



Downtown Master Plan   
**MANITOWOC**

DECEMBER 17, 2018

FOR COMMON COUNCIL  
REVIEW AND ADOPTION



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## **Citizen Steering Committee**

### **Citizen Members**

- Andy Steimle, Steimle-Birschbach Law
- Dayna Nienow, The Flower Gallery
- Deb Braun, Schenck
- Dennis Tienor, CDA and Bank First National
- Gina Armstrong, Balance on Buffalo
- Greg Jagemann, Jagemann Stamping
- Jennifer Backus, Jenn's Java
- John Jagemann, Courthouse Pub
- Kristina Schram, Natural Market
- Michelle Doneff, Doneff Apartments
- Peter Allie, Park Regency Management
- Rick Couron, The Hearty Olive
- Rolf Johnson, Wisconsin Maritime Museum
- Ryan O'Toole, Briess Malting
- Tricia Wagner, Forefront Dermatology

### **Agency Advisory Members**

- Amber Daug, Manitowoc Farmers Market
- Amy Meyer, Manitowoc County Historical Society
- Cindy Carter, Manitowoc Public Utilities
- Dan Koski, City of Manitowoc - Public Infrastructure, Plan Commission
- Jason Ring, Manitowoc Area Visitor and Convention Bureau
- Karen Nichols, Manitowoc Area Chamber of Commerce
- Kristin Stoeger, Manitowoc Public Library
- Nic Sparacio, City of Manitowoc - Community Development
- Peter Wills, Progress Lakeshore
- Rich Larsen, Manitowoc Marina
- Mayor Justin Nickels
- Ald. Jeremiah Novak, Common Council, District 3, Downtown Mtwc Assoc., CDA
- Ald. Jim Brey, Common Council, District 4, Plan Commission

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## Introduction

Downtown Manitowoc is the heart and history of the City of Manitowoc. The buildings, spaces, businesses, and destinations make the City stand apart from its neighbors. The Downtown has three strong advantages: the location, the unique attributes of the City, and most importantly, the people.

The Downtown's location adjacent to Lake Michigan provides a beautiful setting, creating spectacular views and offering recreational opportunities for boating and fishing. In addition to the Lake, the Manitowoc River further adds to the unique setting. As a working river and port, there is significant history, including the production of submarines during World War II, commemorated with the U.S.S. Cobia at the Wisconsin Maritime Museum. The activity of large ships coming down the river is an impressive site. Furthermore, the Badger Car Ferry, providing service to Ludington, Michigan, activates the waterfront, and brings tourists through the City.

The unique attributes of the City include the Wisconsin Maritime Museum, as well as the County Courthouse, the Manitowoc Public Library, the Capitol Civic Center, City Hall, and a range of businesses. The growing presence of Forefront Dermatology and Briess Malt & Ingredients Co. are helping to bring additional activity to the Downtown through daytime population of workers.

The people connected to and invested in the Downtown provide the strongest advantage. There is a small but growing group of downtown ambassadors – people who believe in the future of the Downtown and invest their time and money to enhance it. These include property owners, business owners, operators of not-for-profit groups, City staff, civic leaders, and residents.

Through the Citizen Steering Committee meetings, stakeholder interviews, community workshops, and online activities, it is clear that this group wants more for the Downtown and is willing to work hard to help the Downtown achieve its potential.

The Downtown faces many challenges. The ability to develop less expensively on greenfield sites has drawn energy away from the Downtown towards the I-43 Expressway corridor to the west over the last 15 years. There has been a lack of reinvestment over several years leading to low rents and worsening conditions of the built infrastructure. The location on Lake Michigan



▲ *Manitowoc's character on display in the Downtown*



▲ *Manitowoc County Courthouse*

creates challenges as well, as it cuts the typical market area in half, only being able to draw from residents and visitors to the west.

A clear strategy and sustained commitment from the City is necessary to overcome these challenges and capitalize upon the Downtown's strengths. For the Downtown to grow and flourish, it needs to be nurtured and invested in by the City. Redevelopment is inherently more expensive and challenging than greenfield development. There are often significant additional costs with redeveloping an existing site, including demolition or rehabilitation of existing buildings, cleaning of environmental site issues, and providing for parking in a denser urban environment. The benefits are greater though, as local businesses have a higher multiplier effect on the local economy because a larger portion of the revenue is retained and recirculated locally, as shown in a 2012 study by Civic Economics.

This commitment from the City comes in several ways; through financial means and other efforts. The American Planning Association (APA) released a report titled "Downtown Revitalization in Small and Midsized Cities," by Michael A. Burayidi. The

report identifies the following seven main findings for successful revitalization:

1. Cities need to prepare a long-term vision
2. City staff needs to play a critical role
3. Building private-public partnerships is essential
4. Cities need to be patient and commit to a long-term process
5. Mixed-use development should be prioritized
6. Quality placemaking enhances the downtown and draws people
7. Each city must identify and build on its unique assets

This Downtown Master Plan will establish the long-term vision for the City of Manitowoc to follow. As mentioned in the APA report, the City needs to be patient and commit to the redevelopment of the Downtown as a long-term process. City staff is already playing a critical role in this process, and the City should dedicate resources so that this role can be sustained.

This report will speak to the other findings as well. It will identify how the City can build upon the unique assets of the Downtown. It will provide strategies for mixed-use development. It will discuss incremental strategies for elevating the sense-of-place in the Downtown. And it will highlight key catalytic sites where private-public partnerships can be used to build momentum for further redevelopment of the Downtown.

The City of Manitowoc is on the right course for moving the Downtown forward. There are significant positive signs that forecast success in the future. It should be noted that this success will not occur overnight and the City will need to be patient as incremental redevelopment occurs.

# Planning Process

## SUMMARY OF PUBLIC PROCESS

A fundamental component of any successful strategic planning process is community engagement. The planning process for Downtown Manitowoc employed a multi-layered approach that was inclusive and available to a large portion of the population and results in high quality interactions collecting information useful to the process.

Beyond information gathering, a robust, multi-phased public process also plays an important role in ensuring a smooth transition into implementation. Direct participation in the planning process – when community members are able to be seen and heard – fosters trust between neighbors, trust with elected officials responsible for enacting policy, and trust in the project itself. By bringing the community together to develop a shared vision for the Downtown, a target is established by which progress can be measured. Additionally, harnessing the energy and excitement generated through public participation efforts is particularly essential during the early phases of a long-term strategic development effort because the tangible effects of such planning will only occur over time.

The Manitowoc Downtown Master Plan process included the following components:

- **Citizen Steering Committee:** A steering committee made up of a cross-section of community stakeholders tasked with guiding the content of the plan, supporting the process and recommending the adoption of the Plan to City Council.
- **Stakeholder Interviews:** One-on-one and small group meetings where the consultant team could obtain the unique insight of key business and property

owners, and elected officials, residents, and other community members.

- **Community Input Workshop:** A broad public event to introduce the process to the community and collect initial information on the strengths and weaknesses of the Downtown.
- **Active Website:** An open portal to provide information on the process and collect input at certain points in the process through interactive web-based activities
- **Community Visioning Workshop:** A focused public event that included a presentation of analysis and potential concepts and strategies. Participants broke out into smaller working groups to discuss and comment on concepts and prioritization.
- **Additional Workshops:** A series of structured forums conducted by City staff for certain groups to meet, learn about the project, and provide input.



## CITIZEN STEERING COMMITTEE

To help provide regular input throughout the process, a Citizen Steering Committee was formed of 15 stakeholders. These individuals represent the following interest groups:

- Property owners
- Developers
- Retail business owners
- Restaurant owners
- Financial service providers
- Downtown residents
- Small, mid-size, and major employers
- Downtown institutions

In addition to the Committee, an Agency Advisory group participated in the meetings to provide insight and answer questions that arose. These 13 individuals represented the following groups:

- Common Council
- Downtown Manitowoc Association
- Plan Commission
- Community Development Authority
- Progress Lakeshore
- Manitowoc Marina
- Manitowoc Farmers Market
- Manitowoc County Historical Society
- Manitowoc Public Utilities
- Manitowoc Area Visitor and Convention Bureau
- Manitowoc Area Chamber of Commerce
- Manitowoc Public Library
- City of Manitowoc - Community Development Staff

- City of Manitowoc - Public Infrastructure Staff

The group met 8 times through the course of the project to review draft materials, and to discuss issues, concepts and strategies. The Citizen Steering Committee served as the voting members of the overall group and were the primary sounding board for the content of the Downtown Master Plan.

## COMMUNITY INPUT WORKSHOP

 Wednesday October 11th, 2017

The intent of this workshop was to introduce the Downtown Manitowoc master plan, provide an overview of the planning process and timeline, and collect preliminary feedback on the community's values and attitude regarding the Downtown. The workshop was held from 5:30 to 7:30 the evening of the 11th, drew approximately 67 participants, and was structured as an open house with a series of activities.



▲ Participants at the October 11th Workshop

In the middle of the open house, there was a brief presentation with an introduction from Mayor Justin Nickels who introduced the project team and discussed the importance of the Downtown. The presentation built upon the Mayor's comments and discussed how the Downtown contributed to quality of life and economic development, and the importance of a downtown master plan as a guiding document.

Before and after the presentation participants could interact with the consultant team at several different stations that were set up to collect information. A summary of each station is provided below.

- **Where is the Downtown** – Several maps were available for participants to identify their perspective on the limits of Downtown
- **What is Great and What is Missing** – A ballot was provided for participants to identify one thing they thought was great in the Downtown and one thing they thought was missing
- **Getting Around Downtown** – An aerial map was used for participants to identify barriers to multimodal transportation and missing connections within the study area
- **Downtown Land Use** – Participants were asked to put green stickers on locations in the Downtown where the land use was appropriate, and orange stickers where a change in land uses was desired
- **Role of the Downtown** – Participants viewed a series of images representing different uses or aspects of the Downtown and indicated if there was the appropriate amount of that use in the Downtown
- **Open comment cards** – Open ended comment cards were made available to participants so they could share any general thoughts about the Downtown.

## STAKEHOLDER INTERVIEWS

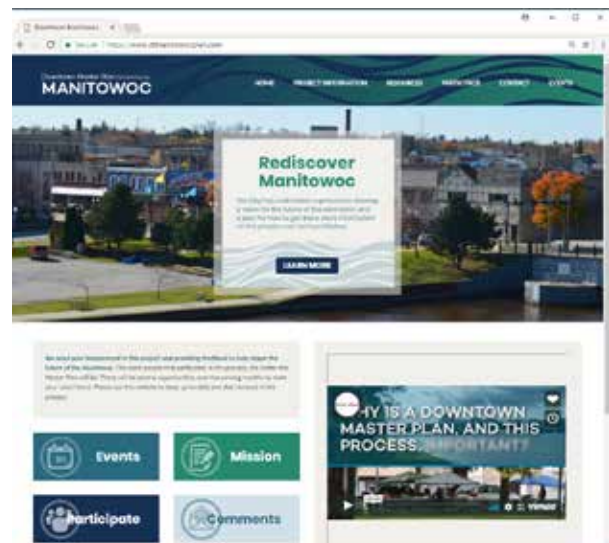
 **October 12th and 13th, 2017**

Over the course of a day and a half, the consultant team conducted 45 to 60 minute interviews with 24 stakeholders representing the following interests:

- City elected officials
- Downtown property owners
- Downtown business owners
- Visitor & Convention Bureau
- Local realtors
- Cultural organizations
- Farmer's market
- Local residents

## PROJECT WEBSITE

The project website was updated following the first workshop and stakeholder interviews to include activities replicating elements of the Community Input Workshop. The intent of this website update was to provide a portal for those unable to attend the workshop to provide their input. The activities from



▲ Landing screen of the project website

the Community Input Workshop were open for public comment from November 1st to November 15th; a total of 26 responses were received during this time on the following topics:

- What is Great and What is Missing
- Role of the Downtown
- Mapping exercise allowing participants to flag and comment on the following:
  - ▶ Land uses to keep
  - ▶ Land uses to change
  - ▶ Mobility challenges
- Open comments

## COMMUNITY VISIONING WORKSHOP

 **January 18th, 2018**

A Community Visioning Workshop was conducted from 5:00 to 7:00 the evening of the 18th at the Wisconsin Maritime Museum. This workshop included a presentation of the analysis and input conducted to date. The presentation also provided an overview of potential incremental strategies, and a detailed discussion of alternate concepts



▲ *Table discussion at the January 18th workshop*

for the five catalytic sites that had been identified through the process.

Following the presentation, the approximately 56 participants were divided up into six tables to discuss the concepts and catalytic sites. As part of the discussion, the groups were asked to identify preferred land uses and heights and identify a preferred concept if appropriate. Each table reported back to the full group on their comments and preferences. Additionally, participants were asked to fill out an individual ballot ranking the priorities of the various catalytic sites.

## PROJECT WEBSITE

The project website was again updated following the visioning workshop to allow stakeholders who were not able to attend the workshop to participate in the activities. Each of the catalytic site concepts were shown and visitors to the site could select their preferred concept, indicate appropriate uses and heights for the site and rank the sites based on priority. The activities were active from January 29th to February 27th; a total of 205 responses were received during this time.

## STUDENT VISIONING WORKSHOP

 **February 13th, 2018**

City staff conducted a follow-up visioning workshop with local high school students on February 13th, 2018 from 8:30 to 11:30 a.m. at the Manitowoc Public Library. Approximately 30 students from Lincoln and Roncalli High Schools participated in a series of activities that included:

- Mapping Exercise: Where is Manitowoc's Downtown

- Brainstorming Exercise: What Do You Like in Other Downtowns
- Brainstorming Exercise: What is Great and What is Missing
- Visioning Exercise: Role of the Downtown
- Visioning Exercise: Opportunities for Change

## **YOUNG PROFESSIONALS VISIONING WORKSHOP**

 **April 4th, 2018**

City staff conducted an additional follow-up visioning workshop with a group representing the Young Professionals of Manitowoc County from 6:00 to 8:00 p.m. at the Manitowoc Public Library. Approximately 25 people participated in a series of activities that included:

- Brainstorming Exercise: What is Missing from the Downtown
- Table Discussion: Review of the Catalyst Sites
- Evaluation: Branding & Wayfinding Concepts

## KEY TAKE-AWAYS

The following lists represent some of the major topics, themes, and supporting observations indicated throughout the community engagement process.

### General Observations



- There is a desire to be competitive with Sheboygan and other thriving downtowns in the region
- Most stakeholders recognize the value of the waterfront and would like it further integrated into the Downtown and more active uses along this asset
- The community has shown that it will support development and public improvement projects that make sense for the City
- Some participants have grown accustomed to the Downtown and have trouble appreciating the unique amenities and character it provides to the City and the region

### Community Values



- People appreciate the small-town atmosphere
- Residents see the City as a good place to raise a family
- Great access to the waterfront
- Easy access to a variety of cultural and natural resources, both in the City and nearby
- Green Bay and Sheboygan are both easily accessible
- Many residents are sensitive to costs

### Commercial and Business Environment



- There is a desire to have more variety of all business types. Currently there is not a demand and many businesses are struggling
- There is a strong desire for additional restaurants and nightlife, including a wider range of sit-down restaurants, and restaurants with outdoor dining and views to the Lake or River
- Currently there is limited evening activity; businesses have reduced hours because limited foot traffic in the evenings makes extended hours not financially sustainable
- Some stakeholders pointed out the need for a few key anchors with longer hours to help the Downtown
- Forefront Dermatology is the biggest employer in the Downtown and looking to expand in the next two to three years
- Briess Malt & Ingredients Co. has a large presence in the Downtown with the plant, and is making additional investments in their Manitowoc facilities. There is no commercial or public facing aspect to the company in the Downtown
- Rents within the Downtown are very low, which discourages investment in the Downtown as a return on that investment is not guaranteed
- Attracting and retaining workers is challenging

### Residential Uses



- There is a desire for more diversity in the range of residential product available within the Downtown

- There are a significant number of vacant 2nd story spaces above commercial uses in the Downtown that could be renovated for residential use
- While it took a while for the River Loft (2 N 8th Street) Condominiums to find buyers, the development is sold-out and it has helped to identified some demand for higher-end urban living within the Downtown

### Civic, Institutional, & Cultural Uses



- The Wisconsin Maritime Museum is an important part of the Downtown and adds to the vibrancy
- Capitol Civic Center hosts almost 80 events in a year and is a large Downtown anchor. There are parking challenges and opportunities to better capture people for Downtown restaurants and nightlife before or after events
- Some residents feel that there are too many civic and cultural uses taking up space in the Downtown, including City Hall and the library
- The Farmers Market is an important use within the Downtown, though many question if its current location is the best place for it
- Several stakeholders indicated a desire to promote local arts and provide more opportunities for artists to be a part of the Downtown
- A significant number of special events, over a dozen, were identified by some stakeholders, while other stakeholders seemed unaware of these activities and noted the limited activities available Downtown

- Some stakeholders indicated a desire for an indoor or covered community/entertainment space
- Suggestions were made for other water focused events or sporting events (e.g., water skiing event in Green Bay or volleyball tournament in Two Rivers)

### Transportation



- There is a range of opinions on the availability of parking. There appears to be a high expectation for convenient parking near a few locations in the Downtown, specifically near Forefront's office and around the Capitol Civic Center
- While the one-way configuration of 8th and 10th Streets came up, there did not seem to be a strong desire to see it change or strong reasons to make the change
- The Downtown needs to help direct visitors arriving from multiple directions and multiple modes of transportation, including automobiles, boats, bicyclists, and those arriving on the Badger Car Ferry
- The Convention and Tourism Bureau works to help orient and direct people arriving by Ferry, but signage and urban design should be considered to help reinforce the arrival sequence
- Snow removal in the Downtown is a concern among business and property owners, including how it is paid for, the promptness and frequency of the clearing, and how parking bans are implemented on key commercial streets in the winter
- Downtown is not seen as bicycle and pedestrian friendly

## Open Space



- While there are open spaces like Washington Park and portions of a river walk in the Downtown area, the Downtown still seems to be lacking spaces that people stop and linger in and there is not one space that functions as the heart of the City
- People appreciate the completed sections of the river walk and there is a desire to continue connecting and improving it
- Several stakeholders indicated a desire for a lakefront park like Neshotah Beach in Two Rivers

## Character and Aesthetics



- Too much of the Downtown's waterfront is underused
- Additional lighting of storefronts at night, even if the businesses are not open, would add to the vibrancy of the Downtown and improve comfort and safety
- Many building facades are in disrepair and they impact the character of the Downtown

## HOW TO USE THIS PLAN

The structure of the Manitowoc Downtown Master Plan has four levels.

### 1. VISION STATEMENT

The Vision Statement summarizes the aspirations for the future of the downtown. The other portions of the plan work to detail various strategies that should be followed to achieve this vision.



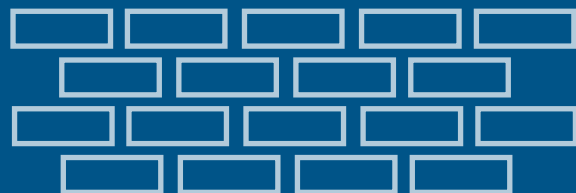
### 2. GUIDING PRINCIPLES

Five Guiding Principles have been developed to support the Vision Statement for the Downtown. These principles embody the key outcomes of the process and focus future implementation efforts.



### 3. INCREMENTAL STRATEGIES & CATALYST SITES

The incremental strategies and catalyst sites are the individual building blocks of the plan that can be implemented over the coming years to move the plan forward to achieve the vision. Each of these plan elements supports one or more of the guiding principles



### 4. IMPLEMENTATION & ACTION PLAN

The section on implementation provides details on how each strategy or site can move forward, what entities should be involved in implementation, and approaches to funding.





## Vision Statement

*Manitowoc's Downtown is the best urban place in Northeast Wisconsin to experience Lake Michigan. For Downtown residents, workers, and visitors, it provides an unmatched quality of life with a vibrant confluence of unique shops, restaurants, culture, and nature. The result is a highly livable and energized environment that embraces the beauty and vitality of the Manitowoc River and Lake Michigan.*



▲ *The River Loft Condominium Building brings the urban character of the Downtown to the river front, while preserving public access along the water's edge*

## Guiding Principles



### 1. CELEBRATE THE DOWNTOWN

Manitowoc’s Downtown is a critical part of the City. It contributes significantly to people’s image of the City. It provides for commercial, cultural, and social opportunities. Most importantly, it can be the economic engine for the future of the City, through redevelopment and increased vibrancy. It should be nurtured and invested in. It should also be celebrated. Through community engagement as part of this process, it is clear that there are more successes in the Downtown than most people realize. Starting with this planning effort, the City should commit to a sustained approach to celebrating the Downtown for what it is today, while working to further enhance it and build the downtown of tomorrow.



▲ *The Balloon Glow is a unique event that activates the River’s edge*

## Guiding Principles



### 2. EMBRACE THE SHORELINE

Lake Michigan and the Manitowoc River provide a unique setting for a downtown, one that many cities wish they had. Stakeholders throughout the process recognized this special amenity of the Downtown. Moving forward, this resource should be maximized through better use of the shoreline. The balance of development and public access needs to be considered and managed, through preservation and enhancement of public spaces and routes along the shoreline as additional real estate development takes place.



▲ *Development of the River while maintaining public access and amenities will enhance the Downtown, as envisioned here for the Burger Boat Green Space*

## Guiding Principles



### 3. STIMULATE PRIVATE INVESTMENT

The City of Manitowoc will always need to balance the limited resources it has with the needs of the entire City. While the Downtown is deserving of attention and public investment, the private sector must also play a role in the Downtown. There are already companies, institutions, property owners, developers, and business owners with a vested interest in the Downtown. To be successful, these groups and individuals need to be given the confidence to continue making investments in the Downtown and working in partnership with the City to achieve larger goals. This confidence is derived through clear communication and partnerships between the public and private sectors.



▲ *Private development, like this project on the riverfront in downtown Indianapolis, will help Manitowoc achieve its goals for the Downtown*

## Guiding Principles



### 4. ENHANCE THE DOWNTOWN

The character and visual experience of the Downtown play a critical role in drawing people and creating a vibrant place. People are looking for a unique place to spend their limited recreation time and dollars. Cities and downtowns that provide an experience, along with access to nature and distinctive dining options, have been shown to be more successful, attracting and retaining young professionals. Manitowoc must look to improving its sense of place to be competitive with other communities in the region and state.



▲ *Enhanced placemaking, through private and public projects, will draw people to the Downtown and keep it active, like the Central Park Plaza in downtown Valparaiso, Indiana*

## Guiding Principles



### 5. BUILD MOMENTUM

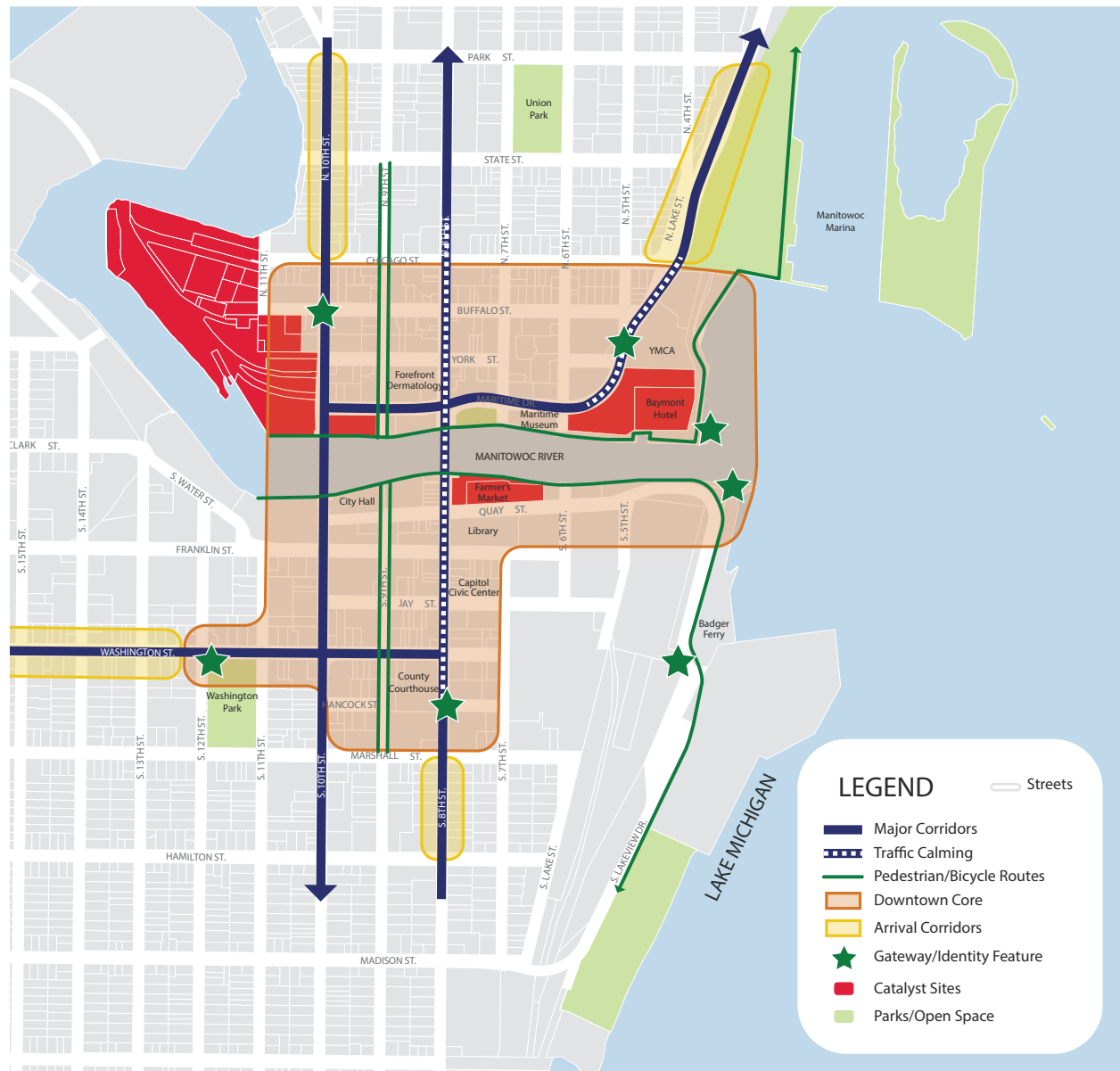
The City of Manitowoc has not grown significantly in the last 50 years, and the impacts of the recession of 10 years ago have not helped. As mentioned earlier, there are recent success stories and opportunities to generate positive momentum. The first large redevelopment project in the Downtown will require a greater investment of time and resources from the City. As each subsequent project is completed, positive energy will build so that successive projects will become easier to accomplish and the City can play a smaller role. Efforts through incremental projects and on catalyst sites will both generate momentum for the Downtown.



▲ *Activating the Downtown, through events like the Farmer's Market, and through new development, will build momentum for other improvements*

# Downtown Framework

The following Downtown Framework diagram has been created to organize the Downtown and provide context for the specific recommendations. The Downtown needs to be better defined as a more compact physical area through gateway features and focused investment in the core. The Downtown should also be connected to the surrounding City with improvements to bicycle and pedestrian routes. Within the Downtown, the pedestrian environment should be enhanced and traffic calming efforts should be made to improve pedestrian comfort.



▲ Downtown Framework

## Incremental Steps & Catalyst Sites

Revitalization of small and midsize downtowns is challenging. As mentioned in the introduction to this report, there are several strategies that have proven successful, including mixed-use development, quality placemaking, building on unique assets, and a patient commitment to a long-term vision.

The best way forward is to craft an appropriate balance between small incremental efforts and larger investments in catalyst sites.

Progress through incremental steps has many advantages. Overall, they result in more sustainable growth of the Downtown. They are generally smaller, shorter-term, and include more frequent actions which can help show progress to the overall public, especially if they are communicated effectively. Additionally, they often have a grassroots component that builds on community support and investment, like that which is apparent in Manitowoc.

Redevelopment of catalyst sites, on the other hand, are larger activities that involve significant investment, have a longer time frame to plan and complete, and often involve a public/private partnership. They also carry a higher risk. When successful, these projects have the ability to change people's perceptions of the Downtown while adding new jobs, businesses and people to the area. These successes build momentum for other redevelopment and private investment.

To plan for success, Downtown Manitowoc needs an approach that provides long-term, incremental planning, with built in flexibility to capitalize on catalytic opportunities if and when they arise. In this section, the report will lay out the recommended incremental steps and the potential catalytic projects that have been identified through the planning process. In the following section on implementation, a timeframe and specific actions for accomplishing these projects will be detailed.

### INCREMENTAL STEPS






The incremental steps have been organized into four categories:

- **Category 1:** Improve Operational & Organizational Strength
- **Category 2:** Improve Land & Building Uses
- **Category 3:** Improve Mobility
- **Category 4:** Improve Visual Character



## CATEGORY 1: IMPROVE OPERATIONAL & ORGANIZATIONAL STRENGTH

The incremental steps recommended in this first category focus on developing an organizational framework and resources that support and further downtown initiatives.

GUIDING PRINCIPLES	CELEBRATE THE DOWNTOWN	EMBRACE THE SHORELINE	STIMULATE PRIVATE INVESTMENT	ENHANCE THE DOWNTOWN	BUILD MOMENTUM
					
Build Capacity of Downtown Management Entity	<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>
Expand Downtown Young Professionals Program			<input checked="" type="checkbox"/>		
Build Local Mentorship Resources			<input checked="" type="checkbox"/>		
Build Local Entrepreneur Resources			<input checked="" type="checkbox"/>		
Explore Financial Incentives to Attract Young Professionals	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		

## Category 1: Improve Operational & Organizational Strength

An overall goal of the Downtown is to build momentum. It is critical to have an efficient and organized approach to moving the Downtown forward that builds upon the Downtown Master Plan. The incremental steps recommended in this first category focus on developing an organizational framework and resources that support and further downtown initiatives. While these may not be implementation activities that are highly visible to the public, they are crucial for growing a successful and economically sustainable downtown.

### Downtown Management

To revitalize a traditional downtown district like Manitowoc's, there are many moving pieces to balance. These include maintaining and improving infrastructure, attracting and retaining businesses, marketing and promoting activities, encouraging and coordinating new development, and supporting rehabilitation of existing buildings. City staff must equitably provide services for the entire community, and often efforts focused on a downtown can leave other parts of the community feeling slighted. For this reason and others, downtown management personnel beyond City staff must be considered.

### Establish a Downtown Management Entity

To ensure that the Downtown is nurtured and appropriately cared for to allow it to flourish, there needs to be additional resources committed to a variety of activities, including marketing and branding, public space maintenance, business development, ongoing communications with downtown stakeholders, and downtown advocacy to the community at large. A separate downtown management entity is recommended for Manitowoc to build additional capacity and capabilities for implementation.

The existing Downtown Manitowoc organization is a not-for-profit, membership based group that currently acts as a marketing organization for Downtown businesses, events and promotions. While this is an important role, the Downtown needs a strong implementation partner that provides other services. There have been attempts in the past to provide that entity through either a Business Improvement District



▲ *Downtown Manitowoc, also known as MCCA, relies on volunteers and donations to further Downtown goals*

(BID) process or through a Main Street process. While both approaches had issues and were abandoned, they should not be fully discarded as potential future solutions. If applied correctly, they could provide the necessary structure to be successful.

The end goal is to modify Downtown Manitowoc or develop a new entity that is organized, staffed and funded appropriately to supplement City efforts in the Downtown and provide the following:

- Administration
- Fundraising
- Marketing
- Business Retention
- Business Attraction
- Coordinate Consistent Business Hours
- Site/Building Improvement Assistance
- Maintenance/Operations

Several stakeholder groups have expressed interest in adopting the Main Street Four-Point revitalization program as a vehicle for facilitating downtown revitalization and management. The Main Street Four-Point Approach™ is a comprehensive historic preservation-based commercial district revitalization methodology developed by the National Trust for Historic Preservation and administered by the Wisconsin Main Street Program/Wisconsin Economic Development Corporation. This approach is dependent on volunteers and donations unless it is tied to a BID or other funding source.

### Appropriately Staff the Entity

In building necessary capacity, the management entity will need to be appropriately staffed. This likely would be made up of two parts

- A full or part-time director or manager to lead the operations and downtown revitalization advocacy efforts. This person must be inspirational and effective in leading the organization's operations, including directing internal strategic planning processes and guiding volunteers and committees, and coordinating with the City.



▲ *Downtown events could be organized by the new management entity*



▲ *The Main Street Four-Point Approach™ identifies four key categories to focus efforts on*

- Working committees staffed by organization members and interested volunteers. These committees would focus on specific issues, and members should be recruited to participate based on their specific skills and interests.

### Establish Stable Funding Source

Regardless of the final structure of the organizational entity, the need for an appropriate funding mechanism is the critical issue. As Manitowoc has experienced in the past, if the organization depends solely on volunteers and donations, the results can be inconsistent and dependent on factors outside of the entity's control. A stable funding source is also needed to allow for the hiring of staff.

Establishing a Business Improvement District (BID) is the most common way to fund the entity, as it creates a mechanism for members to pay a special tax to be used exclusively on the additional services provided. The average BID in Wisconsin generates \$153,000 per year from assessments, which can then be supplemented with other sources including donations, member fees, and grants.

### Develop Programs to Build and Grow Downtown Businesses

As noted in the introduction, one of the challenges of a downtown district is competition with the other commercial areas in the City. The typical businesses in the Downtown are locally owned as opposed to national chains that are found closer to the interstate highway. While there are several challenges for starting and operating a local business under these conditions, there are several programs that could be provided for businesses to increase chances of success, leading to a more vibrant and robust downtown.

These programs can be provided in a variety of ways. Some versions of these programs are already in place through Progress Lakeshore, and others could be provided by the City, or a new downtown management entity.

### Mentorship Programs

Mentorship programs look to connect entrepreneurs with experienced business owners to share information on challenges related to running a small business. These efforts have been shown to help increase a new business's chance



▲ *Mentoring is one tool to help local business flourish*

of survival, and depend mostly on volunteer hours. Progress Lakeshore provides a connection to SCORE – Counselors to America’s Small Businesses. SCORE is a non-profit organization that, amongst other services, connects retired entrepreneurs with new small business owners. Expanded mentorship programs should be developed that focus on the Downtown.

### **Entrepreneurship Programs and Resources**

Progress Lakeshore also provides assistance to entrepreneurs, including resources for business planning and guides for starting and maintaining a small business. These resources are Countywide and address a wide range of business types. More focused retail resources would better target downtown needs. One opportunity would be to partner with the Manitowoc Public Library to provide access to these resources.

### **Attract and Retain Young Professionals**

To increase vibrancy in the Downtown the City should attract and retain young professionals that will support Downtown businesses as employees and patrons. Young professionals, as with other peer groups, tend to congregate around one another. If the Downtown can be established as a place for young professionals to live, the momentum can grow quickly and help support Downtown retail and businesses with a demographic that tends to spend more time outside of the home.

Young professionals create an interesting challenge, as they are more mobile than previous generations, choosing where to live based on quality of life over job prospects. This has caused the business world to react, and in many cases, relocate businesses based on where there is a strong pool of potential employees.

This means that the quality of a place, which will be discussed more in Category 4: Improve Visual Character, becomes critical to attracting and retaining young professionals. Access to nature, unique restaurants and bars, and a pedestrian and bicycle friendly community are critical to success.

Affordable housing in the Downtown is also important to attracting young professionals. While there are many second

story units in the Downtown, very few show up on apartment searches and it is easy to get the impression that there is limited supply in the Downtown based on typical searches.

The City currently has the 5422Home program that provides forgivable loans for first time homeowners moving from outside the City into Manitowoc, which helps attract and incentivize young professionals to move to the Downtown. Another incentive the City could consider is student loan reimbursement for qualified candidates who commit to living Downtown.

Young professionals also want to feel that they are part of the local community and can begin to build their career in Manitowoc. Engaging the local talent is critical, and events put on by the Manitowoc County Chamber, including their Kinect events to help connect professionals to each other, and events like their “Polish Your Professional Image” which provides on-going professional development, help to retain talent in the community. These events are Countywide, and could be supplemented by more City and Downtown focused events.

There is another type of thinking in the municipal world that seems appealing to young professionals as a current fad, and that cities should take a “lifetime” approach by clearly showing that the city provides a home through all stages of life. This approach is covered by quality of life recommendations that are discussed throughout this report, as they will support a wider spectrum of the community.

## CATEGORY 2: IMPROVE LAND & BUILDING USES

*This category identifies incremental steps that can be taken by the City and downtown stakeholders to provide land uses and improve the downtown business mix*

GUIDING PRINCIPLES	CELEBRATE THE DOWNTOWN 	EMBRACE THE SHORELINE 	STIMULATE PRIVATE INVESTMENT 	ENHANCE THE DOWNTOWN 	BUILD MOMENTUM 
Modify Zoning in the Downtown			<input checked="" type="checkbox"/>		
Expand Small-Scale Developer Training			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Encourage Local Development			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Support Maker-spaces & Micro-manufacturing			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Encourage a Wider Variety of Food & Drink Based Businesses			<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>

## Category 2: Improve Land & Building Uses

Community input identified the desire for more restaurants, increased Downtown housing opportunities, and a more vibrant retail environment. The catalyst sites section will identify ways to provide expanded land uses and address community goals through large redevelopment projects. It is important to understand that these activities occur over larger time horizons and are complex projects to accomplish successfully. This category identifies incremental steps that can be taken by the City and Downtown stakeholders to provide desired new uses and improve the Downtown business mix in addition to catalytic efforts.

### Community Initiated Development

Circumstances will arise where the private sector will fail to act or participate in important revitalization initiatives, especially in regard to the reuse of vacant buildings and the start-up of important new commercial enterprises. Community-initiated development can take several different forms depending on the overall project complexity and the roles and responsibilities to be undertaken by the public, private and non-profit sectors.

### Small-Scale Developer Training & Support

Small-scale development can be completed by engaged members of the community that see an opportunity to provide for a need that is not currently being addressed. The general path for a small-scale developer is to identify and define a need in the community, whether it is for housing or commercial space. From there the developer needs to prepare a plan and develop a simple proforma that identifies the costs versus income the project is likely to generate. The developer will then need to secure financing, likely from a bank as a 30-year mortgage.

To encourage this type of development in the Downtown, several different entities should work together to provide training opportunities and access to resources. This may include the City, Progress Lakeshore, a Downtown Manitowoc organization, the Manitowoc Public Library, and local banks. Additionally, an outside group, such as the Incremental Development Alliance, a non-profit group whose goal is to



▲ *Sample announcement for mall-scale developer training is offered by Incremental Development Alliance*



build capacity for locals to invest in their own neighborhoods, could be brought in to provide specialized training.

### Encourage Development Cooperative

Another approach for members of the community to participate in redevelopment of the Downtown is through a Development Cooperative. As opposed to small-scale development that is usually completed as an individual taking on the risk and profiting from the results, with a cooperative, the costs, risks, and profits are shared. This involves a group of individuals who buy shares of the cooperative. The funds generated by the sale of shares provide capital to finance development or redevelopment projects within the community. Members vote on what investment to make, and benefit from any profits generated by the project.

A cooperative is a way to accomplish larger projects in the Downtown and spread out the risk. As grassroots implementation, cooperatives target a perceived need in the community that traditional developers may overlook or consider too small to bother with.

The City, Progress Lakeshore, or a newly formed Downtown Manitowoc organization could work to identify whether there is enough interest in this type of effort, help connect interested individuals, and provide some information and resources.

### Maker-spaces and Micro-manufacturing

The Manitowoc community has a proud legacy of manufacturing, a deep talent pool in this sector, and a wide array of large scale manufacturers that could help resource smaller and innovative ventures. One option to reduce vacancies and bring a unique energy to the area is to embrace very small scale manufacturing uses within the Downtown environment. There are two interconnected ways that this can occur – maker-spaces and micro-manufacturing.

Maker-spaces are specific business incubator spaces focused on proto-typing and the development of new products. Similar to incubator spaces, these are small facilities that allow for members to interact and learn from each other. Unique to maker-spaces, they provide access to common production and proto-typing equipment, such as 3D printers, CNC routers and laser cutters, that individuals may not be



▲ *The NorthEast Investment Cooperative (NEIC) in Minneapolis renovated two vacant properties to create opportunities for three new businesses, including a local brewery and bakery*



▲ *Maker-spaces can provide resources in a relatively small space*

able to afford. Typically, members have to pay rent or a membership fee to use the space. The organization running the maker-space may also provide training and classes for using specialized equipment.



▲ *CNC routers are typical equipment for micro-manufacturing and prototyping*

Micro-manufacturing is the practice of small scale industrial manufacturing that is made possible by newer technologies. This type of practice can be tied to a maker-space or it can be an independent business. Because of the equipment used and the types of products associated with micro-manufacturing, these can occur in smaller spaces and don't typically produce the noise and exhaust that might be associated with larger scale manufacturing. Such uses should also have some public-facing element to the operation such as regular tours or a retail component of selling the finished goods in the same location as the production. The low intensity, small scale, and activated element makes micro-manufacturing and maker-spaces a more appropriate fit in the Downtown.

While neither of these uses would likely demand a tremendous amount of space, they could be new elements in the Downtown that enhance the vibrant character and relate in an authentic way to the people and skills of Manitowoc. To allow for either one, the City would first need to create additional flexibility in the Downtown zoning to allow for some forms of industrial use to occur, potentially under a certain amount of square feet and meeting certain thresholds on the amount of noise, waste, and truck traffic. A maker-space would need to be started as a for-profit business, or as a non-for-profit by a local organization, while the micro-manufacturing could be small for-profit businesses.

### **Micro-breweries and Brewpubs**

Craft beer has experienced rapid, but sustained growth for several years across the country. Small breweries may be attracted to Manitowoc to take advantage of more affordable rents and new customer bases. Wisconsin law regulates beer through three separate tiers: production, wholesale distribution, and retail sale. The three tiers were created to protect against monopolies and provide for accountability, which makes navigating the regulations around starting a micro-brewery or brewpub difficult. The City of Manitowoc has recently relaxed its Zoning Code regulations for micro-breweries, brewpubs, and micro-distilleries.



▲ *Micro-breweries and brewpubs can add to the entertainment and dining options in the Downtown*

Micro-breweries are more focused on production, while brewpubs are restaurants with beer produced on the premises. Each has its own set of regulations that need to be understood and adhered to. The City could further explore opportunities to encourage these types of businesses by providing start-up loans or establishing an incubator facility for micro-breweries.

### Farm to Table Restaurants

Locally grown food and farm-to-table restaurants are another growing trend. This ties into providing visitors with unique experiences and dining opportunities that may not be available elsewhere, and is something that can diversify the restaurant selection Downtown and draw tourists. The local food economy of the Manitowoc area may offer unique opportunities for this type of approach, which has been successful in communities of similar size. Manitowoc's Grow It Forward, a non-profit charitable organization focused on improving the local food supply chain, runs the local Farmer's Market and provides potential resources for making strong connections to local food producers. Additional partners may include the Clipper City Co-op and local food processors. Local restaurants should be encouraged to source their food locally to support local farmers and capitalize on this trend.

### Increased clarity in zoning

Moving forward, the goal should be to allow the Downtown to grow in a way that is in alignment with the community's vision, without creating unintended barriers. These barriers may be things like a lack of clarity in permitted uses within the Downtown. As the desires for downtown development change, the City's zoning should work to create a more expansive Downtown zone that encourages the types of development desired by the community.

The City should consider expanding the B-4 zoning district to include portions of the adjacent C-1 and B-3 areas. This expanded B-4 zone should be revised to encourage and guide appropriate types of mixed-use, commercial, residential, and office development.

One possibility for the Downtown is to pursue a "form-based" zoning approach for the Downtown core. This approach is less concerned about specific uses and focuses more

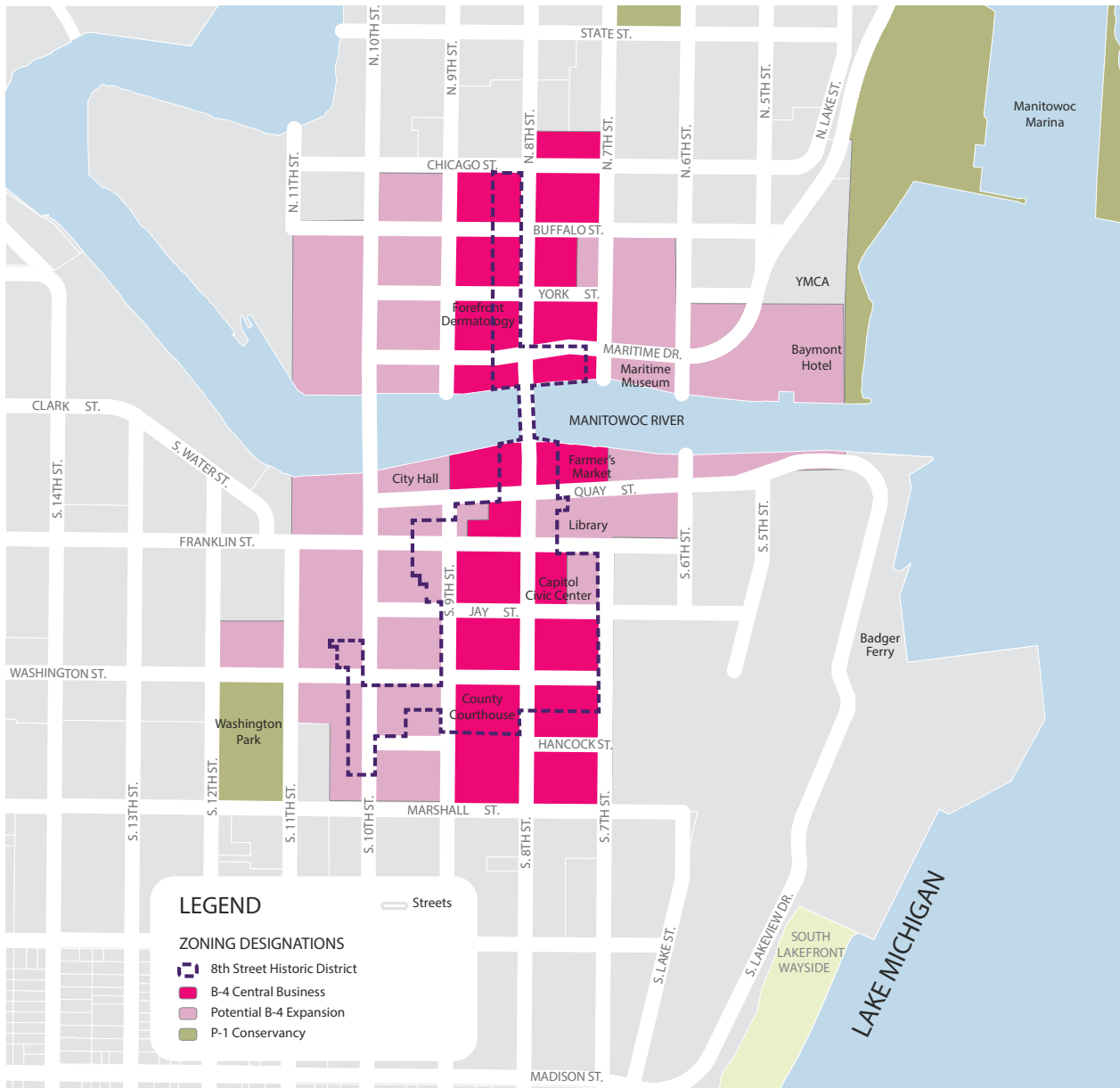


▲ *Farm to Table Restaurants menus change depending on what produce is available*

## 31 MANITOWOC Downtown Master Plan

on the physical form of the development. As stakeholder input through this process was more concerned with heights of buildings and their relationship to the River, this may be an appropriate approach. Stakeholders appeared less concerned with uses, as long as they contribute to the vitality of the Downtown.

A form-based zoning approach could be established as a new district or as an overlay. Design standards could be developed to provide further guidance on the character of development, beyond what the zoning controls.



▲ *Expansion of the B-4 Central Business zoning classification to address a larger area should be considered.*

## CATEGORY 3: IMPROVE MOBILITY

*Incremental enhancements to the existing multimodal transportation network have been identified in order to encourage economic development, preserve the history and character of Downtown, and enhance residents' quality of life and visitors' experience.*

### GUIDING PRINCIPLES



Pursue 9th Street Bike Boulevard



Improve Maritime Drive/10th Street Intersection



Improve Maritime Drive/5th Street Intersection



Enhance Pedestrian Crossings



Improve Accessibility Throughout Downtown



Improve the Bus System in Downtown



### Category 3: Improve Mobility

Downtown Manitowoc is currently supported by an established transportation network. Incremental enhancements to the existing multimodal transportation network have been identified in order to encourage economic development, preserve the history and character of Downtown, and enhance residents' quality of life and visitors' experience.

#### Active Transportation

These improvements focus on enhancing the safety and comfort of the multimodal network in order to expand transportation choices and options for residents and visitors of all ages and abilities. The incremental improvements identified below seek to create a network accessible via walking, cycling, boating, and other forms of active transportation to/from key Downtown destinations. As redevelopment occurs in Downtown, opportunities to link land use and transportation should be further explored.

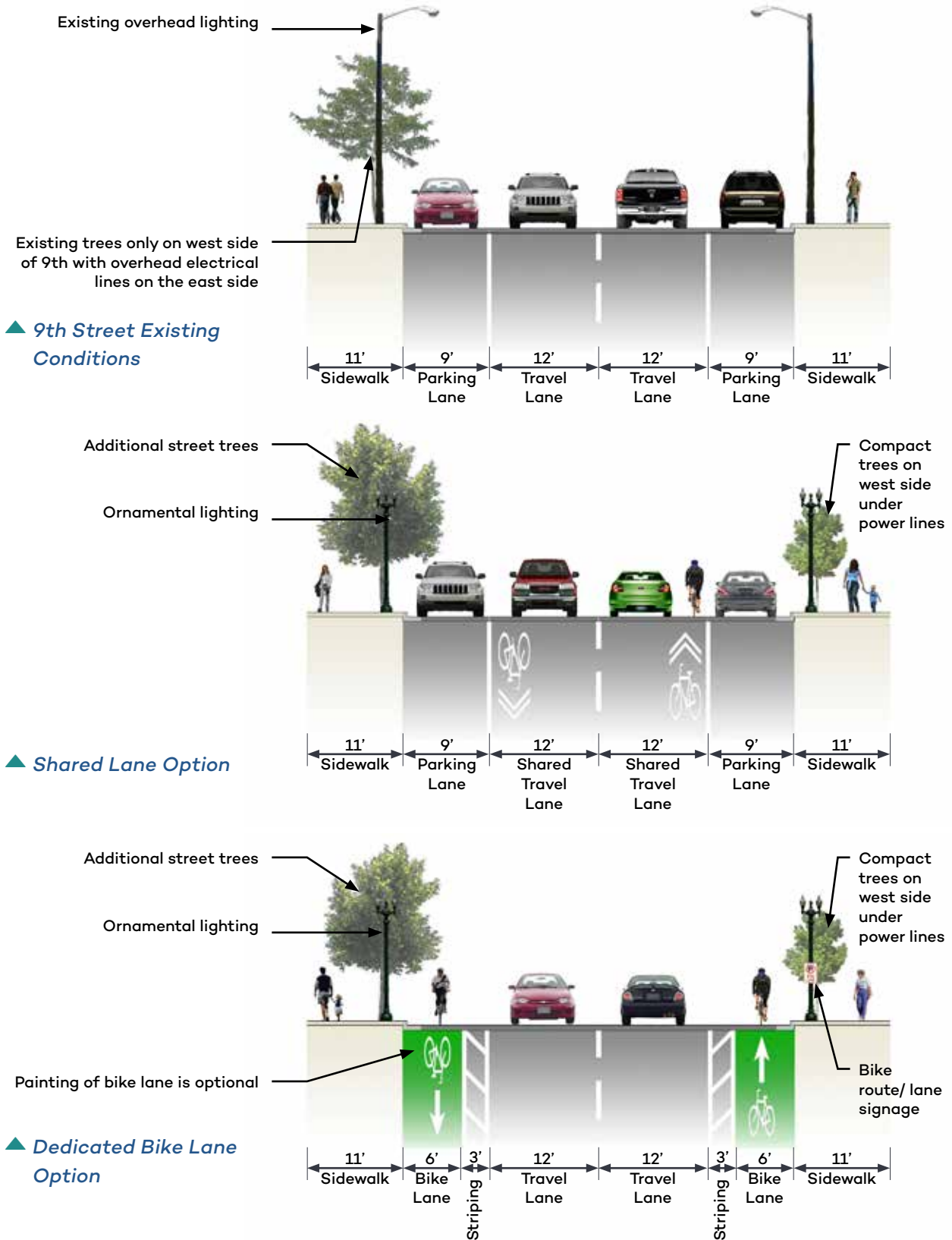


▲ *Sharrow*

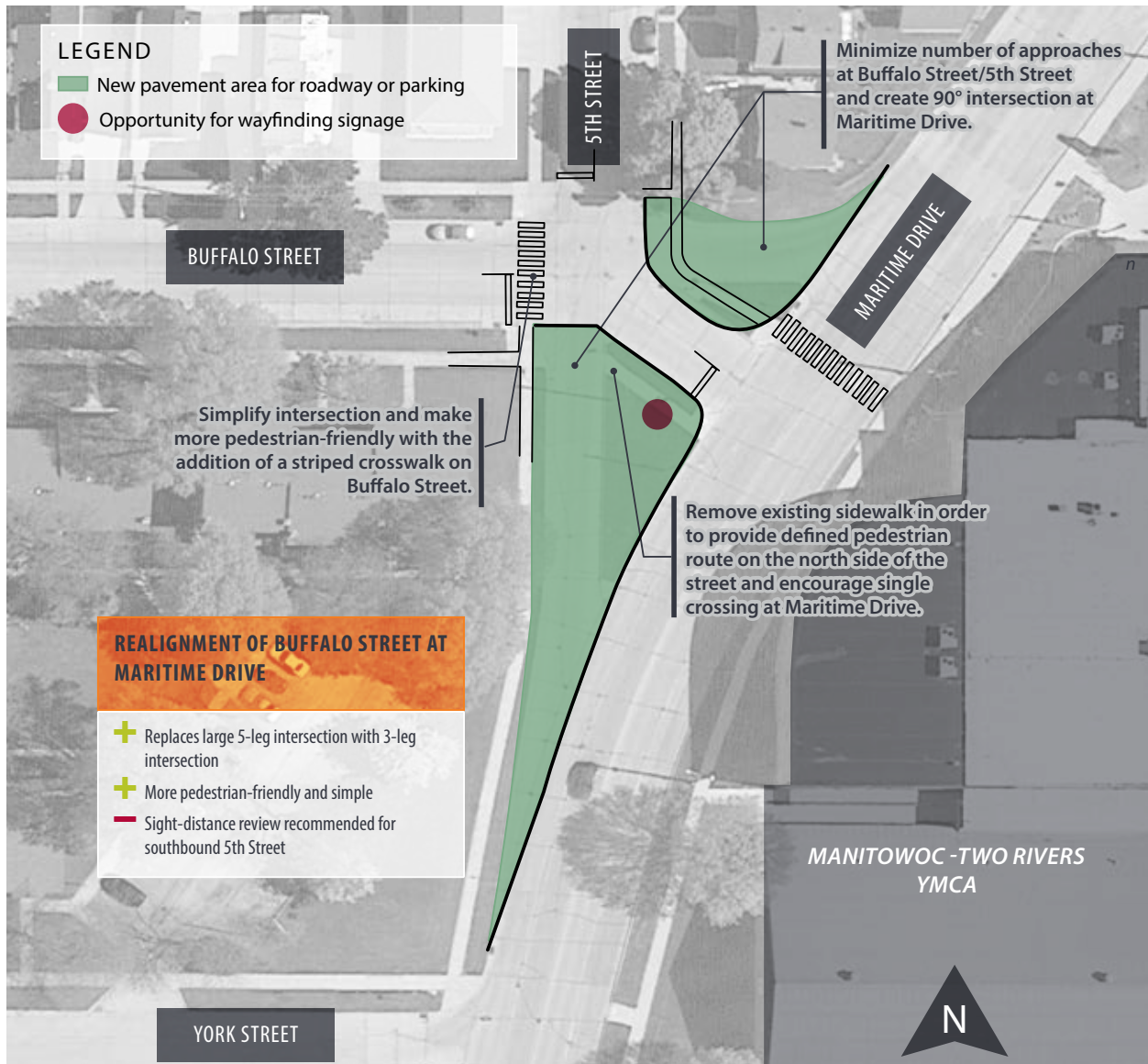


▲ *Dedicated bike lane*

- Require redevelopment to integrate sidewalk and pedestrian-scale design features with connections to existing and future adjacent destinations.
- Explore the opportunity to create a bike boulevard along 9th Street. Bike boulevards are typically characterized as streets with low traffic volumes and speeds and are designed to prioritize bicycles. The bike boulevard would enhance bicycle access through Downtown, serving as a key north-south route and an alternate to 8th and 10th Streets, which prioritize motor vehicles. Through the use of the following design elements, 9th Street could be transformed. These options are illustrated in the exhibit on the following page.
  - ▶ Install pavement markings to identify the route as a bicycle boulevard.
    - Sharrows could be used to create a shared lane environment for bicycles and vehicles.
    - Alternately, on-street parking could be removed in order to create dedicated bike lanes.
  - ▶ Install a branded bicycle route sign or add a bicycle symbol to the existing standard street signs.



- Enhance the following intersections in order to minimize vehicle conflicts and improve visibility, safety, and comfort for pedestrians, cyclists, and motorists:
  - ▶ Maritime Drive/5th Street/Buffalo Street – This intersection is a pedestrian and bicyclist gateway to the Manitowoc Marina and Mariners Trail. It also connects the residential neighborhood to the north and Downtown Manitowoc. The alignment of this intersection is currently challenging to traverse for pedestrians, bicyclists, and motorists. The City should explore opportunities to simplify the intersection in order to reduce pedestrian crossing distances, minimize conflict points, and establish a more pedestrian-scale intersection. Improvements to this intersection would also provide an opportunity to create an enhanced pedestrian crossing along Maritime Drive. A concept-level layout is shown below.



▲ *Conceptual layout of intersection improvements at the intersection of Maritime Drive, N 5th and Buffalo Streets*



▶ Maritime Drive/10th Street – Located immediately north of the 10th Street bridge, the intersection of Maritime Drive/10th Street could serve as a key route for pedestrians, bicyclists, and motorists traveling southbound on 10th Street across the River. With Catalyst Sites identified for the CN Property and the McMullen & Pitz site (see page 49), and planned installation of sharrows on Maritime Drive, crossing enhancements should be provided at the intersection of Maritime Drive/10th Street in order to enhance multimodal access, comfort, and safety. A summary of the recommended crossing enhancements is depicted on the next page.

▶ Pedestrian Crossings – In order to enhance pedestrian access, comfort, and safety, colored pavement or special pavement markings should be explored to increase the prominence and visibility of key crossings along 8th Street . Opportunities to introduce an automatic pedestrian phase and/or leading pedestrian interval at key signalized intersections should be explored as pedestrian activity levels increase with Downtown redevelopment.

▶ Accessibility - A major consideration of mobility in Downtown is improving accessibility for all users. There are barriers which may impede mobility in the downtown, including reduced sidewalk widths, traffic signals, and crossing locations. As the pedestrian network is enhanced through redevelopment or capital improvement projects, opportunities to minimize obstacles that may impact pedestrian mobility should be considered, including but not limited to:

- Increasing the sidewalk width
  - Enhancing the existing curb extensions/curb bump-outs at key pedestrian crossings
  - Installing pedestrian countdown signals
  - Creating defined and direct pedestrian routes between key Downtown destinations
- Develop a policies and procedures manual for multimodal transportation infrastructure (e.g., enhanced crosswalks, curb extensions/bump-outs, sharrows, pedestrian countdown signals, etc.) in order to 1) facilitate consistent

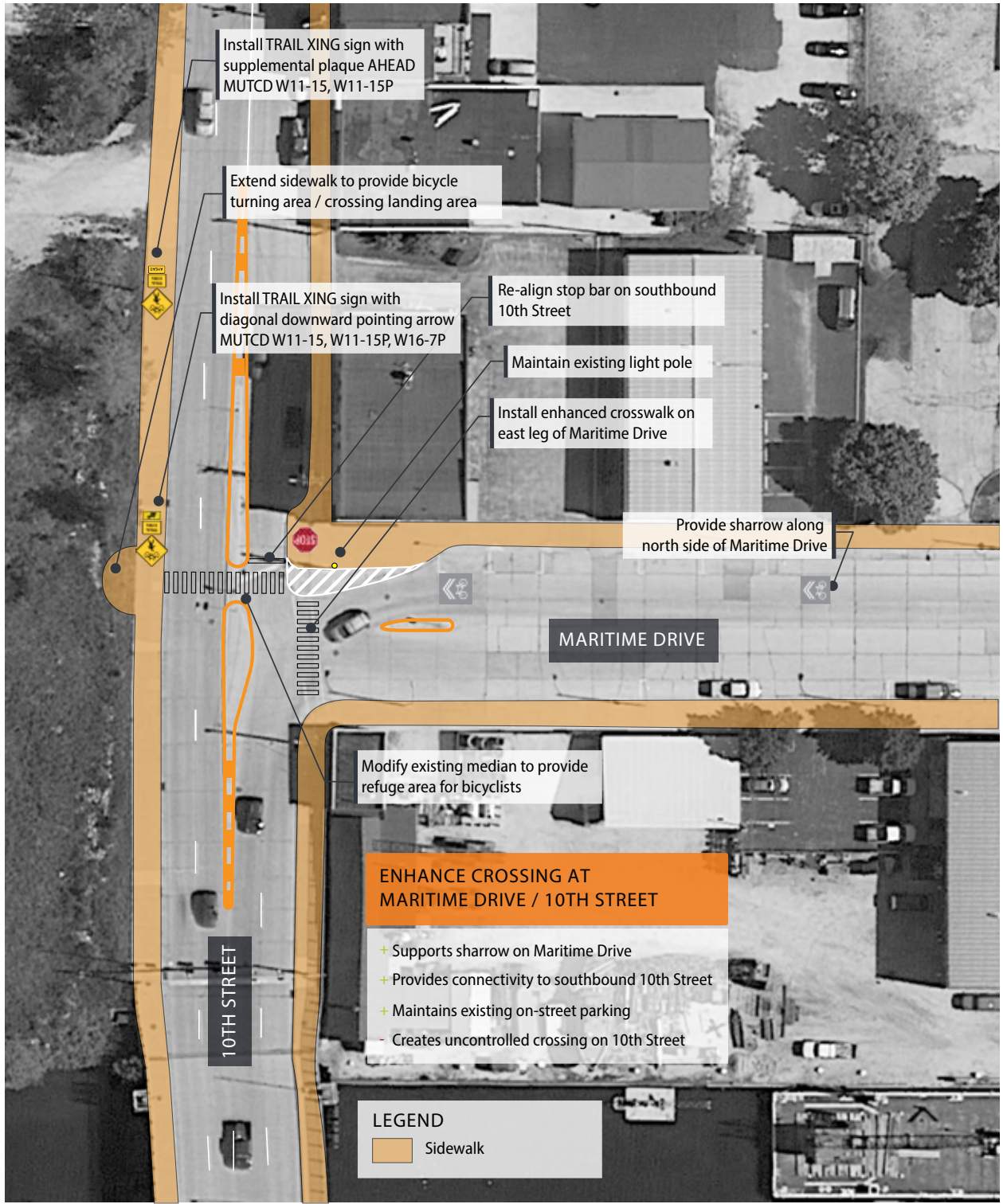


▲ *Typical crosswalk in Hendersonville, North Carolina*



▲ *Enhanced crosswalk in Hampton, Virginia*

A Leading Pedestrian Interval (LPI) gives pedestrians an advance walk signal before motorists get a green signal, giving the pedestrian several seconds to start walking in the crosswalk before a concurrent signal is provided to vehicles. This increases the visibility of pedestrians.



▲ Conceptual layout of improvements at the intersection of Maritime Drive and N 10th Street

application throughout Downtown; 2) establish guidance when responding to traffic-related requests and inquiries; and 3) identify priority projects for the Capital Improvement Program.

- Creating inviting public spaces within the right-of-way through application of a consistent streetscape along key corridors enhances the pedestrian experience. This is discussed further under Category 4: Improvements to visual character.
- Establish a wayfinding system that helps people navigate to and through the Downtown. Wayfinding throughout Downtown is needed to direct motorists, pedestrians, and bicyclists to key destinations once they arrive downtown. This recommendation is further explored under Category 4: Improvements to visual character.
- Develop a comprehensive bicycle parking program in order to identify priority locations for installation of new bike rack locations within the public right-of-way. Bicycle rack location criteria should be established in order to prioritize installations for the capital improvement program. Priority locations should include key destinations throughout Downtown. In addition, convenient bike parking should be required on private property as part of future redevelopment.

### Transit

Based on a review of the existing Maritime Metro Transit (MMT) routes, opportunities to provide transit connections between key destinations should be further explored. As an initial step, it is recommended the City coordinate with MMT to collect boarding and alighting information along the existing MMT routes. A review of the existing boarding and alighting activity will help identify key destinations along existing transit corridors which may benefit from transit service. In association with this effort, a targeted marketing campaign may also be appropriate for key user groups or destinations in order to increase transit awareness Downtown. The existing intercity routes may also benefit from partnerships with adjacent communities (e.g., Two Rivers).

In addition, as redevelopment activity occurs within Downtown, there may be new opportunities for increased transit ridership. The City should continue to work with MMT



▲ *Maritime Metro Transit maintains a transfer station in the Downtown on S 11th Street*

to identify target markets, complete outreach campaigns, identify barriers to transit, and incorporate transit-supportive design elements into redevelopment opportunities. Further, transit supportive land use, pedestrian-scale development, and pedestrian infrastructure are key to achieving quality transit service. Transit elements should be reviewed as part of the City's capital programming efforts for future projects along transit corridors.

### **Parking**

An assessment of existing parking conditions was completed independent of this Master Plan . The recommendations identified through the Downtown Parking Analysis prepared by Rich & Associates Parking Consultants (dated March 2018) identify opportunities to support and encourage economic vitality. In order to support this vision, management of existing on- and off-street parking facilities and identification of future improvements will become increasingly critical to improving the land use, transportation, and urban design elements of Downtown.

Through the Downtown Parking Analysis, policy and management recommendations are identified for immediate action and future timeframes ranging from 0-3 years, 3-6 years, and 6-10 years. The recommendations identified for immediate action are considered incremental improvements. These improvements seek to improve the efficiency and effectiveness of the existing parking system.

In order to maximize efficiency of the existing parking system, and to encourage a "park-once" environment where residents, visitors, and employees park their vehicle and walk through the commercial area to multiple destinations, the overall built environment must be considered. In vibrant downtown settings with pedestrian-scaled architecture, continuous sidewalks, and enhanced streetscape, people are generally more willing to park further from their destination and walk. The incremental enhancements identified to improve the visual character play a significant role in enhancing the efficiency and effectiveness of the existing parking supply.

## CATEGORY 4: IMPROVE VISUAL CHARACTER

The incremental efforts in this category enhance the downtown, encourage lingering and exploration, create spaces that fuel community pride and build social capital, and help attract and retain talent and patrons in the downtown area.

GUIDING PRINCIPLES	CELEBRATE THE DOWNTOWN	EMBRACE THE SHORELINE	STIMULATE PRIVATE INVESTMENT	ENHANCE THE DOWNTOWN	BUILD MOMENTUM
Continue to implement the Riverwalk	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Develop a Plan for a Downtown Gathering Space	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Develop a Downtown Brand	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Implement Downtown Identity & Wayfinding Signage	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Prepare and Implement Downtown Streetscape	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Build up the Facade Improvement Program	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

## Category 4: Improve Visual Character

As mentioned in the introduction and throughout the report, visual character and placemaking are critical to the success of the Downtown. These efforts enhance the Downtown, encourage lingering and exploration, create spaces that fuel community pride and build social capital, and help attract and retain talent and patrons in the Downtown area.

Several urban design and public investment concepts are recommended within this Master Plan, including furthering the Riverwalk, streetscape improvements, gateway and signage enhancements, and the development of a new Downtown public space that serves as Downtown’s “heart.”

### Riverwalk

Embracing the shoreline was identified as one of the guiding principles for the Downtown. Throughout the process, stakeholders have indicated that access to the shoreline of the River and Lake should remain public. The City has already made strong progress on establishing a continuous riverwalk in the Downtown and in developing a Riverwalk Master Plan and Design Guidelines in 2009.

The City has implemented approximately 60% of the riverwalk within the core of the Downtown. The missing segments are generally related to sites, including the CN peninsula, the Red Arrow site, and the McMullen & Pitz site (see map on the following page), where future redevelopment is desired. The strategy on these sites should be to use documents like the Riverwalk Master Plan and this document to establish the riverwalk as a community goal and to work with developers in the future to accomplish these remaining sections as part of a private/public partnership when redevelopment occurs.

Other sections within the Downtown exist, but could be further enhanced in the future to provide additional character. This includes:

- **Baymont Inn Site:** The riverwalk is an 8’ path in this section, with few amenities. If redevelopment were to occur on this site, the path should be enhanced. Potential improvements could include widening of the path, providing closer access to the River, introduction of public art, and integration with outdoor café spaces.



▲ *Activated riverwalks can contribute to placemaking in downtown environments.*



▲ *Public art can be incorporated into the riverwalk to attract visitors and increase interest*



▲ Downtown riverwalk segments

- Burger Boat Park/Farmer’s Market Site: Similar to the Baymont Inn site, the riverwalk consists of a 10’ wide path, with few amenities. This section is one of the more visible and accessible from S 8th Street and should be enhanced and made more dynamic. Potential for a floating platform segment should be pursued that could provide access for a kayak and canoe launch and docking for recreational watercraft which allow visitors to get closer to the River.
- Quay Street Connection to the Badger Car Ferry: This important segment not only provides access to and from the Badger Ferry, but acts as a gateway for visitors into the Downtown. The 8’ wide path has a few amenities in the form of benches and decorative lights. These decorative lights are too tall and do not help create a pedestrian scale. There is potential for increased seating at the point where the River opens up into the harbor creating outstanding views. A plaza should be considered for this space and more frequent pedestrian scale lights with colorful banners should line this path along Quay to create a strong entrance into the Downtown.



▲ The riverwalk along Quay Street could be enhanced to create a better environment for visitors.



▲ *The Central Park Plaza in Valparaiso, Indiana is used for many different community events*

### Downtown Gathering Spaces

A new civic open space could create the symbolic “heart” of the Downtown that is currently missing. While there are many quality open spaces in and around the Downtown, such as Burger Boat Green Space and the Shipbuilders Company Park, there is not one that serves as an effective communal meeting space.

The City should consider modifying one of the existing Downtown spaces or developing a new space to provide this role. This space should be multi-purpose in nature by accommodating a range of new and existing special events or festivals, providing for year-round activities that could help maintain a sense of Downtown activity in the winter months, and establishing other community amenities such as a children’s playground or interactive fountain. The space should also be multi-generational and appeal to a wide variety of residents.

### Visual Brand

To further enhance the visual character and help coordinate and unify messaging around the Downtown, the City should consider developing a new visual brand for the Downtown. This visual brand should be designed to convey a vibrant and dynamic character to help attract people to the Downtown while highlighting what is unique about the area and differentiates it from other communities. Several concept images were prepared and shared with the public during the Downtown Master Plan process. The preferred conceptual imagery, shown below, includes visual references to the River, the USS Cobia, and the Downtown buildings.



▲ *Preferred Downtown visual brand concept*



To implement this, the City should consider a full branding process that collects quantitative and qualitative information about the community, its goals and values, and develops a full realized brand. This would include not only the logo and tagline, but a series of internal and external messages that support the brand.

### Implement Downtown Signage

Throughout the analysis and community engagement portions of this project, it became clear that improvements to Downtown signage are needed to help address several issues. These include:

- A lack of a defined downtown
- One-way circulation patterns of 8th and 10th
- Public parking lots that are not clearly identified and visitors are not efficiently directed to them
- Routing to and from the Car Ferry avoids the Downtown
- The size and lack of concentration of the Downtown means that visitors may not be aware of all of the amenities the Downtown provides

A new cohesive and consistent wayfinding and identity signage program should be considered to help establish and define the Downtown and enhance the sense of place. Gateway signs should be used to establish entry points to the Downtown and declare it as a special district to visitors.



▲ Downtown identity and wayfinding signage concepts

Additionally, wayfinding signage should be used to direct cars, bicyclists, and pedestrians around the Downtown. This will help connect visitors who are arriving or departing via the Car Ferry to the Downtown.

The goal of the wayfinding should be two-fold.

1. **Highlight destinations** – help visitors to understand all that the Downtown has to offer
2. **Highlight parking and encourage a “park once” approach** – get visitors out of their cars and walking

All new signs should adhere to standards established within the Federal Highway Administrations Manual for Uniform Traffic Control Devices (MUTCD) which provides regulations on reflectivity, color, contrast, text size and amount of information. In addition to readability, colors, materials, potential integration of new a Downtown brand, and other design factors should be considered during the development of the signs.

Placement of the signs will be important for directing residents and visitors appropriately. To do this, the City should develop a Wayfinding Master Plan that will help identify the priority routes, correct placement of signs, and help with implementation and phasing decisions.

### Streetscape

The public realm of the Downtown is mostly made up of roadways and sidewalks. The design of these areas can have a profound impact on visitors' comfort and enjoyment of the Downtown. The Downtown streetscape has limited amenities, and most are located at the intersections along 8th Street between Marshall and State Streets.

Street trees should be installed to provide shade and create seasonal interest. While shop owners may express concerns that trees will impact the visibility of their storefronts, the overall character of the walking environment is more important to the success of the local stores, and tree species selection can offset this concern. Visual interest through seasonal plantings, colorful banners, and other amenities can help create a vibrant character and convey that an area is important and cared for in the community. Benches and other informal seating opportunities provide for comfort and places to rest, allowing shoppers to extend their visit.



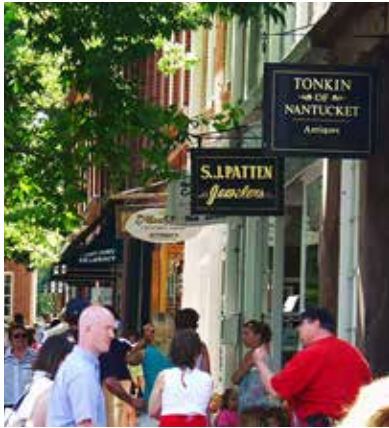
▲ *Street trees and seating opportunities encourage visitors to linger in the Downtown*

A phased approach to enhanced streetscape should be planned by the City and coordinated with sidewalk, roadway, and infrastructure improvements to maximize efficiency. These improvements should include:

- Within the core urban character of the Downtown, located along Washington Street from S 11th Street to S 8th Street, and along 8th Street from Marshall Street to State Street.
- ▶ Consistent street trees, as shade trees have been shown to create a more comfortable pedestrian environment and encourage lingering

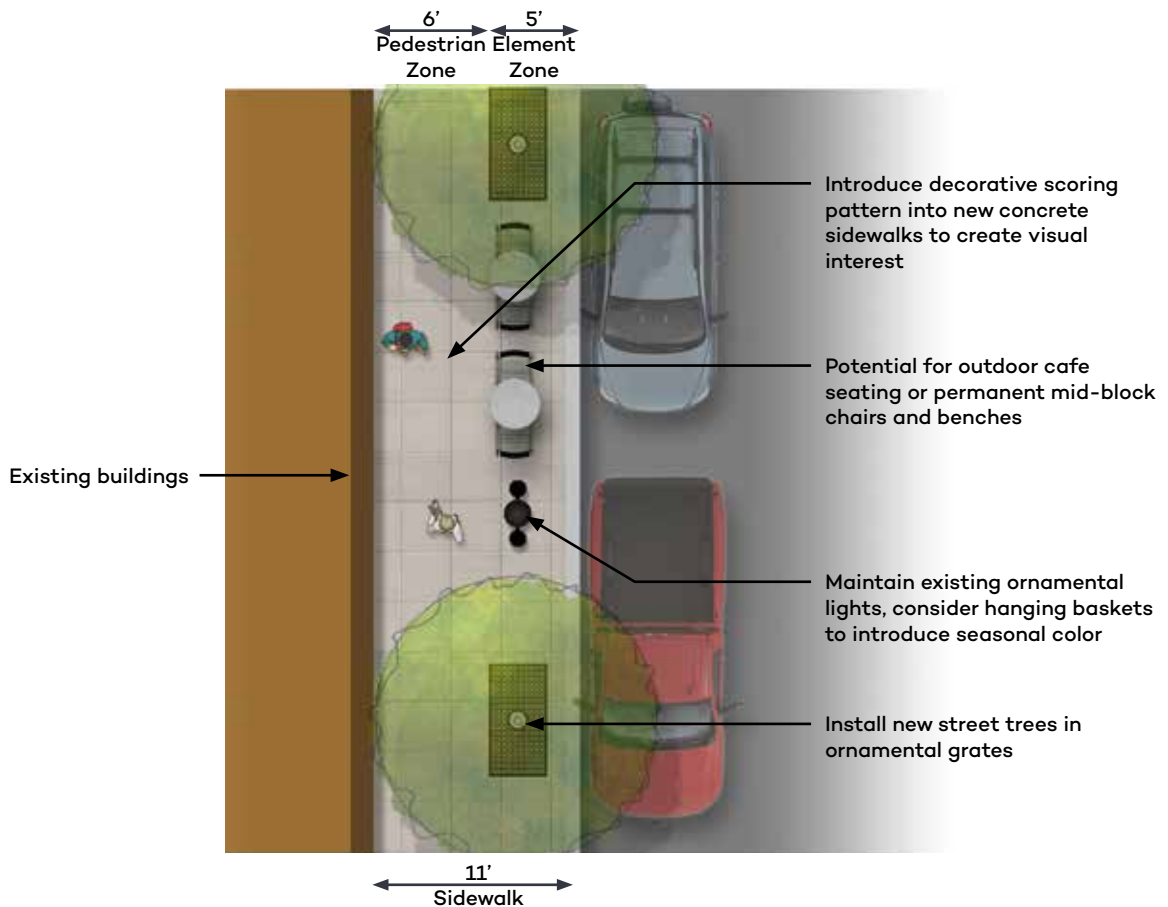


▲ Downtown streetscape network



▲ *Projecting or “blade” signs*

- ▶ More mid-block seating opportunities, especially placed in “living room” type formations that encourage interactions between people
- ▶ Bike parking to encourage multi-modal transportation
- ▶ Movable pots and planters to create opportunities for color and seasonal interest
- ▶ Projecting signs for shops to create character and improve identification of businesses from passing cars
- ▶ Additional pedestrian level wayfinding and signage, including directional signs, kiosks with community information, and interpretive signs with historic information



▲ *Potential 8th Street Streetscape Improvements*

- Within the secondary Downtown zone, which includes the areas along Washington Street, 10th Street, and Maritime Drive leading into the core.
  - ▶ Consistent street trees to beautify the corridors
  - ▶ Seasonal banners on the light poles to create visual interest and signify a special space
  - ▶ Limited street furniture at key intersections
  - ▶ Enhanced markings for pedestrian crossings
  - ▶ Encouraging businesses to install landscaping and/or decorative fencing along parking lots that are located adjacent to public sidewalks

A detailed design and engineering process will be necessary to move this project towards implementation. Significant community and stakeholder engagement should occur during plan development and refinement.

### Façade Improvements

The City currently has a façade improvement program in place, but there is no dedicated funding. To help businesses enhance their buildings to improve the character of the Downtown, the City should establish a pool of funds that could be used for façade and storefront rehabilitation grants.

A potential program could provide funds on a 50 percent matching basis with the grant program participant. The grant awards could range from \$7,500 to \$50,000, which would help finance the cost of various façade and storefront improvements, including building material maintenance and stabilization, window repairs and replacement, and storefront rehabilitation and reconstruction. A larger grant amount is preferred to help underwrite more substantial costs related to façade maintenance and storefront rehabilitation issues. Grants could be awarded on a more restricted, competitive basis – perhaps three or five projects per year. Ideally, an annual budget of \$100,000 to \$200,000 is suggested to fund this program.



▲ *Scored concrete and a defined pedestrian zone in downtown Franklin, IN*

## CATALYST SITES

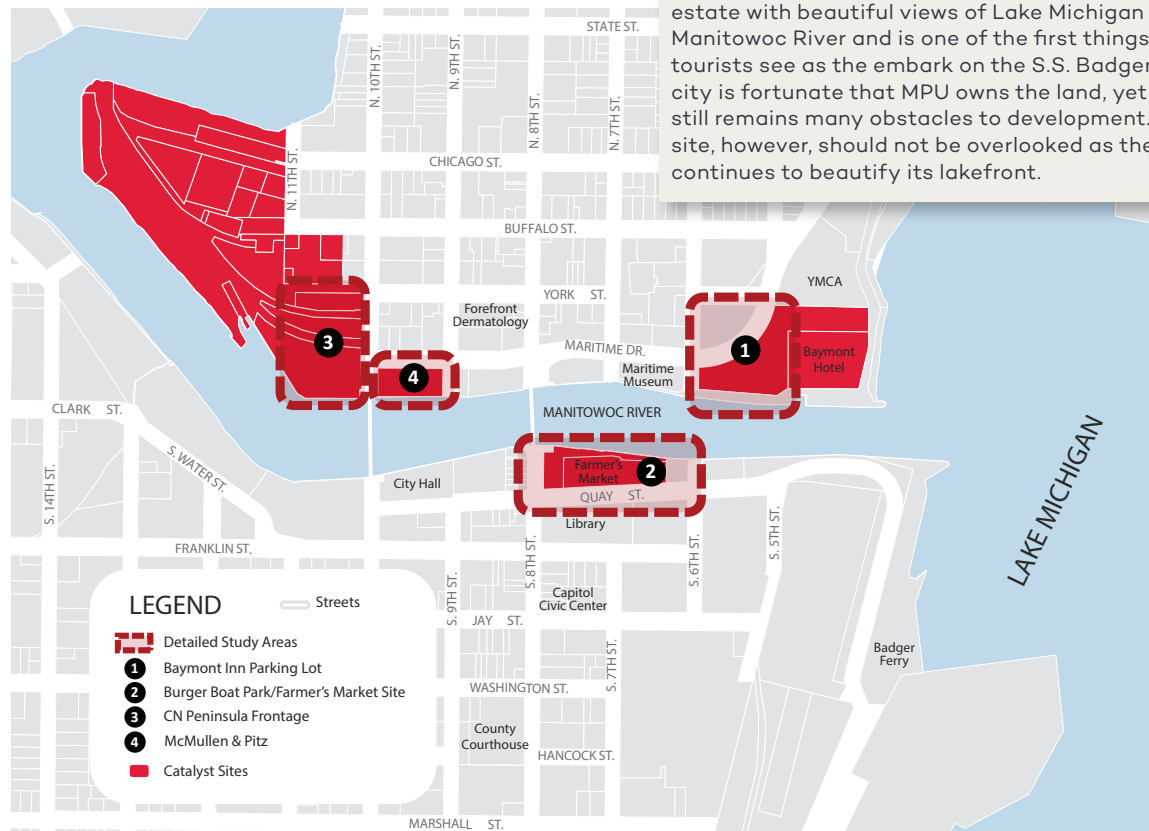
The Catalyst Sites have been identified as the following :

1. Baymont Inn
2. Burger Boat and Farmer’s Market Site
3. CN Property
4. McMullen & Pitz Property

These four sites were identified through the process, incorporating input collected at the public workshops and feedback from the Citizen Steering Committee. They represent sites where there is a near to mid-term potential for redevelopment that has community support. The site selection process considered a variety of factors including proximity to the waterfront, underused sites, visibility, and potential to catalyze other sites.

None of the sites are fully controlled by the City, so redevelopment efforts will require a private/public partnership to be successful. Each site has unique characteristics that factor into the redevelopment of the site. While certain efforts may be underway on multiple sites at a time, it is recommended that the City does not spread its resources too thin and should make only one site its primary focus at any given time. The sites are listed in priority order, however circumstances may change which cause the City to shift its focus and reprioritize to a different site.






Another site should also be prioritized for long-term development. The site is currently owned by Manitowoc Public Utilities (MPU) and is known right now as the “coal pile”. It is located on the corner of the entrance to the Manitowoc River and Lake Michigan. Other communities (most notably Sheboygan) have recently re-developed coal piles along the lake or river for a higher and better use. This is prime real estate with beautiful views of Lake Michigan and the Manitowoc River and is one of the first things that tourists see as the embark on the S.S. Badger. The city is fortunate that MPU owns the land, yet there still remains many obstacles to development. This site, however, should not be overlooked as the city continues to beautify its lakefront.



▲ Downtown catalytic sites

## CATALYST SITES

*Catalyst sites are larger activities that involve significant investment, have a longer time frame to plan and complete, and often involve a public/private partnership. These projects have the ability to change people’s perceptions of the downtown while adding new jobs, businesses and people to the area.*

GUIDING PRINCIPLES	CELEBRATE THE DOWNTOWN 	EMBRACE THE SHORELINE 	STIMULATE PRIVATE INVESTMENT 	ENHANCE THE DOWNTOWN 	BUILD MOMENTUM 
Baymont Inn	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Burger Boat/Farmer’s Market Site	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
CN Property	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
McMullen & Pitz	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	

## 1. Baymont Inn

The Baymont Inn site is owned by the City but leased to the hotel. The hotel site was identified in the 2009 Downtown Plan for redevelopment, and the design and placement of the hotel was mentioned by many stakeholders as inefficient and not the best use of the site. Redevelopment of the hotel would be challenging and costly, and there may not yet be enough demand to make it worth pursuing.

On the other hand, the hotel has surplus of parking between the two lots located on the property. According to the recent Downtown Parking Study there are 234 spaces between the two lots on the site, with less than 90 spaces being used during peak occupancy, making redevelopment of the surface parking lot to the west of the building a strong opportunity. Additionally, the parking study identified the site just northwest of this property as a potential parking deck location, so there may be future opportunities for shared parking in this area to provide increased flexibility for redevelopment of this site.

Redevelopment of this portion of the site would allow for further activation of the riverfront. The location of the site, between the Baymont Inn and the Wisconsin Maritime Museum, provides unique opportunities for uses that could support one or both uses, such as riverfront restaurants.

Input from the community indicates that there is more support for height on this site, potentially three to four stories, given the surrounding context. The community also showed support for a wide variety of uses, including office, commercial, residential and restaurant. There was also a clear desire for the riverwalk to be maintained for

public use and enhanced as part of the new development.

### Implementation

This project was identified as the highest priority of the Catalytic Sites, given the acceptance by the community for height and development, the current use as surface parking, and the City ownership of the site.

The first step for the City is to fully review the lease with the hotel to understand if and how the redevelopment can work within the context of the lease. Depending on the results of that review, the City's next step would be completing due diligence to understand any site constraints due to soils, environmental issues or other factors that would impact the ability to redevelop the site. At any point in this process, the City can choose to step away from this site and focus on a different catalytic site.

If the City proceeded on the site, the next steps would be to develop a more detailed program for the site, prepare a proforma to understand what sort of financing gap may be expected, and work to identify a developer that would be interested in partnering on the site.





▲ Baymont Inn Site Concept



▲ Riverwalk dining, Chicago, IL



▲ Riverfront development, Indianapolis, IN

## 2. Burger Boat Green Space and Farmer's Market Site

This catalytic site is made up of several different properties with different ownership. The far west portion of the site, known as Burger Boat Park, is owned by the City. The remainder of the property to the east is owned by Briess Malt & Ingredients Co. and is primarily made up of surface parking, which is best known as the location of the Farmer's Market. The far east portion of the site is adjacent to where larger boats are tied down to offload grain into the grain tower, making it so that some portions of the site must be designed to accommodate the cable tie down protection area.

The site is highly visible, located at the northeast corner of S 8th and Quay Streets, next to the River and across Quay Street from the Manitowoc Public Library. The visibility, along with the proximity to the River, and the existing use as surface parking would make this a high priority catalytic site. However, the community input indicated that views should be preserved to the library and the Downtown, and did not support significant height and development on the site. The site is challenged by the many demands on this particular location. In addition to the Farmers Market, it is used to host other public events like concerts, Sub-Fest, and Balloon Glow. The property owner, Briess Malt & Ingredients Co. supports its use for public events and must also consider its use for shipping and possible future expansion of their business. Many of these uses can be compatible with each other on the site.

Therefore, the highest potential for redevelopment of this site would occur primarily on the Burger Boat Park site.

Development at the northeast corner of S 8th and Quay Streets should provide retail or restaurant first floor uses, with potential complementary upper-story uses if financially feasible. The remainder of this catalytic site will need to be preserved for parking and open space, which could allow for future development at the point that Briess is ready to proceed. The design of the parking and green space should be sensitive to the River, and should consider a more attractive riverwalk environment. Additionally, the parking could be designed in a way, through materials and layout, that maximizes flexibility for use as a plaza for the Farmer's Market and other special events throughout the year. Creating the parking area out of decorative pavers, permeable pavers, and semi-pervious surfaces can help create an active and attractive area that also allows for water infiltration.

### Implementation

This project was the second highest priority of the Catalytic Sites. The high visibility and frequent community use throughout the year for the Farmer's Market and special events makes it a special space to residents. The design of this site needs to reflect its importance to the community, even if much of the area remains as parking.

As the City owns the Burger Boat Green Space site, it can proceed as it wishes on that property. When this property was initially acquired to demolish existing blighted buildings, it was intentionally not designated as a park for the purpose of encouraging future private redevelopment. That was more than 30 years ago, and many in the community may not be aware of this. The development of a building on what has been perceived as a park site will likely receive resistance from the community if it is not



▲ *Burger Boat Green Space & Farmer's Market Site Concept*



▲ *Canoe launch, Columbus, OH*

completed in conjunction with other public enhancements, such as improvements to the riverwalk. Therefore, it makes sense on this site to continue to communicate with Briess to redevelop and make improvements to the site in a coordinated manner.

The City should conduct due diligence on the Burger Boat Green Space site to understand if there are any encumbrances to



▲ *Interactive fountain*

the development of a building on the site. If there are none, then the City should create a program for the desired development and prepare a proforma to understand what type of financing gap there may be. The City should work with Briess to develop an agreed upon approach to the remainder of the site, and identify if and how the City would contribute to the improvements.

### 3. CN Property

The CN peninsula was prominently featured in the 2009 master plan. The plan identified a range of development options for the site, including residential and office uses. There are two major challenges to completing that vision. The first is that CN Railroad has continued to maintain ownership of the site, and the second is that there is not currently enough market demand to support that much new development within the Downtown.

Now, nine years later, there appears to be an opening, and CN is in discussions to sell the site to the City. There is still not a strong market demand to support redevelopment of the entire peninsula. If the City takes control of the site, there will be pressure to achieve a benefit from the investment and get active development on the site.

The master plan process considered development alternatives on the southwest corner of this site, with frontage on N 10th Street and the River. Community input supported taller buildings and development on this site as it had little impact on any existing views. Given the location on the west side of N 10th Street, retail development may be challenging, but office or residential development would be more feasible. There is room on site for significant parking to support any new development.

#### Implementation

This project had a lower priority through the public input process, but circumstances have changed rapidly. The potential for the City to take ownership would increase the priority of this site. If the City does purchase the land, it will have to complete due diligence to understand any constraints on the site. Given the industrial nature of the

previous use, some amount of environmental remediation would be anticipated.

Following due diligence, the site should be rezoned to bring it into alignment with the master plan and allow for appropriate development to occur. Following rezoning, the City should work to identify a development partner, most likely through an RFP process for the site.

The status of the Red Arrow plant across the River may have an impact on the timing of redevelopment on the CN site. There are current plans to decommission and demolish this plant. Redevelopment of portions of the CN site may want to wait for this to occur so that there is not a negative impact on views across the River.

While surface parking is likely necessary, site design needs to create a better pedestrian environment on N 10th Street. This can be done through streetscape, landscaping and ornamental fence adjacent to the parking lot, and activated building frontages along 10th.



▲ *Riverfront apartments, Appleton, WI*



▲ *CN Property Site Concept*



▲ *Manpower Headquarters in Milwaukee, WI*

#### 4. McMullen & Pitz Property

This privately-owned site is at the southeast corner of N 10th Street and Maritime Drive, across the River from City Hall. The current use is the headquarters of a 100-year-old marine contractor and engineer company that provides services such as dredging, shoreline protection, pile driving and marina construction. The City values this business and is not looking to relocate them, but the master planning process provides an opportunity to envision the future of this Downtown riverfront site.

Given the adjacency to Forefront Dermatology and the visible location on the River, this site has future potential to activate the River and provide a missing segment of the riverwalk. The development potential of this site includes residential, retail and restaurant uses, which all could support future expansion of Forefront Dermatology and help bridge development between the River Loft Condominiums to the east and the CN peninsula to the west. The public supported commercial, office and residential uses for this site and strongly desired a continuation of the riverwalk. Three to four stories of height were identified by the community as acceptable.

#### Implementation

This project also had a lower priority through the public input process, but was still generally supported. As a lower priority site, the City will hopefully not need to take a strong role in redevelopment of the site. The goal will be that Downtown momentum will build and in the future, the owners of the site will be in a position where they want to sell or actively redevelop the site themselves.

The City should maintain open channels of communication with the owners and communicate the vision for the site that was developed through the master plan process.



▲ *Private development of this site should still maintain public access to the River*



▲ *Outdoor dining space, Glendale, WI*



▲ McMullen & Pitz Site Concept



▲ Public riverwalk adjacent to private development, Milwaukee, WI

# Implementation

## ROLES & RESPONSIBILITIES

Establishing effective public/private partnerships and building local organizational capacity and leadership will be critical to long-term success in implementing the Manitowoc Downtown Master Plan. Partnerships between the City and entities such as the Downtown Manitowoc Association, Progress Lakeshore, the Chamber of Manitowoc County, the Manitowoc Area Visitor and Convention Bureau, and other groups, will be especially vital in leveraging financial and human resources to accomplish more complex revitalization initiatives, such as facilitating new development, recruiting new businesses, and in managing ongoing marketing and promotion activities. Such partnerships can also maximize the leadership necessary from both the private and public sectors to help steward plan implementation from its early stages to the long term. Key partnership and organizational development steps that should be considered include:

**City of Manitowoc** - The City will continue to take a lead role in directing and shaping Downtown development and in moving forward the Downtown Master Plan. Various City agencies are vital to continued Downtown success, including the Mayor's Office, Community Development, Public Infrastructure (which includes Parks, Forestry, and Recreation) Finance, Police and Fire, and others. Key roles and responsibilities for the City include:

- Formally approving the Plan.
- Revising zoning and other relevant development codes to support continued Downtown revitalization and redevelopment. An assessment of the

Downtown zoning codes should focus on increasing flexibility for desired future land uses while providing more guidance around elements of the appropriate building form and design.

- Continuing the discussion toward detailed design documentation for recommended streetscape, signage, parks, and other physical improvements, working closely with appropriate stakeholders.
- In cooperation with its implementation partners, identifying and securing funding sources for recommended physical improvements, any future branding and marketing efforts, and continued business retention and attraction efforts.
- Meeting directly with the owners of key opportunity sites and existing buildings to encourage their involvement and participation in catalytic development and revitalization projects.
- Common Council role to evaluate the need for gap financing on catalytic and other projects in need of TIF assistance.

### **Manitowoc Community Development Authority**

- As the CDA continues to oversee the formulation and implementation of the City's redevelopment plans, it should consider the recommendations of the Downtown Master Plan. The CDA has made great strides in its mission to revitalize blighted, obsolete, and underutilized sites and buildings in the community, and portions of the Downtown will continue to benefit from the work of the CDA. The CDA handles the design review process in the B-4 zone and 8th Street Historic District, so they may have a role in exploring alternatives for improving downtown design guidelines and historic preservation measures.



**Manitowoc Plan Commission** - The City's comprehensive plan, zoning code, subdivision controls, and other long range planning and implementation measures are established and administered by the Manitowoc Plan Commission. The Plan Commission will ensure compatibility between the city-wide comprehensive plan and the Downtown Master Plan. Their participation will be vital in evaluating the effectiveness of the city's zoning regulations. Of particular importance to the Downtown is their ongoing involvement in evaluating requests for zoning district changes, conditional use permits, comprehensive plan amendments, and other similar items.

**Manitowoc Area Visitors & Convention Bureau** - The Manitowoc Area Visitors & Convention Bureau (MAVCB) currently undertakes a variety of activities and initiatives that promote tourism and conventions to Manitowoc. MAVCB can participate and collaborate with the City, a Downtown organization, and other stakeholder groups on Downtown marketing, special events and branding activities.

**Corporations** - Local corporations can become sponsors for a variety of Downtown initiatives, such as special events and public improvements, as well as investors in specific Downtown revitalization projects. It is in the best interest of local corporations to optimize Downtown quality of life and to enhance opportunities for Downtown living, as these will improve employee attraction and retention.

**Business/Property Owners** - To show immediate action and positive progress in revitalizing Downtown, local business and property owners can initiate property improvements while adhering to best design practices appropriate for the

redevelopment's surroundings. They can also work together to identify and move forward the most appropriate Downtown organization entity for Manitowoc.

## FUNDING SOURCES

Funding from municipal, county, state and federal sources as well as local foundations, corporations, and civic and business organizations may be needed to finance elements of the Manitowoc Downtown Master Plan. Public infrastructure, riverfront and streetscape improvements, and gap financing programs for redevelopment will be the most significant expenditures and thus should be prioritized according to this Plan's strategies and recommendations. Potential key funding sources and incentive programs include:

### Capital Improvement Budgeting

Most communities incorporate some aspects of the proposed Master Plan incremental public improvement strategies within the municipal capital improvements plan. These improvements should be evaluated on an annual basis. Capital improvement funding could be used to support various projects outlined in the Plan, including:

- Roadway improvements and streetscape implementation
- Public parking improvements
- Signage and wayfinding programs
- Public waterfront enhancements
- Public building interior and exterior improvements

### Tax Increment Financing (TIF)

Tax Increment Financing is a State authorized program administered by municipalities. The City of Manitowoc has been actively using



TIF for many years. TIF allocates increases in property taxes from a designated area for improvements dedicated to that area. While TIF is typically used for infrastructure and urban design improvements, it can be used for specific economic development activities, such as gap financing for new development and/or building rehabilitation projects.

### **Business Improvement District (BID)**

Wisconsin municipalities can establish a BID to provide services above and beyond normal municipal services in a targeted area. These special services are funded with a BID assessment which functions as an additional property tax above the normal municipal tax. The types of services funded by BIDs include: sidewalk cleaning and snow plowing, streetscaping and landscaping and marketing/event/business development services. Frequently, the overarching goal of these districts is to enhance quality of life in specified areas and, in downtowns, to enhance the retail climate. Many local communities in the region have downtown BIDs, including Two Rivers, Sheboygan, and Sheboygan Falls. The UW-Extension has a website (<https://lgc.uwex.edu/business-improvement-districts-bids/>) with links to dozens of Wisconsin BID websites and operating plans.

### **General Revenue Bonds**

Depending upon the City's bond rating and current bond/debt load and retirement schedule, the City may investigate the feasibility of issuing bonds to help fund specific portions of the Downtown Master Plan. Bonding for public infrastructure, open space or streetscape improvements, or site acquisition, are some of the key catalytic

Master Plan implementation steps that could be considered. When issuing new bonds, the City seeks the advice of a registered Municipal Financial Advisor.

### **Opportunity Zone Program**

The Federal government has approved Manitowoc Census tract 8, which includes the Downtown south of the River, for the Opportunity Zone Program. This program is focused on encouraging private investment in low-income areas by allowing investors to receive certain tax benefits on unrealized capital gains invested in Opportunity Zones. Through this program, U.S. investors can take passive holdings of capital and roll them into investments in distressed areas in the community.

### **New Market Tax Credits**

The New Markets Tax Credit Program (NMTC) was established in 2000 and is administered by the U.S. Treasury with the goal of spurring the revitalization of low-income communities and neighborhoods. The NMTC Program provides tax credit incentives to investors for equity investments in certified Community Development Entities (CDEs), which must have a primary mission of investing in low-income communities and persons. The portion of the Study Area on the south side of the Manitowoc River is severely distressed according to the US Department of Treasury. Thus, NMTC could be used to support commercial development as well as community facilities and operating businesses. The NMTC will provide only a portion, perhaps 15 percent to 20 percent of the capital needed for a project, so other layers of financing will be needed.

### **Business Development Tax Credits**

The Wisconsin Economic Development Corporation (WEDC) provides the Business Development Tax Credit Program to encourage new and expanding businesses in Wisconsin. Eligible activities include job creation, training, capital investment, and efforts to locating or retaining a Corporate Headquarters. The program has \$22,000,000 in available funding for 2018.

### **Historic Preservation Tax Credits**

Since 1976, the National Park Service, in partnership with the Internal Revenue Service and the Wisconsin State Historic Preservation Office (SHPO), has administered the Federal Historic Preservation Tax Credit Program to encourage rehabilitation and reinvestment in historic buildings. A 20 percent tax credit is provided to owners of income-producing historic buildings who undertake a substantial rehabilitation project in which rehabilitation costs must be equal to or greater than the property's adjusted basis. The State of Wisconsin offers a companion 20 percent tax credit that can be used in conjunction with the Federal program. Incentives will be used for the redevelopment of the Schuette Building and could be used to finance the adaptive use of some of Downtown's other larger historic buildings. Projects seeking both credits will be reviewed by the Wisconsin SHPO for compliance with the "Secretary of the Interior's Standards for Rehabilitation."

### **Equity Fund/Community Supported Financing**

A local equity fund for business capitalization and expansion for Downtown businesses could also be explored. This might take the form of a small group of investors pooling funds to create one or more needed businesses, or a Downtown small business venture fund seeded and capitalized by private individuals, local and regional foundations, and government grants. Community financed businesses can also be structured as cooperatives or as local stock corporations, which could be a realistic solution for certain projects.

Additionally, customer-owned cooperatives and community-owned stores structured as local stock corporations have become increasingly common in starting new grocery stores in under-served markets. An equity fund can also be used in combination with building improvement grant programs developed by the City or other entities.

### **Wisconsin Housing and Economic Development Authority (WHEDA) Programs**

WHEDA provides a variety of financing and lending programs that could benefit the Downtown. These include:

- Neighborhood Revitalization Guarantee (NBRG) – a low interest rate loan for rehabilitating commercial real estate and in urban areas for new or expanded small business
- WHEDA Small Business Guarantee (WSBG) – a low interest rate loan for acquiring or expanding a small business

- Mortgage Programs – WHEDA offers a range of mortgage programs for low-income residents, including loans, tax credits, and down payment assistance

## GRANTS

### Façade Improvement Program

A local façade improvement program can stimulate private investment when funded and active. It can be also used to require funded projects to follow design criteria to achieve an aesthetic appearance and character the City seeks to achieve. Matching grants, revolving loan funds, TIF, Capital Improvement funds, and General Obligation bonds are all possible funding sources.

### Community Development Investment Grant Program

This State grant program, administered by the Wisconsin Economic Development Corporation (WEDC), provides financial incentives for Downtown community development efforts. The grants are limited to 25% of the eligible project costs for up to \$250,000. There is \$3,000,000 in funding identified for 2018, and can applied to a variety of project activities including building renovation, demolition, new construction and site development planning. The City of Manitowoc has received CDI grant funds in the past.

### Community Development Block Grant – Public Facilities Program

This competitive block grant program, overseen in Wisconsin by the State Department of Administration, provides funds for community infrastructure and facility projects. The most common projects are improvements, repairs or expansions to

streets, sidewalks, drainage systems, and sewer and water systems.

### HOME Investment Partnerships Program (HOME)

HOME provides Federal block grants, through the Department of Housing and Urban Development, to fund a wide range of affordable housing activities, including building, buying, and rehabilitating homes for rental or owner occupancy. Manitowoc has been provided HOME grants in the past.

### Housing Cost Reduction Initiative Program (HCRI)

HCRI provides funds to assist low- and moderate-income households seeking to own housing. These funds can assist with acquisition activities as well as foreclosure prevention. Manitowoc currently has some available funding from the HCRI program.

### Rural Business Enterprise Grant Program

The Rural Business Enterprise Grant Program provides funds through the United States Department of Agriculture Rural Development to the development and expansion of small and emerging private businesses. The funds are eligible for businesses that will employ 50 or fewer new employees and have less than \$1 million in gross revenue, and must be outside of any city with a population of 50,000 or more. Grants typically range from \$10,000 to \$500,000 and can be used for a variety of activities and investments.

### Recreational Trails Aids (RTA) Program

The Recreational Trails Program is a federal program administered in Wisconsin by the Wisconsin DNR. Selected sponsors, which includes cities, can receive reimbursement for up to 50% of eligible costs for development

and maintenance of recreational trails and trail related facilities.

### **Surface Transportation Block Grant Program (STBG)**

This federal-aid funding through the Federal Highway Administration is intended to preserve and improve the conditions and performance of any Federal-aid highway, bridge or tunnel project. This can include pedestrian and bicycle infrastructure. The funds are provided to each State as a lump sum that is then divided among the appropriated programs.

### **Transportation Enhancement Grants**

Transportation Enhancement (TE) activities offer funding opportunities to expand transportation choices and enhance the transportation experience through 12 eligible TE activities related to surface transportation, including pedestrian and bicycle infrastructure and safety programs, scenic and historic highway programs, landscaping and scenic beautification, historic preservation, and environmental mitigation. TE projects must relate to surface transportation and must qualify under one or more of the 12 eligible categories.

### **Transportation Economic Assistance**

Transportation Economic Assistance is a program that provides a 50% federal match for projects involving transportation improvements that are intended to attract or retain employers in Wisconsin or to encourage local employment expansion. The provision of parking as a condition of employer location or expansion in Manitowoc may be seen as a potential grant opportunity to assist in constructing a parking structure. Transportation improvements, including bike lanes, that can be shown to attract and retain employers in Manitowoc could be submitted for funds under this grant.

### **Harbor Assistance Program (HAP)**

The Harbor Assistance Program provides funding for cities wishing to increase water-based commercial development. Grant applications are accepted in August and February for each year when funding is available.

### **Highway Safety Improvement Program (HSIP)**

The Highway Safety Improvement Program is a program that is aimed at reducing crashes on roadways with high crash rates. An emphasis is placed on low-cost improvements that are shown to reduce crashes. Signal coordination, speed reductions through design, such as road diets, and the provision of adding bike lanes to select streets to reduce crashes may be considered potential improvements that could be made possible through HSIP. This program is a 90 percent match, requiring only a 10 percent contribution in the form of local or state funds.

### **National Creative Placemaking Fund**

This grant, through ArtPlace America, is a highly competitive national program that works to support community development through placemaking investments focused on arts and culture in communities. In 2017 the grant provided a total of \$8.7 Million across 23 projects.

### **Foundation Grants**

Local and national foundations, such as the Lakeshore Community Foundation, may fund place-based programs. The requirements to apply for the grants vary widely depending on the funding entity. Frequently a municipality cannot be an applicant. For some of those foundations, a 501c3 with a mission of Downtown revitalization may be needed to submit an application and to administer a grant if awarded.

## IMPLEMENTATION

An important element to implementing a plan is understanding capacity, cost, and timing.

- Capacity is critical because if the plan is too aggressive and there is not enough capacity to complete tasks as intended, participants and stakeholders may become frustrated and feel the plan is not being followed, even if there are the best of intentions.
- Cost is clearly important so that projects can be budgeted for and phased appropriately with available funds.

- Timing needs to be carefully considered both in when the project should start and how long it will likely take to complete.

To help with future implementation steps, three tools have been prepared.

The first is an overall implementation matrix that identifies the major redevelopment concepts/initiatives prepared as part of the Downtown Master Plan and provides details on the priority, timing, the entity likely to lead the process, order-of-magnitude cost, and key actions in the implementation process. This matrix is found starting below and continues on the following pages.

## IMPLEMENTATION MATRIX

DESCRIPTION	SUPPORTS GUIDING PRINCIPLE	PRIORITY	POTENTIAL STARTING YEAR	POTENTIAL TIME TO COMPLETE
<b>CATEGORY 1: Improve Operational &amp; Organizational Strength</b>				
Build Capacity of Downtown Management Entity	Build Momentum, Celebrate the Downtown	High	2018	3+ Years
Build Local Entrepreneur Resources	Stimulate Private Investment	High	2019	2-3 Years to establish + on-going
Expand Downtown Young Professionals Programs	Stimulate Private Investment	Medium	2021	2-5 Years
Build Local Mentorship Resources	Stimulate Private Investment	Low	2023	2-3 Years to establish + on-going
Explore Financial Incentives to Attract Young Professionals	Build Momentum, Stimulate Private Investment	Low	Already Underway	On-going

The second tool is a visual timeline that shows the amount of time the various initiatives are anticipated to take. This helps in seeing what tasks overlap and can be used to assess capacity.

such, these implementation tools should be adjusted in the future as new information comes to light, funding opportunities change, or other influencing factors are identified.

The third tool is a 10-Year Action Plan that provides more detail on a year-by-year basis for the key actions that should be completed in any given year to keep the larger initiatives moving forward.

Economic and political conditions at the local, state and Federal levels, along with the availability of project funding sources and financing, will largely influence the overall implementation timeline and when projects are undertaken and completed. As

LEGEND	
\$	< \$100,000
\$\$	\$100,000 - \$500,000
\$\$\$	\$500,000 - \$2,000,000
\$\$\$\$	> \$2,000,000

LEAD ENTITY	COST TO FULLY IMPLEMENT	KEY ACTIONS
City with Downtown Businesses & Property Owners	\$\$	Define the appropriate structure of the downtown management entity
		Define funding source
		Implement the process to formally create the new downtown management entity
		Staff and launch the new downtown management entity
Progress Lakeshore	\$	Downtown Entity to partner with Project Lakeshore to assist and collaborate
		Identify potential partnerships and local/regional resources
		Fine-tune and highlight resources most appropriate to Downtown Manitowoc
		Establish where resources are available and spread the word
Chamber of Manitowoc County	\$	Downtown Entity to Partner with Chamber to assist and collaborate
		Create Young Professionals Committee
		Identify and grow young professionals network
		Develop new Downtown-centric events and training for young professionals
Progress Lakeshore	\$	Downtown Entity to partner with Project Lakeshore to assist and collaborate
		Identify potential partnerships and establish relationships with private business leaders
		Develop structure of mentorship program; including succession and business planning
		Identify funding if necessary (i.e., private venture capital is needed)
		Advertise, accept applications, select and launch pilot group
City	\$\$	Track results and adjust program based on performance
		Investigate student loan reimbursement or forgivable loan programs
		Identify potential funding
		Set parameters of program, advertise, accept applications, select and launch pilot group

DESCRIPTION	SUPPORTS GUIDING PRINCIPLE	PRIORITY	POTENTIAL STARTING YEAR	POTENTIAL TIME TO COMPLETE
<b>CATEGORY 2: Improve Land &amp; Building Uses</b>				
Encourage a Wider Variety of Food & Drink Based Business	Build Momentum, Stimulate Private Investment	High	2019	1-3 Years
Modify Zoning in the Downtown	Stimulate Private Investment	Medium	2019	1-3 Years
Expand Small-Scale Developer Training	Stimulate Private Investment	Medium	2019	1-3 Years
Encourage a Local Development Cooperative	Stimulate Private Investment	Medium	2022	1-3 Years
Support Maker-spaces & Micro-manufacturing	Build Momentum, Stimulate Private Investment	Medium	2023	1-3 Years
<b>CATEGORY 3: Improve Mobility</b>				
Enhance Pedestrian Crossings	Enhance the Downtown	High	2019	1-2 Years
Create Development Requirements for Pedestrian/Bike Enhancements	Enhance the Downtown	Medium	2020	1-2 Years
Pursue 9th Street Bike Boulevard	Enhance the Downtown	Medium	2020	1-3 Years
Improve Maritime Drive/5th Street Intersection	Enhance the Downtown	Medium	2021	2-3 Years
Improve Maritime Drive/10th Street Intersection	Enhance the Downtown	Medium	2021	1-2 Years



LEGEND	
\$	< \$100,000
\$\$	\$100,000 - \$500,000
\$\$\$	\$500,000 - \$2,000,000
\$\$\$\$	> \$2,000,000

LEAD ENTITY	COST TO FULLY IMPLEMENT	KEY ACTIONS
City	\$	Increase awareness of relaxed zoning code regulations and encourage new businesses Investigate opportunities with providing financial assistance to new businesses
City	\$	Outline proposed zoning changes Draft new zoning language Conduct formal approval of revised zoning
Progress Lakeshore	\$	Downtown Entity to Partner with Progress Lakeshore to assist and collaborate Conduct event to identify interest Conduct discussions with local banks to identify support Identify potential sites Conduct training
Downtown Management Entity	\$	Conduct developer co-op event to identify interest Conduct discussions with local banks to identify support Identify potential sites
Downtown Management Entity	\$	Modify zoning to allow for appropriate downtown uses Identify potential spaces for micro-manufacturing or maker-spaces Partner with Progress Lakeshore, local banks, and other entities to establish programs
City	\$ - \$\$	Develop design standards for pedestrian crossing improvements Identify priority intersections for phased implementation Fund and install improvements
City	\$	Develop design standards Coordinate with active and potential developers
City	\$\$	Assess alternate design solutions and select preferred Coordinate with other infrastructure enhancements if possible Fund and implement improvements
City	\$\$	Further develop design and prepare construction documents Coordinate with appropriate agencies and property owners Fund and implement improvements
City	\$	Further develop design and prepare construction documents Coordinate with appropriate agencies and property owners Fund and implement improvements

DESCRIPTION	SUPPORTS GUIDING PRINCIPLE	PRIORITY	POTENTIAL STARTING YEAR	POTENTIAL TIME TO COMPLETE
<b>CATEGORY 3: Improve Mobility (Continued)</b>				
Conduct Accessibility Study	Enhance the Downtown	Medium	2021	1-2 Years
Develop Bike Parking Program	Enhance the Downtown	Medium	2021	2-3 Years
Improve Bus System in Downtown	Enhance the Downtown	Medium	2022	3-5 Years
Develop Policies & Procedures Manual for Multi-modal Transportation	Enhance the Downtown	Low	2023	1-2 Years
<b>CATEGORY 4: Improve Visual Character</b>				
Build Façade Improvement Program	Enhance the Downtown	High	2018	On-going
Enhance Quay Street Approach	Enhance the Downtown, Embrace the Shoreline	High	2019	2-3 Years
Develop Plan for Downtown Gathering Space	Enhance the Downtown, Embrace the Shoreline	High	2019	3-5 Years
Develop Downtown Brand	Celebrate the Downtown	High	2019	2-3 Years

LEGEND	
\$	< \$100,000
\$\$	\$100,000 - \$500,000
\$\$\$	\$500,000 - \$2,000,000
\$\$\$\$	> \$2,000,000

LEAD ENTITY	COST TO FULLY IMPLEMENT	KEY ACTIONS
City	\$ - \$\$	Evaluate pavement widths, conditions, and slopes
		Identify any barriers, signal issues, or challenging road crossings
		Develop a plan and prioritize activities
		Coordinate with other infrastructure enhancements if possible
		Fund and implement improvements
City	\$ - \$\$	Develop criteria for bicycle rack locations
		Rank locations
		Install racks based on prioritization
MMT with City	\$\$ - \$\$\$	Collect boarding and alighting data on existing routes
		Review data and identify opportunities for modifications to service or new service
		Implement changes to service if appropriate
		Conduct a targeted marketing campaign if appropriate
City	\$	Identify key issues and establish goals
		Outline manual
		Conduct formal approval process of manual
City	\$\$	Establish dedicated funding
		Create the design standards/guidelines
		Advertise program and select initial grant recipients
City	\$\$\$	Design Quay Street enhancements
		Coordinate with any potential adjacent redevelopment
		Fund and implement enhancements
City	\$\$\$\$	Establish steering committee for downtown gathering space
		Conduct site selection process for downtown gathering space
		Hire consultant and design enhancements
		Establish funding campaign
		Fund and implement enhancements
City	\$\$	Issue RFP and select consultant
		Conduct community values and identity survey and complete branding study
		Develop new brand
		Launch and apply new brand

DESCRIPTION	SUPPORTS GUIDING PRINCIPLE	PRIORITY	POTENTIAL STARTING YEAR	POTENTIAL TIME TO COMPLETE
<b>CATEGORY 4: Improve Visual Character (continued)</b>				
Prepare & Implement Wayfinding Master Plan	Enhance the Downtown	Medium	2019	3-5 Years
Prepare and Implement Downtown Streetscape Master Plan	Enhance the Downtown	Medium	2021	3-5 Years
<b>CATALYST SITES</b>				
Baymont Inn	Embrace the Shoreline, Stimulate Private Investment, Enhance the Downtown, Build Momentum	High	2018	5+ Years
Burger Boat /Farmer's Market Site	Embrace the Shoreline, Stimulate Private Investment, Enhance the Downtown, Build Momentum	Medium	2023	5+ Years
CN Property	Embrace the Shoreline, Stimulate Private Investment, Enhance the Downtown, Build Momentum	Medium	2018	5+ Years
McMullen & Pitz	Embrace the Shoreline, Stimulate Private Investment, Enhance the Downtown, Build Momentum	Low	On-going	5+ Years

LEGEND	
\$	< \$100,000
\$\$	\$100,000 - \$500,000
\$\$\$	\$500,000 - \$2,000,000
\$\$\$\$	> \$2,000,000

LEAD ENTITY	COST TO FULLY IMPLEMENT	KEY ACTIONS
City	\$\$	Issue RFP and select consultant Conduct wayfinding analysis Develop wayfinding master plan Conduct phased implementation of wayfinding master plan
City	\$\$\$\$	Issue RFP and select consultant Complete streetscape analysis Select materials palette and develop streetscape master plan Conduct phased implementation of streetscape master plan
City	\$\$\$\$	Review Baymont Inn lease and complete due diligence Complete more detailed site program and proforma for site Prepare RFP for site Select site development partner Provide gap financing Begin construction and promote success
City	\$\$\$\$	Complete due diligence Complete more detailed site program and proforma for site Prepare RFP for site Select site development partner Provide gap financing Begin construction and promote success
City	\$\$\$\$	Purchase property if appropriate agreement can be reached Complete due diligence Complete more detailed site program and proforma for site Prepare RFP for site Select site development partner Provide gap financing Begin construction and promote success
City	\$	Continue communication with owners Share vision for site from Master Plan with owners

## IMPLEMENTATION TIMELINE

DESCRIPTION	PRIORITY
<b>CATEGORY 1: Improve Operational &amp; Organizational Strength</b>	
Build Capacity of Downtown Management Entity	High
Build Local Entrepreneur Resources	High
Expand Downtown Young Professionals Programs	Medium
Build Local Mentorship Resources	Low
Explore Financial Incentives to Attract Young Professionals	Low
<b>CATEGORY 2: Improve Land &amp; Building Uses</b>	
Encourage a Wider Variety of Food & Drink Based Business	High
Modify Zoning in the Downtown	Medium
Expand Small-Scale Developer Training	Medium
Encourage a Local Development Cooperative	Medium
Support Maker-spaces & Micro-manufacturing	Medium
<b>CATEGORY 3: Improve to Mobility</b>	
Enhance Pedestrian Crossings	High
Create Development Requirements for Pedestrian/Bike Enhancements	Medium
Pursue 9th Street Bike Boulevard	Medium
Improve Maritime Drive/5th Street Intersection	Medium
Improve Maritime Drive/10th Street Intersection	Medium
Conduct Accessibility Study	Medium
Develop Bike Parking Program	Medium
Coordinate with MMT to Improve Bus System in Downtown	Medium
Develop Policies & Procedures Manual for Multi-modal Transportation	Low
<b>CATEGORY 4: Improve Visual Character</b>	
Build Façade Improvement Program	High
Enhance Quay Street Approach	High
Develop Plan for Downtown Gathering Space	High
Develop Downtown Brand	High
Prepare & Implement Wayfinding Master Plan	Medium
Prepare Downtown Streetscape Master Plan	Medium
<b>CATALYST SITES</b>	
Baymont Inn	High
Burger Boat /Farmer's Market Site	Medium
CN Property	Medium
McMullen & Pitz	Low



## 10-YEAR ACTION PLAN

### Year One

- Define the appropriate structure of the downtown management entity
- Investigate student load reimbursement or forgivable loan programs for young professionals
- Establish dedicated funding for facade improvement program
- Review Baymont Inn lease and complete due diligence
- Purchase CN property if appropriate agreement can be reached
- Share vision for McMullen & Pitz site from Master Plan with owners
- Identify priority intersections for phased implementation of pedestrian crossing improvements
- Create the design standards/guidelines for building facade program
- Advertise program and select initial grant recipients for facade program
- Design Quay Street enhancements
- Establish steering committee for downtown gathering space
- Issue RFP for both branding and wayfinding and select consultant
- Complete more detailed site program and proforma for Baymont Inn site

### Year Two

- Define funding source for downtown management
- Identify local entrepreneur resources
- Identify potential funding for financial incentives for attracting young professionals
- Increase awareness of relaxed zoning code regulations for micro-breweries and encourage new businesses
- Outline proposed zoning changes for the Downtown
- Conduct event to identify interest in small-scale development
- Conduct discussions with local banks to identify support for small-scale development
- Develop design standards for pedestrian crossing improvements

### Year Three

- Implement the process to formally create the new downtown management entity
- Staff and launch the new downtown management entity
- Identify potential partnerships and local/regional resources for entrepreneurs
- Set parameters of program, advertise, accept applications, select and launch pilot group for financial incentives for attracting young professionals
- Investigate opportunities with providing financial assistance to new businesses
- Draft new zoning language
- Identify potential small-scale development sites
- Fund and install pedestrian crossing improvements



- Develop design standards for pedestrian and bike enhancements within private developments
- Assess alternate design solutions and select preferred for 9th Street bike boulevard
- Fund and implement enhancements to Quay Street
- Conduct site selection process for downtown gathering space
- Conduct community values and identity survey and complete branding study
- Develop new brand
- Conduct wayfinding analysis
- Develop wayfinding master plan
- Select site development partner for Baymont Inn site
- Complete more detailed site program and proforma for CN site

### Year Four

- Fine-tune and highlight local entrepreneur resources most appropriate to Downtown Manitowoc
- Establish where local entrepreneur resources are available and spread the word
- Downtown Entity to Partner with Chamber to assist and collaborate
- Conduct formal approval of revised zoning
- Conduct small-scale developer training
- Fund and implement improvements to 9th Street bike boulevard
- Further develop design and prepare construction documents for Maritime and

10th, and Maritime and 5th intersection improvements

- Evaluate pavement widths, conditions, and slopes of downtown sidewalks
- Identify any barriers, signal issues, or challenging road crossings for downtown sidewalks
- Develop criteria for bicycle rack locations and rank locations
- Hire consultant for downtown gather space and design enhancements
- Launch and apply new brand
- Implement Phase 1 of wayfinding master plan
- Issue RFP and select consultant for downtown streetscape master plan
- Provide gap financing for Baymont Inn site
- Prepare RFP for CN site

### Year Five

- Create Young Professionals Committee
- Conduct developer co-op event to identify interest
- Conduct discussions with local banks to identify potential support for a developer co-op
- Fund and implement improvements to Maritime and 10th, and Maritime and 5th intersection improvements
- Develop a plan and prioritize activities for improving accessibility Downtown
- Install bike racks based on prioritization
- Collect boarding and alighting data on existing transit routes

- Establish funding campaign for Downtown gathering space
- Complete streetscape analysis
- Select materials palette and develop streetscape master plan
- Begin construction of Baymont Inn site and promote success
- Select site development partner for CN site
- Provide gap financing for CN site

### Year Six

- Identify and grow young professionals network
- Develop new Downtown-centric events and training for young professionals
- Downtown Entity to partner with Progress Lakeshore to assist and collaborate on mentorship resources
- Identify potential partnerships and establish relationships with private business leaders for mentorship
- Identify potential sites for a local development cooperative project
- Identify potential spaces for micro-manufacturing or maker-spaces
- Fund and implement accessibility improvements in the Downtown
- Implement Phase 2 of wayfinding master plan
- Review data and identify opportunities for modifications to service or new service for transit
- Identify key issues, establish goals, and outline multi-modal transportation policies & procedures manual
- Fund and implement Downtown gathering space project

- Implement Phase 1 of streetscape master plan
- Complete due diligence on the Burger Boat/Farmer's Market site and complete more detailed site program and proforma for site
- Begin construction on CN site and promote success

### Year Seven

- Develop structure of mentorship program; including succession and business planning and identify funding if necessary (i.e., private venture capital is needed)
- Partner with Progress Lakeshore, local banks, and other entities to establish micro-manufacturing or maker-space programs
- Implement changes to transit service if appropriate
- Implement Phase 1 of streetscape master plan
- Conduct formal approval process of multi-modal transportation policies & procedures manual
- Prepare RFP for Burger Boat/Farmer's Market site

### Year Eight

- Advertise, accept applications, select and launch pilot group for mentorship program
- Track results and adjust mentorship program based on performance
- Conduct a targeted transit marketing campaign
- Select site development partner for the Burger Boat/Farmer's Market site and provide gap financing

### **Year Nine**

- Begin construction on Burger Boat Park site and promote success

### **Year Ten**

- Prepare Downtown Master Plan update