



CITY OF
MANITOWOC
COMPREHENSIVE PLAN

2043

**CITY OF MANITOWOC
COMPREHENSIVE PLAN
UPDATE APPENDICES**

DRAFT: FEBRUARY 2023

Appendix A: Data Analysis, Plan Inventory, and Existing Conditions

Draft #3: February 2023

TABLE OF CONTENTS

INTRODUCTION	1
SECTION ONE: ISSUES AND OPPORTUNITIES	3
Population Trends.....	3
Population Forecasts	4
Demographic Trends.....	6
Public Health.....	9
Household Trends.....	10
Household Projections.....	13
SECTION TWO: LIVABILITY, SUSTAINABILITY, AND HEALTH	17
Livability Components	17
Ongoing Sustainability Initiatives.....	18
Public Health Initiatives	18
SECTION THREE: LAND USE.....	19
Land Development Trends.....	19
Residential Development Trends.....	19
Non-Residential Development Trends	20
Land Supply.....	23
Projected Land Use Demand.....	24
Land Use Plans	25
SECTION FOUR: TRANSPORTATION.....	27
Existing Transportation Network	27
Review of City, State, and Regional Transportation Plans.....	32
SECTION FIVE: UTILITIES AND COMMUNITY FACILITIES.....	37
Existing Utility and Community Facilities Plans.....	37
Existing Utility and Community Facilities	39
SECTION SIX: HOUSING AND NEIGHBORHOOD DEVELOPMENT	47
Housing Programs.....	47
Housing Plans.....	48

SECTION SEVEN: ECONOMIC DEVELOPMENT 49

Employment Projections.....49

Economic Trends..... 51

Environmentally Contaminated Sites..... 54

Economic Development Programs and Agencies..... 55

Assessment of Manitowoc’s Economic Strengths and Weaknesses 59

SECTION EIGHT: AGRICULTURE, NATURAL, AND CULTURAL RESOURCES 61

Agricultural Resources 61

Character of Farming in the Manitowoc Area..... 61

Assessment of Farmland Viability 61

Farmland Preservation Efforts 63

Natural Resources Inventory 66

Natural Resources Plans 74

CULTURAL RESOURCES 74

Brief History of Manitowoc..... 74

Historic Sites and Resources 75

Archeological Sites..... 77

Previous Historic Resource Planning and Preservation Initiatives 77

SECTION NINE: INTERGOVERNMENTAL OPPORTUNITIES..... 79

Existing Regional Framework..... 79

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INTRODUCTION

This Data Analysis, Plan Inventory, and Existing Conditions document contains relevant demographic, housing, development, education, and economic trends experienced in the City of Manitowoc, neighboring communities, Manitowoc County, and Wisconsin. It also provides the existing conditions, relevant plans, and supplemental statutorily required information for each section that correlates directly to the applicable chapter in the main body of the Plan. In total, it gives an understanding of the trends currently influencing Manitowoc today as well as how they may affect the City in the future.

It is important to note that before this plan was being written, the world was experiencing the COVID-19 pandemic. Data collected in 2020 and beyond reflects pandemic impacts and are influenced by lower Census response rates, all while the social and economic implications of this event are not yet known and are still unfolding. Because of this, the recent data trends provided in this document may not reflect the trends that will occur in the coming years.

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SECTION ONE: ISSUES AND OPPORTUNITIES

POPULATION TRENDS

According to the United States Census, the City of Manitowoc’s population in 2020 was 34,626. Overall, the City has experienced varying patterns of population growth since 1970. The community experienced a slight decrease in population during the 1970s, 1980s. However, in the 1990s, the population steadily rebounded, increasing at a modest rate and eventually reaching its peak in 2020 at 34,626. Over the last decade, the City has experienced modest growth of 3%. The stalled population growth experienced in Manitowoc during the 2000s is likely in part due to the Great Recession, housing market collapse, and subsequent stagnant economic recovery that many communities have experienced since. Like many other small-to-mid sized Wisconsin communities, Manitowoc has struggled over the past decade to bounce back and recover from the Recession’s effects.

In comparison to other neighboring communities, the County, and the state, Manitowoc has experienced much more stable and modest growth and decline by percentage change in recent decades. The community experienced its largest growth percentage between 1990-2000, with more modest increases between 2010-2020. It should also be noted that since the 1990s, the entire region has experienced turbulent population changes, especially during the first decade of the 2000s, in which the region was significantly impacted by the Great Recession.

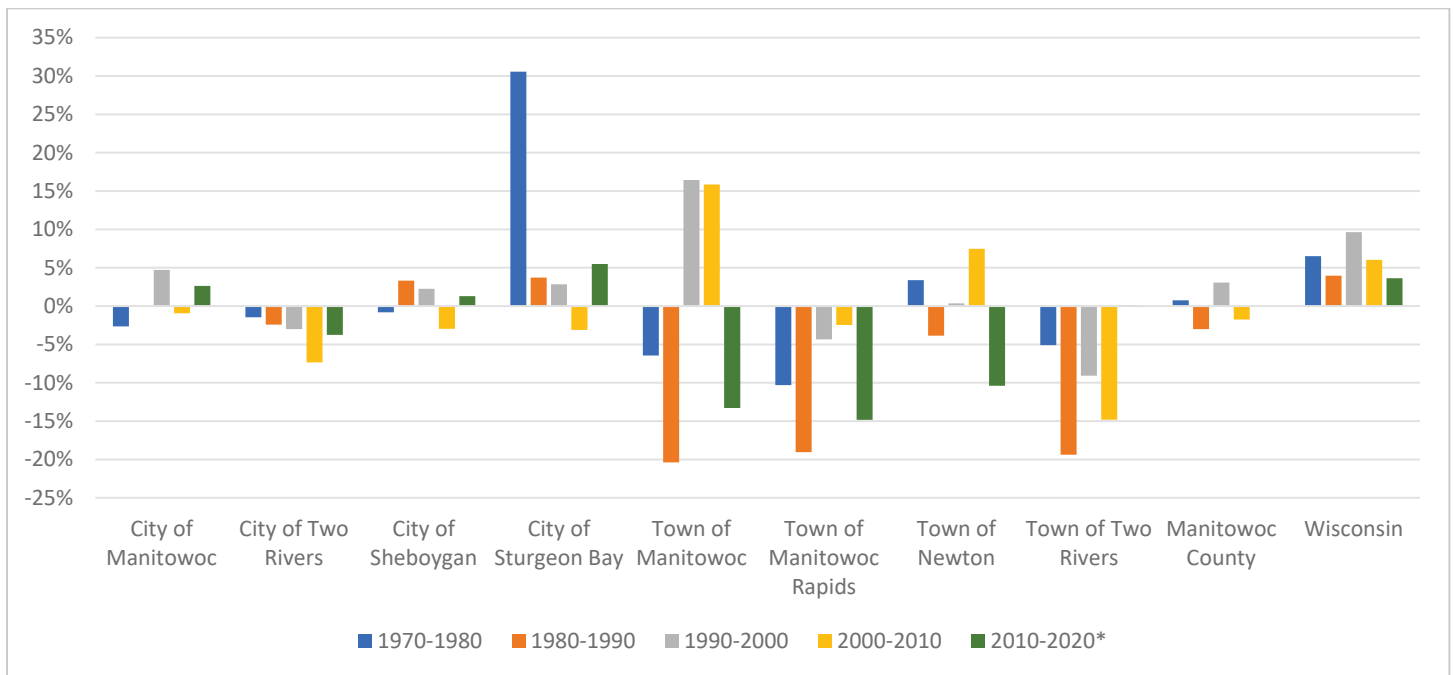
In 2000, the City accounted for 41 percent of the County’s population, a figure which remained relatively constant since 1970. In 2020, the City accounted for 43 percent of the County’s overall population. Like the City, Manitowoc County experienced slow growth overall, buoyed by population growth from 1990 to 2000. The adjacent City of Two Rivers experienced a continually declining population during the decades from 1970 to 2020. These jurisdictions stand in contrast to the State, which experienced continued growth throughout this period.

Figure A.1.1: Population Comparison

	1970	1980	1990	2000	2010	2020
City of Manitowoc	33,430	32,547	32,520	34,053	33,736	34,626
City of Two Rivers	13,553	13,354	13,030	12,639	11,712	11,271
City of Sheboygan	48,484	48,085	49,676	50,792	49,288	49,929
City of Sturgeon Bay	6,776	8,847	9,176	9,437	9,144	9,646
Town of Manitowoc	1,258	1,177	937	1,091	1,264	1,096
Town of Manitowoc Rapids	3,552	3,186	2,579	2,467	2,406	2,049
Town of Newton	2,256	2,332	2,242	2,250	2,418	2,167
Town of Two Rivers	2,806	2,663	2,147	1,952	1,663	1,665
Manitowoc County	82,294	82,919	80,421	82,887	81,442	81,359
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	5,686,986	5,893,718

Source: U.S. Census Bureau, 1970-2020 Census.

Figure A.1.2: Population Growth Comparison



Source: U.S. Census Bureau, 1970-2020 Census.

POPULATION FORECASTS

Projections are important components of the planning process and provide a guide for decision makers. Since the market has fluctuated over the past 30 years, it is more important to factor in multiple projection scenarios to account for the various outcomes that could occur in the future. Seven different population projection scenarios for the City through the year 2045 were calculated and compared.

These projections were derived using a variety of methodologies:

- **Linear Growth Rate 1990-2021, 2000-2021, 2010-2021.** This set of projections were calculated using the average annual population change over the time period and projecting that rate forward to 2045. The average annual population change for the various time periods ranged from 27 to 85 new residents per year.
- **Compounded Percentage Rate 1990-2021, 2000-2021, and 2010-2021.** These estimations are determined utilizing the annual average percentage change over the time period and extrapolating that rate forward to 2045. The average projected percentage change for the three time periods ranged from 2%-5% growth.
- **Department of Administration (WisDOA) Projection.** In 2013, the State Department of Administration forecasted population change for all communities in Wisconsin based on 2010 U.S. Census data. As shown, this data is clearly outdated, though may offer a potential population projection mirroring trends experienced and anticipated throughout many small and medium-sized communities throughout the state.

Based upon these scenarios (excluding the outdated WisDOA projections), the City’s population is projected to be between 35,314 and 36,886 in the year 2045. For the purposes of this Plan, the City will utilize the Compounded Growth Projection scenario from 2000-2020. This model factors in both the population loss experienced between 2000-2010, in addition to the modest population growth experienced between 2010 and 2020, best modeling anticipated growth trends similar to those experienced over the past several years. This population scenario will also be used for housing and land use demand projections later in the Plan. While it is certainly possible that the City will not grow to this population or grow beyond this projection by 2042, a careful approach to land use planning suggests that this Plan shows how that amount of growth could be appropriately accommodated. Market conditions, regional growth, and City’s policies will influence the actual rate of population growth.

Figure A.1.3: City of Manitowoc Population Projections

	2010	2020	2025	2030	2035	2040	2045
WisDOA Projections	33,736	34,626	34,060	34,180	33,890	32,870	-
Linear Growth 1990-2020 (1)	33,736	34,626	34,907	35,258	35,609	35,960	36,311
Linear Growth 2000-2020 (1)	33,736	34,626	34,741	34,884	35,027	35,170	35,314
Linear Growth 2010-2020 (1)	33,736	34,626	34,982	35,427	35,872	36,317	36,762
Compounded Growth 1990-2020 (2)	33,736	34,626	34,926	35,305	35,687	36,074	36,465
Compounded Growth 2000-2020 (2)	33,736	34,626	34,743	34,889	35,036	35,184	35,332
Compounded Growth 2010-2020 (2)	33,736	34,626	34,993	35,457	35,927	36,403	36,886

**Source: WisDOA, 2021 Population Estimates.*

Source: U.S. Census Bureau, 1990-2020 Census.

1. Extrapolated based on the average annual population change over the given years.

2. Extrapolated based on the average annual percent change over the given years.

DEMOGRAPHIC TRENDS

Figure A.1.4 compares the age distribution for the City in the year 2020 to neighboring communities, the County, and the State. Age distribution is an important factor when considering the future demands for housing, schools, park and recreational facilities, and the provision of social services. Demographic data suggests that Manitowoc’s population is getting older. This mirrors national trends, where most communities are experiencing an increasingly aging population with Baby Boomers now reaching retirement age. This trend will present both potential opportunities and issues for the City. The City’s median age and percent of the population over the age of 65 is notably larger than the State of Wisconsin’s averages. Overall, in 2020, the City had approximately 3,850 millennials (age 25-39) and 12,210 residents within retirement age (age 55 or older).

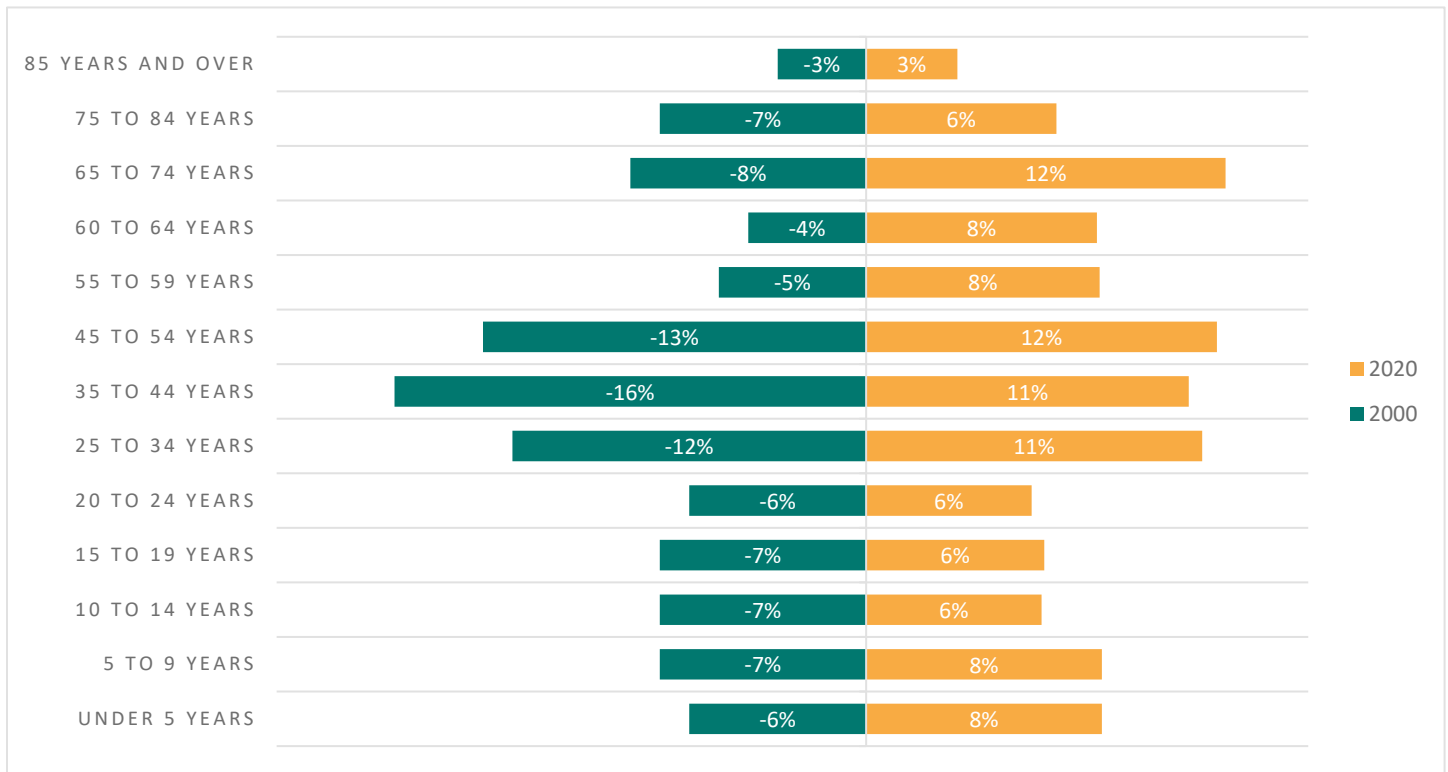
Figure A.1.4: Age Distribution

	Median Age			Percent Under 18			Percent Over 65		
	2000	2010	2020	2000	2010	2020	2000	2010	2020
City of Manitowoc	40	41	45	24%	22%	21%	18.4	18%	22%
City of Two Rivers	38	45	45	25%	21%	20%	16.5	19%	21%
City of Sheboygan	36	37	37	26%	25%	25%	16%	15%	16%
City of Sturgeon Bay	40	42.1	44.5	23%	20%	20%	19%	16%	20%
Town of Manitowoc	42	43	52	21%	26%	18%	15%	15%	26%
Town of Manitowoc Rapids	45	52	52	22%	18%	18%	22%	24%	27%
Town of Newton	38	45	46	25%	23%	24%	10%	15%	17%
Town of Two Rivers	43	51	54	23%	14%	12%	14%	22%	27%
Manitowoc County	38.3	42.4	44.9	25%	23%	18%	16%	17%	20%
Wisconsin	36	38	40	26%	24%	22%	13%	13%	17%

*Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates.

Source: U.S. Census Bureau, 2000-2020 Census.

Figure A.1.5: Manitowoc Population Pyramid



2020 Data Source: EMSI, Q2 2021 Data Set.

2000-2020 Data Source: U.S. Census Bureau, 2000-2020 Census.

Many communities throughout Wisconsin have steadily experienced a demographic shift over the past 20 years with an increasingly diverse race and ethnicity makeup. The 2020 Census data suggests that Manitowoc remains diverse relative to its County and its neighboring towns and cities yet is notably less diverse than the State of Wisconsin. The City’s non-white population in 2020, 8.3 percent, was higher than in the surrounding towns, cities, and county, where the non-white population ranged from less than 1.0 percent in Manitowoc and Manitowoc Rapids, to 6 percent in the City of Two Rivers, and 6.5 percent in Manitowoc County. In contrast, the State’s non-white population was 10.8 percent.

The racial groups represented in the City’s population include a high percentage of Asian (5.9 percent) residents and smaller populations of Black (2.3 percent), Native American (0.5 percent), and some other race or races (2.6 percent). The community’s residents that identify as Hispanic and Latino comprise 5.5 percent of the population.

While the City is still well over 85% white, the Asian, Black, and Hispanic or Latino populations have increased since 2000. The City is cognizant of this shift, but must continue to recognize potential barriers, increase inclusiveness, and strive to provide equitable services and representation in local government. It is likely that Manitowoc will continue to be attractive for all racial and ethnic groups with its good schools, affordable housing, and high quality of life. This diversity presents many opportunities (e.g. new businesses, general cultural diversity) and challenges (e.g. language barriers, mixing of new cultures with long-term, Germanic traditionalists). As racial diversity in the City increases, median age may also begin to decline – as is observed in other diversifying communities.

Figure A.1.6: Race and Ethnicity

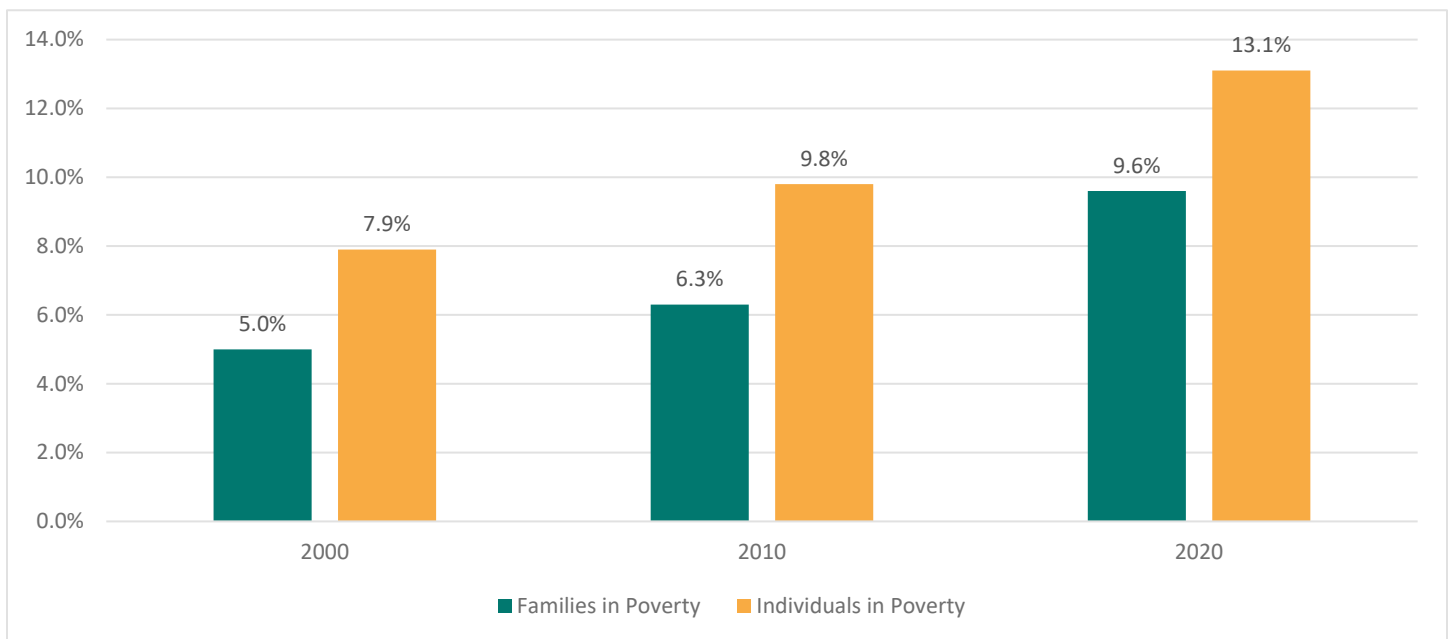
Race	2000	2010	2020*
White	93.0%	91.8%	88.0%
Black or African American	0.4%	0.9%	2.3%
American Indian	1.3%	0.4%	0.5%
Asian	3.8%	4.4%	5.9%
Other	1.5%	1.2%	0.7%
Two or More	1.0%	1.3%	2.6%
Ethnicity			
Hispanic or Latino	2.8%	4.6%	5.5%

2020 Data Source: EMSI, Q2 2021 Data Set.

2000 and 2020 Data Source: U.S. Census Bureau, 2000 and 2020 Census.

Another trend that the City must be cognizant of over the planning period is both individuals and families in poverty. The 2008 Great Recession played a part increasing poverty rates for both families and individuals in 2010. In subsequent years, the rates of both families and individuals in poverty has continued to steadily increase. Nationally, the same poverty trends are taking place as the income inequality gap continues to get larger, the cost of housing increases, wages stay stagnant, and student debt rises. It should also be noted that the global COVID-19 pandemic has played a role in increasing this divide and perpetuating the income inequality gap. It will be important for the community to consider these trends when adding or revising services in the future.

Figure A.1.7: Poverty



Source: U.S. Census Bureau, 2000-2020 Census.

PUBLIC HEALTH

In planning and assessing the community’s existing and future service needs, it is crucial to review and compare the public health of the area compared to neighboring and similar sized counties. Manitowoc County ranks 53 out of 72 counties in Wisconsin, significantly higher than comparable counties, all of which have better health outcome ranking scores. Additionally, the County is in the process of completing its 2022 Community Health Assessment, which will offer even greater detail on relevant data in comparison to the state and country overall. There are several key areas that will likely overlap with areas that the County will prioritize as focus areas where Figures A.1.8 and A.1.9 below show needed improvement.

Figure A.1.8: Public Health Context

	Overall Health Outcome Ranking*	Percentage of Adult Obesity	Poor or Fair Health
Manitowoc County	53 out of 72	36%	15%
Kewaunee County	15 out of 72	35%	15%
Brown County	31 out of 72	34%	15%
Calumet County	8 out of 72	28%	13%
Sheboygan County	14 out of 72	33%	14%
Ozaukee County	1 out of 72	24%	11%
Outagamie County	13 out of 72	33%	14%
Wisconsin	N/A	32%	15%

*Health outcomes rankings are a combination of factors including length of life, quality of life, health behaviors, clinical care, social and economic factors, and physical environment.

Source: 2021 County Health Rankings, University of Wisconsin Population Health Institute.

Figure A.1.9: Public Health Context 2

	Adults Aged 20+ Diagnosed With Diabetes*	Leading Cause of Death**	Life Expectancy***
Manitowoc County	7%	Heart Disease (260.9 per 100,000)	79.4
Kewaunee County	7%	Heart Disease (208.8 per 100,000)	82.0
Brown County	8%	Heart Disease (192.4 per 100,000)	80.1
Calumet County	8%	Heart Disease (157.8 per 100,000)	81.4
Sheboygan County	8%	Heart Disease (227.2 per 100,000)	79.6
Ozaukee County	6%	Heart Disease (273.3 per 100,000)	81.8
Outagamie County	8%	Heart Disease (176.6 per 100,000)	80.3
Wisconsin	9%	Heart Disease (199 per 100,000)	79.5

*Source: CDC, 2019.

**Source: 2017 Wisconsin Public Health Profiles. Wisconsin Department of Health Services.

***Source: Life Expectancy in Wisconsin 2010-2014. Wisconsin Department of Health Services, 2016.

Other data trends to note from the existing 2016 Manitowoc County Health Assessment and Wisconsin Public Health Profile:

- Manitowoc County’s top six identified health issues are alcohol and drug use, mental health, physical activity, nutrition, health care service access, and chronic disease prevention and management.
- Manitowoc County has a lower rate of suicide per 100,000 people than Wisconsin or the United States.
- Manitowoc County has a higher percentage of motor vehicle deaths involving alcohol than that of Wisconsin or the United States.
- Manitowoc County has similar percentages of adults with obesity compared to that of Wisconsin and the United States.
- Manitowoc County has a much lower rate of childhood deaths (under 1 year old) than that of Wisconsin or the United States.

HOUSEHOLD TRENDS

This section describes the characteristics of the City's housing stock including type, value, occupancy status, age, and structural condition. This section also provides projected housing demand in the City, and describes housing development and rehabilitation programs available to City residents. Chapter Three: Land Use, also provides extensive information on the City's residential building activity.

Average household size is also another good metric that can be used to evaluate housing needs and preferences, in addition to land use demands in the future. Since 2000, Manitowoc's average household size has decreased to 2.17 people per household. This is similar to state and national trends, where average household sizes have been decreasing in part due to the increase in the aging population, people waiting longer to start a family, and generational lifestyle preferences.

While household size is shrinking, the total number of housing units has increased slightly since 2010, in contrast to more significant growth experienced between 2000-2010. The rates of housing unit growth in Manitowoc is slightly lower than those in other neighboring communities and regionally, and the region has generally experienced only very modest rates of housing unit growth. The marginal increases in housing unit supply are a key component of the City's existing issues that have a major impact on the community's future opportunities. As such, this topic is explored in greater detail throughout this Plan, including the Issues and Opportunities, Land Use, and Housing Chapters.

The median value of a home in the City is lower than in nearly all the neighboring towns, higher than only the median value of housing in the City of Two Rivers. This is typical of the relationship between cities and neighboring towns, where larger lots facilitate the construction of larger, higher valued homes, and where older, smaller and lower valued houses are in shorter supply. Manitowoc's median home value is significantly lower than the County's as a whole, as well as Wisconsin's.

In 2020, Manitowoc's average household size was lower than most comparable jurisdictions. This trend may reflect the decline of average household size nationwide. On average, household size tends to be lower in urban areas, which is largely attributed to the greater number of single person households. This factor is important to consider when planning for land use demand and the distribution of housing in the City. The trend toward smaller households suggests the need for types of housing that accommodate singles, small families, empty-nesters, aging Baby Boomers, and single-parent households.

The City also has a significantly lower percentage of owner-occupied homes than the surrounding towns and the County, but these jurisdictions are well above the State and national averages. This trend is a function of the City's income diversity and household mix. The City's rate of owner-occupied housing is comparable to Wisconsin and the U.S.

Figure A.1.10: Housing Units and Households Comparison

	Total Housing Units			Total Households		
	2000	2010	2020	2000	2010	2020
City of Manitowoc	15,007	15,955	16,059	14,235	14,919	14,609
City of Two Rivers	5,547	5,698	5,524	5,221	5,142	5,123
City of Sheboygan	21,762	22,339	21,819	20,779	20,917	20,227
City of Sturgeon Bay	4,447	4,903	5,217	4,048	4,825	4,516
Town of Manitowoc	442	459	495	420	457	472
Town of Manitowoc Rapids	822	878	874	809	817	846
Town of Newton	850	953	881	795	926	784
Town of Two Rivers	766	825	906	734	738	818
Manitowoc County	34,651	37,189	37,538	32,721	34,171	34,435
Wisconsin	2,321,144	2,593,073	2,727,726	2,084,544	2,274,611	2,377,935

Source: U.S. Census Bureau, 2015-2020 American Community Survey 5-Year Estimates.

Source: U.S. Census Bureau, 2000-2020 Census.

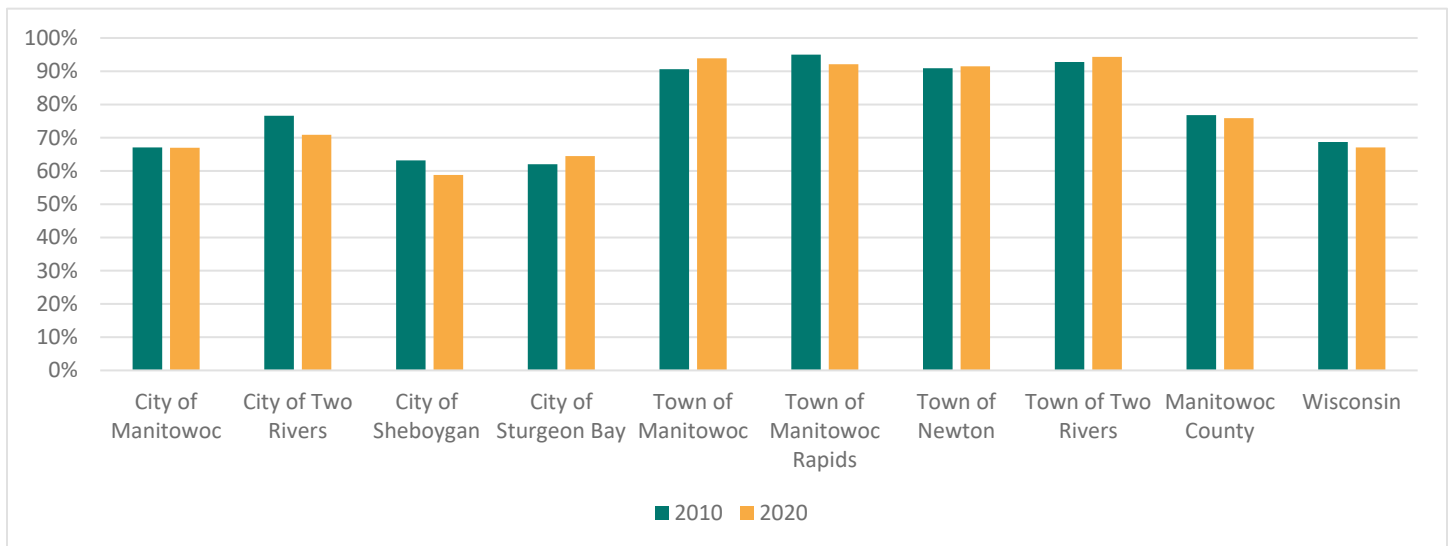
Figure A.1.11: Household Size and Housing Ownership Comparison

	Average Household Size			Percent Owner-Occupied Housing Units		
	2000	2010	2020	2000	2010	2020
City of Manitowoc	2.32	2.24	2.17	68%	67%	67%
City of Two Rivers	2.40	2.27	2.14	73%	77%	71%
City of Sheboygan	2.39	2.38	2.34	61%	63%	59%
City of Sturgeon Bay	2.30	2.1	1.94	67%	62%	65%
Town of Manitowoc	2.55	2.47	2.32	85%	91%	94%
Town of Manitowoc Rapids	2.78	2.55	2.32	94%	95%	92%
Town of Newton	2.78	2.56	2.76	90%	91%	92%
Town of Two Rivers	2.57	2.36	2.04	93%	93%	94%
Manitowoc County	2.49	2.36	2.26	76%	77%	76%
Wisconsin	2.50	2.41	2.38	68%	69%	67%

Source: U.S. Census Bureau, 2015-2020 American Community Survey 5-Year Estimates.

Source: U.S. Census Bureau, 2000-2020 Census.

Figure A.1.12: Percent of Owner-Occupied Housing Units Comparison



Source: U.S. Census Bureau, 2000-2020 Census.

Figure A.1.13: Housing Costs Comparison

	Median Gross Rent			Median Monthly Owner-Occupied Costs (with a mortgage)			Median Value of Owner-Occupied Units		
	2000	2010	2020	2000	2010	2020	2000	2010	2020
City of Manitowoc	\$430	\$548	\$672	\$834	\$1,057	\$1,020	\$86,000	\$108,600	\$112,000
City of Two Rivers	\$424	\$527	\$679	\$784	\$1,016	\$956	\$77,900	\$98,100	\$93,400
City of Sheboygan	\$477	\$590	\$708	\$883	\$1,163	\$1,087	\$89,400	\$117,000	\$121,600
City of Sturgeon Bay	\$452	\$717	\$796	\$831	\$1,221	\$1,111	\$89,700	\$138,400	\$154,100
Town of Manitowoc	\$642	\$1,060	\$850	\$970	\$1,359	1212	\$118,200	\$160,400	\$165,200
Town of Manitowoc Rapids	\$385	\$585	\$534	\$950	\$1,569	\$1,538	\$133,000	\$188,900	\$210,900
Town of Newton	\$525	\$568	-	\$984	\$1,304	\$1,294	\$111,500	\$160,200	\$206,300
Town of Two Rivers	\$558	\$544	\$779	\$872	\$1,274	\$1,163	\$103,800	\$147,200	\$163,900
Manitowoc County	\$433	\$547	\$679	\$860	\$1,181	\$1,114	\$90,900	\$124,000	\$133,200
Wisconsin	\$540	\$713	\$872	\$1,024	\$1,433	\$1,436	\$112,200	\$169,000	\$189,200

Source: U.S. Census Bureau, 2015-2020 American Community Survey 5-Year Estimates.

Source: U.S. Census Bureau, 2000-2020 Census.

HOUSEHOLD PROJECTIONS

For planning purposes, the number of households is used to estimate demand of additional housing or dwelling units. If household size decreases, the number of households (and hence housing units) can be expected to increase for a given population. Changes in household composition will also influence the level of demand for various types of housing units such as housing suitable seniors or for families with children. Trends indicate that there will be a continued need for a range of household types for various age, income, and lifestyles.

The number of projected households for Manitowoc through the year 2040 was calculated using the population projection numbers used above in Figure A.1.3, in addition to custom household size projections over the next 20 years based upon U.S. Census data and the City’s current average household size. This Plan assumes that the City’s 2020 household size figure will be consistent over the planning period. As with the population projections in Figure A.1.3, multiple projections were calculated using different methods and years to provide a range of potential future household totals. For the purpose of consistency, the Compounded Growth Projection between 2000-2020 was also selected to forecast future households. Utilizing this projection model, in 2030, it is projected that the City will add 19 new households, and by 2040, 182 total new households.

Figure A.1.14: Projected Number of Households

	Number of Households						Additional Households	Additional Households
	2010*	2020*	2025	2030	2035	2040	2020-2030	2020-2040
Linear Growth 1990-2020 (1)	14,919	16,059	16,086	16,248	16,410	16,571	189	577
Linear Growth 2000-2020 (1)	14,919	16,059	16,009	16,076	16,142	16,208	17	175
Linear Growth 2010-2020 (1)	14,919	16,059	16,121	16,326	16,531	16,736	267	759
Compounded Growth 1990-2020 (2)	14,919	16,059	16,095	16,269	16,446	16,624	210	637
Compounded Growth 2000-2020 (2)	14,919	16,059	16,010	16,078	16,146	16,214	19	182
Compounded Growth 2010-2020 (2)	14,919	16,059	16,126	16,340	16,556	16,776	281	805
Custom Household Size Projections**	2.24	2.17	2.17	2.17	2.17	2.17	-	-

*Source: U.S. Census Bureau, 1990-2020 Census.

**Source: Projections are based on 1990-2020 U.S. Census Bureau data.

1. Extrapolated based on the average annual population change over the given years.

2. Extrapolated based on the average annual percent change over the given years.

The City’s housing unit mix has remained consistent between 2000-2020. While the number of single-family homes increased between 2000 and 2020, the opposite trend occurred within the same time period for two-family units. Significantly, very few housing units were constructed during the last decade, resulting in housing development stagnation that has not balanced the City’s housing makeup.

Figure A.1.15: Percentage of Total Housing Units

	2000	2010	2020	New Unit Change Between 2010-2021
Single Family	64%	65%	66%	1%
Two Family	17%	13%	14%	1%
Multi-Family	16%	19%	18%	-1%
Mobile Home	3%	3%	2%	-1%

Source: U.S. Census Bureau, 200-2020 Census.

Due to a range of factors, housing affordability is now one of the most prominent issues of our time. This is a result of a combination of factors, including the Great Recession and slow economic recovery, changing personal preferences, shifting demographics, tightened lending practices, lack of developers, and overall financial feasibility of building new housing in many areas of the country. As a result, the number of households across the country that are cost burdened is on the rise. Cost burdened is defined as spending over 30% of a household’s total income on housing costs. Households spending greater than 30% often have trouble paying for essentials, transportation, and have a greater chance of financial insecurity. The rate of cost burdened households in Manitowoc is similar to both Manitowoc County and Wisconsin overall. In Manitowoc, 22% of households are cost burdened and 10% spend over 50% of their income on housing. Housing affordability will remain one of the most pressing issues throughout the country over the next decade.

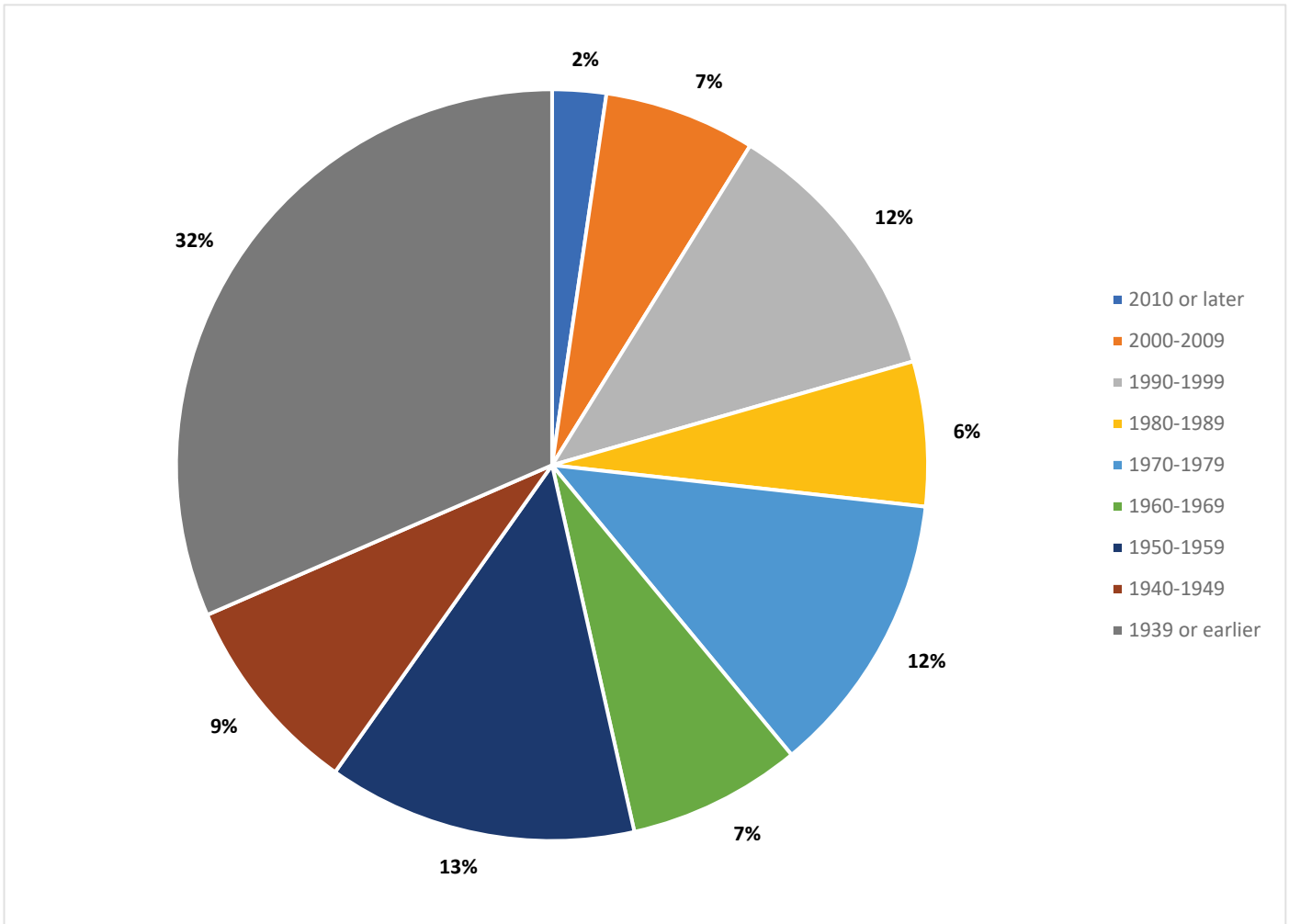
Figure A.1.16: Cost Burdened Households

	City of Manitowoc	Manitowoc County	Wisconsin
Cost Burden <=30%	79%	80%	74%
Cost Burden >30% to <=50%	12%	11%	15%
Cost Burden >50%	10%	8%	12%

Source: U.S. HUD 2022 CHAS data calculated using ACS 2014-2018.

The age of a community’s housing stock is one measure of the general condition of the community’s housing supply. The age of the City of Manitowoc’s housing stock is comprised of disproportionately old housing units. The community has some older housing stock and a modest percentage of newer housing stock. Just over 60% of all of the housing within the community was built before 1970, and while the 1990s and 2000s saw some housing construction (12% and 7%, respectively), only 2% of the City’s housing stock has been constructed since 2010. This presents opportunities in both the revitalization of older neighborhoods and the development of new neighborhoods, though the findings of the past decade indicate that there are likely barriers to housing development within the community that must be overcome.

Figure A.1.17: Age of Housing as a Percentage of Total Housing Stock



Source: U.S. Census Bureau, 2015-2020 American Community Survey 5-Year Estimates.

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SECTION TWO: LIVABILITY, SUSTAINABILITY, AND HEALTH

LIVABILITY COMPONENTS

Manitowoc distinguishes itself by providing a high quality of life to its residents. Many of the City's most important organizations, community spaces, events, and attractions collectively make the City a great place to live by providing unique and important services, places, and activities that bring the community together.

CIVIC ORGANIZATIONS, SCHOOLS, AND COMMUNITY SPACES

- **Downtown Manitowoc.** Revitalized over the past decade, downtown Manitowoc, located primarily along 8th Street, provides a variety of shopping and entertainment options and features establishments for live music, and a variety of events and programming.
- **Wisconsin Maritime Museum.** The Wisconsin Maritime Museum, located at the confluence of the Manitowoc River and Lake Michigan, preserves and teaches about the history of the Great Lakes, providing a variety of exhibits and events in the heart of downtown Manitowoc.
- **Rahr-West Art Museum.** The Rahr-West Art Museum is a City of Manitowoc facility that preserves and enhances its collection of art, provides dynamic learning opportunities related to the visual arts, and serves as a major cultural resource that enriches the life of the community.
- **Capitol Civic Centre.** The Capital Civic Centre is the anchor of Manitowoc's performing arts community. A civic destination and community landmark, the Civic Centre supports the community's creative culture and provides various events and programming in downtown Manitowoc.
- **Manitowoc Public School District.** The District provides a high-quality public education system within the community. Continued support for the school district will continue to attract new residents to the City and allow it to continue to play a major part in the community's livability.
- **Lakeshore Technical College – Downtown Campus.** Lakeshore Technical College's downtown Manitowoc campus offers a wide variety of learning programs and opportunities for area residents, including skill-building and enhancing programs, courses to obtain a high school degree, various language learning courses, and more.
- **UW-Green Bay Manitowoc Campus.** The UW-Green Bay Manitowoc Campus recently began offering 4-year bachelors programs, offering access to a high-quality post-secondary educational system within the community.
- **Parks, Trails, and Natural Areas.** Featuring 36 different parks and conservancy areas, Manitowoc's system of parks and open space provide a wide variety of recreational opportunities. Additionally, the community is surrounded by high-quality natural resources including Lake Michigan, the Manitowoc River, and Little Manitowoc River.
- **Manitowoc Public Library.** Located in downtown Manitowoc, the library features a wide variety of events, programming, and resources.

Other human service organizations that are important to the City and serve a number of clients within the City include Manitowoc County Habitat for Humanity, Salvation Army, St. Vincent de Paul, Red Cross, Manitowoc-Two Rivers Business and Professional Women's Club, Lakeshore Interfaith Hospitality Network of Manitowoc County, Ascend Services, Inc., Manitowoc County United Way, Big Brothers Big Sisters, Boys & Girls Club of Manitowoc County, Hope House of Manitowoc County, the Crossing of Manitowoc County, The Haven of Manitowoc County Incorporated, Painting Pathways Clubhouse, Inc., and Lakeshore CAP.

The Manitowoc community is served by a number of national and worldwide fraternal and service organizations including the Manitowoc Noon Rotary Club, Manitowoc Sunrise Rotary Club, First Kiwanis of Manitowoc, Knights of Columbus Council 710, American Legion, Eagles Club, and the Elks.

COMMUNITY EVENTS

Throughout the region, a wide variety of events are held during the year in which Manitowoc residents are welcome including music festivals, farmer's markets, education events, car shows, movie nights, and more. Additional information on community events can be found at the Manitowoc Area Visitor & Convention Bureau's website:

<https://manitowoc.info>

COMMUNITY ATTRACTIONS & MUSEUMS

The following is an abbreviated list of community attractions in Manitowoc:

- Manitowoc County Historical Society and Heritage Center
- Wisconsin Maritime Museum
- National Marine Sanctuary Designation
- Manitowoc Symphony Orchestra
- West of the Lake Gardens
- Rahr-West Art Museum
- Capitol Civic Centre
- Lincoln Park Zoo
- Mariners Trail

The City of Manitowoc Department of Tourism serves as the Destination Marketing Organization for Manitowoc. Branded as Visit Manitowoc, this department is responsible for maintaining strong relationships with local hotels, restaurants, and tourist attractions to promote Manitowoc as a tourist destination at the state and national level. Their website and social media outlets are updated regularly with the latest events and attractions around Manitowoc:

<https://www.manitowoc.org/2426/Tourism>

ONGOING SUSTAINABILITY INITIATIVES

Manitowoc has demonstrated a strong commitment to advanced community sustainability by participating in the following programs and initiatives:

- **Committing to Natural Resource Preservation and Redevelopment.** The City has established a strong commitment toward maximizing the efficiency of the built environment and preserving the natural environment. This has primarily been accomplished through continued protection of environmental corridors along Lake Michigan, the Manitowoc River, and the Little Manitowoc River. Additionally, the ongoing development of the River Point District is a model redevelopment in the City incorporating mixed-use development, connections to natural resources, and public open space improvements.
- **Promoting Alternative Forms of Transportation.** Manitowoc continues to enhance multi-modal transportation options through planning and direct capital improvement. This has included a Bicycle and Pedestrian Plan and Park and Open Space Plan. It has also directly invested in bus route expansions in the City, bicycle trail/route/on-street connections, sidewalk enhancements, and intersection safety improvement.

PUBLIC HEALTH INITIATIVES

The City, in partnership with the Manitowoc County Health Department, provides a variety of services and advances local initiatives related to public health. These include:

- Monitoring air quality, beach quality, and private well and septic system testing.
- Administering Women, Infants, and Children (WIC) resources for healthy food, nutrition, and access to health services.
- Providing immunization, family planning, and other testing/vaccine clinics.
- Completing region-wide Community Health Assessments and Community Health Improvement Plans, in addition to locally focused Health Impact Assessments.

SECTION THREE: LAND USE

LAND DEVELOPMENT TRENDS

A review of historical land development trends provides a foundation for projecting future land demand for new housing, commercial, and industrial development. Residential land development has experienced stagnation over the past decade. Approximately 726 new housing units have been created in the City between 2009-2021, as shown in Figure A.3.1. This trend is similar to many communities in the state that have experienced only slight housing growth post-Recession.

Additionally, Manitowoc’s residential makeup has traditionally been dominated by single family housing units. However, with the addition of 87 new multi-family units as part of the current River Point District development project, the community is initiating the beginning of a shift in the housing unit composition to become more balanced in terms of unit types available for residents.

RESIDENTIAL DEVELOPMENT TRENDS

Figure A.3.1 summarizes residential development activity in the City from 2009 to 2021 including single-family, two-family, and multi-family units (apartments and condominiums). During this period, particularly from 2014 onward, the City experienced its most significant residential development since the Great Recession, adding 628 new housing units to the City’s housing stock. It should be noted that Figure A.3.1 represents the total number of housing units contained in two-family and multi-family dwellings, not the number of buildings constructed in any given year.

Figure A.3.1: City of Manitowoc – Building Permits New Housing Units by Type of Dwelling: 2009 – 2021

Year	Single-family Units	Two-Family Units	Multi-Family Units	Total Units
2009	16	18	0	34
2010	20	0	8	28
2011	12	6	16	34
2012	9	10	16	35
2013	9	6	0	15
2014	9	8	48	65
2015	12	14	42	68
2016	14	16	8	38
2017	13	12	52	77
2018	10	6	60	76
2019	13	4	21	38
2020	15	6	56	77
2021	11	6	124	141
Average per Year	12.5	8.6	34.7	55.8
Total	163	112	451	726

Source: City of Manitowoc Building Inspection Department

NON-RESIDENTIAL DEVELOPMENT TRENDS

New commercial and light industrial development in the City is generally occurring along the USH 151 and I-43 interchange and within the City’s Business Park, with additional commercial service and entertainment establishment development occurring downtown. While Manitowoc is nearly built out, additional opportunities for new development exist along the community’s boundaries to the west and south, in addition to infill and redevelopment areas within the existing municipal boundaries along the Calumet Avenue/USH 151 corridor, downtown, and in the City’s older neighborhoods.

Figure A.3.2 summarizes non-residential development activity in the City from 2009 to 2021, including additions and remodeling to existing commercial and industrial buildings, as well as new development. During this period, the City experienced steady new commercial development and commercial additions and remodeling. Over the 12-year period, the City experienced the highest number of new commercial developments in 2013, and the highest number of industrial additions in 2015.

Figure A.3.2: City of Manitowoc – Building Permits Non-Residential Projects: 2009 – 2021

Year	Commercial New	Commercial Addition	Commercial Remodel	Industrial New*	Industrial Addition*	Industrial Remodel*
2009	10	6	39	-	-	2
2010	9	10	56	-	-	2
2011	10	8	78	-	-	1
2012	8	11	46	-	-	0
2013	17	9	59	-	-	1
2014	15	6	58	-	1	1
2015	4	6	49	-	3	2
2016	8	8	49	-	0	0
2017	12	8	38	N/A	N/A	N/A
2018	11	6	56	N/A	N/A	N/A
2019	15	6	46	N/A	N/A	N/A
2020	14	3	43	N/A	N/A	N/A
2021	16	9	9	N/A	N/A	N/A
Average	11	7	48	N/A	N/A	N/A
Total	149	96	626	0	4	9

Source: City of Manitowoc Building Inspection Department

*Permit type discontinued in 2017

Overall, new residential neighborhood developments or infill development and some new commercial and light industrial developments will be needed over the planning period to accommodate anticipated growth as shown in the population projections (Figure A.1.3).

Another important data point to consider in planning for future growth and development is the City’s municipal tax rate in comparison to other surrounding communities, as shown in Figure A.3.6. Between 2015 and 2018, Manitowoc’s and all other comparable communities’ tax rates decreased, and Manitowoc’s tax rate remains in the middle of the group. Additionally, all incorporated communities maintained significantly higher rates than neighboring towns. This is very common throughout Wisconsin because of the greater number of services provided within an incorporated municipality versus an unincorporated municipality. It will be important for the City to be conscious of its tax rate when competing with other surrounding communities for economic development opportunities in the future.

Trends in the City land market suggest increasing land values and lot prices, as is the case throughout the County. This reflects the impact of I-43, and the accelerating demand for new development in the area caused by the demands for housing in the area. The Wisconsin Department of Revenue reported an increase of nearly 34 percent in the total equalized values of the City between 2010 and 2020 from \$1,413,887,700 to \$1,991,325,300.

Trends in Manitowoc’s land market show a very similar situation as the construction trends above, with much more significant growth occurring between 2000 and 2010, over the past decade from 2010-2020 as shown in Figure A.3.4. Overall, equalized land values in Manitowoc have increased by 34% since 2000. This is an increase of less than what was experienced by most of the neighboring communities; however, the City grew by dollar amount at a much higher rate than all comparable communities except for Sheboygan. If development trends continue at similar rates over the planning period, land values will most likely continue to increase at smaller rates than neighboring communities.

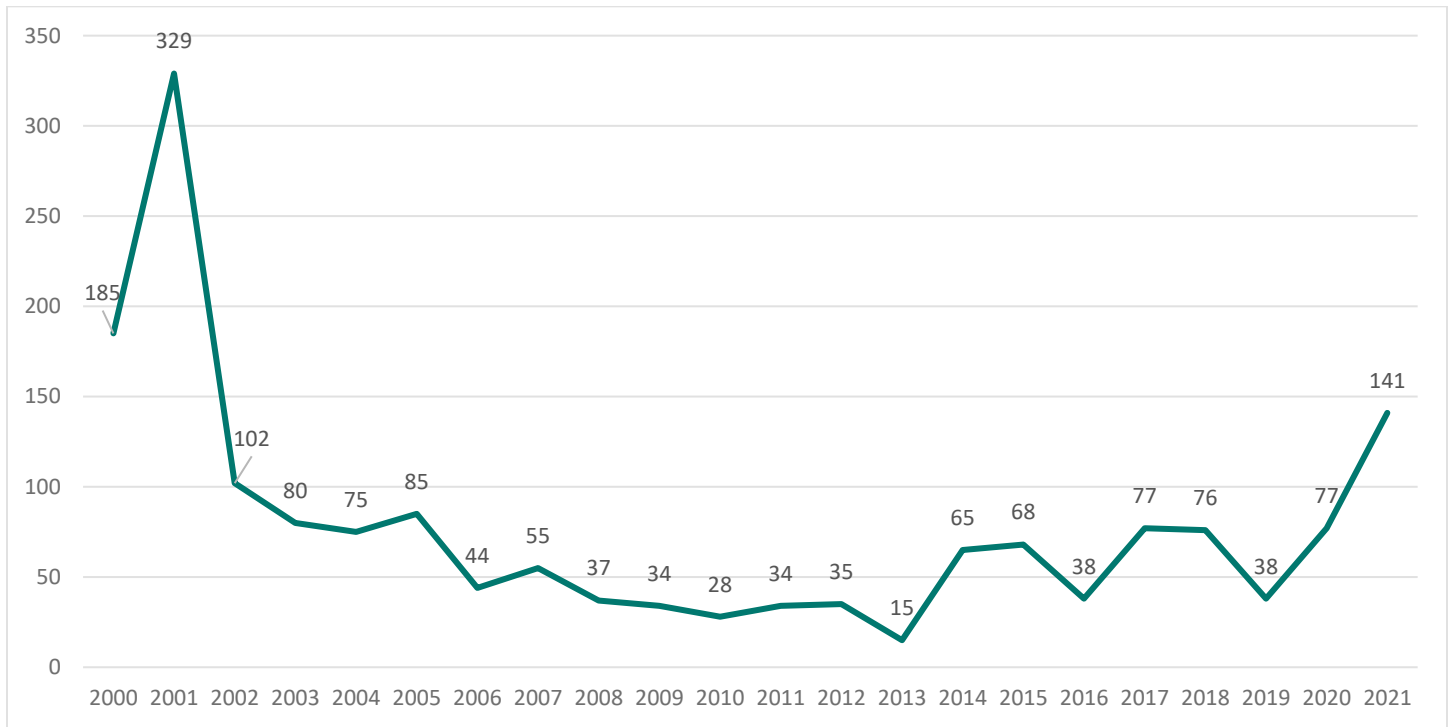
Raw land values have increased in the Manitowoc area over the past several years. Prices for new residential lots in the City vary widely based on location and amenities, such as water frontage or mature wooded areas, and range from \$15,000 to \$150,000 per acre. Values of non-residential land by location and land use type are listed in Figure A.3.3.

Figure A.3.3: City of Manitowoc Non-Residential Land Values, 2020

Area and Type	Average Value per Square Foot
Downtown Business	\$5.50
Perimeter Downtown Business	\$4.20
Primary Business Corridor	\$7.00
Secondary Business Corridor	\$3.75
Neighborhood Business	\$2.00
Technology Park	\$0.85
Newer Industrial	\$0.7
Older Industrial	\$0.40

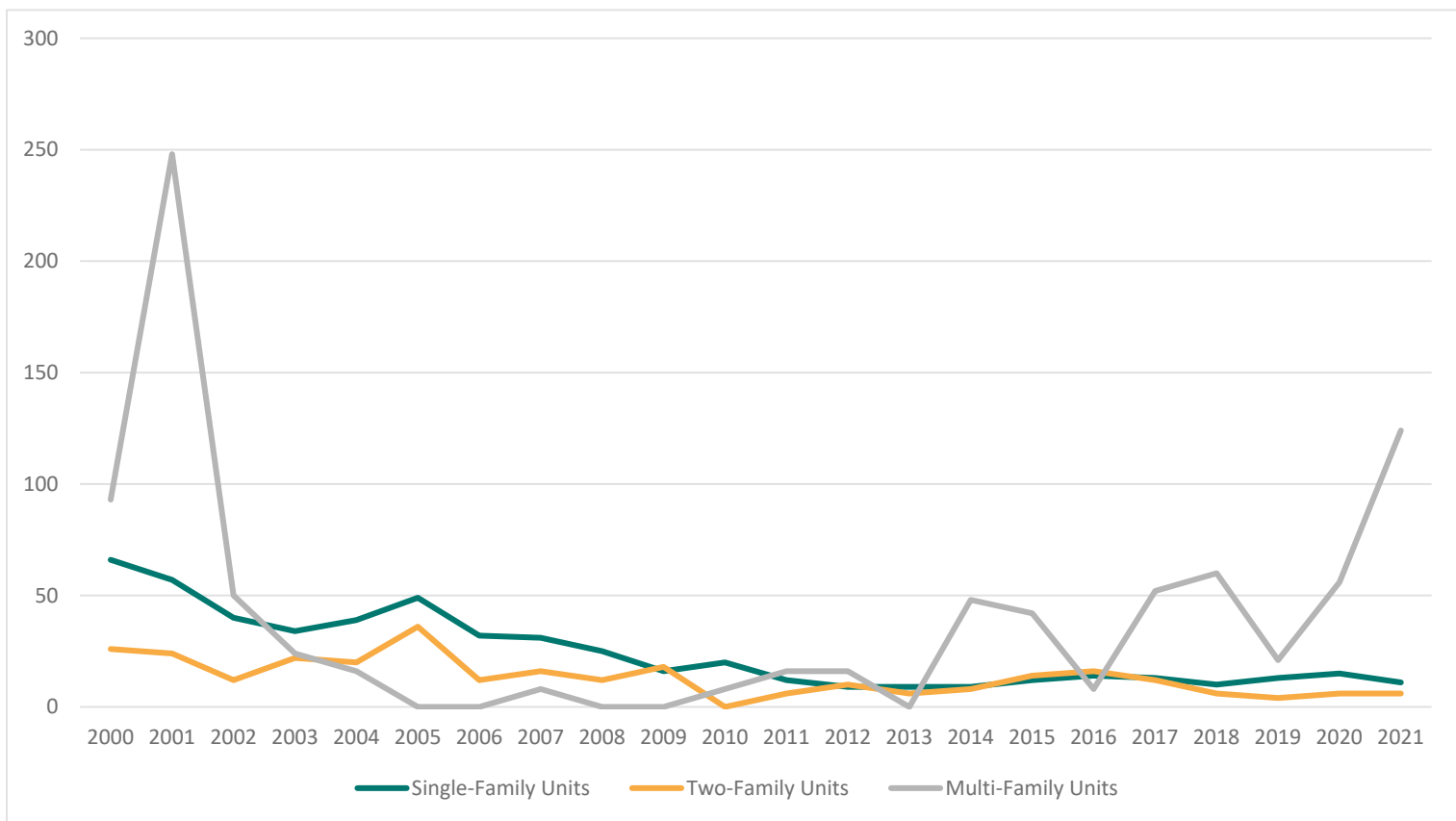
Source: City of Manitowoc, 2022

Figure A.3.4: Total New Housing Units



Source: City of Manitowoc, 2022

Figure A.3.5: New Housing Units By Type



Source: City of Manitowoc, 2022

Figure A.3.6: Gross Municipal Tax Rate Per \$1,000 in Value

	2018	2019	2020	2021
City of Manitowoc	\$22.72	\$22.30	\$21.75	\$21.19
City of Two Rivers	\$27.11	\$25.94	\$24.22	\$23.32
City of Sheboygan	\$24.69	\$24.33	\$22.77	\$21.79
City of Sturgeon Bay	\$23.93	\$22.99	\$24.11	\$22.52
Town of Manitowoc	\$16.54	\$16.06	\$15.81	\$15.00
Town of Manitowoc Rapids	\$17.73	\$17.10	\$16.61	\$15.70

Source: Wisconsin Policy Forum, 2022

Figure A.3.7: Equalized Value Comparison

	2000	2010	2020	2000-2020 Change	2010-2020 Change
City of Manitowoc	\$1,413,887,700	\$1,745,244,100	\$1,991,325,300	\$1,911,750,600	\$2,131,596,900
City of Two Rivers	\$452,547,100	\$516,023,000	\$556,805,900	\$499,375,900	\$545,633,400
City of Sheboygan	\$1,939,589,700	\$2,560,043,000	\$2,710,284,900	\$2,407,532,000	\$3,298,516,300
City of Sturgeon Bay	\$616,139,800	\$775,575,100	\$854,647,000	\$805,100,000	\$995,436,200
Town of Manitowoc	\$54,420,300	\$81,019,900	\$96,203,900	\$88,428,800	\$101,735,700
Town of Manitowoc Rapids	\$134,024,500	\$174,768,800	\$194,206,700	\$198,263,000	\$233,489,800
Town of Newton	\$128,854,200	\$173,837,900	\$212,181,500	\$211,542,400	\$265,003,000
Manitowoc County	\$3,593,645,600	\$4,600,011,700	\$5,397,710,800	\$5,202,782,500	\$6,015,000,200
State of Wisconsin	\$286,321,491,800	\$427,933,562,000	\$495,904,192,300	\$490,602,544,050	\$613,136,907,500

Source: Wisconsin Department of Revenue, 2021

LAND SUPPLY

The supply of land available for development includes areas of the City that have been planned or approved for development, but are not yet built-out; vacant areas within the City that have not been planned for development (illustrated in light gray on Map 2: Existing Land Use in the Comprehensive Plan); developed land within the City that is appropriate for redevelopment; and land that is not within the corporate limits of the City, but is potentially available for future inclusion in the City’s portion of its Urban Service Area (“USA”). The “Manitowoc-Two Rivers-Mishicot Sewer Service Area Plan” (approved by WisDNR on July 13, 2016) delineates the extent of the sewer service area and identifies environmentally sensitive areas for the communities, and establishes the boundary where the City is currently authorized to provide public services, including water and sanitary sewer. As a community directly adjacent to incorporated suburban and bedroom communities and Lake Michigan, the City has limited opportunities for future municipal expansion (south, west, and northwest). However, theoretically there is still a significant land supply available in this area for new development. There are 156 acres of vacant land within the 2022 City limits.

The land available for development is determined by several factors:

- Wetlands, floodplains, water bodies, public ownership, conservation easements, or other characteristics that make land undevelopable
- Other potential building limitations (e.g. infiltration area, steep slopes, shallow depth to water table, and hydric soils) will also influence which vacant areas are actually appropriate for development
- Drainage basins (and the relative ability to efficiently provide lands with urban services like sanitary sewer) also form opportunities and limitations for development
- Man-made barriers including railroads, bridges, highways, and neighboring municipality's policies, growth areas, and existing developed lands also limit future developable land areas

Taking these factors into account, the optimal areas for future growth extend west of existing development past I-43 to South Alverno Road, south of USH 151 to the municipal boundaries, northeast along Albert Drive and Johnston Drive, west and northwest adjacent to I-43 and redevelopment in key locations along major corridors and in the downtown.

PROJECTED LAND USE DEMAND

The ever-changing national, regional, and local market trends, policies, and future priorities will continue to drive population change, household size, the balance of residential and non-residential uses, and the density of development in the Manitowoc area. These factors, in turn, determine the demand for land development.

Wisconsin statutes require comprehensive plans to include projections, in five-year increments, for future residential and non-residential land uses in a community over the planning period. As described in the Section 2 of this Appendix, for the purposes of this Plan, population change over the next 20 years will be based on the Compounded Growth Projection based on 2000-2020 population change.

Figure A.3.8 presents the projected land use demand for the City through the year 2042. The following analysis for land use demand considers several factors:

- **2020 to 2042 Population Change:** For the purposes of this Plan, the City's 2042 population is projected to be 35,243, or an additional 617 new residents. This figure is based on the actual population growth that occurred between 2000 and 2021. (Additional population projections were prepared and considered in the development of this Plan; these are discussed in Section 2 of this Appendix.)
- **Projected Number of New Households in 2042:** The projected number of new households is based on the projected population growth divided by the projected average household size for the given five-year increment. The WisDOA projects that household size will decrease in Manitowoc over the next 20 years. The U.S. Census data has also shown a continued decrease in average household size over the past 20 years. Because of this, WisDOA's projections were used as an appropriate model to project the future number of households. In 2042, Manitowoc is projected to have a total of 17,108 households, or an additional of 1,049 households since the year 2020.
- **Projected Residential Acreage Demand:** The City's desired average future residential density is approximately 6 dwelling units per gross acre. This was used to calculate the projected number of residential acres needed to meet the desired future density.
- **Non-Residential Acreage Demand:** The City will prioritize a mixture of residential and non-residential development in the future. It was assumed that for every one new acre of residential development, 1/3 of an acre would be needed for additional non-residential development.
- **Preliminary Acreage Demand:** The land use projections assume that within any new development an additional 33% will be needed for roads and utilities, sidewalks, parks, etc.
- **Flexibility Factor:** Because Manitowoc cannot guarantee the timing and location of new development, it is prudent to incorporate a flexibility factor into projections of land use demand to ensure that the actual supply of land appropriate for development will be available to meet expected demand. Providing a flexibility factor can also serve to keep land prices in check. In addition, providing alternative areas for growth is critical to preventing drastically uneven patterns and rates of growth that can make providing utilities and services inefficient or costly. Finally, the

rationale for some flexibility in the land supply could provide a reasonable basis for negotiating adjustments to the approved Urban Service Area (the Bay-Lake Regional Planning Commission and State-approved boundary for public water and sanitary sewer service provision, beyond which the City and sewer district is not allowed to extend municipal sanitary sewer service). The assumed flexibility factor was two times the preliminary acreage demand.

Figure A.3.8: Projected Land Use Demand

Projection Used		2020-2025	2025-2030	2030-2035	2035-2040	Total
Projected Population Increase ⁽¹⁾	Compounded Growth 2000-2020	117	146	147	207	617
New Household Projection Increase ⁽²⁾	Compounded Growth 2000-2020	54	67	68	95	284
Residential Acreage Demand ⁽³⁾	Compounded Growth 2000-2020	9	11	11	16	47
Non-Residential Acreage Demand ⁽⁴⁾	Compounded Growth 2000-2020	3	4	4	5	16
Preliminary Acreage Demand ⁽⁵⁾	Compounded Growth 2000-2020	16	20	20	28	84
Flexibility Factor ⁽⁶⁾	Compounded Growth 2000-2020	32	40	41	56	168

1. Projection based on a compound growth equation using population changes between 2000-2020.

2. Source: WisDOA, 2013 average household size projections by municipality 2020-2040.

3. Assumed 6 dwelling units per acre.

4. Assumed every new residential development would include a minimum of 33% additional acres for non-residential development.

5. Sum of residential acreage demand and non-residential acreage demand, in addition to an assumed 33% more land area needed in every new development for roads, stormwater management, utilities, sidewalks, parks, etc.

6. Assumed 2x the preliminary acreage demand total as a margin of error.

Based on the above calculations, it is projected that the City of Manitowoc will need approximately 170 additional acres of land to meet the projected population and housing growth over the next twenty years. The City’s Future Land Use Map (Map 3 in the Comprehensive Plan) shows approximately 6,434 acres for future City growth in existing undeveloped areas. These two figures are different because of the uncertainty and unpredictability regarding when land will become available for development, in large part due to property owner’s decisions. Additionally, this Plan prioritizes a combination of infill development, redevelopment, and new development both within the City’s existing boundaries and beyond. Depending on how much infill and redevelopment takes place will also impact the amount of additional land will be needed beyond Manitowoc’s boundaries. The combination of these factors results in the need to provide flexibility in the amount of land shown for future development on the Future Land Use Map (Map 3 in the Comprehensive Plan) and the projections above.

LAND USE PLANS

The following section provides an overview of adopted land use plans that intersect with and influence land use planning for the City of Manitowoc.

MANITOWOC COUNTY 20-YEAR COMPREHENSIVE PLAN UPDATE – BAY-LAKE REGIONAL PLANNING COMMISSION (2020)

The Bay-Lake Regional Planning Commission produced a regional Comprehensive Plan for Manitowoc County in 2020. This document covers the same topics of this Plan, but with a regional scope and context. Many of the goals, objectives, strategies, recommendations, and the overarching vision statement align with the City of Manitowoc’s Comprehensive Plan. The regional plan includes two overarching goals specifically related to housing:

- Manitowoc County will encourage and maintain an adequate supply of safe and affordable housing that provides a choice of location, style, and cost for the county’s current and future population.
- Encourage development to locate in primary growth areas with existing or planned public facilities that provide a variety of housing types while preserving the rural features of the County.
- Maintain our existing housing stock, preserve traditional residential neighborhoods, and encourage new housing to be developed in a manner which is consistent and compatible with the context of its surroundings.

Land use strategies aimed at achieving these goals include utilizing land use best practices, creating multi-modal transportation opportunities, fostering infill and redevelopment, continuing to promote rural preservation, leveraging available resources, collaborating with neighboring jurisdictions, increasing public engagement in land use planning, and overall improving plan consistency throughout the region.

CITY OF MANITOWOC COMPREHENSIVE PLAN (2009)

The City of Manitowoc adopted their Comprehensive Plan in 2009. Many of the goals, objectives, policies, and recommendations from the 2009 version of the plan were incorporated into this Plan, but were updated to reflect modern trends, practices, and policy objectives.

The previous Comprehensive Plan explored different recommendations in terms of future growth within the community, anticipated future growth to occur to in the western parts of the City, in addition to the redevelopment of Downtown and other corridors. A number of the plan recommendations were implemented, and the City has achieved significant revitalization of the downtown within the last decade.

CITY OF MANITOWOC DOWNTOWN PLAN (2018)

The City of Manitowoc adopted a Downtown Plan in 2018, recognizing the importance of the continued strategic redevelopment and support of the community's historic downtown features, amenities, businesses, and character. This initiative established a long-term plan for the community's downtown, building upon its unique assets and identifying key catalytic sites for public-private partnerships to continue redevelopment and achieve a strong, active downtown that serves as a central place for activity within the community. This Comprehensive Plan Update supports this plan and contains several recommendations that overlap with the Downtown Plan's initiatives.

SECTION FOUR: TRANSPORTATION

EXISTING TRANSPORTATION NETWORK

Transportation access is a key component of community health and growth because it facilitates the flow of goods and people. Manitowoc is well connected to the region through the existing roadway network, in addition to other transportation systems, such as freight rail, air and water transportation, regional bicycle and pedestrian networks, and metro bus services.

Since the adoption of the 2009 Comprehensive Plan, the City has made several key improvements to its transportation network. A high-impact recent initiative has been the conversion of the one-way streets (8th Street and 10th Street) which have been converted to two-way traffic streets in August of 2022 throughout the downtown corridor. This development will have a significant impact on transportation network access and traffic calming throughout downtown Manitowoc. Various other improvements have been made, such as constructing a roundabout on Waldo Blvd and reconstructing multiple intersections in the downtown that improve the interaction of vehicular bicycle and pedestrian movements.

This section describes the City's existing transportation facilities and serves to inform the recommendations found in the main body of the Comprehensive Plan.

ROADWAYS AND TRAFFIC VOLUMES

Interstate 43 runs north-south along the western edge of the City. I-43 is an important regional connector and economic driver in the eastern and southern portions of the State, providing a direct route from Beloit to Green Bay. The route connects major manufacturing, commercial, capital, and population cores along the way, including the Metro-Milwaukee area in southeastern Wisconsin and the shoreline cities and towns along Lake Michigan, including Manitowoc. I-43 connects with I-94 in Milwaukee, linking the region with national east-west transportation routes. WisDOT "Connections 2030" plan identified I-43 and USH 10 as "Backbone" routes, connecting major population and economic centers, and providing economic links to national and international markets.

USH 10 begins at the car ferry dock in Manitowoc, where the S.S. Badger connects to Ludington, Michigan. After passing through downtown, USH 10 connects with I-43 at an interchange just west of the City. Extending west, USH 10 continues to Appleton, Stevens Point, and Minneapolis-St. Paul.

Beginning in downtown, **USH 151** carries southbound traffic through the southwestern portion of the City before connecting with I-43/STH 42. Continuing west, USH 151 heads toward the cities of Fond du Lac and Madison, ultimately traveling into Iowa.

STH 42 extends both northeast and south from Manitowoc. STH 42 approaches Manitowoc from Sheboygan, providing a scenic alternative to I-43. An interchange at the southwestern edge of the City connects STH 42 with I-43 and USH 151. The highway then travels through the heart of the City to the lakeshore, where it extends out of the City toward Two Rivers, providing a scenic connection to towns and cities along the Lake Michigan shoreline and ultimately connecting to Door County, a popular tourist destination.

Figure A.4.1 shows the City's most recent traffic counts based off of the Wisconsin Department of Transportation Annual Average Daily Traffic (AADT) counts throughout the City. According to the data, traffic is greatest along some of the community's key arterial street corridors, including along Waldo Boulevard, South and North Rapids Road, Calumet Avenue/Highway 151, and along the I-43 corridor and its interchanges with Calumet Avenue and Waldo Boulevard. Along these corridors, traffic count data indicates over 10,000 average annual daily trips. The highest annual average daily traffic volumes in the City are along Calumet Avenue between South 39th Street and South 26th Street, with an average daily traffic count of 15,600 trips.

Traffic volumes will continue to increase in the future. In accordance with current WisDOT policy, roundabouts should be considered for future improvements to higher traffic count intersections, such as the Calumet Ave. (USH 151) and I-43 off ramp. Also, the City should consider developing detailed traffic control plans for high volume intersections that accommodate movements of large vehicles, particularly between I-43 and the I-43 Industrial Park. Additional consideration should be given to streets located in growth areas identified in Map 3: Future Land Use (in the Comprehensive Plan). Finally, the City should consider bike and pedestrian improvements downtown, (S. 8th St. and Quay St., and S. 8th St. and Washington St.) and in waterfront areas (Memorial Dr./Maritime Dr./Waldo Blvd.).

Figure A.4.1: City of Manitowoc Traffic Counts, 2022

Intersection	Annual Average Daily Traffic Total
Fleetwood Dr. and Waldo Blvd.	1,400
Memorial Dr./Maritime Dr./Waldo Blvd.	13,800
N. Rapids Road and Waldo Blvd.	14,300
Calumet Ave. (USH 151) and Dewey St.	11,900
Calumet Ave. (USH 151) and Dufek Dr.	13,900
Calumet Ave. (USH 151) and I-43 off ramp	3,600
Calumet Ave. (USH 151) and I-Tech Dr.	6,200
Dewey St. and CTH CR	11,900
Dewey St. and Harbor Town Lane	8,200
S. 8 th St. and Quay St.	10,300
S. 8 th St. and Washington St.	7,900
S. 21 st St. and Washington St.	14,600
S. 30 th St. and Dewey St.	10,600
S. 35 th St. and Dewey St.	11,600
S. Rapids Road and Calumet Ave. (USH 151)	11,700

Source: WisDOT Traffic Counts Map Data

TRUCK TRANSPORTATION

Due to its location on I-43, and the industrial and manufacturing economy of the region, Manitowoc experiences heavy semi-truck traffic. While there is an extensive network of designated truck routes throughout the City, semi-truck volumes are heaviest along I-43, USH 10, and USH 151. The City’s municipal code dictates that heavy truck routes be marked.

BRIDGES

There are eleven functional bridges in Manitowoc – eight of which are maintained by the City, two by the County, and three by Canadian National/Wisconsin Central Railroad. All bridges in the City have been reconstructed between 1956 and 1995. Since then, the County has reconstructed its bridge facilities at North Rapids Road over the Manitowoc River and at North 8th Street/CTH B over the Little Manitowoc River.

City-maintained:

- Waldo Blvd. over the Little Manitowoc River.
- Maritime Dr. over Little Manitowoc River.
- N. 18th St. over Spring St.
- Revere Dr. over the Manitowoc River.
- Broadway St. over the Manitowoc River.
- USH 10/STH 42/Waldo Blvd. over the Wisconsin Central Railroad.
- USH 10/10th St. over the Manitowoc River.
- 8th St. over the Manitowoc River.

RAIL

In the County, the dominant rail line is the CN. One CN line connects Manitowoc to the Appleton/Neenah/Menasha area. Rail connections to the Appleton/Neenah/Menasha area extend to destinations in Wisconsin and adjacent states to the north, west, and south.

A second CN line connects Manitowoc to Rockwood, Wisconsin.

The nearest commuter rail service is located in the City of Milwaukee, with station access approximately 80 miles south of Manitowoc.

AIRPORTS

Manitowoc County Airport - Founded in 1927, the Manitowoc County Airport (“MTW”) is one of 90 public-use airports in Wisconsin. It is classified as a Transport/Corporate (T/C) Airport. According to WisDOT, T/C airports are “intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service, and small airplanes (piston or turboprop) used in commuter air service.” MTW has two asphalt runways roughly 3,300 and 5,000 feet in length and 100 feet in width, and currently covers 710-acres and features 39 hangars.

Additional Regional Airports – Other regional airports that serve Manitowoc include Mitchell International Airport, Austin Straubel International Airport, and Appleton International Airport.

WATER TRANSPORTATION AND RELATED FACILITIES

Manitowoc Harbor - A dredged entrance channel leads from the deep water of Lake Michigan to an outer harbor formed by north and south breakwaters, and into an inner harbor extending from the river’s mouth about 1.7 miles upstream, to a point just downstream of the rail bridge and adjacent to the Burger Boat Company. Projected depth in the inner harbor is 22 feet, in the outer harbor (within the channel) is 23 feet, and in the entrance channel beyond the harbor is 25 feet. A 24-acre confined disposal facility extends 1,700 feet northward.

Major industrial and commercial users of the Manitowoc Harbor include Briess Malt & Ingredients Co., Broadwind Heavy Fabrications, Burger Boat Company, Konecranes, St. Barbara Cement, Inc., Broadwind Inc, Trans-Link, and Votorantim Cimentos (St. Mary’s Cement).

Harbor Channel - U.S. Army Corps of Engineers surveys from 2020 indicate that the controlling depths ranged from 20.4 feet in the entrance channel, then 20.2 feet to the first railroad bridge, then 16.9 feet at mid-channel to the second railroad bridge, and finally 5.7 feet at the head of the project.

Small-boat Basin - The small-boat basin can be entered through an opening in the north breakwater. The east side of the entrance is protected by a short jetty, marked at its outer end by a navigation light. The ends of the breakwater are marked by a light and a day beacon. In May, 2020, the controlling depth was 6.3 feet (10.4 feet at mid-channel) at the entrance, with depths of eight to 10 feet in the basin and channel east of the docking piers.

Manitowoc River Channel - The winding river channel should be navigated with care. Manitowoc Harbor is not adapted for anchorage but does reduce wave action in the lower section of the river. Currents in the river attain velocities of up to three miles per hour.

Manitowoc Marina - The Manitowoc Marina, located at the mouth of the Manitowoc River, is owned by the City and operated by Sailboats, Inc. Accommodating boats up to 100 feet in length, the marina offers 250 permanent deep-water slips, and 40 guest slips. In 2020, a total of 172 boats were kept at the Marina. The full-service marina opened in 1985, and provides comprehensive maintenance and repairs, indoor heated and outdoor storage, a supply store, fuel, electricity, a free, public fish-cleaning station, and more.

The Marina generates a substantial economic impact to the community – impacts associated with the owners of boats that rent seasonal and annual slips, and the direct spending by transient boaters (tourists) staying at the Marina. Trip

spending by boaters at the Marina is estimated to be \$1 million, with a direct impact on the local economy of 25 jobs, \$400,000 in labor income, and \$700,000 in value added. Including secondary impacts, the total impact on the local economy is 30 jobs, \$600,000 in labor income, and \$1,000,000 in value added.

The City's five-year capital works program for 2023 includes a study and planning for marina projects. Key projects include replacing existing docks within the marina.

Lake Michigan Car Ferry - The S.S. Badger operates out of Manitowoc Harbor, ferrying passengers, vehicles, and some cargo between Manitowoc and Ludington, Michigan. In addition to conventional cars, trucks, and walk-on passengers (providing wheelchair-accessibility), the S.S. Badger accommodates trailers, motor homes, RVs, motorcycles, and bicycles. The historic ferry operates between May and October, offering one trip each way per day during spring and fall, with two trips each way per day during the summer months.

Entering service in 1953, the S.S. Badger transported railroad and freight cars year-round between several ports of call in Wisconsin and Michigan. However, railroad freight business declined in subsequent years, and the S.S. Badger stopped service in 1990. The following year, an entrepreneur resumed S.S. Badger ferry service, reinventing the ship as one oriented toward leisure travelers.



S.S. Badger entering the Manitowoc Harbor

The S.S. Badger was officially registered as a State Historic Site by both Michigan and Wisconsin in 1997. Its propulsion system was designated a landmark by the American Society of Mechanical Engineers in 1997. The ferry route is part of the State-designated Lake Michigan Circle Tour program.

BICYCLE AND PEDESTRIAN FACILITIES

Bicycle and Pedestrian Trails

The Mariners Trail begins in downtown Manitowoc and follows Maritime and Memorial Drives along the lakeshore to Two Rivers, a six-mile span, where it continues north to the Point Beach State Forest. The trail is open to bicyclists, pedestrians, and other non-motorized uses. The Mariners Trail, a joint project of the two cities, has become a major recreation attraction for residents and visitors. The trail is said to be the longest continuous scenic view of Lake Michigan in the State.

Named for the diverse geological features found along the trail, the Ice Age Trail is a 1,000-mile pedestrian (and occasionally multi-use) pathway located entirely within the State of Wisconsin. The trail extends from its eastern terminus in Door County to its western terminus on the Wisconsin-Minnesota border. The trail can be broken down into three categories: 467 miles of "traditional" hiking trails; 103 miles of multi-use paths; and 529 of road and sidewalk miles. The proposed route through Manitowoc is depicted on Map 4: Transportation Facilities (in the Comprehensive Plan), and was approved by the City's Common Council in September 2005.

The Devil's River State Trail, formerly known as the Denmark-Rockwood State Trail, is currently being constructed to connect the communities of Denmark, Maribel, Francis Creek, and Rockwood via a former rail line. Currently consisting of 14 miles of shared use rail-trail, there are plans to develop the southern branch located in southeastern Manitowoc County outlined in the 2019 Devil's River State Trail Master Plan. The plan recommends that the northern and southern branches of the system be connected via the existing road network and off-street bicycle infrastructure improvements, with a large portion of the recommended extensions running through the City of Manitowoc.

Bicycle Routes

There is one conventional bike lane within the City of Manitowoc located on the far-right side of the right lane on North 11th Street. This street merges with North 10th Street just north of the intersection of North 10th Street and Park Street, with the bike lane continuing south along North 10th Street until the Manitowoc River. On street trails were added to Custer Street during its reconstruction and to Rapids Road. Sharrows were developed downtown in 2017 and 2018 along Maritime Drive and Quay Street, reminding drivers that bicycles have the right to operate within the roadway. A signed bicycle route to the Devil's River State Trail can be found on North 8th Street. Additionally, an on-street trail was added to Custer Street during its recent reconstruction. There are also various existing mountain bike trails located within city-owned parks. The Mariners Trail is the City's primary shared-use path, which connects Manitowoc to the City of Two Rivers along the shores of Lake Michigan.

Utilizing Knowles-Nelson Stewardship Grant funding, the City is currently developing a shared-use trail system, called the Bayshore Trail, connecting the Lincoln Park Zoo to Mariners Trail via the site of the former Elks Club property. This system is currently under development and will include a pedestrian bridge over the Little Manitowoc River.

PUBLIC TRANSPORTATION AND PARATRANSIT

Public Transportation

Maritime Metro Transit System ("MMT"), a department of the City, operates a fixed route bus system for the cities of Manitowoc and Two Rivers. Its six lines run from 5:00am to 8:00pm weekdays, and 9:00am to 4:00pm Saturdays. The five Manitowoc routes, each running in a rough loop in a different portion of the City, converge at the downtown Intermodal Transfer Center, 915 S. 11th St. One Manitowoc route connects with the Two Rivers route at a second transfer center, the Meadow Links Transfer Point. All MMT buses are equipped with ramps for wheelchairs and front-mounted racks for bicycles. In 2018, MMT buses provided 315,001 rides. This number increased to 321,834 in 2019.

Elderly and Disabled Transportation

All MMT buses are equipped with ramps and can accommodate two passengers with mobility devices per bus. MMT also offers paratransit service for riders who have been certified as unable to ride the regular routes for some or all trips. MMT has provided the service since 1992, in compliance with the ADA. It currently contracts with a private company to provide this service. Curb-to-curb service is available at the normal MMT single fare price (\$3), and door-to-door service is available for an additional \$5 per way. Paratransit riders must be approved by MMT, which requires a medical professional's determination of eligibility. Paratransit is provided in a comparable service area as MMT fixed routes and offers similar service hours.

The County Aging and Disability Resource Center ("ADRC") contracts with MMT who manages the County's elderly and disabled transportation program. ADRC works with several transportation providers in coordinating elderly and disabled transportation in the County. Providers include Assist-to-Transport, and volunteer escort services coordinated by the County ADRC. A Transportation Coordinating Committee coordinates elderly and disabled transportation services and makes recommendations to the Natural Resources and Education Committee of the County Board, which ultimately sets County policy on elderly and disabled transportation matters.

Regional Transit

In the County, a WisDOT-owned park and ride lot offers free parking and a convenient location to form carpools and vanpools. There are five park and ride lots in the County. One is located within the City, at I-43 and Exit 149 (the Calumet Ave. (USH 151) interchange). The lot, at the southeast quadrant of the interchange, provides parking for 75 vehicles. This parking lot is served by MMT. Several services, such as restaurants and hotels, are located nearby. Two other park and ride lots are located near the City: along I-43 at Exit 152 (the USH 10 and STH 42 interchange); and Exit 154 (the USH 10 E. and STH 310 interchange). Regional park and ride facilities need to be expanded, particularly at Exit 152.

Indian Trails Bus Lines provides coach bus travel options to and from the City. Direct service is available to Green Bay and points further north into Michigan, as well as south to Milwaukee. In Green Bay, service is provided at the Greyhound station; in Milwaukee, service is provided at the Intermodal Station downtown. From these stations, passengers can transfer to Greyhound lines to reach other destinations. The Indian Trails station serving Manitowoc is located at the Shell gas station at Calumet Ave. (USH 151) and S. 41st St. One northbound and one southbound bus serve Manitowoc daily.

Indian Trails also has lines out of Minneapolis, Minnesota, also provide intercity bus service to and from Manitowoc. The service area includes the corridor from Minneapolis to Green Bay, and from Green Bay to Milwaukee. The ticket outlet and bus station is located at the Shell gas station at Calumet Ave. (USH 151) and S. 41st St. One northbound and one southbound bus serve Manitowoc daily.

REVIEW OF CITY, STATE, AND REGIONAL TRANSPORTATION PLANS

The following is a review of local, State, and regional transportation plans and studies related to Manitowoc. The recommendations from these documents were considered when preparing the recommendations in this *Plan* and are often reflected within its pages.

CITY OF MANITOWOC DOWNTOWN PARKING ANALYSIS

A comprehensive downtown parking study was conducted in 2018 by Rich & Associates, Inc. The following key findings and recommendations of the study are listed as follows:

- At existing business occupancy rates there were no severe parking problems on a typical weekday in downtown Manitowoc, and that there is generally an abundance of available parking during peak hours of activity.
- The study found that there is a perceived parking shortage downtown caused by some downtown employees and business owners that are parking on-street, taking prime customer and visitor parking spaces.
- There were approximately 82 vehicles parked beyond two hours in two-hour posted parking spaces in the downtown, meaning that 14 percent of vehicles observed were in violation of parking regulations. A violation rate of five percent or less is generally considered a sign of adequate enforcement.
- The study recommended that the City increase its management and control of parking in the downtown core to at least 50% of the supply in order to successfully manage municipal parking. This allows the municipality to effectively manage the parking in terms of allocation, changing demand and market pricing, and allows for greater efficiency in enforcement. The City currently manages and controls 42% of parking in the downtown core area.
- The City currently leases out off-street public parking spaces individually, essentially making some public parking into private stalls for reservation that can only be used by specific individuals or businesses. This means that the number of parking spaces controlled by the City is lower than 42% because this parking is not working as shared use parking. The study found that the majority of the off-street public parking supply downtown is not available for shared use.
- Recommendations from the study include creating a Parking Manager position to oversee the parking system, developing a Downtown Parking Authority, discouraging the development of new private parking lots in the downtown, increasing the amount of shared-use parking, increasing the amount of bicycle racks downtown, and adopting a parking fines schedule while increasing parking enforcement activities.

CITY OF MANITOWOC BICYCLE AND PEDESTRIAN PLAN

Partnering with the Bay-Lake Regional Planning Commission, the City produced its most recent Bicycle and Pedestrian Plan in 2021. Building on the strategic framework provided within the City's Comprehensive Plan and 2018 Downtown Master Plan, the City and BLRPC developed a City-wide plan for Bicycle and Pedestrian recommendations, improvements, standards, and connections. The planning processes for this Plan and the Bicycle and Pedestrian Plan were conducted in 2020-2021. This provided the opportunity to reflect common goals, recommendations, and action items within both plans.

The plan establishes a framework for increasing walkability and bicycle network connections to improve connectivity throughout the community and make Manitowoc more pedestrian friendly for people of all ages and abilities. Some of the key recommendations of this plan include:

- Updating the City’s existing Complete Streets policy
- Update and adopt facility guidelines based off of AASHTO Design Guide for the Development of Bicycle Facilities and the Wisconsin Bicycle Facility Handbook
- Dedicate funding in upcoming Capital Improvement Planning to implement this plan while seeking additional federal, state, and local funding opportunities
- Prioritizing connecting areas of activity that are in most need of connection
- Create a City-sponsored bicycle-sharing program for city residents and visitors to use rented bicycles for short-term transportation
- Encourage bike groups to host major community bicycling events or rides to support an active transportation culture

The plan also describes and prioritizes a number of facility improvement projects to develop the City’s transportation network for better bicycle and pedestrian travel centered around the following overarching project prioritization principles:

- Enhance network connectivity for all public spaces and natural areas, including parks, environmental corridors, and networked bicycle and pedestrian systems.
- Equity in the location, design, and access to public spaces.
- Target investments, facilities, and amenities of potential high impact.
- Be cost efficient and improve fiscal and structural performance of the City, recognizing that public open spaces are fundamental parts of the urban environment and provide significant public benefits that are expected by citizens.

CITY OF MANITOWOC DOWNTOWN MASTER PLAN

The plan identifies six incremental enhancements to the existing multimodal transportation network to improve mobility. Many of the recommended improvements focus on enhancing the safety and comfort of the multimodal network to expand transportation options for residents and visitors of all ages and abilities. The incremental strategies of this plan include the following:

- Pursue 9th St Bike Boulevard
- Improve Maritime Drive/10th St Intersection
- Improve Maritime Drive/5th St Intersection
- Enhance Pedestrian Crossings
- Improve Accessibility Throughout Downtown
- Improve the Bus System in Downtown

While the bus improvement strategy may seem unrelated, bicycle and pedestrian facilities and bus systems are closely related and benefits of one can cause benefits to the other.

CITY OF MANITOWOC COMPREHENSIVE PARKS AND RECREATION PLAN

This plan provides an overall picture of park and open space needs for the City of Manitowoc. This plan includes recommended actions for future trail connections to implement from 2017 - 2022 and identifies gaps and opportunities for increased connection. Some of the proposed actions include: development of a Bicycle and Pedestrian Plan, which the City completed in 2021, new trail development along the lakeshore, various parks, additional bike lane improvements along city streets, upgrades to Mariners Trail, purchases of bike storage, and improvements to sidewalks.

MANITOWOC RIVER WATERSHED WATER TRAIL PLAN

The Manitowoc River Watershed Water Trail Plan inventories existing access sites to the Community's key water resources, the Manitowoc River, Little Manitowoc River, and Lake Michigan. The Plan recommends improving existing access sites and expanding access to these key natural resources while reinforcing the importance of creating an identifiable brand to market and promote them as key components of the community's identity, character, and assets for recreation and enjoyment.

DEVIL'S RIVER STATE TRAIL MASTER PLAN

The Devil's River State Trail consists of 14 miles of shared use rail-trail located in both Brown County and Manitowoc County. This section of the trail, known as the north branch, is the only useable segment of the Devil's River State Trail. There are plans to develop the southern branch located in southeastern Manitowoc County.

The Devil's River State Trail Master Plan was developed in 2019 as a guide to Manitowoc County for the development, use, operation, and maintenance of the Devil's River State Trail. The plan includes specific information about the trail itself and identifies recommendations for the maintenance and improvement of the existing trail as well as recommendations for future trail connections and development of the south branch.

The plan recommends the connection of the northern and southern branches through an extension of on- and off-street bicycle infrastructure. A large portion of the recommended extension would be in the City of Manitowoc and align with Recommendations in Chapter 4: Transportation of the Comprehensive Plan.

MANITOWOC COUNTY COMPREHENSIVE PLAN UPDATE 2020 - 2040

Within the transportation component of the Bay-Lake Regional Planning Commission's update to the Manitowoc County Comprehensive Plan are several key goals and objectives that are consistent with those of Manitowoc. These include:

- Enhance multi-modal opportunities including bicycle and pedestrian facilities and public transit planning.
- Maintain a safe and functional road system throughout the county.
- Coordinate on major projects with WisDOT and all local municipalities.

CONNECT: REGIONAL BIKE AND PEDESTRIAN PLAN FOR NORTHEAST WISCONSIN

This plan maintains and expands the ongoing progress of bicycle and pedestrian planning that has occurred at all levels of government over the past several years within the Bay-Lake Regional Planning Commission's defined region (Brown, Door, Kewaunee, Florence, Manitowoc, Marinette, Oconto, and Sheboygan counties). It inventories and evaluates existing facilities and identifies strategies to increase the use of walking and bicycling as viable transportation options in the eight northeast Wisconsin counties.

CONNECTIONS 2030: WISCONSIN'S LONG-RANGE TRANSPORTATION PLAN

Connections 2030 is the state's long-range transportation plan adopted in 2009. This plan focuses on strategies to maintain and enhance the State's transportation system to support future mobility and economic growth. The policies in this plan will aid transportation decision-makers when evaluating transportation programs and projects. Through implementation of this plan, WI DOT aims to:

- Ensure transportation system safety and security
- Preserve the existing and future transportation system
- Optimize investment in the system for continued safety, enhance mobility and efficiency
- Respond to local, regional, national, and international economic trends to maintain State economic competitiveness
- Consider environmental issues to maintain Wisconsin's quality of life
- Provide users with transportation choices

WISDOT SIX-YEAR HIGHWAY IMPROVEMENT PROGRAM (2022-2027)

WisDOT develops a “Six-Year Highway Improvement Program” which addresses the rehabilitation of Wisconsin’s State Highways. Rehabilitation, often referred to as the “3-R” Program, includes resurfacing, reconditioning, and reconstruction.

Resurfacing the highway provides a better ride and extended pavement life; Reconditioning the highway entails addition of safety features, such as wider lanes, or softening of curves and steep grades; and Reconstruction means complete replacement of worn roads, including the road base, and rebuilding to modern standards.

Staff from WisDOT Northeast Region, which includes Manitowoc, have indicated that within the Six-Year Program 2022-2027, the following projects will occur, or have already occurred, within the City:

- Custer Street: Installation of Railroad operations safety signals and gates (June 2023).
- Washington Street: Washington Street and 21st Street intersection signal rehabilitation, urban reconstruction with traffic calming (August 2023)
- Magnolia Avenue: East Magnolia Avenue through 12th Street utility relocation and roadway resurfacing (September 2023)

WISCONSIN RAIL ISSUES AND OPPORTUNITIES REPORT

This report summarizes critical rail transportation issues identified during a public outreach effort. The report serves as a point of departure for the rail component of the upcoming Connections 2030, WisDOT’s next multimodal transportation plan in progress at the time this *Plan* was written. The report identifies the CN railroad as the only railroad currently entering Manitowoc. One CN line runs north-south through Manitowoc, and one CN line comes from the west (Fox Cities) into Manitowoc, intersecting with the north-south CN line before heading into Manitowoc. The final segment into Manitowoc is noted as presently out of service (as of December, 2002). Both lines are projected to be “light density” lines in 2020, carrying fewer than three million gross tons annually. These “light density” lines could require financial assistance in order to preserve rail service and avoid abandonment of track. Current State rail preservation policy may need to be modified to address the preservation of rail corridors and the continuation of rail service for many Wisconsin communities that rely on rail for freight and/or passenger transportation.

MANITOWOC COUNTY 2021-2025 COORDINATED PUBLIC TRANSIT – HUMAN SERVICES TRANSPORTATION PLAN (2020)

Manitowoc County adopted the Coordinated Public Transit-Human Services Transportation Plan in 2020, which is a required five-year plan to help guide implementation of transit services in the area, with an emphasis on sustainable growth that considers immediate and future needs. Maritime Metro Transit (MMT) is a publicly owned and operated fixed-route transit system serving the Cities of Manitowoc and Two Rivers.

Current regular fixed-route transit services provided in the MMT service area are provided on seven routes; six of these routes (Routes 2, 3, 4, 5, 6A and 6B) exclusively serve the City of Manitowoc portion of the transit service area. Route 1 primarily serves the City of Two Rivers, but also serves the northeastern portion of the City of Manitowoc. All routes except Route 1 and Route 5 provide converge near Manitowoc’s central business district; Routes 1 and 2 meet at the Meadow Links Transfer Point on the northeast side of the City of Manitowoc, and Routes 3 and 5 meet in the Harbor town area of the City of Manitowoc. The downtown serves as the main transfer point between most routes, and schedules are designed so that transfers are easily accommodated. The Transfer Station is located at 915 South 11th Street.

The plan recommends providing subsidized service on weekends and holidays, as well as later on weekday evenings to improve transportation access and ridership, a number of strategies for improving service convenience, and increasing transportation options for elderly and persons with disabilities.

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SECTION FIVE: UTILITIES AND COMMUNITY FACILITIES

EXISTING UTILITY AND COMMUNITY FACILITIES PLANS

MUNICIPAL CAPITAL WORKS PROGRAM

The City maintains a detailed 5-year capital works program. The program identifies several categories of projects including paving, arterial/collector road, Manitowoc-related WisDOT projects, infrastructure, and new sidewalks. Key projects include:

- Reed Avenue – North 2nd Street to North 8th Street (2023)
- Division Street – South 9th Street to South 14th Street (2023)
- East Albert Dr. – Johnston Dr. to 800 feet East (2023)
- Reed Ave. – Memorial Dr. to N. 2nd St. (timeframe undetermined)
- Reed Ave. – N. 8th St. to Hamann Rd. (timeframe undetermined)
- South 30th St. – Dewey to Viebahn St. (Target 2026, contingent upon DOT BIL Funding)
- Washington St. – S. 8th to S. 26th St. (2029-2030) - DOT Funded Project
- Calumet Ave. – S. 26th St. to I-43 Northbound On-Ramp. (2029-2030) – DOT Funded Project
- Memorial Dr. – Waldo Blvd. to Two Rivers (2024-2025) – DOT Funded Project for Asphalt Resurfacing
- Franklin St. – S. 21st St. to S. 26th St. (2024-2025)
- New Sidewalks on east side of North 8th St. from Albert Dr. to Indian Creek Dr. (to serve Woodridge Subd.)

MANITOWOC-TWO RIVERS-MISHICOT SEWER SERVICE AREA PLAN: WATER QUALITY MANAGEMENT PLAN FOR 2040

The Bay-Lake Regional Planning Commission created this 2016 plan for the Manitowoc-Two Rivers-Mishicot Sewer Service Area Technical Advisory Committee, which is the local advisory and decision-making committee on sewer service area changes. Sewer service area plans are required to anticipate future wastewater needs, identify areas suitable for development, and protect environmentally sensitive areas. All large urban areas are required to have a sewer service area plan. In 2015-2016, the Bay-Lake Regional Planning Commission updated the plan and its policy for review and approval of any proposed amendments to these boundaries, in addition to definitions of water quality assessments and environmentally sensitive areas. The sewer service area plan surrounding the City of Manitowoc west, mirroring the City's existing municipal boundary past I-43 and out to South Alverno Road. It is inclusive of the areas planned for development over the next 20 years. However, in the event the City needs to extend beyond that boundary, an amendment would have to occur prior to any development and sewer utility connections being extended. The process for amending the sewer service area plan is as follows:

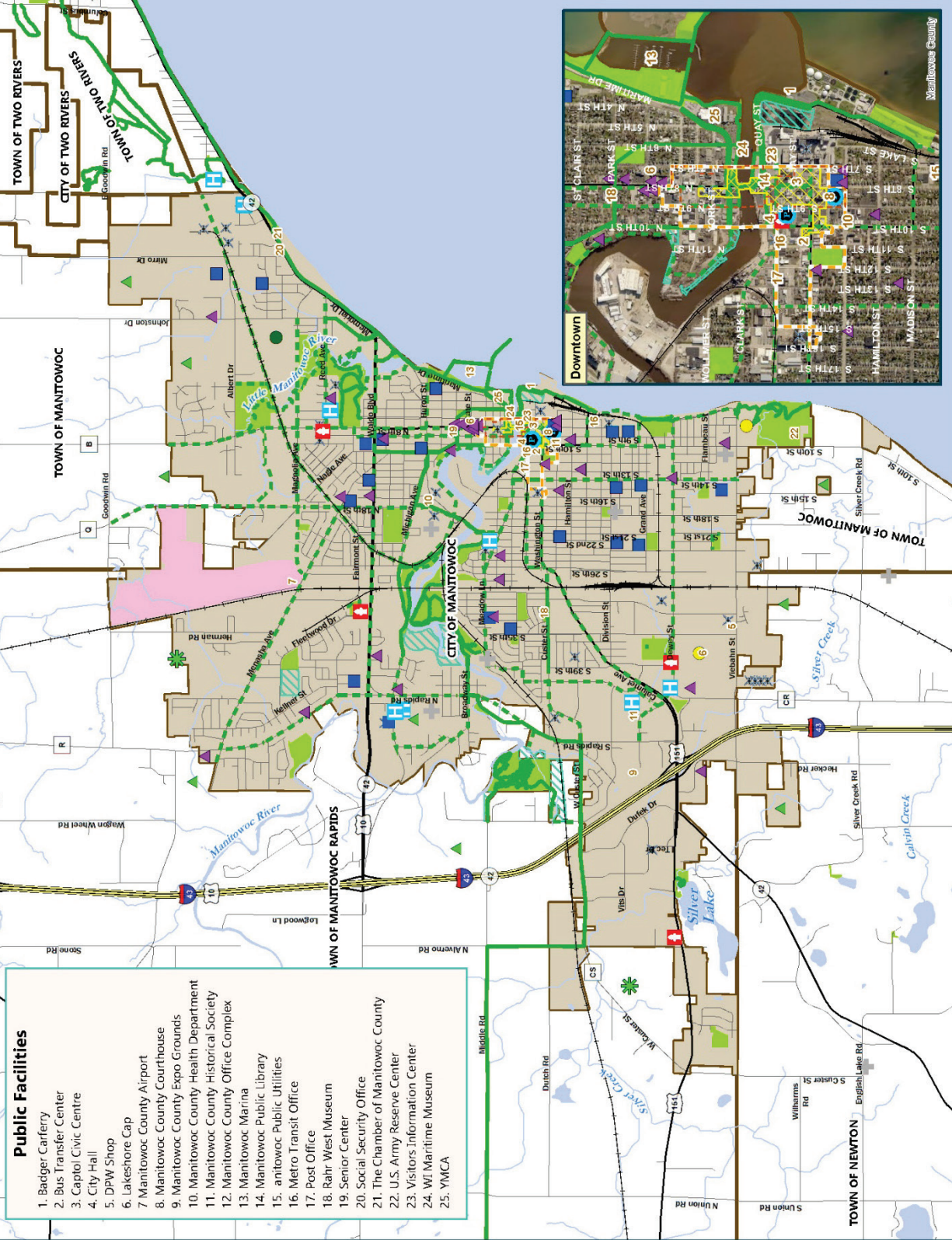
1. City submittal of review application to the Bay-Lake Regional Planning Commission.
2. Bay-Lake Regional Planning Commission review of application and preparation of report.
3. Manitowoc-Two Rivers-Mishicot Sewer Service Area Technical Committee review and recommendation.
4. MPO Policy Committee holds Public Hearing and provides advisory decision.
5. Decision is provided to the WisDNR for review and final decision on request.

Community Facilities

LEGEND

- Cemetery
- Golf Course
- Religious Institution
- Fire Station
- Health Care
- Police Station
- Public Facility (see table)
- School
- Higher Education Facility
- Existing Telecommunications Facilities
- Planned Neighborhood Park
- Planned Community Parks
- Active Rail Line
- Design Review Area
- Main Street Program Area
- 8th St Historic District
- Existing Bike/Pedestrian Routes
- Proposed Bike/Pedestrian Routes
- Interstate
- State or US Highway
- Local Road
- City or County Parks
- Proposed Park Land Acquisition
- Airport
- City of Manitowoc
- Other Municipal Boundary

DRAFT
 November 28, 2022
 VANDEWALLE &
 ASSOCIATES INC.
 © 2022
 Data Sources: City of Manitowoc, Bay Lake PPC, WI LTSE,
 Manitowoc County, DNR, FEMA, USDA, US Census Bureau.



- Public Facilities**
1. Badger Car ferry
 2. Bus Transfer Center
 3. Capitol Civic Centre
 4. City Hall
 5. DPW Shop
 6. Lakeshore Cap
 7. Manitowoc County Airport
 8. Manitowoc County Courthouse
 9. Manitowoc County Expo Grounds
 10. Manitowoc County Health Department
 11. Manitowoc County Historical Society
 12. Manitowoc County Office Complex
 13. Manitowoc Marina
 14. Manitowoc Public Library
 15. Manitowoc Public Utilities
 16. Metro Transit Office
 17. Post Office
 18. Rahr West Museum
 19. Senior Center
 20. Social Security Office
 21. The Chamber of Manitowoc County
 22. U.S. Army Reserve Center
 23. Visitors Information Center
 24. WI Maritime Museum
 25. YMCA

EXISTING UTILITY AND COMMUNITY FACILITIES

MUNICIPAL FACILITIES

City Hall, located at 900 Quay Street, houses most municipal departments, although certain departments have additional offices or facilities as well. The Department of Recreation’s main office is located in the Senior Center at 3330 Custer Street, with a maintenance building at 1105 Fleetwood Drive. Maritime Metro Transit has an office at the Intermodal Transfer Center at 915 S. 11th St. described in Section Four: Transportation. The City also operates Evergreen Cemetery, located at 2221 Michigan Ave., and the Rahr-West Art Museum, located at 610 N. 8th Street.

Law Enforcement and Protection

The Manitowoc Police Department (MPD) is a 24 hour/seven day a week, fully staffed police department located in the Manitowoc Safety Building at 910 Jay Street. The command staff is comprised on a Police Chief, Assistant Police Chief, Deputy Police Chief, four Captains, seven Lieutenants, and an Office Manager. In addition to the command staff, the department also includes a 12-member first shift, a 14-member second shift, a 12-member third shift, a 10-member Detective Bureau (including a Captain of Detectives, Sergeant of Detectives, and two Metro Drug Temporary Detectives), a 14-member Community Policing Units (including three School Resource Officers and 10 crossing guards), and 11 civilian office or support staff. In 2022, MPD employed 65 sworn officers. MPD also utilize seasonal office staff as well as Community Service Worker Interns. The Police Department has identified a current need to expand their facilities significantly in order to accommodate their operations.

Fire Protection and Emergency Medical Services

The City’s 54-person Fire Department is headquartered at Fire Station #1 at 911 Franklin Street, and is supported by Fire Stations #2, #3, and #4. The Department is led by a Chief of Fire Rescue and Assistant Fire Chief.

In addition to fire suppression and investigation, the Department offers preventative services including public education, fire code enforcement, smoke detector installation, carbon monoxide investigations, and hazardous materials response.

The Fire Department also responds to non-fire emergencies, providing medical care and transportation. Specific services include paramedic ambulance response, emergency medical first response by EMT-D Engine Companies, local and interfacility and specialty care transports, and specialized rescue provides additional public services as needed and appropriate.

Library

Since its inception in 1900, Manitowoc Public Library has strived to meet the intellectual and recreational needs of our ever-changing community on the lakeshore. While Manitowoc Public Library is currently located at 707 Quay Street, the Library has been housed in three other locations over the decades: O. Torrison Building (1900-1904), 8th Street (1904-1969), Hamilton Street (1969-1998), and the current location at 707 Quay street since 1998. The current two-story, 52,000-square foot facility was funded at a cost of \$3.56 million through a joint venture between the Manitowoc Public Library Foundation and the City of Manitowoc.

Manitowoc Public Library is part of the Manitowoc-Calumet Library System (MCLS), which includes six libraries in Manitowoc and Calumet counties – Manitowoc, Lester (Two Rivers), Kiel, Brillion, Chilton, and New Holstein Public Libraries. With Manitowoc Public Library serving as the Resource Library, the six MCLS libraries are open to all residents of the two counties. Each county reimburses the city libraries for serving county residents outside taxed areas. MCLS, which has its own staff and governing Board of Trustees, provides services to the six libraries, including interlibrary loan, delivery, backup reference, consulting, continuing education for library staff, planning and support for library technology, and other assistance. The MCLS Office, delivery van, and staff are housed in Manitowoc Public Library. Manitowoc Public Library, like the other libraries in MCLS, maintains its own plan for services and is governed by a separate Board of Trustees. MCLS also has agreements with other Wisconsin library systems, that open nearly all of Wisconsin’s public libraries to Manitowoc and Calumet county residents.

The Library offers the community a range of materials to borrow, technology to explore, rooms for community use, and programming for all ages. Each year, Manitowoc Public Library lends more than 298,000 items each year from its collection of over 403,000 books, magazines, newspapers, digital books, CDs, DVDs, and other materials. More recently, the building has been updated to include a makerspace room, a fully-equipped business center, internal and external Wi-Fi internet, and flexible shelving to accommodate large programs and exhibits. Library meeting rooms continue to serve as a unique community asset, accommodating large and small community groups, organizations, and businesses. Finally, staff facilitate a wide range of programs to reach library users of all ages. Facilitating hundreds of educational and recreational programs each year, the Library serves a spectrum of needs, from small-group technology instruction to community-wide events with attendance exceeding 2,000 people.

Manitowoc Public Library's operational expenses are supported primarily through municipal, county, and state funding; however, the Library also receives funding through its two fundraising organizations: the Manitowoc Public Library Foundation and the Friends of Manitowoc Public Library. Each of these volunteer organizations is governed by its own Board of Directors. The Manitowoc Public Library Foundation serves as a permanent source of funding for the Library, enhancing library collections, programming, and facilities. Through short-term fundraising and membership fees, the Friends of Manitowoc Public Library serves to promote literacy efforts at the Library by funding reading programs throughout the year. Both the Friends and the Foundation are registered 501(c)(3) nonprofit organizations.

MANITOWOC PUBLIC UTILITIES (MPU)

Manitowoc owns Wisconsin's largest municipal electric utility – MPU, located at 1303 S. 8th Street. MPU is a tremendous asset to the City, providing reliable cost-efficient electricity, water, district heating, and fiber optic services. Municipally owned, though managed separately from City government, MPU has focused on the needs of the community for over a century. Today, MPU provides its more than 18,000 customers with some of the lowest utility rates in the nation. MPU's assets make it the City's largest taxpayer. MPU employs 96 people in its operation, has 236 miles of distribution line, and 186 miles of water mains.

MPU Water

The MPU Water Department provides treated water to the City on the order of roughly 5.8 million gallons per day (MGD), with summertime peak demands approaching 8 MGD. MPU's primary source of water supply is Lake Michigan. MPU utilizes a state-of-the-art Microfiltration Membrane technology in their water treatment plant to treat Lake Michigan water, which provides an absolute physical barrier to water borne pathogens such as Cryptosporidium and Giardia. Beyond serving the community of Manitowoc, MPU has an agreement with the Central Brown County Water Authority ("CBCWA"), a joint water authority comprised of six communities near Green Bay, Wisconsin. MPU provides treated Lake Michigan water to the CBCWA as a wholesale customer to serve a population of approximately 90,000 customers. To serve the CBCWA communities, MPU completed a \$26-million -dollar water treatment plant expansion, paid for by the CBCWA, to meet the water demands of the City and the CBCWA. This expansion provides several levels of reliability and redundancy to ensure the collective water demands are met, including two lake intakes, two raw water pump stations, and two Microfiltration water treatment plants. The current total water treatment capacity is 20 MGD, with a potential ultimate build-out capacity of 50 MGD.

In its entirety, the water distribution system consists of three pressure zones, two booster pump stations, an underground reservoir, and three elevated water towers. Total distribution system storage equals nine million gallons. MPU consistently evaluates the water infrastructure systematically to ensure appropriate replacements and upgrades are accomplished to continue serving our communities effectively.

MPU Electric Generation, District Heat, and Distribution

MPU's power plant houses a range of power generation technology, much of which has been modernized using the latest digital technology available to improve plant efficiency, safety, and pollution control. MPU has two boilers; Boiler 8 and Boiler 9. These boilers burn solid fuel to generate steam that powers two turbine generators. Electricity output is sold to the Midcontinent Independent System Operator (MISO) market which is responsible for managing the

generation and transmission of high-voltage electricity across 15 U.S. states and the Canadian province of Manitoba. Additionally, steam is supplied at a controlled pressure to a district heating system located 3,000 feet north of the power plant. The power plant directly supplies low cost steam heat to eight customers as a bi-product of electricity generation. When the boilers are not called into the MISO market, MPU has natural gas fired package boilers which can independently meet the demands of these steam customers. These multiple sources allow flexibility for electrical power supply purposes and provide additional reliability for the steam system. MPU has continued to invest in new boiler technology to burn cleaner, more sustainable, and lower cost fuels, which include coal, petroleum coke, natural gas, fuel oil, and renewable biomass fuel pellets. These pellets are made from local, non-economically-recyclable industrial paper and plastic waste that would otherwise be landfill-bound. Boiler 8 is currently burning 100% renewable biomass fuel pellets and up to 40% biomass fuel pellets in Boiler 9, with the balance of remaining fuel needs met using a combination of petroleum coke and coal. In addition to the power plant, MPU operates a turbine/generator at the Custer St. Energy Center located north of the City's I-TEC Industrial Park. Run on either diesel fuel or natural gas, this turbine/generator is also used to supply peak power to the City, and can be used for emergency power. The Energy Center also encompasses a distribution substation, allowing MPU to serve rapidly growing industrial loads in I-TEC and other west side developments.

MPU owns a robust electric power distribution system including seven substations, each supplied from a highly reliable, 69,000 Volt, looped transmission system that is owned and operated by the American Transmission Company. MPU ranks in the top quartile of U.S. utility companies for electric reliability performance.

MPU Fiber Optics

MPU installed and manages a 33-mile City-wide fiber optic cable network. The network is comprised of "dark" fiber designed to provide a robust, dedicated, and secure communications infrastructure with limitless communications speed between any two locations in the City. Connections to facilities outside of the City limits are provided through MPU partnerships with third party vendors. Businesses can use the dark fiber network to provide dedicated, gigabit ethernet connections between customer buildings. The fibers are assigned and dedicated for the exclusive use of the customer. Customers can upgrade their own electronic equipment on their own schedule, and budget, to provide essentially limitless bandwidth between its buildings. The fiber optic infrastructure is routed through the I-TEC, and is readily available for dark fiber leasing opportunities.

Several private companies, including Nsight, WIN, and TDS Metrocom are actively expanding broadband services, including 5G wireless, utilizing MPU poles and fiber optic infrastructure to complement their efforts.

TELECOMMUNICATIONS FACILITIES

In addition to MPU's dark fiber optic service, there are several, independent telecommunication companies which serve the city with broadband and cell phone coverage. Existing telecommunication facilities are depicted on Map A.1: Community Facilities.

The City implemented Wi-Fi access in the downtown in 2009, which provides free medium speed internet. The areas covered include the Library and riverfront, much of downtown along 8th Street, and Washington Park. The signal has limited penetration of buildings and is intended for outside use.

SANITARY WASTE TREATMENT FACILITIES

All sanitary sewage in the City is treated at the Manitowoc Wastewater Treatment Facility located at 1015 South Lakeview Drive. The treatment plant processes an average of seven MGD and has a rated capacity to treat up to 15.5 MGD. Manitowoc's industrial base discharges about 40 percent of the plant's daily flow. Manitowoc has a separated sewerage system, meaning that stormwater is not combined with sanitary sewage. The stormwater has its own conveyance system to remove the water to various discharge points around the City. A fourth upgrade to the facilities was concluded in 2019 at a cost of \$10,000,000. This project included the installation of a new clarifier, new efficient

fourth boiler, new final effluent pump, and a new heat exchanger. All new MCC panels, switchgear and associated transformers, circuit breakers, and controls were updated.

More local industries are recycling their water or directing to storm sewers, and so MPU is seeing less sanitary sewer usage overall. An inflow and infiltration program has encouraged this trend. MPU has no capacity concerns for the future.

Solid Waste Disposal and Recycling

The City's residential solid waste is handled by private waste haulers. The following companies offer subscription services – Veolia Environment, Waste Management, and Pozorski Hauling and Recycling.

Recycling and waste reduction services are provided to residents of the County, including City residents, at the County Recycling Center, also known as the Material Recovery Facility (MRF). Residents of Manitowoc may contract with private waste haulers to pick-up recycling, or they may drop off recyclables at the MRF. Recyclable materials accepted for drop-off at the facility include plastic, glass bottles, cans, cardboard, and paper. The facility offers special programs to accept Christmas trees, electronics and light bulbs, hazardous household waste, pharmaceutical drug disposal, waste tires, and mercury. The County also offers a public education and general information program on proper disposal methods, waste reduction, and other solid waste and recycling issues.

Stormwater Management and Erosion Control

The City has both a stormwater management ordinance and a soil erosion control ordinance as separate chapters of its municipal code. Stormwater management regulations and practices are implemented through the City's Public Works Department. Like many cities, Manitowoc is currently addressing new State and Federal rules requiring stricter measures for stormwater management. The City also currently regulates erosion on construction sites through its erosion control ordinance, with the intent of requiring the use of stormwater BMPs to reduce the amount of sediment and other pollutants resulting from land disturbing construction activities.

The City is currently updating the Stormwater Quality Management plan. This plan will look at the recently constructed stormwater basins and also identify additional treatment options required to meet the new water quality standards identified in the Total Managed Daily Load (TMDL) recently developed by the Department of Natural Resources (DNR). Strand Engineering is also performing a study for three areas that had experienced severe flooding in 2021. Several proposed stormwater retention and mitigation projects will likely result from this process.

Manitowoc Harbor Confined Disposal Facility (CDF)

The Manitowoc Harbor Confined Disposal Facility (CDF) is a man-made structure designed to hold material excavated during harbor dredging activities. The facility is owned and operated by the U.S. Army Corps of Engineers. The facility is anticipated to be full within this Comprehensive Plan window. The Corps is currently beginning to prepare a dredge management plan to study alternatives for dredge disposal when the CDF is full. The plan is estimated to be completed in 2024. One of the alternatives is increase the height of the dredge spoils in the CDF.

ELEMENTARY AND SECONDARY SCHOOLS

Residents of the City are served by the Manitowoc Public School District (MPSD). The District's service area covers a total of 93 square miles including Manitowoc and portions of the Towns of Manitowoc, Two Rivers, Newton, Manitowoc Rapids, and Kossuth. MPSD is comprised of 8 schools providing pre-kindergarten through grade 12 education for school-aged children. All district students attend Lincoln High School. District students attend one of two middle (grades 6-8) schools, and one of six elementary (grades K-5) schools, generally determined by their place of residence. The District also includes McKinley Academy, a virtual K-12 charter school, and the Manitowoc County Charter School, an alternate high school and charter school for younger students. Map 1: Jurisdictional Boundaries (in the Comprehensive Plan) shows the boundaries of the District.

According to the Wisconsin Department of Public Instruction, enrollment in MPSD has been in steady decline in recent years. Figure A.5.1 demonstrates that district-wide enrollment dropped during the period between 2010-2021 by a total of 14.54%. The main exception to this trend was at MPSD’s most populous school, Lincoln High. In general, the elementary schools have seen slight declines in enrollment, with the notable exceptions of Franklin Elementary and Washington Middle School, at which enrollment has increased notably since the 2010-2011 school year.

The MPSD public information office supports the information and communication needs of parents, employees, and the community at large. The public information specialist promotes school activities and events, explains school programs and school benefits, works to build long-term support for the District, and, above all, supports the concept of two-way communication by providing avenues for parents and the public to have a voice in school matters.

Special offerings within MPSD include Gifted & Talented (“EXCEL”), International Baccalaureate (“IB”), Advanced Placement (“AP”), and School-To-Career (“STC”) programs.

The District’s Administrative Office is located at 2902 Lindbergh Drive.

Figure A.5.1: Manitowoc Public School District Enrollment 2010-2022

Name	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-2022
Franklin Elementary	365	374	366	384	402	410	402	412	402	406	397	388
Jackson Elementary	390	369	386	375	380	347	326	356	353	373	368	360
Jefferson Elementary	407	433	409	380	383	394	381	396	423	375	370	365
Madison Elementary	261	264	253	244	246	228	245	234	246	265	222	234
Monroe Elementary	366	349	372	377	406	366	366	342	335	307	276	273
Riverview Elementary	756	696	795	741	638	669	707	715	676	280	263	275
Washington Middle School	568	588	597	579	536	530	526	594	589	608	590	499
Wilson Middle School	588	569	570	522	537	530	544	537	520	536	504	509
Lincoln High School	1,284	1,230	1,160	1,173	1,193	1,183	1,135	1,064	1,071	1,486	1,479	1,420
McKinley Academy Virtual K-12 Charter School	54	56	53	56	62	61	55	54	35	32	32	121
Stangel Elementary	409	379	370	373	388	371	365	340	311	-	-	-
Total	5,452	5,310	5,335	5,210	5,179	5,094	5,052	5,044	4,961	4,987	4,760	4,444

PRIVATE SCHOOLS

In addition to MPSD, a variety of private schools are located in Manitowoc. At the high school level, Manitowoc Lutheran High School, 4045 Lancer Circle, enrolls over 230 students, and Roncalli Catholic High School, 2000 Mirro Dr., enrolls over 320 students. At the junior high level, St. Francis Middle School, 2109 Marshall Street, enrolls close to 200 6th-8th graders. Junior high students are also served at a number of K-8 schools, including: Bethany Evangelical Lutheran School at 3209 Meadow Lane, with more than 100 K-8th graders; First German Evangelical Lutheran Grade School at 1033 South 8th Street, with nearly 100 PreK-8th graders; Immanuel Evangelical Lutheran Grade School at 916 Pine Street, with more than 100 K-8th graders; and St. Johns Evangelical Lutheran School at 7531A English Lake Road, which teaches about 125 students from preschool through 8th grade. Finally, strictly for elementary school students are: Roncalli

Elementary School, 1408 Waldo Blvd.; with about 175 preschool through 4th grade students; and Roncalli Middle School, 2109 Marshall Street, with about 125 5th – 8th graders.

HIGHER EDUCATION

Post-secondary education is offered at several Manitowoc area institutions:

- **The University of Wisconsin-Green Bay Manitowoc Campus**, at 705 Viebahn Street, is one of 26 campuses across thirteen UW-System colleges. The university offers first- and second-year undergraduate courses leading to completion of associates of arts and associates of science degrees, as well as various certifications. The school began offering full 4-year bachelor programs on-site as of 2022. Other services and community amenities provided by the university include Continuing Ed, College for Kids, and Upward Bound programs, art-exhibits, and a community-based band, chorus, and theatre.
- Headquartered in Cleveland, Wisconsin, **Lakeshore Technical College (LTC)** has facilities in Manitowoc and Sheboygan. LTC offers day, evening, and online courses towards associate and technical degrees and certifications. Fields covered include traditional, as well as newer trades such as renewable energy technology. Locally oriented, 73 percent of LTC graduates work within the LTC District, which includes all of Manitowoc and Sheboygan Counties, and parts of Calumet and Ozaukee Counties. An emphasis on “Goal-Oriented Adult Learning” includes Basic Education, High School Equivalency, and ESL programs, and outreach centers in area high schools. Additionally, the Center for Entrepreneurship facilitates lakeshore-area small business development, helping firms through one-on-one counseling, seminars, access to a resource network, and on- and off-site training for both large and small employers.

PARKS AND RECREATION FACILITIES

The “Park, Recreation, and Open Space Plan 2023-2028” is being updated in conjunction with this Comprehensive Plan Update and includes detailed recommendations for the City’s parks system. The following is a description of existing facilities:

Community Parks: Manitowoc’s large community parks together provide nearly 400-acres of parkland.

- Lincoln Park & Conservancy Area & Zoo: this 102-acre area, located at 1218 North 8th Street, includes the Lincoln Park Zoo, basketball and tennis courts, a softball diamond, hiking/walking trails, playground, concession stand, permanent grills, open air shelters, restrooms, picnic areas, cabins, and a reservable field house with full kitchen that seats 130.
- Silver Creek Park: this 79-acre park at 3001 South 10th Street features a rolling landscape and wooded picnic areas, all complemented by the Lake Michigan shoreline. Amenities include a soccer field, disc golf course, sand volleyball courts, fishing areas, an unguarded beach, cross-country ski trails, walking/hiking trails, over 50 picnic areas, permanent grills and open-air shelters, playgrounds, restrooms, a concession stand, and a reservable fieldhouse with full kitchen that seats 100.
- Henry Schuette Park: this 64-acre park at 3700 Broadway Street features a fitness course, cross-country ski trails, hiking/walking trails, a playground area, fishing and picnicking areas, permanent grills, open air shelters, and restrooms.
- Camp Vits: a 75-acre undeveloped area on Manitowoc’s west side.
- Indian Creek Park: 50-acres of undeveloped land used as a passive, naturalistic area.

Neighborhood Parks: Manitowoc has eleven neighborhood parks and playgrounds providing over 78-acres of parkland. Examples include Washington Park and Pulaski Park. Common facilities provided at neighborhood parks and playgrounds include softball diamonds, basketball courts, playground equipment, shelters, and restrooms. Neighborhood parks are intended to serve residents within a safe walking distance – generally considered to be one-half mile.

Community Playfields: Manitowoc residents enjoy over 90-acres of community playfields.

- Citizen Park: 28-acres
- Red Arrow Park & Conservancy: 27-acres
- Ron Rubick Municipal Athletic Field: 9-acres
- Dewey Street Park: 29-acres

Mini Parks: The City has four mini parks. Mariners East Landing, Mariners West Landing, and Maritime Dr. Mini-Park are along the Manitowoc River and near Lake Michigan. Dale St. Park is a small neighborhood playlot. Together, these mini parks contribute an additional three acres of recreational land to the community.

Special Use Facilities: Manitowoc’s special use facilities provide the community with many additional diverse open spaces and recreational facilities.

- Manitou Park
- Small Boat Harbor & Marina
- Manitowoc River Walkway
- S. Lakefront Wayside
- Senior Citizen Center
- Little Manitowoc River Walkway
- North Lakefront
- S. Lakefront
- River Heights Park

OTHER CITY FACILITIES

The City operates the **Rahr-West Art Museum** located at 610 North 8th Street. Exhibits are located in an 1893 Victorian Mansion which is listed in the National Register of Historic Places. A modern gallery was added to the structure in 1975, and there are currently renovations underway to increase accessibility to the museum. The Museum features a collection of American Art and additional rotating exhibitions, fosters community through public art installations and initiatives, outdoor programming along North 8th Street. This is also the site of Sputnikfest; a festival to pay tribute to the crash landing of a piece of Sputnik IV in front of the Mansion in 1962.

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SECTION SIX: HOUSING AND NEIGHBORHOOD DEVELOPMENT

HOUSING PROGRAMS

The following programs and organizations provide assistance to rent, purchase, or renovate housing. These programs are generally available to low- and moderate-income individuals and those with disabilities. In addition to the programs listed below, information regarding numerous other housing programs is available through the U.S. Department of Housing and Urban Development (HUD). It is recommended that the City of Manitowoc explore opportunities to implement some of these programs within the community.

CITY OF MANITOWOC COMMUNITY DEVELOPMENT BLOCK GRANT HOUSING REVOLVING LOAN FUND PROGRAM (CDBG RLF)

This program helps upgrade the quality and expand the supply of decent, safe, and sanitary housing options in the community. More information can be found at: www.manitowoc.org/2180/Housing-Rehabilitation-Program

COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) SMALL CITIES HOUSING PROGRAM

Local governments and counties can apply for CDBG funds for a variety of projects to principally benefit low- and moderate-income households. More information can be found at the Wisconsin DOA website at: doa.wi.gov or at: tinyurl.com/4um695ct

HOME INVESTMENT PARTNERSHIP PROGRAM

This program utilizes federal grants to provide money to states and localities that can be used to fund a range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. More information can be found at:

https://www.hud.gov/program_offices/comm_planning/home

HOUSING COST REDUCTION INITIATIVE (HCRI)

This is another Wisconsin program using state funds to award grant money to homebuyers for the purchase of affordable homes or to prevent foreclosure. More information can be found at:

energyandhousing.wi.gov/Pages/AgencyResources/hcri.aspx

Downpayment Plus (DPP) and Downpayment Plus Advantage

Downpayment Plus and Downpayment Plus Advantage are down payment and closing cost assistance programs available to low- and moderate-income homebuyers. More information can be found at:

<https://www.fhlbc.com/community-investment/downpayment-plus-programs>

PARTNERS FOR COMMUNITY DEVELOPMENT, INC.

The Home Rehabilitation Assistance Program provides 0% interest, deferred payment loans to qualifying families who need financial assistance for critical repairs for a home they own and occupy. The Homebuyer's Assistance Program provides 0% interest, deferred payment loans to qualifying households who need financial assistance towards purchasing their first home. For more information, visit: partners4cd.com

LAKESHORE CAP HOME BUYER AND FINANCIAL ASSISTANCE PROGRAM & SUPPORTIVE HOUSING HOMELESSNESS PREVENTION/RENTAL ASSISTANCE PROGRAMS

Lakeshore CAP provides a number of programs designed to help the homeless or those facing financial hardship and at risk of becoming homeless maintain housing and work towards self-sufficiency. Designed to help income-eligible households with the purchase of homes, the Lakeshore CAP Home Buyer and Financial Assistance Program is available to

single-family, owner-occupied homeowners located in Manitowoc County and other area counties. For more information, visit: lakeshorecap.org/home-buyer

STATE OF WISCONSIN HOUSING COST REDUCTION INITIATIVE (HCRI)

This funding can be used to help eligible homebuyers purchase affordable homes by providing down payment, closing cost, gap financing assistance, or to prevent foreclosure and/or utility disconnections. For more information, see: energyandhousing.wi.gov/Pages/AgencyResources/hcri.aspx

WISCONSIN HOUSING AND ECONOMIC DEVELOPMENT AUTHORITY (WHEDA) FIRST MORTGAGE AND DOWN PAYMENT ASSISTANCE PROGRAMS

WHEDA offers a number of low-cost financing programs that help expand access to affordable housing for renters, first-time home buyers, non-first-time homebuyers, and veterans. Through the organizations' homeownership assistance programs, eligible borrowers can receive reduced interest rate loans when buying a home, receive financial assistance with home renovations, and benefit from down payment financial assistance. More information can be found at: wheda.com/homeownership-and-renters/home-buyers

TAX INCREMENTAL DISTRICTS (TIDS)

Tax Incremental Financing law allows municipalities to keep a district open for an additional year and allocate that increment to affordable housing efforts. The City should continue to utilize this strategy in successful and expiring TIDs to provide additional funds for affordable housing units.

HOUSING PLANS

2021 MANITOWOC HOUSING STUDY & NEEDS ASSESSMENT

In January of 2021, the City of Manitowoc partnered with MSA Professional Services, Inc. for the creation of a Housing Study and Needs Assessment. This report examines the City's housing conditions and market, providing recommendations for how the community's housing needs can best be met. Since housing is a priority in this Comprehensive Plan, a summary of this plan and key findings are found in Chapter Six of the main Comprehensive Plan document. The complete plan can be found online [here](#).

MANITOWOC COUNTY 20-YEAR COMPREHENSIVE PLAN UPDATE – BAY-LAKE REGIONAL PLANNING COMMISSION (2020)

The Bay-Lake Regional Planning Commission produced a regional Comprehensive Plan for Manitowoc County in 2020. This document covers the same topics of this Plan, but with a regional scope and context. Many of the goals, objectives, strategies, recommendations, and the overarching vision statement align with the City of Manitowoc's Comprehensive Plan. The regional plan includes three overarching goals specifically related to housing:

- Manitowoc County will encourage and maintain an adequate supply of safe and affordable housing that provides a choice of location, style, and cost for the county's current and future population.
- Encourage development to locate in primary growth areas with existing or planned public facilities that provide a variety of housing types while preserving the rural features of the County.
- Maintain our existing housing stock, preserve traditional residential neighborhoods, and encourage new housing to be developed in a manner which is consistent and compatible with the context of its surroundings.

SECTION SEVEN: ECONOMIC DEVELOPMENT

EMPLOYMENT PROJECTIONS

The City of Manitowoc’s workforce is interconnected with the greater east-central region and other lakefront coastal communities. Over 50% of people who live in the City work in municipalities other than Manitowoc (Figure A.7.6). Overall, the City of Manitowoc’s residents are mostly employed in the management, business, science, and arts industries (33%), in addition to production, transportation, and material moving (24%) and sales and office industries (21%) (Figure A.7.1). This reflects similar patterns in 2000.

The Wisconsin Department of Workforce Development calculated employment projections between 2018 and 2028 by occupational group for Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano, and Sheboygan Counties combined (Figure A.7.2). These projections provide a look into where the region is headed in the future. To note, some of the projected fastest-growing occupations include professional and business services, construction, and education and health services, both areas that fit within the traditional occupations of City residents. Over the next 20 years, continuing to grow these occupations within the City and Manitowoc County will help the local economy adapt to changing demands and drive economic growth in the future.

Another key component to understanding the City’s workforce is education. Over 90% of the City’s population over the age of 24 years old have graduated high school and 23% have a bachelor’s degree or higher. The City’s high school graduation rate is very similar percentages to the greater metro area and the state as a whole, however the City’s percentage of college graduates is a smaller percentage of the population than the state’s as a whole (31%) (Figure A.7.3). As the economy continues to evolve over the next 20 years, it is critically important to have a prepared and educated workforce ready to adapt to new technologies and innovations. This provides opportunities for local employers and the continued expansion of the local economy.

At the local level, enrollment in the Manitowoc Public School District has decreased steadily over the past decade (14.54%) (see Figure A.5.1: Manitowoc Public School District Enrollment). This is mainly in response to societal trends resulting in families having fewer children per household and barriers to housing affordability affecting the ability of young families to locate in the City, affecting the population over that time period. Overall, the District plays a key role in workforce preparedness of future generations. It must continue to add new programs and work towards increasing its rank among School Districts in the state. Maintaining a high-quality education system in the City and providing local employers with skilled workers are both key components of improving and adapting the workforce over the next 20 years.

Figure A.7.1: Occupational Groups

	2000	2010	2020
Management, Business, Science, and Arts	24%	26%	33%
Service	16%	19%	16%
Sales and Office	23%	21%	21%
Natural Resources, Construction, and Maintenance	9%	7%	7%
Production, Transportation, and Material Moving	28%	27%	24%

*Source: U.S. Census Bureau, 2000-2020 Census.

Figure A.7.2: Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano, and Sheboygan Counties Employment Projections

	2028 Projected			
	2018 Total	Total	Total Change	Percent Change
All Industries	457,622	474,451	16,829	3.7%
Natural Resources and Mining	5,277	5,554	277	5.2%
Construction	21,695	23,966	2,271	10.5%
Manufacturing	93,461	91,351	(2,110)	-2.3%
Trade, Transportation, and Utilities	80,700	83,226	2,526	3.1%
Information	3,482	3,100	(382)	-11.0%
Financial Activities	24,892	25,722	830	3.3%
Professional and Business Services	40,144	44,203	4,059	10.1%
Education and Health Services	78,355	84,076	5,721	7.3%
Leisure and Hospitality	41,886	40,257	(1,629)	-3.9%
Other Services (Except Government)	24,236	25,021	785	3.2%
Government	22,362	22,490	128	0.6%
Self-Employed and Unpaid Family Workers	21,132	23,205	2,073	9.8%

Source: Department of Workforce Development State of Wisconsin Southeast Workforce Development Area Industry Projections, 2022

Figure A.7.3: Educational Attainment – Population 25 and Older

	High School Graduate (or higher)			Bachelor's Degree (or higher)		
	2000	2010	2020	2000	2010	2020
City of Manitowoc	84%	91%	92%	17%	22%	23%
City of Two Rivers	85%	96%	93%	14%	15%	20%
City of Sheboygan	81%	87%	91%	16%	16%	22%
City of Sturgeon Bay	86%	91%	95%	17%	23%	27%
Town of Manitowoc	88%	95%	95%	17%	19%	27%
Town of Manitowoc Rapids	88%	95%	95%	29%	43%	39%
Town of Newton	86%	92%	96%	14%	14%	24%
Town of Two Rivers	86%	89%	91%	14%	13%	21%
Manitowoc County	85%	93%	93%	16%	19%	22%
Wisconsin	85%	89%	93%	22%	26%	31%

Source: U.S. Census Bureau, 2000-2020 Census.

ECONOMIC TRENDS

Manitowoc has generated substantial job growth over the past ten years. In part, this is due to the growth of commercial and industrial businesses in the community, especially in the community's Business Park. Recent regional shifts in labor force participation rates and unemployment have been caused by two overarching factors: the global pandemic and an increasingly aging population. While in the short-term they are anticipated to rebound from the outcomes of the pandemic, it will be important to be cognizant of the long-term impacts of more retirees. As the labor pool fluctuates, this causes challenges for local businesses and employers.

Figure A.7.8 shows the largest employers in Manitowoc in 2020. As of 2020, Manitowoc's largest private sector employers were mostly healthcare, social service, and manufacturing businesses. As stated above, this is reflective of the growth in the local jobs in these sectors. In addition to private sector employers, MPSD, the County, and the City are key public sector employers within the community. However, based on commuting data, 53% of all residents of Manitowoc in the workforce travel outside of the City to work in other neighboring communities. Additionally, Manitowoc's 25 largest businesses have between 100 and 500 employees, illustrating that the community has a strong economic base consisting of large-scale employers. It will be important, however, to continue to grow new large- and small-scale employers over the next 20 years, diversify the job base, and provide opportunities for residents to work and live in the community.

Despite historic losses in manufacturing jobs in the region, manufacturing remains an integral part of Manitowoc's economy, and in fact has stabilized with slight increases in recent years. Manufacturing is the economic base of the City. Manufacturing tends to generate more local jobs, because it outsources work to area suppliers. Transshipment is also often done with local companies, and salaries and benefits tend to be higher than other occupational groups such as retail. Recent commercial and industrial development experienced over the past decade has come in part due to the City's geographical and regionally-advantageous location, existing business composition, responsiveness in attracting companies, and the reinvestment in the downtown.

Over the past 20 years, the number of minutes spent commuting to work for City residents has stayed a consistent 16 minutes (Figure A.7.7). This differs from many communities across the country, which have experienced increases in commuting time as people continue to live farther from their place of work. On a different, but related note, the number of people who both work in Manitowoc and live in Manitowoc is relatively low. Only around 41% of the people employed in the City live in the City, while over 8,850 City residents work outside of the City. Overall, these trends reflect the location of Manitowoc in the greater metro area where large employment centers in nearby communities are easily accessible for commuters. If Manitowoc can continue providing more local job opportunities, these trends will shift over the next 20 years.

Another factor that plays a part in the City's economy is wealth and spending power. Between 2010 and 2020, the City's median household income rose considerably, from \$41,919 to \$51,563 (Figure A.7.4). Similarly, per capita incomes also rose during that same time. The per capita income is defined as the total personal income, divided by the total population. This is used as a measure of the wealth of the population and provides insight on how much disposable income City residents have.

The income data for the City compared to surrounding towns varies for several reasons. More affordable housing is located in the two main urban centers of the County, which directly relates to the income of residents. This data reflects the fact that Manitowoc and Two Rivers have older housing stocks on average, new housing (as a percentage of the overall housing stock) is smaller and lower priced, have a higher ratio of rental versus owner-occupied housing, and have a higher proportion of multi-family housing, which tend to accommodate low- and moderate-income individuals and families.

Beyond just incomes, cost of living should also be considered. One of the most effective ways of analyzing the cost of living is through the comparison of different area’s living wage. A living wage is defined as the hourly rate that an individual must earn to support their family if they worked full time. In general, Manitowoc County is relatively affordable compared to other similar sized counties in the state and Wisconsin as-a-whole (Figure A.7.5).

Another key figure to consider is the ALICE population or Asset Limited, Income Constrained, Employed. This is a segment of the employed population that are above national poverty levels, so they do not qualify for federal assistance, but have wages that make it difficult to build wealth, save money, and afford essential goods and services.

- 34% of households in Wisconsin were considered to be ALICE or below poverty in 2018
- 23% of households in Wisconsin were considered to be ALICE in 2018, which is an increase from 17% in 2007
- 20% of households in Manitowoc County were considered to be ALICE or below poverty in 2018

Figure A.7.4: Income Comparison

	Median Household Income			Per Capita Income		
	2000	2010	2020	2000	2010	2020
City of Manitowoc	\$38,203	\$41,919	\$51,563	\$19,954	\$24,533	\$29,730
City of Two Rivers	\$39,701	\$47,981	\$49,994	\$18,908	\$23,458	\$27,545
City of Sheboygan	\$40,066	\$42,708	\$52,088	\$19,270	\$21,423	\$26,178
City of Sturgeon Bay	31,935	\$41,169	\$57,226	\$18,899	\$27,188	\$36,028
Town of Manitowoc	\$54,265	\$61,691	\$69,000	\$23,583	\$27,226	\$35,930
Town of Manitowoc Rapids	\$56,548	\$66,583	\$82,875	\$21,323	\$33,129	\$45,097
Town of Newton	\$54,359	\$62,202	\$78,000	\$22,467	\$25,380	\$34,598
Town of Two Rivers	\$55,759	\$62,381	\$59,375	\$25,319	\$29,685	\$37,791
Manitowoc County	\$43,286	\$49,354	\$58,464	\$20,285	\$25,161	\$31,375
Wisconsin	\$43,791	\$51,598	\$63,293	\$21,271	\$26,624	\$34,450

Source: U.S. Census Bureau, 2000-2020 Census.

Figure A.7.5: Living Wage

	1 Working Adult With 1 Child	2 Working Adults With 2 Children
Manitowoc County	\$28.00	\$20.34
Kewaunee County	\$29.63	\$21.46
Brown County	\$29.97	\$21.79
Calumet County	\$29.26	\$21.38
Sheboygan County	\$28.86	\$21.09
Ozaukee County	\$32.34	\$23.90
Outagamie County	\$29.62	\$21.74
Wisconsin	\$30.51	\$22.26

Source: Living Wage Calculator, 2022

Figure A.7.6: Commuting Patterns

	2019 Total	2019 Percentage
Employed in Manitowoc and Live in Manitowoc	8,003	41%
Employed in Manitowoc, but live elsewhere	11,424	59%
Live in Manitowoc and work elsewhere	8,857	53%
Employed in Manitowoc Co. and Live in Manitowoc Co.	22,536	68%
Employed in Manitowoc Co., but live elsewhere	10,711	32%
Live in Manitowoc Co. and work elsewhere	19,455	46%

**Source: U.S. Census Bureau OnTheMap, 2019

Figure A.7.7: Commuting Patterns 2

	2000	2010	2020
Mean Travel Time To Work	15	16	16

Source: U.S. Census Bureau, 2000-2020 Census.

Figure A.7.8: Largest Private Sector Employers

Employer	Industry	Number of Employees
Holy Family Memorial	Health Care and Social Assistance	500-999
Franciscan Sisters	Health Care and Social Assistance	500-999
Manitowoc Ice Machine	Manufacturing	250-499
Jagemann Stamping	Manufacturing	250-499
Parker Hannifin	Manufacturing	250-499
Wisconsin Aluminum Foundry Co	Manufacturing	250-499
St. Mary's at Felician Village	Health Care and Social Assistance	250-499
Walmart Supercenter	Retail	250-499
Ascend Services	Other Services	250-499
Manitowoc Tool and Machining	Manufacturing	250-499
Northern Labs	Manufacturing	250-499
Americollect	Professional Services	250-499
Eck Industries Inc	Manufacturing	250-499
Kaysun Corp.	Manufacturing	250-499
Laurel Grove Assisted Living	Health Care and Social Assistance	100-249
Burger Boat	Manufacturing	100-249
Festival Foods	Retail Trade	100-249
International Paper	Manufacturing	100-249
KI Inc.	Manufacturing	100-249
Shady Lane	Health Care and Social Assistance	100-249
YMCA	Educational Services	100-249
Manitowoc Health Care	Health Care and Social Assistance	100-249
Vinton Construction	Construction	100-249
Jagemann Plating	Manufacturing	100-249

Source: Wisconsin Department of Workforce Development, 2022

Figure A.7.9: Percent of Individuals Below the Poverty Line

	2000	2010	2020*
City of Manitowoc	8%	10%	13%
City of Two Rivers	6%	12%	9%
City of Sheboygan	8%	12%	11%
City of Sturgeon Bay	8%	11%	10%
Town of Manitowoc	3%	5%	4%
Town of Manitowoc Rapids	11%	13%	7%
Town of Newton	5%	5%	7%
Town of Two Rivers	2%	3%	4%
Manitowoc County	6%	12%	9%
Wisconsin	9%	13%	11%

Source: U.S. Census Bureau, 2000-2020 Census.

*Source: U.S. Census Bureau, 2020 ACS Data.

ENVIRONMENTALLY CONTAMINATED SITES

The WisDNR’s Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, in the state. WisDNR defines brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the WisDNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

In recent years, brownfield remediation efforts in Manitowoc have been focused on the River Point site, Mirro site, and industrial sites near the historic industrial and downtown core.

As of 2022, there were 23 sites identified in the City by the Bureau for Remediation and Redevelopment Tracking System (BRRTS). However, there are only 10 open cases. All open cases are classified as environmental repair programs or open ERPs. These sites are oftentimes older, and have been releasing contaminants into the soil, groundwater, or air over a long period of time. There are no open cases for leaking underground storage tanks or LUSTs, but 48 sites in the City have continuing obligations for underground storage tanks. These are typically sites with tanks that are or were known to be contaminating the soil and/or groundwater with petroleum. Specific locations, property ownership information, and status of remediation efforts for all BRRTS sites are available from the DNR. These properties may need special attention for successful redevelopment to occur. The locations of these environmentally contaminated sites were considered when making the land use recommendations in this Plan. The City encourages remediation and redevelopment of these sites for future economic development, where appropriate.

Successful remediation projects often show certain characteristics: the redevelopment plan incorporates a large enough site so that negative neighborhood externalities are minimized; government subsidies are substantial; there is a long-term public commitment to the project; the location offers amenities such as proximity to water or transportation; and the project is connected with community revitalization priorities.

The WisDNR, and the U.S. EPA work together to administer grant programs that fund brownfields assessment and cleanup. These programs provide funds for environmental assessment studies that determine the nature and extent of contamination, as well as for the actual remediation of contaminated sites. The City has been very successful in receiving grants from both the U.S. EPA and WisDNR in the past 10 to 15 years; receiving assessment, cleanup, and revolving loan funds. In addition, the City has received funds from the Wisconsin Economic Development Corporation, Fund for Lake Michigan, and WisDOT for brownfield activities. More information on the requirements a community must meet to receive these grants is available through WisDNR at the State level and the EPA at the Federal level.

Figure A.7.10: City of Manitowoc Brownfield Sites, 2022

Site Location	Brownfield Classification	Status
Rockwell Lime (former), 1615 Spring Street	ERP	Open
Manitowoc Plumbing Supply (former), 924 York Street	ERP	Open
River Point District -LGU, N. 10 th Street & N. 11 th Street	ERP	Open
WPSC Manitowoc MGP (Alt SF), 402 N. 10 th Street	ERP	Open
Wisconsin Aluminum Foundry Co., 838 S. 16 th Street	ERP	Open
WI DOT Susie’s Restaurant (former) LGU-SL, 1020 S. 26 th Street	ERP	Open
Manitowoc City/Former Newton TN Gravel Pit, 3130 Hecker Road	ERP	Open
Mirro Plt 9 (former) LGU, 1512 Washington Street	ERP	Open
Mirro CO PLT 2 (former), 2009 Mirro Drive	ERP	Open
Jagemann Plating Co, Inc., 1324 S. 26 th Street	ERP	Open

Source: WisDNR Environmental Remediation and Redevelopment Program, 2022

ECONOMIC DEVELOPMENT PROGRAMS AND AGENCIES

The City and Progress Lakeshore offer numerous financing options for businesses ranging from start up to mature businesses. Business assistance and financing options offered by the City include:

Industrial Revenue Bonds – Tax exempt bonds issued by a municipality, the benefits of which are passed through to a manufacturing company. The net effect of the bonds is to provide the company with lower interest, fixed-rate financing; typically, 1.5 to 2.5 percent below corporate bonds. The City may issue IRB bonds up to one year after the completion of a project. The Wisconsin Industrial Revenue Bonds program currently has more than \$200 million available to assist small manufacturers with expansion projects through low interest financing. In the City of Manitowoc, the program's goal is the creation of one full time job for every \$10,000 lent.

Propel Manitowoc Loan Fund – The Propel Manitowoc Loan Fund was created to promote local economic development throughout the community, but with an emphasis on the downtown. It focuses on loan terms that encourage business expansion and attraction, supporting job retention and growth, and strengthening an entrepreneur-friendly environment.

City of Manitowoc Façade Grant Program – The purpose of the Façade Grant Program is to stimulate private investment in high-quality exterior building improvements that strengthen the historic and architectural character of Manitowoc's commercial areas. There have been seven prominent Façade Grant Program projects undertaken by community businesses in recent years, including multiple properties along North 8th Street and Buffalo Street.

Downtown Residential Investment Grant Program – The Downtown Residential Investment Grant Program provides financial assistance to eliminate barriers that exist in the rehabilitation, establishment, or upgrading of residential units on upper floors within the downtown.

Economic Development Tax Credit – This WEDC program replaces five former Wisconsin tax credit programs - the Airport Development Zone, Agricultural Development Zone, Community Development Zone, Enterprise Development Zone and Technology Zone programs. The new tax credit program eliminates all former zone boundaries, as well as creates new ways in which existing Wisconsin businesses, or businesses relocating to Wisconsin can earn tax credits. The program is intended to reward job creation and capital investment, as well as help to offset job training costs. The tax credits, which are nonrefundable and nontransferable, must be applied against a certified business's Wisconsin income tax liability.

Tax Incremental Financing (TIF) – Tax increment financing is the City's most important economic development tool, and is used mostly to leverage private investments. The City of Manitowoc utilizes tax incremental financing to fund public improvements and facilitate desired economic development and redevelopment projects that would not be feasible without the use of TIF. Costs associated with TIF projects are funded from the issuance of debt, with the principal and interest paid back with tax increment from properties within the TIF. Incremental tax dollars collected from rising property values within a TIF district are used to finance public improvements and/or to narrow an evident funding gap for a private development investment. There are seven existing TIF districts in Manitowoc that are active as of 2022, primarily concentrated in the downtown and near the I-43/Calumet Avenue (USH 151) interchange (for more information, see the Economic Development Chapter):

- TID #16 & 16A: On the industrial peninsula around the norther terminus of South 16th Street where it meets the Manitowoc River
- TID #17: West of I-43 at the Norwest corner of the intersection of South Alverno Road and Calumet Avenue, just north of Silver Lake and running from Calumet Avenue North to nearly West Custer Street.
- TID #18: Running along the Lake Michigan coastline in the northeastern part of the City along Memorial Drive to the eastern shore of the Little Manitowoc River. The district continues north from Bayshore Drive to encompass the former mall site along East Magnolia Avenue.

- TID #19: Encompasses the immediate Downtown Manitowoc business district, running from the Lake Michigan shoreline in the east to South 16th Street in the west, then from just past State Street to the north and running as far south on the district's east side as Madison Street.
- TID #20: Between South 30th Street and South 26th Street along the existing rail line, with its southern border along Viebahn Street and its northern border near Southbrook Court.
- TID #21: Adjacent on its west side to TID #17 and bounded by I-43 on the east, encompassing land in between West Custer Street and Calumet Avenue.
- TID #22: The River Point District in Downtown Manitowoc, bounded by the Manitowoc River to the south and west, North 10th Street to the east, and State Street to the north.

In addition to the City's economic development program opportunities, several local agencies provide assistance to area businesses. The following list provides information on programs designed to stimulate economic development:

LOCAL AGENCIES, PROGRAMS, AND STUDIES

Progress Lakeshore is the regional economic and business development entity responsible for supporting regional business collaboration in Manitowoc and surrounding communities. Progress Lakeshore's mission is to lead diversified economic and community development efforts in order to improve the long-term prosperity of the business community and residents of Manitowoc County through existing business development, community initiatives, workforce initiatives, business attraction and recruitment, and entrepreneurial assistance. The organization provides a number of services to area businesses including start-up assessment, business planning, locating financing, site selection, economic development training, business retention programs, and education and training programs, among others. Some of the key goals of the organization are to:

- Improve the Progress Lakeshore target service areas and resources to foster great economic development.
- Ensure the expansion and retention of existing businesses located in Manitowoc County.
- Collaborate with public and private workforce development organizations to recruit, increase and improve the County skilled and professional workforce.
- Foster entrepreneurial development in Manitowoc County.
- Enhance new business attraction and recruitment in Manitowoc County.

The Chamber of Manitowoc County is an organization that provides resources and services to its members to promote and maintain a strong business environment. The Manitowoc Chamber, organized in 1916, and the Two Rivers Chamber (organized sometime later) were merged to form the current organization in 1970. The Chamber is affiliated with a number of similar organizations including the USCOC, and was initially accredited by that group in 1967.

REGIONAL AND STATE AGENCIES AND PROGRAMS

The following is a sample of the many regional and State agencies and programs related to economic development. While an effort was made to identify all agencies and programs relevant to Manitowoc, this list may not be comprehensive.

Wisconsin Economic Development Corporation (WEDC)

Through WEDC, the state operates several economic development related grant programs. For example, the Blueprint for Prosperity Initiative includes Wisconsin Technical College Wait List Reduction grants, High School Pupil Worker Training Grants, and Workforce Training Grants for Persons with Disabilities, and the Wisconsin Fast Forward program includes mainly worker training grants by sector. Additionally, the Community Development Investment Grant Program focuses on downtown community development and supports urban, small city, and rural communities in their redevelopment efforts. There are also brownfield grants that include both a general program and site assessment program. The Wisconsin Economic Development Corporation also hosts a wide variety of other grant programs that could be applied for by the City, non-profits, or local businesses. For more information related to these various programs, eligibility, and requirements, see the WEDC website.

The Wisconsin Economic Development Corporation (WEDC) administers several financial assistance programs to communities to promote economic development:

- **Brownfield Grants Program: Environmental Improvement Assistance for Redevelopment** – this program provides funds to assist with the assessment and remediation of environmental contamination of abandoned, idle, or underused industrial or commercial facilities or sites. The program helps convert contaminated sites into productive properties that are attractive and ready for redevelopment.
 - **Brownfield Site Assessment Grant Program** – this program provides grant funding to approved projects to assist local governments with conducting initial environmental assessment and demolition activities on eligible abandoned, idle, or underutilized industrial or commercial sites.
 - **Wisconsin Capacity Building Grant Program** – this program provides matching grant funding up to \$50,000 to assist local municipalities with local or regional assessments of the economic competitiveness of the area (workforce, infrastructure, sustainability, etc.) and initiatives that assist or enhance an organization’s ability to develop or deliver economic development programming.
 - **Community Development Investment Grant** – this program supports local development efforts by providing financial incentives for shovel-ready projects with an emphasis on downtown community-driven efforts that create job opportunities, leverage investment by local and private partners to develop significant destination attractions, rehabilitate or reuse an underutilized or landmark building, create infill development, foster historic preservation, or create mixed-use development projects.
 - **Vibrant Spaces Grant** – a 2023 pilot program, this grant program is designed to assist with enhancing public spaces and placemaking initiatives. The goal of the program is to assist local municipalities in the creation of vibrant and engaging communities that make it easier to recruit and retain residents, sustain a strong labor force, and enhance local quality of life.
 - **Revitalizing Communities in Wisconsin: Main Street & Connect Communities Programs** – these programs help local leaders by providing access to resources and networking opportunities to support local redevelopment initiatives. The program provides operational assistance including access to educational workshops, webinars and conferences, networking opportunities, and online resource guides designed to facilitate revitalization of downtowns and urban commercial districts.
- Historic Preservation Tax Credit** – For certified historic buildings, this program provides a state income tax credit for 20 percent of the qualified rehabilitated expenditures up to \$3.5 million, with the goal of preserving architectural history through rehabilitation and proper planning.

U.S. Small Business Administration

The U.S. Small Business Administration’s Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 Loans can be used to fund land purchases and improvements; grading; street improvements; utilities; parking lots; landscaping; construction of new facilities; or modernizing, renovating, or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community. In addition, to the programs listed, there are many Federal-level programs through the EDA and USDA.

The American Rescue Plan Act of 2021

The federal government passed the American Rescue Plan Act in the spring of 2021 which allocates money to each individual local government (Coronavirus State and Local Fiscal Recovery Fund). Funds can be utilized for, among other qualified uses, response to negative economic impacts of COVID-19, government services to the extent of the reduction in revenue, and investments in infrastructure. The Act also provided stimulus money to County, Regional, and State organizations that will be allocated through grants. Utilizing these resources in the coming years will be key to helping the community’s local businesses bounce back from the economic impacts of the pandemic, in addition to advancing various initiatives throughout this Plan.

New North, Inc.

New North, Inc. is a consortium working within an 18-county region of northeast Wisconsin which pursues multiple strategies for improving the region's economy. The primary emphasis is promotion of the region's products, economic assets, and quality of life. Promotional efforts are aimed at encouraging local businesses and consumers to buy locally, in addition to promoting the region's products to outside customers. The consortium also encourages networking between businesses, institutions, employers, and employees to maximize retention and growth of existing businesses and foster the creation of new ones. This is done by providing links to sources of financial assistance such as grants, loans, bonds, and tax credits for labor training, startups, research, and capital improvements. The consortium attempts to match businesses with suitable, available properties and facilities within the region. The consortium also attempts to assess and address work force training needs by encouraging educational institutions to train people with suitable skills matching industry demand.

The Northeast Wisconsin Regional Economic Partnership (NEWREP)

The Northeast Wisconsin Regional Economic Partnership ("NEWREP") was one of eight, multi-county zones created in 2002 to administer Wisconsin's Technology Zone Tax Credit Program. In addition to this core function, NEWREP is a network of economic development professionals drawn from and working with the sixteen counties (including Manitowoc County) and the Menomonee tribe that comprise its membership to provide "hands on" support for existing and prospective 'New North, Inc.' businesses.

The U.S. Small Business Administration's 504 and 7(a) Loan Programs

The U.S. Small Business Administration's 504 and 7(a) loan programs. The 504-loan program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, and construction of new facilities; or modernizing, renovating, or converting existing facilities. The 7(a) program provides working capital for businesses.

The State Infrastructure Bank ("SIB") Program

The State Infrastructure Bank Program is administered through WisDOT to provide revolving loans used by communities for transportation infrastructure improvements to preserve, promote, and encourage economic development and transportation efficiency, safety, and mobility.

Comprehensive Economic Development Strategy (CEDS) 2017

The Bay-Lake Regional Planning Commission (BLRPC) produced the most recent CEDs for the region including Florence, Marinette, Oconto, Door, Brown, Kewaunee, Manitowoc, and Sheboygan counties in 2017. This document serves as a regional economic development strategy that includes economic goals, strategies, framework, and work plan. The five overarching goals of the plan include:

- Strengthen community, county, and regional infrastructure
- Sense-of-place as an economic development tool
- Encourage and support new or existing businesses
- Address regional workforce development and attraction issues
- Improve housing opportunities for all

BLRPC and Progress Lakeshore also administer the economic development funding programs which include a revolving loan fund, micro loan fund, growth loan fund, downtown façade loan fund, technology enterprise fund, and EDA fund programs to eligible businesses in the region. The BLRPC is currently in the process of updating their Comprehensive Economic Development Strategy.

ASSESSMENT OF MANITOWOC'S ECONOMIC STRENGTHS AND WEAKNESSES

Figure A.7.11: Strengths and Weaknesses for Economic Development

Strengths and Weaknesses	
Location and Access	⊛ Location on USH 151 and 10, adjacent to I-43, SS Badger Car Ferry connection to Michigan via the Lake Michigan M-90 Marine Highway
	⊛ Proximity to Milwaukee Metro Region, the Fox Valley
	⊛ Direct regional railroad access
	⊛ Adjacent to Lake Michigan and the Manitowoc River
	⊛ Available land to grow
	⚠ Significant number of brownfield sites requiring remediation
Infrastructure	⊛ Bicycle and pedestrian facilities network planning and implementation
	⊛ Metro bus system
	⊛ High quality public utility provider in Manitowoc Public Utility, offering sustainable energy production and capacity to meet future demand and needs
	⚠ Aging infrastructure
	⚠ Continuing need for increased public services
Education / Workforce	⊛ Robust education system
	⊛ The University of Wisconsin-Green Bay Manitowoc Campus and Lakeshore Technical College
	⊛ Educated and skilled workforce
	⚠ Aging regional workforce
Local Opportunities	⊛ Significant high-quality recreational and cultural amenities
	⊛ High quality of life
	⊛ Recent job growth in high wage occupations
	⊛ Regional destinations (Lake Michigan, Maritime Museum, Rahr West Art Museum, etc.)
	⊛ Collaboration with regional governments and institutions
	⊛ Success in public/private partnerships
	⊛ Demand for housing from young professional workforce being attracted to the area
	⚠ Engagement of underrepresented populations
	⚠ Regionally competitive for new large-scale industrial and commercial development
	⚠ Most residents work outside of the City
	⚠ Need for additional small business opportunities
	⚠ Intergovernmental cooperation with Towns and neighboring City
	⚠ Maintaining high-quality services while growing
	⚠ Need for significant expansion of affordable housing options, additional neighborhood plans

Legend: ⊛ = Strength ⚠ = Weakness

Source: City Staff & Vandewalle & Associates, 2022

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SECTION EIGHT: AGRICULTURE, NATURAL, AND CULTURAL RESOURCES

AGRICULTURAL RESOURCES

An integral component of the City's high quality of life is the preservation and improvement of its surrounding agricultural and natural resources. Part of Manitowoc's identity is defined by its local and regional amenities such as Lake Michigan, the Manitowoc River, Otter Creek, woodlands, open space, and surrounding rural landscape. As growth pressures increase on all sides of the community and within it, there is an ever-increasing need to proactively protect and enhance these features and resources over the planning period.

Background information, data, and existing plans related to agricultural and natural resources are provided here which were reviewed and informed the goals, objectives, and policies related to both agricultural and natural resource preservation, protection, and improvement found within the main body of this Comprehensive Plan.

CHARACTER OF FARMING IN THE MANITOWOC AREA

While there is little farmland within the City limits, farming nonetheless influences the lifestyle and economy of Manitowoc, and is a dominant land use in the County. The University of Wisconsin-Extension, Manitowoc County ("UW-Extension"), reported that in 2022, the County had approximately 1,171 farms with approximately 231,609-acres of farmland, with an average of 198-acres per farm. Of the 1,171 farms, approximately 162 are dairy farms, with 59,000 cows, or an average of 364 cows per farm. With 594 square miles in the County, there are about 99 cows per square mile. In 2020, Manitowoc County was the highest-producing milk county in the state, producing 1.646 billion pounds of milk annually. Key crops included alfalfa, corn, soybeans, and wheat. Oats, barley, snap beans, and other vegetables also covered substantial portions of County farmland in 2020.

Farmland is a valuable asset in the County. UW-Extension found that, based on the prevailing selling price of unimproved farmland intended to remain as farmland; the County's 231,609-acres were worth over \$2.12 billion in 2022. These 231,609-acres account for 60.5 percent of all land in the County. In 2022, agricultural land was valued at approximately \$5,554 per acre.

Farming contributes significantly to the City and County's economy through related services and industries. According to UW-Extension, agriculture and food processing represented about 17 percent of the County's economy in 2015, generating \$1.5 billion in economic activity. Farm employment accounts for 11.5 percent of total employment in the County. Agriculture accounts for \$897 million in economic activity in the County, contributes \$36.4 million to the County's total income, provides jobs for over 5,000 residents, and accounts for \$16.3 million in tax revenue.

The County is also an important dairy producer, with the highest annual milk production among Wisconsin counties and ranking in the top 25 counties in the U.S. for annual milk production. In 2020, County dairy farmers produced over \$1.6 billion pounds of milk; ranking first in Wisconsin for milk production and third in the State in the number of dairy cows. Milk production per cow in 2020 was 27,900 pounds. The County consistently ranks among the top three counties in the State in the number of cows per square mile. The level of agricultural infrastructure in place in the County (e.g. veterinarians, nutritionists, etc.) drives the County's milk production proficiency. This infrastructure represents about 50 percent of the cost of dairy production – a cost savings for local farmers.

ASSESSMENT OF FARMLAND VIABILITY

Prime farmland or farmland of statewide importance is shown on Map A.2: Soil Cultivation Capacity Class. These areas are located on the fringes of but primarily outside of the City's municipal boundaries to the west. This farmland is some

of the most productive in the State of Wisconsin. Protecting the area's best agricultural soils should be a key component of the City and surrounding municipalities' development strategy.

Prime farmland is defined as an area with Class I or Class II land capabilities as identified by the natural resource conservation service of the federal department of agriculture. Any land beyond those identified as Class I or Class II may be included if they were identified as prime farmland in a certified farmland preservation plan.

Land capability classification shows, in a general way, the suitability of soils for most kinds of field crops. Crops that require special management are excluded. The soils are grouped according to their limitations for field crops, the risk of damage if they are used for crops, and the way they respond to management. The criteria used in grouping the soils do not include major and generally expensive land forming that would change slope, depth, or other characteristics of the soils, nor do they include possible but unlikely major reclamation projects. Capability classification is not a substitute for interpretations designed to show suitability and limitations of groups of soils for rangeland, for forestland, or for engineering purposes.

The Natural Resources Conservation Service ("NRCS") groups soils based on the soil's capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to – the soil's salinity, capacity to hold moisture, potential for erosion, depth, and texture and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown, or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands.

Class III soils have limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in Classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

Map A.2: Soil Cultivation Capacity Class depicts the locations of Class I, II, III, and IV-VIII soils in the City and the surrounding area. Class II soils dominate the planning area. There are no Class I soils in the planning area. Class III soils are concentrated southwest of the City and along water bodies. Classes IV through VIII soils are located throughout the central part of the City as well as in the Woodland Dunes area between Manitowoc and Two Rivers.

Capability classes, the broadest groups, are designated by the numbers 1 through 8. The numbers indicate progressively greater limitations and narrower choices for practical use. The classes are defined as follows:

- Class 1 soils have slight limitations that restrict their use.
- Class 2 soils have moderate limitations that restrict the choice of plants or that require moderate conservation practices.

Farmland of statewide importance is determined by the appropriate State agencies. Generally, this land includes areas of soils that nearly meet the requirements for prime farmland and that economically produce high yields of crops when treated and managed according to acceptable farming methods.

FARMLAND PRESERVATION EFFORTS

The City's current subdivision and land division regulations within undeveloped portions of its 3-mile radius extraterritorial jurisdiction (ETJ) compliment the county and state efforts to preserve farmland by restricting new residential density in areas not served by sanitary sewer or are willing to annex to the City.

Within the City, farming activities are considered an interim and accessory land use. Farmers in area communities surrounding Manitowoc can participate in several federal, State, and Countywide programs and initiatives that are intended to preserve long-term farming activities. The Agriculture Improvement Act of 2018 reauthorized and created several federal programs, including:

- The **Conservation Reserve Program**, which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.
- The **Wetland Reserve Program**, which provides technical and financial support to help landowners with their wetland restoration efforts.
- The **Grazing Lands Conservation Initiative**, which focuses on providing technical assistance to help new grazers begin using rotational grazing methods. Trained grazing specialists work one-on-one with farmers developing grazing plans including seeding recommendations, fencing and watering plans.
- The **Environmental Quality Incentives Program**, which provides a voluntary conservation program for farmers and ranchers who promote agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.
- **Farmers Market and Local Food Promotion Program (FMLFPP)**, a part of the Local Agriculture Market Program (Sec. 10102) that provides financial and technical help to assist eligible participants implement local food production initiatives, programs, and infrastructure.

FEDERAL FARM BILL (2018)

In addition to the State programs listed below, local farmers can participate in numerous other Federal programs and initiatives that are intended to encourage long-term farming activities. The 2018 Farm Bill reauthorized and initiated several Federal programs, including the following:

- The Conservation Stewardship Program
- The Environmental Quality Incentives Program
- Agricultural Management Assistance Program
- Agricultural Conservation Easement Program.
- The Healthy Forests Reserve Program
- The Regional Conservation Partnership Program

WISCONSIN FARMLAND PRESERVATION PROGRAM

In the summer of 2009, the Wisconsin legislature signed into law the Wisconsin Working Lands Initiative, also known as the Wisconsin Farmland Preservation Program. Three main components of this program include continuation of the Wisconsin Farmland Preservation Tax Credits program, establishment of Agricultural Enterprise Areas (AEA) program, and the Purchase of Agricultural Conservation Easements (PACE) program. The Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) administers all three programs under the State's Working Lands Initiative. These programs strive to preserve Wisconsin farmland by means of local land use planning and soil conservation practices, and provides property tax relief to farmland owners. To qualify for the credit, farmland must be 35-acres or more, and zoned for exclusive agricultural use, or be subject to a preservation agreement between the farmland owner and the State. All program participants must comply with soil and water conservation standards set by the State Land Conservation Board. It should be noted that claims for both of the Farmland Preservation Credit and the Farmland Tax Relief Credit are documented for the municipality in which the claimant lives, which may not be where the farm is actually located. Each program is described in greater detail as follows:

- The Wisconsin Farmland Preservation Tax Credits program provides landowners with an opportunity to claim farmland preservation tax credits which are applied against tax liability. To be eligible, acres claimed for the tax credit must be in a farmland preservation area that is identified in a certified county farmland preservation plan.
- An Agricultural Enterprise Area (AEA) is defined as a contiguous land area devoted primarily to agricultural use and locally targeted for agricultural preservation and agricultural development. Land eligible for AEA designation must be a contiguous land area, primarily in agricultural use, and located in a farmland preservation area as identified in a certified county farmland preservation plan.
- The Purchase of Agricultural Conservation Easements (PACE) program provides state funding for the purchase of agricultural conservation easements to prohibit development that would make the farmland unsuitable or unavailable for agricultural use. The easements are completely voluntary and allow the landowner to be compensated for limiting the development potential of the farmland. Agricultural Conservation Easements are permanent and are carried over to subsequent landowners as property is sold.

FARMLAND TAX RELIEF CREDIT PROGRAM

Based on the Wisconsin Working Lands Initiative detailed above, the Wisconsin Department of Revenue offers another important farmland preservation program, the Farmland Tax Relief Credit Program.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres who yield a certain profit from the land, use the land consistently for farming, and have an established farmland preservation agreement or are in an exclusive agricultural zone. The credit is computed as a percentage of up to \$10,000 of property taxes, with a maximum credit of \$1,500. The program is actively being used in the towns surrounding the City.

Map A.2

Soil Cultivation Capability Class



LEGEND

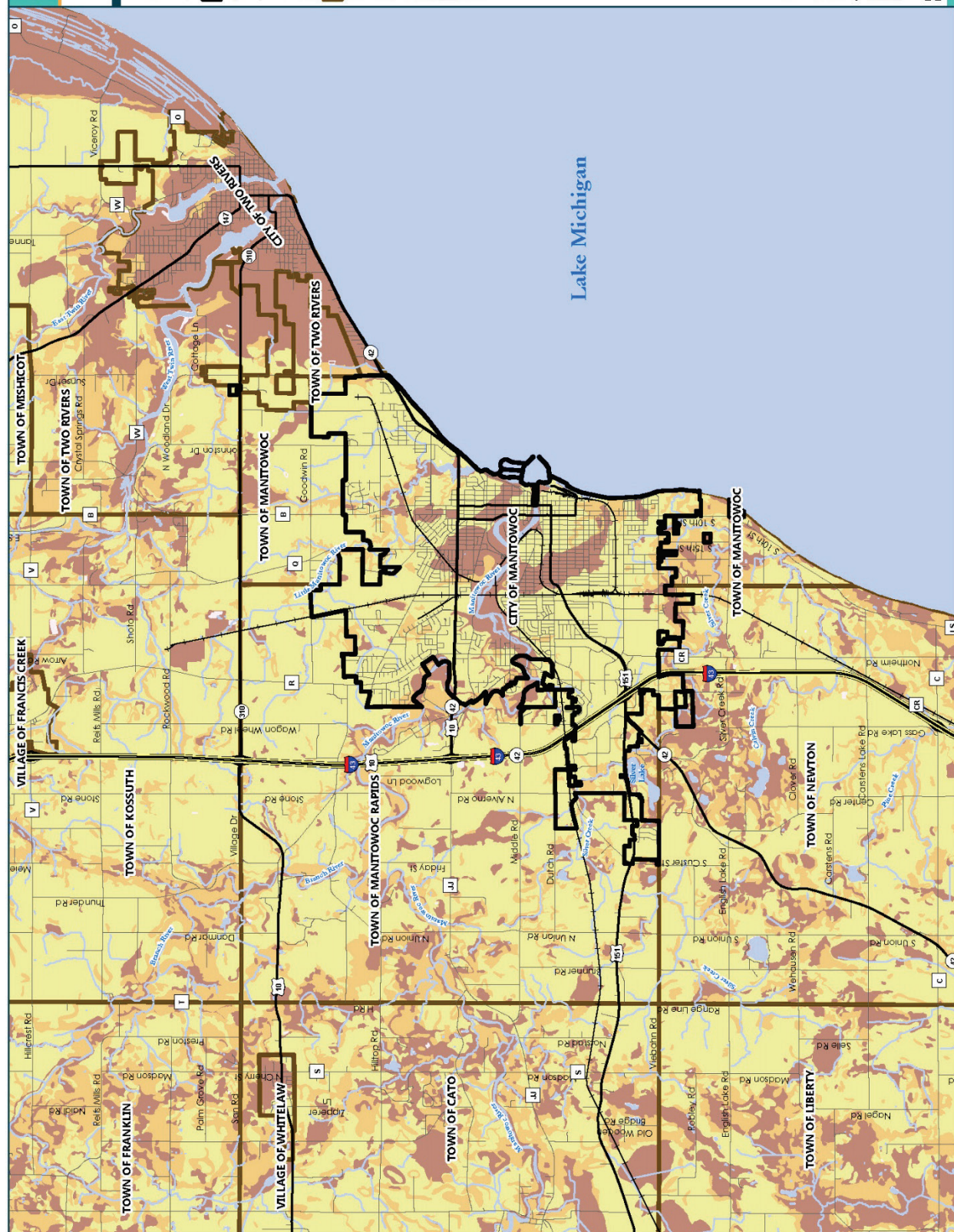
- Active Rail Line
 - City of Manitowoc
 - Interstate
 - State or US Highway
 - Local Road
 - Surface Water
 - Other Municipal Boundary
- Soil Cultivation Capability Class (Non-Irrigated, Most Productive to Least)**
- Class II
 - Class III
 - Class VI - VIII
 - Not rated or unavailable

DRAFT

July 8, 2022



Data Sources: City of Manitowoc, Bay Lake Park, WI LT5B, Manitowoc County, DNR, FEMA, USDA, US Census Bureau



NATURAL RESOURCES INVENTORY

The City's natural resource base, especially environmentally sensitive areas with respect to soils, environmental corridors, wetlands, and floodplains, are critical factors in local planning decision making. Maintenance of these, and other environmentally sensitive natural features, is important for both the visual attractiveness of the community, the integrity of the natural environment, and sustainability of the City moving forward.

Understanding Manitowoc's natural features sheds light on constraints and opportunities for particular land uses. For instance, while some parts of the City and surrounding area may have locational advantages for development, other areas are environmentally sensitive, where development is not appropriate or desired. Focusing development where infrastructure exists, and where it is most appropriate, will prevent severe developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of natural features is also important for community appearance, and the functions they perform for natural communities.

Scientific data demonstrates that on average, Wisconsin has become warmer and wetter over the past 60 years and this trend is expected to continue and increase in the decades ahead. This change in climate could have an impact on the State and City's natural resources. Manitowoc will need to weigh these potential impacts when deciding how it will adapt to changes to the natural and built environment.

Environmentally sensitive areas are land areas which need special protection because of their landscape, wildlife, or historical value. Map A.3: Natural Features depicts environmentally sensitive areas in and around the City, many of which are described in more detail below. The following is a summary of natural resources within Manitowoc and its planning area.

LANDSCAPE & TOPOGRAPHY

The topography of the City ranges from gently rolling to flat. There are some steeper slopes and bluffs along the Lake Michigan shoreline and along the some of the sharp bends in the Manitowoc River. Steeper terrain is also found along the Little Manitowoc River and in the lake district in the southwest portion of the planning area. The average elevation in the City is 631 feet above sea level. The lowest elevations are approximately 580 feet at Lake Michigan.

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

According to WisDNR, environmentally sensitive areas consist of wetlands, floodplains, shorelands, steep slopes, endangered or threatened species, parks, streams, prime farmland, wellhead protection and groundwater recharge areas, historical resources, and surface waters.

Protection of environmentally sensitive areas from intrusion by incompatible land uses, and thereby from degradation and destruction, should be an essential planning objective for the preservation of open natural spaces. These areas should be preserved and protected in essentially natural, open land uses. These areas are shown on Map A.2: Soil Cultivation Capacity Class and are located along Lake Michigan, the Manitowoc River, and the Little Manitowoc River, in addition to some areas of prime farmland west of the City proximate to I-43 and USH 10.

It is City policy to discourage or limit development within areas that have been identified as environmentally sensitive areas. Manitowoc should consider adopting an Environmental and Natural Resources Ordinance to address these areas within its Zoning Code.

WATERSHED AND DRAINAGE BASINS

The northern portion of the City lies within the lower Manitowoc River Watershed, which comprises approximately 8,295-acres. The south portion is in the Seven Mile and Silver Creek Basin Watershed, which comprise 3,163-acres. The major drainage basins within the City include:

- Little Manitowoc River Basin, discharging into Lake Michigan at Maritime Dr. and Cleveland Ave.
- Manitowoc River Drainage Basin, flowing through the center of Manitowoc and discharging into Lake Michigan east of downtown.

- Sherman Creek Drainage Basin, almost completely enclosed in storm sewers.
- Hans Creek Drainage Basin, discharging into Lake Michigan at Red Arrow Park.
- Silver Creek Drainage Basin, discharging into Lake Michigan at Silver Creek Park.

WATER SUPPLY AND QUALITY

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers, and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. While Lake Michigan is the primary source of water for the City’s drinking, commercial, and industrial needs, MPU employs two, near shore groundwater wells during periods of high demand or system maintenance to meet the City’s water demand.

WisDNR maintains Wisconsin’s Source Water Assessment Program (“SWAP”), which indicates that the City’s municipal water system has a “moderate level of susceptibility to contamination.” In May of 2003, the SWAP found that MPU has reliably provided high quality drinking water to its customers.

Due to the size and diverse land uses bordering Lake Michigan, the City’s surface water intake from Lake Michigan is not significantly impacted by manageable local factors. While activities along Manitowoc’s shore impact the overall health of Lake Michigan, they do not significantly impact the City’s drinking water quality, because the system’s primary intake is far from shore, minimizing the risk of contamination from manageable activities.

The SWAP recommended that the City’s watershed protection should focus on preventing nonpoint source pollution. Urban runoff entering the lower five miles of the Manitowoc River is widespread. Contaminated sediments along with inorganic, microbial, and synthetic organic contamination are degrading surface water quality in areas in and around the City. Additionally, agricultural runoff contaminates the Manitowoc River before it reaches the City. As a result, WisDNR considers the Manitowoc River (downstream from its confluence with the North Branch of the Manitowoc River) to be an impaired waterway, defined as a waterway not meeting water quality standards for specific substances or their designated uses.

The SWAP also advised that groundwater protection activities should focus on obtaining additional information on the potential sources of contamination in the area, and implementing wellhead protection plans.

Manitowoc River

The Manitowoc River (“River”) originates northwest of the City in a series of vast wetlands in the Killsnake, Brillion, and Collins Marsh State Wildlife Areas. Before reaching the City, the River flows through agricultural and forested areas and its volume is considerably increased by a key tributary, the Branch River. Entering the City from the northwest, the River winds through downtown before reaching Lake Michigan at the Manitowoc Harbor.

The River bottom supports extensive fish spawning habitat and several rare aquatic species and is important to nesting and migrating waterfowl. Acting as a travel corridor, the River connects many species of the vast wetlands upstream to the Lake Michigan shore and protected areas of Woodland Dunes and Point Beach State Forest.

As mentioned above, the River endures nonpoint source pollution – agricultural runoff upstream, and urban runoff in its lower five miles – to the extent that the WisDNR considers the River downstream from the North Branch confluence to be an impaired waterway. The Branch River, for its part, is considered an “Exceptional Water Resource,” indicating it exhibits excellent water quality, high recreational and aesthetic value, and high quality fishing. However, “Exceptional Water Resources” may be impacted by nonpoint-source pollution such as agricultural runoff.

River restoration activities have included the development of stream-side hatcheries to release native fish, such as lake sturgeon, into the River ecosystem.

Lake Michigan

The second largest Great Lake (by volume) and the sixth largest lake in the world, Lake Michigan has a total area of nearly 22,300 square miles, and drains a land area of over 45,000 square miles. Bordered by Wisconsin, Illinois, Indiana, and Michigan, it is the only Great Lake lying entirely within the U.S. Rocky, shallow, and sandy shores dominate, restricting access for large boats to harbors. Sport fishing in the bays yields smallmouth bass, northern pike, and yellow perch, among other species.

The lake's ecosystem health is of growing governmental and public concern due to invasive species and fluctuating lake levels. Invasive species are understood to enter the lake through the ballast waters of ocean going ships. Fluctuating lake levels result in damage to Lake Michigan's coast. Episodes of high lake levels associated with flooding increase the rate of erosion, cause property damage, and submerged beaches. Periods of low lake levels increase sedimentation and pollution, which requires extensive dredging of navigation channels and harbors. Commercial navigation has not been seriously impacted by fluctuating water levels, as most deep navigation channels are maintained at authorized elevations and shippers adjust payloads to match the water fluctuations. Recreational boaters, however, may experience difficulties with navigation in marinas and harbors that are not routinely dredged. Ongoing and planned studies attempt to better understand and alleviate these issues.

Little Manitowoc River

The Little Manitowoc River is a small tributary of Lake Michigan, discharging into the lake at Maritime Dr. The river flows in a generally southeastwardly direction from headwaters northwest of the City. Unlike the River, with headwaters in Calumet County, the Little Manitowoc River lies solely within the County. The river flows north of Manitowoc and then southward through Lincoln Park. The lower section of the river forms the lagoons and wetlands east of Lincoln Park.

With a bottom of gravel and rubble, smelt and suckers find spawning habitat in the Little Manitowoc, and the WisDNR sees potential for rainbow trout spawning. Despite being somewhat degraded, the Little Manitowoc provides for a variety of native plant and animal species and features relatively intact native landscape

Silver Creek

Silver Creek lies in the far southern portion of the City, discharging into Lake Michigan at Silver Creek Park. The majority of its length, including tributary waters, lays outside City limits, as it extends to the south and west. Silver Creek collects from a number of small lakes in the "lake district" area in the southwestern portion of the planning area, west of I-43. Silver Creek has fair to poor water quality due to nonpoint source impacts on its mainstream.

Steep Slopes and Soil Erosion

As shown on Map A.3: Natural Features, steep slopes exceeding a 12 percent grade are mainly located in the western portion of the City along the Manitowoc River. Generally, slopes in excess of 12 percent present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development.

Soil erosion is the displacement of soil, usually by wind, water, or down-slope movement. Soil erosion can also be a byproduct of land development, which is increased by poor or unmanaged land use practices such as deforestation, overgrazing, and construction activity including road building. Agricultural land also experiences a greater rate of erosion than land under natural vegetation. Techniques can be used to mitigate soil erosion such as terrace building, conservation tillage practices, and tree planting. Erosion hazard areas in the City include the Lake Michigan shoreline, and certain areas abutting the Manitowoc River west to Schuette Park.

Stormwater Management

In 2007 the City created a Stormwater Quality Plan. The plan included a report documenting the findings of a study conducted for purposes of determining the City's compliance with Total Suspended Solids ("TSS") reductions in accordance with Wisconsin Administrative Codes NR216.07(b)(b) as well as recommendations for better management practices. The standards outlined within the codes required that the regulated communities, including Manitowoc,

achieve a 20% reduction in TSS runoff that enters waters of the state (as compared to no controls) by 2008 and then work towards 40% reduction in TSS runoff by March 10th 2013. Since then the City has implemented a street sweeping program, constructed 6 storm ponds, 5 storm basins and 3 mechanical separators. The work has achieved a City wide TSS reduction of about 33%. However, the 40% TSS reduction requirement was removed prior to the 2013 deadline and replaced with the Northeast Lakeshore Total Maximum Daily Load (TMDL) compliance. In 2021 the TMDL study was completed by the Department of Natural Resources for the Northeast lakeshore.

Floodplains

The Federal Emergency Management Agency (“FEMA”) designates floodplains. These are areas predicted to be inundated with flood waters in the 100-year storm event (i.e., a storm that has a one percent chance of happening in any given year). Development within floodplains is strongly discouraged so as to prevent property damage. Map A.3: Natural Features shows 765-acres of land in the City classified as floodplain, comprising approximately 6.6 percent of the City’s total land area. The City’s floodplain/flood insurance rate maps were last updated on February 23, 2022. The City is currently updating the community’s Floodplain Ordinance.

Flood Storage

Flood storage areas are a portion of the floodplain that acts as a natural flood storage capacity area within a watershed. The volume of runoff water expected within a watershed is the basis for how much regional flood discharge the flood storage area is capable of holding. This is included in the FEMA floodplain flood fringe area.

The importance of these areas cannot be underestimated because they reduce the amount and duration of flooding that occurs within the floodplain immediately downstream. The most common example of flood storage areas are wetlands, also described below. Protecting these areas and keeping them intact is important for protecting all areas downstream, especially as impervious surfaces amounts increase and larger stormwater events occur more frequently.

WILDLIFE AND RARE SPECIES

Species of wildlife common to the central Wisconsin region are rabbits, squirrels, woodchucks, and raccoons. Larger mammals such as white-tailed deer, coyotes, and foxes also inhabit the region. Common bird species include cardinals, robins, wood thrushes, great blue herons, wrens, blue jays, cranes, hawks, and killdeer. Detailed information regarding the types and precise locations of endangered animals, plants, and natural communities is maintained by the WisDNR.

Under the “Natural Heritage Inventory” program, WisDNR maintains data on the general location and status of threatened or endangered plant and animal species, natural communities and species, and communities of special concern. According to this inventory, there are occurrences of rare aquatic species or natural aquatic communities documented along the Manitowoc River in the City, along the Manitowoc River in the Town of Manitowoc Rapids, at the northern border of the Town of Newton, along the Branch River in the Towns of Kossuth and Manitowoc Rapids, and at the southern border of the Town of Two Rivers along the W. Twin River. Additionally, there are such areas in portions of the western reaches of the Town of Manitowoc Rapids. These sections are illustrated on Map A.3: Natural Features. There are occurrences of rare terrestrial species or natural terrestrial communities documented along the Lake Michigan shoreline in the Town and City of Manitowoc, to the east of I-43 just south of the Manitowoc River, in the north-central and south-central areas of the City, and along the City of Two Rivers shoreline. More specific information on location and type of species is available from the WisDNR’s Bureau of Endangered Resources.

Invasive Species

Invasive species are non-native plant and animal species that have been introduced to an area where they do not appear naturally. Invasive species are unencumbered by competition and can spread rapidly and aggressively, wiping out native flora and fauna. Ecological damage is the result when invasives replace native species. Invasive species can be spread by humans and animals in a variety of ways – seeds carried on clothing, footwear, or animal fur; watercraft moved from one waterbody to another without first removing invasives; and importing firewood to campgrounds. Invasive species identified by the WisDNR include hydrilla (an invasive water plant), spiny and fishhook water fleas, emerald ash borer (a

forest beetle that attacks ash trees), and VHS (a fish disease that is capable of harming a wide range of Wisconsin fish populations).

WOODLANDS

Woodlands, which comprise approximately 6.9% of the land within the City, are generally located adjacent to surface water bodies and along the steep slopes running through the center of the community down to the Manitowoc River. Existing woodlands that have not been broken up by residential development are invaluable to the City's character and natural beauty. As such, remaining woodland areas should be preserved, and any development in and around them should take special care not to destroy these resources.

WETLANDS

Wetlands are important ecological features that help protect and enhance a region's water quality by preventing pollutants from reaching lakes, rivers, streams, and groundwater. Wetlands protect shorelines from erosion and reduce potential flood damage by storing and infiltrating runoff from rainstorms and snow melt. Additionally, wetlands provide critical habitat for many native plant and animal species. According to the Wisconsin DNR Wetland Inventory Maps, Inventory, wetland habitats exist surrounding multiple portions of the Manitowoc River, areas west of the Manitowoc County Airport north of Menasha Avenue, around Lincoln Park and Meadow Links Golf Course, and north of Magnolia Avenue within the City of Manitowoc

According to WisDNR's "Wetland Inventory Maps," wetland habitats cover 558-acres and comprise six percent of the City's total land area, not including small tracts of wetland that are less than five-acres. These ecosystems play significant roles in maintaining the quality of groundwater and surface water, and provide valuable habitats for fish, birds, and other wildlife.

The County also contains six "Significant Coastal Wetlands" as designated by the WisDNR Primary Coastal Wetlands Project. These wetlands are coastal sites along Lake Michigan, rich in species diversity that provides critical habitat for migratory and nesting birds, spawning fish, and rare plants. Closest to the City are the Little Manitowoc River wetlands, on the City's northern edge. Small and somewhat degraded, they still provide habitat for native plants and animals, and contain some of the more intact features of the local natural landscape. A few miles south of the City, the Silver-Calvin Creeks Wetlands are a small, but relatively undeveloped area in the midst of a heavily developed stretch of shoreline.

METALLIC AND NON-METALLIC RESOURCES

The surface geology of the Manitowoc planning area consists of drift material deposited as a result of the last two sub-stages of the Wisconsin stage of glaciation; the Cary and Valdres substages. The Cary drift consists of a gray, stony, limy till. The more recent Valdres drift consists of reddish-limy soils, high in clay and iron, with rock and boulders intermixed.

There are several gravel pits on the north and southwest sides of the Manitowoc planning area, where the drift material is excavated and used primarily for road construction.

PLACES OF ECOLOGICAL SIGNIFICANCE

WisDNR developed a "Land Legacy Report" that identifies and provides preservation directives for several unique ecological landscapes in the Manitowoc area.

- **Manitowoc-Branch River:** The Manitowoc-Branch River connects the vast wetlands of the Killsnake, Brillion, and Collins Marsh State Wildlife Areas, in the northwest corner of the County and bordering counties, to Lake Michigan and the protected shoreline areas of Point Beach State Forest and Woodland Dunes Nature Center. The corridor supports waterfowl and fish, including several rare aquatic species. While the waterways provide excellent opportunities for fishing and canoeing, improved access would increase the public's enjoyment of these waters, and sections of the river system could provide trails for the Ice Age Trail Corridor. Maintaining the agricultural landscape surrounding much of the river will help ensure the waterway meets its ecological and recreational potential.

- **Twin Rivers:** The East and West Twin Rivers flow through an agricultural landscape interspersed with wooded and wetland areas. Old-growth forests, fish species of special concern, several rare plants, and many restored wetlands are among the ecological assets of these waterways. The scenery provides prime water and land-based trail corridors, including good canoe runs. Currently the Ice Age Trail passes along nearly half the length of the E. Twin, largely without permanent protection.

Other ecologically significant places nearby include Point Beach State Forest, Woodland Dunes Legacy Area, Fisher Creek, Point Creek, and Cleveland Swamp Legacy Area.

STATE NATURAL AREAS/WILDLIFE AREAS

State natural areas are intended to protect the Wisconsin's natural diversity, provide sites for research and environmental education, and serve as benchmarks for assessing and guiding use of other lands in the State. Natural areas consist of tracts of land or water that have native biotic communities, unique natural features, or significant geological or archeological sites. Two State natural areas are located in the planning area – Woodland Dunes and Point Beach Ridges.

The Woodland Dunes State Natural Area is located in Two Rivers. This 387-acre protected area near Lake Michigan features narrow, parallel sand ridges separated by low-lying swales. The ridges represent former beach lines of Lake Michigan, as water levels fell in the post-glacial period. Forests vary by ridge, including birch, aspen, beech, hemlock, maple, and white pine. The perennially wet swales are dominated by ash, alder, and elm. Other plant species include the threatened sweet colt's-foot. The ecosystem's diversity and its proximity to Lake Michigan make it home to vibrant and diverse bird populations. Woodland Dunes is owned and managed by Woodland Dunes Nature Center and was designated a State natural area in 1992.

Just north of the planning area is the Point Beach Ridges State Natural Area, designated in 1971. This 175-acre area within Point Beach State Forest features topography similar to Woodland Dunes.

State wildlife areas are intended to preserve wild lands for hunters, trappers, hikers, wildlife watchers, and all people interested in the out-of-doors. Furthermore, these areas help protect and manage important habitats for wildlife and help prevent draining, filling, and destruction of wetlands and the private blocking of important waterways, game lands, and lakes. There are no State wildlife areas located in the City's planning area.

AIR QUALITY

The Air Quality Index ("AQI") is a daily report of local air quality (e.g. pollution levels), and the potential health effects that may be associated with the daily air quality score. The AQI assigns a numeric value between zero and 500, which is categorized into one of several air quality condition levels: good, moderate, unhealthy for sensitive groups, unhealthy, very unhealthy, and hazardous. National and local air quality daily reports are available at the AirNow's website.

Five major pollutants are calculated by the EPA for the AQI. These include ground-level ozone, particle pollution (also known as particulate matter), carbon monoxide, sulfur dioxide, and nitrogen dioxide. Of these, ground-level ozone and particulate pollution cause the greatest threat to health.

CLIMATE

East central Wisconsin's climate is characterized by four distinct seasons. Warm summers generally span the months of June through August. The winter months of December, January, and February are cold, with average temperatures below freezing. The region is characterized by temperate conditions in spring and autumn. The first autumn freeze typically occurs around the first week of October, and the last spring freeze is usually sometime during the first week of May.

The climate of the Midwest has changed over time since the beginning of modern records in 1950. The Wisconsin Initiative on Climate Change Impacts found that Wisconsin's average annual temperature has increased approximately three degrees Fahrenheit between 1950 and 2018. The State's average annual precipitation has increased nearly 15 percent during the same period.

RECREATIONAL RESOURCES

Manitowoc has a wide variety of parks and recreational facilities including 36 established City parks. See Section Five: Utilities and Community Facilities for a complete description of these resources.

Map A.3



Natural Features

LEGEND

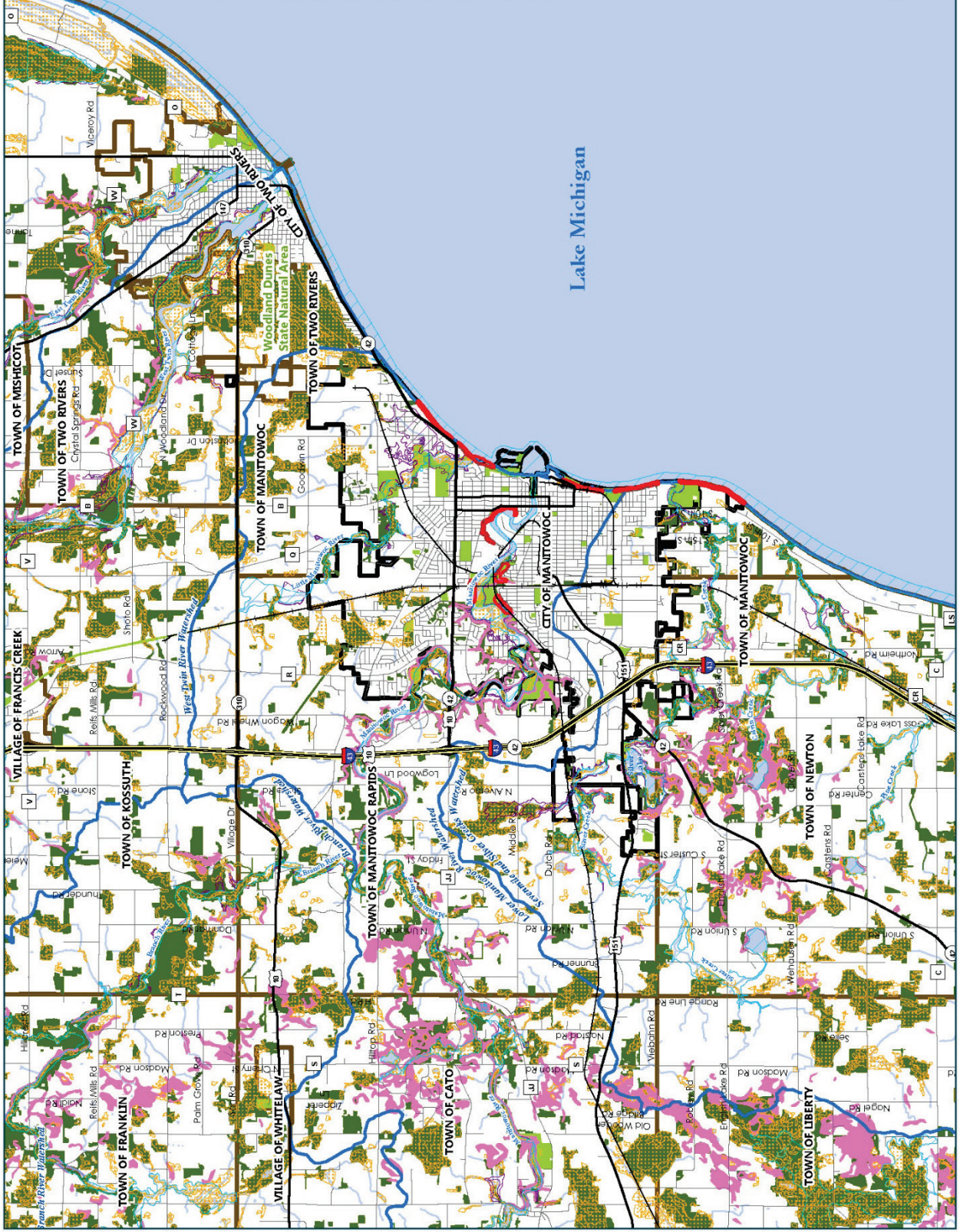
- Active Rail Line
- Interstate
- State or US Highway
- Local Road
- Erosion Hazard Areas
- 100 Year Floodplain
- 500 Year Floodplain
- Watersheds
- DNR Wetlands
- Slopes Above 12%
- City or County Parks
- Woodlands
- City of Manitowoc
- Other Municipal Boundary
- Surface Water

DRAFT

September 1, 2022



Data Sources: City of Manitowoc, Bay Lake RPC, WI LTSE, Manitowoc County, DNR, FEMA, USDA, US Census Bureau.



NATURAL RESOURCES PLANS

MANITOWOC COUNTY HAZARD MITIGATION PLAN (2020-2025)

The County’s Hazard Mitigation Plan was updated and adopted in 2020, by the Bay-Lake Regional Planning Commission. This plan was prepared with a grant secured through FEMA and the Wisconsin Division of Emergency Management. It focuses on evaluating the County’s potential exposure to natural disasters and identifies appropriate mitigation strategies. Some of the key areas to note related to the City of Manitowoc include:

- High Priority – Work with County, State, and Federal agencies to maintain a consistent critical facility database, develop a central data collection process to report hazard incidences and resulting deaths, injuries, and property or crop damage
- Medium/High Priority – continue investment and use of early warning system through pagers, NOAA weather radios, sirens, social media, and Code Red, organize outreach to vulnerable populations during periods of extreme temperature, including the establishment and promotion of accessible heating and cooling centers in the community
- Medium Priority – increase warning siren coverage, incorporate hazard mitigation strategies into City plans, monitor critical infrastructure for cyberattacks
- Medium/Low Priority – implement wildfire mitigation strategies by Lake Michigan

WISCONSIN’S CHANGING CLIMATE ASSESSMENT REPORT (2022)

The Wisconsin Initiative on Climate Change Impacts (WICCI) partnered with the University of Wisconsin-Madison and Wisconsin Department of Natural Resources to produce the Changing Climate Assessment Report for 2021. By Executive Order of the Governor, the WICCI was tasked with updating its previous report completed in 2011. New data showed that statewide temperatures are rising, rain and snow amounts are increasing, and extreme storms are becoming more frequent. Below are several of the report’s key findings:

- Wisconsin’s average daily temperature has become three degrees Fahrenheit warmer since the 1950’s.
- The previous two decades were the warmest on record and the past decade was the wettest. Average precipitation has increased 17% (about 5 inches) since 1950.
- Very extreme precipitation events will increase in frequency in the future causing immense impacts around the state.

This report documents data sets gathered from around the state by over fifty different scientists and covers impacts to air, land, water, people, and the built environment. Each section outlines solutions for mitigating further impacts and adapting to these changes.

CULTURAL RESOURCES

Manitowoc residents have access to a variety of cultural offerings that celebrate the local heritage and quality of life, and attract visitors to the City as well. These offerings include both natural attractions that continue to shape the City’s way of life – including the lakeshore, beaches and trails – and manmade attractions celebrating the City and its people. The manmade attraction for which the City is most well-known is the Wisconsin Maritime Museum, celebrating the region’s rich maritime history.

BRIEF HISTORY OF MANITOWOC

The history and culture of Manitowoc and the surrounding area has been recorded and celebrated. Today residents can experience the history of the City through published research and essays, images, and recordings, and by touring the City. The many remaining structures tell the story of the City’s past. Through historic planning, the City has been successful in preserving many of its historic and cultural resources. This section of the *Plan* provides a brief overview of the history of the City, cross-referencing previous planning efforts, and documentation of the City’s historic and cultural resources.

The first Europeans to reach the area known as Manitowoc, "home of the great spirit," were French trappers around the year 1673. The first settlers began to arrive in 1836, when the area was included in the Wisconsin Territory and a Chicago land speculator, Benjamin Jones, directed the first settlers to the mouth of the Manitowoc River. Manitowoc was officially founded that year, and County government was organized in 1839, with the seat in Manitowoc Rapids. Settlers of Bohemian, French, German, Irish, Norwegian, and Polish descent populated the area, attracted to its rich natural resources. Chartered as a village in 1851, Manitowoc was incorporated as a City in 1870. The original plat of the City was recorded in 1851.

Near the end of the 19th Century, a downtown business district formed, centered on 8th St., on which the first bridge across the Manitowoc River was built in 1851. In 1889, 8th St. became the City's first paved roadway. Predominately German residential neighborhoods grew outwards from the business district.

Shipbuilding played a major role in Manitowoc's growth. The first wooden sailing ship, the "Citizen," was built in 1847. Schooners and clippers were a major industry until the World Wars, when submarines, landing craft, and tankers became the focus of the City's shipbuilding industry. Between 1942 and 1945, 29 submarines were constructed and launched in Manitowoc. Today, fishing and pleasure craft are a small, but thriving industry in and around the County.

The aluminum industry is also notable to Manitowoc's history, the beginning of which can be traced back to the Columbian Exposition of 1893 in Chicago. Aluminum was introduced at this World's Fair as a new durable metal. The industrialization of this new novelty metal spread throughout the Manitowoc region. The Aluminum Goods Manufacturing Company (later to become the MIRRO Aluminum Company) and the Manitowoc Company, became leaders in the City's aluminum industry, producing aluminum cookware, hub caps, and canteens.

Following the move of the County seat from Manitowoc Rapids to the City, a County courthouse was constructed and used from 1857 to 1906, when it was replaced by the larger courthouse that remains today. The current courthouse, an iconic Beaux Arts and Classical revival style structure individually listed in the National Register of Historic Places, was designed by local architect C.H. Tegen, whose other notable designs include the Manitowoc County Insane Asylum, Holy Family Hospital, the Luling School, and the Williams and Dempsey Buildings. Tegen's courthouse, constructed between 1905 and 1908, originally featured a prismatic glass dome, which was replaced with stainless steel following a damaging windstorm in 1950. Currently, Manitowoc County is entering into the 3rd phase of a building envelope renovation plan based on a 2004 Structure Report. Phase 3 entails the renovation of the clearstory level and exterior dome cladding, renovation of the interior dome, and replacement of the 50-year-old HVAC system and controls.

During the 1980s, Manitowoc suffered along with many other communities in the upper Midwest as the economy endured stagnation and recession. Several large local industries restructured and downsized, resulting in a loss of more than 4,000 high wage jobs over the decade. However, the economy has rebounded, and strategic public investments have fostered growth in the City, centered on diversification and expansion of the economy. The City's investment in industrial parks allowed local industry to expand in a controlled environment, and helped attract new businesses to the area. Diversified manufacturing, representing a substantial cross section of business types and sectors, has remained the strongest sector of the economy, and Manitowoc benefits from many manufacturing companies with 50 or more employees. Tourism and retail services have also grown, as have health care, professional services, and information-based industries.

HISTORIC SITES AND RESOURCES

The City is home to a variety of historic resources. They reflect the character of the historic downtown as well as the City's traditionally strong industries.

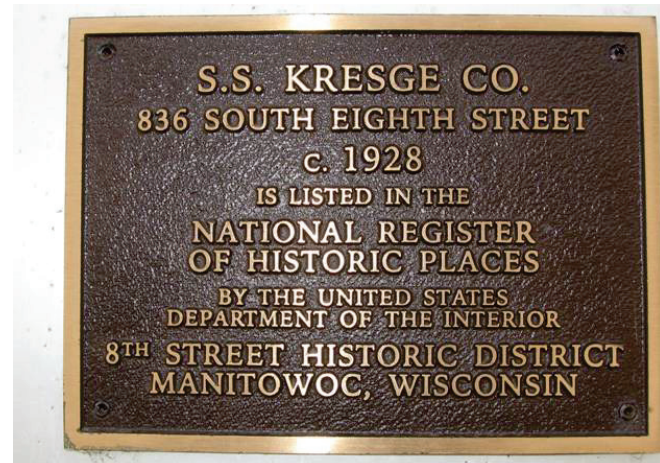
THE MANITOWOC INTENSIVE RESOURCE SURVEY FINAL REPORT

In 1985, the City commissioned Milwaukee-based firm Howard Needles Tammen and Bergendoff ("HNTB") to conduct an intensive historical resource survey. HNTB authored the "Manitowoc Intensive Resource Survey Final Report,"

completed in 1988, which identified individual buildings and areas within the City that could potentially be placed in the National Register of Historic Places. The report contains 15 chapters in three parts. Part I summarizes the results of the intensive survey, Part II describes the methodology and results of the survey, and Part III covers 14 thematic historical chapters that outline Manitowoc's unique history.

DISTRICTS IN THE NATIONAL REGISTER OF HISTORIC PLACES

The National Historic Preservation Act of 1966 created the National Register of Historic Places, which recognizes properties of local, State, and national significance. Properties are listed in the National Register because of their associations with particular persons or events, their architectural or engineering significance, or their importance to our history. Designation on the National Register confers certain benefits and protections to private properties, including federal and State investment tax credits for historic preservation projects. Designation also provides limited protection from federally financed or licensed actions that may adversely affect such buildings.



Historic marker of S.S. Kresge Company

There are two designated National Register Historic Districts in the City. The “Eighth St. Historic District” was placed in the National Register in 1988. The Historic District covers 323-acres roughly bounded by Buffalo St., S. 8th and S. 7th Streets, Hancock St., and S. 10th, S. 9th, and Quay Streets. Significant architectural styles include Beaux Arts, Late Victorian, and Classical Revival. The oldest remaining building in the District dates to 1853. The most significant building within the District is the Manitowoc County Courthouse.

In 2018, the Lincoln Boulevard Historic District was listed on the State Register of Historic Places. The Lincoln Boulevard Historic District is an intact residential neighborhood on the north side of the City of Manitowoc that includes 84 single-family houses and a landscaped boulevard. The district is roughly T-shaped and includes all of the houses along Lincoln Boulevard, a four block-long landscaped boulevard stretching from Cleveland Avenue on the south to Lincoln Park on the north. The district also includes the houses along the north side of Oak Street between North 8th Street and North 5th Street. The Lincoln Boulevard Historic District contains good examples of most major architectural styles popular in Wisconsin between the 1890s and the 1960s, including Queen Anne, American Foursquare, Craftsman/Arts and Crafts, Colonial Revival, Tudor Revival, Mediterranean Revival, French Provincial, Minimal Traditional, and Ranch. The landscape and setting lend an attractive cohesiveness to the district, with many mature trees on individual properties, in the terraces, and within the boulevard median. The Lincoln Boulevard Historic District is surrounded by residential neighborhoods on the west, south, and east; and by Lincoln Park on the north.

SITES ON THE NATIONAL REGISTER OF HISTORIC PLACES

In addition to the above District, the following buildings in Manitowoc are individually listed in the National Register of Historic Places because of their outstanding architectural and/or historical characteristics. The historic Districts and individually listed properties are shown on Map A.1: Community Facilities.

- Manitowoc County Courthouse, 1010 S. 8th St.
- Sexton's House, 736 Revere Dr.
- Joseph Vilas Jr. House (Vilas-Rahr House), 610 N. 8th St. The Vilas-Rahr House is a Queen Anne mansion designed by Milwaukee architects Ferry and Clas. The house is currently used as the Rahr-West Art Museum and its attached galleries.

Manitowoc is home to two additional unique properties listed in the National Register of Historic Places. Information on the history of both is available at the Wisconsin Maritime Museum.

- The Francis Hinton Steamer, a Great Lakes Shipwreck Site. The steamer sunk offshore of Manitowoc in November of 1909.

- The USS Cobia (SS-245), a submarine engaged in World War II and noted for sinking 13 Japanese ships. While the USS Cobia was not built in the Manitowoc Shipyards, it is emblematic to the City’s shipbuilding history, and symbolic of the City’s role in WWII. Many of the Cobia’s features have been restored, making it a valuable educational and tourism resource for the community.

The Wisconsin State Historical Society’s “Architecture and History Inventory” contains data on a wide range of historic properties throughout the State. The inventory identifies over 1,600 documented structures in the City. Documented structures include several landmark properties such as the Manitowoc County Courthouse, St. John’s Evangelical Church, St. Mary’s Church, as well as many traditional residences and businesses in the City’s downtown and other properties.

The Manitowoc County Historical Society (“MCHS”) was founded in 1906, and is one of the oldest historical societies in the State. In recent years, MCHS has expanded its funding base and volunteer network, helping ensure its future vitality. The MCHS operates Pinecrest Historical Village, a rural interpretive museum and a Heritage Center, home to the Manitowoc County Museum, research library, and administrative offices. The Heritage Center is located at 924 Pine Crest Lane.

ARCHEOLOGICAL SITES

The Wisconsin State Historical Society lists archeological sites throughout the State in its Archeological Sites Inventory (ASI). These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. There are 62 archeological sites within Manitowoc designated by the Wisconsin State Historical Society. These sites include several farms, cemeteries, campsites, and mounds. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on, or eligible for, listing in the National Register of Historic Places. Archeological sites can be protected during the course of State agency activities, if the sites have been recorded with the Office of the State Archeologist. Historic districts and properties are shown on Map A.1: Community Facilities.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land and may not be viewed by the general public. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of State agency activities if the sites have been recorded with the Office of the State Archeologist.

PREVIOUS HISTORIC RESOURCE PLANNING AND PRESERVATION INITIATIVES

Many written, photographic, and oral histories of Manitowoc have been preserved through digitization efforts. The Manitowoc Public Library has digitized some items from its print and audio collections, which are available online via the Library’s website. The Library’s oral history collection, recorded in 1976, includes about four dozen recordings of residents describing different aspects of life and commerce in Manitowoc. The complete audiocassette collection is also available in the Manitowoc Public Library.

The 1988 “Manitowoc Intensive Resource Survey Final Report” identifies individual buildings and areas within the City that could potentially be placed on the National Register of Historic Places. The report describes the methodology and results of the survey, and covers 14 thematic historical chapters that outline Manitowoc’s unique history. The University of Wisconsin Digital Collections, and State of Wisconsin Collection, also includes a Manitowoc Local History Collection, which has made a variety of digitized images and texts available to the public.

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SECTION NINE: INTERGOVERNMENTAL OPPORTUNITIES

EXISTING REGIONAL FRAMEWORK

The City of Manitowoc is the seat of Manitowoc County and is part of the greater Lake Michigan coastal community network. Manitowoc shares portions of its northern boundary with the City of Two Rivers and the Town of Manitowoc Rapids, and is otherwise surrounded by the Towns of Manitowoc and Newton. Map 1: Jurisdictional Boundaries (in the Comprehensive Plan) depicts the boundaries of Manitowoc’s neighboring and/or overlapping jurisdictions. Relationships with these local, regional, and state jurisdictions were analyzed during the City’s planning process to identify mutual planning issues, potential conflicts, and partnerships.

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this *Plan*. This section builds off some of the key policies listed above, setting forth recommendations for enhanced relations with adjacent and overlapping jurisdictions. It focuses in particular in areas and relationships that are not described extensively in other chapters of this *Plan*, and where potential future conflicts may be the greatest without concerted future action.

IMPORTANT STATE AGENCY JURISDICTIONS

The Wisconsin Department of Transportation (WisDOT) is responsible for transportation planning throughout the state and is the primary agency for planning and managing federal and state highways, including I-43 and portions of USH 151. WisDOT also reviews and has input in County and City transportation plans to ensure compatibility between plans. WisDOT’s Northeast Region office in Green Bay serves all of Manitowoc County. WisDNR’s Northeast Region, headquartered in Green Bay, includes the Manitowoc area. The closest WisDNR Service Centers are in Oshkosh and Sturgeon Bay.

The Wisconsin Department of Natural Resources (WisDNR) has offices in the City of Two Rivers and Mishicot that serves the greater region. WisDNR is responsible for planning state parks, trails, and natural areas, in addition protecting the surface waters in the area. They also work closely with the Bay-Lake Regional Planning Commission on sewer service area planning and implementation.

WisDOT and WisDNR are actively involved in programs and policies which directly influence, and are influenced by, local land use decisions. The promotion of the policies of these agencies by this *Plan* is an imperative coordination tool. Specifically, this coordination is accomplished by reflecting the recommendations of the adopted land use and transportation plans for eastern Wisconsin. State policies are also implemented through the aggressive promotion of BMPs for the mitigation of land use impacts on transportation facilities and environmental resources. Finally, and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities which are promoted and implemented through the City’s Plan, are unquestionably the most effective way of accommodating population pressures in a manner which minimizes adverse impacts.

BAY-LAKE REGIONAL PLANNING COMMISSION

The Bay-Lake Regional Planning Commission is the regional planning organization serving Northeastern Wisconsin. The Bay-Lake Regional Planning Commission (Bay-Lake RPC) is a multi-service entity that delivers a variety of federal, state, and local programs, providing planning services and technical assistance to their member local governments in the counties of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan. The Planning Commission addresses planning issues that transcend political and natural boundaries such as regional transportation, water supply, parks and open space, air and water quality, flooding, natural resource base deterioration, and changing land uses. As such, they are accountable to local units of government, and effective partners for state and federal governments. The Regional Planning Commission’s plans and studies are provided throughout this Appendix, as they

work on varying different scales including the regional, county, and local level. Each relevant plan is summarized and provided in the sections above. Additionally, many of the goals, objectives, recommendations, and actions items build on and reflect those within this Plan.

The Commission was created in 1972 by Governor Lucey at the request of seven county boards in the region under Wisconsin Statutes s. 66.945 (re-titled 66.0309) as the official area-wide planning agency for northeastern Wisconsin. In December 1973, Florence County joined the Commission, bringing the total number of member counties to eight. Section 66.0309 (8) (2) prescribes that the function of the regional planning commission shall be solely advisory to the local governments and local government officials comprising the region. The Planning Commission's jurisdiction includes 185 units of government including 8 counties, 17 cities, 40 villages, 119 towns, and the Oneida Nation of Wisconsin. The total area of the region it covers is 5,433 square miles, or 9.7 percent of the area of the State of Wisconsin. The region has over 400 miles of coastal shoreline along Lake Michigan and Green Bay, and contains 12 major watershed areas that drain into the waters of Green Bay and Lake Michigan.

The Bay-Lake Regional Planning Commission also exercises considerable influence over local community planning through establishment and adjustments to sanitary sewer service boundaries. The Commission has been granted this authority by the Wisconsin Department of Administration. Each Metropolitan Sewer District boundary is determined in part by the projected needs for the area served based on population and land use projections. City, Village, and unincorporated Sanitary Sewer Districts must demonstrate that land use decisions and sanitary sewer projects are consistent with these assumptions and planning goals in order to obtain approvals for adjustments to their sanitary sewer service boundaries, and they may not extend services outside of these boundaries without specific authorization from the State of Wisconsin via the Bay-Lake Regional Planning Commission.

MANITOWOC COUNTY

As documented throughout this Appendix, Manitowoc County has several overlapping plans relevant to the City of Manitowoc. There are no known conflicts between the City's Plan and the County's established 20-Year Comprehensive Plan Update (2020-2040). The City of Manitowoc intends to advocate for full inclusion of the City's Comprehensive Plan in the County comprehensive planning efforts and collaborate on other initiatives. Additionally, the City will continue to participate in the annual County-municipal officials event to encourage communications with community leaders throughout the County.

CITY OF TWO RIVERS

Two Rivers is located northeast and adjacent to Manitowoc along the Lake Michigan shoreline. The City's population was estimated to be 11,271 in 2020; a 4 percent decrease since 2010. The City shares historic and economic connections with Manitowoc. Today, the two cities collaborate on a myriad of issues, as both recognize that they are part of a single, economic unit. Additionally, Manitowoc's MMT provides local bus connections between the two cities. The ETJs of Manitowoc and Two Rivers abut one another.

Bay-Lake Regional Planning Commission staff have assisted the City of Two Rivers in preparing a comprehensive plan that meets the State's comprehensive planning legislation. Manitowoc and Two Rivers met in April, 2008 to discuss issues of mutual concern including coordinating municipal boundaries, identifying extraterritorial jurisdictions, providing utilities in the area between the two cities, and determining long-term growth areas. There are no known conflicts between this City Plan and the City of Two Rivers' planning efforts. Manitowoc supports continuing a coordinated ETJ agreement with Two Rivers to determine co-terminus areas of jurisdiction, and endeavors to continue an ongoing dialogue and cooperation with the neighboring municipality regarding future planning efforts.

NEIGHBORING TOWNS

While the City's ETJ encompasses six towns, Manitowoc shares a common border with three separate townships – the towns of Manitowoc, Manitowoc Rapids, and Newton. Given different influences within each of these towns, Manitowoc's intergovernmental efforts cannot be a "one size fits all" approach. Instead, the City must consider the specific influences and issues with each of the neighboring towns in developing these intergovernmental recommendations.

One common element to the City's relationship with its neighboring towns is the powers and authorities that the City has within its ETJ. The City's ETJ extends in a three-mile radius from the boundaries of the City, except as defined by other agreements with these communities. Manitowoc's current ETJ is shown on many of the maps in this Plan, but will shift with annexation.

Four distinct ETJ powers are available to cities and villages. This area of the law is evolving continuously – particularly in regard to the application of land division review authority. The ETJ of villages and cities under 10,000 persons is 1.5 miles. For cities over 10,000 in a decennial census, the ETJ is three miles, which applies to Manitowoc. The four ETJ powers available to cities and villages include:

ETJ Planning: Cities and villages have the right to include and make recommendations for the lands in their ETJ in their planning documents adopted under Wis. Stats. Typical plans include comprehensive plans, master plans, land use plans, transportation plans, park plans, utility plans, community facility plans, and peripheral area plans.

ETJ Official Mapping: Cities and villages have the right to include their ETJ on their Official Map. The Official Map is a tool used to identify the location of current and planned public facilities and can be used to prevent structures from being erected on identified sites, and to assure that subdivisions provide for planned facilities. Typical use of the Official Map includes identifying expanded road rights-of-way; future road alignments; and sites for public buildings, parks, and drainageways.

ETJ Land Division Review: Cities and villages have the ability to adopt subdivision ordinance provisions to approve or deny land divisions within their ETJs. This area of the law is evolving rapidly through court decisions. ETJ land division review authority may be used to require consistency with the City's *Comprehensive Plan* and Official Map, ensure the proper design of the land division, and establish lot size or density standards. Public improvement construction and design standards can generally not be imposed through this power.

ETJ Zoning: Cities and villages have the ability to enact ETJ zoning authority within all or part of their ETJs. This authority temporarily freezes town or county zoning in the selected area for a period of two to three years. This provides an opportunity for a joint town and city/village ETJ Committee (three members from each jurisdiction) to develop and adopt a permanent ETJ zoning ordinance and zoning map to apply to the selected area. This authority dissolves after two years, unless extended for another year by joint agreement of the communities, or unless the ETJ zoning ordinance and map are adopted. If adopted, the town and city/village are then jointly responsible for making future zoning decisions in the selected ETJ area.

Through the negotiation and execution of intergovernmental boundary agreements with adjacent towns, cities and villages may agree to provisions that may modify these extraterritorial rights within statutory limitations.

At the time of writing, BLRPC staff have assisted the Town of Manitowoc and the Town of Two Rivers in preparing comprehensive plans that meet the State's comprehensive planning legislation. No official policies or recommendations in either plan are in conflict with this Plan, and each town desires cooperation and coordination with the City with respect to long-range planning, land use regulations, and intergovernmental agreements for services.

The Town of Manitowoc Rapids adopted their comprehensive plan in 2002. The plan identifies areas of future development surrounding the City, mainly east of I-43 and south of Goodwin Road. The plan generally supports these areas developing in the City where public utilities are available or planned. Additionally, the Town desires cooperation and coordination with the City, with respect to long-range planning, land use regulations, and intergovernmental agreements for services.

The Town of Newton adopted an update to their comprehensive plan in 2009. The plan identifies the lands south of the City, but within the City's existing USA as an "Agricultural Transition Area." This designation allows for residential development at significantly lower densities (one unit per 10-acres) than proposed by the City (at least five units per acre). The plan also identifies areas along CTH CR for "Highway Interchange Commercial" development. Additionally, the Town desires to establish a framework for boundary negotiations and joint planning efforts with the City.

The City welcomes establishing a dialogue with adjoining towns on issues of mutual concern such as joint development criteria, agreements for right-of-way dedications, Official Mapping considerations, and limitations on lot sizes. The City will attempt to resolve any differences by initiating discussions with the adjacent communities and possibly work toward establishing an intergovernmental boundary and land use agreement with them. This recommendation is discussed in greater detail later in the Intergovernmental Cooperation Chapter of the Main Plan Document.

SCHOOL DISTRICTS

The Manitowoc Public School District serves the entire City of Manitowoc and portions of the surrounding communities. As the District's population has continued to change in past decade, the School District continues to plan and evaluate for future facility needs. It is anticipated that changes to school facilities and use will be needed over the planning period. School District trends and planning are outlined in the Utilities and Community Facilities Section.

DRAFT Appendix B: Public Participation Response Summary

Draft #3: February 2023

TABLE OF CONTENTS

INTRODUCTION..... 1
Initial Site Visit and Project Kickoff Meeting 1

UPFRONT COMMUNITY-WIDE VISIONING 2
Community Visioning Workshop (In-Person Event) 2
Community Visioning Survey (Online Option) 4
Community Mapping Exercise (Online) 6
Focus Groups..... 8
Public Open House (In-Person Event)..... 11
Public Open House Survey (Online Event)..... 12

PLAN REVIEW AND ADOPTION MEETINGS 16
Draft Plan Review Meetings..... 16
Public Open House..... 16
Joint Plan Commission Meeting & City Council Review 16
Public Hearing & Adoption Meeting..... 16

INTRODUCTION

To provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that final recommendations reflect a broadly supported vision. Near the outset of this planning process, the City Council and Plan Commission adopted the City's Public Participation Plan by resolution. The following public involvement opportunities were conducted as part of this planning process. This document provides summarized feedback from each event held throughout the development, review, and adoption of the 2022 City of Manitowoc Comprehensive Plan.

INITIAL SITE VISIT AND PROJECT KICKOFF MEETING

The City hosted a kick-off meeting for the Comprehensive Plan updating process on May 25, 2022. During the afternoon, consultants toured the City with Community Development Department staff and facilitated a meeting with City Department heads. This was followed by a Plan Commission meeting to formally kick off the planning process. Each meeting included a summary of the planning process and a discussion of key assets, issues, and opportunities within the City. The following is a summary of responses gathered throughout the project kickoff discussions:

COMMUNITY ASSETS

- Seeking growth, but maintaining the small town feel where people feel connected
- Build on the River Point District, revitalized downtown, Lake Michigan, Manitowoc River, Mariners Trail, and park system to maintain and enhance the high quality of life for residents
- Great connections to the Fox Valley, Milwaukee Metropolitan Area, and western Michigan
- Maintaining and providing quality services and infrastructure to support growth

ISSUES

- Barriers to housing development resulting in a lack of diversity in housing types and affordable housing options
- Lack of space for new business park development for business expansion and further tax base diversification
- Need to attract new young professionals and families
- Lack of a shared sense of identity that makes the community feel inviting

MISSING IN THE CITY (OR MORE NEEDED)

- Running out of land for future growth
- Diverse dining, entertainment, and small-scale retail options
- Walkable amenities throughout the community
- Gateway districts that communicate the community's character and vision
- Affordable, missing-middle income housing and high-end housing options
- Compelling lodging accommodations for visitors and tourists
- Amenities and recreational opportunities that tie the community to the water
- Civic curiosity and engagement

FUTURE COMMUNITY GROWTH

- Opportunities for downtown growth, infill development, redevelopment, and new development
- Need to keep existing housing stock looking good and maintain affordability
- Avoid homogenous new development
- Need phased expansion of new infrastructure

TOP PRIORITIES

- Create and expand affordable housing options for existing residents and to attract new residents
- Continue to attract high-quality, living-wage-paying jobs that diversify the local employment base
- Strategic placemaking, active community programming, and public art initiatives to create a distinct sense of place, community pride, engagement, and buy-in in the downtown that promote and create a centralized area of activity
- Public financial sustainability coupled with growth sustainability - protect the local taxpayers

VISION FOR THE FUTURE

- Expand upon downtown revitalization efforts to establish Manitowoc as a great place to live, work, and visit due to its rich maritime history, job opportunities, community character and amenities, natural resources
- Create regional draw to the community by leveraging existing assets such as the Rahr West Art Museum and Maritime Museum to expand tourism opportunities and potential
- Maintain intergovernmental cooperation in the region
- Maintain a safe community with greater school and transportation systems, unique and diverse neighborhoods, and quality local amenities

UPFRONT COMMUNITY-WIDE VISIONING

COMMUNITY VISIONING WORKSHOP (IN-PERSON EVENT)

A community-wide Visioning Workshop was held on June 28, 2022. This interactive meeting allowed participants to identify key values and opportunities, spotlight areas of interest and concern, and evaluate sustainability strategies for the City. Participants utilized this workshop to express their concerns and ideas for the future of the community and assist in the Comprehensive Plan process. A high-level summary of those comments is provided below.

The first part of the workshop was an introductory presentation that provided an overview of the planning process and highlighted accomplishments from the 2009 Comprehensive Plan. In the second part of this workshop, participants identified what they believed were the City's most significant opportunities for the future and the top challenges the City will face over the next 20 years. After the small group discussions, the groups gathered together and reported their top responses to the large group.

PARTICIPANTS IDENTIFIED THE FOLLOWING AS THE COMMUNITY ASSETS THEY VALUED MOST:

- Waterfront (lakefront and riverfront) access
- Quality of life – including events, programming, parks, and YMCA
- Balanced economy – both local industry and tourism
- Small size of the community and feeling of security and safety

PARTICIPANTS IDENTIFIED THE FOLLOWING AS THE TOP OPPORTUNITIES FOR THE FUTURE DEVELOPMENT OF MANITOWOC:

- Waterfront and downtown development
- Work from home/remote work
- Expanding trails system/parks
- Tourism, promotion, and expansion of maritime amenities
- Grow and expand economy/local industry
- Rails to Trails
- Health and social service accessibility (substance recovery community)
- Talent retention
- Old mall site redevelopment
- Red Arrow Beach improvements and accessibility

PARTICIPANTS IDENTIFIED THE FOLLOWING AS THE TOP CHALLENGES FACING THE FUTURE OF MANITOWOC:

- Quality/living wage paying jobs
- Attracting and retaining young families and affordable family housing
- Aging population
- Lack of entertainment options and venues
- Pollution/contamination of natural resources
- Embracing diversity
- Community identity and cohesion
- Blighted residences
- Historic preservation
- Infrastructure maintenance

In the third part of the workshop, an interactive polling activity was conducted where participants were asked a set of housing-related questions and provided the collective responses in real-time. The polling responses are summarized below.

WHO WAS IN THE ROOM?

- The majority of the workshop attendees had lived in the City for over 11 years.
- Employment, retirement, and family ties were the primary reasons for people living in Manitowoc.
- All attendees were homeowners, and nearly all were over the age of 50.

PRIORITIZED TYPES OF RESIDENTIAL NEIGHBORHOODS

- Mixed Neighborhoods (lots, house size, costs, types, etc.) were the most preferred type of neighborhood make-up.
- Most people wanted to encourage a balanced approach to accommodating varying sized single-family and multi-family housing development.
- Townhomes, apartments, and mixed-use buildings were all viewed as appropriate building types in Manitowoc.

Part four of the Vision Workshop involved spotlighting areas of public interest and concern. Within groups, participants were asked to identify areas of interest and concern on large aerial maps, including potential areas for new commercial, residential, industrial, redevelopment and infill, and preservation. Groups then presented their maps to the larger group, followed by a large group discussion. Participant-identified areas of interest and concern for each of the designated areas are as follows:

AREAS OF PRESERVATION

- Silver Creek
- Manitowoc River
- Little Manitowoc River
- Several existing parks throughout the community

GATHERING PLACES

- Existing parks
- Lakeshore
- Manitowoc River
- Downtown

NEW RESIDENTIAL

- The former mall site on Magnolia Avenue
- Pockets of infill development opportunities throughout the community that included both undeveloped and underdeveloped areas
- New neighborhoods on the far west side of the community south of USH 151 (Crossing Meadows Drive)
- Within downtown and the neighborhoods directly surrounding it

NEW COMMERCIAL

- The former mall site on Magnolia Avenue and areas surrounding Memorial Drive
- Downtown along the Manitowoc River
- I-43 and USH 10 interchange

NEW INDUSTRIAL

- On either side of I-43 beyond the City's existing western boundary

INFILL AND REDEVELOPMENT

- The former mall site on Magnolia Avenue
- Farmland north of Roncalli High School
- Within downtown and the neighborhood directly surrounding it
- Coal piles along the lakeshore

TRANSPORTATION FEATURES

- Existing issues: Huron Street and 7th Street, Fleetwood Road, Custer Street and Ray Street, USH 151, and County Road Cl/Viebahn Street
- New roads: connecting Magnolia Street across the Little Manitowoc River and road improvements in the older neighborhoods of the City between 20th Street and 12th Street
- New bicycle and pedestrian trails: north side of the Manitowoc River from the Manitowoc Yacht Club to Riverview Park and the old railroad line running from Evergreen Cemetery to Roncalli High School

COMMUNITY VISIONING SURVEY (ONLINE OPTION)

Between July 16th and August 8, 2022, an online visioning survey was hosted on the City website. The survey mirrored the questions asked at the June 28th Community Vision Workshop. In total, 120 people provided responses. Below is a summary of the results.

- Nearly 75% of respondents lived in Manitowoc for over 11 years.
- Over 80% of respondents owned their home.
- Nearly 50% of respondents lived in Manitowoc for family relationship reasons.
- 50% of respondents were between the ages of 26-50 years old, and 38% were between the ages of 51-75 years old.
- Nearly all survey respondents did not participate in the June 28th Public Workshop.
- Highest valued components of Manitowoc today include:
 - Quality of life, safety, water and natural resources, employment, small town feel and atmosphere with lots of amenities, local events and small businesses, cost of living, history, quiet, community size, location and proximity to larger communities, community potential and willingness to adapt to change, and downtown.
- Most significant challenges facing Manitowoc today and in the future include:
 - Aging population, attracting young professionals and families, resistance to change, water quality, political and social divide, mental health, duplication of services, school district, business attraction, infrastructure maintenance, affordable and available housing, funding and resources, increase in drugs and crime, diversity and inclusivity, taxes, and rundown properties.

- Positive trends and opportunities for Manitowoc today and in the future include:
 - Stable employment base and employment growth, low taxes, revitalization of downtown and riverfront, historic preservation, youth involvement, leveraging waterfront, industrial growth, tourism, more local events, population growth, park system, and maintenance/upgrades of infrastructure.
- Most important goals or direction for the City in the future:
 - Grow and diversify tax base, keep community affordable, controlled growth, environmental preservation and sustainability, strong leadership, youth opportunities, intergovernmental collaboration, filling vacant buildings, job growth, housing availability, community involvement, fix infrastructure, reduce crime, attracting new residents, redevelopment, tourism, equity, business attraction, reducing debt and financial sustainability, and leveraging recreational amenities.
- Manitowoc's current image or unique qualities include:
 - Adaptation to change, lack of creativity, crime, low cost of living, politically and socially divided, blue collar town, refreshed community, downtown-focused, small town feel with lots of amenities, stagnant, unwelcoming/not inclusive, work in progress but slow to change, high quality of life, natural resource amenities, hidden gem, and image is recovering from Netflix documentary.
- Respondent's favorite places in the City include:
 - Downtown, local events, marina, local businesses, parks, beach, lakeshore, bicycle trails, library, museums, lighthouse, zoo, and rivers.
- Respondent's least favorite places in the City include:
 - Run-down neighborhoods, vacant/blighted properties, some bars, big box stores, south side of City, some areas of downtown, former mall site, and Washington Park/Street.
- One thing that respondents would change about Manitowoc would be:
 - Former mall site and redevelopment of vacant properties, less focused on drinking establishments, leadership, big box stores, more activities along the waterfront, concern about the environment, mental health, beautification, equity, intolerance of others, drugs and crime, blighted properties, tourism focus, affordable housing, infrastructure improvements, more bicycle and pedestrian friendly, code enforcement, and the concentration of redevelopment on more than just downtown.
- 51% of respondents favored some neighborhoods that are homogenous and some that are mixed (mix of sizes, formats, costs, lifestyles, etc.).
- In terms of new single-family housing development, 54% of respondents favored a balanced approach to lot sizes (large, medium, and small).
- Townhomes received the highest percentage of votes for the type of new multi-family most desired (40%), while over 54% of respondents favored a balanced approach (many different styles and densities).
- Nearly 55% of respondents agreed that townhomes were appropriate building types in Manitowoc, 62% agreed that apartments were appropriate building types in Manitowoc, and 70% agreed that mixed-use buildings were appropriate building types in Manitowoc.
- Other comments received:
 - Continue to gather community input, community is doing amazing things and heading in the right direction, lack of infrastructure maintenance, need more information about finding meetings, too many parks, don't focus on only downtown, shortage of housing, incorporate feedback into plan, consider the needs of low-income residents, need business attraction, keep taxes low, need safe places for families, parking downtown is still an issue, and thanks for providing the input opportunity.
- 18 people provided their contact information to remain involved in the planning process.

COMMUNITY MAPPING EXERCISE (ONLINE)

Between July 6th and August 8th, 2022, the City of Manitowoc hosted an online map-based survey to gather input on future preservation and growth areas, existing gathering places and transportation issues, and new multi-modal transportation infrastructure ideas. The community mapping exercise was a component of the online public survey available during the same period. Participants contributed 78 unique features to the map. Below is a summary of the map features and several maps showing where they were suggested.

AREAS OF PRESERVATION

- Downtown along 8th Street
- Manitowoc River
- Red Arrow Park

GATHERING PLACES

- Former mall site
- Lakefront and beaches
- Manitowoc River
- Downtown

NEW RESIDENTIAL

- Former mall site
- Just west of existing City boundary along Manitowoc River
- Downtown
- Along the Manitowoc River

NEW COMMERCIAL

- Former mall site
- Downtown
- Along the Manitowoc River
- Menasha Avenue and Rapids Road area

NEW INDUSTRIAL

- Just west of the existing City boundary around 1-43
- Far south side of the City on either side of Viebahn Street

INFILL AND REDEVELOPMENT

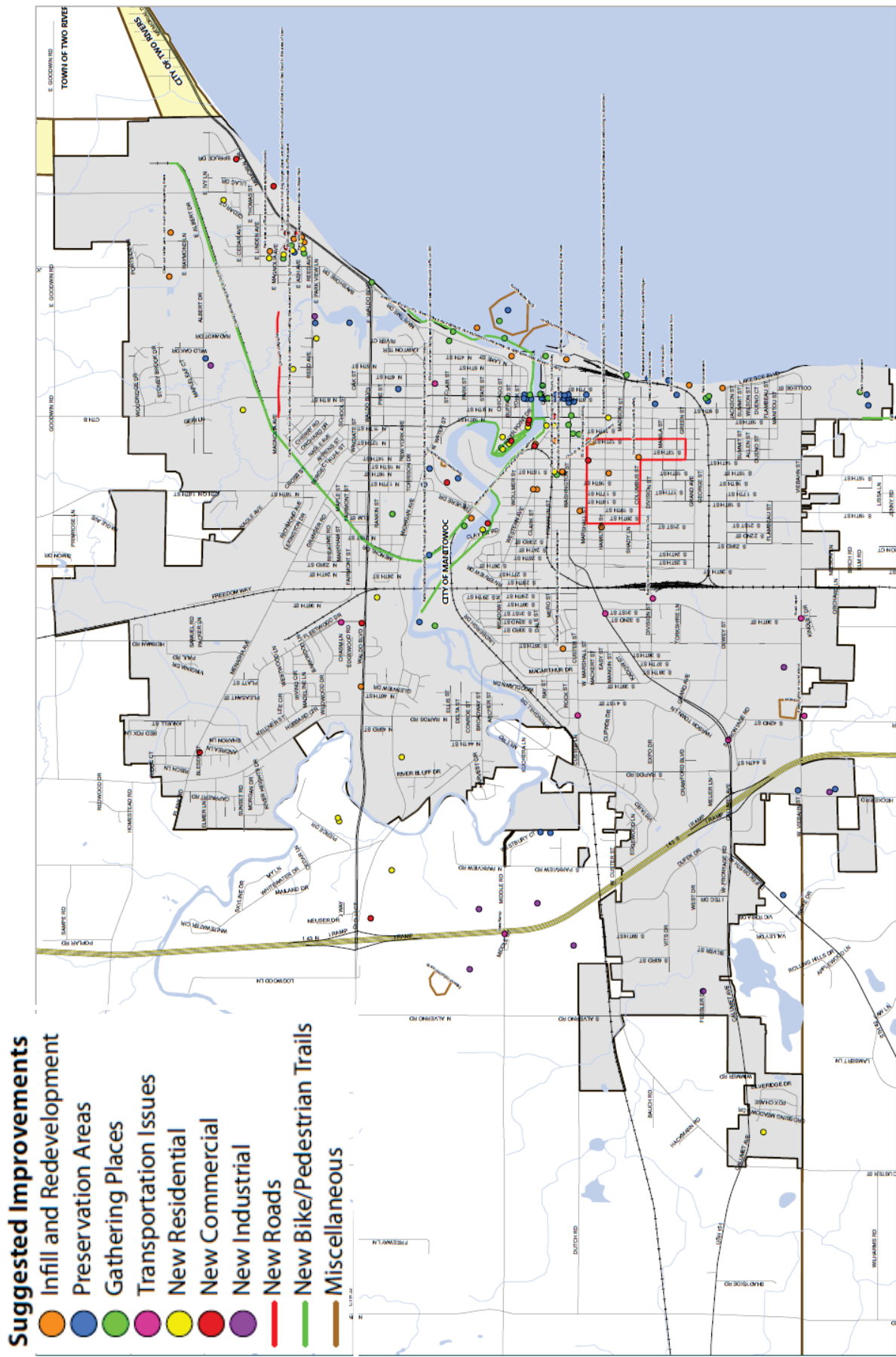
- Former mall site
- Lake frontage
- Downtown
- Along the Manitowoc River

TRANSPORTATION FEATURES

- Existing issues: Boys and Girls Club
- New bicycle and pedestrian trails: southside of the Manitowoc River from 10th Street to Ice Age Trail, along former railroad line, and on the northside of the Manitowoc River along River Point Drive

The following map depicts all comments received from the in-person Community Visioning Workshop and the online Community Mapping Exercise.

Figure A.1.1: Composite Map – Public Input



FOCUS GROUPS

On July 12-13, 2022, the City of Manitowoc hosted five focus group meetings with community, regional, and state stakeholders. Over 45 total people participated in these meetings, which took place via Zoom. Stakeholders were grouped by topic area, which included: Business & Economic Development, Quality of Life & Placemaking, Youth & Young Professionals, Environment & Sustainability, and Housing & Neighborhoods. Below is a high-level summary of the feedback received.

BUSINESS & ECONOMIC DEVELOPMENT

- The redevelopment of the downtown over the past decade has positively affected local businesses and the economy, and collective effort must now be put into supporting the community's downtown center.
- Willingness of the City to work with business owners and developers to realize projects has been incredibly beneficial.
- Housing affordability is a major barrier to attracting and retaining young professionals.
- Competition with Sheboygan and Two Rivers for employees has more people leaving the City for work than commuting to it for employment; better regional cooperation is required.
- Residents want more dining and entertainment options in the neighborhoods on the north side of the City
- Supporting and expanding childcare options and accessibility
- Tools to assist small businesses exist, but the community and City need to better engage with major corporations.
- Regional or state destinations such as convention center, sports complex, shopping, restaurants, etc.
- Calumet Avenue and Washington Street need attention and business development.
- Better marketing and communications to showcase quality job opportunities and the community's amenities.
- Collaborative partnerships between the private sector, educational sector, and community organizations to support and amplify the community's strengths in agriculture, freshwater sciences, environmental conservation, modern business, and manufacturing to attract new and emerging industries.

QUALITY OF LIFE & PLACEMAKING

- UW-Green Bay Manitowoc Campus is now part of the 4-year college.
- Downtown needs an entertainment and gathering space anchor to attract more foot traffic and tourism.
- The City should take a proactive stance in driving placemaking initiatives.
- Need a defined community identity
- The community's maritime assets, such as the SS Badger Car ferry, Manitowoc Marina, and Maritime Museum, need to be better connected.
- Diverse housing opportunities for all incomes, ages, and lifestyle preferences
- Need for a Business Improvement District downtown and better coordinated hours among downtown businesses to stimulate activity at all times of the day, during the weekends, and during events
- Desire for a grocery store or cooperative downtown to provide access to healthy foods
- A Business Improvement District or downtown businesses need to coordinate with the City's Tourism Department.
- Need to increase and celebrate cultural diversity
- Gaps or missing connections among various social and health-related services
- Red Arrow Park is a major destination and gathering place and should receive improvements.
- Upper & Lower Schuette Park have great trails, Silver Creek Park is underutilized, and many other parks have quality assets, but they are not well-promoted.
- Residents would like to see more community programming, such as frisbee golf tournaments and celebrations of the community's river, lake, and maritime history that activate parks, the Manitowoc River, and Lake Michigan.
- Initiatives to incorporate permanent public art and murals throughout the downtown and other neighborhoods to enrich quality of life and tourism potential

- The gateway entrance to people entering Manitowoc from the SS Badger Car Ferry must be improved, and better connections must be made from its port to the downtown area.
- Promote and support the Marina and activities at that site.
- Wayfinding improvements and a unified signage and trail system

YOUTH & YOUNG PROFESSIONALS

- Identified that many young people see jobs as a barrier to long-term goals – there is not a lot of upward mobility and jobs are primarily concentrated in only a handful of industries
- A lack of affordable housing makes it difficult for young professionals to live in the community.
- Manitowoc does not have a consistent “brand” or identity like Milwaukee and Sheboygan do; these three lakefront destinations seem disconnected.
- There are not any modern, compelling hotels or hospitality businesses where tourists can stay in the downtown, and there is a lack of diversity in entertainment options.
- Need to increase and celebrate cultural diversity
- There are no large-capacity venues for events and weddings in the community.
- Downtown lacks a central location where people can gather.
- The beach and lakefront are popular spaces for active use among people of many different age groups.
- Better promotion of the City’s parks and recreational facilities

ENVIRONMENT & SUSTAINABILITY

- Increasing support for local agriculture and expanding access to community gardens, hydroponic farming, and locally grown food
- Changing focus towards restoration of the Manitowoc River and Lake Michigan coastline, natural resource and habitat preservation, and outdoor recreation
- Need for educational efforts and programs that illustrate that sustainability can be achieved without negatively effecting the economy
- The community needs a better program for planting and maintaining street trees.
- Native plantings should be integrated into city parks.
- UW-Green Bay Manitowoc Campus is developing a 4-year environmental science degree, which could become a strong collaborative partner with the city and environment and sustainability stakeholders for internships and research projects (water quality, habitat restoration, etc.), as well as provide a base of educated young professionals in environmental sectors.
- Reduce the carbon footprint of municipal buildings and incorporate geothermal and solar into more developments.
- Existing gaps in trail connections
- Need more green infrastructure
- Implementation of projects after award of Wisconsin Coastal Management grant to help in the establishment of a coastal aviary along the Manitowoc River
- Opportunities for collaboration between educational institutions and Grow it Forward on agricultural training programs and urban agriculture initiatives
- Reestablish the City’s Sustainability Committee.
- Establish collaborative partnerships with Manitowoc County Recycling to create a home composting program as well as commercial composting programming for urban agricultural and food-related businesses.
- Further connect riverwalk, community trails throughout the community to increase accessibility to natural amenities.

HOUSING & NEIGHBORHOODS

- Affordable housing is increasingly out of reach for residents in Manitowoc, especially for new families and young transplants moving to the area for job opportunities.

- There is a significant need for more varied housing types and affordable housing for low-income, missing-middle income households, young professionals, seniors, and the population in general as there has been a lack of new home construction over the past decade.
- Aging generations of homeowners are selling their homes and looking for affordable senior living options on limited incomes, but there are very few options in Manitowoc.
- Many employers have a hard time attracting and retaining young talent because of the lack of affordable housing options.
- The development community sees a need for a reduction in the minimum lot size for residential development and a preference in the region for smaller homes on infill lots.
- General interest in keeping this housing group active and the conversation about housing affordability going after the end of this discussion
- Initiative by the City in establishing a Housing Committee would be helpful.

On August 25, 2022, the City of Manitowoc hosted an in-person focus group meeting with Hmong residents of Manitowoc. The meeting was held at the Manitowoc Senior Center, and 17 residents were in attendance. Key points from that conversation include:

- The City does a pretty good job celebrating Hmong Day. The Public Library does a big display, and the schools get involved.
- Many seniors who live alone need assistance with daily tasks, financial assistance for housing, transportation to medical appointments, and other services.
- Many Hmong residents, particularly seniors living on the south side of the City, are interested in community garden plots. It has been challenging to rent plots from local farmers in the past, so more community gardens in town would be in demand.
- There was support for more outdoor recreation spaces and trails. Residents use the Mariners Trail, and they suggested adding more trails that could connect major parts of Manitowoc, businesses along USH 151 (Walmart, Family Video, etc.), and destinations on the south side. The Oak Leaf Trail in Milwaukee was cited as a model. There was also interest in more options for bike, canoe, and kayak rentals. Most attendees bike recreationally or have family members who do.
- Housing is a challenge because there is not a lot of options available right now. There is a need for more affordable housing, especially for single seniors.
- Manitowoc is a welcoming community with a sense of safety. Attendees said they feel welcome in Manitowoc but noted that city government has not been very proactive in reaching out to the Hmong community. They reported that there was no outreach to the Hmong community during the pandemic, which they felt was disappointing. Attendees noted that other communities do better outreach to Hmong community. Outreach materials need to be translated as well.
- Attendees noted that it is important to see Hmong residents represented in City government, particularly as employees at City Hall or on City boards and committees. Relatedly, there is a strong desire for bilingual staff at the City. In-person translation services are needed to help residents understand letters from the City, cemetery policies, violation notices, housing issues, tax documents, etc. It would be ideal to have at least one person on staff who could provide translation services, rather than relying on residents to bring a friend or relative to translate. That staff person could help educate the rest of the City staff as well. Attendees estimated that about 30% of their Hmong relatives and neighbors need translation services.
- There is a Hmong community center in Eau Claire that provides resources for the community and helps with housing, teens, youth food pantry, etc. Manitowoc could benefit from a Hmong community center supported by the City that serves as a central hub for services such as assistance with school enrollment, internet and computer access, finance/banking information, classes to teach seniors how to navigate the bus system, etc. The center could also include museum exhibits recognizing Hmong history and contributions to the community.

PUBLIC OPEN HOUSE (IN-PERSON EVENT)

On January 18, 2023, City staff and Vandewalle & Associates coordinated, hosted, and attended a public open house event at The Venue, an event space and venue located downtown, to provide the public with an opportunity to review and comment on the Draft Comprehensive Plan and Comprehensive Park and Recreation Plan update. The open house consisted of a presentation summarizing the processes, findings, and key recommendations of the plans, followed by time for discussion and review of the plan documents and key graphics, maps, and recommendations for each plan. In total, approximately 25 people attended this two-hour event. A summary of public feedback obtained at the in-person meeting is provided below.

Figure A.1.2: Proposed Priority Initiative Results

Top Proposed Initiatives	Number of Public Participant Votes
Continue to improve bike and pedestrian facilities by completing the City’s riverwalk trail system with connections to the Mariners Trail, Ice Age Trail, and along the Manitowoc River.	7
Allow a broader range of housing types, sizes, and price points throughout the City to expand housing options for all types of households	6
Design and build roadways and multi-use trail connections to provide safe travel for all users, including people walking, riding bicycles, driving cars, and using public transportation.	6
Build on Manitowoc’s arts, history, culture, and recent Wisconsin Shipwreck Coast National Marine Sanctuary designation to create more community events, programming, public art displays, recreational opportunities, and tourism attractions through partnerships with key stakeholder groups	5
Improve public access to natural resources such as the Manitowoc River and Lake Michigan.	5
Focus on infill development and redevelopment within Calumet Avenue Corridor, Downtown, Memorial Drive Corridor, the former Silver Lake College.	4

Written comments received:

- Almost all meeting participants indicated significant support for the plan’s Vision Statement, proposed Future Land Use Map updates, Calumet Avenue Corridor redevelopment concept graphics, the Future Transportation Map, and key plan recommendations.
- Upgrade and improve Red Arrow Park and beach to be more user-friendly, accessible, and compelling for residents and tourists.
- Decrease the amount of parking lots in key infill sites along the river and downtown.
- Replacement parking for wayside at the Visitors Center.
- Develop a pedestrian connection across the Manitowoc River in the area around Henry Schuette Park.
- Prioritize pedestrian infrastructure and compact development over city expansion.
- Expand existing park and trail system connections.
- Expand the riverwalk on the north side of the Manitowoc River to connect to Shipbuilders Park.
- Increase landscaping quality throughout the community’s public spaces.

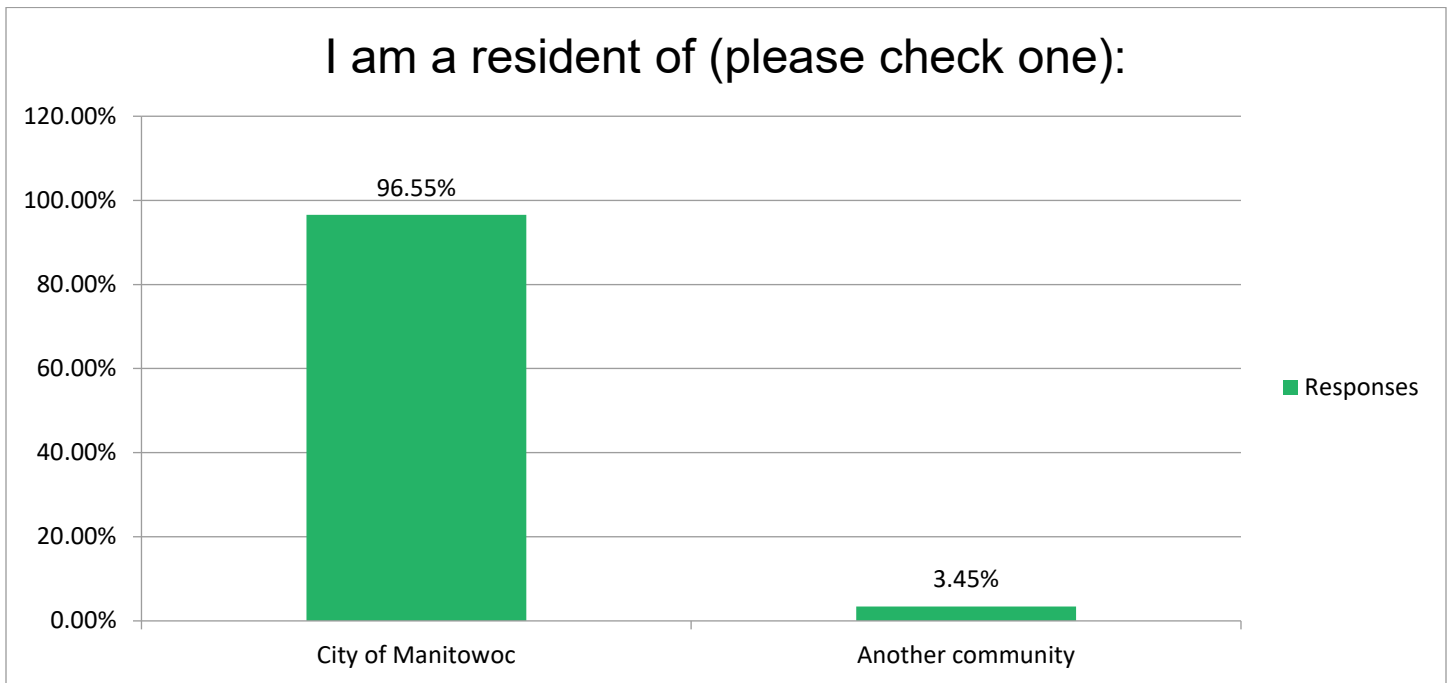
Verbal comments received:

- Many people discussed the lack of variety of housing options in new housing development and the lack of affordable housing within the community.
- Several people expressed concerns about the lack of low-income housing options and homelessness within the community.
- Several people commented on the need for better access to more mental and physical health services in the City.
- Multiple people expressed gratitude for improvements made to the downtown over the last decade, but the need for more investment throughout other neighborhoods within the City.
- Several people commented on the lack of wayfinding signage and trail network connections to help guide people to the community’s many park and recreation facilities.
- Multiple people indicated a need for better bicycle and active transportation network connections and facilities throughout the City to give people options to travel without relying so much on cars.
- Several people indicated that they would like to see more active use of the lakefront and Manitowoc River for recreational activities.
- Several people complimented the City and staff for taking the time to do this project and host this event.

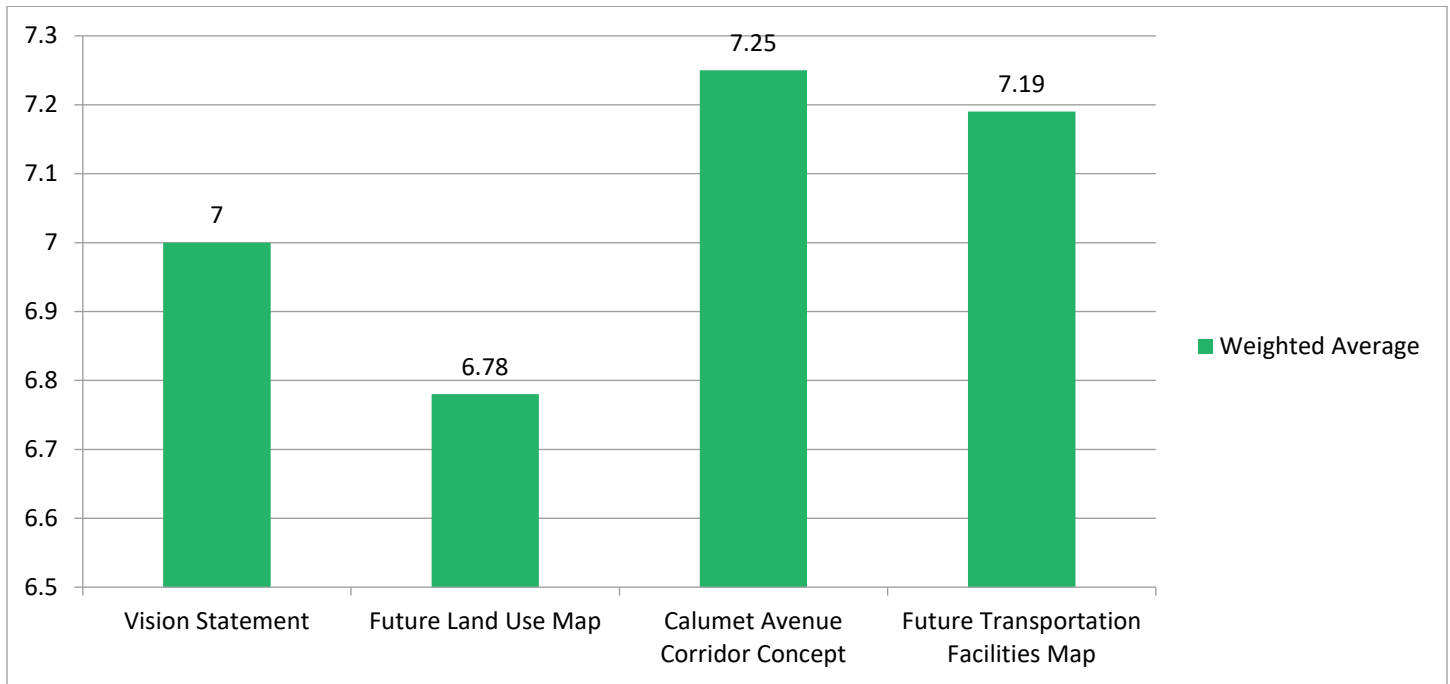
PUBLIC OPEN HOUSE SURVEY (ONLINE EVENT)

After the January 18 public open house event at The Venue, the City and consultants created an online version of the public open house materials and survey to provide the public with further access and opportunities to review and comment on the Draft Comprehensive Plan and Comprehensive Park and Recreation Plan update. The open house survey was available for public review and commenting from January 19th – February 8th, 2023. A total of 29 people completed the online open house survey. A summary of public feedback obtained via the online open house survey is provided below.

Question 1: Please select the statement that best describes where you live.



Question 2: After reviewing the recommendations on the maps and graphics available for viewing at the links below, how would you rate your overall support for the recommendations and ideas on each? Please check the box that best corresponds with your level of support. (1 = No Support and 10 = Very Supportive)



Additional Comments for each key plan graphic:

Vision Statement

- A key strategy should include supporting high quality education for students from preschool through college as they are our future citizens. Also include the support of working parents through the development of quality childcare which will help employers recruit workers to our community.
- It seems generic and vague.

Future Land Use Map

- Develop housing along the Calumet corridor that offers transportation to the industrial park along with a daycare facility.
- Work with City of Two Rivers on Memorial Drive to establish more developmental ideas.
- Need to maximize our beach front similar to Sheboygan.

Calumet Avenue Corridor Concept

- Love the roundabout
- Would like to see more change to this corridor as it is often the entry way for tourists.
- Calumet is the back bone of Manitowoc. Recommend using that along with downtown as the identity of the City. Establish more use with buildings.
- No more roundabouts, please. Locals drive unsafely even when sober.
- Only the fifth goal should be pursued.
- Replacement for Calumet Wayside Park in that area with shade trees.

Future Transportation Facilities map

- Very glad biking/walking additions are planned; as of now, there are certain streets I will not bike = due to impatient, hurrying car drivers; even IN a car is scary sometimes, especially 3-5 pm; tailing/speeding universal;
- I like the proposed bike and pedestrian routes on Menasha but concern that the 35 mph speed limits would need to change.
- Bus transportation to the industrial park is very important.
- Creating more exits on I-43 for more expansion beyond what is already established will greatly strengthen the economy for the entire county.
- Do not add any more electric vehicle charging that uses tax dollars to pay for other's battery fuel
- We need to prioritize pedestrian infrastructure over city expansion, even given the more expensive price.

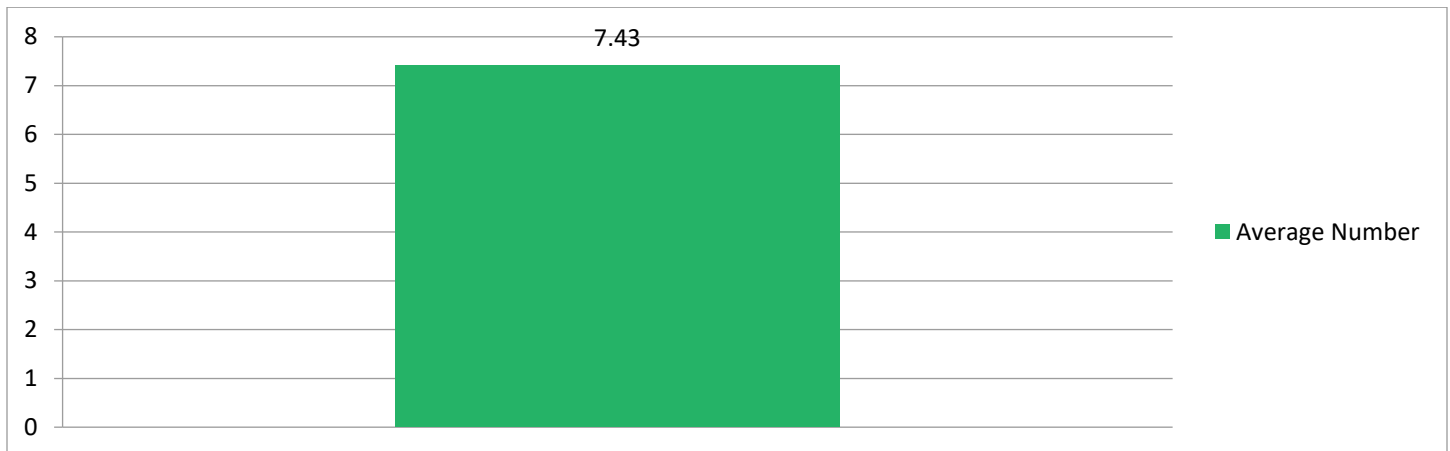
Question 3: Following is a list of implementation initiatives that are being considered as part of the City's Comprehensive Plan. Please select you top 5 implementation initiatives from the list provided.

Priority Initiative	Percent of Respondents
Focus on infill development and redevelopment within Calumet Avenue Corridor, Downtown, Memorial Drive Corridor, the former Silver Lake College.	45%
Direct services and resources to priority neighborhoods outside of downtown to revitalize urban neighborhoods.	10%
Ensure new development is of high quality and is consistent with the community's character.	31%
Allow a broader range of housing types, sizes, and price points throughout the City to expand housing options for all types of households.	31%
Acquire and develop land for a new business and industrial park on the west side of the City.	21%
Reserve the Waldo Boulevard interchange for high quality city development that grows the regional economy.	31%
Establish municipal and City-wide climate emissions and renewable energy goals as part of a Climate Action Plan that establishes local climate adaptation, resiliency, and mitigation strategies.	21%
Build on Manitowoc's arts, history, culture, and recent Wisconsin Shipwreck Coast National Marine Sanctuary designation to create more community events, programming, public art displays, recreational opportunities, and tourism attractions through partnerships with key stakeholder groups.	41%
Consider the adoption of policies that support the creation of unique housing affordability models, such as community land trusts, the development of an affordable housing fund, establishment of a land bank, down payment assistance program, and/or limited equity cooperative.	21%
Improve public access to natural resources such as the Manitowoc River and Lake Michigan.	45%
Continue to leverage Tax Increment Financing and grant funding to drive future redevelopment, new development opportunities, and reinvestment throughout the City.	21%
Design and build roadways and multi-use trail connections to provide safe travel for all users, including people walking, riding bicycles, driving cars, and using public transportation.	41%
Continue to improve bike and pedestrian facilities by completing the City's riverwalk trail system with connections to the Mariners Trail, Ice Age Trail, and along the Manitowoc River.	28%
Improve and preserve urban biodiversity through well-integrated and connected greenways, forests, vegetation, native plantings, and gardens.	21%
Promote the stewardship and ecological health of the Great Lakes and the Manitowoc River through partnerships with local interest groups, WisDNR, and the attraction of businesses advancing clean water technology.	34%

Question 4: Please share any additional comments you would like to share with the City about the 2043 Comprehensive Plan in the space provided below.

The more green spaces/additions the better; got a long way to go to make up what once was, for all sakes.
Personal safety in the existing parks is at the top of my list. Why add more parks without making existing venues safer? Am personally aware of drug use and homeless persons in Silver Creek Park, and cautioned to no longer there walk on my own. Lower Schuette Park, well, no thanks. Lincoln Park is safer for me to walk because of visibility and the presence of other people, as is the Maritime Drive trail. But that I would not venture into Silver Creek Park or Lower Schuette Park is troubling.
We seem to focus a lot of time and money on downtown. We realize the pandemic postponed a lot of plans but years ago there was supposed to be one or two sit down restaurants on the west side of Manitowoc. We've lost grilled steak places while instead, on a prime location (Calumet) we have another bank/credit union. Regarding retail, we are lucky enough to have a Kohls store but it's one of the smallest and their inventory is limited. With our again population, driving out of town is not always an option and some stores do not ship to stores or homes. Is there any chance to get a Target store in Manitowoc?
All of the initiatives are important. It's difficult to pick just five.
I see nothing to help existing business to be able to stay in business, seems like the mayor is trying to make this community his little dream town. Diverse, green, bike friendly, low-income housing all of the things I have no interest in and the type of things that cause lifelong residents to retire elsewhere.
Rent and housing costs (really the costs of everything) have soared while income has remained stagnant. People and companies have taken advantage during the pandemic by raising prices without merit. It started off by raising prices because costs had increased and then everyone jumped on board and raised prices simply because they could. This price gouging has to stop.
Need to address drug problems and habitual criminality in the city. For example, our neighborhood has been subject to ongoing property crimes, drug dealing, trespassing, etc. for years since owners have started renting out properties to low income/subsidized families. Apparently, no due diligence or thorough background check since these people are habitually in trouble even before moving to this neighborhood. Lincoln Park area.
Do not pursue any goals related to regulating any factors related to the environment, with the exception of keeping water clean.
Ensure public access to all water features.

Question 5: On a scale of 1 to 10, how would you rate the overall usefulness of this public meeting/online input opportunity? (1 = Not Useful At All and 10 = Very Useful)



PLAN REVIEW AND ADOPTION MEETINGS

DRAFT PLAN REVIEW MEETINGS

Between the fall of 2022 and the spring of 2023, multiple City staff meetings were held to revise and refine the draft plan. In December 2022, a Plan Commission meeting was held to review and discuss the first draft of the plan. The meeting centered around key policy decisions, in particular the draft Future Land Use Map. In February, an additional Plan Commission meeting was held to review and discuss the second draft of the plan and public feedback and engagement in the planning process at the January 18th Public Open House. This meeting also centered on...

PUBLIC OPEN HOUSE

On January 18, 2023, a Public Open House was held to provide members of the public with an opportunity to review and comment on the Draft Comprehensive Plan and Comprehensive Park and Recreation Plan update. The meeting featured approximately 25 participants. A summary presentation was provided, in addition to print outs of key plan maps, graphics, and strategies. Comments were provided by the public both verbally and in writing. Participants were generally in agreement with the Draft Plan and were encouraged by the key plan strategies. Some questions arose regarding the Future Land Use Map, creating more diverse housing and addressing housing affordability issues throughout the community, and increasing bicycle transportation connectivity throughout the City. All feedback from the meeting was provided to the Plan Commission.

JOINT PLAN COMMISSION MEETING & CITY COUNCIL REVIEW

To be completed in later drafts

PUBLIC HEARING & ADOPTION MEETING

To be completed in later drafts