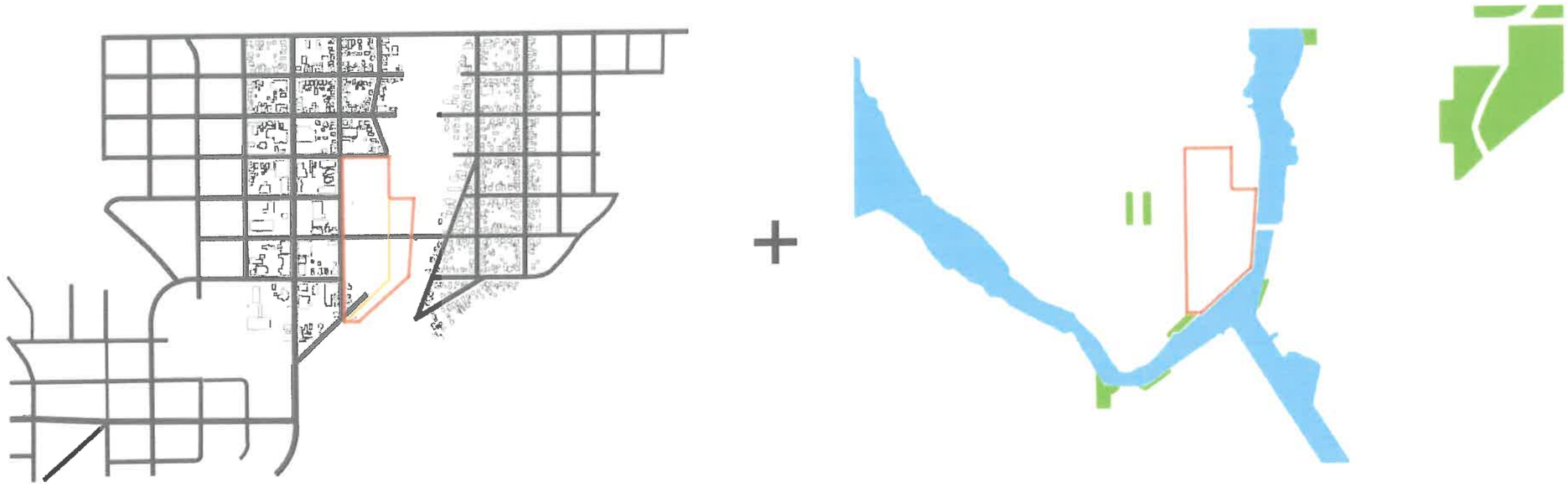
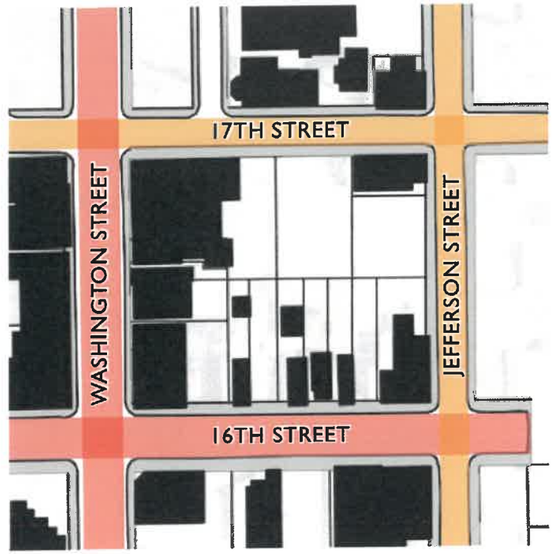


*figure 1.5: Project drivers.*

The current effort builds upon the large scale planning framework established in previous efforts, though it seeks to better understand the character and quality of the city fabric, as well as waterfront access needs and limitations, in order to suggest appropriate redevelopment concepts and meaningful connections to the waterfront. This document is best understood, then, as the intersection of the city's land use patterns – roads and structures – and its natural features – the West and East Twin Rivers (figure 1.5).

The Fisher-Hamilton Site Redevelopment Strategy + Waterfront Access Concept was developed with input from a steering committee comprised of City Council members and City Administrators, including the City Manager, the City Engineer, and the Director of the Parks and Recreation Department. The plans were presented in public forums and working meetings to vet concepts with stakeholders, and revisions and modifications were made based upon stakeholder input. This plan will be incorporated into both the Harbor Master Plan and 20-Year Comprehensive Plan as supplements or addenda.


*figure 2.2: City scale and the public way.*

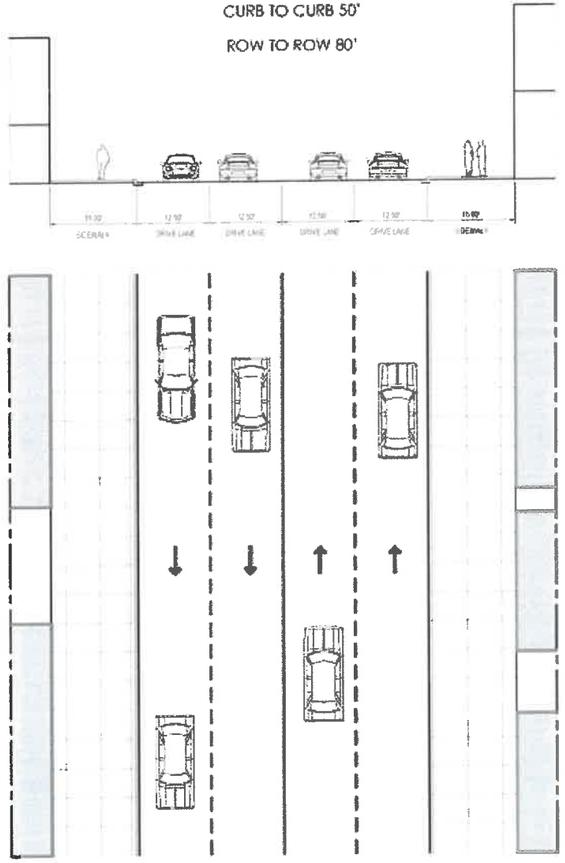



Typical Two Rivers rights-of-way are 60 feet wide (indicated in yellow above); downtown streets located along these 60 foot-wide rights-of-way are generally 35 feet wide, curb-to-curb. In the vicinity of the project study area, Washington Street (WI Hwy 42) and 16th Street (WI Hwy 310) are an exception (highlighted red above); these rights-of-way are 80 feet wide and contain a 50 foot wide street cross section.

The dimensions of the rights-of-way and streets thus established, the pedestrian zone along city streets - that area between the curb and the edge of the right-of-way - ranges 12 to 15 feet wide. This width is sufficient to accommodate a typical 6 foot wide sidewalk with room to spare for street furnishings, lighting, street trees, and other pedestrian-oriented improvements which enhance the public realm.

## 2.2 Existing Streets

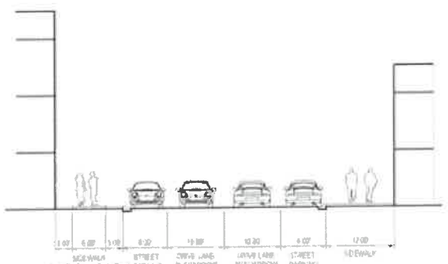
Existing city streets are relatively inconsistent in their treatment of the pedestrian realm. Sidewalks are provided throughout the downtown area, but street trees, parkway plantings (planting areas between the sidewalk and curb), utilities, crosswalk types, and materials, vary from one street to another and often over the length of one city block. Building heights and the relationship between building facades and the street also vary considerably.

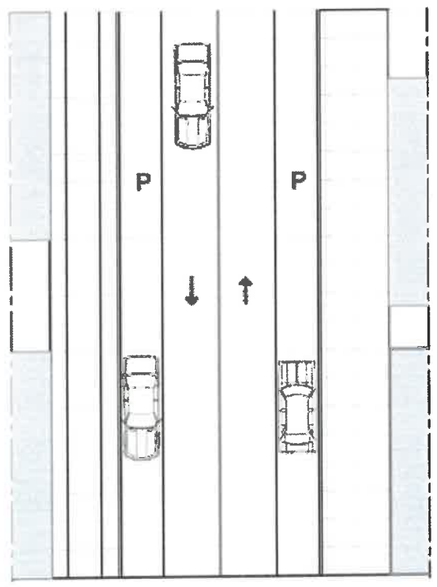



*Existing 16th Street ROW.*

CURB TO CURB 35'

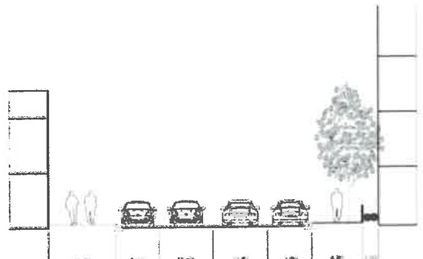
ROW TO ROW 60'

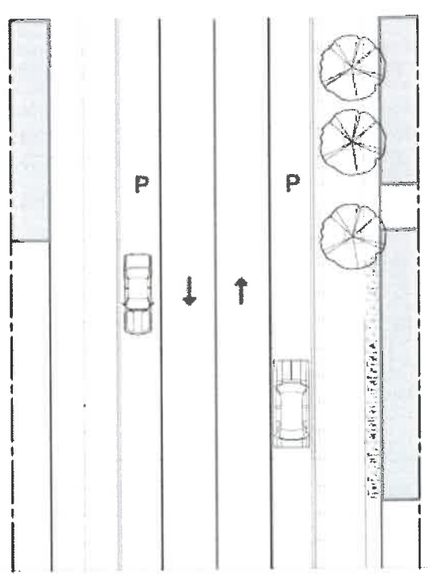





*Existing 17th Street ROW.*

CURB TO CURB 35'






*Existing 18th Street ROW.*

## 2.3 Land Use

Commercial, industrial, transportation, and institutional land uses are focused primarily along the Washington Street corridor and on both banks of the East and West Twin Rivers. These typologies quickly transition to residential uses, usually over the span of just one city block, and these residentially zoned areas are predominantly built out with detached single family homes. Park space is concentrated at the lakefront and around the periphery of the city center, though the city's network of centrally-located riverfront parks is growing.

Because a primary goal of the redevelopment strategy presented herein is to remain flexible and responsive to the needs and demands of the local economy, this land use analysis should not be used to prescribe one or another land use. Instead, the pattern shown at right suggests both an historical arrangement of land uses, and also a changing cityscape. The vacancy created by the demolition of the Fisher-Hamilton complex is an opportunity to introduce land use typologies for an evolving city, though these new land uses should respect and integrate with the existing pattern and scale of development typical of Two Rivers.

It should also be noted that, consistent with the current trajectory of the Two Rivers waterfront, this planning effort proposes to allocate the land between East River Street and the East Twin River for public use, to provide for waterfront access and public parkland. Thus the relationship between future redevelopment and the adjacent parkland should be carefully considered so as to leverage one for the betterment of the other, and to ensure compatibility between adjacent land uses.


*figure 2.4: Pattern of land use in the greater downtown area.*

## 3.1 Topography

A coarse grain topographical analysis of the city-river interface reveals that the riverfront site straddles a sloping bank. This bank, which navigates a ten- to twenty-foot grade differential moving from East River Street above to the East Twin River below, has implications for both public waterfront access and the relationship between upland redevelopment and park parcels and river-adjacent spaces below. In terms of accessibility, points of access may be limited to areas where the change in elevation between the street and the river is at the lower end of its range. Where riverfront access is accommodated, ramps and associated improvements may be required to provide universal access. The manner in which a future riverfront park negotiates this change in grade will also have implications for upland redevelopment as both visual and physical connectivity will directly inform redevelopment decisions and may determine whether or not certain types of redevelopment strategies (particularly those directly dependent on river uses) are successful.

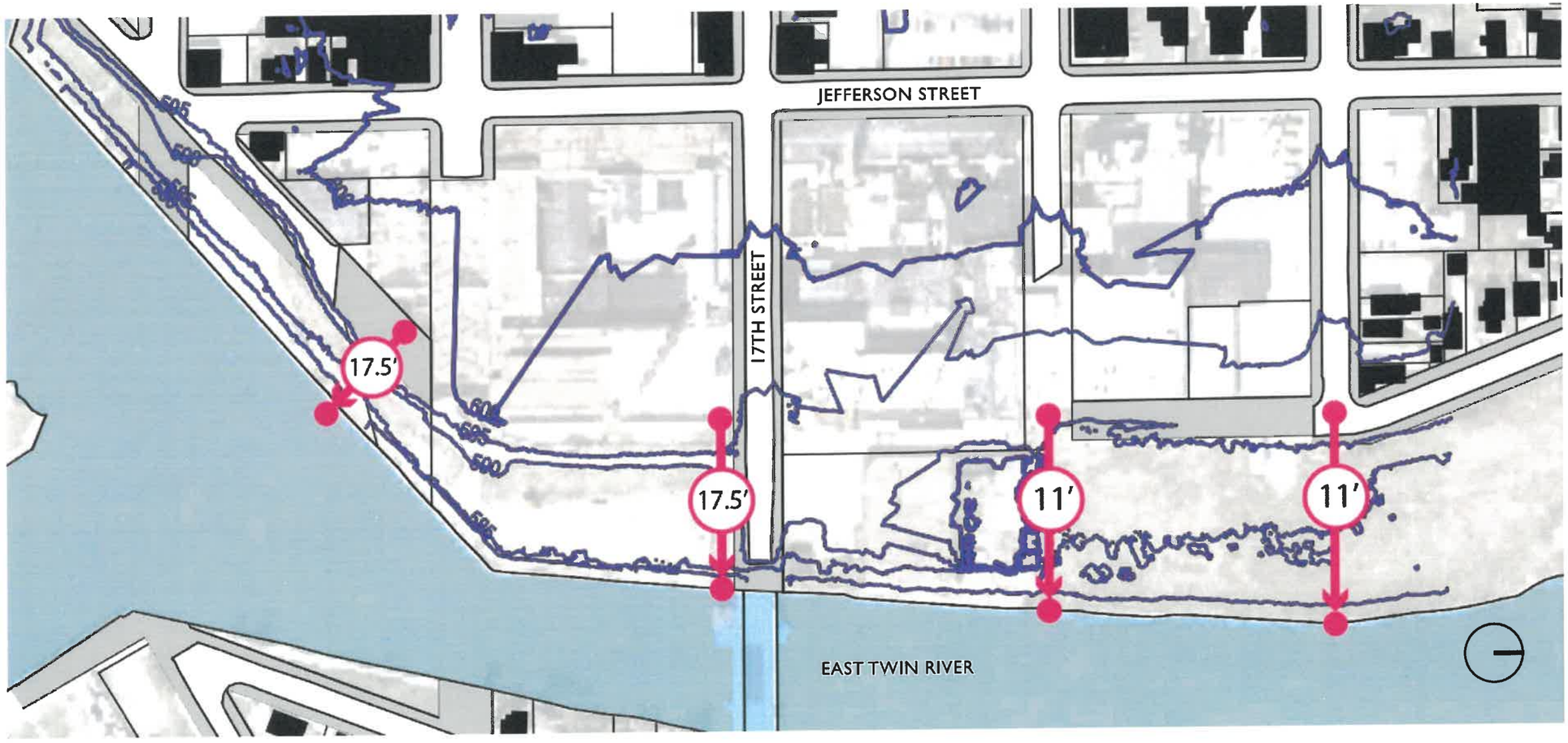



*figure 3.1: Existing topography and relative change in elevation between the East River Street right-of-way and the river's edge.*

## 3.2 Harbor Lines

The US Army Corps of Engineers survey of the Two Rivers Harbor notes: "The combined pierhead and bulkhead line [indicated by the magenta line below]...defines the limit of solid filling and the limit to which open piled structure may be built." With the harbor thus defined, in-water options for transient boat dockage are limited to solutions that do not rely on in-water piles or dolphins for stability or ice deflection. As such, the design team only explored transient dockage options that either utilize the vertical seawall for side-tie dockage, or include removable, floating dock configurations (see Section 7.0).

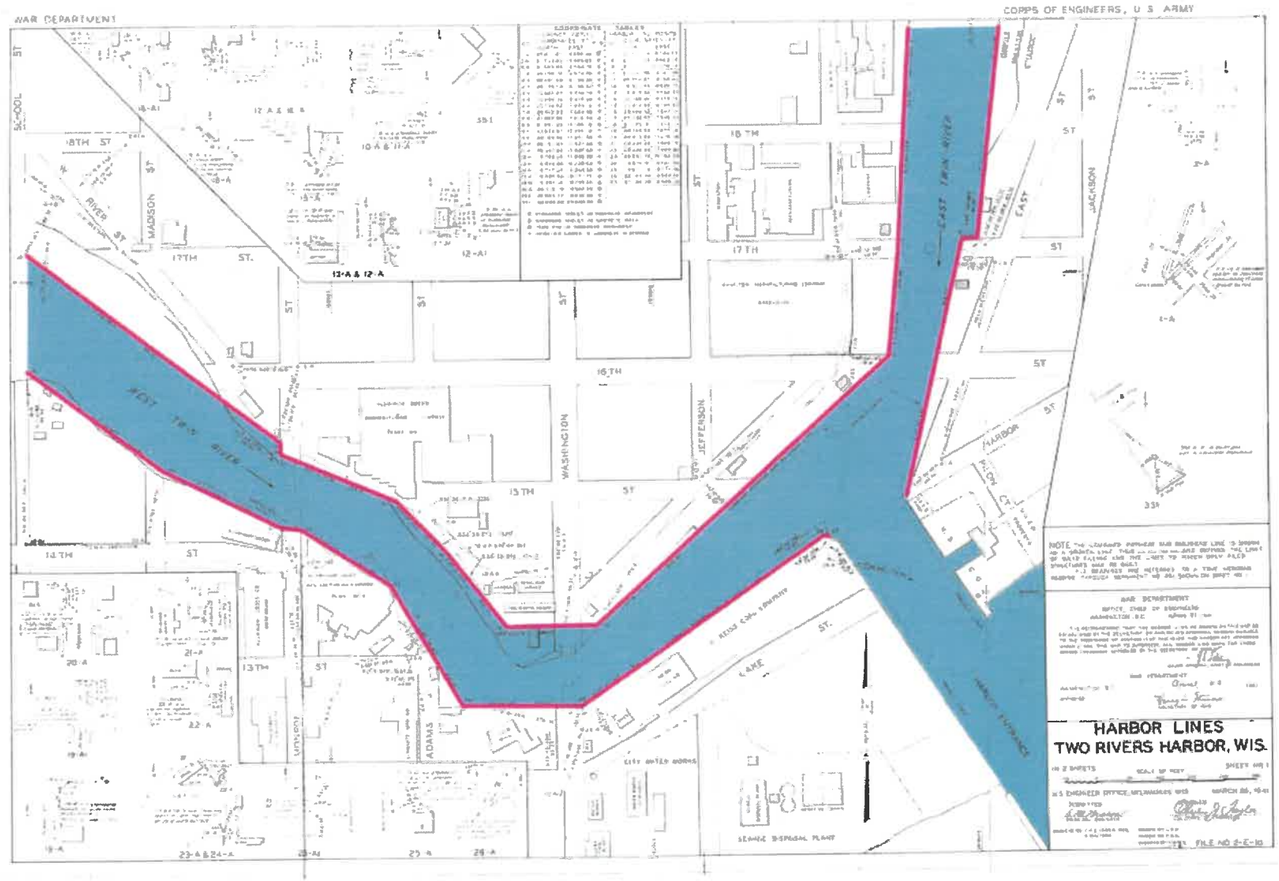



*figure 3.2: ACOE harbor lines (1941).*

## 3.3 17th Street Bridge

The recently completed 17th Street Bridge anticipated a future riverwalk adjacent to the bridge's west abutment wall at river's edge. The waterfront park concepts proposed herein exploit this alignment to provide continuous access along the waterfront, and to enhance the connectivity between the waterfront park areas north and south of the 17th Street Bridge.

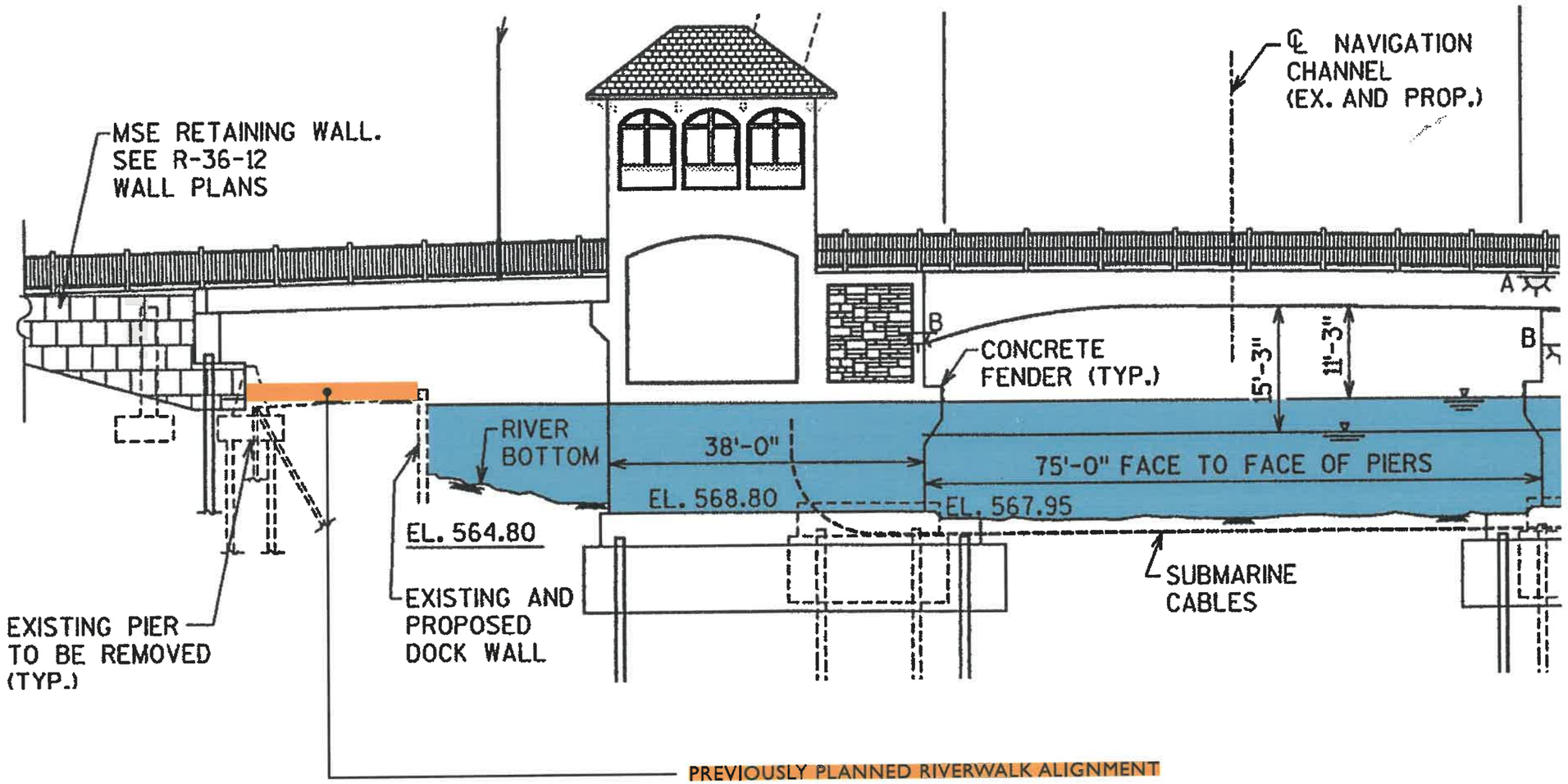


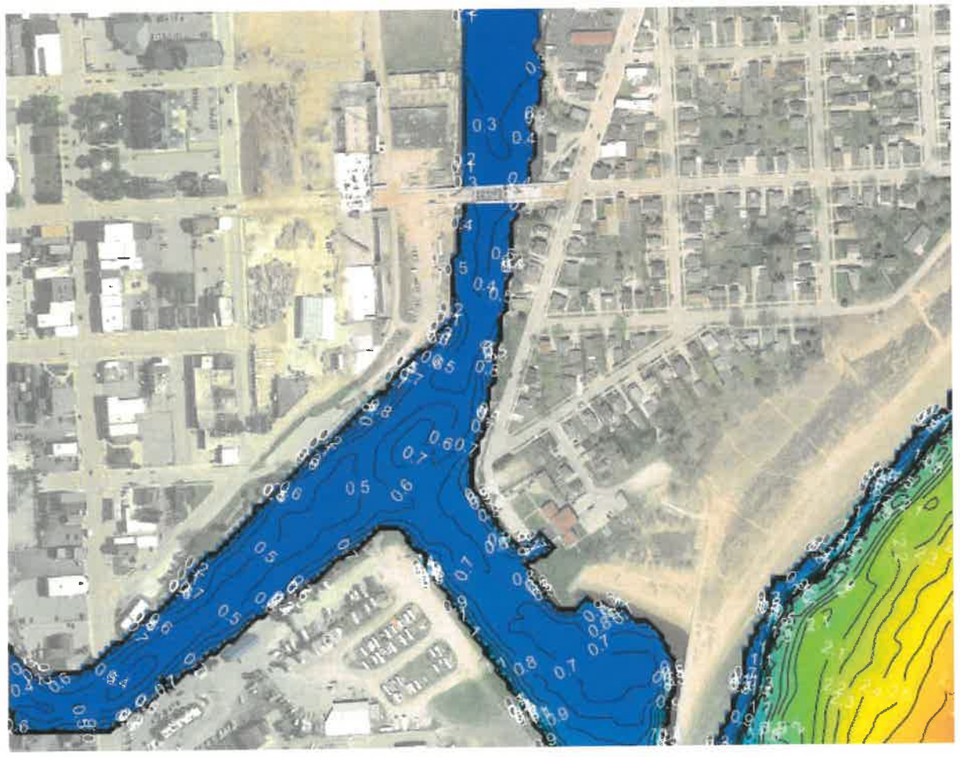

*figure 3.3: 17th Street Bridge south elevation (looking north).*

## 3.4 Wave Analysis

In an effort to improve the quality and availability of boat dockage within Two Rivers Harbor, and to achieve suitable conditions for mooring of transient vessels, the Harbor Master Plan explored two mitigation strategies. One approach located a breakwater extension at the mouth of the harbor (an extra-harbor solution), the other proposed a series of wave absorbing beaches and revetments within the harbor proper. The latter was deemed the preferred option as it maintained an unimpeded view corridor across the mouth of the harbor and out to Lake Michigan. However, because this preferred option is a longer term solution, this project examined potential locations for additional transient dockage along the East Twin River at locations adjacent to the future riverfront park and proximate to the Fisher-Hamilton Redevelopment site.

In order to determine which portions of the future park's river frontage could accommodate transient dockage, wave modelling was performed using data for both 1 year and 50 year storm events with winds out of the south and south southwest quadrants (the wind directions with the greatest influence on wave conditions within the harbor). These models indicated wave heights up to 0.8 meters (2.62 feet) at the north end of the main harbor channel, though the wave heights quickly diminished to less than 0.3 meters (0.98 feet). Additional and ongoing measurement and assessment of potential mitigation strategies is being undertaken by the United States Army Corps of Engineers. As detailed plans for harbor improvements are advanced, the measured versus modeled conditions should be compared and correlations made to inform these efforts.

Wave heights (meters) during a 1 year storm event; wind out of the south.



Wave heights (meters) during a 1 year storm event; wind out of the south southeast.

*figure 3.4: Wave height modeling.*

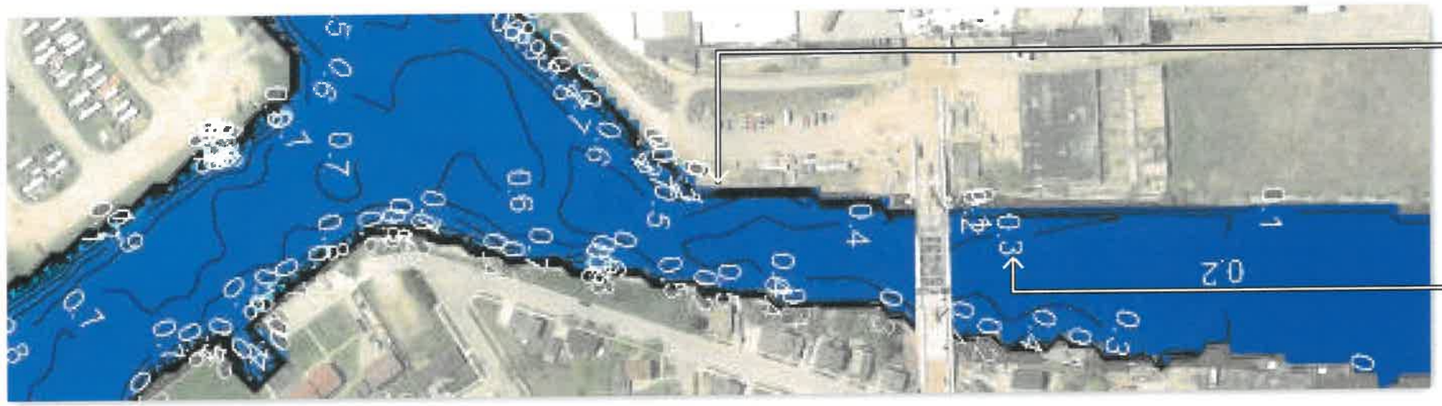
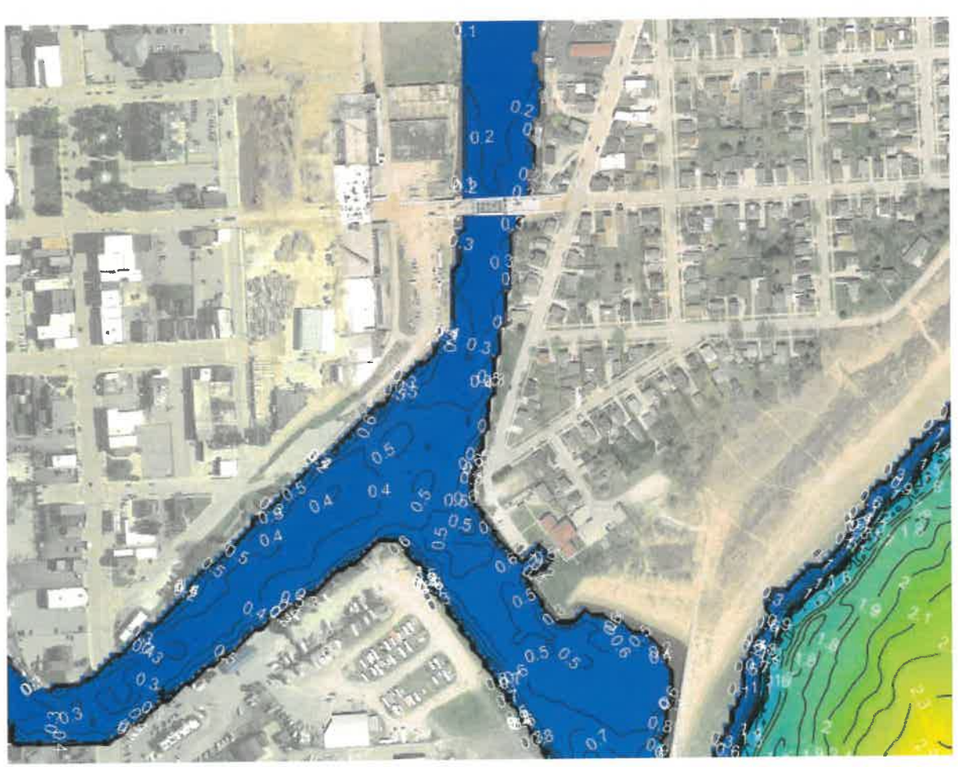
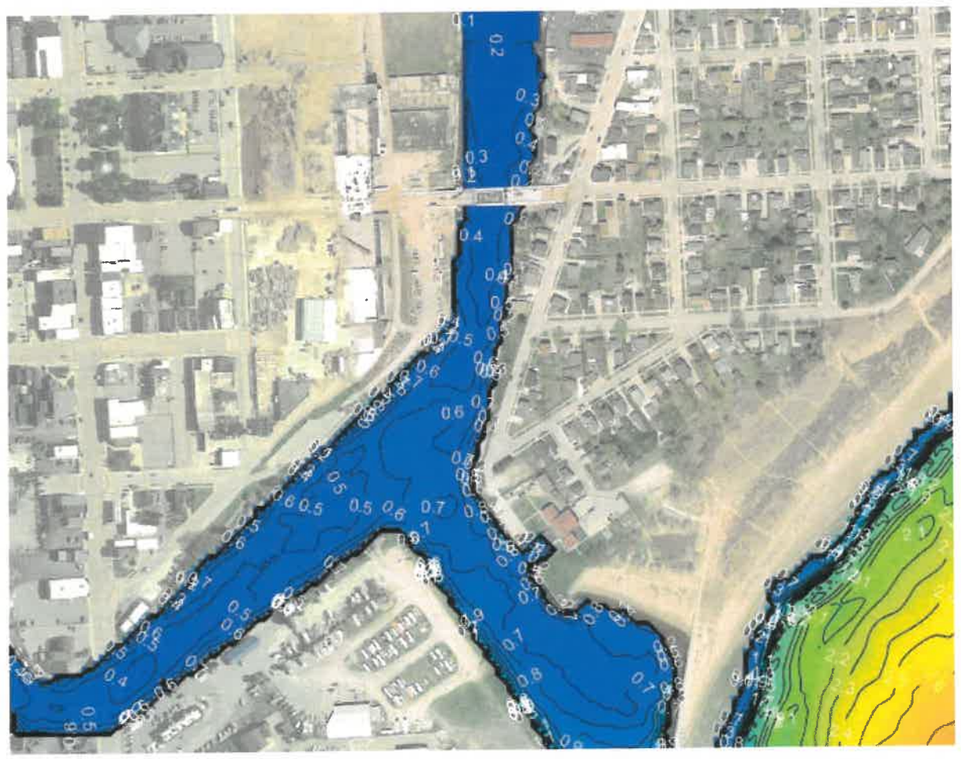



*figure 3.5: Wave heights (meters) during a 50 year storm; wind out of the south southeast (enlargement).*



Wave heights (meters) during a 50 year storm event; wind out of the south.



Wave heights (meters) during a 50 year storm; wind out of the south southeast.

This section offers guidance for public infrastructure and private redevelopment within the Fisher-Hamilton property. For some elements, specific recommendations are made with respect to the future improvements. In other instances, a range of options for community consideration are described with refinements being made as the future ownership and control of lands within the Fisher Hamilton site are understood.

Recommendations for the Fisher-Hamilton redevelopment are organized into two categories as described below.

*Public Realm: facilities and improvements that are part of the community space.*

The Public Realm includes elements such as streets, parks and public open space, pedestrian and bicycle accommodations, and future potential transient marina facilities along the East Twin River. Improvement, infrastructure, and facilities within this category are likely to be owned and maintained by the City of Two Rivers. Recommendations within this section are more specific than those found in the following category and have the potential to be developed in advance and as a catalyst for future private redevelopment investments, or in conjunction with private redevelopment efforts.

*Private Redevelopment: elements that will be constructed by leveraging private investments to redevelop the former Fisher-Hamilton site.*

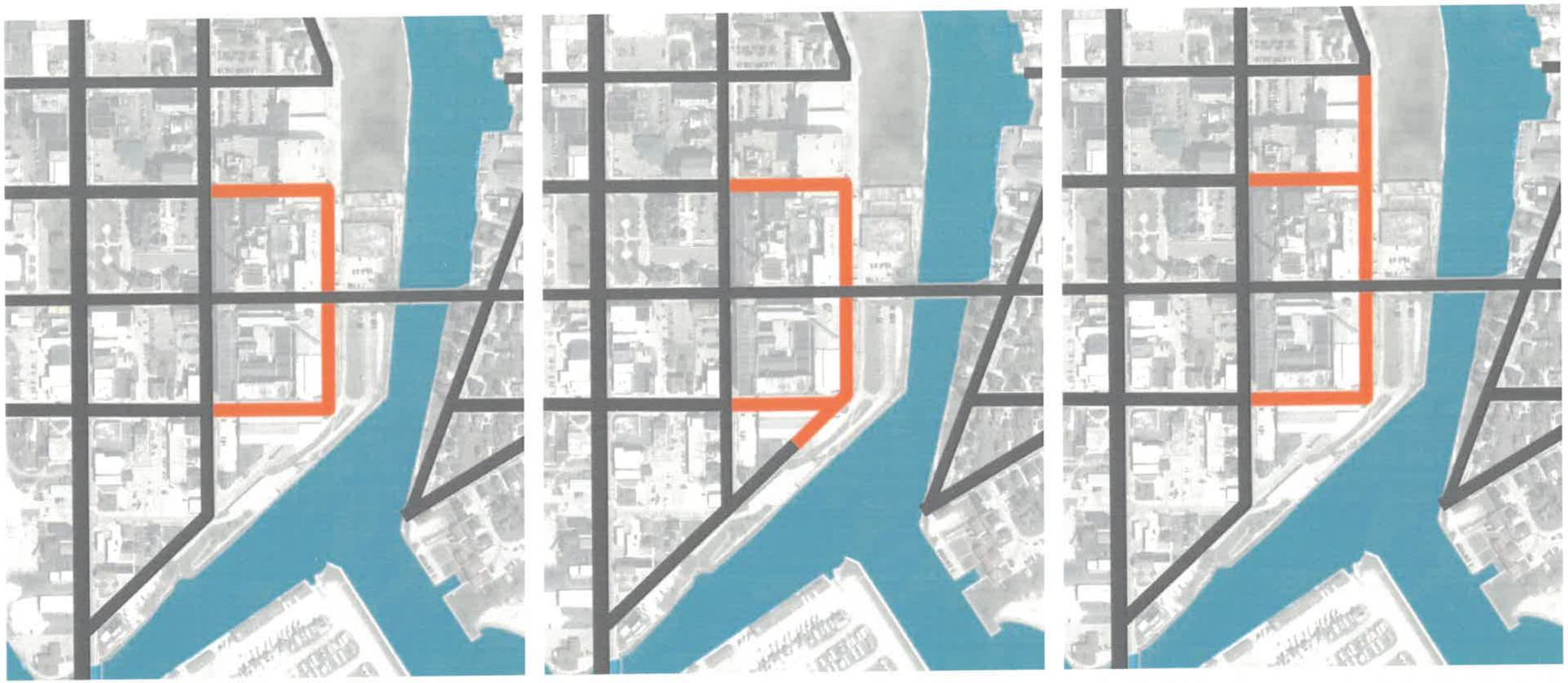
The standards and recommendations within this section focus on creating requirements that support a high-quality public realm. This is accomplished by controlling the form of future private investment by offering guidance on suitable land uses, as well as building placement within redevelopment sites. As buildings often evolve over time (i.e. former industrial warehouse converting to residential loft, or residential cottage becoming a quant shop), the character of a place is often less driven by land use than the space that results from the framework of streets and open spaces that are defined by building facades and building placement. This emphasis on form is an approach taken by most form-based development codes and is appropriate for this segment of the Two River's riverfront. It allows flexibility to redevelop the former Fisher-Hamilton site based on the market conditions and the goals of the private development partner(s) which may be attracted to this segment of Two River's riverfront.

Recommendations for the Public Realm and Private Redevelopment will required additional effort to refine and implement. Regardless of the exact details and recommendations implemented, the emphasis should remain on assuring high-quality public space which benefits the broader community while maintaining flexibility to align private investment with market conditions.

*figure 4.1: Potential redevelopment scenario - refer to section 4.5 for additional information.*

## 4.1 Reclaiming the Right-of-Way

The redevelopment strategy for the Fisher-Hamilton site is founded on the reclamation of formerly vacated public rights-of-way. Several street configurations were studied to determine which alignments and connections would best serve future redevelopment and best facilitate river access. These configurations varied in their respective degrees of connectivity and flexibility, with some street configuration options maintaining one or another vacated street segment in order to maximize certain developable parcels. Other options considered reestablishing all of the vacated streets in an effort to better connect downtown to the river, and to maximize pedestrian and vehicular access to the river and the future riverside park.



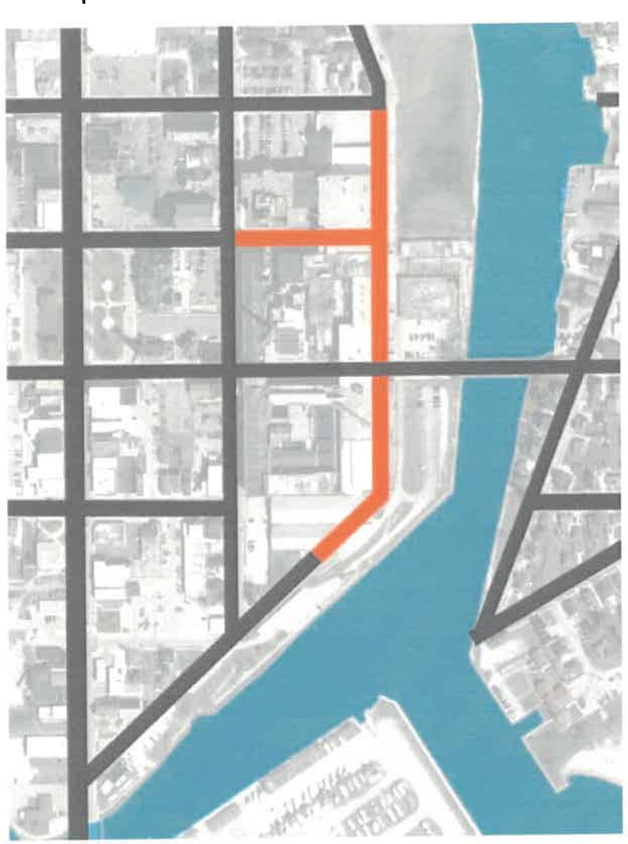
Option 1: 16th Street and 18th Street are extended to East River Street; East River is reestablished between 16th and 18th Streets. The resultant oversized parcels north of 18th and south of 16th afford opportunities for larger river-dependent and park-specific uses, respectively.

Option 2: 16th Street and 18th Street are extended to East River Street; East River is reestablished south of 18th Street. The resultant oversized parcel north of 18th creates an opportunity for a larger river-dependent use.

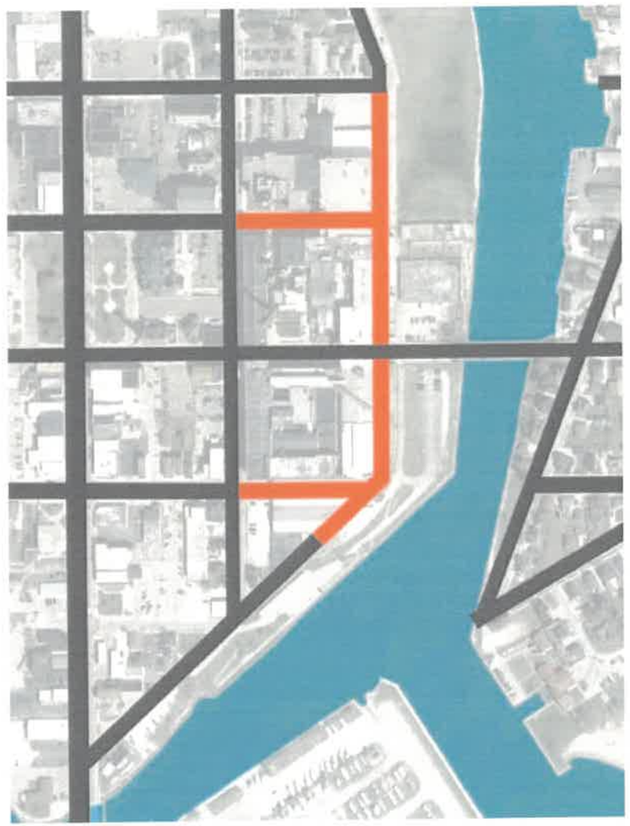
Option 3: 16th Street and 18th Street are extended to East River Street; East River is reestablished north of 16th Street. The resultant oversized parcel south of 16th creates an opportunity for an expansion of the riverfront park. and creates additional park frontage for the adjoining blocks.

*figure 4.2: Options for reclaiming the public right-of-way.*

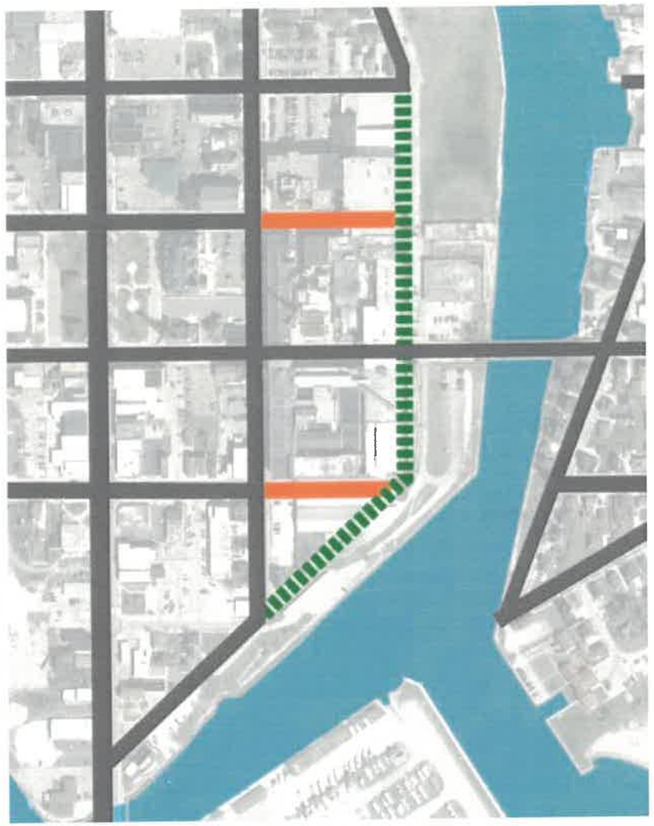
While there is merit to many of the options considered, two options appear to best balance the goals of the community to maximize connectivity. These options expand public access along the riverfront, create a landmark community gateway at the confluence of the East and West Twin rivers, and support future private redevelopment investment on the Fisher-Hamilton site and the immediate adjoining blocks. The two recommended alternatives are Option 3 and Option 5; additional consideration is given to these two options in the following sections.



Option 4: 18th Street is extended to East River Street; East River is reestablished south of 19th street; 16th Street is maintained as-is. The resultant oversized parcel bounded by 17th, Jefferson, and East River creates an opportunity for a large hotel or mixed use redevelopment.



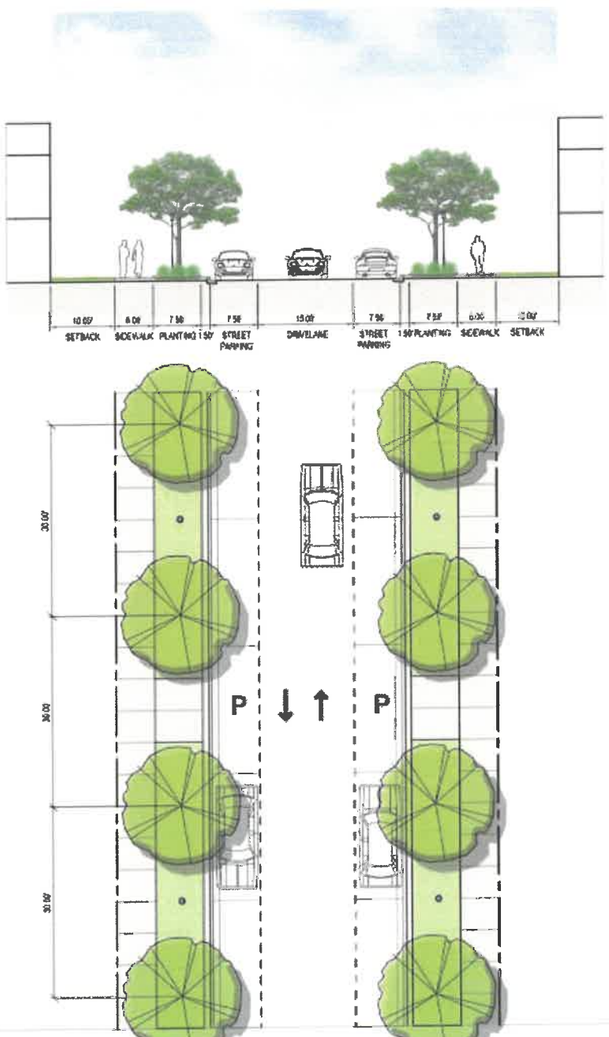
Option 5: All currently vacated rights-of-way are reestablished in their entirety to facilitate access and maintain flexibility.



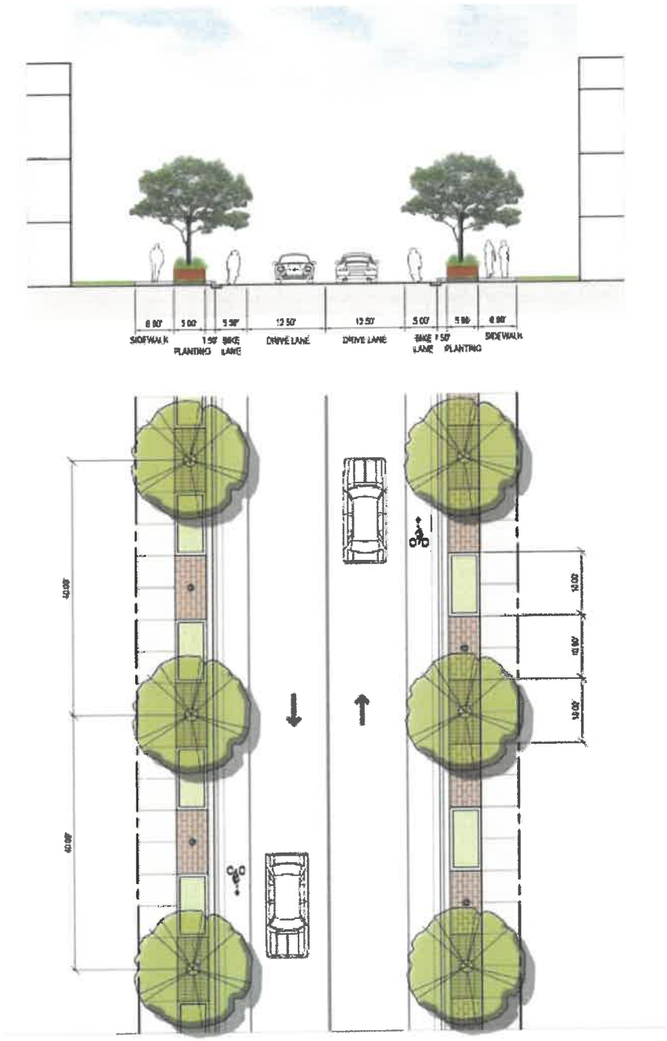
Option 6: All currently vacated rights-of-way are reestablished in their entirety to facilitate access and maintain flexibility; East River is built-out as a narrow parkway with no parking to maximize open space and views to the East Twin, and to slow traffic.

## 4.2 New Streets

The recommended amenities, dimensional standards and landscape treatments for proposed streets vary based on land use, classification (local serving vs. regional connecting), volume, and speed. Streets should be designed to balance the need to provide vehicular service to adjacent land uses with the intended pedestrian quality of district improvements. Final dimensions and improvements for each of the street types are flexible, although the recommendations are intended to offer guidance, helping convey the intent and vision for each segment.

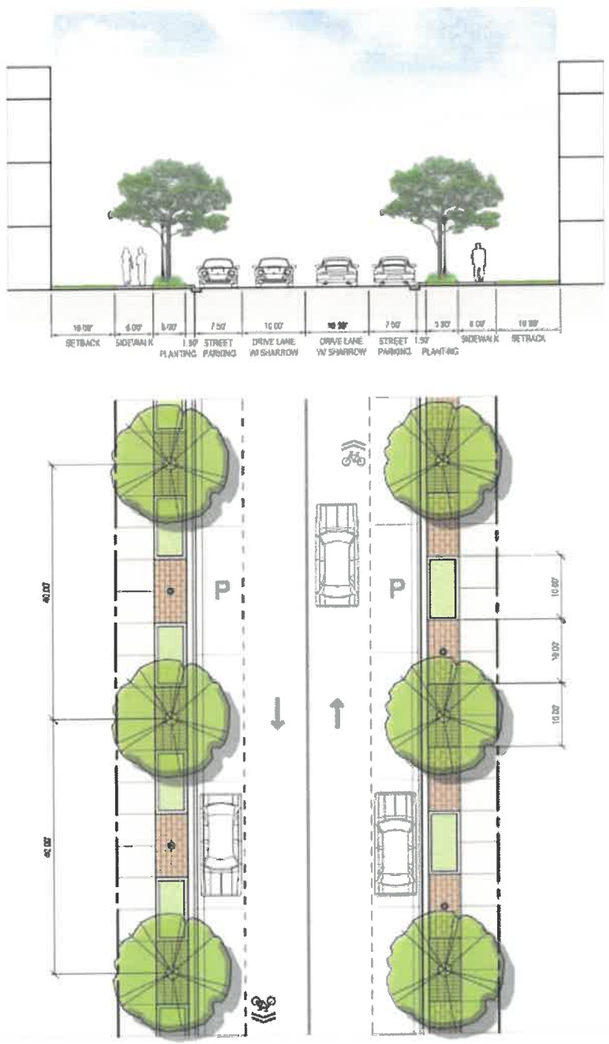



Proposed 16th Street cross section.

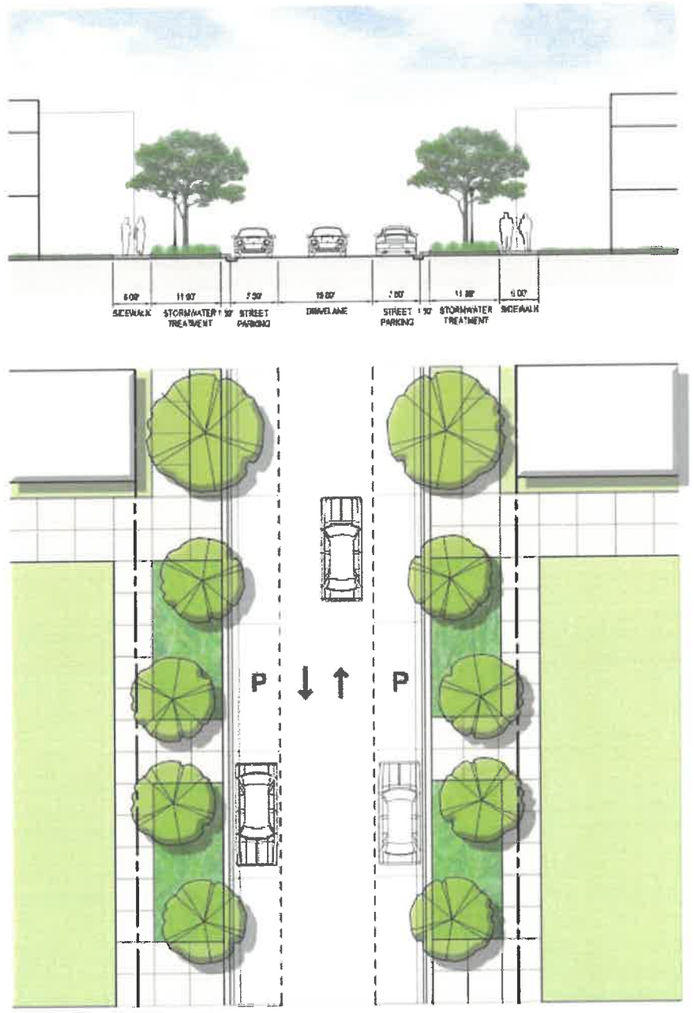



Proposed 17th Street cross section with bike lanes.

*figure 4.3: Proposed street sections for reestablished rights-of-way.*




Proposed 17th Street cross section with on-street parking.




Proposed 18th Street cross section with stormwater planters.

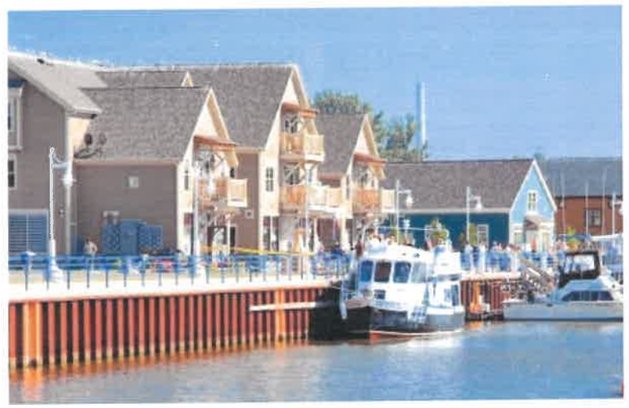
## 4.3 Redevelopment Typologies

The palate of recommended land uses and forms envisioned for the Fisher-Hamilton site are distilled into five main typologies.

- Commercial
- Mixed-Use
- Multi-Unit Housing
- Single Family Attached Housing
- Single Family Detached Housing

Brief descriptions for each typology are offered below, including information on the general building heights, forms, typical parking locations and requirements for primary building access points. Example imagery is included to help convey the scale of buildings rather than identify a specific architectural character or requirements for the use of specific materials.

The range of uses is relatively broad and intended to achieve a character and scale that is complementary with adjacent nearby uses. Additionally, it is important to acknowledge that the intent is for the Fisher-Hamilton redevelopment to support, rather than detract or hinder, other uses such as those found within the downtown area.



COMMERCIAL

MIXED-USE

*figure 4.4: Potential redevelopment typologies for Two Rivers.*

MULTI-UNIT HOUSING

SINGLE FAMILY ATTACHED HOUSING

SINGLE FAMILY DETACHED HOUSING

## 4.4 Regulating Plan

The conceptual regulating plan is intended to guide the relationship between buildings and the open space and street network that form the public realm. It is form-focused, meaning its emphasis is on guiding the location and placement of buildings rather than dictating particular land uses. This approach is intended to suggest a desired outcome for the physical form of publicly-owned space; it is a means of creating a high-quality public realm, rather than focusing on restrictions that do little to articulate the community's goals.

The range of acceptable redevelopment typologies are identified on a block-by-block basis for parcels resulting from extension of the public street network. Standards that define how buildings may be placed within redevelopment areas are articulated on the regulating plan as well. Key definitions and placement criteria pertinent to understanding the conceptual regulating plan are defined below.

*Build-To Line: A line appearing graphically on the Regulating Plan, along which a building façade or other similar screening structure must be placed.*

Standards are frequently set to specify requirements for the percentage of the build-to line that must be fronted by buildings and/or other types of screening such as fences, walls or special landscape treatments. The intent of the build-to line is to create a relatively continuous street wall to avoid large voids or expanses of things such unscreened parking lots, which discourage walkability and do not contribute to a positive, high-quality public realm. Appropriate standards for Two Rivers may be to require that 60-70% of the frontage along a build-to line be fronted by building, or to limit the maximum void space to no more than 30-40 feet without a building façade or appropriate screening structure.

*Building Façade: A vertical exterior wall plane parallel to a property line that is closest to the property line.*

In general, buildings within private redeveloped zones should have facades

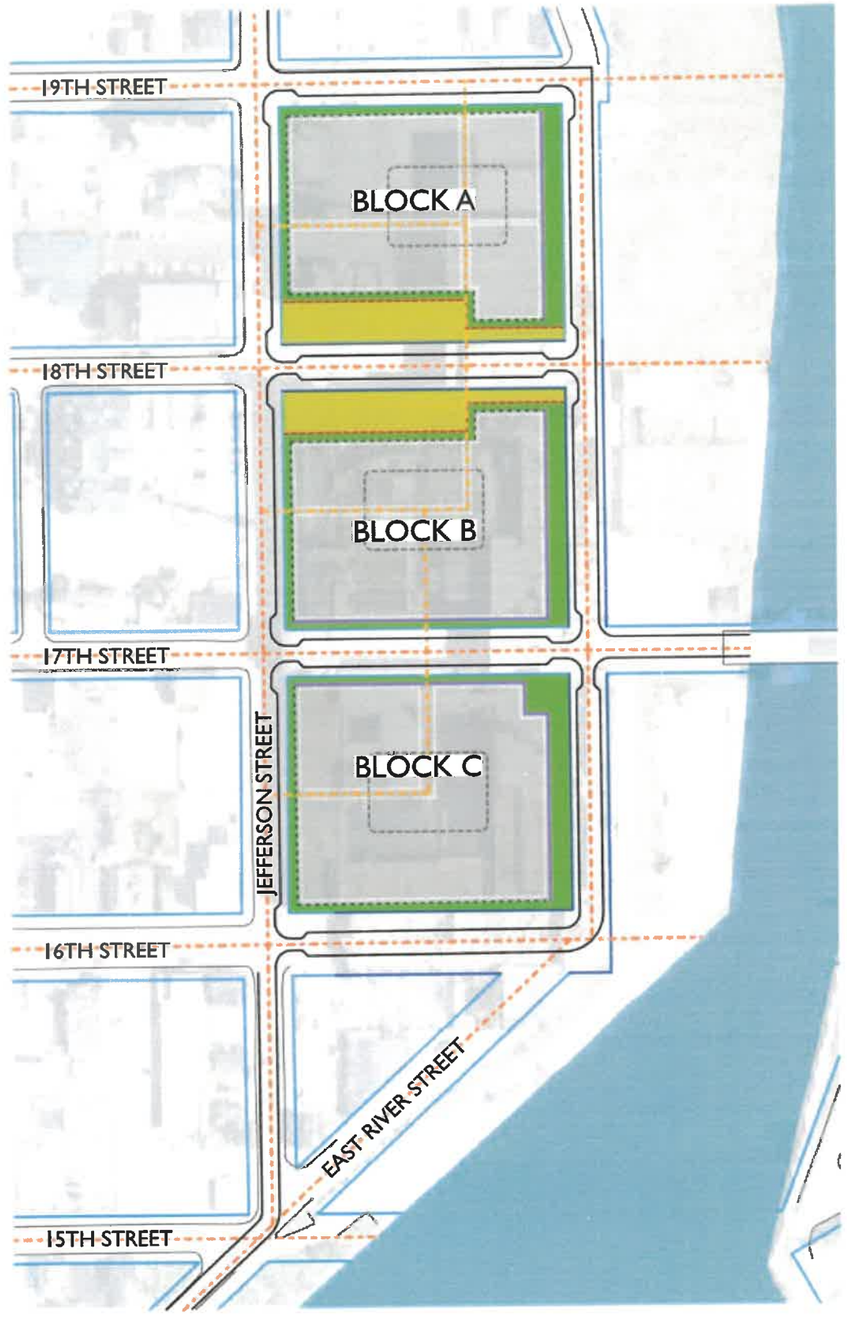



*figure 4.5: Regulating Plan: Blocks A-C.*

that are well-articulated. Articulated facades typically include changes in the plane of the exterior wall plane and/or changes in materials that help reduce the scale of the building and add interest to the façade. Typical requirements for changes in façade plane are 1-3 feet and allowances for such articulation count toward meeting build-to line frontage requirements.

*Setback: The mandatory distance between a property line and a building or appurtenance.*

The setback standards found within the conceptual regulating plan are intended as minimums.

*Right-of-Way (ROW): A publicly owned strip of land on which sidewalks, streets, lanes, and utilities may be constructed.*

While the permitted uses along street frontages are generally permitted to vary, the placement of the buildings - regardless of use - are intended to be the same. While the dimensions included in the conceptual identified in the plan are open for further consideration and refinement, the concept of guiding the desired form and outcome should remain important as this approach best assures the community's goals and expectations are achieved.

CB COMMERCIAL

MU MIXED-USE

MH MULTI-UNIT HOUSING

SFA SINGLE FAMILY ATTACHED HOUSING

SFD SINGLE FAMILY DETACHED HOUSING

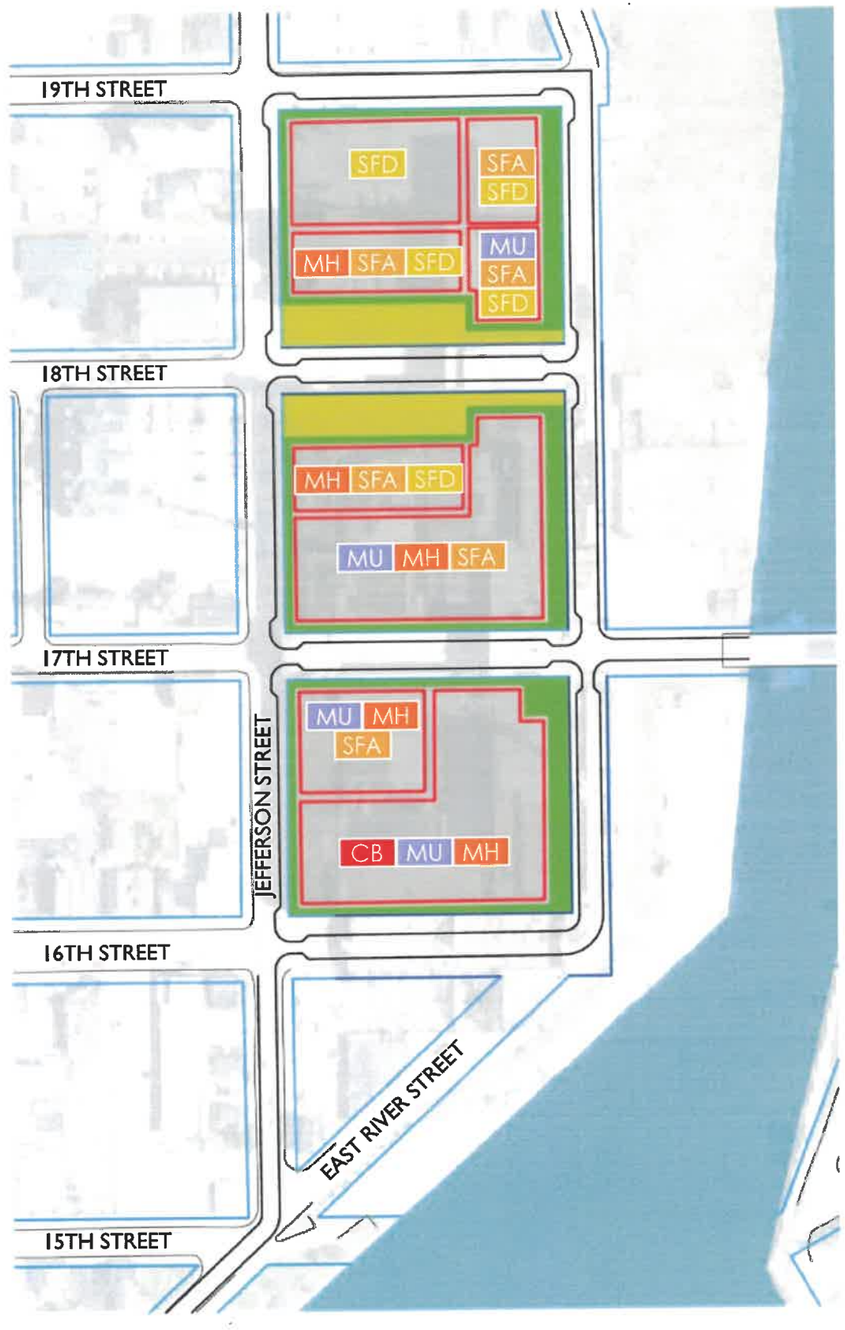
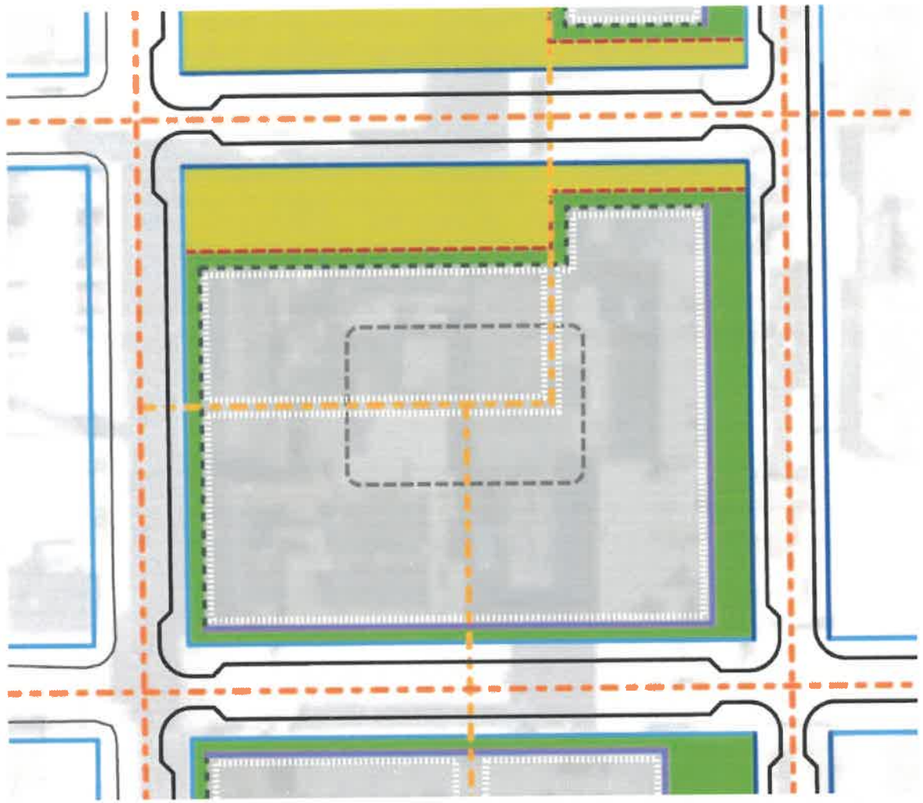



*figure 4.6: Regulating Plan: Allowable Land Use Typologies.*

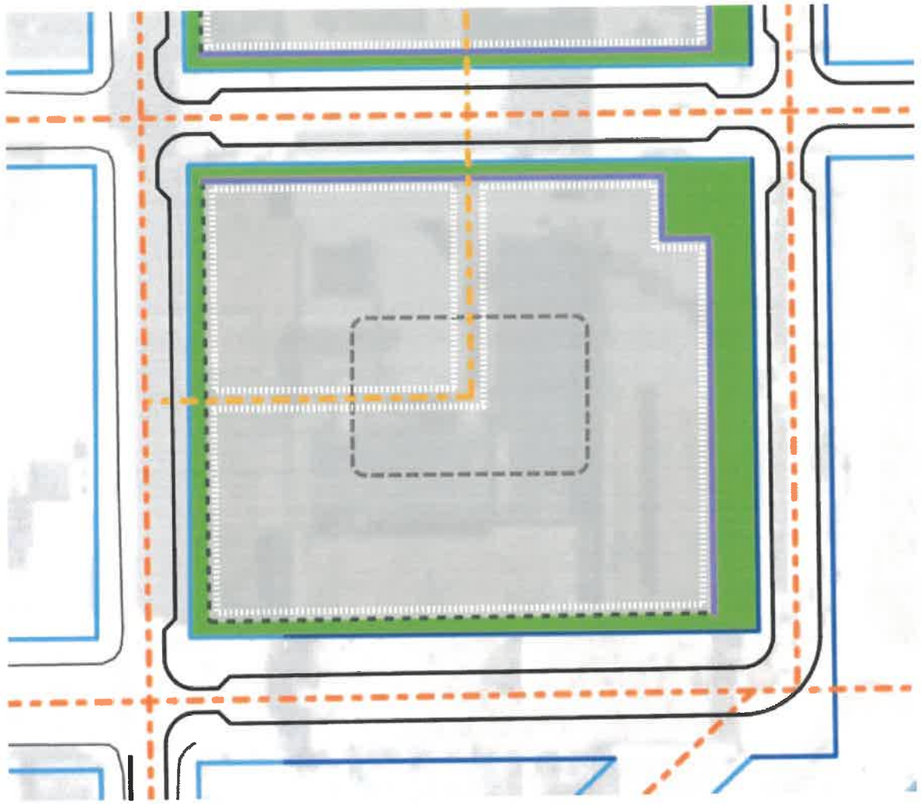
## 4.4 Regulating Plan

*Regulating Plan: Block A.*



*Regulating Plan: Block B.*

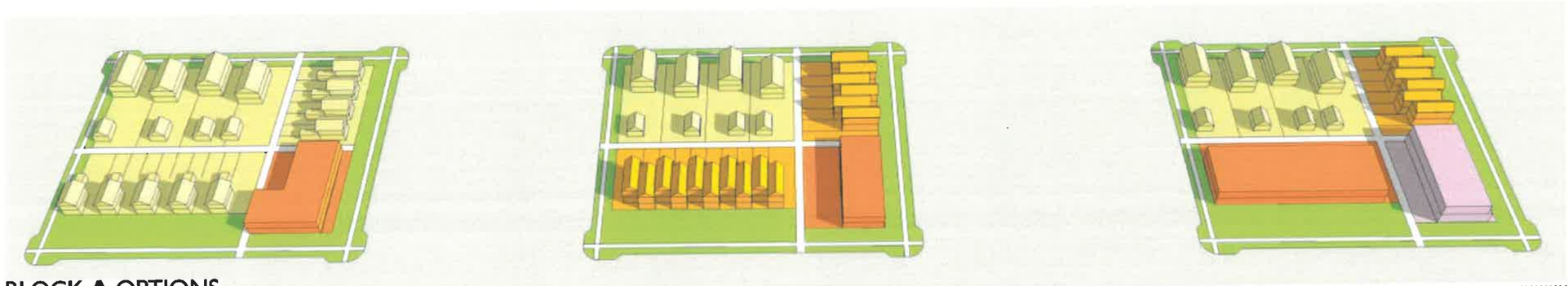
*figure 4.7: Regulating Plan Enlargements: Blocks A-C.*



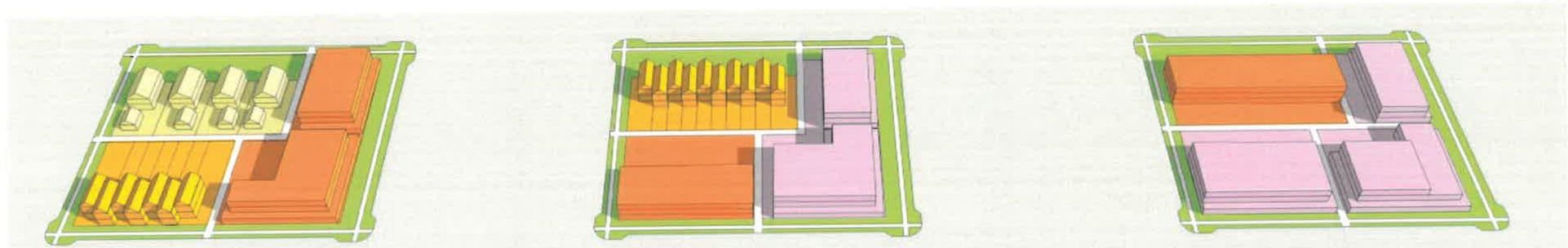

*Regulating Plan: Block C.*

* In general, surface parking should be confined to block interiors and not front or border the public right-of-way.

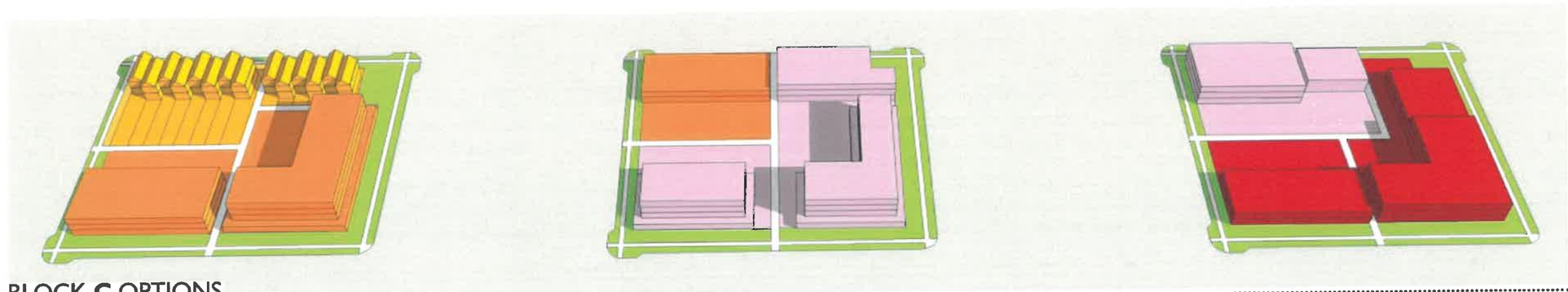
## 4.5 Regulating Plan



BLOCK **A** OPTIONS



BLOCK **B** OPTIONS



BLOCK **C** OPTIONS

## 5.1 Reclaiming the Riverfront

Recommendations for the public parks and open space system include zones intended to enhance and support private redevelopment initiatives, create destinations for community gatherings and visitors, provide access to and along the riverfront, and provide opportunities to help clean stormwater runoff from newly developed public improvements and private redevelopment zones.

1 *Curbside Green Infrastructure*

Newly constructed streets within the redevelopment area should be evaluated for opportunities to integrate curbside biofiltration areas. These elements have the potential to help enhance the water quality of runoff from streets and redeveloped areas, while reinforcing a high-quality, attractive public streetscape. The eastward extension of 18th Street, between Jefferson and East River, is intended as one such area where new development is set back from the right-of-way, allowing adequate room for green stormwater infrastructure while preserving a view corridor connecting City Hall and the East Twin River. As plans for the riverfront are further refined, opportunities for artful integration of stormwater treatment should be further explored.

2 *Tender's Square*

Tender's Square overlooks the newly reconstructed 17th Street lift bridge. This small square at the newly created intersection of East River Street and 17th Avenue creates more expansive views of the river and the bridge lift building for eastbound travelers. The square also gives the adjacent buildings a unique address, it serves as a recognizable orientation point for gatherings, and it creates a logical urban connection to the adjacent riverfront park.

3 *Hamilton Strand*

As the principal open space, Hamilton Strand is a riverfront park designed to catalyze private redevelopment and better connect the community to the East Twin River. The Strand builds on the successful renovation of Harbor Park and expands the public waterfront which occupies the river edge plot at the south terminus of Jefferson Street. Two alternative approaches for developing the Hamilton Strand have been conceived, each achieving the following goals:

- Expanding views and physical access to the edge of the East Twin River, including the extension of the Mariner's Trail.
- Serving as a catalyst for private investment to redevelop the Fisher-Hamilton site, as well as other underdeveloped privately held properties.
- Creating an enhanced gateway to the community for those arriving by water, and supporting the development of transient docking facilities that can help attract visitors.
- Providing opportunities to incorporate a small concession or amenity building for both boaters and users of the Mariner's Trail.
- Capitalizing on investments in the 17th Street Bridge to accommodate a continuous riverwalk along the East Twin River.

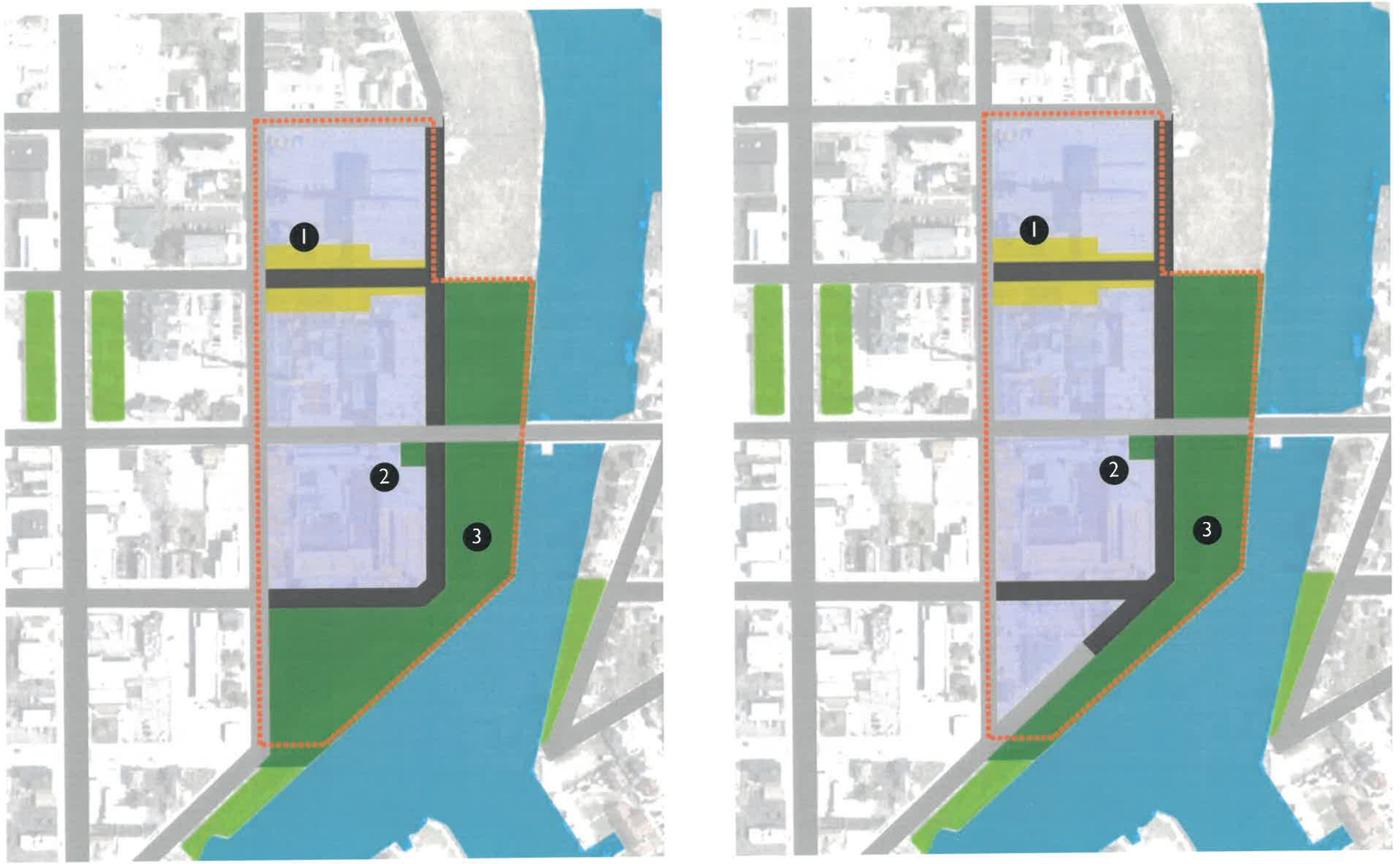
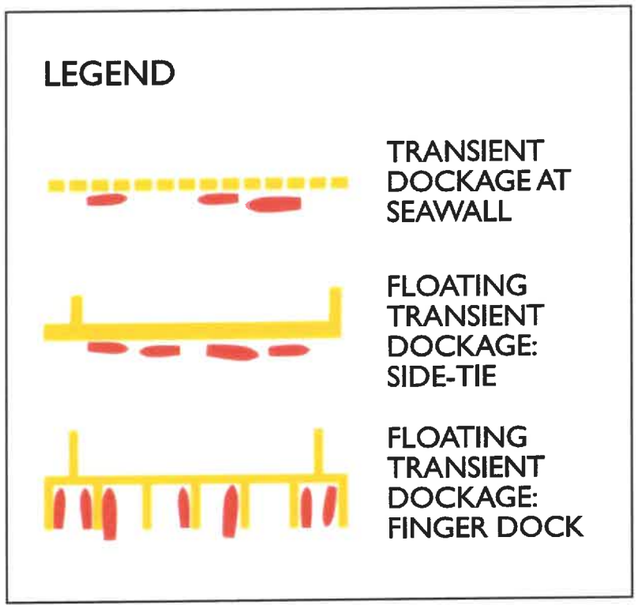
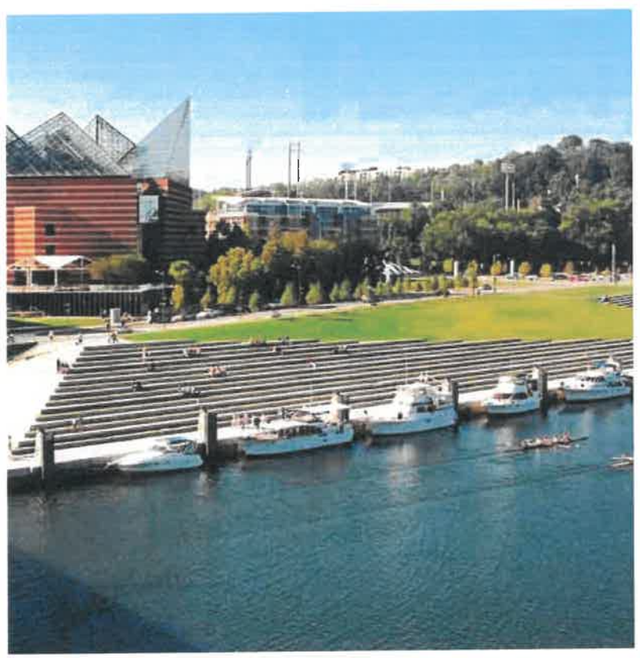



*figure 5.1: Waterfront park options: 1) with contiguous upland park (at left); 2) focused linear park (at right).*

## 5.2 Transient Dockage

Access to the East Twin River at the Hamilton Strand is envisioned as an ideal location for transient dockage as it is relatively protected from the impact of offshore waves entering the harbor. Mooring of vessels south of the 17th Street Bridge is best accomplished by having vessels side-tie directly against the seawall, similar to what now exists at Harbor Park. Options for mooring to north of the 17th Street Bridge increase as the channel width through this zone is significantly greater than south of the bridge. While configuration options increase, so do the range of options for docking facilities. Transient facilities within this zone may include side-tie mooring at the seawall or floating docks. Given the potential for ice floes form upriver areas, floating docks may require more ongoing maintenance and effort to upkeep and consideration should be given to the removal of docks during the winter.



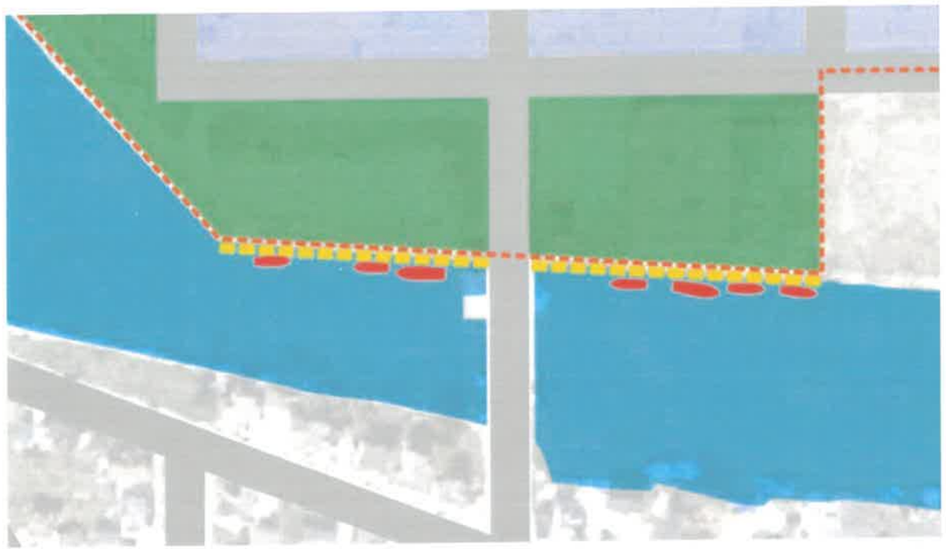



Example of transient dockage at seawall.

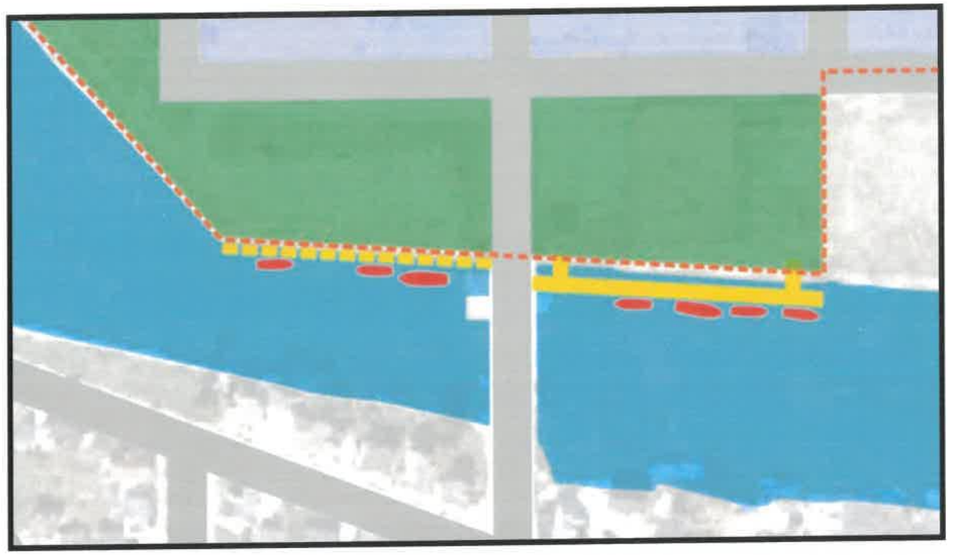
Example of floating side-tie dockage.

Example of floating finger docks.

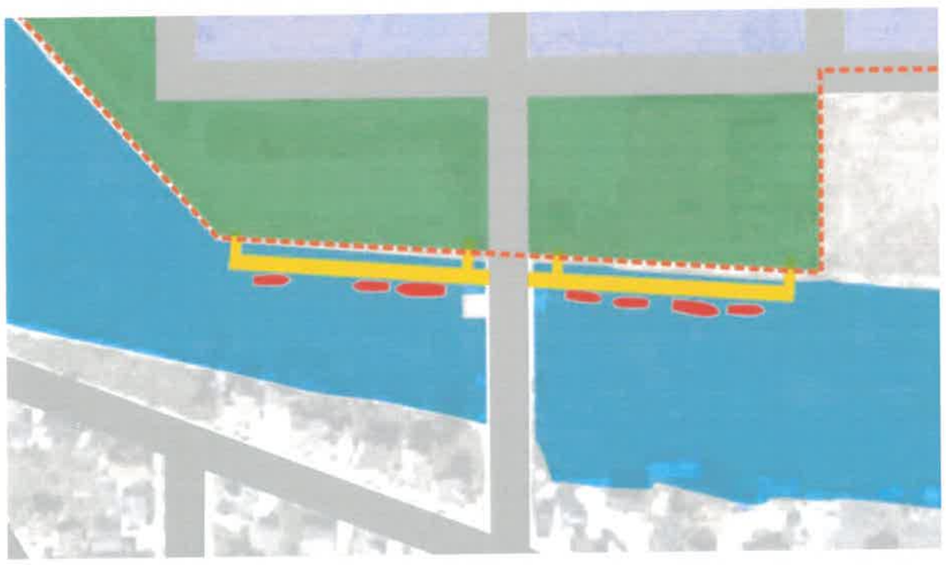
*figure 5.2: Transient dockage typologies.*



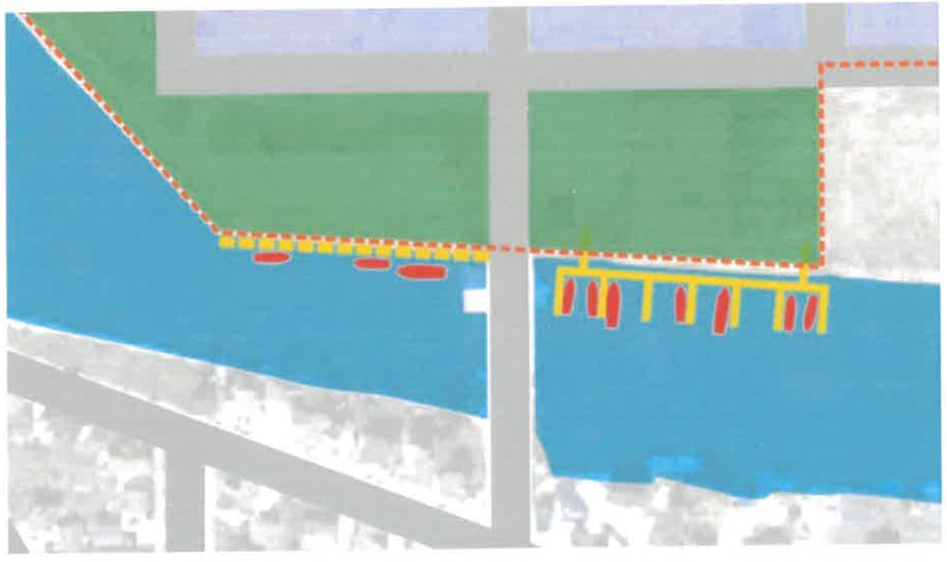
Option 1: transient dockage at seawall south and north of 17th Street Bridge.



Option 2: transient dockage at seawall south of 17th Street Bridge; floating transient dockage (side-tie) north of 17th Street Bridge. Option 2 is the recommended approach.



Option 3: floating transient dockage (side-tie) south and north of 17th Street Bridge; dock extends benath bridge and may be used as a boardwalk extension of the waterfront park trail.



Option 4: transient dockage at seawall south of 17th Street Bridge; floating transient dockage (finger dock) north of 17th Street Bridge.

*figure 5.3: Transient dockage studies.*

## 5.3 Preliminary Waterfront Park Concept

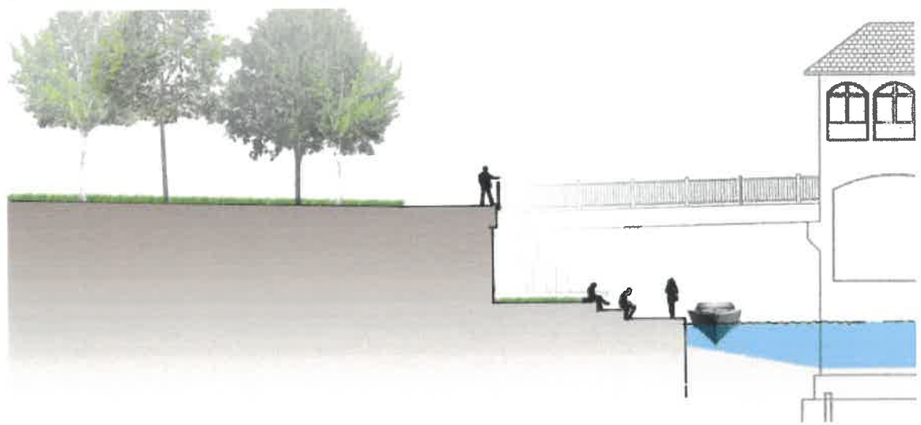



*figure 5.4: Conceptual plan and section for the Prow waterfront concept.*

Two conceptual strategies were developed to organize the issues at play along the river. These issues include access, land allocation, contextual connections, sense of arrival, and river-specific functions. From two proposed approaches a single concept emerged as a strong favorite. This concept, the Prow, leverages waterfront park option 1 as illustrated in figure 5.1. (Refer to the Appendix for option 2, the Terrace).

The Prow extends the option 1 upland park component riverward as a strong projecting nose or lookout point at or near the location of the existing harbor overlook tower. This new overlook feature serves to maximize upland park space, providing much needed flexible public open space proximate to the city center. The prow also aligns with the confluence of the West and East Twin Rivers and the mouth of Two Rivers Harbor, pro-

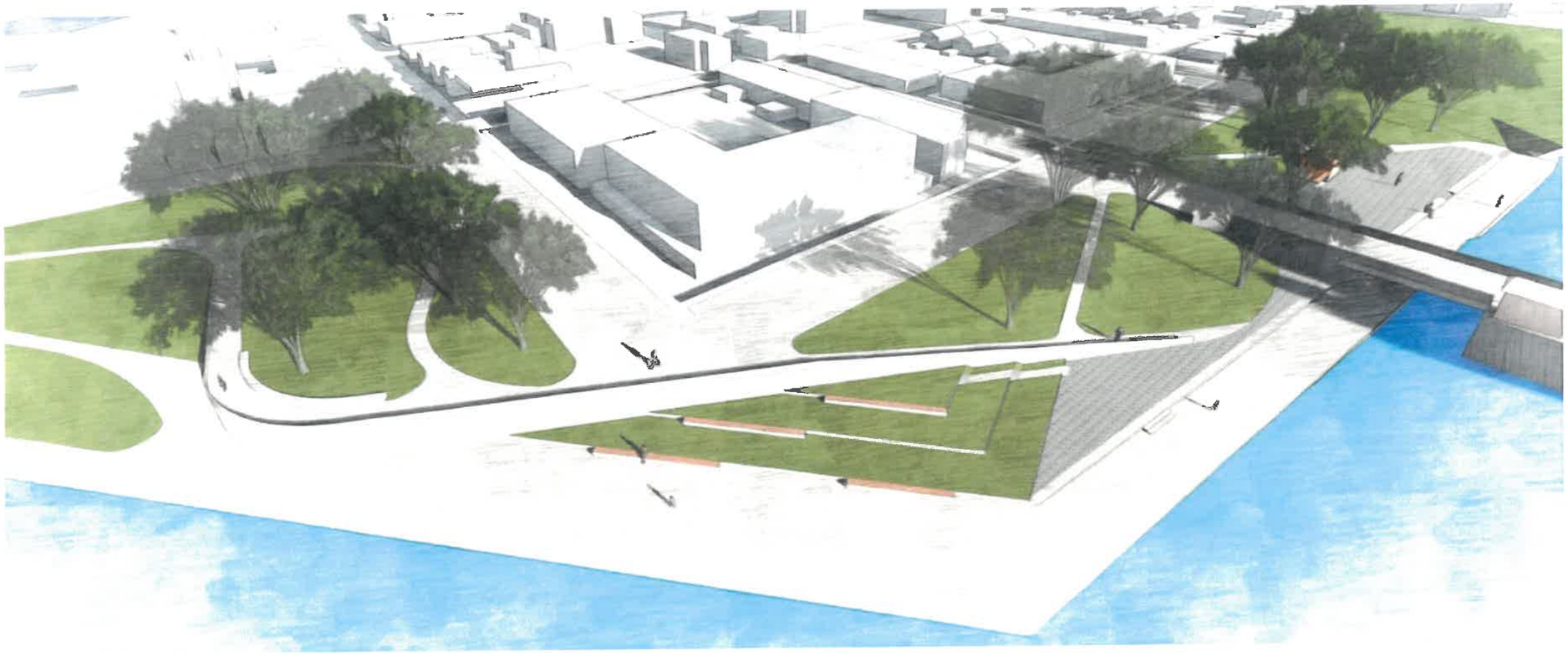


*figure 5.5: Study model views of the Prow concept.*

viding a direct view down the harbor entrance and out to Lake Michigan, and a beacon for those arriving by boat.

The Prow strategy employs long stretches of retaining structures and earthworks to provide sloping access pathways between East River Street and the waterfront. It accommodates transient dockage with mooring options integrated at a rebuilt seawall. And it provides a considerable amount of multifunctional paved space adjacent to the river, on either side of the 17th Street Bridge. This flex space is envisioned as spillover for a small retail structure just north of the bridge, accommodating a café terrace or canoe and kayak rental storage.

## 6.1 Summary

Recommendations within this study involve two related, but distinct projects. The first project establishes a vision for the redevelopment of the Fisher-Hamilton site; this vision is intended to convey the community's goals for private reinvestment in and transformation of this idle industrial riverfront property. It establishes guidance for the overall redevelopment form by defining a palette of pre-determined land uses, and by creating the framework for a high-quality public realm, including a reimagined and enhanced system of streets and public open spaces.

The second component of this study outlines a vision and strategy for expanding transient boater access and facilities proximate to downtown Two Rivers. Initial investigations into the development of such facilities focused on the confluence of the East and West Twin Rivers; these investigations were documented in the Harbor Master Plan. However, due to a challenging wave climate at the harbor entrance, establishing suitable docking conditions at this location will require a significant investment in wave and storm surge mitigation. As such, this approach to expanding transient dockage is understood as a potential component of a longer-term collaborative strategy which the city and the United States Army Corps of Engineers will pursue in due time. However, with the near term effort to more quickly respond to the needs of local boaters still outstanding, the Fisher-Hamilton redevelopment planning effort was identified as a logical means of successfully facilitating waterfront access and coordinating the land area and riverfront required for quality facilities. The investigations herein work to dovetail these boater facilities with new public open spaces and the upland Fisher-Hamilton redevelopment in a holistic manner. The facilities are primarily located north of the 17th Street Bridge, but southward expansion of may occur over time based on demand and available resources.

In combination, these two facets of the study offer the community of Two Rivers an opportunity to transform their riverfront. It is an opportunity that extends beyond the boundaries of the Fisher-Hamilton site and has the potential to catalyze positive change in adjacent underutilized properties and the broader community as a whole.


*figure 6.1: The interplay of the new Hamilton Strand waterfront park (1) will not only benefit the Fisher-Hamilton Redevelopment site (2), it may also catalyze reinvestment and redevelopment at other park-adjacent parcels (3).*

## 6.2 Implementation

Advancing the recommendations included within this document will require ongoing effort and investment. Whenever possible, the community should leverage state and federal resources to support these ongoing initiatives. The following are a series of recommended next steps that the city should consider in pursuit of the goals they've identified through this planning process:

1. **Plan Adoption.** It is the intent that this plan be formally adopted as an amendment or addendum to the Harbor Master Plan and/or Comprehensive Plan. The formal process of adoption signifies a commitment on behalf of the community to advancing the recommendations found herein. Multiple public meetings and community input received as part of the planning and design process have informed this study and formal adoption will reinforce the investment of time and effort expended by those who have participated in its creation.

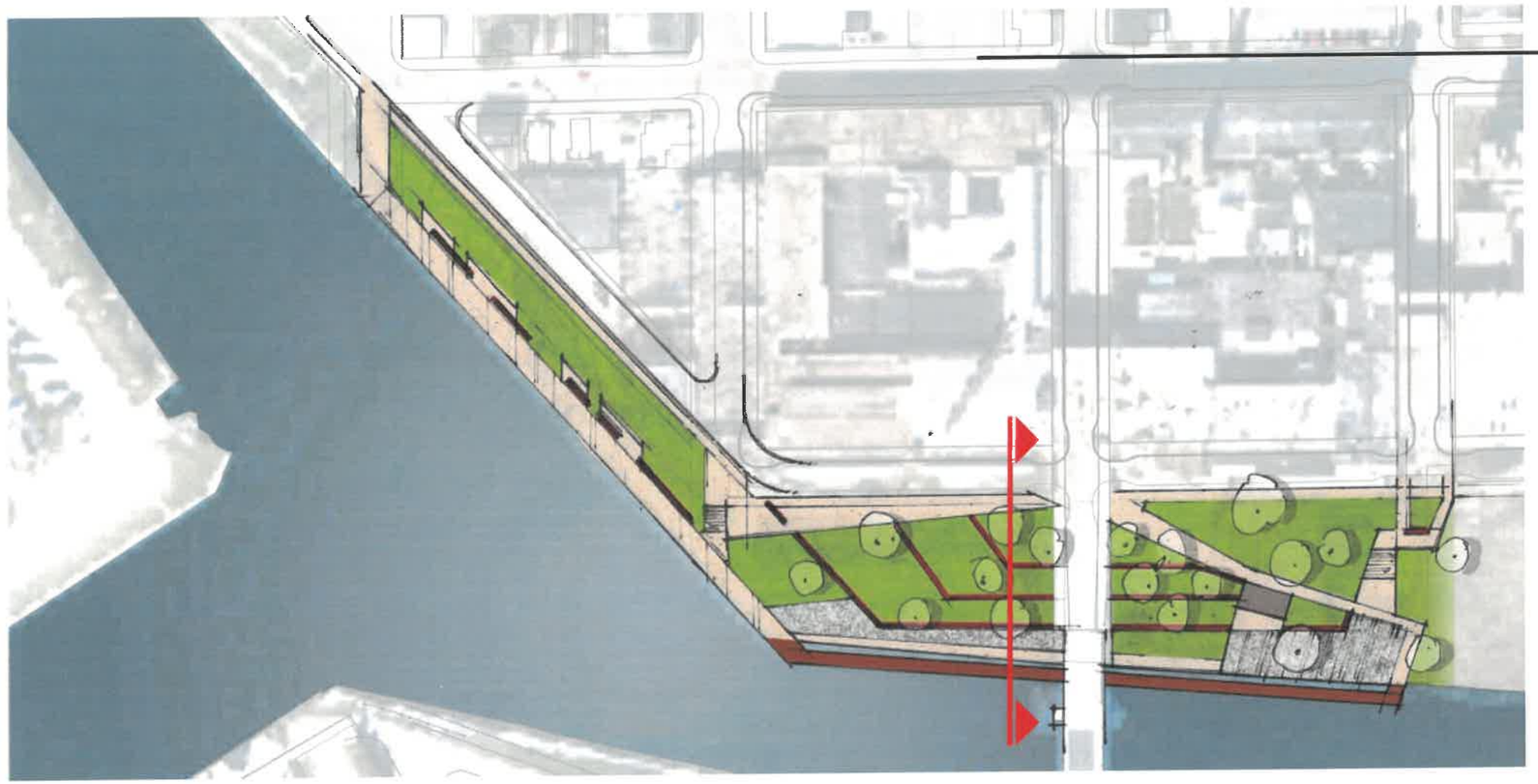
2. **Complete Land Assembly or Acquisitions**. Ongoing investments to assemble land by the city have resulted in public control of all but one property at the southern triangle defined by East River Street, 16th Street, and Jefferson Street. This effort reinforces the recommendations for preservation of this area as a component of the future public open space system and will incentivize private reinvestment in underutilized property on adjoining blocks. The City of Two Rivers should continue these efforts to control land identified for future public use and assemble parcels to support large-scale redevelopment of underutilized properties.

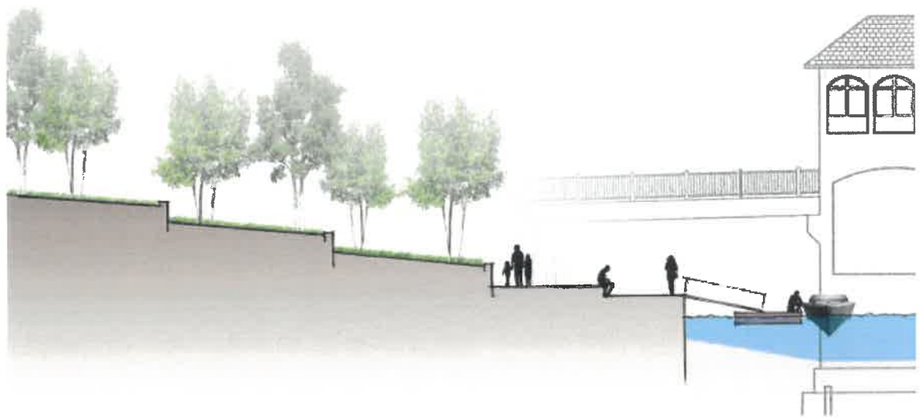
3. **Update Zoning**. The former Fisher-Hamilton property is zoned for industrial use. Rezoning of the property will be necessary to accommodate the recommendations of this plan and to implement the community's vision for this key riverfront site in the future. Suitable zoning districts that may allow for implementation of the form and character-based recommendations envisioned by the community include the Planned Unit Development District (PUD), Planned Development District (PDD), or the Traditional Neighborhood Development/Planned Unit Development District (TND/PDD). This action will ensure that the desired range of uses outlined within this plan are part of future private redevelopment proposals.

4. **Advance Planning & Design**. Continue to invest in developing plans for the improvement and enhancement of the riverfront, and continue to support guidance documents which convey the community's goals and objectives. Certainty about the future offers the community a goal to strive toward, conveys the commitment of leadership to investing in the community and its residents, and offers private investors a clear vision and set of expectations that can help attract investment.

These initial implementation tasks are key to realizing the recommendations outlined within this plan. However, this is not a comprehensive list of activities and the community should continue to monitor progress and vet additional steps in pursuit of its goals.

## A.1 Alternative Preliminary Waterfront Park Concept



A second waterfront park concept, the Terrace, was studied during the planning process. This second option is aligned with waterfront park option 2 (figure 5.1). This approach allocates all of the upland west of the East River Street right-of-way to redevelopment and focuses public park functions along a linear corridor at the river. In lieu of the projecting prow illustrated in option 1, the Terrace creates a gateway at the 17th Street Bridge. Here, strongly articulated planted terraces frame the west bridge abutment and serve as green portal for vehicles entering downtown. The geometry of these terraces also accommodate views to the recently completed Harbor Park, and maintains the visual link to the main harbor channel and Lake Michigan beyond.

*figure A.1: Conceptual plan and section for the Terrace waterfront concept.*

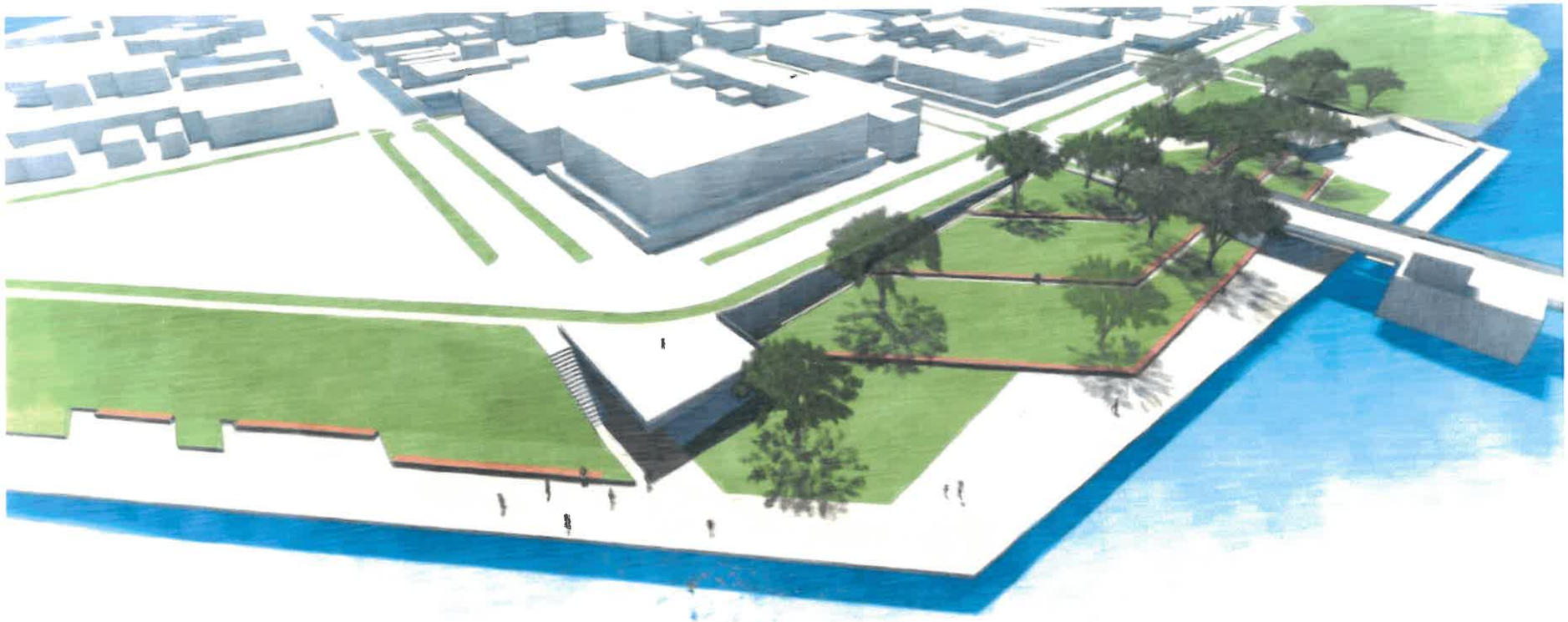


*figure A.2: Study model views of the Terrace concept.*

The Terrace relies on low walls and earthwork to transition grade; as such, many of the connections suggested in this option are more vertical and stepped as opposed to gradually sloping. Less paved space is allocated at the river's edge, however floating side-tie transient dockage and an associated on-shore structure ensure that river-oriented functions are accommodated and well-integrated into the park experience.