



# WATERFRONT MASTER PLAN

NOVEMBER 2016



# ACKNOWLEDGEMENTS

Special thanks to the Town of Gibraltar residents and businesses who participated in workshops, meetings, on-line discussions, and informal conversations. The project steering committee included all members of the Town Board and Harbor Commission.

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# CONTENTS

1. INTRODUCTION.....	PAGE 5
PLANNING PROCESS, KEY ISSUES, AND FUTURE VISION	
DOOR COUNTY AND TOWN OF GIBRALTAR	
FISH CREEK	
2. ANALYSIS.....	PAGE 19
FISH CREEK	
LAND USE	
WATERFRONT OPERATIONS	
CIRCULATION	
PLACEMAKING	
3. MASTER PLAN.....	PAGE 47
CIRCULATION, PARKING, WAYFINDING	
FISH CREEK	
TOWN BEACH	
HARBOR AREA	
PROPERTY ACQUISITION	
4. IMPLEMENTATION.....	PAGE 63
FUNDING OPPORTUNITIES	
SUMMARY OF RECOMMENDATIONS	
APPENDICES.....	PAGE 71
SUMMARY OF PUBLIC PARTICIPATION RESULTS - PDF	





# 1 INTRODUCTION



Figure 1. Clark Park & Town Dock      Balancing public and private access to the waterfront is a critical issue facing Fish Creek



# PLANNING PROCESS

## PURPOSE OF THE PLAN

The purpose of the Plan is to identify enhancements to Fish Creek's waterfront areas with a focus on the Town Dock, boat launches, Town Beach, and Fish Creek. It provides a blueprint for the Town of Gibraltar and its public and private partners to invest in the future. In so doing the Master Plan seeks to balance the need for a forward-looking vision for the Town's waterfront public spaces with the need for a cost-effective built reality that balances many public and stakeholder demands.

The Plan was developed through an inclusive, open, and transparent process over the period late summer 2015 to summer 2016. Community engagement efforts included the following components:

- Community workshops
- Design workshops
- Resident & property owner survey
- Visitor survey
- Town dock user survey
- Waterfront business focus group
- Open houses
- Steering Committee Meetings
- Presentations to the Town of Gibraltar Town Board
- Key stakeholder meetings with business owners, private property owners, and public agencies



A summary of public involvement efforts and results is provided in the Appendix ‘Summary of Public Participation Results.’ Several key issues were identified based on public and key stakeholder input, as well as discussion with the project steering committee.

This Plan aligns with many of the goals, objectives, and policies contained in the Town of Gibraltar’s Comprehensive Plan (10-year revision, December 2015) including those related to cultural resources, economic development, transportation, utilities, community facilities, and land use.

## KEY ISSUES IDENTIFIED

- Congestion
- Water Quality
- Walking & Biking
- Ecological Restoration
- Wayfinding
- Public Access

## CONGESTION

One of the key issues in Fish Creek is congestion. During the height of the tourist season heavy vehicular traffic leads to congestion along Main Street and throughout the downtown area, including at the Town’s boat launches. Congestion causes safety concerns, as bikers and pedestrians vie for space among cars, boats, and delivery vehicles. Congestion also limits access, as parking spots quickly fill up and visitors find it difficult to access Fish Creek’s shops, restaurants, and waterfront areas.

## WATER QUALITY

Water quality has been an issue at the Town Beach, with bacterial outbreaks leading to summer time beach closures. Storm water runoff also negatively impacts water quality more generally, as more and more impervious surfaces such as parking lots and driveways are built within the watershed, carrying silt and other pollutants into the bay.

## WALKING & BIKING

Residents and visitors value how walkable downtown Fish Creek is and desire more connectivity. However, they also have concerns over pedestrian and bicycle safety. A key concern is getting bicyclists safely to and from downtown Fish Creek, with many bicyclists using overcrowded sidewalks or Main Street to make the journey back and forth from nearby destinations such as Peninsula State Park.



Figure 2. Spruce Park provides public access to the waterfront



Figure 3. The Town dock provides amenities to residents and tourists alike



Figure 4. There is a strong desire to enhance the Town Beach area





Figure 5. Fish Creek is a destination for many visitors



Figure 6. Signage directs visitors to the boat trailer parking lot



Figure 7. There is a desire to provide additional public access to the waterfront

## ECOLOGICAL RESTORATION

Fish Creek's namesake drains a large watershed, emptying into the bay between the Town Beach and Peninsula State Park. However, the creek has been degraded over time through channel straightening and down-cutting in the vicinity of the STH 42 concrete box culvert. In particular, an approximate 18 inch drop in the channel bottom occurs at the edge of the downstream concrete apron, causing a significant barrier to fish passage.

## WAYFINDING

Welcoming and orienting visitors to Fish Creek is seen as an issue. Certain areas, such as the Town Center and Noble House parking lots, are not well marked and difficult to find. Arriving from the South there is a lack of coherent informational signage welcoming and guiding visitors to key destinations.

## PUBLIC ACCESS

Public access to waterfront recreational opportunities, including access and enjoyment of the Town Beach and Fish Creek waterfront are seen as critical issues by many residents. While the number of launches is excessive compared with peer communities, the existing boat launch configurations are seen as inadequate, as are the level of amenities at the Town Beach. A majority of survey respondents indicated they would like to see additional public access to the waterfront as well as beach improvements.

## KEY FORCES & ISSUES

Early in the planning process a set of key issues were identified and graphically incorporated into a Forces and Issues map. The purpose of the map is to develop a common understanding of the key issues, or challenges, facing Fish Creek's various waterfront areas.



## Fish Creek Waterfront Forces & Issues

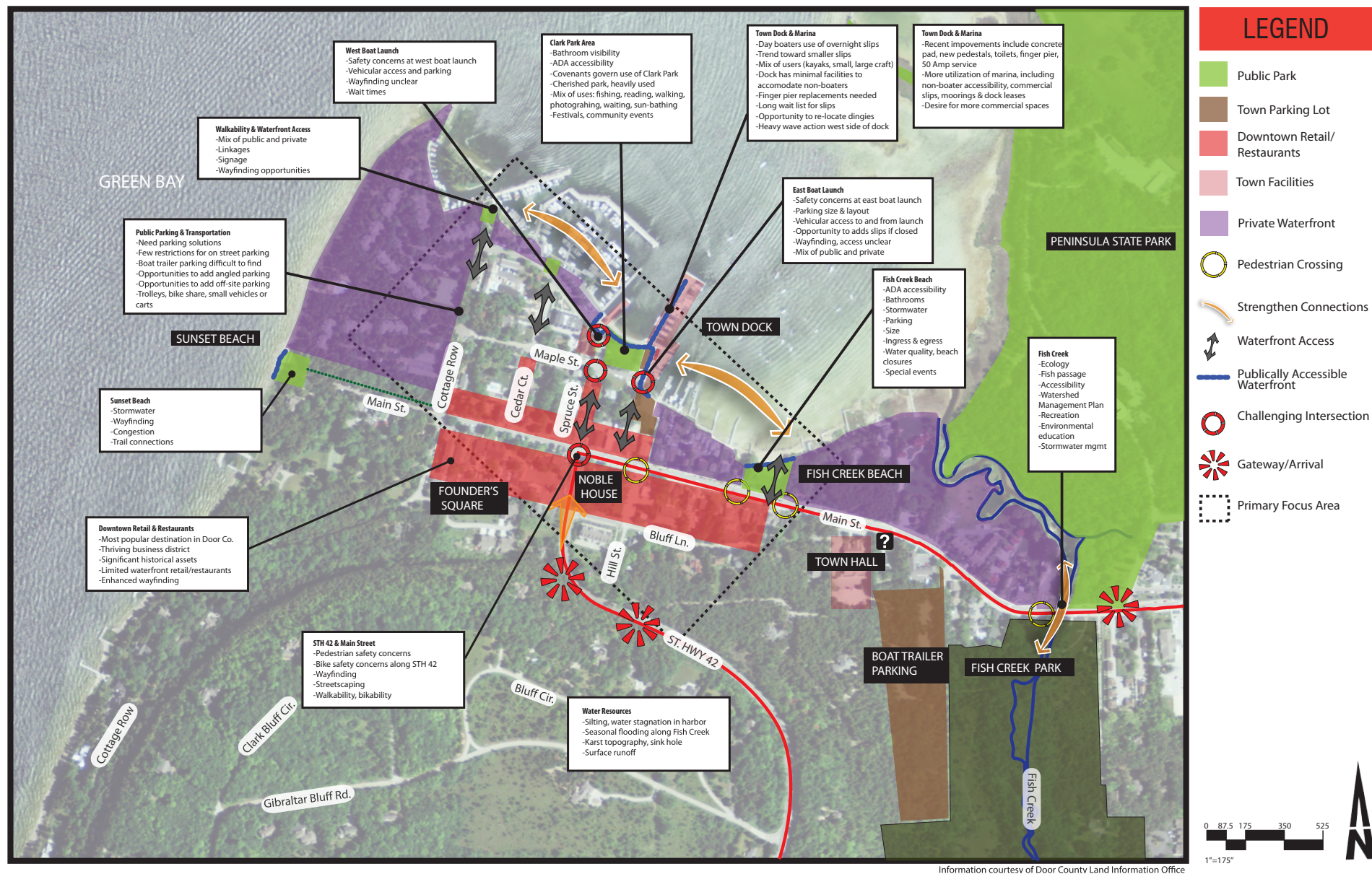


Figure 8. Fish Creek forces and issues diagram



## VISION AND GUIDING PRINCIPLES

The Vision Statement is an overall expression of intent which is used to guide Plan development and Plan implementation.

**“Fish Creek is a welcoming, and accessible community whose downtown & waterfront work together to provide an unmatched visitor experience and quality of life for year-round residents”**

To support the vision a set of guiding principles were developed. These principles were used in the evaluation of alternatives during Plan development, and should be considered important factors as the Town implements this Plan.

1. Keep the quaint, charming character of the community
2. Maintain economic vibrancy and sustainable return on public investments
3. Shared commercial and non-commercial use
4. Increase and enhance connections
5. Enhance walkability and bikeability
6. Embrace the waterfront
7. Educate, promote, and maintain historic heritage
8. Protect and restore the natural environment

### KEEP THE QUIANT, CHARMING CHARACTER OF THE COMMUNITY

Fish Creek has a charming quality which is very attractive to both its residents and visitors. People value its walkability, its mix of shops and restaurants, and its physical beauty. Throughout the planning process community members, elected officials, visitors, and others stressed the importance of maintaining the existing character of the community. This Plan does not propose any major land use or other improvements that would drastically change the feel of the community. Rather, it embraces and incrementally builds upon what already makes Fish Creek a special place: its visitor experience, its walkability, its diverse mix of retail, restaurants, and lodging, its small parks and open spaces.

### MAINTAIN ECONOMIC VIBRANCY AND SUSTAINABLE RETURN ON PUBLIC INVESTMENTS

Downtown Fish Creek, unlike many similar sized downtowns, is filled with successful retail, dining, lodging, and other commercial establishments. Visitors come to Door County for its natural beauty but they have many choices when it comes to shopping or dining after they arrive. It is the overall experience of Fish Creek that attracts them downtown. This Plan proposes to enhance that experience by addressing key issues such as congestion, access to the water, and wayfinding. New trails, better signage, expanded off-site parking, beach enhancements, and improved access to the

water are all proposed. Many of these improvements can be done relatively inexpensively, while others are more costly. This Plan proposes a phased approach rather than implementing large scale improvements all at once.



## SHARED COMMERCIAL AND NON-COMMERCIAL USE

One of the challenges of highly successful, tourism-based communities such as Fish Creek is achieving a balance between commercial activities and uses, and non-commercial activities and uses. This Plan proposes a mix of enhancements (trails, parks, parking, wayfinding, etc...) designed to support both commercial and non-commercial activities. For example, new trail segments and connections will benefit both businesses by making their locations more accessible, while also providing a quality of life benefit for residents. Similarly, greater waterfront access is intended to enhance the resident and visitor experience, while also benefitting existing businesses and providing new business opportunities as well.

## INCREASE AND ENHANCE CONNECTIONS

Visitors to Door County are increasingly looking to stay in and visit places which are walkable and provide biking opportunities. Therefore, Fish Creek's location at the entrance to Peninsula State Park makes it a highly desirable destination. The Park has a well-developed network of walking and biking trails. This Plan proposes to strengthen downtown's linkages to the Park through additional trail connections and amenities.



Figure 9. What three words best describe Fish Creek twenty years from now?

## ENHANCE WALKABILITY AND BIKEABILITY

A community's walkability is dependent upon four system conditions which must be satisfied in order to make walking the preferred option for an individual. **First, the walk must be useful**, meaning that most aspects of daily life are sufficiently close by and accessible. This Plan proposes new trail segments which will make Fish Creek destinations more accessible by foot and bike. **Second, walkers must feel safe**, with streets designed to give pedestrians a "fighting chance." This Plan proposes changes to the Spruce Street & STH 42 intersection which would create safer conditions for pedestrians. **Third, the environment must be comfortable**, meaning that the landscape and urban form create a sense of enclosure that make people feel like they are walking through an "outdoor living room." This Plan proposes maintaining the town's intimate feel by retaining existing buildings even as additional public waterfront access is achieved over the long-term. **Finally, walkable places are interesting places**. This Plan respects the uniqueness of Fish Creek's buildings while identifying small scale, interesting enhancements such as a new park, public art, a pedestrian overlook, and access to Fish Creek.

## EMBRACE THE WATERFRONT

Residents involved in the planning process expressed strong support for additional waterfront access and green space along the water's edge. The existing boat launch configurations, though numerous, are also seen as inadequate, as are the level of amenities at the Town Beach. 60% of survey respondents indicated improved beach access should be a priority.

There was also widespread support for more fully embracing the creek, through habitat restoration and enhanced pedestrian and bicycle access. Opportunities to embrace the waterfront also include additional silent sports activities, such as kayak rentals, educational efforts to highlight the history of the bay, and establishing stronger visual connections to the water. This Plan identifies strategies for Fish Creek to embrace its waterfront including proposed improvements to Fish Creek, the Harbor Area/Town Dock and the Town Beach.

## EDUCATE, PROMOTE, AND MAINTAIN HISTORIC HERITAGE

Fish Creek's history is an important part of what makes the community a special place to live and visit. Residents and visitors to Fish Creek place tremendous value on the existing character of the community. Protecting and preserving the cultural resources are seen as a priority. Residents and visitors value Fish Creek's quaintness, walkability, and history. They want to preserve the small town feel of the community, including the scale and character of the buildings and small businesses which call downtown Fish Creek home. This plan does not call for large scale interventions which would undermine what makes Fish Creek a unique and special place. The consultant team heard loud and clearly from the community that they "like things the way they are now." Therefore, the projects identified in this Plan are intended to be smaller scale in nature and mesh into the existing fabric of the community versus calling for large scale change.



Figure 10. Survey responses to question “What do you like most about Fish Creek?”



Figure 11. Survey responses to question "What about Fish Creek should not change"



## PROTECT AND RESTORE THE NATURAL ENVIRONMENT

Protecting and restoring the natural environment are both seen as priorities. Water quality has been an issue at the Town Beach, with bacterial outbreaks leading to summer time beach closures. Fish Creek's namesake drains a large watershed, however the creek has degraded over time, as increased run off has led to channelization and erosion carrying silt and other pollutants into the bay. A box culvert dam prevents upstream fish passage throughout most of the year. This Plan identifies storm water management strategies to reduce the amount and quantity of storm water runoff, while also prioritizing the development of a comprehensive watershed management plan to help inform land use decision making over time. Finally, it illustrates ways to leverage improvements for greater pedestrian connectivity to and from the State Park.

## LOCAL AND REGIONAL CONTEXT

### DOOR COUNTY AND TOWN OF GIBRALTAR

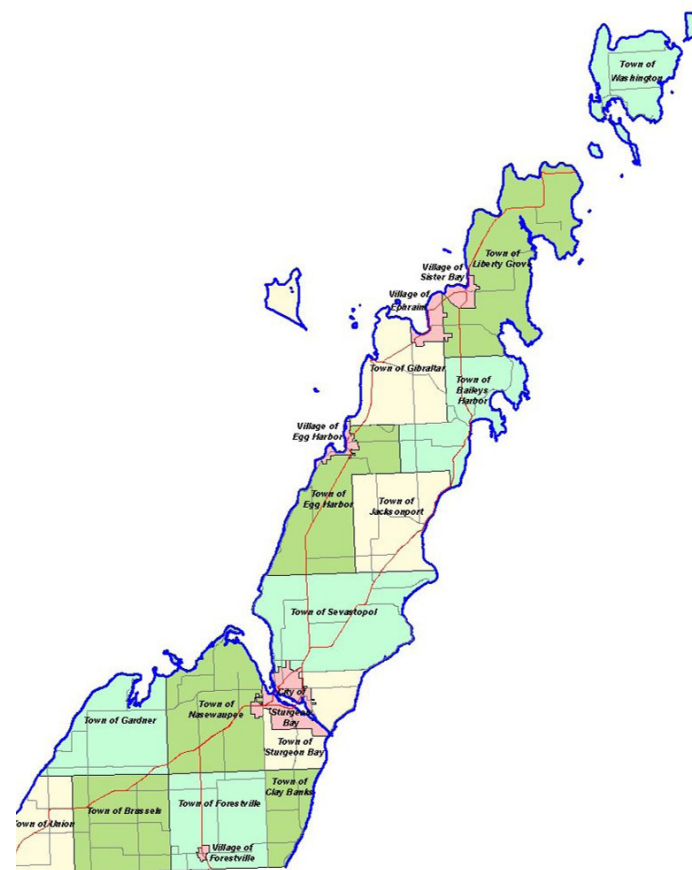
#### GEOGRAPHY

Door County is known for its water and its topography. The Niagara Escarpment runs up the spine of the county, providing exceptional views to both Green Bay and Lake Michigan. There are over 300 miles of rocky shoreline and sandy beaches along its coast.

## NATURAL RESOURCES

The Town of Gibraltar is located within the Upper Door priority watershed. County-sponsored goals for the area include protecting groundwater, decreasing well contamination, and improving and protecting the water quality of streams and lakes.

There are five sub-watersheds within the Town, including large areas in the western side of the Town which drain to Green Bay. The Fish Creek watershed drains a majority of the central and northwestern portions of the Town.



## FISH CREEK

Fish Creek is located at the southern entrance to Peninsula State Park. Its location adjacent the deepest, protected bay in northern Door County has played a strong role in its development, as has its location along State Highway 42 (STH 42).

Consistently rated as a top small town tourist destination, Fish Creek is known for its charming downtown, restaurants, shopping, arts, and thriving cultural scene. Its proximity to Peninsula State Park and Lake Michigan provides many opportunities for outdoor adventure and exploration.

## HISTORY

Fish Creek got its start in the mid 1850's when Increase Claflin, Door County's first settler, built his second home in the county. Soon after, Asa Thorp arrived and set up a wood loading dock to provide fuel for the steamboats making their way to and from Green Bay. Farmers and fishermen soon arrived and the town grew slowly.

The tourism industry got its start as larger homes were built with extra rooms for travelers, some of which eventually converted to hotels. Steamboats brought visitors from Chicago and St. Louis, fueling the development of iconic hotels including "The Casino" now known as the Whistling Swan.

As the community grew several social organizations emerged to support community development including the Fish Creek Women's Club, the Royal Neighbors, various church groups, and the Fish Creek Business Association.

Tourism remains the backbone of Fish Creek's economy, however more and more seasonal and year-round residents drawn to the area for its exceptional

quality of life now bring their jobs and retirement income with them, in turn providing demand for products and services.

Today, Fish Creek, like the Town of Gibraltar as a whole, is characterized by the presence of many small businesses. Fish Creek is also home to two larger employers, Gibraltar Area Schools and the Door County YMCA. The population of Fish Creek is similar to the Town as a whole, comprising primarily older and well educated individuals.

## PHYSICAL SETTING

Fish Creek is nestled beneath and adjacent to the Niagara Escarpment, sandwiched between rocky outcroppings and Fish Creek Harbor. STH 42 runs through downtown, bringing throngs of visitors throughout the tourist season.

The commercial core of downtown Fish Creek lies along both sides of Main Street (STH 42) between Cottage Row and the Town Beach. The town is surrounded by parks and open space, with much of Peninsula State Park's stormwater runoff draining back into the harbor via the creek.



Figure 12. Peninsula State Park (3,776 acres) is Wisconsin's most heavily visited State Park. Established in 1909, it includes 8 miles of shoreline, extensive northern hardwood forests, wetlands, and meadows.



Figure 13. Historic photos of Fish Creek - courtesy of Barb Mckesson.









2

ANALYSIS



“Fish Creek was physically straightened in the past (dredged), a short distance upstream of STH 42. Perhaps this was done in association with the construction of the STH 42 concrete box culvert or perhaps to accommodate boat passage. I do not think that any change in hydrology would have straightened the channel out. Further upstream (outside the park), the channel meanders are still observed. We would want to recreate those within the park.” - Tom Sear, SEH Senior Water Resource Engineer



## FISH CREEK

### BACKGROUND

The Fish Creek watershed drains a large portion of the Town of Gibraltar. Fish Creek itself is a small 1.5 mile creek which empties into Green Bay just west of Peninsula State Park. A majority of the watershed is rural in nature, and includes a majority of Peninsula State Park. The creek is fed by both springs and storm water runoff.

The main channel of the creek is approximately 1 ½ miles long, ranging from 2 to 6 feet wide, and normally less than 2 feet deep, with a channel grade of approximately 15 feet/mile. The creek provides habitat for a variety of plant and animal species, including Northern Pike which usually spawn in late April followed by suckers which prefer slightly warmer water. A salmon spawn which typically occurs in October.

Water entering Fish Creek bay first passes through a box culvert beneath STH 42 and flows past a private business. The area is a very popular tourist destination and visitors are often seen sitting, resting, and playing along the creek.

The creek then rounds a bend and discharges into the bay. Storm water runoff enters the creek before it discharges into the bay from several sources, including via a culvert which runs under the entrance to Peninsula State Park just to the east of the creek.

The Fish Creek Water Shed Study began in 1998 with a baseline study and ongoing monitoring of the creek, with the ultimate goal of helping the Town properly steward its resource. The volunteer

group's vision for the area is "A healthy stream that supports the environmental and economic interests of the community."

Volunteers have collected a large amount of baseline data since 1999, however the data has not been thoroughly analyzed and no formal plans have been put in place to guide long-term stewardship of the creek.

### ISSUES & OPPORTUNITIES

There are a number of issues and opportunities related to Fish Creek and its watershed. These include environmental concerns, as well as a desire for increased bicycle, snowmobile, and pedestrian access.

1. Hydrologic alterations on the landscape around the creek and within its watershed have contributed to issues now threatening the long term health of the creek, including **insufficient to non-existent water flow during some periods of the year**. Alterations in hydrology will continue as the community and infrastructure expand, and problems may worsen without proper strategies in place. **Increasing upstream infiltration of storm water** before it drains to the creek is one such strategy.

2. Insufficient water flow **impedes fish passage** and negatively impacts aquatic habitat for a va-

riety of plants and animal species.

3. Flash flooding and peak discharge events negatively impact the physical structure of the creek. The silt from bank and sheet erosion causes the creek to become wider and shallower in places, which in turn makes the temperature of the water rise. This results in **less dissolved oxygen available for the creatures who live in the creek**.

4. High water velocities associated with major rain events and past physical alterations have also led to **channelization and the undercutting of the creek's bank** in places. **Restoring natural meanders** provides an opportunity to slow down water velocity.

5. The creek is cherished by both residents and visitors, who enjoy wildlife observation, playing in the water, and even helping assist with fish migrations by carrying fish past the STH 42 culvert when water levels are low. As a highly valued asset, the Town has the **opportunity to more fully embrace the creek as part of its identity by proactively planning** for the protection and restoration of this resource helping ensure its long-term health.

6. Utilizing the creek as a corridor to promote tourism was also identified as an opportunity.



**In December 2015 the Town updated its 20-Year Comprehensive Plan, for “the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the Town.” The Town is under the authority of the Door County Zoning Ordinance, administered by Door County. In 2016, the Town acquired property east of the Town Beach.**



## LAND USE

### PUBLIC PARKS & OPEN SPACE

Fish Creek is blessed with beautiful parks, trails, and open space throughout parts of downtown and much of its periphery. In addition to several Town parks, Fish Creek sits adjacent to Pensinsula State Park providing thousands of acres of nearby and accessible park land.

### ISSUES & OPPORTUNITIES

**The Town Beach.** While most of Fish Creek's current parks fall into the "if it ain't broke don't fix it" category, there are several concerns regarding Fish Creek Beach.

1. The Town Beach is heavily visited but does **not have adequate bathroom facilities**. The Town currently uses portable toilets to serve visitors, however providing indoor bathroom and changing room facilities is viewed as an important opportunity to improve the beach experience.
2. **There are water quality and storm water discharge concerns.** The storm water outfall at the western edge of the Town Beach is unsightly and discharges polluted runoff directly adjacent the swimming area. The flow of water in the harbor is also a concern, with stagnation contributing to deteriorated water quality.
3. **Parking and access were identified as issues at the Town Beach.** There is limited parking available at the beach and it does not meet ADA requirements. Vehicular access to and from the beach can also be a challenge in high traffic, and there is no direct bike trail connection to the beach.

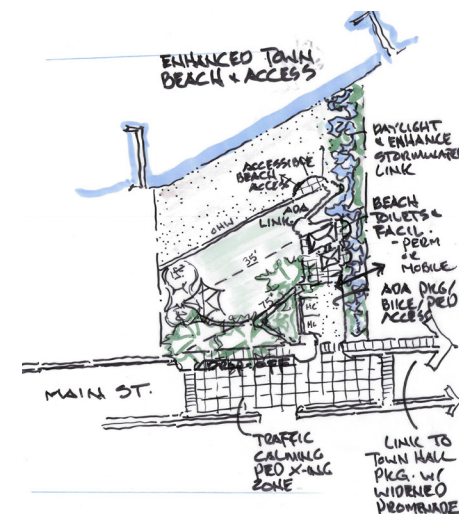
4. Amenities such as **picnic areas and an expanded playground** were identified as opportunities. County Zoning and WDNR restrictions limit what can be added to the current site.

5. In 2015, the Town Beach had 10 advisories and was closed six times due to elevated bacteria. It is likely that storm water, directed to the beach via an outfall, is a primary source of bacteria and other pollutants. **Infiltrating and treating storm water runoff** before it hits the beach is an opportunity to address the issue.

6. **Adding a storm water treatment device**, a manhole which is put in line with the pipe to separate suspended solids and debris from the outfall, **could reduce storm water impacts**. Adding 2-foot sumps to the inlets along STH 42 provides another opportunity to treat runoff before it reaches the bay.



7. Several participants in the planning process identified a desire to provide better **kayak/silent water sport access at the Town Beach**.









**Clark Park** is a popular park in the heart of downtown. It is used to host events throughout the year and is a popular place for visitors to observe the marina, read, and visit with friends and family. Similar to Sunset Park there were no major issues or concerns identified during the planning process. Most people like the park just the way it is. The park land has a deed restriction in place which states that the land be used “solely as a Public Park and/or Playground.” The heirs to the property would like to see the entire property remain a public park. Greater visibility and clearer access to public bathrooms were cited as opportunities.

**Sunset Beach.** Occasional traffic congestion and storm water runoff were cited as minor concerns, however most participants in the planning process did not identify any major issues at Sunset Beach. The Town has recently invested in the park, including wall repairs and benches. Incorporating landscape interpretive signage was identified as an opportunity, so that visitors would know what they are looking at as they look west across the bay. Improving trail accessibility and trolley accommodation were also cited as opportunities.

**Fish Creek Park** is a 27-acre facility bisected by the creek which bears its name. The park provides walking trails which connect to the Boat Trailer parking lot but they are not heavily used. The creek is degraded both upstream and downstream of the box culvert which carries its flow beneath STH 42. Inadequate fish passage, water quantity and quality, invasive species, and accessibility were all cited as concerns. This

Plan identifies several potential strategies to address the natural resource concerns, many of which will be studied in more detail as the Town prepares an overall Fish Creek Watershed Management Plan.

This Plan does not directly impact any other Town parks within the study area.

**Open Space.** 49% of residents surveyed said it was important to have a pedestrian walkway from the Town Beach to the marina (Clark Park) area. The consultant team met with property owners along this stretch of land and discovered that the majority were uncomfortable including the boardwalk concept in this Plan. Subsequent discussion with the project steering committee led to decision not to include the concept in the master plan. Instead, a set of principles was developed to serve as a guide for the Town as it contemplates future acquisition of private property within the study area. Termed “the playbook,” the decision making principles are described in the master plan section of this report.



## COMMERCIAL DEVELOPMENT

Fish Creek's charm is due in no small part to its highly successful business community. And while the surge of visitors can feel chaotic at times, the mix of vehicles, bikes, and pedestrians helps slow down traffic making walking more enjoyable and safer “feeling” compared with other tourist destinations.

Several urban design qualities also contribute to that charm including good linkages, a human scaled environment, and a fine grained mix of land uses. The combination of a thriving local economy and good urban design creates a highly walkable environment which distinguishes Fish Creek from other Door County destinations. Walkability is a large part of what makes the community feel unique and special.





## ISSUES & OPPORTUNITIES

Many of the qualities which make Fish Creek such a desired destination are contingent upon a tightly interwoven mix of public and private land uses which combine together to create an attractive, welcoming environment, but which also create land use friction points.

One land use issue discussed at length during the planning process is **the boundary between the parking lot east of the east boat ramp**, recently purchased by the Town, and the private lot across the alleyway to the west. The driveway itself is under mixed ownership, complicating access to the lot.

A second friction point pertains to **shoreline access along the Alibi Dock property**. While the main piers are technically open to the public, access to the piers can require crossing private land. The walkway along the water's edge is also private, however there is agreed upon public access along the water's edge.

The consultant team reviewed recent survey data to develop an **understanding of land use friction points**. No definitive solutions to specific concerns were identified as part of the study. The Town and private property owners will need to work collaboratively before moving ahead on key projects including a preferred future use of the parking lot east of the east boat ramp.



## PARKING LOT EAST OF THE EAST BOAT RAMP

### ISSUES & OPPORTUNITIES

Based on public input, project steering committee discussions and reflected in the resident survey data below (%'s), there are significant differences of opinion in terms of how best to use the parking lot.

- 48% of survey respondents indicated they would like to see the land be used as a park or recreational space.
- 28% of respondents were unaware of the property or unsure how it should be used in the future.
- 19% of respondents indicated the future use should be for parking.
- 5% of respondents indicated they would like to see a combination of uses on the lot, including limited commercial use (kiosk, small business) in a park like setting.

**The primary concern is to identify a preferred future use for the lot,** and to then develop a preferred design for the site. An analysis was conducted to explore several alternative scenarios for the Parking Lot East of the East Boat Ramp including all park, mixed parking and park, and mostly parking. Several alternative high level concepts were identified and shown on the opposite page. With direct input from the property owner, the analysis included future potential use of the private property directly east of the parking lot (current site of Holiday Harbor Cottages). None of the concept alternatives

identified in the analysis were included in this Plan. They are shown here to provide context only and to document the planning process used in the study.





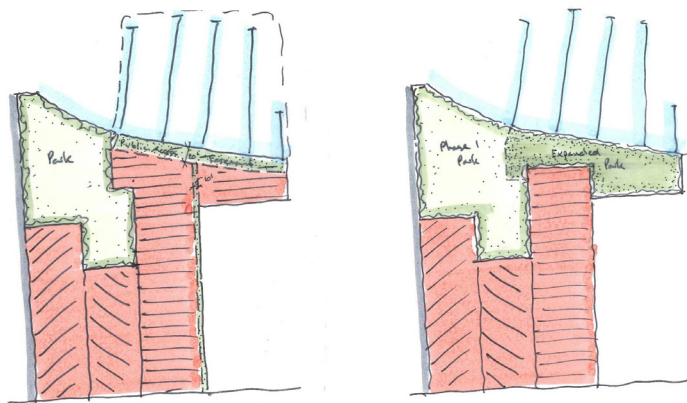


Figure 17. Illustration showing existing property boundaries (left) with proposed park in place of current parking lot. Illustration showing potential expansion of park via easement or property acquisition (right)

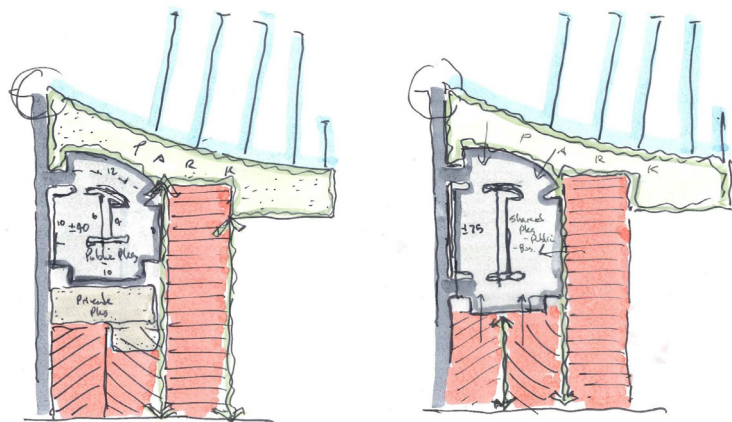


Figure 18. Illustration showing alternative future parking area combined with additional waterfront green space if easement or property were acquired. Figure on left maintains separate shared parking for existing businesses while figure on right shows single combine parking lot.

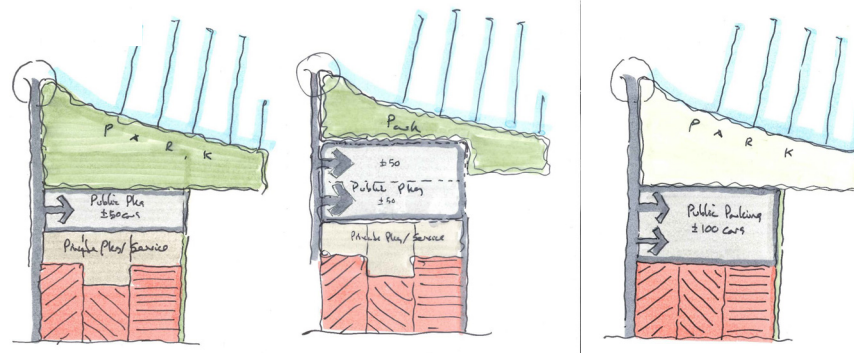


Figure 19. Illustration showing alternative parking lot and park configuration under different property acquisition or easement scenarios.



## WATERFRONT OPERATIONS

The Harbor Area provides a number of uses including a place to launch boats, recreate, eat ice cream, hold community events, and host boat visitors. Northern Door County's deepest harbor, the marina is seeing an increase in demand for smaller boats (less than 30 feet in length).

The area also provides parking for shoppers and is a destination for walkers, bicyclists, and others who come to sit and relax and watch the scenery.

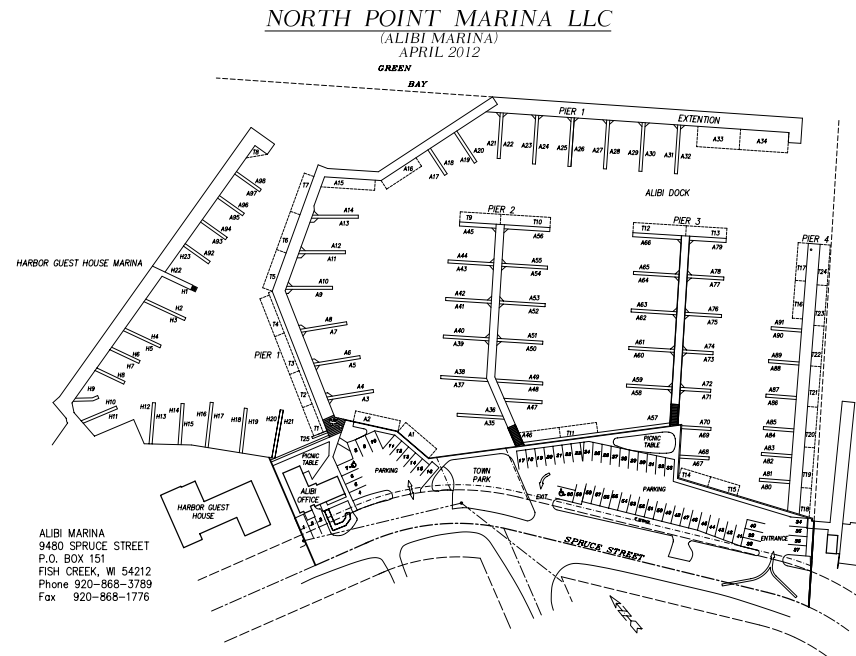
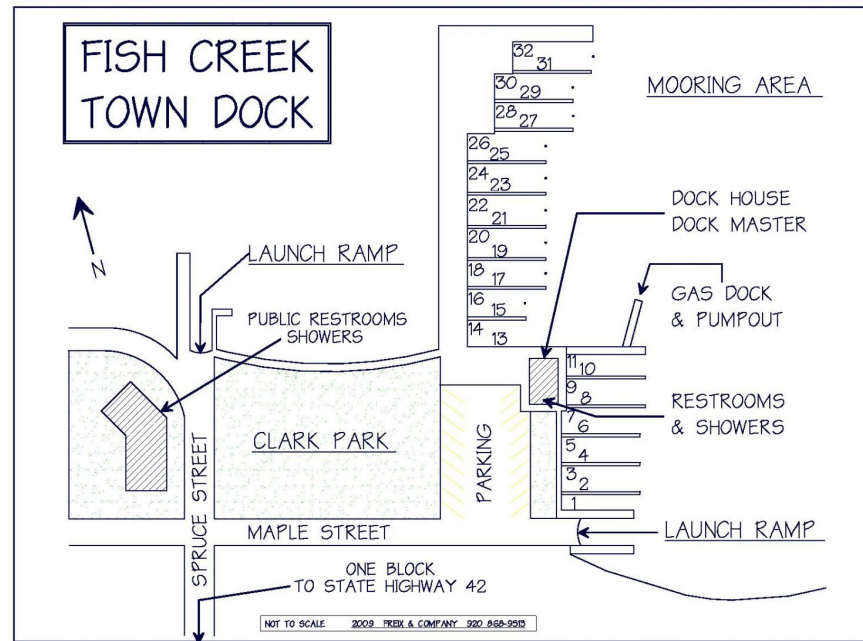
The Fish Creek Town Dock is overseen by the Harbor Commission while the Alibi Marina is privately owned and operated. The Town Dock is run as an enterprise fund and provides approximately \$100,000/year in revenue to the Town.

A summary of infrastructure and amenities is summarized below and includes information on private facilities in order to present an overall picture of the major waterfront operations in downtown Fish Creek.

### LAUNCHES

Fish Creek has a total of two boat ramps and one large commercial barge ramp in the harbor area, which is excessive in the consultant's opinion. Public launches include the west launch adjacent the old West dock and the east launch located just southeast of Clark Park. Both launches are heavily used during the tourist season.

Private launches include the Chambers Island barge launch, which primarily serves 52 islander house-



holds. The launch is mostly located on land owned by the adjacent Harbor Holiday Cottages but partially extends onto the Parking Lot East of the East Boat Ramp. It serves a variety of uses, including servicing Chambers Island residents (supplies, building materials, etc...) and providing fire boat access. Use of the launch is erratic, with most activity occurring in the early morning.

Nearby Peninsula State Park provides a launch ramp at Nicolet Bay on the north end of the park. Day-use only vehicle and trailer parking is available near the ramp. Kayaks often launch at Tennison Bay, which has a shallow draft. There is also a County launch facility at Horseshoe Bay and launches in both Ephraim and Egg Harbor.

## DOCKS AND PIERS

Public docks include the Fish Creek Town Dock, which provides services to transient boaters as well as seasonal slips and other services. Half the dock wall is reservable and half is open to transient users.

The West Town Dock is currently leased on a year to year basis to a commercial operator by the Town. The Town acquired the dock lease from the Green Bay Diocese in 2014. The dock currently serves as the base of operations for Fish Creek Scenic Boat tours.

Private piers include the Alibi Marina (four piers), the Harbor Guest House Marina (1 pier), and several smaller privately owned piers including the three Harbor Holiday Cottage piers located just east of the Town Dock.

## SLIPS

The Fish Creek Town Dock maintains 32 permanent slips, including 3 commercial, providing space

for boats up to 50 feet in length. They are fixed slips which are aging and do not meet ADA requirements.

The Alibi Marina maintains 150 permanent slips and 24 transient slips.

## MOORINGS

The Town Dock provides 64 moorings. As of June 2016 there were two open moorings available for the 2016 season through the Fish Creek Town Dock. Landside dinghy storage is provided.

## AMENITIES

The Town Dock provides restrooms with shower service, dinghy racks, ice and soda, WI-FI, and a dock house for guest use.

The Alibi Marina provides similar services as listed above plus laundry facilities, shuttle service to local venues, cable TV. Its onshore amenities include the Harbor Guest House, a former carriage house converted into seven 1 & 2-bedroom apartments.

## UTILITIES & SERVICE

The Town Dock provides gas service with midgrade and diesel fuel, a pump out station, 50 Amp electric service, and power and water to all slips and the dock face.

The Alibi Marina provides 30/50/100 Amp electric service with utilities and pump outs at every slip.

## COMMERCIAL OPERATIONS

In addition to the Alibi Marina, several other

private businesses have a strong interest in the harbor area. Fish Creek Scenic Boat Tours LLC provides seasonal scenic boat tours on a 69 passenger vessel, the Quo Vodis, departing from the West Town Dock. Other operators, not necessarily located in Fish Creek, provide a variety of public and private charter commercial services out of Fish Creek. Examples include Classic Boat Tours of Door County, Door County Adventure Rafting, and Door County Kayak Tours.



## ISSUES AND OPPORTUNITIES

Several issues and opportunities related to waterfront operations are described below. As an outcome of the planning process the project steering committee came to an agreement that a number of land-based constraints be addressed before the Town invest in any significant expansion or reconfiguration of existing Town-owned facilities.

1. A key issue identified and discussed at length during the planning process related to the **number, type, and function of the existing boat launches** and barge ramps in the harbor. Many participants acknowledged the current facilities do not provide a high level of service, however given the land-based site limitations including size of the area and amount of nearby parking, there is considerable concern over the prospect of adding capacity. Decision-making regarding the long-term configuration and possible expansion of Town-owned facilities will be contingent upon first addressing several other shorter term issues including parking, access, and future use of the Parking Lot East of the East Boat Ramp.

2. **Congestion** was cited as a concern in the harbor area, as was **safety** at the west and east launch areas, where boaters, vehicles, cyclists, and pedestrians all share the same space.

3. **Parking is a concern** which was addressed as part of the study. The current boat trailer parking is not conveniently located and poorly marked.

4. **Limited boat staging areas** in and around the west launch and east launch contribute to congestion during the peak tourist months.

5. There is a desire to **balance commercial use of the marina with an environment/quality of life** which also meets the needs of seasonal slip holders and area residents as well.

6. There is a strong support for **more public access to the water**. For example, 60% of survey respondents indicated improved beach access should be a priority. Several open-ended comments confirmed this is a desire among many residents.

7. There are **environmental concerns** for the harbor area, including stagnant water and sedimentation, especially adjacent the Parking Lot East of the East Boat Ramp. A review of area topography, watershed boundaries, and existing storm sewer suggests that storm water runoff is a potential issue negatively impacting the bay. There is an opportunity to capture and infiltrate runoff before it reaches the bay through implementation of green infrastructure including rain gardens, bio-swales, pervious concrete, shade trees and related measures.

8. Several **commercial operators expressed an interest in having more of a physical presence** in the harbor area. The Town will need to decide

whether or not to continue at the current level of commercial activity, encourage more commercial activity, or attempt to limit future activity. Shared space at a kiosk and a location for a small ticket booth/staging area were both mentioned as possibilities for supporting additional commercial activity. The future use of the West Town Dock, including the terms and conditions of future leaseholders, will also have a significant impact on commercial activity.

9. Long-term, **sustainable access for Chambers Island** residents and service providers is also seen as an issue.





Figure 20. Multiple launch alternatives were explored during the October 18-20, 2015 design workshop at the old Town hall.



Figure 21. Multiple traffic flow alternatives were explored during the October 18-20, 2015 design workshop at the old Town hall.



## CIRCULATION

### VEHICLES

The transportation network for vehicles includes both local and State facilities. STH 42 bisects the downtown, turning right at the intersection of Main Street and continuing east past the Gibraltar Area Schools in a northeast direction toward Ephraim.

The primary street network in downtown Fish Creek is located north and west of the STH 42 and Main Street intersection and includes Main Street, Cottage Row Road, Maple Street, Cedar Street and Spruce Street. The busiest shopping areas are located west of the intersection toward Cottage Row Road along Main Street. The harbor area is located at the end of Spruce Street.

### PARKING

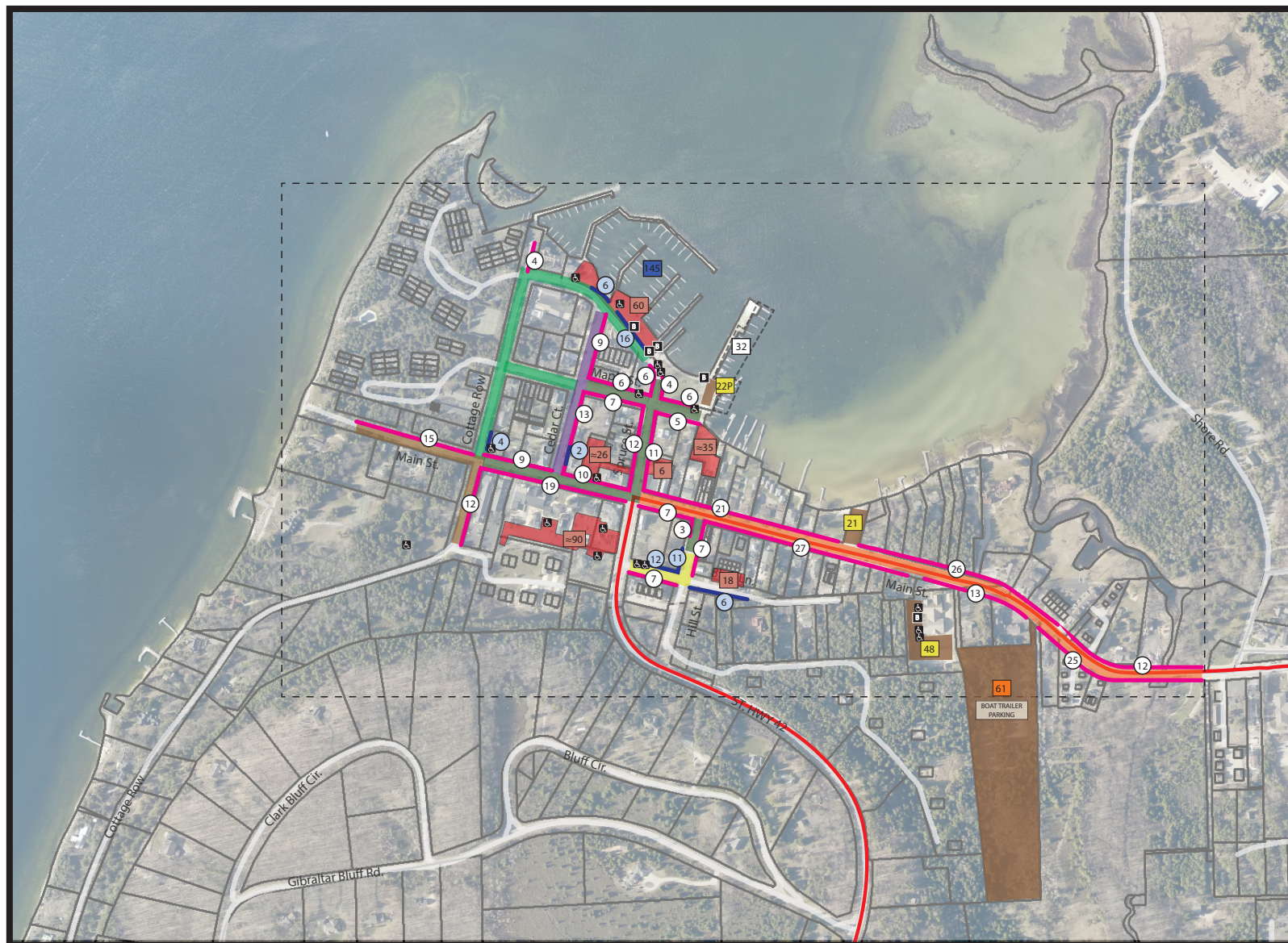
A parking inventory was conducted as part of the study in order to better understand existing conditions (opposite page). It identified the following supply of vehicular parking spaces:

- Town Parking Lots (91)
- Larger Private Parking Lots (235)
- Parallel On-Street Parking (296)
- Angled On-Street Parking (57)
- Handicapped Parking (11)
- Boat Trailer Parking (61)

In order to formulate a comprehensive strategy, more information is needed to better understand the demand for parking.







Information courtesy of Door County Land Information Office

## LEGEND

### Parking Type

- 91 Town Parking Lots ( 91 spaces )
- 235 Larger Private Parking Lots ( 235 spaces )
- Parallel On-Street Parking ( 296 Spaces )
- Angled On-Street Parking ( 57 Spaces )
- 8 Handicapped Parking ( 11 Public Spaces )
- 1 Bicycle Parking ( 5 Banks of Parking )
- 61 Trailer Parking ( 61 Spaces )

### Boat Parking Quantity

No. of Parking Spaces per Block

- 32 Town Dock Boat Slips
- 145 Alibi Dock Boat Slips  
145 Total  
24 Transient  
23 Harbor Guest House

### Street Widths

- 30' Pavement  
11' Drive Aisles  
8' Parking one side
- 33' Pavement  
7' Parking both sides
- 33' Pavement  
7' Parking One Side
- 37' Pavement  
12' Drive Aisles  
7' Parking both sides
- 48' Pavement  
14' Drive Aisles  
10' Parking both sides
- 53' pavement  
13' Drive Aisles  
10' Parallel Parking one side  
14.5' Angled Parking one

0 87.5 175 350 525  
1"=175'



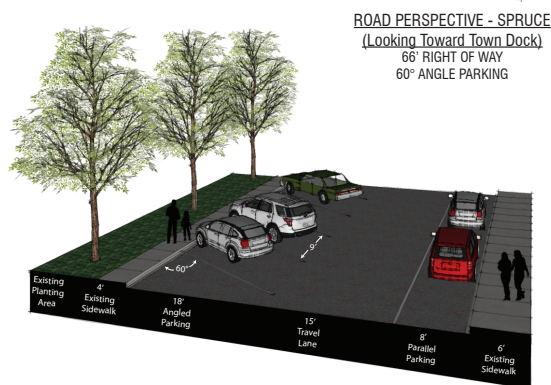
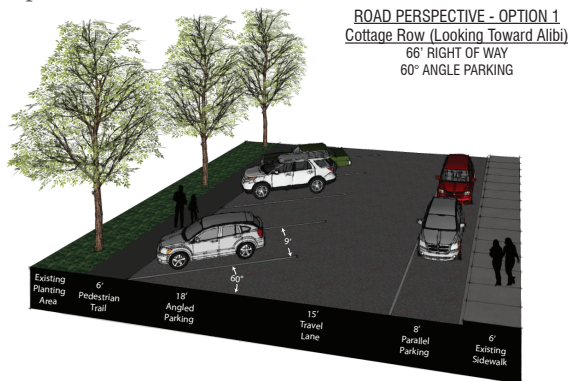


## ISSUES AND OPPORTUNITIES

1. **Congestion and safety concerns** at the Spruce Street and Main Street intersection were identified as key issues. Implementing a 1-way traffic flow pattern on a portion of the downtown street network may help solve both problems.

Four options were investigated to address those concerns through modifications to the downtown street network. The options were evaluated against seven relevant factors including utility impacts, traffic flow improvement, parking improvement, pedestrian and bike impacts, STH 42 intersection impact, aesthetic and cost impacts. A preferred option was not identified as part of this study.

The recommendations section of this report suggests that a traffic intersection analysis be conducted before the Town make any decision which would impact downtown vehicular flow.



Revised Parking and Traffic Flow - Option 1



Figure 22. Option #1 - Consider creating one way loop from Main Street along Spruce Street and Cottage Row with traffic flowing counter clockwise to the intersection of Main Street and Cottage Row. Re-stripe parallel parking along Cottage Road and add parallel parking along south side of Spruce Street by the Alibi. This option would add approximately thirty-one (31) parking stalls. Convert portion of existing stalls near west launch to a staging and maneuvering area for boats.

Revised Parking and Traffic Flow - Option 3



Figure 24. Option #3 - Consider creating one way loop from intersection of Spruce Street and Maple Street with traffic flowing counter clockwise to the intersection of Cottage Row and Maple Street. Re-stripe parallel parking along Cottage Road and add parallel parking along south side of Spruce Street by the Alibi. This option would add approximately twenty-five (25) parking stalls. Convert portion of existing stalls near west launch to a staging and maneuvering area for boats.

Revised Parking and Traffic Flow - Option 2



Figure 23. Option #2 - Consider creating one way loop from Main Street along Spruce Street and Cottage Row with traffic flowing counter clockwise to the intersection of Cottage Row and Maple Street. Re-stripe parallel parking along Cottage Road and add parallel parking along south side of Spruce Street by the Alibi. This option would add approximately twenty-five (25) parking stalls. Convert portion of existing stalls near west launch to a staging and maneuvering area for boats.

Revised Parking and Traffic Flow - Option 4



Figure 25. Option #4 - Consider creating one way loop from Main Street along Spruce Street and Cottage Row with traffic flowing counter clockwise to the intersection of Main Street and Cottage Row. Re-stripe parallel parking along Cottage Road and add parallel parking along south side of Spruce Street by the Alibi. This option would add approximately sixty-three (63) parking stalls. Convert portion of existing stalls near west launch to a staging and maneuvering area for boats. Increase in width to accommodate angled parking on west side of Cottage Road. Review and improve existing drainage including washout at Cottage Row at Main.

	Utility Impacts	Traffic Flow Improvement	Parking Improvement	Pedestrian & Bike Impacts	STH 42 Intersection Safety Improvement	Aesthetic Impacts	Cost
<b>Option 1</b>	Potential need to raise overhead utility crossings.	Improve STH 42 intersection at Spruce by removing left turn and through southbound traffic movements. Additional maneuvering area and reduced traffic conflicts at west launch.	+13	Bikes would need to follow 1-way and therefore longer potential bike trips depending on starting point. Reduce pedestrian conflicts on north side of Main St and Spruce St.	Improved visibility for maneuvers at intersection of STH 42 and Spruce.	Some tree trimming required for overhanging branches on Cottage Row to accommodate boats.	Medium
<b>Option 2</b>	Potential need to raise overhead utility crossings.	Same as Option #1. Maintains traffic turning options at Cottage and Main.	+25	Same as Option #1 except slightly reduced trip length for bikes depending on starting point..	Improved visibility for maneuvers at intersection of STH 42 and Spruce.	Some tree trimming required for overhanging branches on Cottage Row to accommodate boats.	Low
<b>Option 3</b>	Potential need to raise overhead utility crossings.	Additional maneuvering area and reduced traffic conflicts at west launch.	+25	Bikes wanting to ride past Alibi would need to follow 1-way system resulting in longer trips depending on starting point	No change	No change	Low
<b>Option 4</b>	Potential street light relocation on Cottage Row. Potential need to raise overhead utility crossings.	Improve STH 42 intersection at Spruce by removing left turn and through southbound traffic movements. Additional maneuvering area and reduced traffic conflicts at west launch.	+63	Bikes would need to follow 1-way and therefore longer potential bike trips depending on starting point. Reduce pedestrian conflicts on north side of Main St and Spruce St.	Improved visibility for maneuvers at intersection of STH 42 and Spruce.	Some tree trimming required for overhanging branches on Cottage Road to accommodate boats. Potential loss of some existing trees with pavement widening.	High



## ISSUES AND OPPORTUNITIES CONTINUED....

2. **The Boat Trailer parking lot** is an underutilized asset which is difficult for visitors to find and not conveniently located to serve marina and boat launch users. The site may provide an opportunity to address other non-parking related concerns including storm water runoff, lack of bike/pedestrian facilities, trail connections, and connectivity between the State Park and downtown Fish Creek. As part of this study two high level concepts were identified as alternatives for the future use of the boat trailer parking lot (opposite page).



Figure 26. The Boat Trailer parking lot feels secluded and may be difficult for visitors to find.



Figure 28. A reconfigured boat trailer parking lot could provide a strong alternative bike connection between Peninsula State Park and Fish Creek's downtown.



Figure 27. Stormwater runoff is a concern at the Town Center.



## ISSUES AND OPPORTUNITIES CONTINUED....

3. **Parking is a concern** in the downtown area. While the study did identify some alternatives to add parking supply including re-striping, a better understanding of parking demand is recommended before the Town implement any costly improvements to the parking system. See recommendations section of the report.



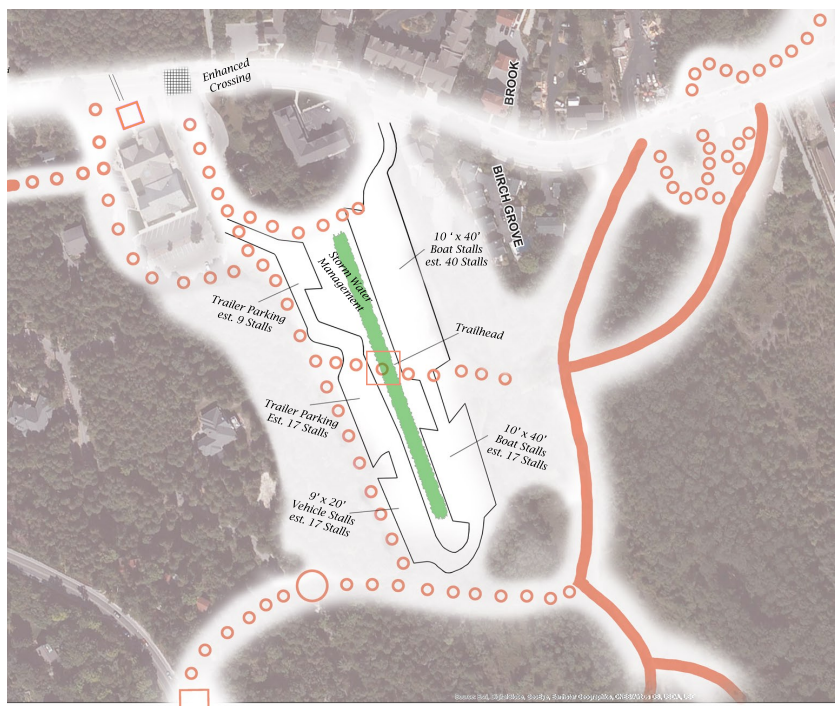


Figure 29. Option 1 would increase the size of the current lot by approximately 40 spaces but retain the existing feel of the current lot by minimizing tree clearing and keeping current access configuration. Additional trail connections (dotted line) include potential for a one way link to an overlook on STH 42 above Town as well as connections to Bluff Street and Main Street. The solid orange line represents existing trails within the park.

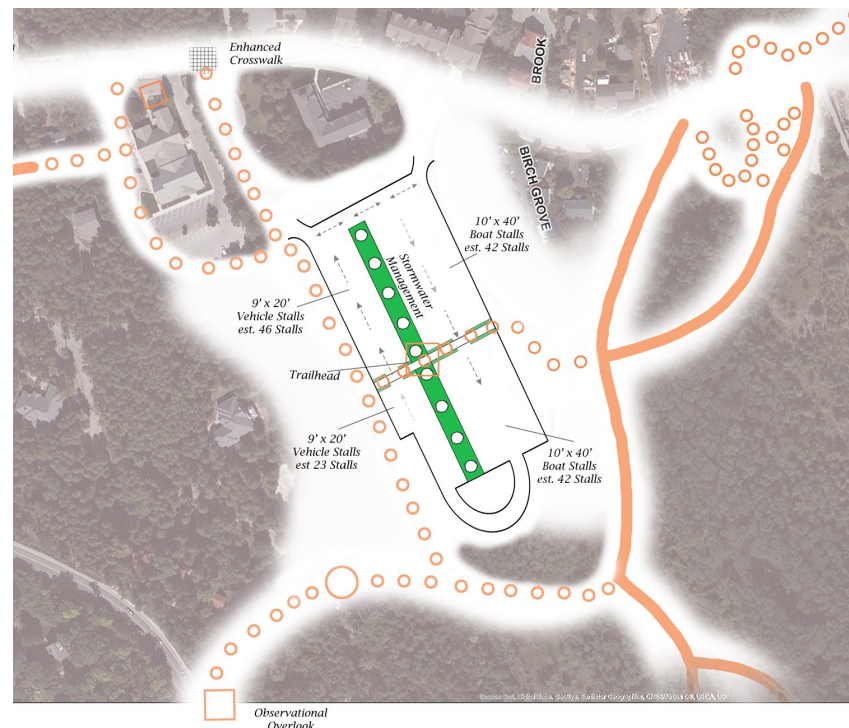


Figure 30. Option 2 would increase the size of the current lot by approximately 90 spaces by widening the lot area, adding a connector at the north end of the lot, and increasing lot visibility from the Town Center. Additional trail connections (dotted line) include potential for a one way link to an overlook on STH 42 above Town as well as connections to Bluff Street and Main Street. The solid orange line represents existing trails within the park.

## BIKES AND PEDESTRIANS

As noted by several economic development professionals, visitors to Door County are increasingly looking for places to visit which are walkable and bikable. Peninsula State Park provides an extensive network of hiking and biking trails, including a 5.1 mile gravel bicycle trail (Sunset Loop) which terminates at the Fish Creek parking lot just inside the southern entrance to the park. Besides the park, bicycle access to Fish Creek is limited to road riding as there are no other dedicated off street trails.

Primary routes in and out of Fish Creek are limited. The Door County Bicycle & Other Silent Sports Map published by the Door County Visitor Bureau identifies a recommended County bicycle route connecting to Egg Harbor Rd just east of Fish Creek. The route includes connections south along Spring Rd and southeast along CTH F to CTH A. The Wisconsin Bicycle Map published by the Bicycle Federation of Wisconsin lists STH 42 as a high volume roadway with paved shoulders. Such roadways have moderately-high car and truck volumes and therefore less experienced cyclists are encouraged to use care on those segments. The map also lists CTH F as having high volume, undesirable conditions due to lack of paved shoulders.

According to the 2010 Town of Gibraltar Bicycle and Pedestrian Plan two sections of signed bicycle routes exist in the Town: Gibraltar Road and Peninsula Players Road. However neither route is well linked to other regional facilities or provides direct access to downtown Fish Creek.

Biking conditions within Fish Creek are also challenging. There are few dedicated on-street bike lanes or dedicated off street bike trails. As noted at the public workshops, during project steering committees, and in the community survey (%'s), improving bicycling (75%) and walking conditions (61%) are both high priorities.

In terms of walkability, however, Downtown Fish Creek scores well. Unlike many other linear towns in Door County, Fish Creek generally provides an excellent environment for walking and exploring the community. Informal trails, sidewalks, and walkable streets provide access to numerous shops, restaurants and interesting destinations.



Figure 31. Outdoor art contributes to an interesting walk

**What makes a town walkable?**  
According to Jeff Speck, author of *Walkable City: How Downtown Can Save America, One Step at a Time*, there are four required ingredients.

- 1) **The walk must be useful.** Are there places to go? Are there places to shop, dine, and visit on foot or on bike?
- 2) **The walk must be safe.** Do people feel safe on foot or on bike? Are bikers and walkers concerned about vehicular traffic?
- 3) **The walk must be interesting.** Are there interesting things to see and do along the way? Are buildings and streets designed for people or just for cars?
- 4) **The walk must be comfortable.** Is there adequate shade? Are there places to sit and rest?

A strengths/weaknesses analysis was conducted to evaluate downtown Fish Creek's walkability.



Figure 32. Multiple destinations make the walk useful

### The Walk Must Be Useful

#### *Strengths*

- Variety of uses support visitors' daily needs including: things to do, places to shop, places to eat and drink, and places to stay
- Variety of uses support residents daily needs include the above list plus: professional services, government services, library, schools, churches, and gathering places

#### *Weaknesses*

- Motor vehicles dominate the public realm
- Limited transit service
- Limited supply attainable housing
- Public open spaces poorly linked to one another

### The Walk Must Be Safe

#### *Strengths*

- Safe environment
- Well marked cross walks on Main Street
- Mix of uses downtown activates public realm
- Residential uses keeps "eyes on the street" enhancing feeling of safety
- On street parking protects sidewalk users

#### *Weaknesses*

- Inconsistent lighting standards
- Main Street & Spruce street intersection feels unsafe
- Inadequate cycling infrastructure has bikes using the sidewalk
- Discontinuous sidewalk network

### The Walk Must Be comfortable

#### *Strengths*

- Sidewalks and shaded walking paths
- Attractive streetscapes
- Benches and Clark Park
- Numerous shade trees on side streets
- Seating, plantings, art at several downtown destinations

#### *Weaknesses*

- Limited streetscape furnishings beyond Main Street
- Inconsistent sidewalks
- Lack of shade trees in some areas along Main Street

### The Walk Must Be Interesting

#### *Strengths*

- Numerous buildings with unique/attractive facades and inviting landscapes
- Historic buildings and interpretation
- Unique business signage
- Sculpture / outdoor art displays
- Alleys
- Sunset Beach, other parks
- Founder's Square, Noble House

#### *Weaknesses*

- Limited views to water from Main Street



## ISSUES AND OPPORTUNITIES

By leveraging one of its key assets, walkability, Fish Creek can maintain its economically vibrant downtown while improving livability downtown. Enhancing bike and pedestrian access to and from downtown provides an opportunity to simultaneously address several concerns which impact quality of life for both downtown residents and visitors:

**1. Pedestrian safety is a concern in some areas downtown.** The intersection of STH 42 and Spruce Street, where a 3-way stop can be confusing to pedestrians and drivers alike, is one example. The areas around both the west and east boat launches, where people, boats and boat trailers vie for space during busy summer periods is another.

**2. Bicycle safety is also a concern.** Bikers entering and leaving the downtown area competing with vehicles for space on Main Street may not feel safe. The heavily congested area around Gibraltar Area Schools is on a sharp curve and hill. This area has also been identified as a hazardous area for bicyclists and pedestrians.

**3. During peak months there is significant congestion in downtown Fish Creek,** in part due to cars circling the block looking for available parking spaces. Traffic congestion was the most frequently cited issue when survey respondents were asked “what do you like least about Fish Creek.” **Better bike and pedestrian access** could translate to fewer cars downtown and enhance the visitor experience by making destinations more accessible for all.

**4. The parking challenge downtown** could also be partially addressed through a focused effort to encourage higher levels of biking, walking, and public transit. Bike parking and support facilities were cited as priorities in the community survey.

**5. Enhanced trail linkages** between the waterfront, downtown, parking areas, and State park trails provide an opportunity to maintain the charm of downtown Fish Creek while addressing negative impacts of heavy vehicular traffic. This Plan proposes a multi-modal path from the State Park through the current boat trailer parking area connecting to Bluff Street. These types of connections would increase bike and snowmobile access while also supporting efforts such as a bike share or rental program.

While beyond the scope of this study, trail connections to adjacent communities such as Ephraim and Bailey’s Harbor provide additional opportunities to increase multi-modal linkages.

**6. Enhance Main St. from Shore Road to Spruce St. and Main St. intersection.** The Town should consider eliminating parking on one side of the highway to enhance pedestrian and bicyclist safety. One innovative concept for improving non-vehicular access would be to add a buffered bike lane along Main St. connecting Peninsula State Park to the heart of downtown. This could be done as a limited-term demonstration project with an evaluation conducted in order to help determine long-term feasibility.

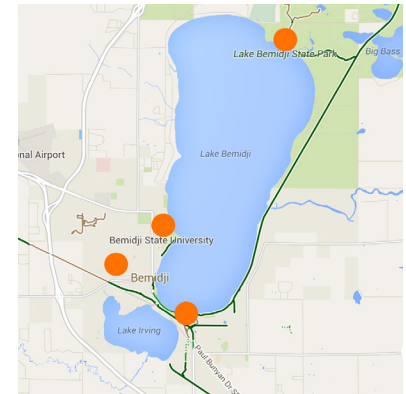


Figure 33. In Bemidji, MN a bike rental program with four locations and 200 bikes was developed to provide convenient options for both residents and visitors to the popular Lake Bemidji State Park. See <http://bemidji.niceridemn.org> for more information.

## PUBLIC TRANSIT

Currently, there is no regularly scheduled public transit service serving Fish Creek. Door 2 Door Rides has shared taxi cabs as well as bus connector services operating out of a hub in Sturgeon Bay.

There is interest in exploring public transit alternatives as a means to improve the Fish Creek visitor experience. Other tourism oriented communities have done so successfully.

Informal discussions with area communities by the consultant team suggests there may be interest in exploring partnership opportunities to provide some level of public transit service regionally.

## ISSUES AND OPPORTUNITIES

1. **Shuttle services.** Slow speed electric vehicles were identified as an opportunity to provide shuttle service between the boat trailer (or other remote lots) and the downtown/harbor area. The Town recently acquired an electric vehicle charging station.
2. In the long-term, promotion of **public transit may lessen demand for pervious surfaces** (parking lots) providing opportunities to better manage storm water runoff.
3. Several workshop participants expressed interest in **exploring a downtown trolley concept**. Such a system would help address downtown congestion and parking concerns by encouraging remote parking. Visitors would park in a park and ride lot and board a trolley or other vehicle which would take them on a loop through downtown. Communities such as Breckenridge, Colorado experiencing a heavy influx of seasonal visitors have successfully implemented such systems. As part of the study a high level trolley concept was generated during the October 2015 design workshop and is shown in the Master Plan section of this report.
4. **Regional public transit.** Fish Creek has an opportunity to leverage its proximity to popular destinations such as Peninsula State Park, Door County Auditorium, and Peninsula Players Theater by helping establish a public transit system. Working with adjacent communities to develop a system of public transit would allow visitors an easy, convenient means of visiting multiple destinations without a car. Such a system could be designed to accommodate bikes, providing an opportunity for users to explore northern Door County using a combination of public transit and bikes to move around freely.
5. **Water taxi service.** Similar to the previous opportunity but with a focus on the water, providing a water-based taxi service could help address traffic congestion in town while creating another memorable experience for visitors looking for an alternative to driving to visit area destinations while on vacation.

## WAYFINDING

While there are many directional signs downtown, there is currently no overall program for wayfinding in downtown Fish Creek. The consultant team explored the downtown area on bike, foot, and car to assess wayfinding opportunities.

A comprehensive wayfinding program would include a broad mix of strategies beyond simply signage, including landscape treatments, streetscape design and identification of key landmarks.

### ISSUES AND OPPORTUNITIES

1. There is an opportunity to **develop a wayfinding plan** in coordination with the planned STH 42 resurfacing project.
2. Developing a wayfinding system geared toward pedestrians and cyclists as well as vehicular traffic provides an opportunity to **reinforce Fish Creek's walkability**.
3. Some communities have used **public art as part of their wayfinding strategy**. Such an approach may work in Fish Creek while reinforcing the authentic and unique qualities of the community.
4. A wayfinding system would help the Town **better utilize its current parking assets**, including the boat trailer parking lot located just east of the Town Center.



Figure 34. Fish Creek preliminary wayfinding opportunities diagram



## PLACEMAKING

At the October 2015 design workshop residents were asked to share their own ideas for enhancing the waterfront and downtown. May of the ideas shared are addressed in previous analysis above, however some ideas were not. Likewise, the community survey generated a number of individual ideas for enhancing Fish Creek. A few of these ideas which appeared to have significant support are discussed below and others are documented in the Appendices.

## ISSUES AND OPPORTUNITIES

1. **Leveraging the artistic assets of the community is seen as an opportunity to contribute to the charm of Fish Creek.** As was noted above some communities have incorporated art installations into their public works and wayfinding improvements. There is an opportunity to incorporate art into bike and pedestrian improvements as well as future plans for the Town Beach and other areas discussed in this plan.

2. **Scenic overlook.** As shown on the bike and pedestrian map residents at the October 2015 workshop identified the potential for a scenic overlook above town just off of STH 42. The overlook, perhaps incorporating interpretive signage, would provide a unique, interesting destination for hikers coming from Fish Creek Park.



Figure 35. Environmental signage can tell the story of the community and its efforts to rehabilitate important local assets such as Breckenridge's Blue River (top left). A staircase to an overlook above town could incorporate artistic elements such as Hidden Garden Steps in San Francisco (top right). Bike racks provide an opportunity to brand the community (bottom left).





# 3 MASTER PLAN





## CIRCULATION, PARKING, WAYFINDING

### STREET NETWORK

This Plan identified several alternatives for one-way conversions as shown in the previous chapter of the report.

The options included:

Option #1: 1-way from Main & Spruce to Cottage & Main

Option #2: 1-way from Main & Spruce to Cottage & Maple

Option #3: 1-way from Spruce & Maple to Cottage & Maple

Option #4: 1-way from Main & Spruce to Cottage & Main with increase in width to accommodate angled parking

**This Plan recommends additional analysis be completed before making a decision regarding 1-way street conversion.**



## TROLLEY SYSTEM

Downtown parking issues and congestion can be improved through traffic flow modifications, angled parking, and restriping; but this is only part of the solution.

A complete solution should address off site parking, alternative modes of transportation (ie, trolley, low speed electric vehicle, etc.), and improved pedestrian connections/trails.

Trolley stops are proposed at intervals that provide comfortable walking distances for pedestrians.

Development of a trolley system would require a well thought out and financed plan. Prior to making the investment the Town should take steps to address traffic congestion through other cost effective means discussed elsewhere in this plan. In the meantime, the Town could initiate conversations with surrounding communities to gauge interest in exploring such a system.

The diagram below illustrates a high level concept for a trolley system serving downtown. It is intended to graphically illustrate the concept but the actual stops and parking areas for such a system would need to be defined through a more in depth feasibility study looking at likely ridership, origins and destinations, hours of operation, parking areas, stops, capital, operational, and maintenance costs.



Figure 36. Mackinaw Trolley



Figure 37. Hilton Head Trolley

## Fish Creek Trolley Map



Figure 38. Fish Creek Trolley Preliminary Trolley Concept. Yellow dots represent transit stops and blue shaded areas are for parking.



## BIKE AND PEDESTRIAN IMPROVEMENTS

The Town of Gibraltar's 2010 Bicycle and Pedestrian Plan identified several specific opportunities for improving conditions in downtown Fish Creek. This plan incorporates many of those concepts (see diagram opposite page). Recommendations address the addition of new network segments to create better connectivity, the need to provide additional support facilities, and other supportive policies which encourage biking and walking in downtown Fish Creek. Key plan elements include:

### New network segments

- Extend sidewalk on west side of STH 42 from Bluff Lane intersection one block north
- A multi-modal path connecting Fish Creek park through the existing Boat Trailer parking lot with direct connections to Bluff Lane road and Main Street just east of the Town Center
- A sub-grade shared multi-modal connection parallel to fish creek beneath STH 42 connecting Peninsula State Park to Fish Creek Park
- These paths would support winter tourism including but not limited to fat biking, XC-skiing, and snowmobiling



### Support facilities

- Trailhead at the entrance to Fish Creek Park
- A system of targeted wayfinding specific to pedestrians and bicyclists (photo)
- A shared bike or rental program to work in conjunction with one or more park and ride locations, providing easy, convenient access between landing zones where people park and their frequent destinations in and around the downtown.

### Other programs and policies

- The Town of Bailey's Harbor recently conducted a planning design workshop and one of the concepts identified was a bike trail connection to Fish Creek. The Town may want to consider formalizing discussions or engaging in a joint planning effort to explore this idea further.



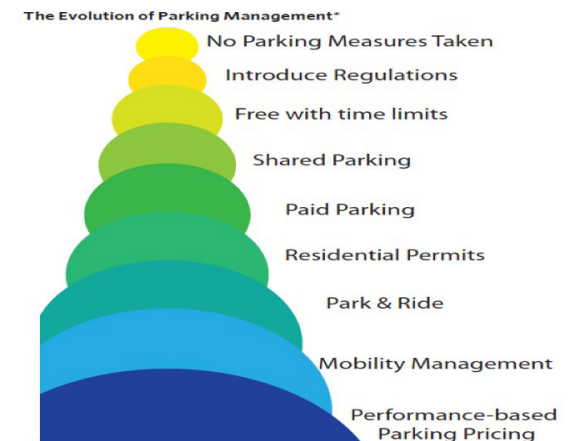
## PARKING

The main proposal to address parking in the Plan is to better leverage the existing Town Center boat trailer parking lot. As shown in the Analysis chapter, two concepts were developed both showing storm water management, new multi modal connections, trail head development, bike parking, energy efficient lighting, and signage.

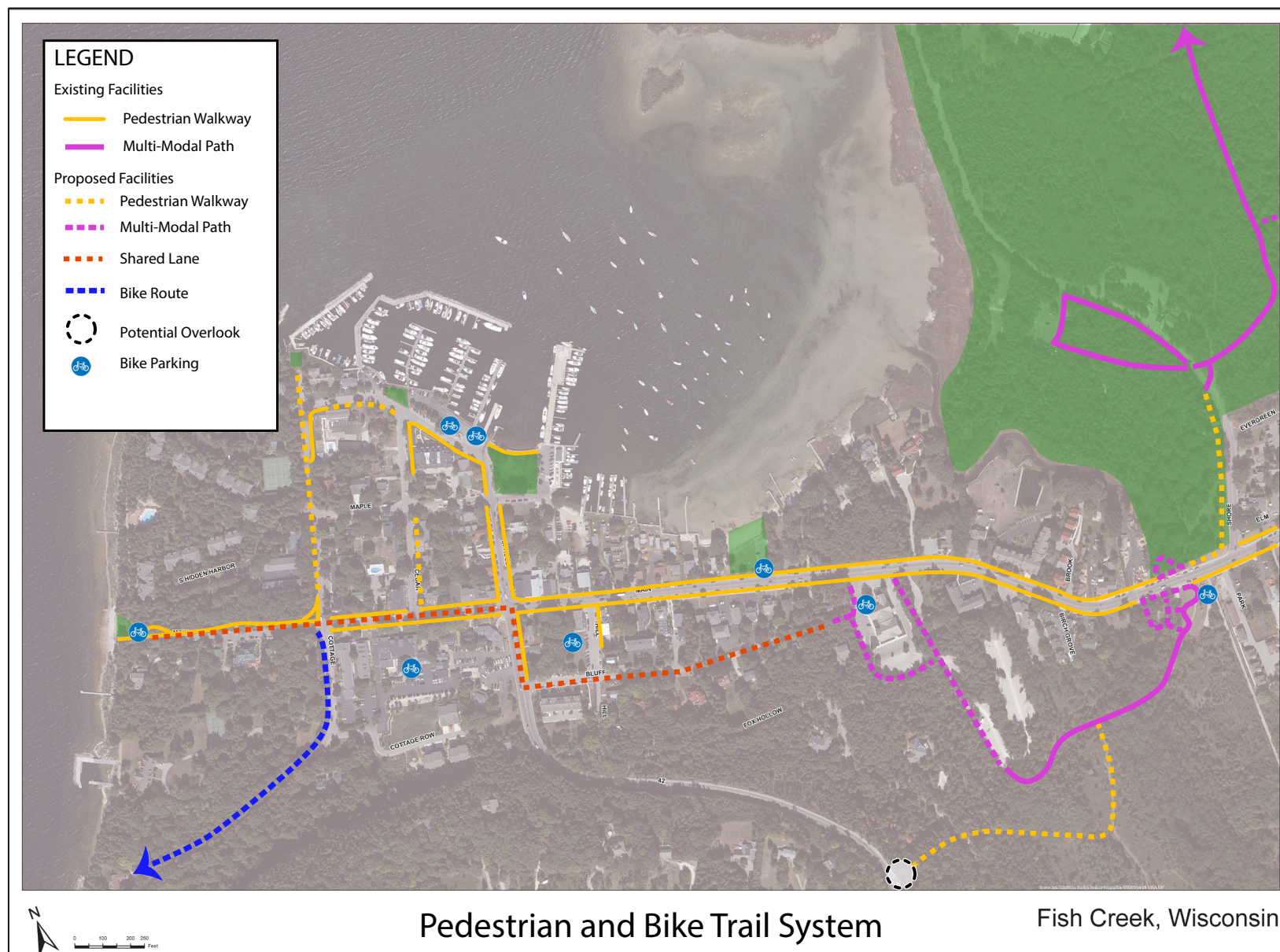
Option 1 would increase the size of the current lot by approximately 40 spaces but retain the existing feel of the current lot by minimizing tree clearing and keeping current access configuration.

Option 2 would increase the size of the current lot by approximately 90 spaces by widening the lot area, adding a connector at the north end of the lot, and increasing lot visibility from the Town Center.

Partnership opportunities for providing additional Town Parking should also be explored. A comprehensive parking strategy would incorporate a variety of demand and supply side strategies.







## WAYFINDING

The preliminary wayfinding map shown in the analysis section of this plan should be used as a starting point for developing a comprehensive wayfinding strategy for downtown Fish Creek. Key aspects of a wayfinding strategy should include:

### Elevation of defining features

- The “bay” and “escarpment” are significant environmental and geologic features which help define Fish Creek. They are assets which can be leveraged to support wayfinding objectives.

## Water connections and sustainability

- There are several subwatersheds which flow into the bay and the creek. Streets can be retro-fitted to protect and enhance those assets. Residents expressed strong interest in protecting environmental resources. Waterways can contribute to a healthy bay, provide habitat for wildlife and support bike and pedestrian uses as well.

### Key arrival gateways and wayfinding locations

- There are several important locations and areas that can serve to orient visitors while reinforcing community identity. These are often landmarks that people readily associate with the community.

## Defining “places” within Fish Creek

- Lighting, street furnishings, wayfinding signage, street design, and other tactics can be used together to define distinct and memorable places within the community, which in turn helps visitors more effectively navigate.

## SIGNAGE TYPES

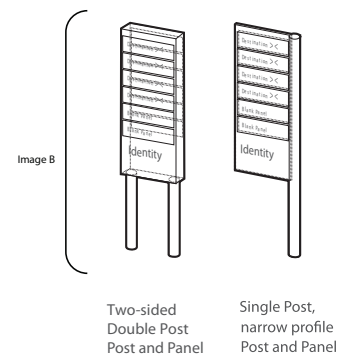
## Gateway ID or Signature Signs

These are designed to provide at trail and roadway entry points to the community (primary and secondary points of arrival) The primary function of this sign type is to reinforce the name recognition and identity in a form and to a scale that is easily readable throughout the day and night. The sign may be applied to or combined with streetscape and landscape features. The design may also be a literal gateway or applied as public art.

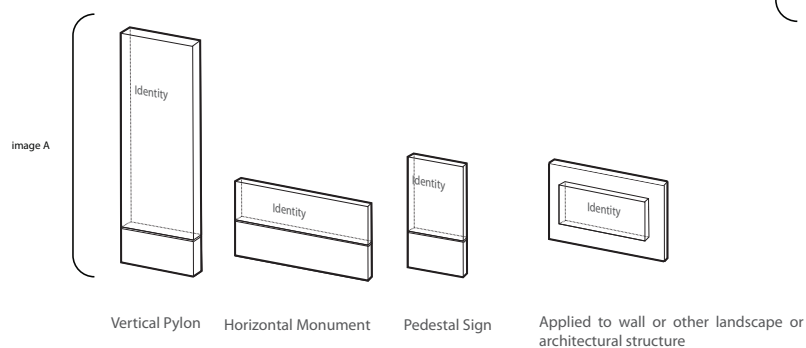
## Static Vehicular Directional Signs

These signs are designed to provide vehicular directions at decision points or intersections along public roadways. These applications will range from a single message panel applied to a light pole to free-standing structures with several destination listings. Directional signs will follow a consistent style designed to reflect the character of Fish Creek.

### Static Vehicular Directional Sign



### Village Gateway ID or Signature Signs





### Primary Pedestrian Information Kiosks

These sign types provide orientation mapping, services, locations and directional information for the general district. The configuration of these Kiosks may range from large to small and are typically located within Public Plazas and Civic Open Spaces.

### Secondary Pedestrian Information Kiosks

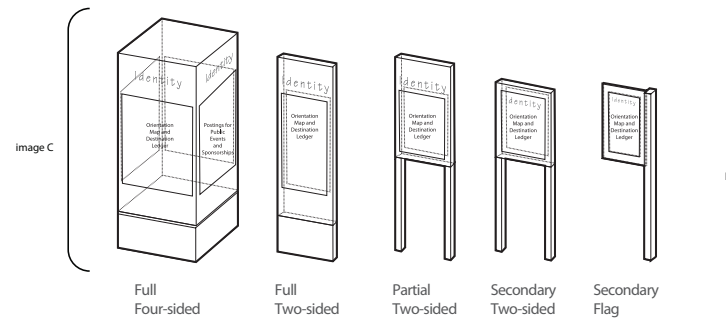
These sign types provide orientation, services, locations and directional information for the immediate area. They are typically located along street frontages at street intersections or where Courtyards/ Galleries intersect with the street.

### Pedestrian Directional

These sign types provide directional information at key decision points.

### Alternative or Optional Configurations

#### Primary and Secondary Information Kiosk





## FISH CREEK

Several potential enhancements to Fish Creek were identified. These items each require additional planning but the overall concepts are presented in the master plan as a reflection of the long-term vision.

- Add meanders and pools
- Pre-treat stormwater before it reaches the creek
- Lower the floodplain to promote wetlands
- Appropriately size channel
- Add structure for habitat
- Restore fish passage
- Add educational signage

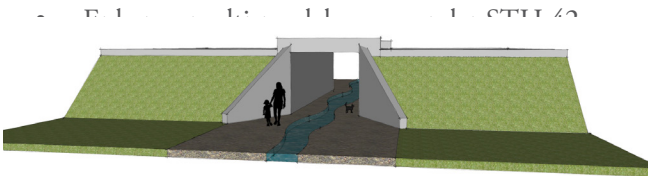
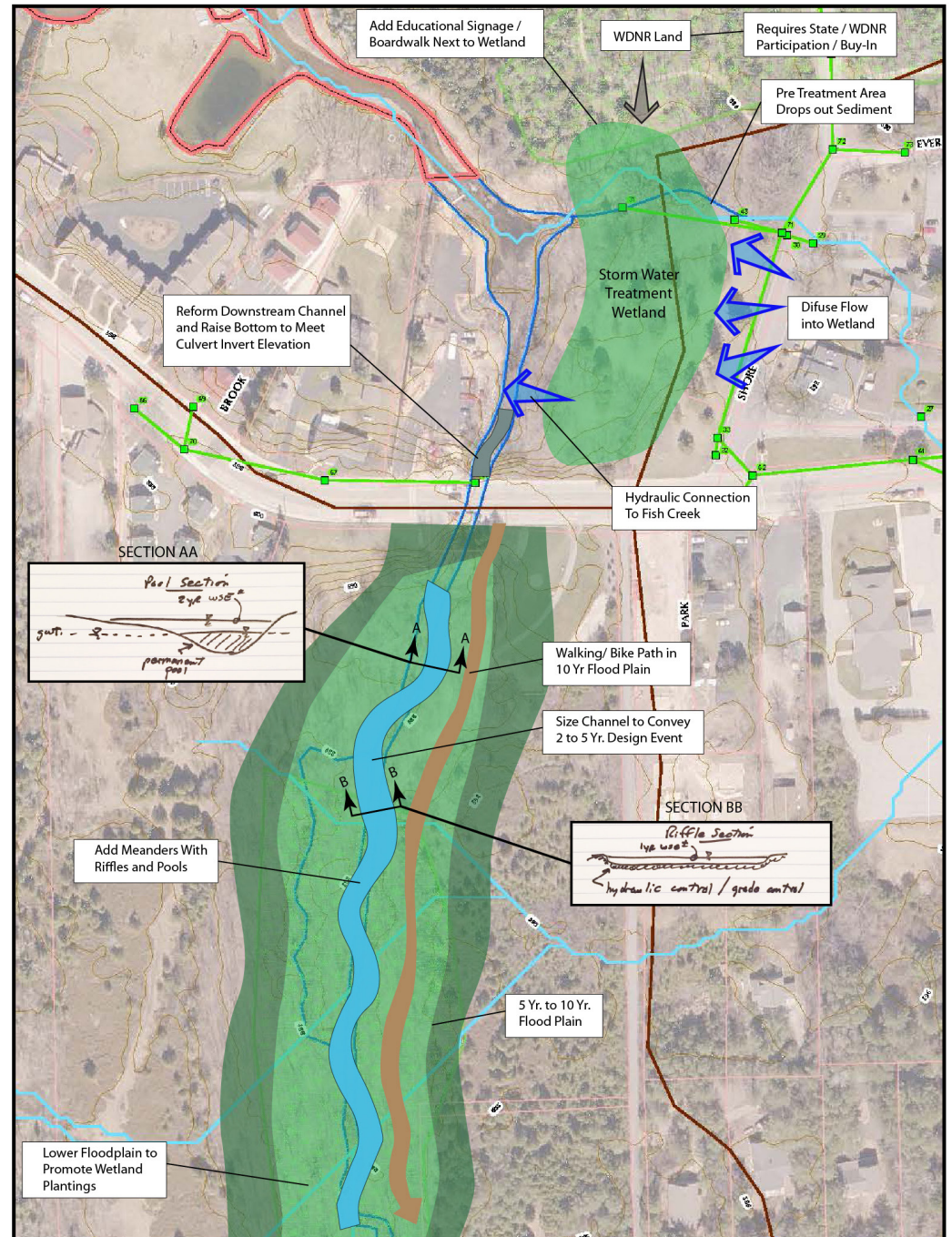


Figure 39. Catch basin inserts trap trash, sand, silt in runoff before entering pipe system



Figure 40. Paving bricks or a mix of asphalt or concrete with pores for water to soak through and reduce storm water runoff

## FISH CREEK RESTORATION





## STORMWATER MANAGEMENT

Techniques using green infrastructure are emerging as a viable alternative to traditional gray water infrastructure approaches for managing stormwater. Rather than attempting to manage stormwater by conveying it elsewhere, green infrastructure techniques more closely mimic how water is managed in the natural world, capturing and infiltrating as much water as possible on site through rain gardens, bioswales, native landscaping, porous pavement, constructed wetlands, and other techniques.

Several green infrastructure strategies were identified within the Fish Creek watershed in addition to improvements to the immediate vicinity of the creek:

- Sidewalks with pervious pavement
- Rain gardens around the High School
- Native vegetated areas within reconfigured Boat Trailer parking lot to store and infiltrate storm water
- Filtration devices at outflows



Figure 41. Small grass stormwater basin infiltrates runoff

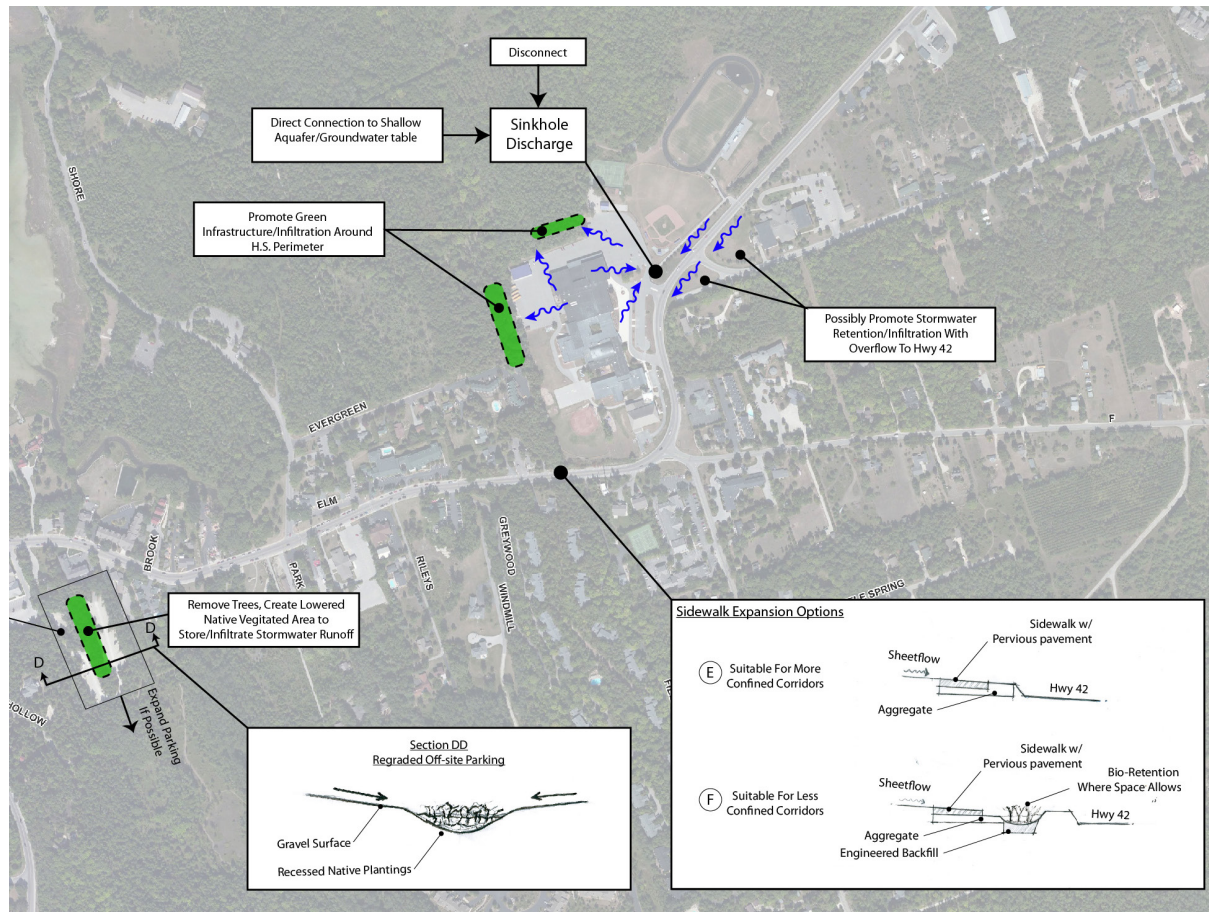


Figure 42. Diagram showing potential stormwater management opportunities between the Town Center and Gibraltar Area Schools.

## TOWN BEACH

A high level concept for the Town Beach includes several potential programming elements, but will require additional planning to reach a preferred vision and develop a final site plan. Based on an evaluation of the site and significant public input, this plan identifies several potential enhancements to the existing park including:

- Enhance non-motorized boat access such as kayaks and stand up paddling.
- A viewing platform or extension into bay for non-boaters and beach visitors to engage with water.
- Relocate storm water discharge to east side of beach away from swimming area.
- Enhance pedestrian experience through stronger physical connections to and from the Town Center and Boat Trailer parking lot.
- Seasonally reduced parking in the town beach lot, provide accessible parking and a drop off area.
- Indoor restroom facilities.
- Enhanced playground equipment or related activities.
- Better storm water treatment.

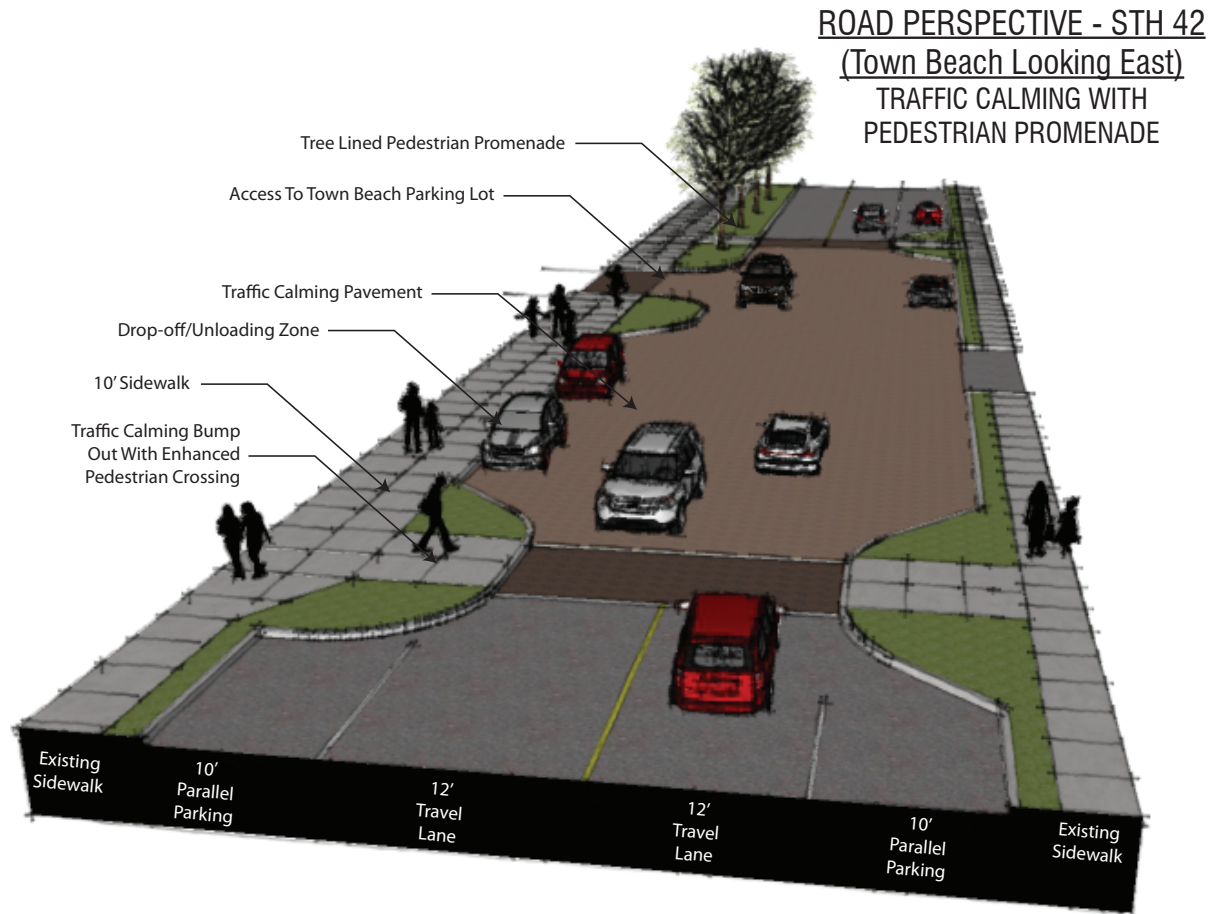


Figure 43. High level conceptual perspective looking east down STH 42. Town Beach is on the left. Enhanced pedestrian crossings are shown to illustrate the concept only. Location, number, and design of pedestrian bump outs is contingent upon WisDOT approval.





Figure 44. Visitors enjoy a quiet day at the beach (left)

Figure 45. A cold dip into the bay in early spring (bottom left)

Figure 46. Summertime swimming in the bay (bottom right)



## HARBOR AREA

During the planning process several areas of agreement were reached with regard to the Harbor Area. Long-term success will likely be contingent upon strengthening and maintaining clear lines of communication between the Town and private property owners, especially those with waterfront interests. Recommendations are keyed to the diagram on the opposite page and include:

1. Evaluate height of and feasibility of removing and replacing the West Town Dock to better meet current and anticipated needs. Identify costs and evaluate possible alternatives with the WDNR.
2. Evaluate feasibility of adding an L-shaped floating dock on the east side of the launch. Identify costs, riparian rights, and evaluate possible alternatives with the WDNR.
3. Consider closing the east boat launch and add additional slips, subject to west ramp modifications.
4. Relocate the West Town Dock ticket booth to old Town Hall. Seek out public/private funding sources to help fund construction.
5. Construct upgrades to Old Town Hall bathroom facilities.
6. Maintain current use of Parking Lot East of the East Boat Ramp until a preferred alternative land use is identified.
7. Re-design east side of Town Dock to increase and better utilize existing slip space.
8. Implement related circulation & accessibility recommendations to improve functionality and safety of existing launches.
9. Conduct a technical assessment of the wave climate and expansion potentials of the existing marina basin including boardwalks, head piers, slips, bulkhead, boat launches, water depths, water quality, wave climate, navigational access, and other existing structures.
10. Consider adding boat staging areas along Spruce Street and Maple Street to alleviate congestion and improve bike, pedestrian, and vehicular safety. This could be done as a stand-alone project.

## PROPERTY ACQUISITION

Survey results indicate a desire for increased public access to the waterfront. Purchasing or securing access to private lands can increase public access, however doing so can be contentious as well as expensive. A “playbook” was developed to help inform the Town’s decision-making process when considering property acquisition.

The playbook consists of the following set of principles:

1. **Embrace the waterfront.** The Town should look for opportunities to increase public access to the waterfront while respecting private business interests.
2. **Willing owner/willing seller.** The Town should focus its efforts on working with property owners that are willing to sell or grant access to their property.
3. **A long-term vision.** The Town should look at opportunities as they arise over the long term, versus trying to acquire a larger number of parcels all at once.
4. **Embrace the street.** The Town should seek to retain historic buildings in order to preserve the fabric of downtown, versus removing buildings



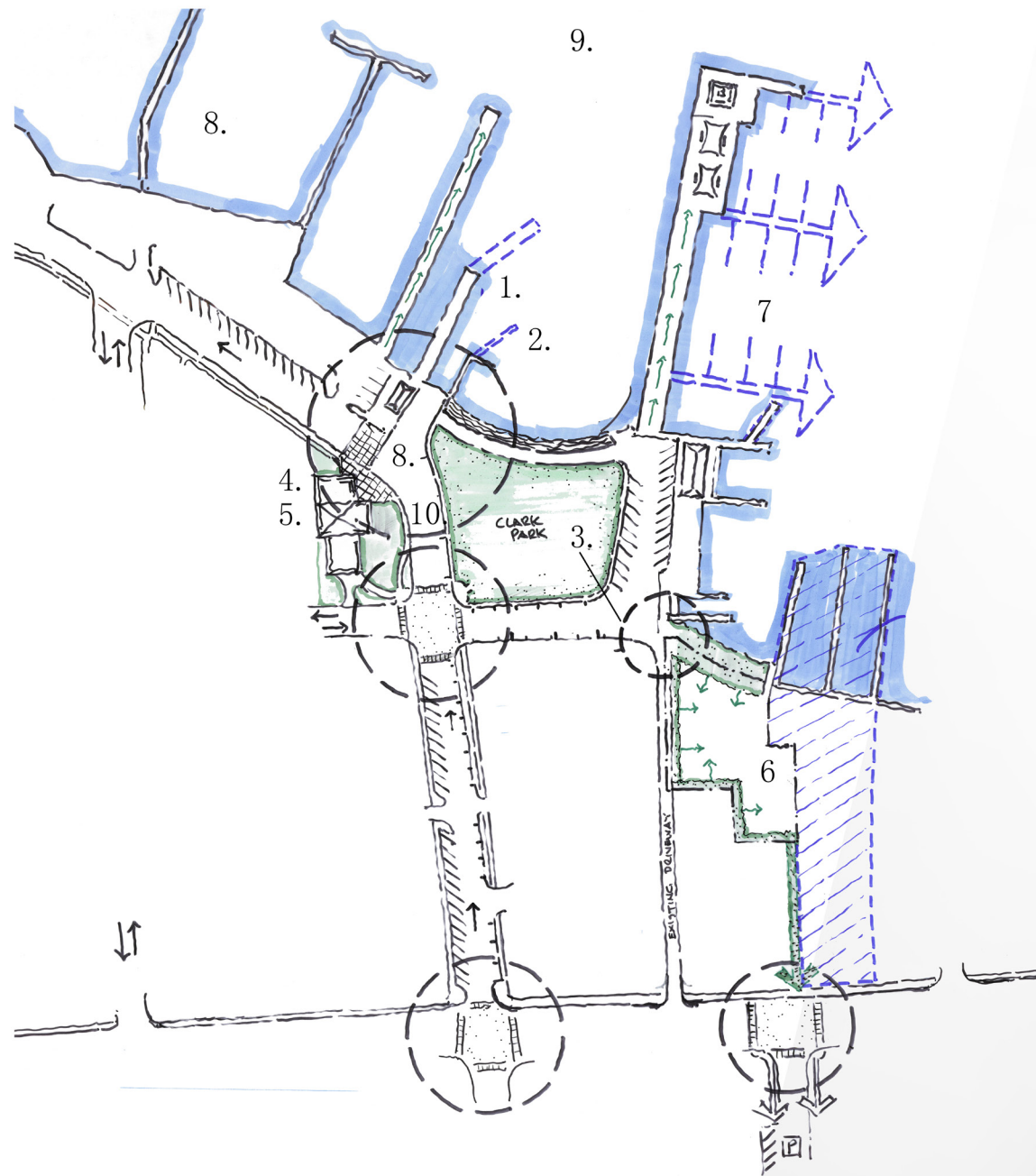


Figure 47. Plan concept sketch from October 2015 Design Workshop. Sketch is intended to document planning process and provide keyed locations for recommendations. Actual site design will require additional planning to identify preferred marina configurations and future land uses.





# 4 IMPLEMENTATION





## FUNDING OPPORTUNITIES

A summary of major funding programs to assist with implementation is provided below.

### FUND FOR LAKE MICHIGAN

Administered by the Wisconsin Department of Administration, the CDBG Program aims to assist provide funding assistance for projects that will benefit low to moderate income families. There are several population segments that are considered LMI automatically, including handicapped, seniors, etc.

The Fund for Lake Michigan's grant making is focused on projects in southeastern Wisconsin that will:

- Enhance the ecological health of near shore and coastal areas and the rivers of southeastern Wisconsin through habitat preservation and restoration.
- Improve the quality of the water flowing into Lake Michigan through pollutant reductions including toxins and nutrients such as phosphorus.

The Fund is seeking projects that improve the water quality of Lake Michigan through habitat restoration, pollutant reduction, stream restoration, or improvements to coastal areas in Wisconsin.

Deadline: Pre-Proposals accepted during in fall of 2016.

Funding Available: Up to 50% of project costs (\$500,000 maximum).

### WISCONSIN COASTAL MANAGEMENT PROGRAM

The Wisconsin Coastal Management Program (WCMP) supports the management, protection and restoration of Wisconsin's coastal resources, and increases public access to the Great Lakes. WCMP Grants are available in five categories. Details are provided on the following pages.

1. Coastal Wetland Protection and Habitat Restoration
2. Nonpoint Source Pollution Control
3. Coastal Resources and Community Planning
4. Great Lakes Education
5. Public Access and Historic Preservation

Deadline: Typically November

Funding Available: Generally up to \$100,000 – 40-50% funding.

### COMMUNITY DEVELOPMENT INVESTMENT GRANTS (CDIG)

Offered by the Wisconsin Economic Development Corporation (WEDC), the CDIG Program offers financial assistance with projects that will have a direct economic benefit to downtowns.

Deadline: Fall, 2016

Funding Available: Up to 25% of project costs (\$250,000 maximum).

Requirements: Must be "shovel-ready."

### WDNR RECREATIONAL TRAILS (RTA) PROGRAM

Administered by the WDNR fund provides development and maintenance of recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses. Eligible sponsors may be reimbursed for up to 50 percent of eligible project costs

Deadline: May 1st, annually

Funding Available: Up to 50% of project costs.

### RECREATIONAL BOATING FACILITIES GRANTS

Offered by the Wisconsin Department of Natural Resources (WDNR), this program can be used for dredging, ramps/boarding docks, harbors of refuge, support facilities, and trash skimming and weed harvesting equipment.

Deadline: Year-Round; Applications are reviewed quarterly.

Funding Available: Up to 50% of project costs.

## SPORTS FISH RESTORATION (SFR)

This program, offered by the Wisconsin Department of Natural Resources (WDNR), provides funding to construct fishing piers and motorboat access projects, including boat ramps and related amenities, such as parking lots, accessible paths, lighting and restroom facilities.

Deadline: Year-Round; however, February 1 for consideration in federal fiscal year that begins each October.

Funding Available: Up to 75% of project costs; likely 40-50%.

## KNOWLES – NELSON STEWARDSHIP PROGRAM

Offered by the Wisconsin Department of Natural Resources (WDNR), this program provides funding for outdoor, nature based recreation improvements. These include snowmobile, bridge, and trail grants.

\*Applying for this also allows your project to be scored and ranked for the following state and federal programs:

- Acquisition and Development of Local Parks (ADLP)
- Urban Green Space grants (UGS)
- Urban Rivers grants (UR)
- Land and Water Conservation Fund (LAW-CON)

- Recreational Trails Act (RTA)

Deadline: May 1st, annually

Funding Available: Up to 50% of project costs

Requirements: Must have an up-to-date adopted Outdoor Park and Recreation Plan with the specific projects identified in the plan.

## TRANSPORTATION ALTERNATIVES PROGRAM (TAP)

The TAP Program is offered by the Wisconsin Department of Transportation (WisDOT) and replaces three former programs. This will fund the planning, design and construction of on and off-road trail facilities and safe routes to school activities.

Deadline: Anticipated funding cycle in the calendar year 2017.

Funding Available: Up to 80% of project costs.

## CONGESTION MITIGATION AND AIR QUALITY IMPROVEMENT PROGRAM (CMAQ)

The purpose of the CMAQ program is to provide up to 80 percent matching grants for projects and programs that reduce motor vehicle travel and/or emissions in areas that have failed to meet air quality standards for ozone, carbon monoxide (CO), or small particulate matter. Bicycle and pedestrian projects are eligible for CMAQ if they reduce the

number of vehicle trips and vehicle miles traveled. Almost all bicycle projects eligible for Transportation Enhancement and the Surface Discretionary grant programs are likely to be eligible, but a higher burden of proof that the project will reduce air pollution is required. Non-construction activities such as maps and brochures are also eligible for funding. [\$12.5 million distributed annually to non-attainment areas].

Deadline: Anticipated funding cycle in the calendar year 2017.

Funding Available: Up to 80% of project costs.

## SURFACE TRANSPORTATION FUNDS (URBAN)

These funds provide up to 80 percent matching grants and can be used on a variety of improvement projects, including bicycle and pedestrian projects. These funds have generally been used to provide bicycle and pedestrian improvements when streets or highways are constructed or reconstructed.

Deadline: Anticipated funding cycle in the calendar year 2017.

Funding Available: Up to 80% of project costs.

## URBAN NONPOINT SOURCE AND STORM WATER MANAGEMENT GRANT PROGRAM (UNPS & SW)

Offered by the Wisconsin Department of Natural



Resources (WDNR), the UNPS and SW Program will provide funding assistance for the construction of urban best management practices (BMPs) including detention and infiltration measures, storm sewer improvements, streambank and shoreline stabilization and land acquisition.

Deadline: April 15, 2017.

Funding Available: Up to 50% of project costs (\$200,000 maximum).

## SNOWMOBILE TRAIL AIDS

These funds are available to counties and tribes and can fund bridge and trail rehabilitation.

Deadline: April 15 - Maintenance and development projects; August 1 - Supplemental maintenance

Funding Available: Variable.

## SUMMARY OF RECOMMENDATIONS

The master plan recommendations are organized into two categories. The first category, Circulation and Parking includes community-wide recommendations that address a mix of pedestrian, bicycle, transit, and vehicular improvements. The second category of recommendations are organized by location and address the following areas:

1. Creek
2. Town Beach
3. Harbor Area

The following recommendations are not in any particular numerical order. Short term recommendations are those anticipated within 0 to 2 years (S). Medium term recommendations apply to a 2 to 5 year time period (M). Long term recommendations are anticipated to occur beyond 5 years (L).

It should be noted that circumstances will change during plan implementation and these time periods are intended to serve as an estimate only. The Town should remain nimble enough to take advantage of opportunities as they arise while making sure its decision making process reflects the overall vision and guiding principles identified in this Plan.

## PARKING AND CIRCULATION

1. Consider 'compact car only' restrictions at select areas throughout downtown to add additional stalls.
2. Consider adding on-street sharrow markings throughout downtown. Estimated cost \$182/block based on four (4) sharrow markings per block.
3. Re-stripe existing designated parking areas to increase parking count by three (3) on STH 42 and three (3) on Town streets. (S)
4. Refine planning level cost estimates based on preferred option for sidewalk and multi-modal trail and parking options for Cottage Row from Main St. to Sunset Beach Park and Main St. to Ula St. including design, construction, and construction oversight costs. Conduct cost/benefit analysis to determine preferred option for improvements either connected with potential roadway improvements or as a stand-alone option. (S)
5. Refine planning level cost estimate for Bluff Street Trail connection to and around Town Parking Lot and Boat Trailer Parking Area (\$104,000), as well as proposed pedestrian trail to bluff site overlook based on preferred alternative. (S)
6. Consider slightly widening (3 to 5 feet) Bluff Street to provide 90 degree parking on both sides between Spruce Street and Hill Street. This could add approximately fifteen (15) stalls. Estimated cost \$15,500. (S)
7. Conduct a traffic flow and intersection capacity

analysis to further analyze conversion of Spruce Street (north of Main Street) and Cottage Row (south of Spruce Street) to one-way in order to improve traffic flow and intersection safety. Estimated cost \$5,000-\$10,000. (S)

- Option #1: 1-way from Main & Spruce to Cottage & Main
- Option #2: 1-way from Main & Spruce to Cottage & Maple
- Option #3: 1-way from Spruce & Maple to Cottage & Maple
- Option #4: 1-way from Main & Spruce to Cottage & Main with increase in width to accommodate angled parking and additional sidewalks.

Option #1 - Consider creating one way loop from Main Street along Spruce Street and Cottage Row with traffic flowing counter clockwise to the intersection of Main Street and Cottage Row. Re-stripe parallel parking along Cottage Road and add parallel parking along south side of Spruce Street by the Alibi. This option would add approximately thirty-one (31) parking stalls. Convert portion of existing stalls near west launch to a staging and maneuvering area for boats. (M)

Option #2 - Consider creating one way loop from Main Street along Spruce Street and Cottage Row with traffic flowing counter clockwise to the intersection of Cottage Row and Maple Street. Re-stripe parallel parking along Cottage Road and add parallel parking along south side of Spruce Street by the

Alibi. This option would add approximately twenty-five (25) parking stalls. Convert portion of existing stalls near west launch to a staging and maneuvering area for boats. (M)

Option #3 - Consider creating one way loop from intersection of Spruce Street and Maple Street with traffic flowing counter clockwise to the intersection of Cottage Row and Maple Street. Re-stripe parallel parking along Cottage Road and add parallel parking along south side of Spruce Street by the Alibi. This option would add approximately twenty-five (25) parking stalls. Convert portion of existing stalls near west launch to a staging and maneuvering area for boats. (M)

Option #4 - Consider creating one way loop from Main Street along Spruce Street and Cottage Row with traffic flowing counter clockwise to the intersection of Main Street and Cottage Row. Re-stripe parallel parking along Cottage Road and add parallel parking along south side of Spruce Street by the Alibi. This option would add approximately sixty-three (63) parking stalls. Convert portion of existing stalls near west launch to a staging and maneuvering area for boats. Increase in width to accommodate angled parking on west side of Cottage Road. Review and improve existing drainage including wash-out at Cottage Row at Main. (M)

8. Conduct a parking demand study to determine existing and future parking needs and identify recommendations to address area wide and localized parking supply issues. (S)

9. Based on need, develop a plan for Boat Trailer Parking Lot expansion or modification, include storm water management, new multi modal connections, trail head, bike parking, energy efficient lighting, and signage. Work with Harbor Commission to estimate current and future demand for boat trailer and vehicle parking spaces. (S)
10. Evaluate partnership opportunities and land acquisition options for providing additional Town Parking Lot areas to encourage off-site parking outside of the core downtown including long term boat trailer. (S, M)
11. Conduct a survey of Right of Way for core area roadways in order to establish public ownership. (S)
12. Install bicycle parking racks at arrival points and key destinations throughout downtown. Use galvanized bike rack for ease of maintenance and storage. (S)
13. Install sharrow markings on side streets downtown and encourage WisDOT to install sharrow markings along STH 42 through downtown in conjunction with upcoming resurfacing project. (M)
14. Evaluate the location of existing crosswalks (across STH 42) and make adjustments as needed in conjunction with upcoming STH 42 re-surfacing project. (S,M)
15. Utilize additional signage to clearly identify public and private access at the end of Cottage Road adjacent Alibi marina with an additional signage. (S)
16. Conduct a transit feasibility study to explore



potential for a seasonal trolley system/public transit to serve downtown Fish Creek. (M, L)

17. Develop and implement a short term wayfinding program to direct boaters to dedicated parking areas. (S)
18. Design and implement a long term comprehensive vehicular and pedestrian wayfinding strategy which embraces Fish Creek's unique character and history to welcome visitors into the community and clearly guides them to their destinations including preferred and long-term parking areas, shopping areas, boat ramp, long term parking, Visitor Center, State Park, Sunset Park, and Town Beach. Incorporate art-themed wayfinding and parking lot signage where appropriate. Finalize wayfinding strategy in short-term and then position for grant funding and develop partnerships to fund construction in medium term (S, M). See Wayfinding Map for preliminary recommendations. Partner with Fish Creek Civic Association and Gibraltar Historical Association to develop plan.
19. Advocate for multi modal connection beneath STH 42 in conjunction with Fish Creek Watershed Management Plan, upcoming STH 42 re-surfacing project, WDNR Door County Master Planning. (S)
20. Develop a shared Bike program at key locations throughout downtown. This recommendation is also contained in the Town's Bike and Pedestrian Plan. (M)
21. Enhance intersection of Spruce and Maple streets to improve pedestrian safety. Consider additional pedestrian crossings including improved pavement markings and boat staging/

Clark Park access delineation. (S)

## HARBOR AREA

1. SEH recommends the Harbor Commission not pursue physical expansion until following issues are resolved: parking, congestion, safety, and cost/benefit analysis of proposed improvements. Utilize guiding principles from this study to inform decision-making process.
2. Evaluate feasibility of removing and replacing West Town Dock to better meet current and anticipated needs. Identify costs and evaluate possible alternatives with the WDNR. (S,M)
3. Evaluate feasibility of adding an L-shaped floating dock on the east side of the launch. Identify costs, riparian rights, and evaluate possible alternatives with the WDNR. (S,M)
4. Consider closing the east boat launch and adding additional slips, subject to west ramp modifications. (S)
5. Relocate West Town Dock ticket booth to old Town Hall (M). Seek out public/private funding sources to help fund construction
6. Construct upgrades to Old Town Hall bathroom facilities. (S, M)
7. Maintain current use of Parking Lot East of the East Boat Ramp until a preferred alternative land use is identified. (S, M)
8. Clean up waterfront appearance. (S)
9. Re-design east side of Town Dock to increase and better utilize slip space. (S, M)

10. Acquire neighboring opportunity properties as opportunities present themselves. (S, M, L)
11. Implement related circulation & accessibility recommendations to improve functionality and safety of existing launches.
12. Conduct a technical assessment of the wave climate and expansion potentials of the existing marina basin including the following (S): Boardwalks, head piers, slips, bulkhead, boat launches, water depths, water quality, wave climate, navigational access, and other existing structures. Evaluate height of West Town Dock; potential for L-shaped floating pier.
13. Continue to assess the type and availability of land based facilities which could be used to support future expansion of the marina, contingent upon quantified market demand and Town's preferred long term vision for the waterfront. (S, M)
14. Consider adding boat staging areas along Spruce Street and Maple Street to alleviate congestion and improve bike, pedestrian, and vehicular safety. This could be done as a stand-alone project. (S)
15. Finalize future vision and develop a site plan for the Parking Lot East of the East Boat Ramp (S, M). Preserve a buffer to allow public access along the water's edge on this property.

16. Finalize and adopt a set of policies to guide the Town's role in future Fish Creek waterfront development based upon the following principles:
  - Willing owner, willing seller
  - A long-term vision to provide access while maintaining community charm
  - Embrace the street
  - Embrace the waterfront
17. Identify opportunities to add park facilities near waterfront to encourage outdoor dining (S)
18. Evaluate bulkhead line

## TOWN BEACH

1. Conduct site planning and final design to refine preferred Town Beach design including cost estimates and feasibility for proposed improvements including items including year-round bathroom facilities and reconfigured parking lane to include temporary/seasonal bump outs for pedestrian crossing and drop off area on STH 42. Consider incorporating public art or vegetation into design. Plan A - Remove storm water discharge. Plan B - Relocation of storm water discharge from the west side of beach to the east in order to place the discharge away from the swimming area. Possible daylighting of the storm water for aesthetics and improved water quality, seasonally reducing parking in the town beach lot, reserving space for accessible parking and a drop off area.
2. Apply for construction funding from the Fund for L. Michigan in Fall 2018 to construct proposed recreational and ecological enhancements to Fish Creek Town Beach in spring 2019. Tie to Highway 42 project. (M) Seek out other sources of matching funds including private donations.
3. Complete a Comprehensive Outdoor Recreation Plan (CORP) which will make the Town eligible to apply for WDNR Stewardship grants. (S)
4. In anticipation of STH 42 re-surfacing project conduct preliminary engineering to create a more comfortable and inviting pedestrian experience linking the Town Beach with the Town Center Parking and Boat Trailer Parking Lot including: increased sidewalk width and green buffer, enhanced wayfinding signage, enhanced STH 42 pedestrian crossings at the Town Beach and from the Town Center north across STH 42. Address storm water runoff issue at Town Center. (S)
5. Use wayfinding signage to direct Beach visitors to Town Center parking facilities to reduce the parking demand and enhance multi modal experience along STH 42 by reducing turning movements into and out of the Town Beach parking lot. Consider sidewalk connection by the kiosk to parking lot adjacent Town Center. Maintain adequate buffers. (M)

## FISH CREEK

1. Develop a Fish Creek Watershed Management Plan including a concept design for the Town Beach (S)
2. Apply for planning/design funding from Fund for Lake Michigan to plan proposed recreational and ecological enhancements to Fish Creek bulleted below. (S)
3. Plan and design channel restoration to provide improved water quality and increased habitat for fish and wildlife.
4. Plan and design Storm Water Management area to intercept and treat runoff from the east (High School area) before discharging into Fish Creek. Improve multi-modal access along fish creek and improved connection between Peninsula State Park and the Downtown. Install a trail head and environmental restoration interpretation exhibits.
5. Apply for construction funding from the Fund for L. Michigan to build proposed recreational and ecological enhancements to Fish Creek Town Beach. Seek out other funding sources. (S-M)
6. Explore partnerships with the School District, WDNR, local businesses, the YMCA, the Fish Creek Watershed Study group, and County Conservation Dept. to pro-actively and comprehensively address storm water management issues impacting creek with a focus on the STH 42 corridor. (S, M)
7. Construct multi-modal underpass linking Peninsula State Park to Fish Creek Park (L)

## APPENDIX

### SUMMARY OF PUBLIC PARTICIPATION RESULTS



