Realizing the vision statement: Envisioned projects for downtown revitalization in Sturgeon Bay, Wisconsin

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Realizing the vision statement:
Envisioned projects for downtown revitalization in Sturgeon Bay, Wisconsin

by

Daniel Robert Nutini

A thesis submitted to the graduate faculty
in partial fulfillment of the requirements for the degree of

MASTER OF ARCHITECTURE

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Gregory Palermo, Major Professor
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This is to certify that the master’s thesis of

Daniel Robert Nutini

has met the thesis requirements of Iowa State University

Signatures have been redacted for privacy
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ABSTRACT

The City of Sturgeon Bay's residents recently authored a "Vision Statement" that is essentially the state of affairs and envisioned quality of life in at an undetermined time in the city's future. The issues that are addressed in the Vision Statement along with future downtown projects that are alluded to are the foundation for the projects that are included as the design work in this thesis.
CHAPTER 1: INTRODUCTION

“The decline of the fishing industry has been catastrophic for some of our small towns and many are suffering badly. Some coastal towns however have repositioned themselves and taken advantage of the leisure and tourism industries, often by virtue of geography or climate.”

One of the major dilemmas that waterfront cities presently face today is how a former industrial site can be revitalized and adapted into a development that would act to improve the quality of life of its residents, while attracting visitors to the area. Although the above quote refers to the effects of the disappearance of the fishing industry in coastal communities, the same condition is evident in towns with other major industrial presences that vanish and leave the city with large plots of undeveloped property.

Since the early 1900’s, shipbuilding has been the main industry in the town of about 10,000 residents providing jobs to many of them. Unfortunately, shipbuilding in Sturgeon Bay has seen its better days. As local industrial jobs vanish, the community tries to reposition itself to take advantage of the thousands of tourists that flock to the area every year, while maintaining the small town arts community atmosphere that so many who live there have come to appreciate.

There are three proposals included in this thesis. A master plan for a portion of the undeveloped Peterson Builders Shipyard, a continuous pedestrian and bicycle circulation route that would cross the Sturgeon Bay Ship Canal and connect the east and west side downtowns, and the proposed Maple Street-Oregon Street Downtown Bridge. The proposal for the master plan of the former shipyard site is considered to be the main design work in this thesis, and is the most detailed in its proposal. The other two proposals, the visionary

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1 Landscape Architecture, March 2001: 25
Sturgeon Bay Canal Walk, and the proposed downtown bridge are included as supporting pieces that will frame the redevelopment of the shipyard in its necessary context, which is in a downtown that is determined to recognize its past, while constantly considering its exciting future.

Because of the issues that are currently being discussed in the community, many citizens wanted to do their part in helping to secure a downtown that is in the best interests of all of the community’s residents. Recently, concerned citizens of Sturgeon Bay got involved in a workshop to generate ideas for the future of the city’s historic downtown area. The group included many active community members and was a sort of cross section of Sturgeon Bay as a whole. Business leaders as well as laborers were included in the process. With the best interests of the community in mind, these citizens put together a vision statement that addresses the future state of the downtown region. The statement does not give a specific time in the future that all of the downtown projects will be realized, but it speaks in the present tense during some undetermined time in the future. Put forth in the statement is the kind of downtown that ideally everyone in the community would enjoy. This type of downtown would be the heart of the community and would act as a catalyst for economic and cultural vibrancy. I took the information provided in this statement and used it as a conceptual design concept to integrate the entire downtown through envisioned projects. The Downtown Sturgeon Bay Vision Statement is as follows:
Downtown Sturgeon Bay Vision Statement

“Sturgeon Bay takes great pride in balancing the needs of residents while welcoming downtown visitors to a unique place where businesses, residences, local government centers and open spaces support a vigorous economy. The Sturgeon Bay downtown is a focus of daily life for many and the heart of civic life for the county and community. Arts, museums, entertainment, special events, and a variety of restaurants and businesses flourish.

The vibrant east and west side retail corridor reflects the characteristics of a quaint community with plantings, lighting, benches and other aesthetically pleasing features. Four lanes of traffic bridging the bay support automobile, pedestrian, and bicycle traffic. The community’s small town character and historic architectural structures have been preserved.

Our economic strengths also include well paying jobs, custom boat building, state-of-the-art telecommunications, technology-based businesses, and professional offices. The former PBI shipyard is now a mixed-use development with a balance of commercial, residential, and green space.

The flavor of our rich maritime history, our active ship building industries and Coast Guard presence are balanced with a waterfront enjoyed by the public. Scenic water vistas, tree-lined streets, inviting bike paths, parks and green spaces encourage all ages to experience the many year round activities that draw people to Sturgeon Bay. The waterfront experience is enhanced by public access, shoreline walkways, marinas, informational plaques, observation points, and self-guided tours. The bay is managed for recreation and environmental quality.

Downtown Sturgeon Bay is warm and inviting, a destination for young and old, visitor and resident.”

Community Input (See Appendix I)

In recent years, the community has assessed options and impacts of redevelopment in the downtown region of the city. Excerpts from this material, in conjunction with the Downtown Sturgeon Bay Vision statement, comprise the community voice for this study.

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2 Sturgeon Bay Downtown Waterfront Subarea Development Plan
CHAPTER 2: CURRENT ISSUES

The Downtown Bridge Controversy

There are currently two existing bridges that span the shipping canal and provide the only pedestrian and vehicular routes into Door County. The most historically significant of these two structures is the Sturgeon Bay Lift Bridge, more commonly referred to as the Michigan Street Bridge or the “old bridge.” (See Figure 1 and 2) It is the bridge that drives traffic into the downtown area, and its location and use are critical to sustaining retail and commercial businesses. The more recently constructed Bay View Bridge allows a highway bypass of the city via HWY 42/57.

The Michigan Street Bridge is a Scherzer-type rolling lift bridge and because of its unique trussing is widely considered the historic landmark of Sturgeon Bay. It was constructed in 1931, and at the time it was the largest bridge span in the state of Wisconsin.\(^3\) The Michigan Street Bridge is a 13-span structure that includes five deck concrete-girder spans; five overhead Parker trusses; two overhead Warren trusses with polygonal top chord; and one double-leaf, overhead, Warren-truss bascule span measuring 161'6” in length. The bascule span is a Scherzer-type rolling lift with overhead counterweight and was constructed by C.H. Keller and H.P. Harrington, movable bridge specialists.\(^4\) The bridge is 1,413 feet in length, and it the only bridge in downtown Sturgeon Bay.

The bridge is opened nearly 3,600 times per year for ship traffic.\(^5\) In the summer months, the peak time for marine traffic, the bridge opens 20 to 25 times per day.\(^6\)

\(^3\) 2002 Guide to Sturgeon Bay, pg 17
\(^4\) Ibid
\(^5\) ITJ Technical Report no. 19
\(^6\) Ibid
The discovery of severe cracking and deterioration of the structural components of the bridge in the mid 1990's led to many bridge closings for repairs, which seriously affected the business operations of many downtown Sturgeon Bay businesses. This spawned the debate for a new downtown span that would provide the community with a more safe and reliable bridge sending traffic downtown. The Michigan Street Bridge was considered to be “functionally obsolete” by the Wisconsin Department of Transportation because of its narrow

Figure 1. Sketch of Sturgeon Bay Lift Bridge
Source: Sketch by Author
width and low vertical clearance.\textsuperscript{7} The five-ton load limit does not allow for trucks to enter the downtown district over the span.

In 1996, the WisDOT conducted analysis of six movable bridges in Wisconsin to assess the need and feasibility of rehabilitating and preserving the structures as historic landmarks.\textsuperscript{8} The Michigan Street Bridge was included in this survey. Even though the bridge was ranked the highest in a statewide survey determining historic significance, it scored the lowest with regards to the structural condition of the bridge. As a result, the bridge was essentially slated for demolition because it was not being considered for rehabilitation. With bridge replacement in mind, the Department of Transportation studied new corridors for

\textsuperscript{7} Michigan Street Bridge Project Newsletter, October 2000
\textsuperscript{8} Advisory Council for Historic Preservation Case Archive
another downtown bridge, because the Michigan Street span would have to stay operational
during the construction of a new span. The Michigan Street Bridge is Corridor 3. (See Figure
3) The corridor of Maple and Oregon Streets was discussed as an adequate site for a new
bridge. Concerns arose about this placement because it was unclear if the Great Lakes
carriers that frequently come into Sturgeon Bay for repairs would be able to navigate the
openings of two bridges so close together. After much deliberation and scrutiny the corridor
held up as a viable bridge option. A political logjam ensued with groups for and against
demolition of the downtown bridge, and the location and time frame of constructing a new
bridge also came into question. Downtown business owners did not want to endure a sales
slump as a result of rerouted traffic during an extensive eight-month bridge rehabilitation.
Historic Preservation groups voiced their opinions against the demolition of existing
Michigan Street Span stating that it was a significant historic structure. A local citizens
group challenged the conclusions of
WisDOT's 1996 survey, and rallied preservation groups to lobby the Department of
Transportation for a reassessment of the bridge's condition. Independent consultants found
that the structure does have rehabilitation potential. Recently, the DOT has agreed to
designate the Michigan Street span as a state connecting highway which will allow the state
of Wisconsin to construct and retain ownership of a second downtown bridge, making the
proposed Maple-Oregon bridge closer to a reality than ever before.

Because the design work involved in this thesis are visionary proposals for the City of
Sturgeon Bay, the assumption will be made that the Maple-Oregon Street Bridge, which
would be located just north of the Peterson Property redevelopment, has been constructed

9 Ibid
Figure 3. Bridge corridors with downtown streets studied for new downtown bridge
Source: EA Document
and is operational, and the bridge’s aesthetic and functionality especially from a the pedestrian standpoint will be addressed through a portion of the design work. Bridge Alternative 4-15 proposed by the Wisconsin Department of Transportation will be used as a template in site drawings and representations. Plan and section dimensions for the proposed bridge have been made available, and they will be considered in the design work contained in this project. However, the aesthetic and the pedestrian traffic components of this bridge will also be a part of this project, as it is envisioned that the planning and design of the projects laid out in this thesis and the proposed Maple-Oregon Street bridge will happen congruently. There is a dialog between all of these proposals and essentially, their designs will happen at the same time rather than having the bridge superimposed over the other proposals.

The Proposed Maple-Oregon Street Bridge

A total of five corridors were considered by the Wisconsin Department of Transportation for a new downtown vehicular and pedestrian bridge spanning the Sturgeon Bay Shipping Canal. Corridor 1 spanned from S. Lansing Avenue on the west side of the canal to Jefferson Street on the east side of the canal. Corridor 2 spanned from Madison Avenue on the west side of the canal to Jefferson on the east side of the canal. Corridor 3 spanned from Madison Avenue to Michigan Street on the east side of the canal, which is also the current location of the Michigan Street Bridge. Corridor 4 spanned from Locust Street on the west side of the canal to Nebraska Street on the east side of the canal. Corridor 5 spanned from Maple Street on the west side of the canal to Oregon St. on the east side of the canal. Corridor 6 spanned from the Bay View park on the north side of Madison Avenue on the
west side of the canal to Kentucky Street on the east side of the canal. After intense public debate and funding considerations, Corridor 5, also known as the Maple-Oregon Corridor was determined to be the most viable from a number of different standpoints. The Wisconsin Department of Transportation then evaluated fourteen bridge alternatives regarding the five different corridors. (See Table 1) The Maple-Oregon corridor was the site for 6 of these 14 alternatives. Alternative 3-13 proposes a replacement the Maple/Oregon corridor with a four-lane bascule bridge with Fourth Avenue extended. Alternative 3-14 proposes a replacement in the Maple/Oregon corridor with a two-lane bascule bridge with Fourth Avenue extended. Alternative 3-15 proposes a replacement bridge in the Maple/Oregon corridor with a two-lane bascule bridge followed by a replacement in the Madison/Michigan corridor with a two-lane bascule bridge on the existing alignment providing two-way traffic on both bridges. Alternative 3-16 proposes a replacement bridge in the Maple/Oregon corridor with a two-lane bascule bridge followed by replacement in the Madison/Michigan corridor with a two-lane bascule bridge on the existing alignment providing one-way traffic on both bridges. Alternative 4-15 proposes new construction in the Maple/Oregon corridor of a two-lane bascule bridge followed by rehabilitation of the existing Michigan Street Bridge providing two-way traffic on both bridges. Alternative 4-16 proposes new construction in the Maple/Oregon corridor of a two-lane bascule bridge followed by the rehabilitation of the existing Michigan Street Bridge providing one-way traffic on both bridges.

\[10\text{ EA Document}\]
Table 1. Table of new downtown bridge alternatives
Source: EA Document pg. 3

<table>
<thead>
<tr>
<th>Alternative</th>
<th>Description of Alternatives Carried Forward and Evaluated</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>No Action</td>
</tr>
<tr>
<td>2</td>
<td>Rehabilitate the Existing Bridge</td>
</tr>
<tr>
<td>3-1A</td>
<td>Replacement in the Madison/Michigan Corridor with a Four-Lane Bascule Bridge on the Existing Alignment</td>
</tr>
<tr>
<td>3-1B</td>
<td>Replacement in the Madison/Michigan Corridor with a Four-Lane Bascule Bridge on a South-Offset Alignment</td>
</tr>
<tr>
<td>3-1C</td>
<td>Replacement in the Madison/Michigan Corridor with a Four-Lane Bascule Bridge by Staged Construction</td>
</tr>
<tr>
<td>3-8B</td>
<td>Replacement in the Madison/Michigan Corridor with a Two-Lane Bascule Bridge on a South-Offset Alignment</td>
</tr>
<tr>
<td>3-10</td>
<td>Replacement in the Madison/Michigan Corridor with a Two-Lane Bascule Bridge on the Existing Alignment</td>
</tr>
<tr>
<td>3-13</td>
<td>Replacement in the Maple/Oregon Corridor with a Four-Lane Bascule Bridge with Fourth Avenue Extended</td>
</tr>
<tr>
<td>3-14</td>
<td>Replacement in the Maple/Oregon Corridor with a Two-Lane Bascule Bridge with Fourth Avenue Extended</td>
</tr>
<tr>
<td>3-15</td>
<td>Replacement in the Maple/Oregon Corridor with a Two-Lane Bascule Bridge followed by Replacement in the Madison/Michigan Corridor with a Two-Lane Bascule Bridge on the Existing Alignment (Two-Way Traffic on Both Bridges)</td>
</tr>
<tr>
<td>3-16</td>
<td>Replacement in the Maple/Oregon Corridor with a Two-Lane Bascule Bridge followed by Replacement in the Madison/Michigan Corridor with a Two-Lane Bascule Bridge on the Existing Alignment (One-Way Traffic on Both Bridges)</td>
</tr>
<tr>
<td>4-1</td>
<td>Construction in the Madison/Michigan Corridor of a Two-Lane Bascule Bridge on a South-Offset Alignment followed by Rehabilitation of the Existing Bridge</td>
</tr>
<tr>
<td>4-15</td>
<td>Construction in the Maple/Oregon Corridor of a Two-Lane Bascule Bridge followed by Rehabilitation of the Existing Bridge (Two-Way Traffic on Both Bridges)</td>
</tr>
<tr>
<td>4-16</td>
<td>Construction in the Maple/Oregon Corridor of a Two-Lane Bascule Bridge followed by Rehabilitation of the Existing Bridge (One-Way Traffic on Both Bridges)</td>
</tr>
</tbody>
</table>
Corridor 5, Alternative 4-15

The work that is presented in this thesis assumes that the Maple/Oregon Street corridor, or Corridor 5, will be the location of the new downtown bridge. It will also assume that Alternative 4-15 of the Wisconsin Department of Transportation will be pursued.

Uncertainty of Industrial Employment

Sturgeon Bay became an integral part of the rapid growth of Great Lakes commerce in the second half of the nineteenth century. The Sturgeon Bay Ship Canal was completed in 1882, and provides a major shipping route between Lake Michigan and Green Bay. With a vast amount of raw materials such as timber and limestone, the city grew into a place of shipping and commerce. ¹¹

Sturgeon Bay quickly became a home to three major shipbuilders, each specializing in a niche within the broad shipbuilding industry, and by 1917, shipbuilding was the largest single industry on the Door Peninsula.¹² Bay Shipbuilding Co., whose employment peaked in 1979 with 1,900 workers, built and repaired Great Lakes carriers, or “lakers,” which are around 1,000 feet in length. But since the government ended subsidies in 1981, Bay Shipbuilding Company and others like it, have been hit by foreign competition.¹³ Today, Bay Ship employs less than 260 people, and only repairs and overhauls these ships in the winter, but its gantry crane still towers over the city. (See Figure 4)

Peterson Boat works, which later became Peterson Builders Incorporated was a shipbuilding company in Sturgeon Bay and was once the primary manufacturer of mine sweepers to the United States Navy. Martin Peterson founded Peterson Boat Works in

¹¹ 2003 Guide to Sturgeon Bay, pg 47
¹² Peterson Shipyard Masterplan, pg 2
¹³ The Economist, April 16, 1994: A28
1908.\textsuperscript{14} The business prospered throughout the 1930's and by the 1980s flourished as a result of some lucrative government contracts. Peterson Builders was contracted in the mid-eighties to produce 11 Avenger-class minesweepers for the Navy, but cut its staff in half during this time as a result of the termination of government subsidies, finding that it could

Figure 4. Crane at Bay Shipbuilding Co.  
Source: Photo by Author

\textsuperscript{14} Peterson Shipyards Masterplan, pg 2
not compete against builders in Japan, Korea and Europe.\textsuperscript{15} Peterson ended its shipbuilding operations in the early 1990’s. The approximately 15 acre yard that once housed Peterson’s shipbuilding business now sits dilapidated on the east side of the shipping canal. (See Figures 5-12)

Until recently, the only niche that seemed to be thriving within the troubled shipbuilding market, at least from the standpoint of the residents of Sturgeon Bay, was the luxury yacht market. Palmer Johnson, the super-yacht manufacturer, located geographically between the former Peterson Builders Inc. yard and the Bay Ship yard on the canal, was once an important local employer, has recently been troubled by a sagging economy. On April 10, 2003, 199 workers were laid off as part of Palmer Johnson’s Chapter 11 reorganization. It is still unclear if the shipbuilder will maintain operations in Sturgeon Bay.\textsuperscript{16}

\textsuperscript{15} Ibid
\textsuperscript{16} Door County Advocate, 14-17 April 2003, pg 1
Figure 5. Peterson Builders Shipyard 1952
Source: Peterson Development LLC
Figure 6. Peterson Shipyards Circa 1950-1960
Source: Peterson Development LLC
Figure 7. Peterson Builders Shipyards Circa 1960
Source: Peterson Development LLC
Figure 8. Peterson Builders Shipyard 1967
Source: Peterson Development LLC
Figure 9. Peterson Builders Shipyard 1975
Source: Peterson Development LLC
Figure 10. Peterson Builders Shipyards 1976
Source: Peterson Development LLC
Figure 11. Peterson Builders Shipyard Circa 1980
Source: Peterson Development LLC
Figure 12. Current state of Peterson Shipyard
Source: Peterson Development LLC
CHAPTER 3: THE IMPACT OF TOURISM

Sturgeon Bay serves as the county seat for Door County, Wisconsin. (See Figure 13) The county has maintained its popularity as a vacation destination for many years. Its popularity as a tourist destination is undoubtedly directly related to the area’s distinct geography including approximately 250 miles of shoreline.

Since the early part of the 1900’s, tourism has been an important industry in Door County. Historically, many people have traveled to enjoy getaways in Door County. Major steamship service was provided between Green Bay and Sturgeon Bay in the 1920’s, and since then the amount of visitors has only multiplied in subsequent years. Approximately 500,000 visitors came to Door County in 1923, and since then the county has seen this number rise to nearly 2 million tourists per year.

Door County is grounded as a thriving arts community. In the book, Critical Issues in Tourism, Gareth Shaw and Allan Williams define the different types of tourism and leisure environments. Within their model, Door County would be characterized as a “heritage environment.” More specifically, the three subcategories of “Landscape,” “Arts Based”, and “Agricultural and Industrial” are most closely associated with the experiences that tourists encounter when they visit the county. The smaller towns, villages and cities in northern Door County are more of a part of the “Landscape” and “Arts Based” heritage environment, although there are components of all three in Sturgeon Bay. Shaw and

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17 Peterson Shipyard Masterplan, pg. 3
18 Ibid
19 Critical Issues in Tourism, pg. 203
Figure 13. Map of Door County, Wisconsin
Source: Key to the Door...Illustrated Summer 2003

Williams define the characteristics a landscape heritage environment including "historic town and villagescapes; national parks; heritage coastlines and seascapes." The characteristics of
an arts based heritage environment include “galleries; theatres or concert halls and their performances; and arts festivals.”\textsuperscript{20} The characteristics of and agricultural and industrial heritage environment include “working farms and farming museums; quarries and mines; factories; breweries and distilleries; and museums of industry.”\textsuperscript{21} As mentioned, Sturgeon Bay has components of all three of these models, but probably the most significant and obvious characteristics would be somewhere between an arts based heritage environment, with its many galleries, and an agricultural and industrial heritage environment with its constant references to everything that is “historic” and its museums, including a maritime museum, that boast of Sturgeon Bay’s nautical and agricultural past.

\textsuperscript{20} Ibid.: 204
\textsuperscript{21} Ibid.: 204
CHAPTER 4: WATERFRONT REDEVELOPMENT PRECEDENTS

At the outset of the design process, I looked at a multitude of precedents for the development of the masterplan presented in this thesis. The intent in doing this was to familiarize myself with specific projects of a similar nature, and also to become comfortable with the language that is used when discussing the redevelopment of former industrial sites into mixed-use public places. The following projects contain elements that were considered in the design work that is presented in this thesis.

**Eastbank Esplanade: Portland, Oregon**

Portland is renowned as a city ahead of its time in terms of the urban planning that has contributed to successful integration of the city’s downtown. The movement of revitalizing its image began in the mid 1980’s, and has been widely considered a success by the public as well as professionals in the design disciplines. The creation of the Eastbank Esplanade is a result of this movement.

The city boasts a riverfront location along the Willamette River, and has abandoned industrial sites that have been redeveloped into public spaces. Public parks and open spaces have been provided so that visitors and residents can have access to the river. Community support for more public open space along the river coalesced after an unpopular Department of Transportation proposal for the addition of a heliport along the riverbank. As a result, the firm of Hargreaves Associates was brought in to develop a master plan for the entire east bank of the Willamette River. One of the most intriguing elements of the Eastbank

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Esplanade is Hargreaves proposal was the use of “urban markers.” Hargreaves uses these steel markers to educate the public about the history and ecology of the river.

**Thames Barrier Park: London, England**

This project was intriguing to me because it is truly the redevelopment of a former industrial site into a park and waterfront promenade. Thames Barrier Park is located on the site of a former chemical and dye works, an armaments factory, and a tarmac plant. An international competition was held for the development of a park and residential development. The winning entry was submitted by Patel Taylor, a London-based architecture firm, and Groupe Signes, a Paris-based landscape architecture firm, and the proposal stressed the use of the park in traditional ways. A memorial pavilion was constructed to memorialize those who died during the London blitz.

**Riverfront Plaza: Hartford, Connecticut**

Riverfront Plaza was designed in response to the community of Hartford’s need to reconnect with the Connecticut River. Before the Plaza, the downtown was cut off from the Connecticut by an elevated highway and railroad tracks. CRJA Associates of Cambridge and GBQC Associates of Philadelphia were responsible for the design of the Riverfront Plaza. The design contains a plaza, an amphitheatre, trails, docks and a promenade. The following list is what the designers tried to accomplish with the design:

- Reconnecting downtown to the river.

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23 Landscape Architecture, May 2002: 82-87
24 Landscape Architecture, August 2000: 71-81
• Creating a waterfront park system on both sides of the Connecticut, with boat ramps, fishing piers, hiking trails and places for entertainment.

• Improving connections to East Hartford.

• Extending the existing network of elevated downtown plazas so that workers could walk from the office to the river and back during the day.

• Giving Hartford the nightlife and weekend life it had never had by creating places for concerts, festivals, regattas, and other public events.

This project strives to solve a multitude of issues that were present in the community. I am drawn to the scope of the project in terms of presenting a comprehensive solution that attempts to meet the needs of a wide variety of users and attempts to provide a number of uses in the project.

**Waterfront Park: Louisville, Kentucky**

Like Riverfront Plaza in Hartford, Waterfront Park (Calkins 74) in Louisville attempts to reconnect the city to the waterfront. Louisville is located along the Ohio River, and was once a vibrant shipping port. As time passed, this role diminished and the downtown became increasingly isolated from the river. Hargreaves Associates were hired to solve this problem of disconnect.

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25 *Landscape Architecture*, July 2001, pg. 74-83
CHAPTER 5: SITE AND PROJECT DESCRIPTION

There are three components to the design work in this thesis that range in the level of detail in their proposals. The components are as follow: Sturgeon Bay Canal Walk, the Proposed Maple/Oregon Street Bridge, and the Redevelopment of Parcels 2 and 4 of the former Peterson Builders Shipyard with the refurbishment of the City Dock. The scope of each will be addressed in this section.

Redevelopment of Peterson Builders Inc. Shipyard

Throughout the years, the abandoned Peterson Shipyard site has been a place for industrial and commercial uses. For ten years in the late 1800s the shipyard land was used for the production of lumber. At the turn of the 19th century, the Reynolds Preserving Company set up cherry canning operations on the site. As a result of this, the lumber industry was displaced. Peterson began its shipbuilding operations on the site in the early part of the 1900’s, but it shared part of the 15 acre site with the Fruit Grower’s Cooperative until 1962 when Peterson purchased the land from the Fruit Growers. Peterson Builders Inc. remained there until 1996 when shipbuilding operations were ceased. The buildings were subsequently demolished and currently the site sits dilapidated with exposed concrete building slabs foundation walls and other leftover infrastructure. Building 33, which was the shipyard’s electrical service building, still stands. A building from the old Fruit Grower’s Cooperative also remains on the site.

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26 Peterson Shipyard Masterplan, pg. 3  
27 Ibid  
28 Ibid
Figure 14. Former Peterson Shipyard Properties
Source: Peterson Shipyard Masterplan
Figure 15. Peterson Shipyard Property Survey Map
Source: Peterson Development LLC
The Peterson Shipyard Property is divided into 8 parcels of land totaling approximately 15 acres of land. (See Figure 16) Parcel 1 is the largest plot at approximately 10.6 acres. During shipbuilding operations, this land was the location for 35 of PBI's buildings. On this 10 acre plot sat 7 fabrication buildings, 2 fabrication annexes, a warehouse, a maintenance shop, a machinery maintenance shop, an electrical maintenance shop, a miscellaneous storage building, a spray booth, a lumber storage building, a sheetmetal shop, a dipping booth, a test cell, a lumber storage building, a plate shop, a mill slab, two storage buildings, a pipe shop, an outfitting room, a stockroom, an electrical shop, a pipe storage building, a cable storage building, a cable annex, a freezer and a freezer annex. Currently, the electrical maintenance shop, also known as Building 33, remains on the site.

Parcel 2 is the next largest plot of land on the site at 2.04 acres. During shipbuilding operations, this land was the location for 6 of PBI's buildings. On this 2.04 acre plot sat an engineering office, an old boiler house, a tank storage building, a pickling building, a metal storage building, and the Stone Basement building. Currently, the Stone Basement building still remains on the site.

Parcel 3 is a .08 acre plot of land that sits between Oregon Street and a Palmer Johnson building. Parcels 3 and 4 are both .69 acres each. Parcel 5 is .47 acres and currently this land is being as residential property. Parcels 7 and 8 are .43 acres and .17 acres each respectively, and are currently occupied by residences.
Figure 16. Parcel Plan of Peterson Shipyard Property
Source: Peterson Shipyard Masterplan
Waterfront Redevelopment Proposal (See Appendix II: Sheets 4, 5 and 6)

The main focus of the design work of this thesis will be a master plan for the redevelopment of Parcels 2 and 4 of the former Peterson Builders Inc. Shipyard along with the adjacent City Dock owned by the City of Sturgeon Bay into a mixed-use development. Parcel 2 is approximately 2.04 acres, and Parcel 4 is approximately .69 acres. (See Figure 16)

The redevelopment scheme will also incorporate Building 33 as a renovated Brew Pub and restaurant.

Program

- Revitalized City Dock with new amenities
- Performance stage and outdoor theatre space
- Recreational park with children’s play area
- Brew pub and restaurant in Building 33 (old PBI building)
- (3) 31 space parking lots with adjacent outdoor (2) market spaces
- An outdoor learning exhibition featuring MCM Avenger class minesweepers
- Approximately 13,000 sq. ft. of retail and commercial space with adjacent parking
- A pedestrian promenade along the Sturgeon Bay Ship Canal

Since vehicular traffic will be restricted in the majority of the development, it was important to provide adequate parking for visitors. Parking lots often times can be isolated and dreary leaving the individual to compete with vehicles in a manner that is unsafe as well as unappealing. With this project, the effort was made to not just provide adequate parking for the many visitors that would be enjoying their time at the downtown waterfront, but to provide a space that is more than just a parking lot. Because of the popularity of outdoor shopping in the county and the presence of summer farmer’s markets throughout the peninsula, the decision was made to provide two outdoor market spaces adjacent to the parking areas that could accommodate large gatherings. Each space is approximately 9600 square feet, and could be used to absorb the displaced farmer’s market that takes place every
Saturday during accommodating weather months at the town’s center after the new bridge is constructed. These market spaces would attract a multitude of vendors and artists both local and regional and would provide another reason for people to patronize this waterfront development. Three parking lots would be constructed along with the market spaces, allowing for approximately ninety-six vehicles.

This project definitely favors the individual who pursues other forms of transportation besides the automobile. The Canal Walk would drive foot and bicycle traffic to the development and the pedestrian underpass that would pass under Oregon Street will provide for the safe transition for people who are walking or pedaling to meet their destination. Vehicles are restricted from the area of new development ensuring the comfort of those who have come to relax. Relaxation, however, will not be the only reason people will be compelled to visit the waterfront. The attempt was made to maintain and preserve the history of the shipyard. Building 33, which is an old Peterson Builders Incorporated building that still stands on the site, will be renovated to become a restaurant and brew pub. The nature of a brew pub is conducive to preserving and educating visitors about the nautical and shipbuilding history of the area. A wall along the pedestrian waterfront promenade will be canted to represent the side launches of boats after fabrication. The most significant learning space will be located centrally in the redevelopment area. In plan, the footprint of an Avenger Class Minesweeper will be present. During the mid 1980s PBI was responsible for producing minesweepers for the United States Navy, and the many people that worked at PBI during this time were essentially involved in the protection of the United States. This is something that community and its blue collar workers are proud of, and a space will be created in the redevelopment scheme that will educate visitors as well as residents about not
only the Navy craft, but the other boat types that Peterson has constructed over the years. Two runner channels along side of the footprint will pump water from fountains located at the main park entrance denoting the edges of the display. Sculptures and temporary as well as permanent exhibits of shipbuilding artifacts will be present in the space, along with a replica of the radar tower on the Avenger Class minesweeper that will act as a viewing platform and urban marker that will give the waterfront development a presence in the community. All of the foot traffic throughout the development will essentially be drawn to this observation point. The space will essentially be the entrance to the park, so that when the individual enters off of the Canal Walk they understand the history of the site and realize how important shipbuilding has been to the economic viability of the community.

Descriptive informational plaques will be present throughout the space. With the presence of the Maritime Museum across the canal, the viability and upkeep of the exhibit would be ensured.

Assuming the client for this project is the community, the demands of the client were considered heavily when making determinations about what should and should not be included programmatically in this redevelopment plan. One of the demands of the community, as expressed in the Visioning Process, was a large outdoor park on the east side of the shipping canal. This proposal includes a park and recreation space, totaling approximately 13,000 square feet. This space is shaded from the south and west by rows of trees that would block sun in the summer months, but not over populating with trees to ensure an open environment that would be conducive to any number of weather contingent outdoor recreation activities. Also provided in this space is a children’s play area that totals approximately 4800 square feet.
Retail shops and galleries are the focus of downtown Sturgeon Bay shopping. The area is known for its distinct specialty shops, and this is why downtown shopping is so successful in the area. The attraction of this specialty shopping would also allure people to the downtown waterfront development. A new line of shops would be constructed to improve the streetscape on the part of Pennsylvania street west of Third Avenue. The frontage would be of a shop nature, and the access from the front of the shops would be limited to pedestrian and bicycle traffic only, while parking would be permitted in what could be considered the back of the shops. The shopping development would be approximately 13,000 square feet.

The community also called for a space that would accommodate performances. Approximately 14,500 square feet of the waterfront development will be an amphitheater, performance stage and reception space. This area could accommodate large performances and would be a main attraction for visitors to the waterfront. The tree-lined performance entry plaza would accommodate receptions of a more formal nature, and would function as a handicap accessible entrance to the performance stage seating area. The amphitheater space would be grass, and the performance stage is covered by a canopy structure.

A garden space containing regional plants and grasses with a walkway terminating in the pedestrian promenade, that would provide the individual with the opportunity for relaxation and contemplation. The north part of the garden space would be used as a winter sledding hill to maximize park use in all seasons. The plaza adjacent to the garden space is available in summer for gathering, and in the winter transforms into a winter skating area to maximize the use of this space in a number of seasons.
Figure 17. Photo of Site for Redevelopment Looking North
Source: Author

Figure 18. Photo of Site for Redevelopment Looking South
Source: Author
Residential Development of Remaining Site (See Appendix II: Sheet 4)

This thesis will not address the specific development of the other approximate 12 acres of the former shipyard. It is assumed however, that the additional land will be redeveloped as residential. In the master plan redevelopment of parcels 2 & 4, I also included a possible scheme for this residential development for contextual purposes.

As of August 2003, plans have been unveiled by a group of Milwaukee, Wisconsin developers to develop the Peterson Property to accommodate approximately 36 upscale private homes and a high-end marina.29 The assumption will be made that the redevelopment proposed in this thesis will happen congruently with the development of the additional Peterson Property into the housing development scheme.

Sturgeon Bay Canal Walk (See Appendix II: Sheet 1)

The Sturgeon Bay Canal Walk proposed in this thesis, is a visionary project for the City of Sturgeon Bay, and essentially would become the anchor for comprehensive waterfront development. The Canal Walk would provide a continuous pedestrian and bicycle route connecting current and future downtown waterfront developments and businesses. The Canal Walk would have four legs that would form a continuous pedestrian and bicycle route passing over the Sturgeon Bay Ship Canal. The North Leg is a widened pedestrian and bicycle path on the renovated Michigan Street Bridge, the East Leg is an improved pedestrian infrastructure on First Avenue between the Michigan Street Bridge and the proposed Maple/Oregon Street Bridge continuing into the proposed waterfront redevelopment of Parcels 2 and 4 of the Peterson Property and City Dock, the South Leg is a pedestrian and

29 Door County Advocate, August 12, 2003, pg. 1
bicycle path punctuated by observation platforms on the proposed Maple/Oregon Street Bridge, and the West Leg is a waterfront promenade between the proposed Maple/Oregon Street Bridge and the renovated Michigan Street Bridge.

The Canal Walk would celebrate the heritage and history of the area and of the shipping canal itself while symbolically connecting the pedestrian to the spirit of the local community.

**Canal Walk: Points of Interest**

There are many significant architectural elements on the site of the envisioned Sturgeon Bay Canal Walk. The most significant piece of architecture, which has been for many years the inspiration for artists and the focal point of tourists, is the Michigan Street Lift Bridge. This bridge is a bascule type bridge that has unique trussing which undoubtedly is the reason for its visual appeal. The pedestrian walkway on this bridge will act as the north leg of the Canal Walk. Bridge Alternative 4-15 calls for the rehabilitation of the Michigan Street Lift Bridge. As part of this rehabilitation, the Sturgeon Bay Canal Walk would call for a widening of the pedestrian travel lane on the bridge from six feet to twelve feet in order to accommodate both pedestrian as well as bicycle traffic. (See Figure ??) The current six foot width does not adequately accommodate the simultaneous traffic of both pedestrian and bicyclist.

Although not yet built and still in its infancy as far as conceptual design is concerned, the proposed Maple-Oregon Street Bridge is another piece of the built environment that will be a major component in the Sturgeon Bay Canal Walk. The pedestrian walkway on this bridge will act as the south leg of the Canal Walk.
Bridgeport Resort is 70-suite waterfront resort on the west side of the canal next to the Michigan Street Bridge opening on Madison Avenue. Stone Harbor Resort & Conference Center is located on the east side of the canal next to the Michigan Street Bridge.

Applebee's Restaurant and Harbor Club Marina are housed in the building adjacent to the Michigan Street Bridge on the west side of the canal, north of Madison Avenue. This building boasts a fisherman's wharf-like aesthetic.

Sturgeon Bay is the county seat of Door County, Wisconsin. Door County boasts the most shoreline and the most lighthouses of any other county in the United States. The Door County Maritime Museum is a 20,000 square foot facility that sits on the west side of the canal just south of the Michigan Street Bridge opening. It exists to educate and inform the public about Door County's Maritime past as well as to preserve the lighthouses of Door County.

In late July 2003, Sturgeon Bay City officials presented a plan to representatives from the Wisconsin Department of Transportation for a lighthouse replica that would also act as a post for a bridge tender to operate both the existing Michigan Street Bridge and the proposed Maple-Oregon Street Bridge. This proposal for the Sturgeon Bay Canal Walk will integrate the lighthouse feature as an element of interest on the path. It will act as major architectural feature in the downtown area and it's design will allow the public to engage the lighthouse at a pedestrian scale as well as use it as a viewing platform to view the canal, the bridges and the surrounding area.

Palmer Johnson Inc. is a custom yacht builder with a boat building presence in downtown Sturgeon Bay. The company's south yard is located on the east side of the canal next to the Michigan Street Bridge south of Stone Harbor Resort.
On the old Peterson Shipyard Site sits a historic structure that at one time was the electrical shop for Peterson Builders Incorporated. PBI has since vacated the site, but the building still remains. The Peterson Redevelopment Plan—Phase I envisioned in my thesis proposal reuses this building as a brew pub and restaurant. This building would be featured on the proposed Canal Walk.

Design Philosophy of the Canal Walk Proposal

The design philosophy of the Sturgeon Bay Canal Walk is congruent with the vision of the city portrayed in the Vision Statement, and is proposed with the interests of the community in mind. The philosophy of this Canal Walk proposal has been informed by four categories:

- Celebration of Nautical Heritage and Maritime History
- Bridges as destination.
- Bolstering of the local art scene.
- Integration through pedestrian connection.
The aesthetic design that is applied to the proposed Maple-Oregon Street Bridge that is included in this thesis is based on the technical data that has been provided in the Department of Transportation entitled, “Environmental Evaluation of Facilities Development Actions.” The study evaluates the impact and feasibility of 14 bridge project alternatives that address the city’s need for an additional downtown span. The assumed plan of action for the development of this bridge corresponds to Alternative 4-15 in this document. All of the technical design data regarding shipping canal width and road heights and other considerations were implemented when considering the design work in this project.
CHAPTER SIX: CONCLUSION

While writing this thesis, I became more aware of what was happening in my hometown of Sturgeon Bay. When I first came across the Vision Statement in my research, it finally hit me that people really do have hope for a vibrant and integrated downtown region. As I read newspaper articles about the debates going on surrounding local issues I found out how much the community cares about what happens in their unique community. I hope that this thesis provides a glimpse of how an integrated downtown could be achieved.

It is my opinion that all of the parts must work as a whole. It would make no sense to develop the PBI property without addressing a new downtown bridge and vice versa. These issues must be addressed in the context of the bigger picture and the greater good of the community.
APPENDIX I: COMMUNITY INPUT

In the article, “Public Participation Helping to Shape Public space,” Debra L. Smith, AIA, stresses the importance of community involvement when planning public areas such as parks and recreation areas. She cites the redevelopment and added improvements to Gray’s Lake in Des Moines Iowa as a successful example of how public participation in the planning process equated to good design. Initially, public participation started in the mid-1990s when the Parks Department distributed a survey to citizens that would better categorize the residents’ wants and needs as they relate to new public facilities at Gray’s Lake. The information that was gathered in this process provided the “basic framework” for the new amenities at Gray’s Lake as well as city-wide considerations. RDG Crose Gardner Shukert Landscape Architects and Planners were chosen as the firm to formulate a masterplan for the redevelopment of the Gray’s Lake site. The information that came out of the citizen’s survey was implemented by RDG in the planning process and because of this not only did the project receive continued public support the information led to a more successful design.

Visioning Process

Just as the public information gathered in the survey informed RDG’s design work at Gray’s Lake, a similar process of community involvement in Sturgeon Bay led to the creation of a framework for the design work that is contained in this thesis. In late 2001 and into the early part of 2002, the City of Sturgeon Bay was assisted by the University of Wisconsin Extension to create what is called a “Vision Statement” for the city’s historic

30 “Public Participation Helping to Shape Public Places,” The Iowan, Nov./Dec. 2003, Debra L. Smith, AIA, AICP, pg. AIA-3
31 IBID
32 IBID
downtown region. Sessions were held with local citizens, 66 participants in all, to essentially brainstorm ideas about the preservation as well as the advancement of the city’s downtown. The following list was compiled as a result of these sessions, and they were used by the city to create the "Downtown Sturgeon Bay Vision Statement."

**Preserved**

1. Public access to waterfront
2. Historic architecture
3. Local government centers
4. Small town friendly atmosphere
5. Have as many daily-life reasons to use downtown kept in place as possible
6. Characteristic of a quaint community
7. Municipal buildings remain, i.e. city hall, courthouse library and museums
8. Bay Shipbuilding Co. and Palmer Johnson Yachts
9. Shipbuilding stay downtown and Coast Guard
10. Green space and public access to water

**Changed or Created**

1. New 2-lane bridge-Maple to Oregon and restore old bridge.
2. Develop Peterson Shipyard property with a balance of retail, residential, and green space.

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33 Sturgeon Bay Downtown Waterfront Subarea Development Plan
3. Public waterfront walkway along both northeast and southwest sides of waterfront.

4. Identify future population base of 2012 and develop economic plan to attract industries and businesses to support it by using downtown Sturgeon Bay's uniqueness. Infusion of professional activities which could enjoy association with Sturgeon Bay's downtown environment.

5. Affordable housing (for $35,000 and under annual salaries)

6. Pedestrian mall on Third Avenue-no traffic on Third Avenue

7. One new bridge at Michigan Street corridor with 4 lanes.

8. Change Hardees intersection to make it safer and more aesthetically appropriate for Jefferson Street.

9. More evening entertainment, i.e. film fest, concerts on water, east and west sides.

10. Prevention of business sprawl outside downtown district

**Principles for Redevelopment**

The Sturgeon Bay Downtown Waterfront Subarea Development Plan was developed in 2002 to offer planning considerations for the waterfront areas of downtown Sturgeon Bay. The plan includes redevelopment principles that are essentially suggestions by the City to be used when planning new developments on the waterfront. Along with the information gathered in the public participation process, these Principles for Redevelopment offered by the City were considered when executing the design work contained in this thesis.

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34 Sturgeon Bay Downtown Waterfront Subarea Development Plan
35 Sturgeon Bay Downtown Waterfront Subarea Development Plan
The Principles for Redevelopment of Sturgeon Bay’s downtown waterfront region are as follow:

- Strive for a diversity of uses. The city should allow and promote a multitude of uses within the downtown region. Providing a balanced mixture of uses enhances the region's vitality and creates more reasons for residents and visitors to be in the downtown waterfront area. Most residential, retail, institutional, office, and recreational uses would be appropriate in both the east and west downtown areas. Certain industrial uses, particularly high employment water-dependent uses, are also appropriate. Efforts should be made to avoid a single use dominating the entire area.

- Create public access to and along waterfront. Opening up the waterfront to the public was a principle goal of the City’s redevelopment efforts from the beginning. Additional public access should continue to be stressed, including linking various waterfront areas to each other and to the rest of the City. Projects along the waterfront should be examined to see if and how public access can be incorporated.

- Identify and develop additional downtown green space on the east side. Currently, there is a minimal amount of downtown public green space on the east side, particularly near the water. Given the amount of currently vacant property and the potential for change in the region south of Michigan Street/west of 3rd Avenue, a great opportunity exists to establish more parkland and other open space.

- Promote waterside activities, amenities, and commerce. In addition to providing public access to the waterfront, there should be reasons to be there. Public events,
concessions, artist booths, and the like should all be considered for areas along the waterfront.

• Maintain/enhance view corridors. Views of the Bay are important amenities. Although a continuous view across the entire waterfront area is not practical, care should be taken to locate new buildings such that views along street corridors are not disrupted.

• Maintain option for Maple to Oregon bridge. The City is still investigating the possibility of a bridge on the Maple Street to Oregon Street alignment. Although such a bridge (if economically feasible) would probably not be built for some time, it is important that new development does not hamper or preclude this bridge. Thus, building setbacks and orientation should respect the possibility that Oregon Street (as well as Maple Street and Neenah Avenue) could become a more significant carrier of traffic in the future. Specific standards need to be adopted so that development can proceed, while still accommodating a future bridge.

• Promote rehabilitation and reuse of existing structures. To a large degree the City's historic character stems from its older buildings, even if these buildings have been converted to new uses. On both the east and west sides, there are opportunities to rehabilitate and convert old industrial, institutional, and residential structures. By retaining some of these structures, linkages between the newly redeveloped uses and the historic character of the area are maintained. The Quest realty office, Barbican B&B, and Jefferson Street shops are all good examples of this concept. The West Side School, Peterson Pool, the old PBI Stone Basement, and the former PBI Electric
Shop (Building 33) at the foot of Pennsylvania Street have all been touted as candidates for rehabilitation and reuse.

- Encourage or require taller structures. Two story and multistory buildings are preferred over single story buildings that are more spread out. This concept is most compatible with existing structures, reflects the historic building design, and allows for more efficient use of property.

- Promote narrow setbacks. Buildings should be set close to the street right-of-way. Again, this reflects historic building patterns and allows for rear parking. A suburban style character with large building setback and expansive front yard parking should be discouraged. For residential development, reducing the required street yard to 15 feet could easily be supported. For nonresidential development, setbacks ranging from 0 – 15 feet would be sufficient depending upon the existing character of the street.

- Improve/maintain streetscape. Improvements to the streetscape should be undertaken, including pedestrian amenities. Street corridors should integrate the downtown and waterfront areas. The use of temporary or permanent art is encouraged. The success of the sturgeon sculptures is an example of how art generates interest. The use of historical markers (such as describing the former use of the PBI property as a shipyard producing numerous vessels, including navy ships) should also be considered. The historic uses of Martin Park and the former high school property also could be capitalized upon through the use of monuments or historic markers.

- Provide sufficient, but not excessive parking. Lack of parking has been a deterrent to revitalization of many cities downtowns. Thus, it is important that parking spaces are
provided. However, allocating too much land to parking can detract from the character of the downtown waterfront and can reduce the density of buildings and uses needed to create vibrancy. A balance between parking areas and development/open space is needed. Striving for greater efficiency in the location and use of parking lots can help reduce the overall number of spaces required.

- Retain the variety of vessels located along the waterfront. The unique character of Sturgeon Bay’s waterfront stems in large part to the mixture of boats and other watercraft located there. The large Great Lakes freighters, luxury yachts, tugboats, barges and other working craft, cruise vessels, the Coast Guard cutter, and private pleasure boats all together set Sturgeon Bay’s waterfront apart from other coastal communities. The City should identify appropriate sites along the waterfront to accommodate all vessel types.

**East Side Land-Use Planning Recommendations**

Also contained in the *Sturgeon Bay Downtown Waterfront Subarea Development Plan* are land-use planning recommendations for the East Side of Sturgeon Bay. These recommendations suggest how the land in the downtown region east of the Sturgeon Bay Ship Canal should be used in future consideration for redevelopment. Since these recommendations address specific areas of the Peterson Property and surrounding areas, they were of great consideration with regard to the design work contained in this thesis. The following East Side Recommendations are divided into land-use designations for the downtown region. (See Appendix Sheet 2) The most significant categories of downtown

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36 Ibid
land use with regard to the design work contained in this thesis are the designations of Third Avenue/Downtown Commercial, Tourist Commercial

- Third Avenue/Downtown Commercial. Third Avenue is the commercial heart of the east side and should continue to be preserved and enhanced as a shopping street. The following are recommended:
  
  o Extend retail sales and services to the intersection with Pennsylvania Street.
  o Initiate zoning code changes to allow the building and site design to follow the existing pattern, such as allowing buildings to be built up to the street right-of-way.
  o Promote a wide array of commercial uses along Third Avenue, while promoting residential use located above the first floor level.
  o Extend the streetscape improvements along the entire length of this stretch in order to integrate all of Third Avenue.

- Tourist Commercial. The entire length of Second Avenue, as well as portions of First Avenue, is appropriate for tourist related commercial activities, including lodging (hotels, B&Bs), dining (restaurants, cafes), galleries (artist co-op), indoor/outdoor markets (produce market), and shops. However, this region also supports commercial uses along Third Avenue and on the waterfront. Thus, a mixture of uses should be allowed, including the existing residential and industrial uses as well as offices and institutional uses. Other recommendations include:
Use this region to provide parking areas to support the denser retail uses along Third Avenue and waterfront uses along First Avenue. (See the parking recommendations for greater detail.)

To the extent possible, rehabilitation/reuse of existing buildings is encouraged. In fact, many of the existing uses are contained within rehabilitated/converted buildings.

Seek and maintain year-round uses in order to enhance downtown vitality.

Streetscape improvements are desirable but need not be as extensive as Third Avenue or the waterfront walkway. The focus should be pedestrian linkages between the waterfront uses/activities/nodes and Third Avenue, particularly along Kentucky Street and Oregon/Pennsylvania Streets.

- Single Family Residential. The residential neighborhood south of Pennsylvania Street and east of the alley between 3rd and 4th Avenues is a fairly stable residential neighborhood with predominately single-family homes. However, much of the current zoning is for multifamily and office development. Rather than seek redevelopment of this area, the City should maintain the current residential character. Strong nearby neighborhoods contribute to a healthy downtown. Thus, it is recommended that the City initiate changing the zoning classification to R-2 residential for the properties between Pennsylvania Street and Quincy Street, except for the properties along Third Avenue.

- Multifamily Residential. The frontage along 3rd Avenue south of Pennsylvania Street is conducive to multifamily development. This creates a higher density residential
presence near the heart of the downtown area. A range of housing options, including townhouses, condominiums, and mid-range apartments are all possible. Lower income housing could also be explored, but may not be feasible due to higher land values. Other recommendations include:

- Buildings located along 3rd Avenue and Pennsylvania Street should orient to the street, with windows and entrances along the street. These buildings should integrate with the rest of the neighborhood, rather than only looking inward toward the rest of the development.

- Although the scale of buildings should generally be similar, a variety of building types is preferred over a large homogenous development with the same building represented many times.

- Much of the area proposed for multifamily residential development is the former PBI shipyard. A Planned Unit Development should be undertaken for developing this area. Because of the large area involved, the fact that it is under a single owner, and that it is within the Tax Increment Financing district, a PUD is the best available means of ensuring that the future development is cohesive, coordinated with city improvements, and meets the goals and requirements of the various city plans.

- The area recommended for multifamily development includes the city-owned parking lot at Quincy Street/3rd Avenue. This lot previously provided parking for PBI shipyard employees, but now is used very minimally. This property should be redeveloped for residential use, unless it is shown that the parking is
required to support new nearby developments or the property is needed for other municipal purposes.

- Waterfront Open Space. There is an identified need and desire for additional open space within the east side portion of the downtown region. The City should actively seek to acquire more acreage with waterfront open space being the priority. Expanding upon the existing city-owned East Side Dock property offers the greatest potential. Two options that have been touted, as well as other recommendations, are described below.

  o The recommended option for additional open space is the creation of a waterfront park that would extend southward from the East Side Dock and through the former shipyard. The park should include a walkway/promenade along the waterfront, but needs to be large enough to provide significant open space and allow for a variety of uses and activities. An advantage to this option is that it would provide a larger portion of the waterfront as open space instead of just the existing city-owned frontage at the East Side Dock between Oregon and Pennsylvania Streets. Providing more land near the water as open space is consistent with the results of the Downtown Visioning process. A second advantage is it would allow the land within the floodplain to be used for open space, while leaving the higher ground for development.

  o The alternative option is to connect the dock property to Martin Park by acquiring all or a portion of the intervening land. This creates open space between Oregon Street and Pennsylvania Street extending all the way from
Third Avenue to the water. In addition to opening up a view corridor and providing a definite connection between Third Avenue and the waterfront, there would be opportunities for distinct areas (e.g. lawn, pavilion, plaza, parking, etc.) as the land descends from Third Avenue to the water’s edge. Since both options involve land currently owned by Peterson Development, it is important for the City to work with that entity to secure a site for open space.

- Regardless of where the large waterfront park is ultimately created, a public walkway along the water’s edge should be completed connecting 3rd Avenue at the southeast corner of the former shipyard to Oregon Street. The public walkway design should be carried onto the adjoining street sidewalks for a stretch in order to make it more inviting to the general public and clearly identify it as public space.

- The City needs to give consideration to what public facilities and amenities ought to be included with downtown open space. Many ideas have been suggested; not all ideas can be accommodated.

- Marina. The southern edge of the PBI property should be development into a marina and related facilities. This portion of the Bay that this area fronts on is well protected and has deeper water depths. Thus, it could serve larger craft. Boat slips could also serve the recommended residential portion of the redevelopment. On land facilities could include commercial enterprises serving the waterfront park (e.g. concessions, water craft rental, etc.).
• Industrial. The Downtown industrial uses are dominated by Bay Shipbuilding Company and Palmer Johnson Yachts. It is vital that Sturgeon Bay maintain those high-visibility employers, hence their needs must be included with the overall revitalization effort. The following are recommended:

  o Since most of the production work is occurring in the northern part of the downtown waterfront area, it is recommended that future consolidation and expansion of shipbuilding activity be sought in this region first. Bay Shipbuilding and Palmer Johnson Yachts, along with the Door County Economic Development Corporation and the City of Sturgeon Bay, have initiated planning for shared launching facilities and other improvements. These efforts should be supported in order to improve efficiencies and ensure long-term viability.

  o Depending upon the results of the master plan for the shipbuilding cluster, city actions may be required to implement its recommendations. This could involve street closures or relocations, use of the city-owned parcel at First and Jefferson, ordinance changes, or other actions. By being an active participant in the master planning process, the City will be better prepared to initiate proposed actions.

  o In the rest of the planning area, additional industrial uses should generally not be promoted, except for large-scale shipbuilding operations and other water-dependent industries. The former PBI shipyard property is currently zoned for heavy industry, but previous reports have indicated that renewed industrial use is not likely. Hence, unless a high value, high employment industry expresses
interest or if Palmer Johnson seeks to expand or consolidate its operation into this portion, the region south of Michigan Street should be planned for other uses.

- Transportation Considerations. Transportation within the downtown region is influenced not only by new developments in the downtown, but by overall city traffic patterns. The following are considerations regarding transportation issues. Most of these issues will require further study before a firm recommendation can be made.
  - The PBI-East Downtown Subarea Plan recommended the extensions of Quincy Street and S. First Avenue to form a traffic connection through the PBI property. This street connection may not be necessary, especially if public access to the waterfront can still be assured. This street connection should not be planned for and planning for future streets (if any) within the main PBI property should be done in conjunction with more detailed site designs put forth by developers.
  - The City should consider extending 1st Avenue from Oregon Street to Pennsylvania Street, but vacating 2nd Street for this same block. This would be especially appropriate if the PBI-owned buildings along 2nd Avenue between Oregon and Pennsylvania Streets (incl. Stone Basement and 2 homes) are removed for redevelopment. A larger unified parcel would be created for new development, while the extended 1st Avenue could potentially give greater access to (and along) the waterfront open space. Additionally, such a right-of-way would allow 1st Avenue to function as the primary
transportation corridor along the waterfront with 2nd Avenue being a secondary access (same as north side of Michigan Street). If a bridge is constructed on the Maple to Oregon corridor, it could have an impact on switching the right-of-way for these streets.

- Installing traffic controls at the 1st Avenue/Michigan Street intersection is one recommended alternative in the Sturgeon Bay Comprehensive Transportation Plan. The need for traffic control will increase if development occurs in the southeast portion of downtown. One option that should be explored is the installation of a roundabout. Roundabouts have successfully been implemented in other northeastern Wisconsin communities and are effective at improving traffic flow (especially for left turn movements), reducing vehicle crashes (and their severity), and enhancing pedestrian safety. They are also usually less expensive to construct than conventional traffic signals. The City should investigate the feasibility of using a roundabout at 1st and Michigan, including verifying that necessary right-of-way exists and that it won’t hamper movement of large vehicles serving Palmer Johnson Yachts and Bay Shipbuilding Company. A future bridge at Maple to Oregon also impacts this intersection and, hence, must be considered before any improvements are made.

- Depending upon the results of the master plan effort for the shipbuilding area, a portion of First Avenue may be desired for an additional production facility for Palmer Johnson Yachts. The City should consider vacating all or a portion of First Avenue between Jefferson Street and Iowa Street. This street
currently serves Bay Shipbuilding and also acts as a bypass of downtown. Depending upon the traffic and utilities impact, alternative locations for the future production facility, closing this portion of First Avenue may be appropriate. After completion of the master plan effort for the shipyards, this issue should be evaluated.

- Many of the streets within the east side downtown area are designated one-way. The one-way streets are primarily intended to improve traffic flow particularly for thru traffic. While the paired one-way street system for Third and Fourth Avenues tends to work well for moving traffic, the one-way pattern for the cross streets tend to make routes very circuitous and confusing, especially for traffic heading west on Michigan Street toward the downtown bridge. Consideration should given to converting the cross streets (Michigan, Louisiana, Kentucky, and Jefferson) to two-way streets. Because such conversions potentially impact parking, traffic back-ups due to bridge openings, and pedestrian movements, detailed study of this issue is necessary prior to a decision being reached.

- Parking improvements. Additional parking will be necessary to serve new activities in the downtown region. There are many possible sites and the total amount of parking necessary will not be known until development proposals are submitted and approved. Of course, significant parking could also be provided by each individual development. The following sites are recommended as potential parking areas.

  - Former substation along Nebraska Street between 1st and 2nd Avenues. This property is already city owned and is not as conducive for new development
due to industrial/utility uses currently located on three sides. It is also centrally located in the southeast portion of downtown.

- **Existing storage yard at Oregon Street/2nd Avenue.** This site is centrally located in order to serve existing and future development in region, including the recommended waterfront park. The site is also currently underutilized and not aesthetically pleasing.

- **Vacant lot on Nebraska Street between 2nd and 3rd Avenues.** This property is being split with the portion containing the existing building being converted to a glass studio. The other half contains a small parking lot that could be purchased and expanded. It would provide parking to serve 3rd Avenue businesses and future development along 2nd Avenue.

- **Twenty-foot strip of PBI property along Oregon Street adjacent to Palmer Johnson service yard.** This property is too narrow for any developed use, but could be converted to a single row of parking backing onto Oregon Street. It also would reserve this land for street widening if needed for a bridge landing in the future.

- **Area between Oregon and Pennsylvania Streets adjacent to PBI Stone Basement building.** This region on the water side of the Stone Basement building could serve redevelopment of the Stone Basement and or a future waterfront park. One idea put forth is to create underground parking at this location with a public plaza situated above.

- **Former Clark gas station at Michigan Street and Second Avenue.** This abandoned gas station is an eyesore along a major transportation corridor. It
is adjacent to the existing city parking lot along Second Avenue. The City should acquire this site in order to expand the parking lot. It would also be appropriate for a visitor information center.
APPENDIX II: ACCOMPANYING CD-ROM

The accompanying CD-ROM contained in this thesis, present the design work that has been described in the preceding text. The purpose for presenting this work in the CD format is so that it would be easily transferred and understood by outside parties in a legible and universal manner. The sheets are referenced in the accompanying text, but in my opinion, the text is not critical to understanding the project, it is only present as supplementary material.

The CD-ROM was produced on a PC laptop computer, but can be used on an IBM or PC as long as Adobe Acrobat Reader Version 5.0 is installed. Windows XP on the PC is also recommended with a hard disk of 1GB minimum.

“Cutting Edge Regeneration.” Landscape Architecture March 2001: 25


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