

# TOWN CENTER RIVERFRONT PARK

## MASTER PLAN

April 2010



## FINAL SUMMARY REPORT



ACKNOWLEDGEMENTS

PLAN PREPARED FOR:



City of Mequon  
11333 N. Cedarburg Road  
Mequon, WI 53092  
mequon.govoffice.com

TOWN CENTER PARK STEERING  
COMMITTEE:

Christine Nuernberg, Mayor  
Kimberly Tollefson, Director of Community Development  
Lee Szymborski, City Administrator  
Jac Zader, Assistant Director of Community Development  
Don Curran, Director of Parks  
Dan Abendroth  
Bruce Barnes  
Barbara Frank  
Curt Gielow

PLANNING AND DESIGN ASSISTANCE BY:



JJR, LLC  
625 Williamson Street  
Madison, WI 53703  
p: 608.251.1177  
f: 608.251.6147  
www.jjr-us.com

CONTENTS

<b>1.0 INTRODUCTION</b>	<b>1</b>
PROJECT OVERVIEW	1
GOALS AND GUIDING PRINCIPLES	1
DESIGN APPROACH	2
<b>2.0 ENVIRONMENTAL FRAMEWORK</b>	<b>3</b>
COMMUNITY CONTEXT	3
SITE ANALYSIS	4
<b>3.0 MASTER PLAN ALTERNATIVES</b>	<b>7</b>
OVERVIEW	7
CONCEPT A	7
CONCEPT B	12
CONCEPT C	16
<b>4.0 CONSENSUS MASTER PLAN</b>	<b>21</b>
PROCESS	21
THE NORTHERN PARK SITE	22
THE SOUTHERN PARK SITE	24
<b>5.0 PHASING</b>	<b>27</b>
PHASE I	27
<b>6.0 PERMIT PROCESS</b>	<b>29</b>
HISTORIC PRESERVATION	29
ENVIRONMENTAL PERMITTING	29
<b>7.0 CONCLUSION</b>	<b>30</b>

# 1.0 INTRODUCTION

## PROJECT OVERVIEW

### SITE DESCRIPTION

The City of Mequon holds a strong relationship to the Milwaukee River including its history and ecology. Town Center Riverfront Park is an opportunity for Mequon to further strengthen this relationship and create an active, pedestrian-friendly corridor that links the river and civic campus. The site's proximity to the river and to the intersection of Mequon and Cedarburg Roads offers a gateway to the Town Center, visual and physical connections to the river and potential community gathering spaces.

Note, throughout this document, the park planning area is referred to as "Riverfront Park." This is based on the name of the current master planning project, and should not be construed as the final park name, which will be decided at a later date.

### PROJECT HISTORY

The concept of creating Town Center Riverfront Park resulted from an earlier visioning process for the Mequon-Thiensville Town Center Design Guidelines completed in 2005. In July of 2008, Mequon hired JJR to facilitate a master planning process that builds on the earlier planning effort, investigates site opportunities and constraints and establishes a direction for project implementation. This document is a summary of the master planning process and will act as a guide for the City as it continues to move forward into implementation of gateway and park features.

### DESIGN PROCESS

The master planning process for the Town Center Riverfront Park was intended to re-evaluate and refine concepts developed during the Mequon-Thiensville Town Center Design Guidelines project. The new process started with the elements proposed by the earlier plan and engaged further input from the Town Center Park Steering Committee. Steering Committee input was provided through meetings during three general phases of the project: (1) analysis of site opportunities and constraints, (2) generation of three alternative concepts, and (3) refinement of the consensus plan. In addition to these collaborative sessions, additional staff and public input was gathered through meetings with the Park Board, Town Center Board and two Common Council meetings.

### GOALS AND GUIDING PRINCIPLES

The following project goals and guiding principles were determined during the project kickoff meeting with the Steering Committee. This meeting began with analysis of the earlier planning efforts, and a revisitation of the feasibility and desirability of the conceptual park features. Discussions then opened to offer new ideas, and adopt a series of goals and guiding principles for a revised design approach.



*Existing Loop of the Rotary Riverwalk*



*Native Woodland and Ferns*



*Existing Shoreline*



**Goal 1: Create a beautiful/special place that is a unique gateway to Mequon and offers opportunity for a variety of activities.**

Principle A: Provide a Town Center and City Gateway Feature near the corner of Mequon and Cedarburg Roads that reflects Mequon's cultural heritage and identity.

Principle B: Create an entry plaza near the gateway. Reinforce the gateway icon and materials with additional sculptural elements.

Principle C: Offer more open views of the Milwaukee River.

Principle D: Establish a variety of gathering spaces to include more intimate and large scale venues. Large scale spaces should be multifunctional.

Principle E: Provide both active and passive recreational uses, including hiking, bird watching, fishing, picnicking, etc.

**Goal 2: Provide a framework for a safe, pedestrian-friendly environment that draws users between the riverfront, parks, civic campus and downtown.**

Principle A: Provide safe pedestrian access across Cedarburg Road in coordination with the upcoming streetscape project.

Principle B: Establish connections to the riverfront through a series of trails and overlooks.

Principle C: Create a variety of experiences for the pedestrian through interconnected trails.

Principle D: Provide inviting pedestrian entries that entice users into the park.

Principle E: Propose future pedestrian connections between the northern and southern park sites.

Principle F: Offer educational opportunities through interpretive signage and views into natural and historical corridors.



## DESIGN APPROACH

### RESTORE

The Milwaukee River is a key local environment. Restoration provides habitat for valuable species and provides educational opportunities.

### CONNECT

Create a pedestrian-friendly environment that promotes health and connects users to the riverfront, civic campus and downtown.

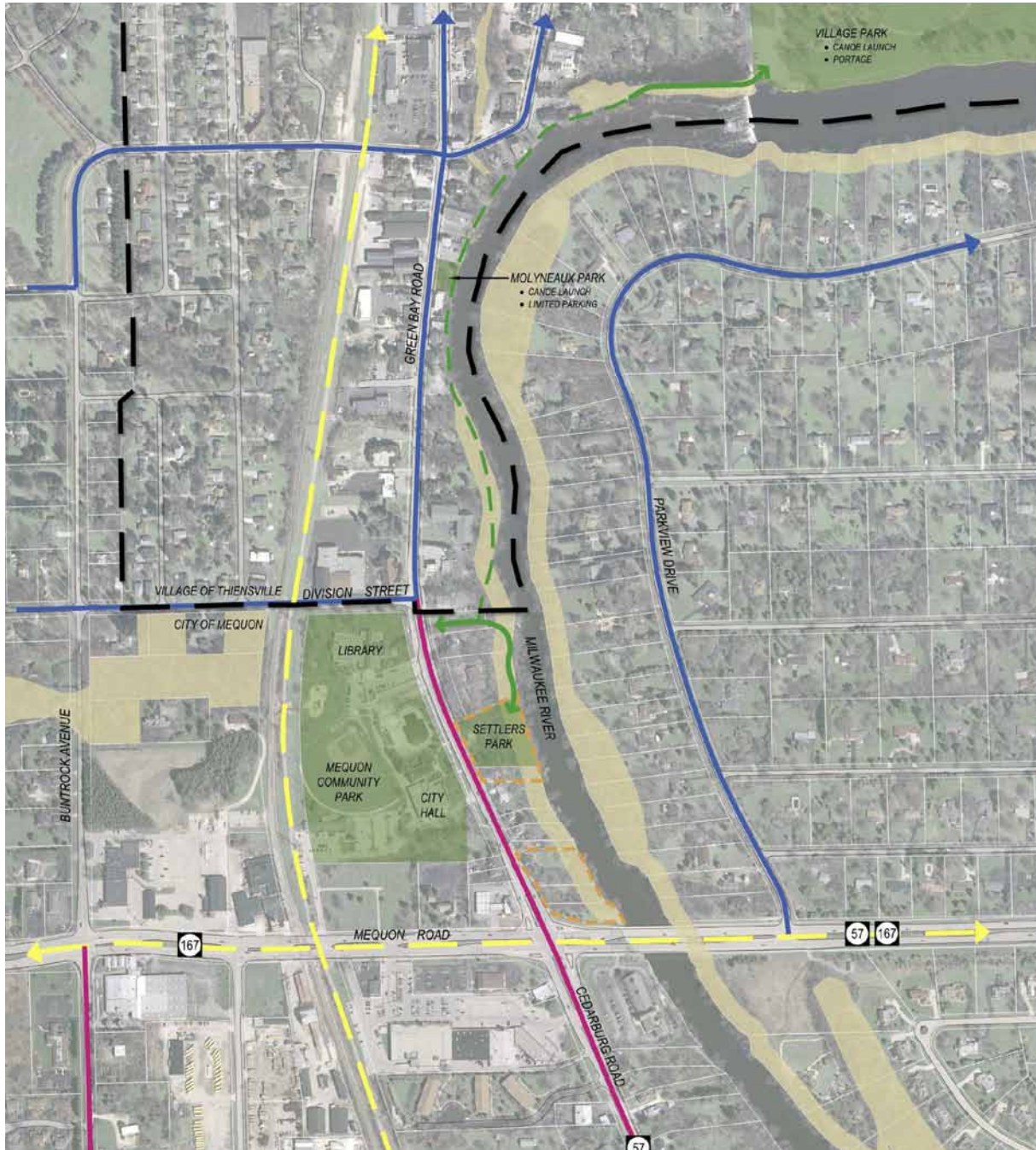
### PRESERVE

The Mequon area is rich in the state's early settlement history. Continue to teach generations through focal elements, interpretive signage, and use of architecture unique to the local area.

### SUSTAIN

Incorporate reused, recycled and local materials into park features that are created with health and safety in mind. Promote natural systems for stormwater management.

## 2.0 ENVIRONMENTAL FRAMEWORK



Community Context Map

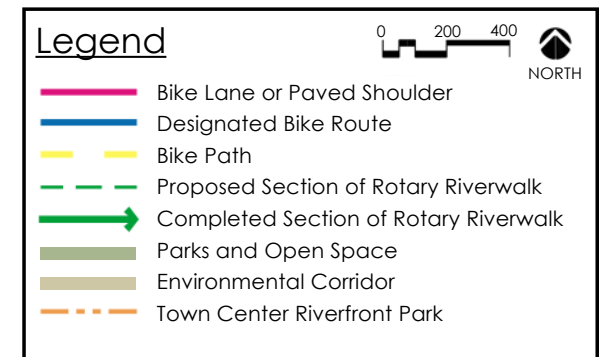
## COMMUNITY CONTEXT

### PROJECT LOCATION

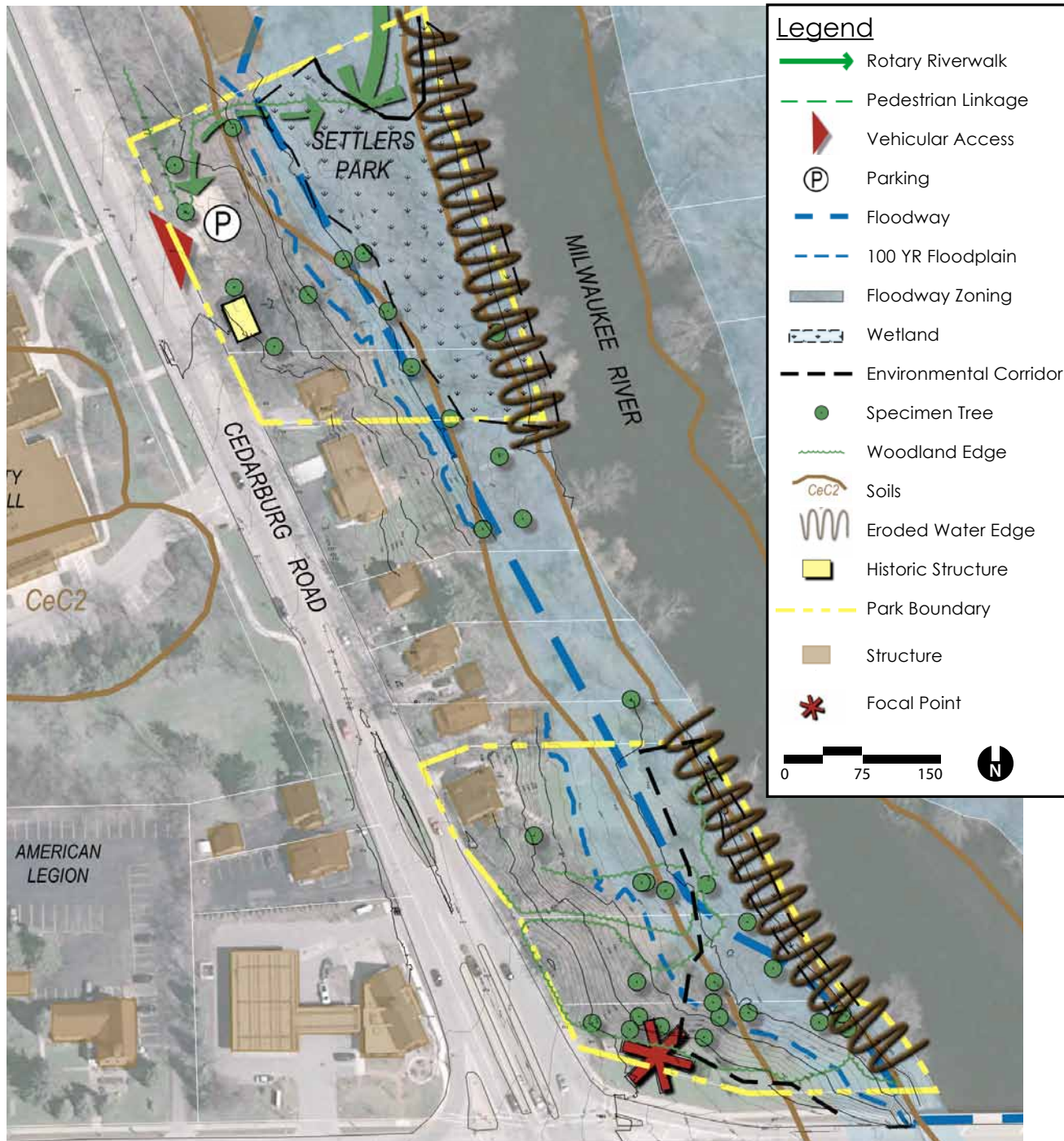
Town Center Riverfront Park is comprised of a number of City-owned parcels along the east side of Cedarburg Road, adjacent the Milwaukee River. Because the project site is centrally divided by four privately owned residences, areas within the project site will be referred to as the northern park and the southern park. The northern park includes the current Settler's Park and a single family residence adjacent to the south property line. Vacant parcels at the northeast corner of Mequon and Cedarburg Roads and an adjoining single family residence comprise the southern park site.

### COMMUNITY & CONNECTIONS

The Community Context considers the project site within a comprehensive community setting. This diagram reinforces the importance of the site as a key gateway into the heart of Mequon and Thiensville and looks at relationships to surrounding parks and open space, the civic campus and key commercial areas. This diagram also indicates bicycle and pedestrian connections, such as existing on-street bicycle facilities, the Rotary Riverwalk and the Ozaukee

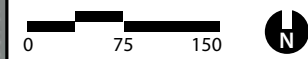






### Legend

- Rotary Riverwalk
- Pedestrian Linkage
- ▲ Vehicular Access
- P Parking
- Floodway
- 100 YR Floodplain
- Floodway Zoning
- Environmental Corridor
- Specimen Tree
- ~ Woodland Edge
- ~ CeC2 Soils
- ~ Eroded Water Edge
- Historic Structure
- Park Boundary
- Structure
- ✱ Focal Point



Interurban Trail. The Rotary Riverwalk includes several existing trail segments and will be a future connector along the east bank of the river extending from the intersection of Mequon and Cedarburg Roads continuing north to Village Park. The Ozaukee Interurban Trail provides a more regional linkage that brings users from Milwaukee to the southern edge of Sheboygan County.

The diagram also shows the extensive environmental corridor that hugs the shoreline of the Milwaukee River. In addition to identifying floodplains, this area includes wetlands, woodlands and other key habitat that should be considered as future improvements are proposed along the river.

## SITE ANALYSIS

The Site Analysis Diagram at left shows the project site and its immediate surroundings in an environmental, cultural and historical context.

## SURFACE HYDROLOGY

The Milwaukee River is a key feature spanning the site, flowing north to south along the eastern edge of both park sites. The river's floodplain and associated wetlands dominate the river's edge. In an effort to respect and sustain the associated habitat and quality of the river, design decisions will need to consider environmental impact as well as mitigation of stormwater quantity and quality.

## TOPOGRAPHY

Both the north and south park sites include moderate slopes that span from high points along Cedarburg Road east to the Milwaukee River. High points along the street side vary from an approximate elevation of 668 to 673, with a steep ridgeline located near

Site Analysis



the center of the sites that then gently flattens to an elevation of 648 at the river's edge. Although the slope conditions are not steep enough to prohibit park related improvements, the need for accessibility and erosion control will create challenging design opportunities.

## VEGETATION AND HABITAT

The park sites contain a variety of both native and invasive plant species in a mix of wooded upland, floodplain and wetland habitats. The north park contains a mixed tree canopy including boxelder, cottonwood and silver maple. Understory in this area consists primarily of tree saplings and invasive garlic mustard along the hill. However, locations near the seep and surrounding wetland include a variety of quality native species such as arrowhead, water plantain, cattails and ferns.

The southern park site is more heavily wooded with similar canopy species and includes a number of specimen-size black walnut trees. The distinguishing factor of vegetation between the two sites is the southern park site's more extensive understory growth. These species include a number of invasives, such as buckthorn, honeysuckle and other shrubs.

Although no critical plant or animal species were identified on-site, this reach of the Milwaukee River is known to contain State-designated endangered/threatened species of fish and mussel. Special care and coordination with the WDNR is recommended prior to and during any construction that may disrupt the water's edge.

A comprehensive listing of plant species as compiled by Don Reed of SEWRPC is on file with the City.

## WETLANDS AND ENVIRONMENTAL CORRIDORS

In order to gain a better understanding of the type of improvements that can occur, additional conversations were conducted with Don Reed from SEWRPC and Kathi Kramasz from the WDNR. In these discussions, Mr. Reed confirmed the extents of the wetland boundaries that appear on the current Site Analysis and Survey and emphasized that development should not occur in areas designated as environmental corridor unless related to parks and open space.

Because jurisdiction of the river edge and wetlands is controlled by the WDNR, an early conversation with agency staff helped guide the initial design direction and provide an understanding of the extent of improvements that can occur in these areas. In this early discussion, JJR indicated the intent is to provide pedestrian access through the wetlands and along the water's edge. Ms. Kramasz indicated that while these design features are generally acceptable, the plan will need to follow the City's Floodway Zoning Ordinance and further discussions and design review with the WDNR will occur as the design process continues.

## SOILS

Soils in the northern and southern park sites include the Mussey Loam, which is a somewhat poorly drained loam over sandy soils typical of river and flood deposition. Soils near the river tend to have a high water table and hydric soil inclusions, which may create challenges for more intensive development. The river's edge is currently being eroded by flood events and lack of substantial vegetation. The design process should recommend alternative edge treatments that will prevent further erosion and promote access to the water's edge.



*Wetland & Seep at the North Park Site*



*View of the Slope at the South Park Site*



*Eroded Soils at the River Edge*

## VEHICULAR ACCESS & PARKING

The northern park site currently includes a small gravel parking area that is accessed from Cedarburg Road. Due to the existing topography, the layout is awkward and the number of stalls is limited. A more efficient parking layout should be considered in concept alternatives. Additional parking is available on the west side of Cedarburg Road as well as at the City's civic campus. There is no parking currently located at the southern site. Due to its proximity to the Mequon Road intersection, opportunities for vehicular access to the southern park site will be limited. Pedestrian-friendly crossings and easy access to off-site parking will be critical.

## PEDESTRIAN CONNECTIONS

Both of the sites currently lack safe pedestrian access from the existing trail and sidewalk network. Privately owned parcels that separate the sites along with the lack of sidewalks on the east side of Cedarburg Road make pedestrian connections a challenge. Careful planning through the design phase should consider potential connections between the sites to the civic campus, Ozaukee Interurban Trail, and the Rotary Riverwalk. The future streetscape project for Cedarburg Road should also consider locating sidewalks, widened terraces, and pedestrian crossings that will support park use.



*The West Side of Cedarburg Road has no Sidewalks*

## VIEWSHEDS

Both park sites offer opportunities for enhanced views of the river. The large specimen trees and carpet of low-growing understory within the northern park site provide relatively uninterrupted views of the river for both park visitors and vehicles passing by.

Views in the southern park site are blocked by the dense vegetation that expands from the intersection into the central portion of the site. Removal of invasive tree and shrub species will open up a primary viewshed from the intersection, as well as a secondary viewshed from Mequon Road. An additional secondary viewshed along Cedarburg Road should be preserved once the city-owned house at the north end of the site is removed. As vegetation is removed for future park improvements within both park sites, large specimen trees should be preserved to create or maintain framed views of the river.



*Primary and Secondary Views of the River From the Streets Should be Preserved/ Enhanced*

## HISTORY

The planning area has a rich history connected to the plank road that once facilitated the early settlement of Wisconsin. The Isham Day House located at Settler's Park is a remnant of this early history. Through additional research and conversations with Chip Brown from the Wisconsin Historical Society, a brief history and understanding of the requirements of the National Register of Historic Places was obtained.

The Isham Day House or Yankee Cottage is an example of historic architecture and construction that is rare to this region. Mr. Brown emphasized an importance of respecting the structure as site improvements are made. However, the State will be receptive to designs that enhance the park. Mr. Brown indicated that the City will need to send the proposed plans to the Office of Historic Preservation for review and approval. Mr. Brown also indicated that it is only in rare instances that the department will approve moving a structure and would likely only do so for cases of structural damage, erosion, or water damage.



*The Isham Day House*



### 3.0 MASTER PLAN ALTERNATIVES

#### OVERVIEW

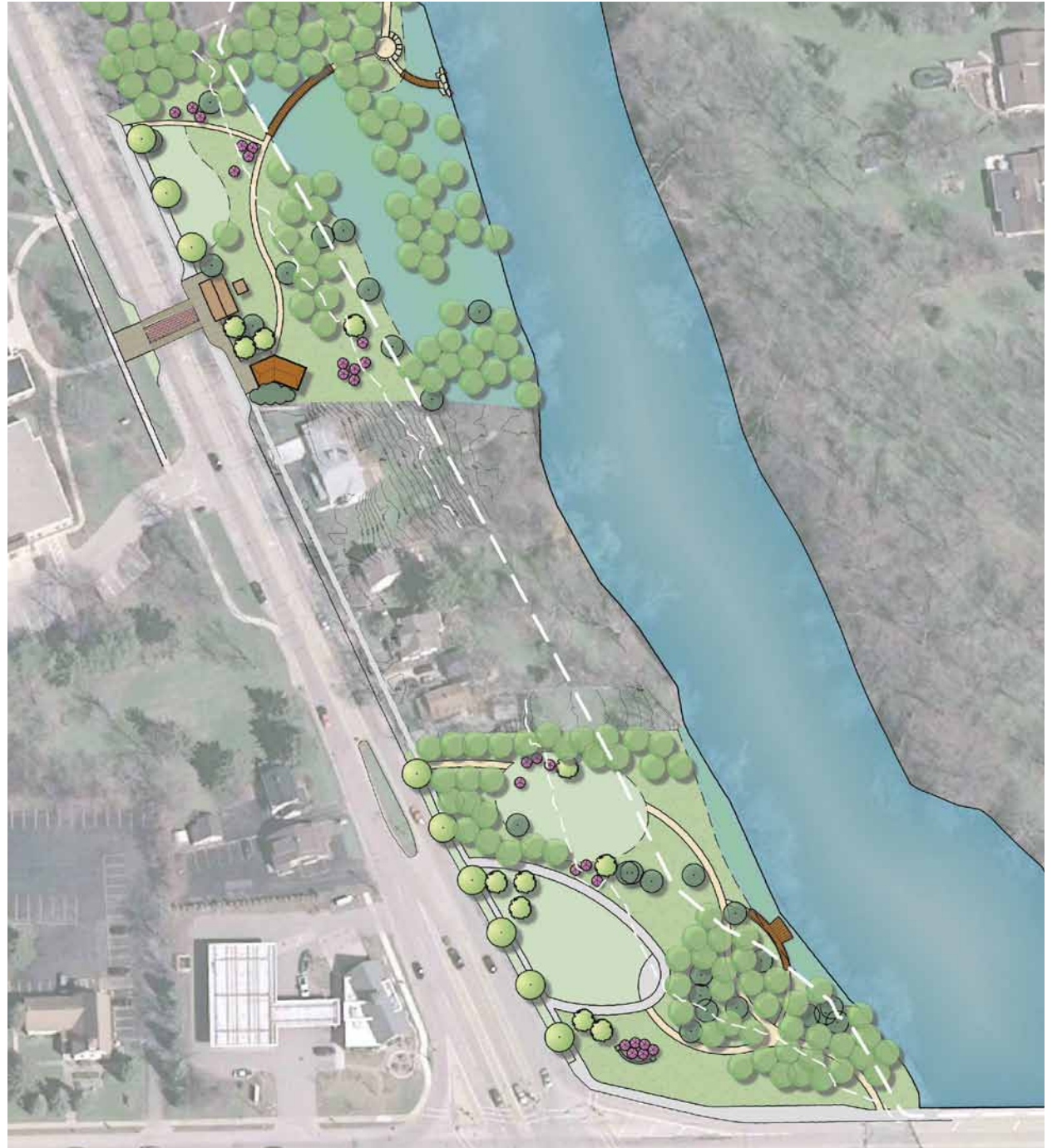
The Master Plan Alternatives represent three concepts that vary from minimal improvements to more intensive design approaches. The purpose of this alternatives analysis was to show the scope of options available, and to allow the Steering Committee to provide feedback and establish the final design direction of the Consensus Master Plan.

#### CONCEPT A

##### OVERALL DESIGN FEATURES

Concept A is a minimalist approach, concentrating most site improvements near the top of the slope. The design offers gathering spaces and passive use areas as well as overlook options that connect users to the water. This design option maintains the current Cedarburg Road alignment with the addition of a tabletop pedestrian crossing at the Isham Day House.

In addition to parking on the west side of Cedarburg Road, eight parallel parking stalls were created by “bumping out” the street section along the park’s frontage. This realignment provides easy park access, drop-off opportunities and aids in traffic calming.



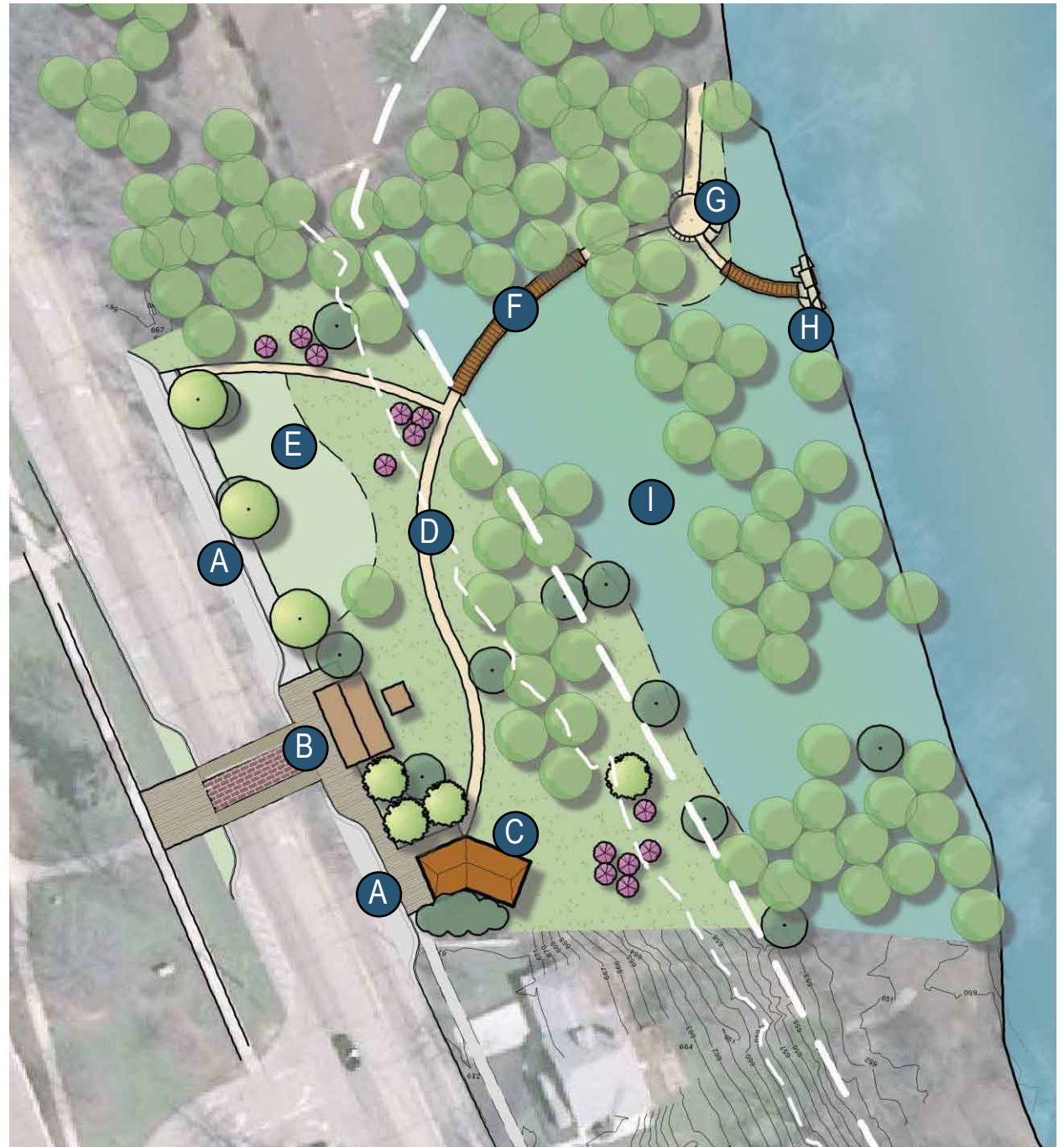
Concept A- Overall Plan

## A: NORTHERN PARK SITE

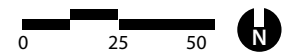
The Isham Day House is centrally located in the northern park site, creating a natural division between more active and passive use areas on the site. The terminus of the tabletop pedestrian crossing opens to a plaza focusing on the historic structure, which could emulate the historic surface of the plank road.

A number of gathering spaces are provided in this option, including a passive lawn area and picnic pavilion. The lawn area is created by relocating the existing parking. Minor regrading of this area provides a flat lawn area perfect for visitors to enjoy picnic opportunities and views of the natural habitat below. In addition to the lawn area, a park pavilion to the south of the Day House offers gathering and picnic spaces and could be programmed for use by educational groups such as the library and schools. The wooden trellis canopy of the structure filters summer sun and extends east to a generous deck space that focuses views to the wetland and

- A** On-street Parking
- B** Tabletop Crosswalk & Entry Plaza
- C** Picnic Pavilion
- D** Pedestrian Trail
- E** Expanded Lawn Area
- F** Wooden Boardwalk
- G** Gathering Node
- H** Fishing Outcrop
- I** Existing Wetland



Concept A- Northern Park Site

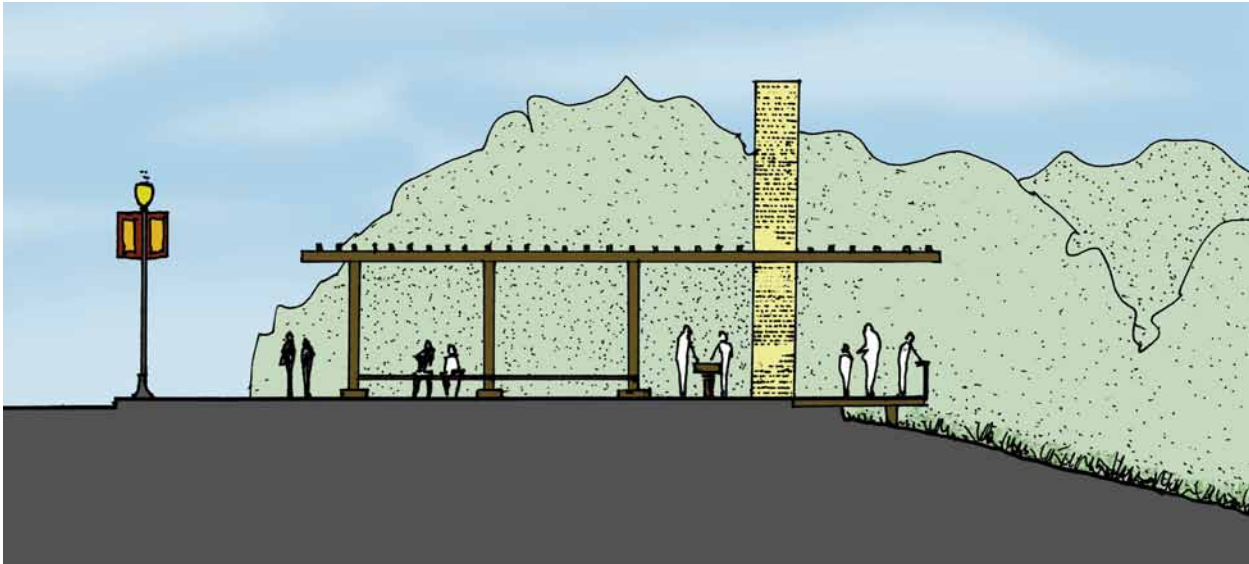




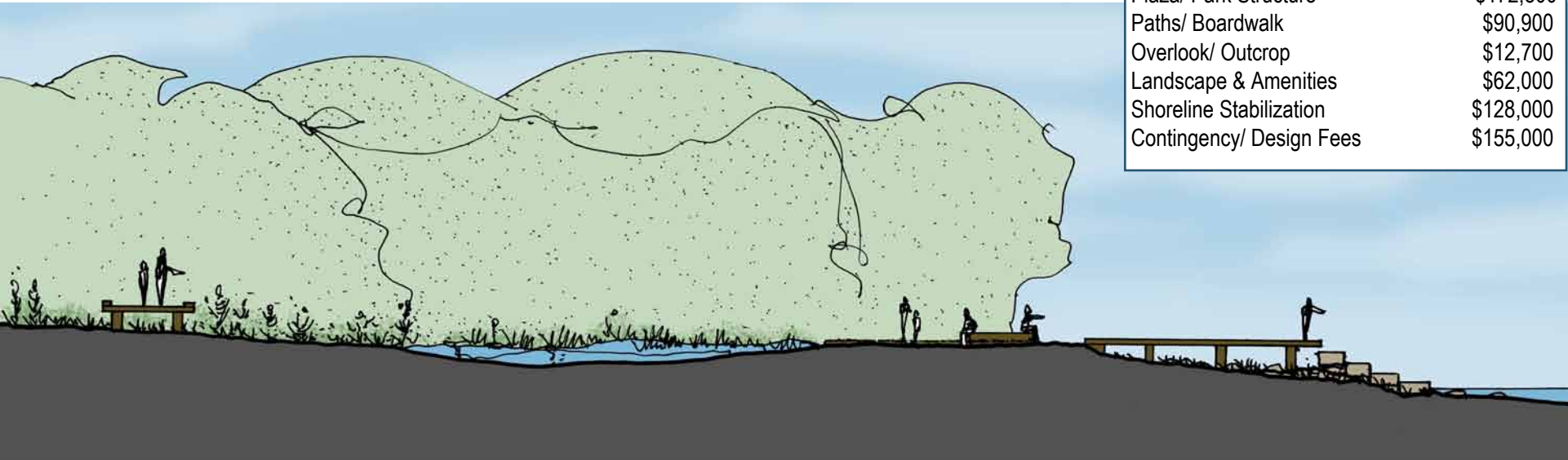
riverfront. Integrating local materials and architectural styles will help the structure complement the Day House. Proximity of these two structures will help bring an element of organization to the site and draw more users to the Isham Day House.

Pedestrian trails can be accessed from the sidewalk on the north end and from the plaza at the south. These gravel trails wind through native plantings along the slope and connect at the wetland edge. An at-grade boardwalk continues through the wetland, connecting to the Rotary Riverwalk.

This connection is established at a gathering node just north of the wetland. Large boulders that enclose the node create opportunities for informal seating and an overlook. In addition to this seating node, a short run of boardwalk extends to the river's edge where water access is available through boulder outcroppings. The natural arrangement of large flat stones is a setting perfect for tying up a canoe or casting a rod from the shore.



Section through the Picnic Pavilion



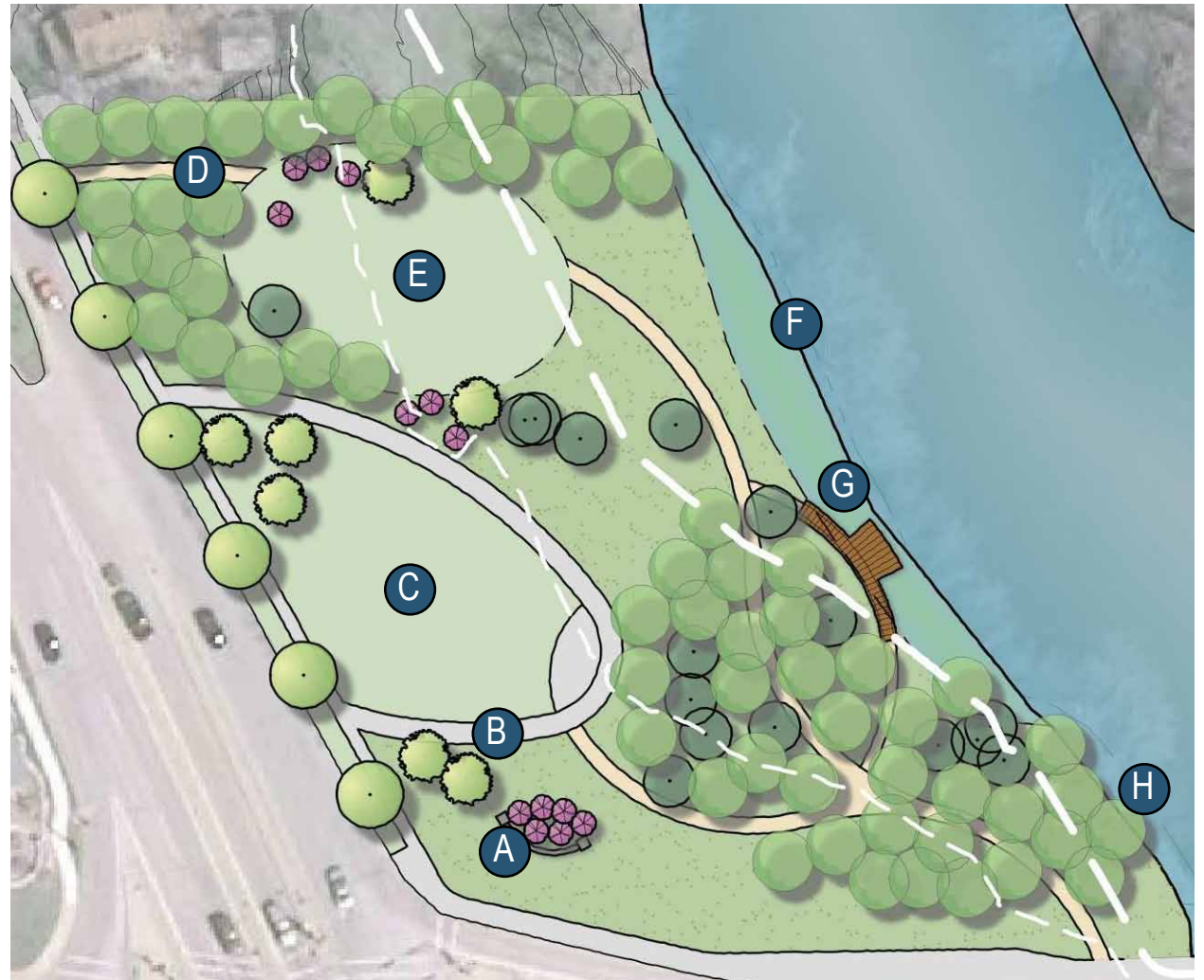
Section through the Wetland & Riverfront

PRELIMINARY COSTS	
A: NORTHERN PARK SITE	\$673,900
General Site Work	\$52,000
Plaza/ Park Structure	\$172,800
Paths/ Boardwalk	\$90,900
Overlook/ Outcrop	\$12,700
Landscape & Amenities	\$62,000
Shoreline Stabilization	\$128,000
Contingency/ Design Fees	\$155,000

## A: SOUTHERN PARK SITE

The southern park site presents a civic gathering space with open views that connect users to the river. An expansive sloping lawn near the center of the site provides opportunities for large scale events, such as summer concerts. Although the slope is too steep for many active sports, the open field can easily accommodate a variety of activities, from picnicking to kite flying or a game of tag. In addition to the amphitheater, minor site regrading provides a gently rolling space surrounding an existing lower lawn area. This lawn provides an opportunity for more active use and offers a picnic site sheltered from the road.

Pedestrian access to the park is available along both Mequon and Cedarburg Roads. A widened grass terrace provides a more comfortable walk along the street edge of Cedarburg Road. Key park entries include widened sidewalks that surround the amphitheater. These walks also function for access of maintenance vehicles and connect to the concrete stage. Secondary gravel paths loop through the site. Changing terrain and scenery along these trails offer visitors a variety of experiences. Access to the water is provided through a boardwalk that opens to an overlook at the river's edge. Here users can relax and enjoy the views in a natural environment.



Concept A- Southern Park Site



- |          |                                 |          |                      |
|----------|---------------------------------|----------|----------------------|
| <b>A</b> | Entry Feature Sign              | <b>E</b> | Turf Play Area       |
| <b>B</b> | Pedestrian/ Amphitheater Access | <b>F</b> | Existing Wetland     |
| <b>C</b> | Amphitheater Lawn               | <b>G</b> | Boardwalk & Overlook |
| <b>D</b> | Pedestrian Trail                | <b>H</b> | Existing Trees       |



## PRELIMINARY COSTS

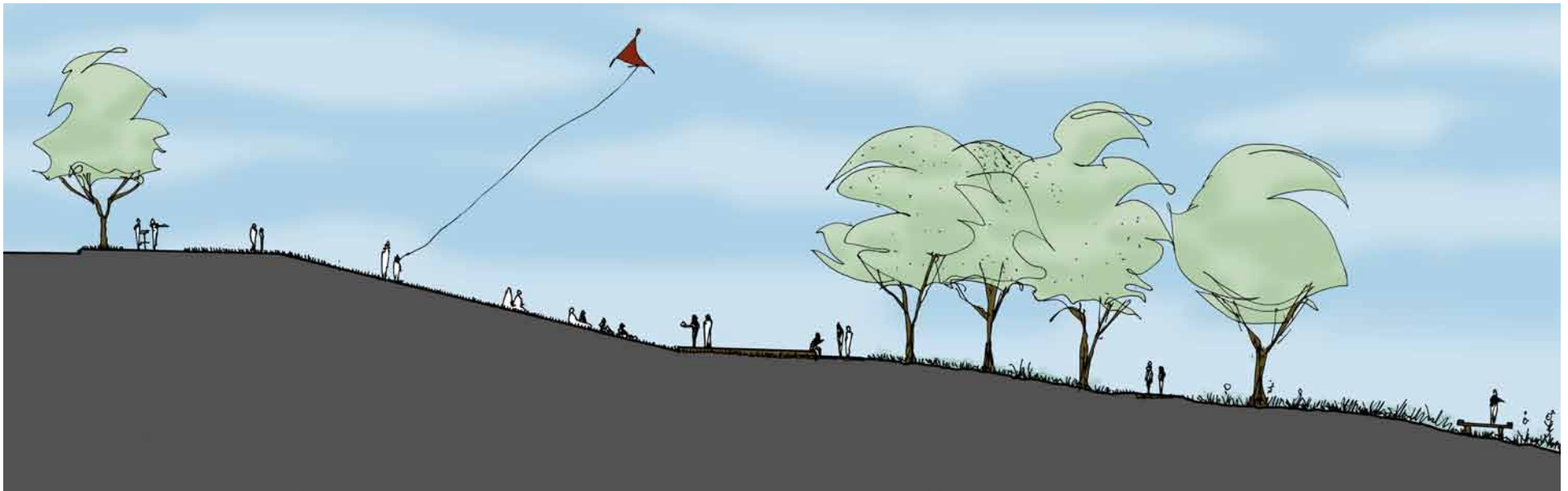
A: SOUTHERN PARK SITE	\$553,200
General Site Work	\$50,600
Amphitheater	\$33,400
Paths/ Boardwalk	\$89,000
Gateway Feature	\$40,000
Landscape & Amenities	\$84,600
Shoreline Stabilization	\$128,000
Contingency/ Design Fees	\$127,600



*Example of a Raised Tabletop Crosswalk*



*Example of a Turf Amphitheater*



*Section through the Sloped Lawn Amphitheater*

## CONCEPT B

### OVERALL DESIGN FEATURES

Concept B is a more intensive option with emphasis on pedestrian circulation along the riverfront that connects to Cedarburg Road. Realignment of Cedarburg Road allows pedestrian access between the park sites and their mix of amenities, including a plaza, amphitheater, Veterans Memorial, and History Center.

#### B: NORTHERN PARK SITE

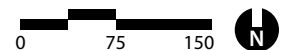
By relocating the parking on-street, this concept provides a more active upper terrace. A formal lawn area north of the Isham Day House is created using a concrete wall to help retain the steep slopes and create this flat terrace at the street edge. The lawn area is further defined by a concrete walk that circulates from the street edge to the top of the wall, with views overlooking the river.

Remaining areas along the street, including the Isham Day House and land to the south, are dedicated to a History Center and Veterans Memorial. With easy access to parking and City Hall via a raised crosswalk, this space provides an opportunity to hold key events, such as Memorial Day and Veterans Day celebrations. Simple reprogramming of the Day House interior could pay tribute to the veterans of the Mequon area through a series of small exhibits.

Land to the south of the Day House includes a terraced plaza that pays homage to those who have fought in past and current wars. Plaza materials should celebrate local artisans and be mindful of the historic presence of the Isham Day House. Memorials should be simple stone markers dedicated to each of the wars fought by America. A flagpole at the center of the plaza celebrates Mequon's proud history and heritage.



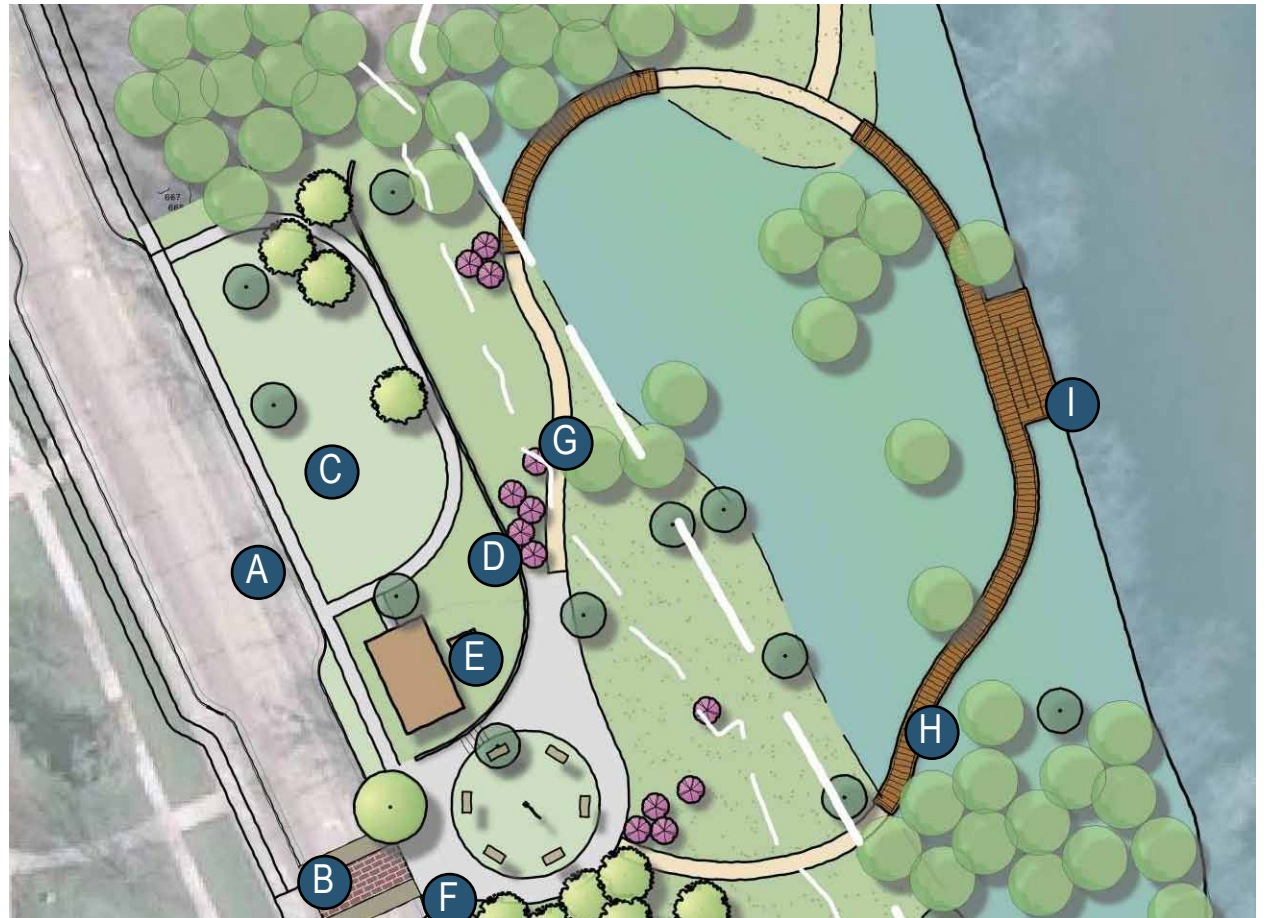
Concept B- Overall Plan



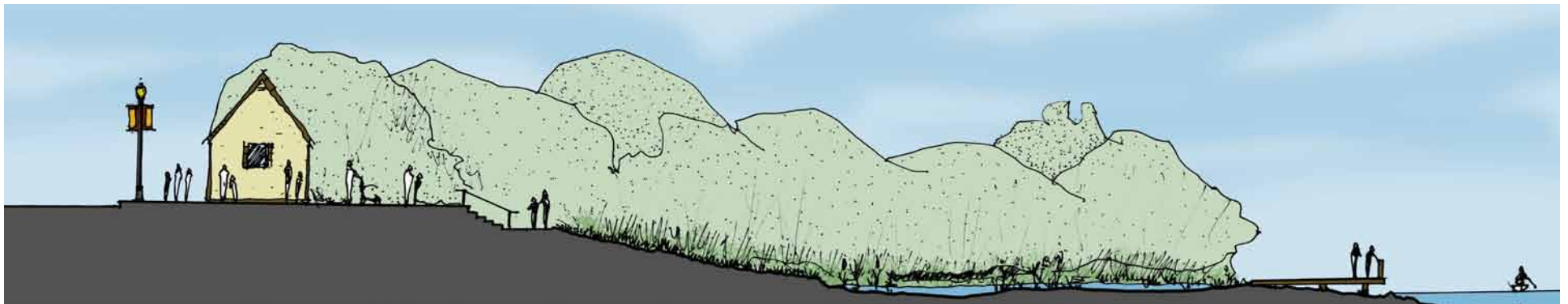


As visitors pass through the plaza, they are greeted by a pedestrian trail that loops through the wetland and riverfront. The trail consists primarily of an at-grade boardwalk that includes a large overlook at the river's edge. This allows opportunities for canoe tie-ups, fishing, and enjoying views of the river. In addition to this feature, a connection to the Rotary Riverwalk is made on the northeast corner of the site.

- |   |                    |
|---|--------------------|
| <b>A</b> On-street Parking              | <b>H</b> Boardwalk |
| <b>B</b> Tabletop Crosswalk             | <b>I</b> Overlook  |
| <b>C</b> Expanded Lawn Area             |                    |
| <b>D</b> Retaining Wall                 |                    |
| <b>E</b> Isham Day House History Center |                    |
| <b>F</b> Veterans Plaza                 |                    |
| <b>G</b> Pedestrian Trail               |                    |



Concept B- Northern Park Site



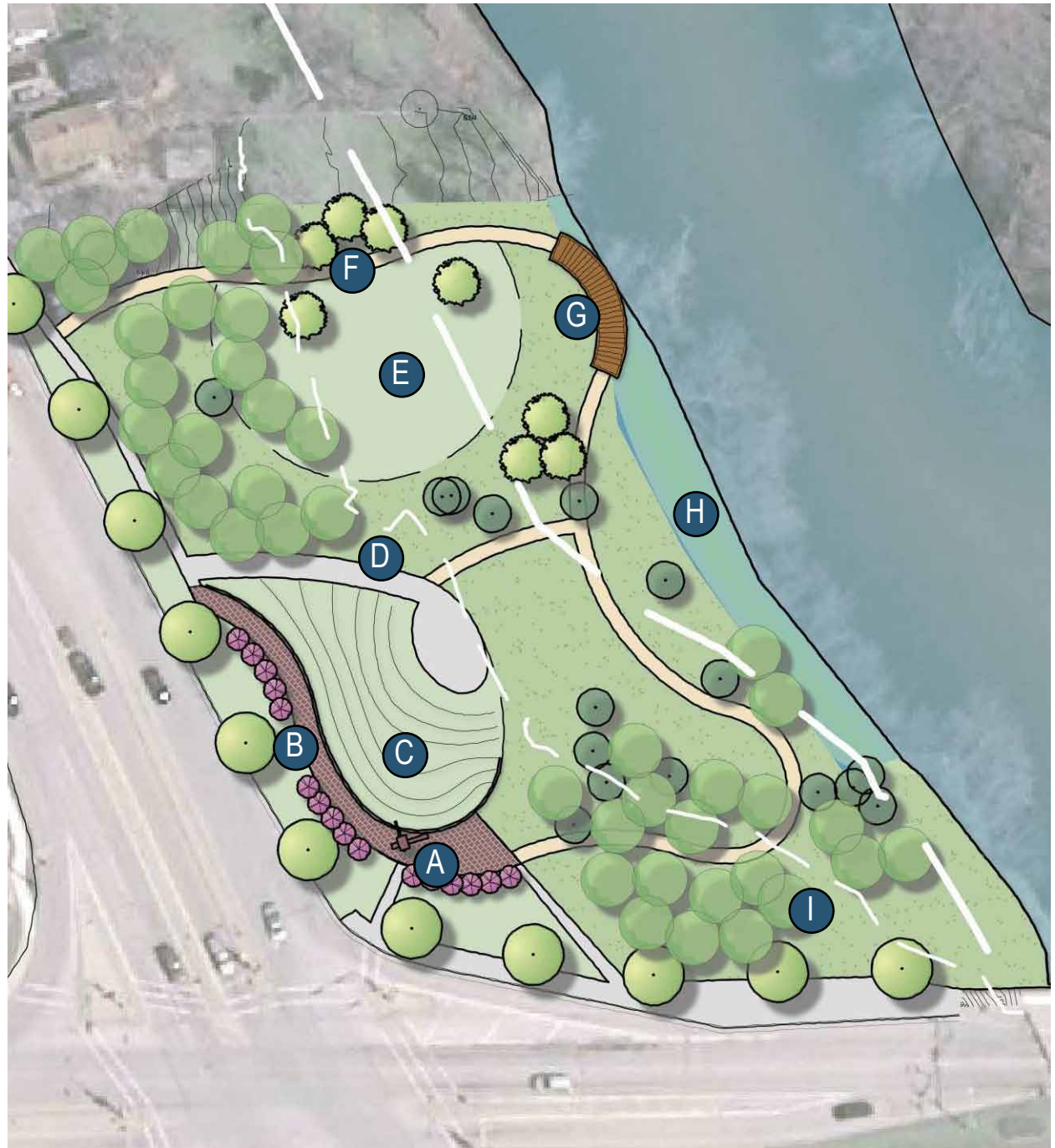
Section through the Isham Day House and Wetland

## B: SOUTHERN PARK SITE

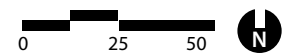
As in Alternative A, the southern park site presents itself as the visual gateway for the Mequon-Thiensville Town Center. This is achieved through a central promenade plaza that winds through the southwest corner of the site. This promenade offers pedestrians a separation from the street with curving walkway and landscaped edge. This buffer along with decorative railings and lighting elements at the amphitheater edge enclose the walk and focus attention away from the street. These elements also help direct views to a gateway sculpture at the center of the plaza. An overhead structure encompasses the base of the sculpture, creates a focal element for the gateway and defines the upper edge of the amphitheater.

The amphitheater is created through a series of grass terraces, bordered by boulder walls. Terraces are designed to accommodate chair seating for large venue events, as well as more informal seating by providing space to throw down a blanket or sit on the

- A** Entry Plaza & Gateway Feature
- B** Promenade
- C** Amphitheater
- D** Access & Stage Area
- E** Lawn Play Area
- F** Pedestrian Trail
- G** Overlook
- H** Existing Wetland
- I** Existing Trees



Concept B- Southern Park Site





grass. Access to the amphitheater is provided at the edge of the gateway plaza and via a concrete access drive on the north. This concrete drive functions as an accessible pedestrian route and allows easy access to the stage for set up and take down of events.

A series of pedestrian paths allow users to experience active, passive and natural environments. Paths are accessible along the north frontage of Cedarburg Road, near the stage area, and at the edge of the gateway plaza. This series of gravel paths and wooden boardwalks connects a variety of environments and helps engage users through interpretive and educational signage. A passive lawn area along the way offers picnic and play areas at a lower elevation sheltered from the noise of the street. Additional amenities include a river overlook with access for fishing and exploring the water's edge.



*Example of a Terraced Amphitheater*

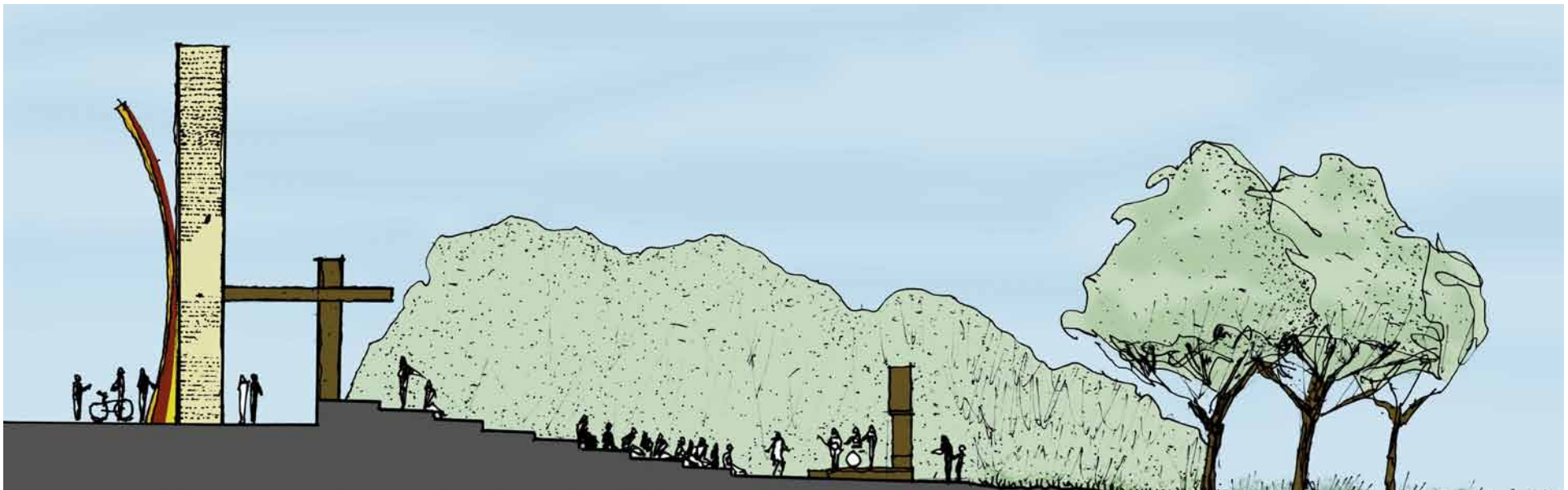
## PRELIMINARY COSTS

### B: NORTHERN PARK SITE \$776,900

General Site Work	\$91,000
Plaza	\$109,000
Paths/ Boardwalk	\$181,800
Overlook/ Outcrop	\$32,100
Landscape & Amenities	\$56,000
Shoreline Stabilization	\$128,000
Contingency/ Design Fees	\$179,000

### B: SOUTHERN PARK SITE \$1,117,200

General Site Work	\$87,200
Amphitheater	\$116,500
Paths/ Boardwalk	\$81,000
Gateway Feature	\$344,700
Landscape & Amenities	\$101,800
Shoreline Stabilization	\$128,000
Contingency/ Design Fees	\$258,000



*Section through the Entry Plaza & Amphitheater*

## CONCEPT C

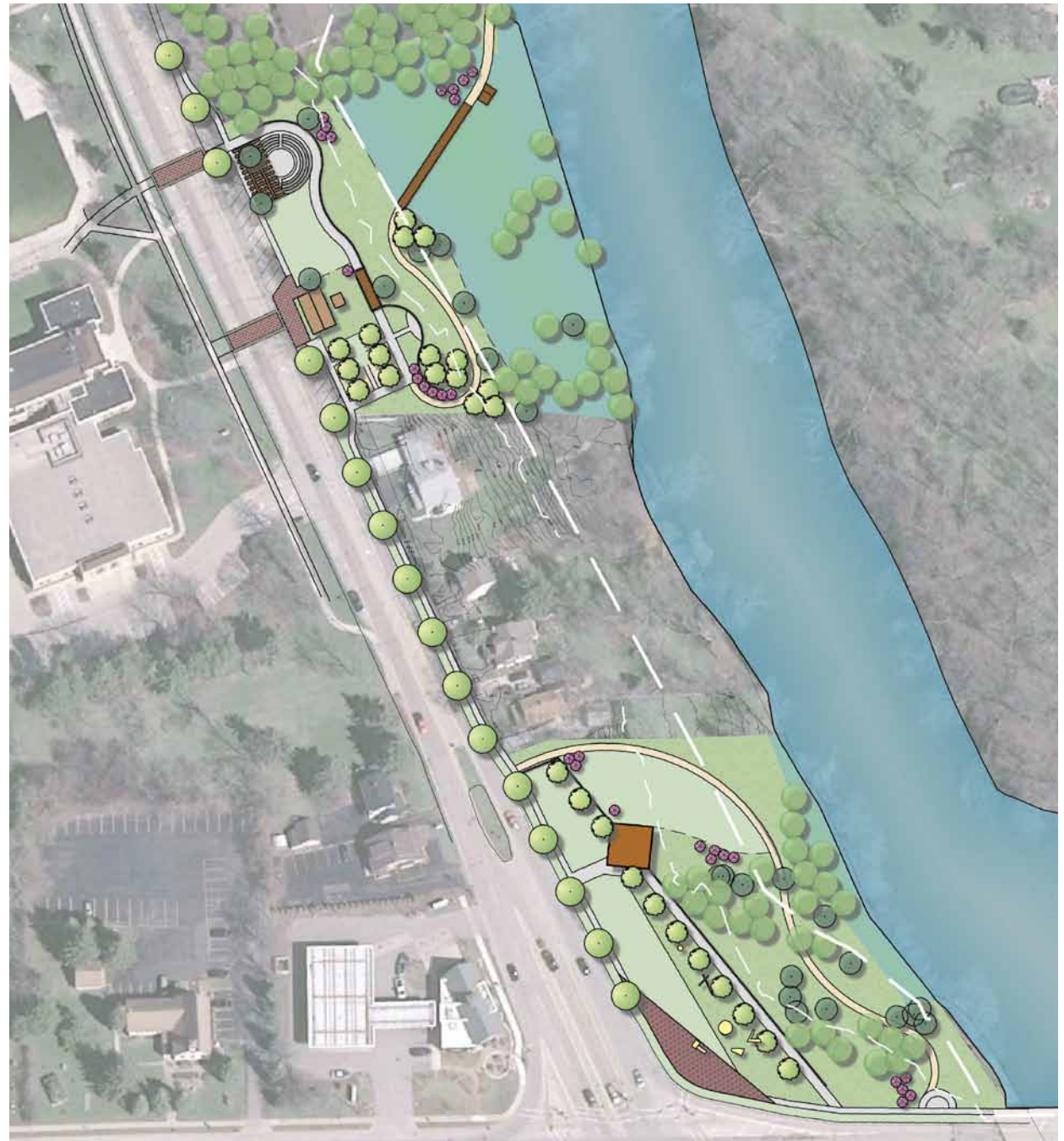
### OVERALL DESIGN FEATURES

Concept C includes a highly developed and active street edge. While requiring more intensive site improvements, this approach emphasizes a more direct pedestrian connection between the parks. In addition to realigning Cedarburg Road, widened sidewalks and generously landscaped terraces provide safe and aesthetic pedestrian connections. Repetition of plantings and landscape amenities reinforce a streetside greenway connector that helps visually tie the spaces together.

### C: NORTHERN PARK SITE

Key focal features in the northern park site include an amphitheater and Veterans Memorial. The 'theater-in-the-round' is reminiscent of a more classical style with stone seating walls and gravel paths. The space is further defined by a wooden overhead structure along the street edge, providing shade and a focal feature. The theater is a more intimate space than those shown in earlier concepts. With a seating capacity of 45 to 70 people, the space can easily accommodate holiday festivities, as well as school and library groups. Overflow space for the amphitheater is provided by the adjacent lawn that expands toward the Isham Day House. By integrating a stone retaining wall along the east edge of the slope, the steep grade is reduced, offering a flat turf area for more active uses. A promenade along the top of the wall offers views of the wetland and river.

In this concept, the Day House is enhanced with a simple entry plaza and the addition of landscape plantings. In an effort to emphasize the important history of the site, the Isham Day House could be home to a River History Center, featuring murals of the history of Mequon's relationship to the Milwaukee



Concept C- Overall Plan

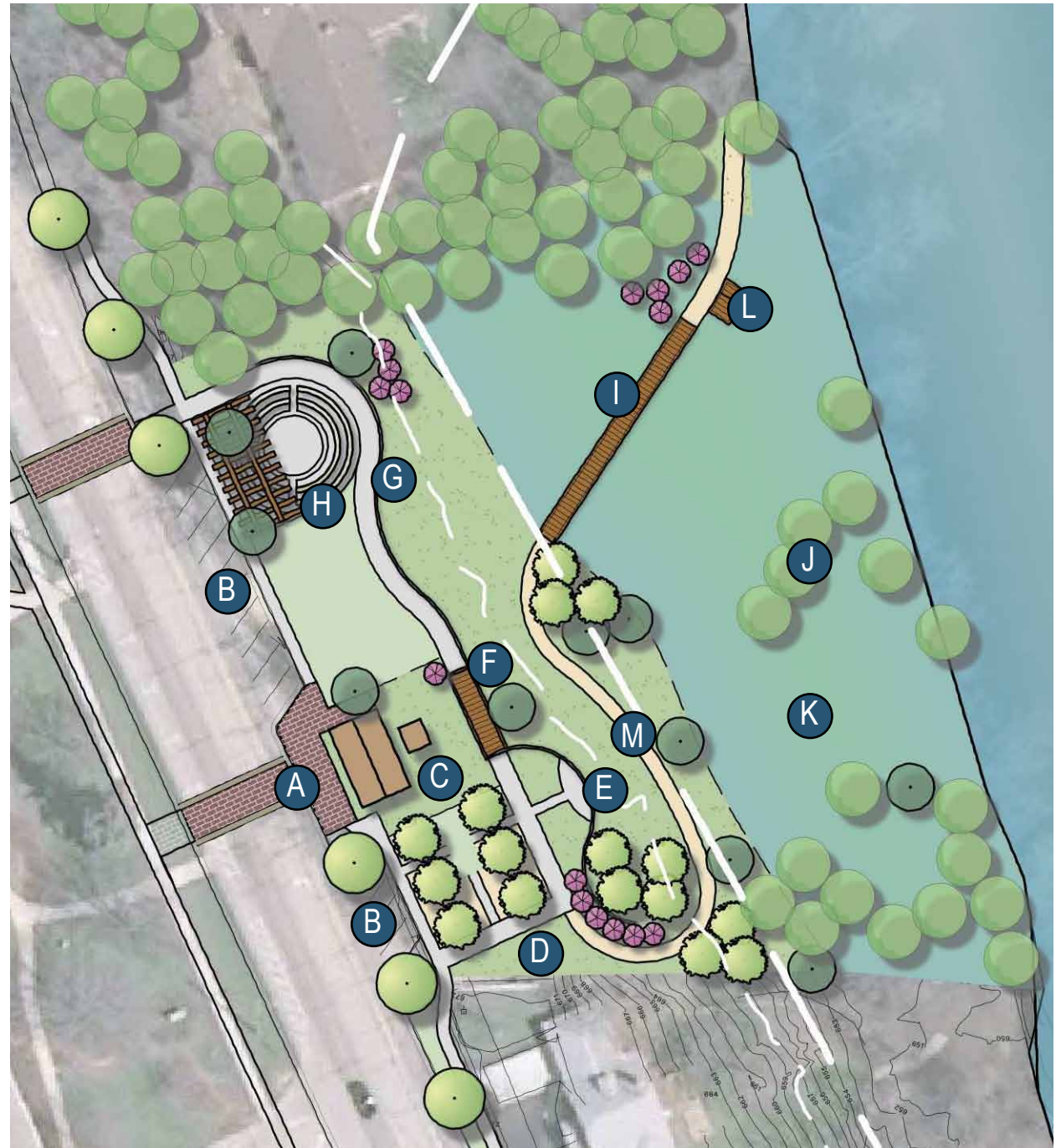




River. Being mindful of landscape that immediately surrounds the historic structure, the stone wall and concrete promenade tie into a simple wooden boardwalk that spans the rear of the house. This allows the slope at the rear of the house and the remnant building foundations to remain. Interpretive signage along the boardwalk provides a glimpse into Mequon's past.

South of the Day House is a more solemn space with an overlook and Veterans Memorial. The overlook is accessed via the promenade and boardwalk bridge and the a concrete walk that connects to the Veterans Memorial and adjacent sidewalks. This overlook offers a more intimate location for single users or small groups to enjoy the views in solitude.

- A** Enhanced Crosswalk
- B** On-street Angle Parking
- C** Isham Day House & Plaza
- D** Veterans Memorial
- E** River Overlook
- F** Boardwalk Bridge
- G** Stone Wall with Promenade
- H** Amphitheater
- I** Boardwalk
- J** Existing Trees
- K** Existing Wetland
- L** Overlook
- M** Pedestrian Trails

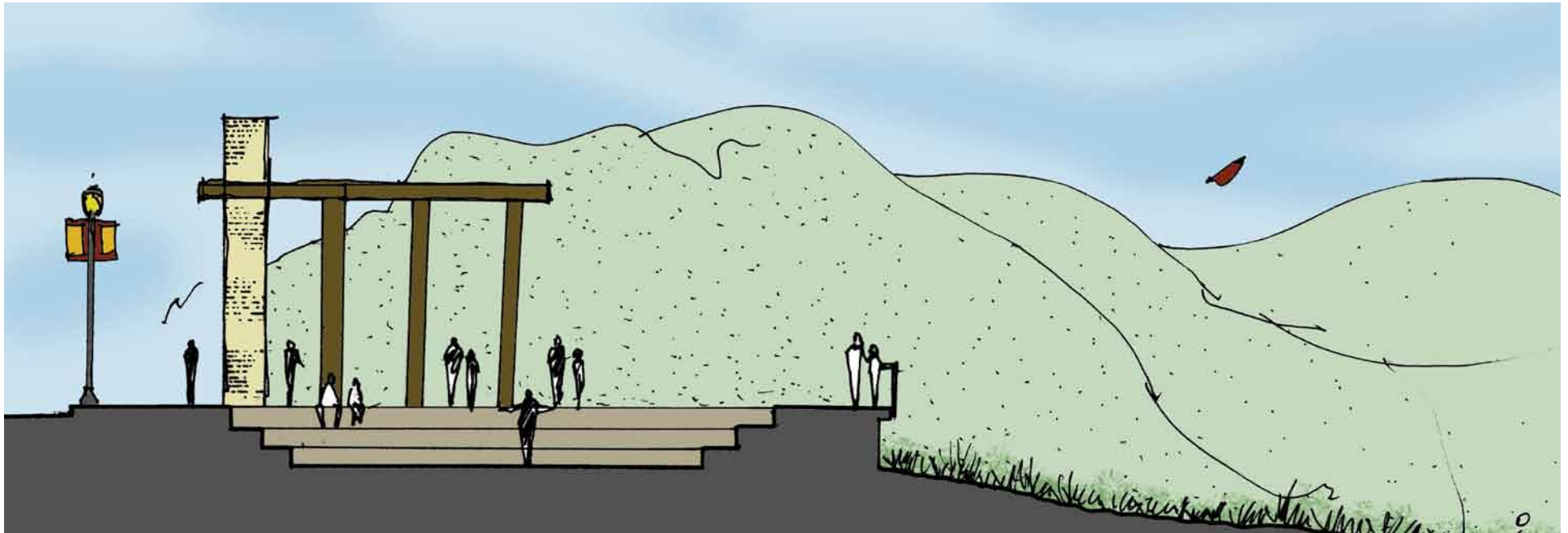


Concept C- Northern Park Site



The Veterans Memorial is a reflective space that remembers those who fought for our country by memorializing them through “walking in a soldier’s footsteps” and bringing the user to a single white stone in a small central lawn.

Pedestrian and vehicular access are enhanced in this concept. On-street angled parking on the east frontage of Cedarburg Road provides easy access for drop off and use. Pedestrian connections from the civic campus are provided through a raised table top crosswalk at the Isham Day House and enhanced crosswalk to the north. Bump outs at both these locations will aid in further traffic calming and create a pedestrian friendly environment. In addition to the promenade and sidewalk connections, a pedestrian trail connects users to the Rotary Riverwalk. This trail provides users the opportunity to view the wetland and riverfront habitats up close.



*Section through the Entry Amphitheater & Promenade*



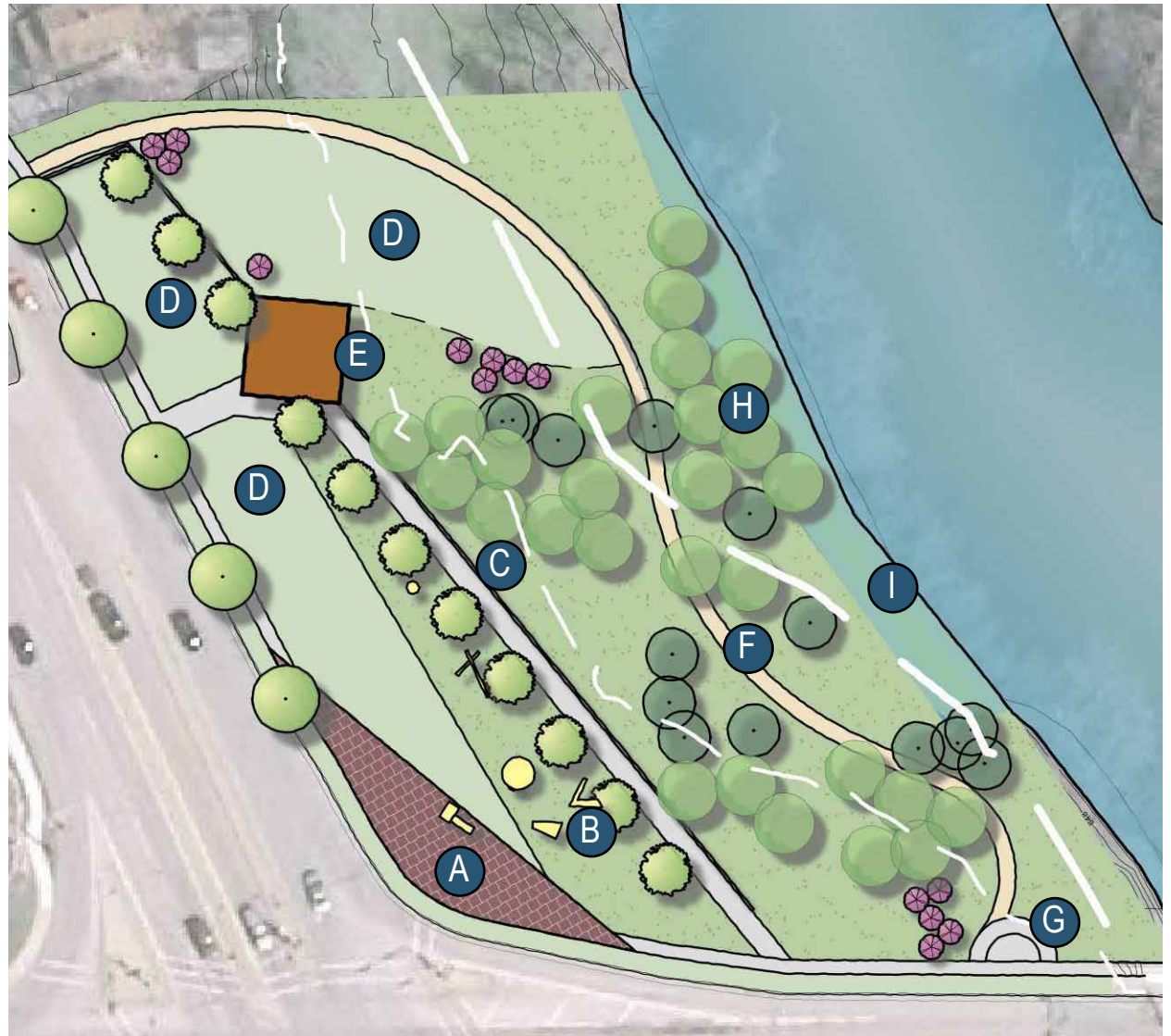
## C: SOUTHERN PARK SITE

A linear stone wall creates an upper terrace along Cedarburg Road, providing an opportunity for a variety of urban park spaces. A large paved plaza at the corner of Mequon and Cedarburg Roads sets the stage for a series of sculptural elements that visually welcome users to the heart of Mequon.

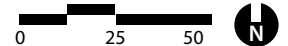
The sculpture garden and riverwalk promenade are set against the backdrop of an expanse of grassy prairie near the east edge of the terrace. Local sculptors could be encouraged to display current works. Mown paths through the grasses allow visitors to interact with artists' displays. The riverwalk promenade provides a connection for pedestrians away from the busy street edge along a tree-lined walk at the edge of the upper terrace.

In addition to the entry plaza, the upper terrace is dominated by a series of open lawn areas perfect for active or passive use. These lawn areas are centrally divided by a large pavilion structure that overlooks the river and becomes the focal feature of Cedarburg Road.

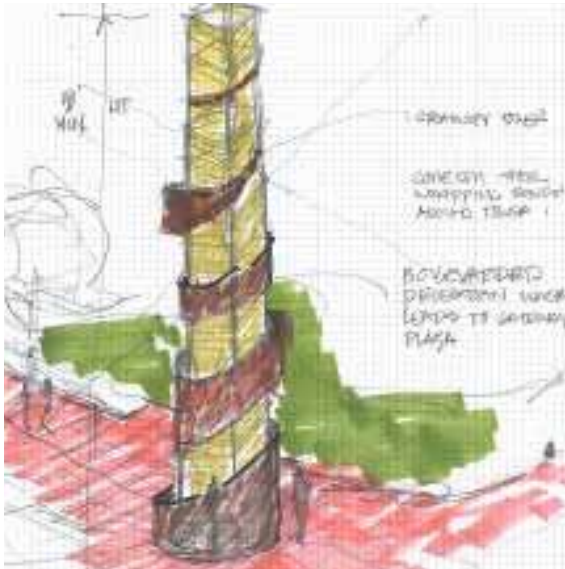
Pedestrian trails take visitors from the street edge and connect through the restored habitat along the hillside and river's edge through a series of gravel paths and wooden boardwalks. Connections to these trails can be made from the northern park edge along Cedarburg Road and from an overlook at Mequon Road. In addition to connecting to the interior trails, the overlook offers riverfront views from the street edge. This allows easy access to relaxing views for passing pedestrians and bicyclists, without having to enter the park trail system.



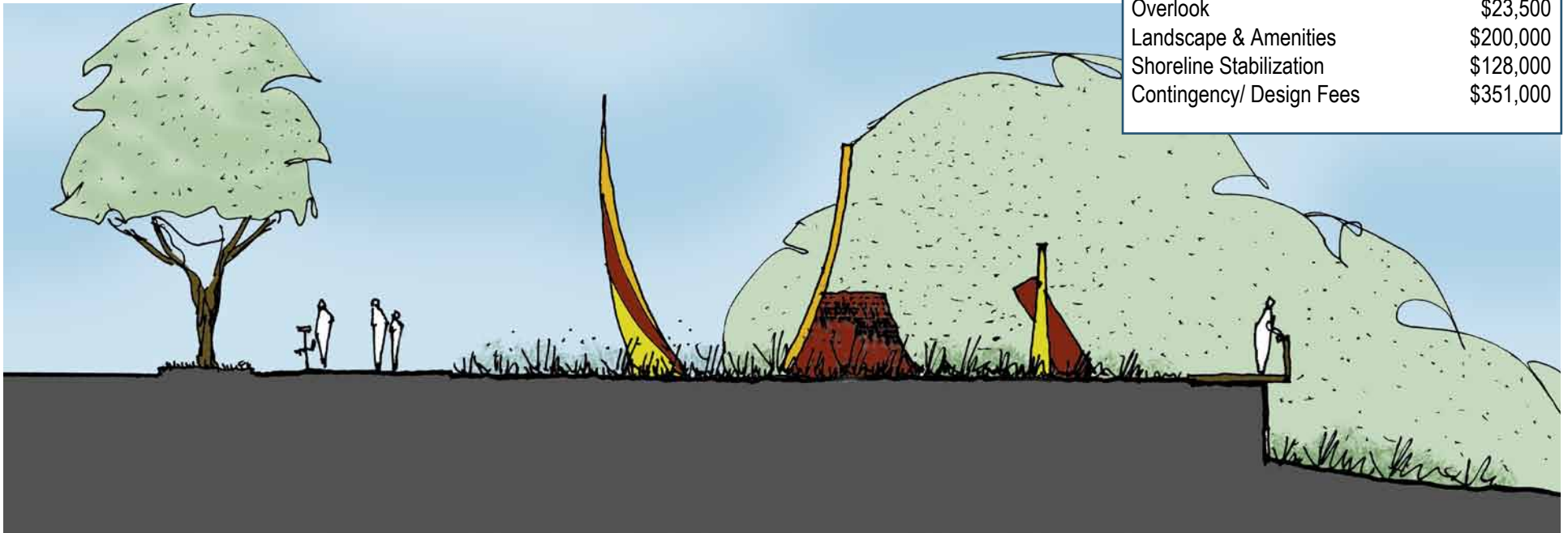
Concept C- Southern Park Site



- |                                |                            |                           |
|--------------------------------|----------------------------|---------------------------|
| <b>A</b> Entry Plaza & Feature | <b>D</b> Great Lawn        | <b>G</b> Overlook         |
| <b>B</b> Sculpture Garden      | <b>E</b> Pavilion          | <b>H</b> Existing Trees   |
| <b>C</b> Stone Wall            | <b>F</b> Pedestrian Trails | <b>I</b> Existing Wetland |



Potential Brick and Steel Entry Sculpture



Section through the Sculpture Garden & Promenade

## PRELIMINARY COSTS

### C: NORTHERN PARK SITE \$1,115,700

General Site Work	\$111,700
Veterans Memorial	\$10,700
Retaining Wall	\$189,000
Amphitheater	\$148,000
Paths/ Boardwalk	\$130,000
Landscape & Amenities	\$140,800
Shoreline Stabilization	\$128,000
Contingency/ Design Fees	\$257,500

### C: SOUTHERN PARK SITE \$1,520,500

General Site Work	\$168,500
Retaining Wall/ Promenade	\$191,500
Paths/ Boardwalk	\$2,400
Plaza/ Sculpture Garden	\$294,800
Pavilion	\$160,800
Overlook	\$23,500
Landscape & Amenities	\$200,000
Shoreline Stabilization	\$128,000
Contingency/ Design Fees	\$351,000



## 4.0 CONSENSUS MASTER PLAN PROCESS

The three concepts along with preliminary cost estimates were presented to the Steering Committee in September 2008. The Steering Committee gave the design team direction to combine the desired elements of the concepts into one consensus master plan. This plan was then presented to the Park Board and Town Center Board for additional input.

The consensus master plan was presented to the Council. In order to better coordinate with the concurrent streetscape project, it was decided to hold on a decision. During this time, the City also took the initiative to remove the two City-owned houses.

Beginning in August 2009, the Council revisited the plans and gave direction to finalize layout and implementation schedule. The final master plan includes the major elements listed below. Note, the concept plan from the separate Cedarburg Road streetscape project is shown as an overlay to depict relationships between street and park improvements.

### Northern park site

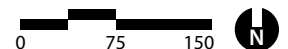
- Raised tabletop crosswalk (streetscape project)
- Concrete trail connecting to a wooden boardwalk and the Rotary Riverwalk
- Regrade the upper terrace to provide a flat lawn
- Pavilion/ Park structure & plaza
- River overlook deck and fishing outcrop stones
- Shoreline stabilization

### Southern park site

- Corner entry plaza and gateway feature
- Gathering space / sloped lawn amphitheater
- River overlook deck
- Accessible concrete trail with ramp at Mequon Road
- Shoreline stabilization



Consensus Concept- Overall Plan





## THE NORTHERN PARK SITE

The northern park site provides a variety of active gathering spaces that connect users to the Milwaukee River. A bump-out and raised pedestrian crossing provide a safer street edge. By creating this pedestrian friendly environment, visitors will be more encouraged to use the park amenities. Close proximity to City Hall offers easy access from existing on-street and surface lot parking. In addition to existing parking, the reconfigured street edge along the east frontage of Cedarburg Road will provide new on-street parking stalls.

The main park entry is located at the north end of the site. This entry will function as a riverwalk trailhead as well as provide an accessible route to the lower lawn area just beyond the sidewalk and street terrace. A secondary entry is located at the front of the picnic pavilion. This urban plaza provides overflow for the pavilion and additional gathering or space along the sidewalk. The plaza seatwall and plantings will be a focal point along the street edge and offer a new location for park signage.

In addition to these entries, the connection to the Isham Day house will be improved. These improvements should include a widened entry walk that connects to the public sidewalk, an enhanced entry garden, and new historical plaque and educational signage. Hardscape for the entry walk could include decorative concrete or brick pavers. Style, material, color and landscape should complement the historically unique architecture of the Isham Day House. By introducing new exterior spaces and reprogramming the use of the Isham Day House, park visitors are able to interact with the unique history of the site.



Consensus Concept- Northern Park Site

A

Raised Tabletop Crosswalk & Cedarburg Road Streetscape Project

B

Isham Day House

C

Lawn

D

Pavilion & Plaza

E

8' Wide Concrete Trail

F

8' Wide Boardwalk

G

6' Wide Boardwalk

H

River Overlook

I

Fishing Outcrop Stones



Key gathering spaces within the park are accommodated through a flattened lawn area near the street edge and the picnic pavilion. By removing the existing parking area and dropping the grade just beyond the sidewalk and terrace, a flat lawn area is created to offer opportunities for passive gatherings, as well as more active uses such as tossing a frisbee or football. This area also allows setup for community festivals and additional park programming events, such as educational storytimes that bring young and old to hear river tales and experience the river's edge.

The picnic pavilion is located just to the south of Isham Day House. The new pavilion structure reinforces the sense of scale and history of the area. The conceptual design for this structure replicates local architectural styles through its open framework structure and Cream City brick chimney. This structure helps build a relationship with the Day House architectural form, offers grand views of the river and provides a variety of gathering spaces.

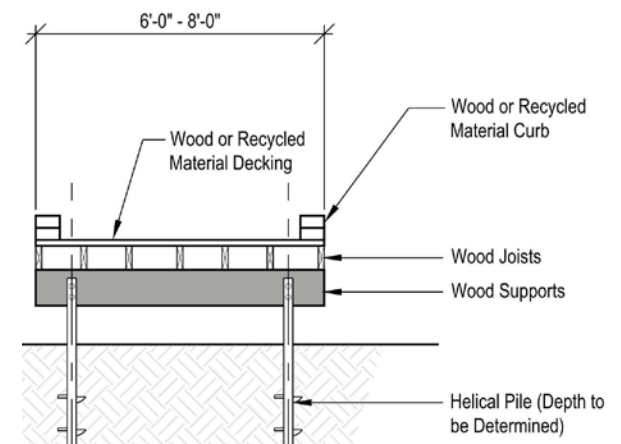
Pedestrian circulation in the northern park site includes a series of concrete trails and boardwalks that connect visitors to the riverfront through the existing woodland, wetland and riverfront habitats. The main circulation route includes a concrete path

and wooden boardwalk that provides an accessible route from the street level to the existing Rotary Riverwalk. Because of the site's access challenges for maintenance, these path cross-sections have been widened to 8' and are intended to be designed to support small truck vehicular loads for maintenance purposes. Secondary circulation includes a 4' wide concrete path that connects visitors from the picnic pavilion to the boardwalk. An additional 6' wide boardwalk on the south end of the site provides a connection to a designated fishing area and will connect to future portions of the Rotary Riverwalk to be developed south of the park site.

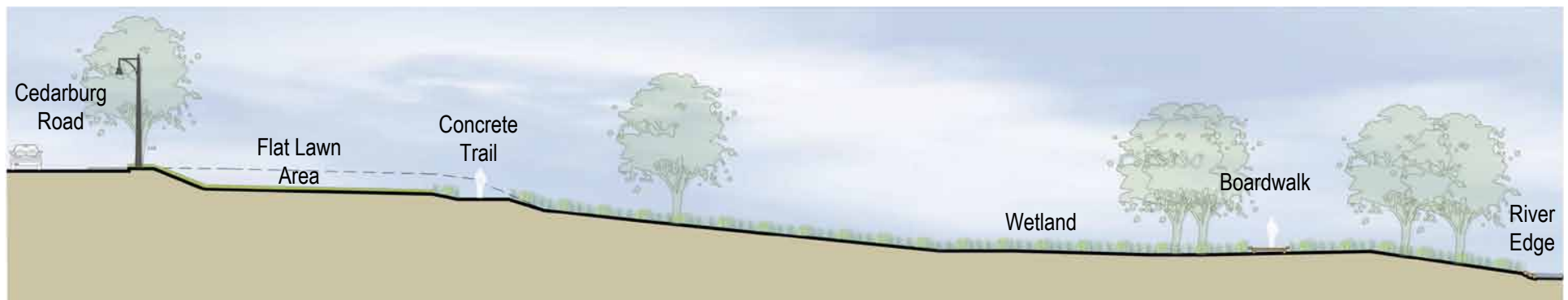
Interpretive signage and benches along the paths and boardwalks offer opportunities to take in views of the river and enjoy the river's history and ecology. Relaxing river views and water access are also available at the river overlook deck as well as the fishing outcrop stones.



*Example of an At-Grade Boardwalk & Interpretive Signage*



*Example Section of the Boardwalk*



*Section through the Park Pavilion & Staircase*

## THE SOUTHERN PARK SITE

While the southern park site provides the gateway to the Town Center and focuses on pedestrian connections and views of the river, the park also provides a larger venue gathering space and opportunity for active uses.

Because of the sloping hillside and environmental constraints, on-site parking for this portion of the site is not feasible. This park site will rely heavily on existing and future parking that occurs on the civic campus. Therefore providing a pedestrian-friendly crossing at the intersection and a buffered street edge through the ongoing streetscape project will be critical in creating easy pedestrian access to the park. Crosswalk enhancements could include decorative pavers, such as brick or concrete as well as sidewalks and planted terraces on both sides of Cedarburg Road.

The gateway plaza spans the top of the hillside near the prominent intersection of Mequon and Cedarburg Roads. This space provides an upper terrace focal space where the sidewalks connect to the intersection crossing and offers a resting stop for pedestrians to take in views of the river. The pedestrian experience is enhanced through wide landscaped terraces planted with a series of flowering trees and landscape plantings that complement the natural landscape, enhance views to the river and provide a backdrop for the gateway feature and park signage. By moving the gateway feature from the intersection corner, it will have a more prominent home that is more visible from Mequon Road and is away from the clutter of traffic signals at the intersection. Along the sidewalk are additional overlook seating areas that provide more intimate river viewing areas buffered from the street edge.



Consensus Concept-Southern Park Site



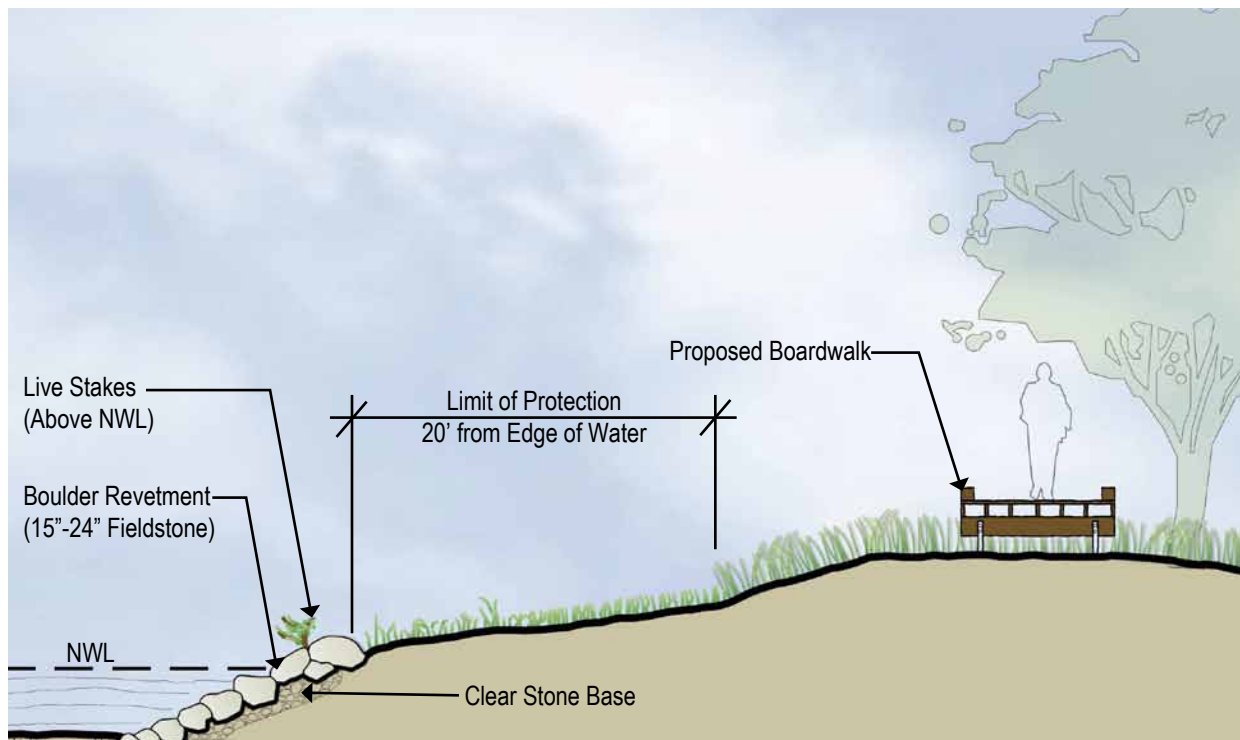
- |  |                             |                                 |
|--|-----------------------------|---------------------------------|
| <b>A</b> Enhanced Crosswalk & Cedarburg Road Streetscape Project | <b>E</b> Amphitheater Lawn  | <b>I</b> ADA Access Ramp        |
| <b>B</b> Entry Plaza & Promenade                                 | <b>F</b> Amphitheater Stage | <b>J</b> 6' Wide Concrete Trail |
| <b>C</b> Sculptural Gateway Feature                              | <b>G</b> Stage Access Drive | <b>K</b> Overlook Deck          |
| <b>D</b> Overlook Seating Area                                   | <b>H</b> Informal Lawn      | <b>L</b> Future Trail Expansion |



Additional gathering spaces include the amphitheater lawn and informal lawn areas. The amphitheater lawn uses an existing grassy hillside to accommodate large scale community events, such as concerts or holiday celebrations. The grassy slope of the amphitheater seating also allows the space to double as an informal lawn area for more active uses. The concrete stage with tensile shade structure at the edge of the slope can also double as an overlook and is accessible by a asphalt service drive located on existing gravel drive to minimize grading. This drive allows easy set up and tear downs for community events.

Pedestrian paths link the upper terrace to the river's edge. These paths consist of the amphitheater access drive and a concrete trail that parallels the

river. The path connects to Mequon Road with a series of ramps to traverse the grade change. As visitors explore these trails they can experience a variety of habitats and activities through the many spaces that exist along the hillside and river. One of these spaces includes an open lawn area that is buffered from the street through a change in topography and woodland landscape. Children and adults could use this space for picnics, games and active play. As visitors continue on the trail system past the lawn area, they are greeted by a river overlook deck. This location offers open views of the riverfront and is accessible to all visitors.



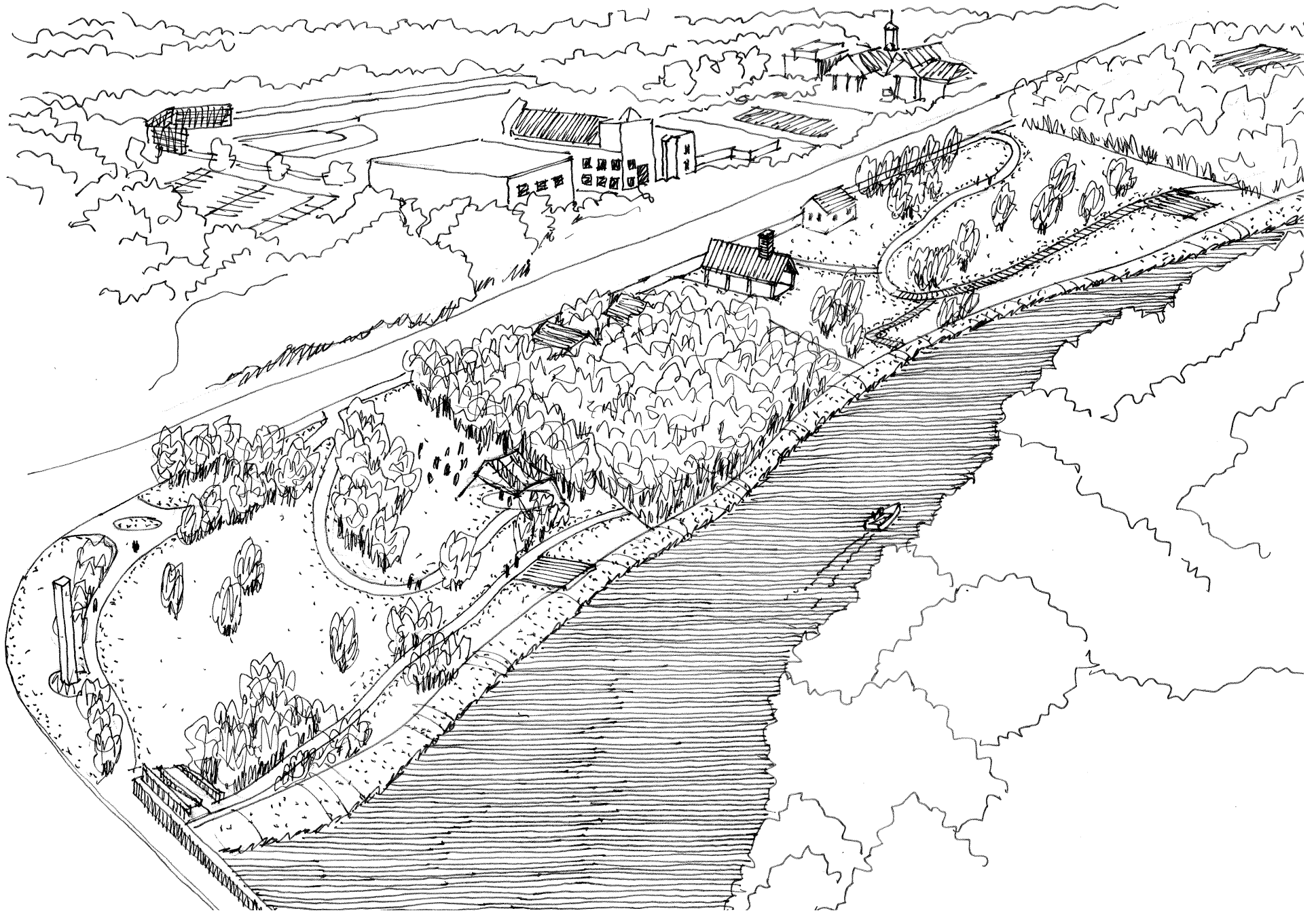
*Shoreline Stabilization Concept - Common to both the north and south park sites, this method of shoreline stabilization combines a natural stone revetment extending 1-foot above the Normal Water Level with a permanent stabilization blanket planted with native seed and live stakes extending approximately 20' beyond the edge of the water. Installation of the shoreline stabilization will require removal of trees with exposed roots along the river's edge.*

## CONSENSUS MASTER PLAN PRELIMINARY COSTS

<b>NORTHERN PARK SITE</b>	<b>\$1,072,000</b>
General Site Work	\$110,000
Boardwalk	\$214,000
Concrete Paths	\$11,000
Isham Day Plaza	\$15,000
Fish Outcrop Stones	\$4,000
River Overlook	\$28,000
Picnic Pavilion	\$170,000
Landscape & Amenities	\$147,000
Shoreline Stabilization	\$128,000
Contingency/ Design Fees	\$245,000

<b>SOUTHERN PARK SITE</b>	<b>\$1,137,000</b>
General Site Work	\$115,000
ADA Access Ramp	\$47,000
Gateway Plaza	\$38,000
Gateway Feature	\$200,000
Gateway Overlook	\$18,000
Amphitheater	\$75,000
Concrete Path	\$14,000
River Overlook	\$25,000
Landscape & Amenities	\$215,000
Shoreline Stabilization	\$128,000
Contingency/ Design Fees	\$262,000

**PROJECT TOTAL                    \$2,209,000**



*Perspective View of Consensus Master Plan*



## 5.0 PHASING

As with any project, funding and available resources are always a critical concern. By talking with City staff and committee members, the design team established the implementation priorities and created phases that will meet immediate needs and financial constraints. It is important to understand that due to the nature of accessibility and permitting issues, the costs of completing the park in multiple phases will be slightly higher than if the park was implemented as one single phase (see page 25 for overall costs).

The following assumptions pertain to all preliminary cost estimates presented in this report:

- All costs are in 2010 dollars. No adjustments have been made for inflation.
- Costs associated with on-street improvements (road realignment, parking, sidewalks, crosswalks) are not included in the estimate as this will be part of the future streetscape project.
- Costs do not include any hazardous material removal or demolition of existing structures.
- Sustainable and recycled materials will be incorporated to the maximum extent practical under the design phase.

### PHASE I

The City received a \$250,000 DNR Stewardship Grant for the first phase of implementation. These initial improvements will include the following amenities for the northern park site:

- General site work on the upper terrace lawn
- 8' wide trail (priced as concrete - alternative materials could include asphalt or gravel)
- 8' wide boardwalk
- 6' wide boardwalk to fishing outcrop stones
- Benches
- Contingency and design fees



*Phase I- Northern Park Site*

The following amenities are included in Phase I of the southern park site:

- General site work on the upper terrace
- ADA access ramp from Mequon Road
- 6' wide trail (priced as concrete - alternative materials could include asphalt or gravel)
- Benches
- Contingency and design fees

Phase I costs do not include electrical service, or lighting. Clearing and grubbing of vegetation is only included as necessary for proposed improvements.

PHASE I	
NORTHERN PARK SITE	\$391,000
General Site Work	\$67,000
Boardwalk	\$214,000
Concrete Path	\$8,000
Fish Outcrop Stones	\$4,000
Landscape (Turf & Native Seeding)	\$7,000
Benches & Amenities	\$2,000
Contingency/ Design Fees	\$89,000
SOUTHERN PARK SITE	\$109,000
General Site Work	\$17,000
ADA Access Ramp	\$47,000
Concrete Path	\$12,000
Landscape (Native Seeding)	\$5,000
Benches & Amenities	\$2,000
Contingency/ Design Fees	\$26,000
<b>PHASE I TOTAL</b>	<b>\$500,000</b>



Phase I- Southern Park Site





## 6.0 PERMIT PROCESS

Prior to final design and construction of the Town Center Riverfront Park, permits will need to be submitted to the Department of Natural Resources (DNR) for any work that takes place in or affects the wetlands, floodway and shoreline. In addition to these environmental permits, drawings are required to be sent to the State Historical Preservation Office (SHPO) for review. The following chapter describes the application and submittal process for these entities.

### HISTORIC PRESERVATION

Because the Isham Day House is on the National Register of Historic Places, coordination with SHPO will be required. Based on discussions with Chip Brown, Government Assistance and Training Program Specialist with SHPO, this process has been mandated to ensure that development and improvements will not negatively impact or destroy historic structures on the registry. There are no fees or applications associated with the submittal. Upon finalizing the park master plan, the City will be required to submit a copy of the design summary or park plan along with letter of transmittal that outlines any improvements that will be taking place around or inside of the structure for approval.

### ENVIRONMENTAL PERMITTING

Environmental permitting will consist of coordination with City staff to verify compliance with floodway zoning standards as well permit applications with the DNR.

Because the City has been involved in the planning process, the requirements of the floodway zoning have been recognized in each of the design alternatives. However, it is recommended that further discussion takes place with the City Engineer to review the intent of the plans and discuss any potential impacts of the floodplain and floodway and identify any further engineering studies that may need to be completed.

The next step in environmental permitting will be coordination with and application submittal to the DNR. Based on current design direction, required permits for the wetlands and shoreline would include:

- Grading
- Pilings (Dependant on boardwalk design)
- Integrated Bank Treatment
- Wetland Conservation Activities

Submitting a permit will require detailed engineering plans to be prepared based on the approved master plan. The process first involves preparing schematic design plans to establish basic grading and layout of site features. These plans will then progress into

design development, which involves plan refinement and material selection for the featured elements. Design development produces construction documents that are 35% complete. This plan level is considered appropriate for submission for DNR permits.

During the design development phase, the first step in the permit process will be to set up a Pre-Application Conference with the DNR representative for Ozaukee County. This meeting will help the DNR verify that the design is within compliance with state regulations and will provide additional guidance for the permit application. A copy of the Pre-Application Conference Preparation and Advice Worksheet has been provided to the City. Based on the outcome of this meeting, modifications will be made to the design and the 35% level plans will be completed for submission with the appropriate permit applications and fees.

## 7.0 CONCLUSION

The park's proximity to the riverfront and the City's civic campus provides an opportunity to create a place that will become the heart of the town center. Exceptional views of the river, flexible open spaces that surround the street edge and winding paths that connect to the river's edge will provide the necessary framework to create a successful park. These primary elements offer a variety of active and passive uses, accessible to all ages and abilities.

The comprehensive series of meetings and workshops with City staff, Steering Committee, Park Board and Common Council provided opportunities for valuable input, resulting in a general consensus of Phase 1 improvements and the framework for future park elements. This master plan framework is intended to act as a road map, providing structure and flexibility as new ideas and proposals come forward in the future as the community works to realize this vision for Town Center Riverfront Park.



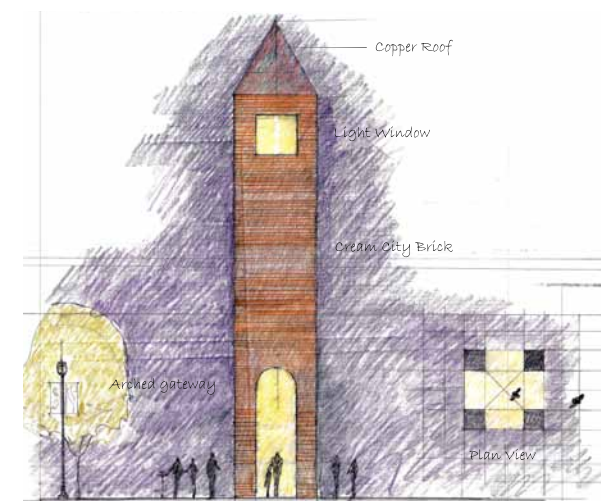
*Example Pavilion for the Northern Park Site*



*Example Boardwalk Through the Wetland*



*Example Concrete Trail Winding Through Woodland and Riverfront*



*Example Gateway Feature*