Riverfront Improvement Master Plan
Riverfront Redevelopment Master Plan Implementation

The Berlin Downtown Riverfront Master Plan implementation will require an organized and consistent process to be successful. Implementation must be done with commitment and dedication. The community must undertake implementation of Master Plan recommendations with the full understanding of its complexity, the time required, and the relationships need to accomplish the plan’s various elements. The community must allocate adequate resources for staff, professional assistance, and for procuring project funding. Implementation requires partnerships. There needs to be a symbiotic relationship developed between public and private sector and individual residents and organizations. These relationships will help to form the implementation team. Finally, implementation must be dynamic and have the ability to make quick responses on unanticipated redevelopment opportunities that may present themselves throughout the process. The implementation team must be able to assess and reprioritize project goals on a continuous basis to take advantage of emerging opportunities.

This section provides a general approach to implementation and highlights key components of the process. The key components of Master Plan implementation include:

1. Implementation Organization
2. Business Retention and Recruitment
3. Potential Funding Sources
4. Implementation Timeline

1. Implementation Organization

The successful implementation of the Berlin Downtown Riverfront Master Plan will depend on the public and private sectors working together to manage implementation tasks appropriate to their expertise and resources. The Implementation Organization diagram (Exhibit 1) identifies the key public and private partners that should be involved in the implementation process and outlines their respective implementation responsibilities.

A Project Management Team (PMT) should be created to coordinate the public and private implementation activities, oversee the implementation process on a daily basis and make recommendations to City Council. The PMT is comprised of a Technical Team and a Lobbying Team. The Technical Team should include city staff, a business association representative and consultants. Agency representatives should also be involved on an as needed basis. The Lobbying Team should include the Mayor, community leaders and Berlin’s legislative representatives. The lobbying team will work with the Technical Team and the City Council in advocating for and securing funding for priority projects. The Lobbying Team should spearhead a promotional campaign to show off and create excitement for the plan. This PR campaign will ultimately promote and encourage fundraising. It is the main objective of the Lobbying team to maintain exposure to the plan and its initiatives until it is completely implemented. A non-profit 501c3 foundation could also be established to serve as a depository for funds generated in a private fundraising campaign that will supplement the
public funding. In addition to the fund depository, the 501c3 can seek out and compete for grant monies designated exclusively to non-profit agencies.

2. Business Retention and Recruitment

One of the most important components of maintaining and growing a downtown is to have healthy merchants and a diversity of activities to keep patrons coming back. Merchants that are successfully meeting their market niche, and who are achieving their own goals for growth and financial viability, are a foundation of business district revitalization and vitality. The addition of creative activity programming, developed around an attractive pedestrian infrastructure, assists in creating an environment in which business recruitment is much easier.

It is exciting that downtown Berlin has some strong, stable and successful businesses. The newly developed PMT should work with the downtown businesses to develop a programmed series of events and activities that compliment the products and services these local businesses provide. By opening views to the Fox River, developing a stronger pedestrian connection to the waterfront and providing flexible and programmable space along the riverfront, an array of possible activities arise. Below is a brief list of potential riverfront activities that have been successful in many river cities throughout the Midwest.

- Evening music in the park
- Pontoon rides
- Kayak and canoe races
- Biathlon start and finish (canoe and run)
- Sculpture walk
- Farmers market
- Easter egg hunt
- Snowman contest
- Ice sculpture contest
- Winter fest
- Crafts weekend
- Candle light river walk

Once a successful activities program is complete (stable and maintaining attendance) the opportunity and ease to recruit targeted businesses to fill vacant storefronts in the downtown becomes a much easier endeavor.

5. Potential Funding Sources

There are a number of funding sources that should be considered as part of a comprehensive funding strategy for implementing the Berlin Waterfront Master Plan. Potential funding sources include:

Local Funding Sources
**Tax Incremental Financing (TIF)**

Tax Incremental Financing (TIF) is one of the best tools for funding downtown improvements. The general concept of TIF is to capture new development within the proposed district boundaries that might not otherwise occur without the use of TIF funding. Typical projects that can be funded by TIF include redevelopment activities such as land assembly, building and facade improvements, public infrastructure improvements, and planning and design activities that support redevelopment.

The City Berlin waterfront redevelopment area is already located within an active TID. Increment coming from the TID could be used to help fund the implementation of the project.

**Business Improvement District (BID)**

The City of Berlin has a current and active Business Improvement District (BID) for the Downtown. The BID provides an annual assessment for properties located within the designated BID boundaries. This assessment can be used contribute toward the funding of the waterfront implementation and to support the management, maintenance and development of the district. This will ultimately improve the economic opportunity and growth of all businesses within the district.

This implementation strategy includes recommendations for a Business Retention and Recruitment program focused on Downtown Berlin. Implementation of this program should be a priority for BID funding.

**Capital Improvement Program (CIP)**

The City should utilize its Capital Improvement Program (CIP) for scheduled street and infrastructure repairs and improvements in the downtown, consistent with its community-wide infrastructure improvement policy. TIF funds should be prioritized for improvements such as streetscape amenities that cannot be funded by other funding sources.

**Hotel/Motel Room Tax**

Currently the State’s room tax is distributed to the Berlin Chamber of Commerce. The city of Berlin could use a portion of their room tax revenues for public improvements such as wayfinding systems and cultural or performing arts programming that encourage and promote tourism.

**Private Donation Program**

Private donation programs allow the private sector to participate in funding some public improvements to supplement public funding sources. Private citizens, community organizations, and the corporate community should all be approached for contributions. A 501c3 foundation should be established to be the depository for funds received, as part of a capital fundraising campaign.
State and Federal Funding Sources

Wisconsin Department Of Transportation

Local Transportation Enhancements (TE) Program

This 80/20 funding program is designed to fund projects that enhance multi-modal activities in order to improve the transportation system. Projects can include the preservation of abandoned railway corridors, rehabilitation/operation of historic transportation buildings, acquisition of scenic easements and scenic or historic sites, landscaping and other scenic beautification, and control or removal of outdoor advertising. Projects must relate to surface transportation.

Wisconsin Department of Commerce

CDBG – Public Facilities for Economic Development Program

This program offers grants to communities to fund infrastructure improvements for specific economic development projects.

Wisconsin Department of Natural Resources

Targeted Runoff Management Grant (TRM Grant)

This grant is available through the WDNR for communities that are not WPDES permitted communities (which the City of Berlin is not at the time of this writing). The grant covers costs up to 70% for construction of eligible Best Management Practices (BMPs), up to 50% for existing structure removal, and up to 70% for engineering services. Funding by the State under this program cannot exceed $150,000 (at the time of this writing). More information about this grant program can be found at this website: http://dnr.wi.gov/org/caer/cfa/EF/NPS/nonpoint.html.

Urban Nonpoint Source and Storm Water Grant (UNPS & SW Grant)

This grant is quite similar to the TRM grant. WPDES (Wisconsin Pollution Discharge Elimination System) permitted and non-permitted communities can apply for this grant. This grant covers up to 50% of construction of BMPs, structure removal and engineering services. Funding by the State under this program cannot exceed $150,000 (at the time of this writing). More information on the UNPS&SW Grant program can be found at this website: http://dnr.wi.gov/runoff/grants/unps.htm.

River Protection Management Grant

This grant is also available through the WDNR for communities just like the City of Berlin. Restoration projects involving stream protection, education, and design for the implementation of the project is eligible. The community can receive up to 75% of the
project costs (at the time of this writing); however a cap for this grant is set at $50,000. Find more at this website: http://dnr.wi.gov/org/caer/cfa/Grants/Rivers/riverprotection.html

**Stewardship Grant**

This program is also administered by the WDNR. Funds under this program can be used for purchasing land for use by the public, to provide and enhance access to the river for water-based recreation, for development of trail systems, restoration of rivers/riverfronts, creation of boat launches, etc. Funding varies annually. Please see this website for more details on this program: http://dnr.wi.gov/org/caer/cfa/LR/Stewardship/subprogram.html and http://dnr.wi.gov/org/caer/cfa/LR/Stewardship/streambank.html.

**Acquisition and Development of Local Parks (ADLP)**

Funds are available to acquire land, rights in land, and develop public outdoor recreation areas for nature-based outdoor recreation purposes, including trails. Funds are allocated by the DNR on a regional basis so applicants compete only against other applicants in their region. Funding will provide 50% of eligible costs, and cannot be used if eminent domain is used to acquire property. Eligible projects must be supported by local comprehensive recreation plans.

**Water Conservation Fund (LWCF)**

LWCF (Land and Water Conversation Fund) is a federal funded program administered by the WDNR to encourage nationwide creation and interpretation of high quality outdoor recreational opportunities. Local projects must relate to Statewide Comprehensive Outdoor Recreation Plan (CORP).

**Recreational Trails Act (RTA)**

This program provides funding to develop and maintain recreational trails and/or trail facilities. Applicants must compete on a state level, and funds are more competitive than the trail funding acquired under the ADLP funding. The proposed trail should be part of a local or other trail system and there should be a trail in the area to link up to now or in the future.

**Recreational Boating Facilities**

These funds are WDNR funds that are supervised by the Wisconsin Waterways Commission. They provide funding for projects that primarily benefit recreational boaters. Eligible projects include boat ramps, launches, restroom facilities, parking lot improvements (paving, line painting, lighting), and other recreational boating amenities. Under this program, construction of capital improvements for safe recreational boating facilities and support facilities such as parking lots, sanitary facilities and security lighting are eligible. When reviewing an application, the Wisconsin Waterways Commission takes into consideration whether an applicant is currently charging a fee for boat launching.

**Urban Rivers Program (UR)**
This program allocates funding for projects that are part of a plan to enhance the quality of a river corridor. There is a sponsor cap of 20% which means that no sponsor can receive more than 20% of the funds allocated in any fiscal year. Applicants compete in a statewide project selection process.

The Urban Rivers program aims to restore or preserve the character of urban river ways through the acquisition of land or easements adjacent to rivers. Purposes of the program are:

- To provide for economic revitalization through the restoration or preservation of urban rivers or riverfronts including nature based outdoor recreation opportunities.
- To improve outdoor recreational opportunities by increasing access to urban rivers for a variety of public uses, including but not limited to, fishing, wildlife observation, enjoyment of scenic beauty, canoeing, boating, hiking and bicycling.
- To preserve or restore significant historical, cultural, or natural areas along urban rivers.
- To serve public recreation or resource conservation purposes through development or habitat restoration projects, including river riparian buffer rehabilitation – establishment of native vegetation and control of exotic specifics, shore land enhancements following dam removal, and shoreline stabilization as part of an overall urban rivers recreation project.

**Urban Green Space (UGS)**

This program provides funding to communities to provide open natural space within or in proximity to urban areas; to protect from urban development areas within or in proximity to urban areas that have scenic, ecological or other natural value; and to provide land for noncommercial gardening for the residents of an urbanized area. Applicants for the UGS program must provide a management plan describing how the property will be managed as urban green space. Applicants compete statewide in the project selection process.

**Acquisition of Development Rights**

The Acquisition of Development Rights Programs provide funding to protect natural, agricultural, or forest lands that enhance and/or provide nature-based outdoor recreation by acquiring conservation easements and compensating landowners for limited future development of their land.

**Wisconsin Department of Tourism**

**Heritage Tourism Program**

The department’s area tourism consultants serve as liaisons to area tourism organizations to assist in developing, packaging, and promoting their historical resources.

**Wisconsin Arts Board**
Established in 1973, the Wisconsin Arts Board is the state agency which nurtures creativity, cultivates expression, promotes the arts, supports the arts in education, stimulates community and economic development and serves as a resource for people of every culture and heritage. To accomplish its mission, the Arts Board awards grants to assist arts and arts education activities, events and opportunities throughout the state. Current grant programs are listed at www.arts.state.wi.us/static/programs.htm.

**National Endowment for the Arts**

The National Endowment for the Arts is a public agency dedicated to supporting excellence in the arts, both new and established; bringing the arts to all Americans; and providing leadership in arts education. Established by Congress in 1965 as an independent agency of the federal government, the Endowment is the nation’s largest annual funder of the arts, bringing great art to all 50 states, including rural areas, inner cities and military bases.

**Wisconsin Humanities Council**

Established in 1972 as an independent affiliate of the National Endowment for the Humanities, the Wisconsin Humanities Council supports public programs that engage the people of Wisconsin in the exploration of human cultures, ideas, and values. To accomplish its mission, the council awards grants to support programs in libraries, museums, universities, historical societies, schools, and other nonprofit settings throughout the state.

**Private Foundations**

Private foundations provide funding to applicants who can demonstrate that their projects meet the mission and goals of the foundation. Many foundations provide financial support for projects that benefit natural resource preservation, community recreation and cultural arts programming that are key goals of the Berlin Waterfront project.

**Miscellaneous Funding**

During this current economic downturn there has been monies made available to stimulate job creation and encourage “Green” development. There are many merits to this plan that lends itself a good candidate for these available stimulus monies. Stimulus dollars are a short term opportunity unlike some of the other above names funding sources. Because of this, a small task force should be organized to investigate and identify potential stimulus opportunities that would align with the intent of the Master Plan.

A number of grant programs in the State offer funding for renewable energy related projects. For instance if the City wishes to use LED lighting for the river walk they may be able to receive grant funds for doing so. More information can be found at this website: [http://energyindependence.wi.gov](http://energyindependence.wi.gov).

As this project evolves other grant-funding opportunities will become apparent. The local county government and UW-Extension are excellent sources in determining additional funding information.
5. Implementation Timeline

An implementation timeline (Exhibit 2) has been prepared to present an initial outline for the sequencing of specific projects and activities over a six-year timeframe. This timeline identifies priority projects, the lead role for project implementation and potential funding sources. Priority projects will be driven by community needs, specific development proposals, planned public infrastructure projects and available funding sources. The receipt of state and federal funding will also determine the project timing. While it is important to focus on a short-term implementation goal of six years, there are many recommended projects that will occur beyond the six-year timeframe.

The implementation timeline should be a flexible, dynamic planning tool. As the implementation process moves forward, different opportunities may present themselves that will require adjustments in project priorities and timing. This document is a working tool that needs to be monitored and updated on an annual basis. It is recommended at the start of each year, the Project Management Team (PMT) establish an annual work program based on completed activities and new opportunities that present themselves.
# Cost Estimate

**Project:** Berlin Riverfront Improvement Plan  
**Project Number:** 2367  
**Cost Estimate Status:** Master Plan  
**Date:** October 13, 2009  
**Estimated by:** ph/gp  
**Approved by:** gp

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<th>Qty</th>
<th>Unit</th>
<th>Unit Cost</th>
<th>Item Total</th>
<th>Comments</th>
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<td>ls</td>
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<td>sf</td>
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<td>$36,600.00</td>
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<td>17 Seat wall</td>
<td>115</td>
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<td>$3,450.00</td>
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<td>18 Boat docking</td>
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<td>ea</td>
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<td>$40,000.00</td>
<td>Floating dock and ramp system</td>
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<td>19 Open pavilion</td>
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<td>$25,000.00</td>
<td>$25,000.00</td>
<td>Off the shelf wood structure</td>
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<td>21 Decking changes</td>
<td>1,675</td>
<td>sf</td>
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<td>Adding and close out existing decking, add steps and railing</td>
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<td>22 Building entrance plaza</td>
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<td>sf</td>
<td>$12.00</td>
<td>$20,100.00</td>
<td>Concrete plaza with paver accents</td>
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<td>23 River wall bridge to deck</td>
<td>125</td>
<td>750</td>
<td>$40.00</td>
<td>$5,000.00</td>
<td>Piling wall averaging 6' tall from water</td>
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<td>24 Structural river walk at deck</td>
<td>125</td>
<td>sf</td>
<td>$30.00</td>
<td>$3,750.00</td>
<td>Concrete wall</td>
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<td>25 Dirty rip rap with native seeding</td>
<td>950</td>
<td>cy</td>
<td>$52.00</td>
<td>$49,400.00</td>
<td>6'-10' larger rip rap covered with dirt and seeded with flood tolerant native seed mix. 10' wide.</td>
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<td>26 Pedestrian Lighting</td>
<td>11</td>
<td>ea</td>
<td>$3,000.00</td>
<td>$33,000.00</td>
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<td>27 Roadway lighting</td>
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<td>ea</td>
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<td>$45,000.00</td>
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<td>28 Benches</td>
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<td>ea</td>
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<td>$7,200.00</td>
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<td>29 Trash Receptacle</td>
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<td>ea</td>
<td>$800.00</td>
<td>$3,200.00</td>
<td>Metal trash receptacle</td>
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<td>Item</td>
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<td>Large boulders</td>
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<td>Landscape beds</td>
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<td>sf</td>
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<td>$18,375.00</td>
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<td>Landscape</td>
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<td>ea</td>
<td>$800.00</td>
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<td>Tree planting</td>
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<td><strong>Total</strong></td>
<td></td>
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<td></td>
<td>$609,679.00</td>
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<tr>
<td>North River walk and Amphitheater</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Excavation and grading</td>
<td>1</td>
<td>ls</td>
<td>$15,000.00</td>
<td>$15,000.00</td>
<td>Removals and grading site</td>
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<td>Parking lot removal</td>
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<td>sy</td>
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<td>$1,200.00</td>
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<td>Utility improvements</td>
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<td>ls</td>
<td>$30,000.00</td>
<td>$30,000.00</td>
<td>Electric, storm and sanitary improvements</td>
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<td>$5,500.00</td>
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<td>River walk entrance plaza at bridge</td>
<td>160</td>
<td>if</td>
<td>$50.00</td>
<td>$8,000.00</td>
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<td>Structured river walk</td>
<td>120</td>
<td>if</td>
<td>$700.00</td>
<td>$84,000.00</td>
<td>Concrete with paver accents from bridge to pump house includes substructure</td>
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<td>Amphitheater plaza</td>
<td>1,725</td>
<td>sf</td>
<td>$12.00</td>
<td>$20,700.00</td>
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<td>Restrooms added to pump house</td>
<td>1</td>
<td>ea</td>
<td>$100,000.00</td>
<td>$100,000.00</td>
<td>Block enclosed bathrooms with additional roof structure</td>
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<td>Restroom plaza</td>
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<td>sf</td>
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<td>Riverwalk entrance plaza</td>
<td>135</td>
<td>sf</td>
<td>$12.00</td>
<td>$1,620.00</td>
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<td>Pedestrian entrance walk</td>
<td>2,088</td>
<td>sf</td>
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<td>Limestone amphitheater seating</td>
<td>240</td>
<td>if</td>
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<td>$12,000.00</td>
<td>Large snapped limestone blocks</td>
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<td>14,525</td>
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<td>3&quot; asphalt on 8” gravel base</td>
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<td>Boat docking</td>
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<td>2,550</td>
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<td>5&quot; thick concrete walk</td>
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<td>sf</td>
<td>$12.00</td>
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<td>Benches</td>
<td>6</td>
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<td>Trash Receptacle</td>
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<td>Demolition of existing wall</td>
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**Total**: $1,516,840.00

15% Contingency: 15.00%

$227,526.00

**Total with Contingency**: $1,744,366.00
Berlin Waterfront Project

PROPOSED IMPLEMENTATION ORGANIZATION

City Council

Project Approval

Project Management Team (PMT)

Technical Team
City Staff
Business Association Rep
Agency Reps
Consultants

Lobbying Team
Mayor
Community Leaders
Legislators

Private Partners

Berlin Foundation
50103

Private Partners - Implementation Responsibilities
Business District Management
Marketing and Promotion
Private Fundraising
Special Events Programming
Education
Public Outreach

Public Partners

Regulatory Agencies

Public Partners - Implementation Responsibilities
COMMERCE DEPT.
DNR
DOT

Public Funding Agencies

Private Partners

Local
County
State
Federal

Public Improvement
Redevelopment
Agency Coordination
Design Review and Approval
Lobbying
Marketing and Promotion

Interest Groups

• Bicycle
• Environmental
• Native American
• River Coalition
• Boating Advocates

Exhibit 1
### Berlin Riverfront Redevelopment Project - Implementation Timeline (2009-2018)

#### I. Implementation Planning
- Adoption of Waterfront Master Plan
- Establish Implementation Organization
- Special Events Programming
- Annual Review/Monitoring of Implementation Plan

#### II. Funding
- Conduct Public Funding Summit
- Establish Berlin Foundation
- Create TIF District
- Create BID District
- Private Fundraising Strategy/Capital Campaign
- Annual Grant Applications
- Maintain Regular Contact with Funders

#### III. Public Relations/Outreach
- Create, Maintain, and Update Website
- Media Relations
- Develop Promotional Materials
- Public Education/Speakers Bureau
- Regional Partners Outreach

#### IV. City-Sponsored Private Redevelopment
- Market Analysis for Fortnum Property
- Assemble Fortnum Property
- Establish TIF Subsidy Formula
- Prepare Fortnum Property
- Developer Selection
- Negotiate Development Agreements

#### VI. Public Projects

**Phase One - River and Parking Lot Redevelopment (Ceresco to Broadway)**
- Design team
- Programming
- Design and Engineering
- Permitting
- Bidding and Construction

**Phase Two - Park Improvements (Broadway to West Noyes)**
- Design team
- Programming
- Design and Engineering
- Permitting
- Bidding and Construction

**Phase Three - Riverwalk Noyes to Pedestrian Bridge**
- Design team
- Programming
- Design and Engineering
- Permitting
- Bidding and Construction

**Phase Four - Roadway Improvements (Ceresco to Noyes)**
- Design team
- Programming
- Design and Engineering
- Permitting
- Bidding and Construction

**Wayfinding**
- Community Wayfinding Program
- Design
- Bidding and Installation

#### Funding Source
- City TIF (Tax Incremental Financing)
- 501c3 Foundation
- State/Federal Grants
- Private (501c3 Foundation)
- BID (Business Improvement District)
- Wisconsin DOT
- CIP (Capital Improvement Program)
- Private (Motel/Hotel Room Tax, Business Association)
- Interest Groups
- Local Funds
- Community Renewal Program
- State/Local funding

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<th>Activity</th>
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<th>2012</th>
<th>2013</th>
<th>2014</th>
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<td>2014</td>
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*Note: The table above is a representation of the timeline and funding sources for the Berlin Riverfront Redevelopment Project. Detailed project activities and funding sources are listed in the document.*

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*Source: Berlin Waterfront Timeline 2009 to 2018.xlsx*
Berlin Riverfront Improvement Plan - Typical Cross Sections

Berlin, Wisconsin
Berlin Riverfront Improvement Plan - Site Amenities

Berlin, Wisconsin