



**CITY OF MANITOWOC
COMPREHENSIVE PLAN
UPDATE 2043**

DRAFT: FEBRUARY 2023



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EXECUTIVE SUMMARY

This City of Manitowoc Comprehensive Plan is the vision for the City and its residents. It serves as a guiding document to shape Manitowoc into the community it hopes to be in the next 20 years and beyond. The following executive summary provides the Plan's key recommendations. Each recommendation is described in greater detail within each chapter and directly aligns with the action items listed in Chapter Ten. Chapter One outlines the City's vision and key issues and opportunities, which provide the framework for the strategies listed below. Appendix A and Appendix B detail existing conditions, data analysis, and public input received throughout the planning process. The following is a brief summary of the key strategies in the Plan, organized by chapter. The City invites you to review the full City of Manitowoc Comprehensive Plan to explore each in greater detail.

CITY OF MANITOWOC VISION STATEMENT

The City of Manitowoc will support, encourage, and integrate residential, manufacturing, commercial, cultural, and recreational communities for our citizens and visitors, with a special emphasis on our lakefront, river corridor, and downtown.

Manitowoc strives to be a welcoming, well-connected, culturally diverse, and economically vibrant lakefront community that values its irreplaceable natural resources; prioritizes high quality and equity in its life, work, and economic opportunities; builds on its solid foundation of legacy corporations and innovative green businesses; embraces our arts, culture, waterfronts, recreation, and maritime history to enhance living and tourism; and emphasizes the health, wellness, and safety of all who live and visit here.

KEY STRATEGIES OF THE COMPREHENSIVE PLAN

- Promote high quality of life to attract and retain new population, including young families and residents of all types.
- Support local employers and economic growth that benefits residents, employers, and the environment.
- Work with partners across sectors to develop new housing in various formats to meet the City's urgent housing needs.
- Protect the lake, river, and natural resources and lead the region in sustainability.
- Promote compatible infill and redevelopment of brownfields and aging commercial and industrial areas to improve quality of life and grow economic base.
- Recognizing its vital role in the economic future of the city and the region, reserve the Waldo Boulevard and I-43 interchange for high quality, the highest and best use that grows the regional economy.
- Enhance lakefront access, businesses, tourism, and downtown placemaking.

CHAPTER RECOMMENDATIONS

Chapter Two: Livability, Sustainability, and Health

- Advance the City’s Role in Sustainability and Climate Resiliency and explore preparation of a Climate Action Plan.
- Incorporate climate resilience and adaptation into transportation infrastructure planning.
- Increase public health awareness and collaboration.
- Encourage the use of local and healthy foods, including farmers markets, community-supported agriculture programs, restaurants and food stores, and community gardens.
- Encourage the construction of green buildings and promote energy efficiency.
- Expand community engagement opportunities.

Chapter Three: Land Use

- Follow the future land use recommendations on the Future Land Use Map (Map 3) and described in Chapter Three when reviewing new rezoning requests and making land use decisions.
- Promote infill development and the redevelopment of key sites and along key corridors. Key reuse, infill, and redevelopment opportunities include the Calumet Avenue corridor, Downtown, the Memorial Drive corridor, and the former Silver Lake College. Encourage mixed use development in these locations.
- Reserve land for future business park development on the west side of the City. Reserve the Waldo Boulevard interchange for high quality, city development that grows the regional economy.
- Require detailed development plans, neighborhood plans, or corridor plans prior to the platting and development of land.
- Within new neighborhoods, accommodate a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the City overall. Within each area designated as a “Planned Neighborhood” on Map 3: Future Land Use, seek a housing mix where not less than 65% of all housing units are in single-family detached residences, with up to 15% two-family dwellings, and up to 20% multi-family dwelling units.
- Integrate Traditional Neighborhood Design into new neighborhoods.
- Ensure new development is of high quality and is consistent with the City’s community character objectives.
- Review and update the City’s Zoning Ordinance to ensure predictable and high-quality neighborhood and site design, improve mobility options, enhance landscaping requirements, and provide increased opportunities for housing formats, compact development, and mixing of land uses.

Chapter Four: Transportation

- Improve multi-modal transportation accessibility, safety, and connectivity.
- Make intersection improvements with upgraded traffic controls.
- Given the prominence of the Calumet Avenue corridor within the City, play an active role in the upcoming reconstruction design process, using the Calumet Avenue Conceptual Planning Framework in Chapter Three as a guide.
- Prepare for transportation technology changes through adapting policies, information sharing, and updating infrastructure.
- Implement the recommendations of the 2021 Manitowoc Bicycle and Pedestrian Plan.
- Utilize tactical urbanism to test infrastructure enhancements, road diets and reconfigurations, and investment opportunities.

Chapter Five: Utilities and Community Facilities

- Continue to Promote Stormwater Best Management Practices.
- Enhance coordination with Manitowoc Public School District and other educational institutions.
- Upgrade and expand utility infrastructure as needed.
- Influence the design and location of the future Confined Disposal Facility.
- Upgrade and expand utility infrastructure as needed.
- Support quality, affordable childcare facilities.

Chapter Six: Housing and Neighborhood Development

- Provide a wider mix of housing types, sizes, and costs throughout the city – including single family, duplexes, townhomes, apartments, condos, and more.
- Implement the recommendations of the 2021 Manitowoc Housing Study & Needs Assessment.
- Promote compact growth and Traditional Neighborhood Design principles to add new housing in a fiscally sustainable manner
- Revitalize Manitowoc’s urban neighborhoods by directing services and resources to priority areas.
- Require neighborhood development plans in advance of development to identify and coordinate with needed upgrades to transportation infrastructure, utilities, and other community facilities.

Chapter Seven: Economic Development

- Acquire and develop land suitable for a new industrial park.
- Implement the Manitowoc Downtown Master Plan and pursue the redevelopment of underutilized properties along key community corridors.
- Capitalize on Manitowoc’s recent Wisconsin Shipwreck Coast National Marine Sanctuary designation as a powerful tourism attraction that enhances the community’s maritime identity and history through arts, cultural, recreational, and community events, programming, and opportunities in partnership with key stakeholder groups. Prominent partners include Manitowoc’s Tourism Department, the Rahr West Art Museum, Wisconsin Maritime Museum, Manitowoc Marina, various downtown businesses and interest groups, and private sector companies with histories, products, and services related to water use and the community’s maritime history.
- Build on Manitowoc’s arts and culture in partnership with the Rahr West Art Museum and Wisconsin Maritime Museum to grow the creative economy and spark new economic development.
- Assist in preparing the local workforce to be prepared for and adapt to economic changes.
- Utilize TIF and grants to foster the implementation of this Plan and drive future redevelopment, new development, and reinvestment throughout the community.
- Focus on economic opportunities that are aligned with the community’s environmental stewardship values. Pursue opportunities to facilitate new business investment in sustainable/green technologies and services, as well as opportunities for existing businesses to integrate environmentally and socially preferable practices, such as renewable energy, efficiency, high-performance construction, and mobility choices.

Chapter Eight: Agricultural, Natural, and Cultural Resources

- Advance the City’s role in climate resilience and sustainability through the implementation of stormwater best management practices and the preservation of natural and agricultural resources.
- Improve and preserve urban biodiversity through well-integrated and connected greenways, forests, vegetation, native plantings, and gardens.
- Connect natural resources with recreational opportunities and tourism.
- Support long-term farmland preservation efforts outside of the City’s future growth areas.
- Use the City’s subdivision approval powers to limit development within the City’s extraterritorial jurisdiction and foster a compact development pattern within the City’s growth area.



Chapter Nine: Intergovernmental Cooperation

- Collaborate on regional initiatives to encourage economic coordination and cooperation.
- Engage in proactive and regular coordination with adjacent and overlapping governments and entities.
- Develop, implement, and enforce long-term intergovernmental agreements with neighboring municipalities.
- Participate in state-wide groups on topic-specific initiatives and in general government coordination and effectiveness.



INTRODUCTION



INTRODUCTION

The City of Manitowoc (the “City”) is a vibrant historic community located where the Manitowoc River meets Lake Michigan on Wisconsin’s eastern shore. In the past, the City’s strategic location led to the creation of a thriving port in which shipbuilding and manufacturing flourished. The region’s rich land and water-based natural resources complimented these industries, growing the City’s population and economy.

While the nature of industry and trade has changed since the City’s founding in 1836, the City’s strong manufacturing base and inherent natural resources, combined with its hardworking residents and innovative businesses, have enabled it to maintain a high quality of life. The City has benefited from its picturesque shoreline, quality schools and safe neighborhoods, as well as strong regional connections. The City is located along major ground and water transportation corridors connecting it to regional markets, population, and economic cores of the Midwest and beyond.

Today, the City continues to support and encourage its industrial heritage, along with being a friendly, culturally diverse, and economically vibrant community that embraces the arts and humanities, and preserves the best characteristics of life on the lakeshore including access to natural resources, health, comfort, and safety for all residents.

The City has established a mission by which it will effectively manage public resources to enhance the quality of life for the benefit of the entire community. The City will achieve this mission through innovative and dynamic leadership by:

- Fostering opportunities for economic growth.
- Protecting the safety and well-being of the community.
- Serving the needs of the community with respect and dedication.
- Embracing the arts, humanities, and cultural diversity.
- Providing a welcome atmosphere for our citizens and visitors.

In 2022, the City began the effort to prepare this Comprehensive Plan. This Plan will provide consistent direction for the City as it addresses growth and change, preservation, and redevelopment through 2042. This Plan will enable the City to maintain and guide its vision into the future.

PLAN PURPOSE

This Plan is intended to help the City guide short-range and long-range growth and development in order to help the community adapt to the challenges and opportunities of the 21st Century. The City of Manitowoc’s Comprehensive Plan will help the community’s decisionmakers guide, promote, and foster public health, safety, and welfare, with particular attention to equity, inclusion, ecological sustainability, and fiscal responsibility. The goals, objectives, and recommendations laid out in this plan will guide community change, growth, and development to ensure continued and enhanced community prosperity in the future.



Lake Michigan shoreline

The Comprehensive Plan is distinct in that it confronts the City’s important issues in a high-level, big-picture way. While other adopted plans deal with specialized topics such as parks, transportation, natural resources, or specific neighborhoods or areas, only the Comprehensive Plan lays out a 20-year vision for the community as a whole and truly acknowledges how Manitowoc’s people, places, values, and aspirations are interconnected and interdependent. The Comprehensive Plan steps away from fine-grained details and overly specific issues and serves as a guiding document for City leaders and residents.

In developing this plan, the City has identified the core issues that will be central to Manitowoc’s future success. As a community known for its historic industry and high quality of life balanced with small-town familiarity, Manitowoc has begun to adapt to the changes associated with the economy of the 21st Century. Efforts over the last decade to revitalize the City’s downtown, solidify a diverse employment base, and address the community’s lack of new housing have increased growth pressures and accelerated the potential for change within the community – both positively and negatively. This raises important questions: As the City grows and evolves, how can it amplify or create the qualities that residents value? How can the City face the most difficult issues, improve quality of life for all residents, and proactively face the challenges that lie ahead? This Comprehensive Plan attempts to answer these questions and more.

Additionally, it should be recognized that the City is not the only agent influencing change within the community and region; its efforts and powers alone are not sufficient to achieve this Plan’s vision. A collaborative effort will be required between the City, its neighboring and overlapping jurisdictions, community partners, and its residents to advance the Plan’s goals and recommendations.

Specifically, this Plan will:

- Provide a vision for future growth and development in and around the City.
- Identify areas recommended for development and historic or environmental preservation over the next 20 years.
- Recommend appropriate types of land use for specific areas in and around the City.
- Advise the “character” of development (i.e. aesthetic components of development that are not related to the location or use of development such as architecture, building scale, urban form, and landscaping).
- Preserve and enhance natural and agricultural resources in and around the City.
- Foster economic development based on the City’s unique opportunities and assets.
- Identify and prioritize needed transportation, community facilities, and other infrastructure to serve future land uses.
- Present forward-thinking and adaptable housing and economic strategies.
- Directly connect city policies and development choices to social equity, ecological sustainability, and related goals and values.
- Provide a framework for intergovernmental cooperation to achieve Plan directives.
- Supply detailed strategies to implement plan recommendations.

Additional purposes of the Plan may be identified as the City goes through the planning process.

PLAN ORGANIZATION

This Plan contains ten chapters. Each chapter contains general goals, objectives, policies, and programs that address each of the nine elements required by the Comprehensive Planning legislation §66.1001 Wis. Stats. Chapter Ten: Implementation summarizes the proposed strategies, projects, and timelines needed to help make this Plan become a reality. The recommendations of this Plan are supported by current data and background information, which are organized by chapter and are found in Appendix A. Public input collected during the planning process is found in Appendix B.

PLANNING PROCESS

This Comprehensive Plan was prepared in accordance with the State of Wisconsin's comprehensive planning legislation contained in §66.1001, Wisconsin Statutes. This legislation describes how a comprehensive plan must be developed and adopted. Additionally, it mandates that only comprehensive plans that contain the nine required elements described in §66.1001, Wis. Stats., and were adopted under the prescribed procedures, will have legal standing. Further, any program or action of a local governmental unit that affects land use must be consistent with that local governmental unit's comprehensive plan. **This means that any annexation, zoning, land division, boundary agreements, official mapping decisions, or actions undertaken by the City after the adoption of this Plan must be *consistent* with this Plan.**

In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that recommendations reflect a broadly supported vision for the community. At the outset of this planning process, the Manitowoc Common Council adopted the City's public participation plan by resolution. Due to this thorough public participation process outlined by the City, the recommendations in this *Plan* are generally consistent with other adopted local and regional plans, long-standing State and regional policies, and sound planning practices.

This *Plan* was prepared concurrently with an update of the City's Comprehensive Park and Open Space Plan.

GENERAL REGIONAL CONTEXT

Map 1 shows the relationship of the City of Manitowoc to neighboring communities in the region. The City is centrally located along the County's eastern border and the Lake Michigan shoreline. The City also serves as the County seat. Located in east-central Wisconsin, Manitowoc is bordered by the Town of Manitowoc Rapids to the west, Lake Michigan to the east, the City of Two Rivers to the northeast, the Town of Manitowoc to the north and south, and by the Town of Newton to the southwest. Manitowoc is located 25 miles north of the City of Sheboygan, 40 miles southeast of the City of Green Bay, and 50 miles south of Door County, Wisconsin. Regionally, the City is located roughly 80 miles north of Milwaukee, 165 miles north of Chicago, and 315 miles southeast of Minneapolis-St. Paul. As of 2020, the City of Manitowoc had 34,626 residents and encompassed approximately 11,841.84 acres or 18.503 square miles of land.

Manitowoc's location near Interstate 43, USH 151, USH 10, and STH 42 provides direct, efficient access between the City and the greater Fox Valley and Milwaukee areas. The City is the location of the western port of the *S.S. Badger* ferry, which provides transportation services across Lake Michigan to Ludington, Michigan, and features one active rail line. Combined, this transportation network provides the City with access to regional employment, shopping, cultural, and entertainment destinations.

The City is also surrounded by natural resources including lakes, rivers, streams, woodlands, wetlands, and some of the most productive agricultural lands in the state. Some of the most notable are Lake Michigan, Silver Lake, Silver Creek, Manitowoc River, and the Little Manitowoc River. The City is located in the prime agricultural areas of the east-central part of the state. Each of these characteristics of the landscape influence the history, culture, economic and recreational opportunities of the region's inhabitants.

PLANNING AREA

The planning area includes the City and its extraterritorial jurisdiction (ETJ), which generally extends 3 miles from the City's municipal boundaries. The planning area is shown on Map 1. The City's ETJ extends less than 1.5 miles where it interacts with the ETJ boundary of the City of Two Rivers. Within the ETJ, state statutes enable the City to plan for those areas that bear relation to the City's development, review and approve or deny land divisions, enact extraterritorial zoning, and establish and implement an Official Map.

Within its ETJ, the City has an interest in identifying areas of possible future growth, areas for preservation, and anticipate areas in which conflicts over land use decisions within and between communities may occur. The City also has an interest in ensuring that the types of development allowed in its ETJ areas prior to annexation are compatible with the City's long-term goals and anticipated pattern of development. The City's ETJ radius automatically expands as the City annexes land, except for the ETJ boundaries that has been fixed by intergovernmental agreements. Therefore, this Plan considers the future of and makes recommendations for the area within and slightly beyond the City's current 1.5-mile ETJ.

The City's 2022 ETJ extends into seven towns—Manitowoc Rapids, Manitowoc, Newton, Liberty, Cato, Kossuth, and Two Rivers. As indicated on Map 1, the ETJ of the Town of Two Rivers and the City overlap. The joint line depicted on Map 1 follows State law concerning division of the ETJ in such situations. The City may consider formally extending all or some of its ETJ powers into these areas – including planning, Official Map, and land division approval.

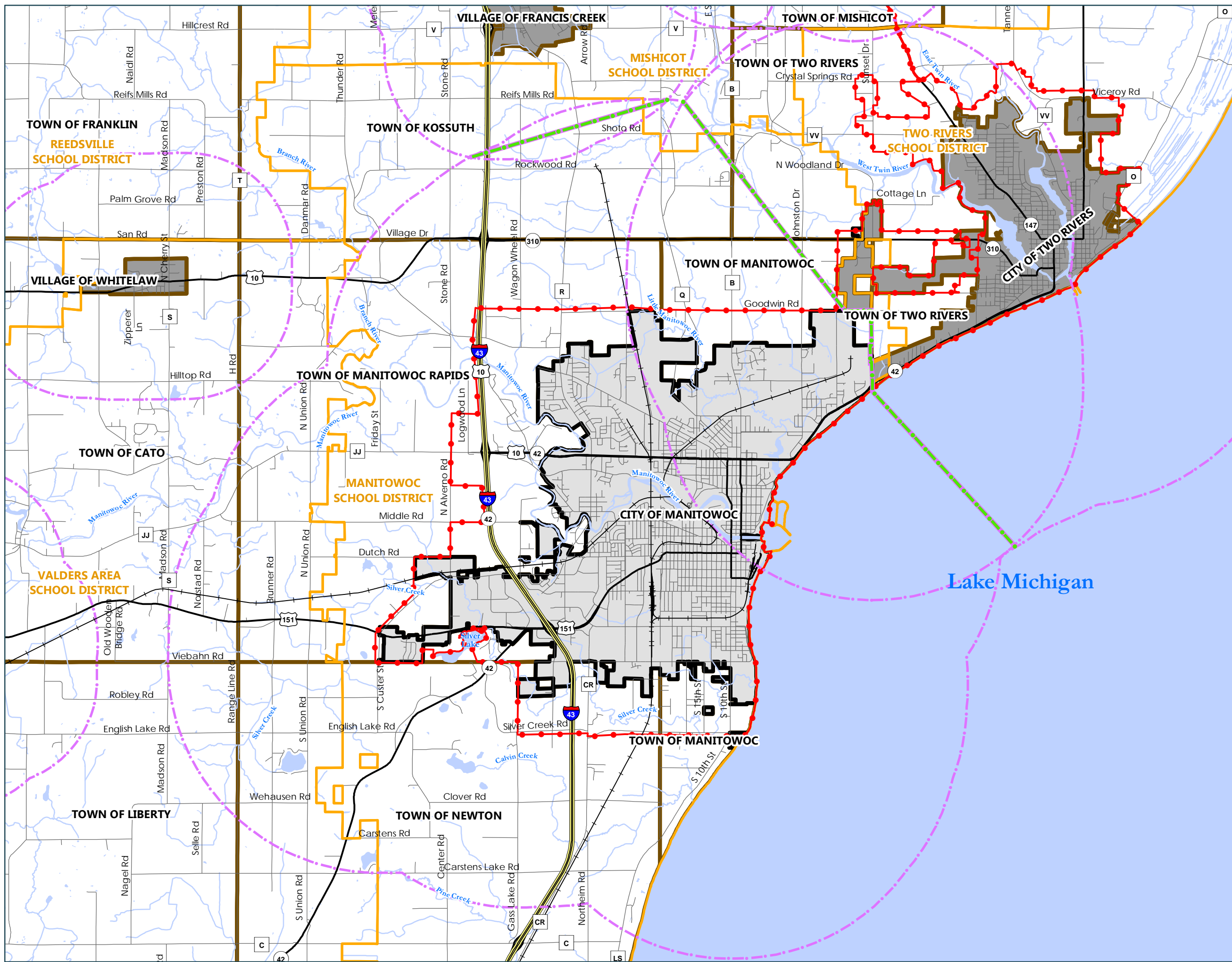
EXISTING CITY PLANS

Over the years, the City has engaged in numerous planning efforts – development plans for the City overall, plans for downtown, as well as special topical plans related to parks, trails, utilities, transportation, and more. The *Plan* cross-references many of these previous plans and documents. The recommendations in this *Plan* bring forth the key directives from previous planning efforts in the City. High level summaries of these plans and their recommendations are found in Appendix A.

Jurisdictional Boundaries

LEGEND

- Active Rail Line
- City of Manitowoc Sewer Service Area
- School Districts
- Interstate
- State or US Highway
- Local Road
- Surface Water
- City of Manitowoc
- Other City or Village
- Town
- Extraterritorial Jurisdiction (ETJ) Boundaries
- Defacto ETJ Boundary between Cities of Manitowoc & Two Rivers & Village of Francis Creek per Wis Stats 66.0105



DRAFT 1 Miles

July 8, 2022



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

1

ISSUES AND OPPORTUNITIES



CHAPTER ONE: ISSUES AND OPPORTUNITIES

The purpose of this chapter is to identify potential issues and opportunities that will affect the future growth and development of the City. This chapter provides an overview of the various factors that initiate change within the City—population trends and forecasts including age and gender distribution, race, and ethnicity; household trends and forecasts; employment trends and forecasts, including income and labor force characteristics; and the population’s educational attainment levels. Finally, the chapter presents the Comprehensive’s Plan Vision and Framework, which serve as a description of the preferred future direction of the City that will guide its future growth and development.

MANITOWOC’S COMMUNITY PROFILE

Examining key demographic, housing, development, and economic indicators provides a baseline understanding of the City’s existing situation and its opportunities for the future. A detailed and complete set of all data for the City of Manitowoc in comparison to neighboring communities, Manitowoc County, and the state, as required by Wis. Stats. §66.1001, is available in Appendix A. The following summary of Appendix A highlights several key trends.

- Between 2010 and 2020, the City has experienced modest growth of 3%, or 890 new residents.
- As of the 2020 Census, the City of Manitowoc’s population was 34,626. Based on compounded growth trends over the past 20 years, this Plan projects the City’s 2045 population to be 35,332.
- Manitowoc’s population is getting older and is notably older than the state average. The City’s median age is 45 and percent of the population over the age of 65 is 22%, while the state median age is 40 and the state percent of the population over the age of 65 is 17%.
- Many communities throughout Wisconsin have steadily experienced a demographic shift over the past 20 years with an increasingly diverse race and ethnicity makeup. While the City is more than 85% white, the Asian, Black, and Hispanic or Latino populations have all increased since 2000.
- The rate of individuals in poverty increased from 9.8% in 2010 to 13.1% in 2020. The COVID-19 pandemic has likely influenced this figure.
- Manitowoc County ranks 53 out of 72 counties in Wisconsin in terms of its Overall Health Outcome Ranking, and ranks lower on this metric than surrounding counties, all of which have better health outcome ranking scores. Manitowoc County is in the process of completing a 2022 Community Health Assessment, which will shed more light on these issues.
- Since 2000, Manitowoc’s average household size has decreased from 2.32 people per household to 2.17. This is similar to state and national trends, where average household sizes have been decreasing in part due to the aging population, people waiting longer to start a family, and generational lifestyle preferences.

KEY ISSUES AND OPPORTUNITIES

Based on public input, and contributions from City staff and officials, the City developed a vision framework that describes the type of community that Manitowoc intends to be in 20 years

ISSUES

- Barriers to housing development resulting in a lack of housing options, including affordable, middle income housing, and high-end housing options
- Lack of space for new business park development for business expansion and further tax base diversification
- Need for more quality/living wage paying jobs
- Aging population and need to attract new young professionals and families
- Need for more diverse dining, entertainment options and venues, and local retail options
- Need for compelling lodging accommodations for visitors and tourists
- Need Hmong residents represented in City government including employees, boards, and committees.
- Contamination of natural resources
- Widening political and social divide; need for civic curiosity and engagement
- Blighted commercial and residential properties
- Increase in drug-related problems and crime
- Rising costs of infrastructure maintenance

ASSETS

Manitowoc has a long history as an important port on the western shores of Lake Michigan. It has played a major role in state-to-state and international commerce activities in the Great Lakes. In recent decades, aspects of this role as a Great Lakes port have diminished with the changing regional economy; yet Manitowoc still boasts an active harbor, a land to water transloading opportunity, vestiges of its shipping past, an auspicious location, and other physical and cultural assets that can be the basis of a new economic vision for the City and region. An assessment of Manitowoc's current assets, viewed through the lens of Wisconsin initiatives and larger regional directions, gives us a snapshot of the City's economic opportunities, and a glimpse into the role this Great Lakes community could play in the future. These assets include:

- Lake Michigan, working harbor, south-facing underdeveloped coast, deep water port
- Shoreline highway
- Fresh water supply
- River/watershed
- Midpoint between Chicago & Door County
- I-43, 42, 10, 151, Marine Highway M-90
- Business class airport
- Historic downtown
- Maritime history and National Marine Sanctuary designation
- Food processing expertise
- Globally recognized corporations
- Green tech talent cluster
- Manitowoc Public Utilities (MPU)
- Well-trained workforce
- Wind

OPPORTUNITIES

Manitowoc’s current assets give us a snapshot of Manitowoc’s most exciting economic opportunities in the new economy, and a glimpse into the role Manitowoc could play in the local and greater region’s economic futures.

- Capitalize on prime redevelopment sites that have a catalytic effect on the City.
- Land available along the I-43 corridor and interchanges for highest and best development.
- Embrace the “Coastal Cities Initiative” and develop a regional thinking mindset towards identifying opportunities and partnerships beyond the City’s borders.
- Expand maritime tourism, recreation, and transportation opportunities, especially the recent creation of the Wisconsin Shipwreck Coast National Maritime Sanctuary.
- Enhance the City’s image as a lively lakefront community with rich history and distinctive maritime character, with a focus on waterfront and downtown attractions.
- Leverage clean water technology.
- Lead on sustainability and climate change resilience.
- Be proactive in driving new housing development.
- Meet the needs of the younger population and young families and seniors, particularly as it relates to housing, safe transportation, recreational options, and city services.
- Foster sustainable community and clean business growth.
- Grow value-added food processing cluster.
- Engage boomers and older generations.
- Leverage education connection and grow new economy businesses.
- Create momentum for downtown.
- Reorient the community to the waterfront.

These opportunities are explored further throughout this Plan.

DEFINITIONS OF GOALS, OBJECTIVES, AND POLICIES

The issues and opportunities described above are reflected in the goals, objectives, policies, and strategies found in subsequent chapters of this Plan. These terms are defined below:

- **Goals** are broad, advisory statements that express general public priorities about how the City should approach development issues. Goals are based on key issues and opportunities that are affecting the City.
- **Objectives** more specifically identify future direction. By accomplishing an objective, the City moves closer to achieving its goals.
- **Policies** are rules or courses of action implemented to achieve specific objectives. City staff and officials should use policies on a day-to-day basis when making decisions.
- **Recommendations** provide detailed information regarding how to implement objectives, policies, and programs.

SUMMARY OF PUBLIC PARTICIPATION

The City’s planning process was guided by several in-person public participation events and online tools, in addition to regular meetings of the Plan Commission. The following is a summary of those activities conducted during the early information gathering, issues identification, and priority identification components of this planning process. The following public involvement opportunities were conducted as part of this planning process. High level summaries of the public input gathered are found in Appendix B.

Figure 1.1. Summary of Public Input Opportunities

Event	Date	Summary
Plan Commission Kickoff Meeting	May 25, 2022	To kick off the planning process, staff and consultants provided an overview of the planning process to the Plan Commission and gathered input on key issues and opportunities facing the City.
Community Visioning Workshop (In-Person Event)	June 28, 2022	This interactive meeting allowed participants to identify key values and opportunities, spotlight areas of interest and concern, and evaluate sustainability strategies for the City. Participants utilized this workshop to express their concerns and ideas for the future of the community and assist in the Comprehensive Plan process. Approximately 30 people participated in the live event.
Community Visioning Survey (Online Option)	July 16-August 8, 2022	A follow-up Community Visioning Survey was provided online, which included the same questions posed during the live workshop. Just over 120 total people responded to the survey.
Community Mapping Exercise (Online)	July 16-August 8, 2022	The City hosted an online map-based survey to gather input from residents on existing and future assets, growth areas, preservation areas, and transportation issues. The survey closed with 78 unique features added to the map.
Focus Group Meetings (Virtual Meetings)	July 12-13, 2022	Five focus group meetings with over 45 local stakeholders were held, centered around key topic areas that included: Business & Economic Development; Quality of Life & Placemaking; Youth & Young Professionals; Environment & Sustainability; and Housing & Neighborhoods
Hmong Resident Focus Group Meeting (In-Person Meeting)	August 25, 2022	An in-person meeting with Hmong residents was held, centered on topics of importance to the Hmong community and quality of life issues. 17 residents were in attendance.
Plan Commission Draft Review Meetings	December 21, 2022, and February 22, 2023	Two different Plan Commission meetings were held to review the draft plan, discuss key components and recommendations, and gather feedback from commission members on policy decisions. Both meetings were interactive, featuring opportunities for discussion and questions throughout. The guidance provided by the Plan Commission was incorporated into the subsequent draft that was reviewed at the Public Open House and Joint Plan Commission and City Council review meeting.
Public Open House	January 18, 2023	This interactive meeting featured the opportunity for the public to review Draft Plan materials, learn about the planning process, and provide comments. The meeting consisted of a presentation and open review and discussion of both this plan and the City's Comprehensive Outdoor Recreation Plan update. Approximately 25 people attended the in-person event.
Joint Public Hearing and Adoption Meeting	date	To be completed in later drafts – with CORP

VISION FRAMEWORK

Based on the upfront public input and contributions from City staff and officials, the City developed an updated vision statement for the Comprehensive Plan that describes the type of community that Manitowoc intends to be in 20 years. The vision is detailed on the Vision Framework Graphic found on the following page. Achieving this vision will require the City and its residents to evaluate past practices and, in some cases, depart from “the way that things have always been done.”

In general, the many goals, recommendations, objectives, and policies contained in the Comprehensive Plan work toward achieving that vision. However, it will be difficult for the City to advance all of these recommendations simultaneously. For this reason, this Plan identifies key strategies that are essential priorities for the City to focus on in the next five years and beyond. If pursued diligently, these strategies will ensure that the City moves the needle on achieving its vision, addressing top issues, and seizing opportunities. These key strategies are listed on the Vision Framework Graphic. More detail on each strategy is explored further within this Comprehensive Plan.



VISION

THE CITY OF MANITOWOC

will support, encourage, and integrate residential, manufacturing, commercial, cultural, and recreational communities for our citizens and visitors, with a special emphasis on our lakefront, river corridor and downtown.

Manitowoc strives to be a welcoming, well-connected, culturally diverse, and economically vibrant lakefront community that values its irreplaceable natural resources; prioritizes high quality and equity in its life, work, and economic opportunities; builds on its solid foundation of diverse and innovative businesses; embraces our arts, culture, waterfronts, recreation, and maritime history to enhance living and tourism; and emphasizes the health, wellness, and safety of all who live and visit here.



KEY STRATEGIES OF THE COMPREHENSIVE PLAN

- Promote high quality of life to attract and retain new population, including young families and residents of all types
- Support local employers and economic growth that benefits residents, employers, and the environment
- Work with partners across sectors to develop new housing in various formats to meet the City's urgent housing needs
- Protect the lake, river, and natural resources and lead the region in sustainability
- Promote compatible infill and redevelopment of brownfields and aging commercial and industrial areas to improve quality of life and grow economic base
 - Recognizing its vital role in the economic future of the city and the region, reserve the Waldo Boulevard and I-43 interchange for high quality, city development that grows the regional economy
 - Enhance lakefront tourism and downtown placemaking

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**LIVABILITY,
SUSTAINABILITY,
AND HEALTH**



CHAPTER TWO: LIVABILITY, SUSTAINABILITY, AND HEALTH

INTRODUCTION

This chapter discusses several broad and interrelated elements that are critical to the long-term viability, health, and success of the City of Manitowoc: livability, sustainability, and health. Many Manitowoc residents enjoy a high quality of life thanks to the lakefront and other natural resources, strong civic organizations and institutions, and a shared sense of community. Additionally, the City and its partners have begun to play a greater role in promoting environmental sustainability best practices, social equity goals, and advancing public health initiatives at the local and regional levels. This chapter is intended to build on this foundation and advance current and new initiatives through setting goals, objectives, and policies related to livability, sustainability, and health. It also details a set of key recommendations aimed at achieving those goals.

The City recognizes the co-dependency of characteristics of the built environment with its goals related to environmental sustainability, public health, social equity, and resilience. In order to achieve this Plan's vision and goals, it will be essential for the City to lead with best-practice improvements to the built environment. As private and public investments occur, the City must consider how the buildings, streets, neighborhoods, and developments it approves may advance or hinder the City's objectives, particularly as they relate to environmental sustainability, public health, social equity, and resilience.

While this chapter focuses specifically on livability, sustainability, and health, there are references to these concepts found throughout this Plan because these concepts are inseparable from other Comprehensive Plan elements such as land use, natural resources, and transportation. Later in this Chapter, there is a summary of how other recommendations of other chapters relate to or support this Chapter's livability, sustainability, and health objectives.

LIVABILITY

Livability refers to the suitability of a place (town, city, or neighborhood) to support a high quality of life that contributes to holistic health and happiness of its residents. While livability is defined by each individual community, it often encompasses topics such as the built environment, housing options, physical and mental wellbeing, parks and open space, economic vitality, social infrastructure, cultural resources, safe transportation options, and more. Many of these are strongly related to concepts of sustainability, although livability tends to focus on the present, while sustainability also looks to the future.

SUSTAINABILITY

A community can advance sustainability through a variety of strategies such as promoting comprehensive transportation networks and services; ensuring a variety of housing options throughout the community; investing in a strong economy that provides a diversity of local jobs, goods, and services; supporting well-designed development that preserves high-quality farmland and complements the natural environment; seeking out opportunities to reduce non-renewable energy consumption and waste; and generally by developing comprehensive solutions to resolving complex issues.

CLIMATE & RESILIENCY

Manitowoc is not immune to extreme weather events and natural disasters that are intensifying worldwide. According to the Governor's Task Force on Climate Change Report (2020), Wisconsin has warmed 2.1°F and its annual precipitation has increased by 15% (4.5 inches) since the 1950s. In recent years, the state has also experienced an increased frequency of extreme weather events. Changes in both the "baseline" climate as well as increased frequency and

intensity of extreme events cause critical stress on human and natural systems. Because of events like these, it has become a necessity for governments, emergency management operations, and the population at large to proactively prepare for these situations.

Resiliency is a fundamental issue and opportunity that is addressed throughout this Plan. Many components of system resilience are beyond the scope of just the City to correct or solve, however, Manitowoc can advance resilience at the local level, work with stakeholders at the regional level, and strive to create models that can be replicated at the state level and beyond. The Manitowoc City Council should establish “climate action” as one of the main planning mechanisms that the City uses to improve the community’s resiliency as it pursues future growth and development.

PUBLIC HEALTH

Like livability and sustainability, public health is a function of many interrelated topics. It is comprised of a large and complex network of social and physical influences such as land use, the environment, social norms, education, transportation, and health care. Collectively, the physical environment, built environment, and social construct of the community contribute to the overall public health of residents.

Another component that must be considered in the evaluation of a community’s public health is access to distribution of services. Health services can be cost prohibitive, inaccessible, and often not widely known by the people who may need them the most. Taking into consideration all of the factors listed above will provide the community with an ability to gain a full understanding of the existing public health situation. Nearly every component of this Plan either directly or indirectly affects public health. Assessing and addressing existing conditions, needs, and evolving trends of the community public health are vital components to planning for the future of Manitowoc.

Figure 2.1. Environmental and Social Determinants of Health



Source: Healthy People 2030, U.S. Department of Health and Human Services, Office of Disease Prevention and Health Promotion. Retrieved September 22, 2022

GOALS, OBJECTIVES, AND POLICIES

GOALS

- a. Continue to build on and improve the quality of life in Manitowoc.
- b. Proactively advance sustainability and expand climate resiliency through immediate action, planning, regional collaboration, targeted policies, and initiatives.
- c. Proactively advance public health through immediate action, planning, regional collaboration, targeted policies, and initiatives.

OBJECTIVES

- a. Recognize the co-dependency of environmental sustainability, the built environment, social equity, community resiliency, and public health outcomes. See Figure 2.3.
- b. Continue to work with public health and other organizations to improve housing, education, food access, clean air, literacy, and other social determinants of health throughout the community.
- c. Develop and implement sustainable best practices and strategies that promote community health and sustainability in all future policies and public investments.
- d. Strive for increased civic engagement, community events, and provision of services. Increase proactive outreach to unrepresented communities and include translation services whenever feasible.

POLICIES

- a. Enable Manitowoc residents to have healthy and active lifestyles providing a compact development pattern, proximity to amenities and services, robust parks, recreation, and recreational trails, and by continuing to improve walkability and bikeability throughout Manitowoc, as recommended by the Manitowoc Bicycle and Pedestrian Plan.
- b. Investigate municipal and City-wide climate emissions and renewable energy goals as part of a Climate Action Plan that establishes local climate adaptation, resiliency, and mitigation strategies.
- c. Investigate local climate adaptation and resiliency mitigation strategies, and actively contribute to establishing and implementing regional sustainability plans.
- d. Improve public access to natural resources such as the Manitowoc River and Lake Michigan.
- e. Upgrade the City's landscaping requirements in the zoning ordinance to require a higher degree of landscaping on developed sites and encourage or require native species that will thrive in this climate.
- f. Promote the stewardship and ecological health of the Great Lakes and the Manitowoc River through partnerships with local interest groups, WisDNR, and the attraction of businesses advancing clean water technology.
- g. Require the cleanup of brownfields, contaminated sites that threaten the public health, safety, and welfare.
- h. Pursue becoming a designated Wisconsin Healthy Community through encouraging local efforts to improve community health and well-being in a cooperative, multi-sector approach.
- i. Consider developing a "Health in All Policies" approach that aims to integrate public health in all decision-making processes.

RECOMMENDATIONS

ADVANCE THE CITY'S ROLE IN SUSTAINABILITY AND CLIMATE RESILIENCY AND PREPARE A CLIMATE ACTION PLAN

With data showing that Wisconsin will become wetter and hotter over the next 30 years, it is recommended that the City take ambitious steps to do its part to counteract climate change and respond to a changing climate in the short term and over the next decade and beyond.

The City acknowledges the importance and interconnectedness of the economic, social, and environmental health of the community. To support and strengthen the City's current sustainability initiatives, Manitowoc intends to explore the development of a Climate Action Plan to set goals for carbon reduction and the use of renewable energy throughout the community. A Climate Action Plan can also develop options for improving energy efficiency and sustainability of municipal operations. Sustainability initiatives should include developing guidelines for designing, siting, building, renovating, and operating more energy efficient buildings, integrating positive environmental considerations (such as energy efficient products and clean power systems), as well as recommendations for sustainable economic and social impacts into the City's development codes. It is important to emphasize that the sustainability plan should be a means, not an end. The plan would be a tool for future action, identifying shared goals, actions, and objectives to be achieved.

CLIMATE ACTION PLAN

The purpose of a Climate Action Plan is to set ambitious carbon reduction and renewable energy goals for the community and develop an action plan for how to accomplish them. This process helps chart a course for how the City, its residents, public sector partners, and the private sector can work together to make these goals a reality. Key components of a Climate Action Plan include:

- Setting carbon reduction and renewable energy goals for the next 10 years.
- Developing strategies on how the community can advance and meet these goals.
- Establish partnerships with overlapping jurisdictions, local businesses and community organizations, utility providers, and others.
- Identifying funding sources for implementation.
- Creating the framework for future programs, policies, and decision making.

Examples of adopted Climate Action Plans include the Dane County Climate Action Plan, Eau Claire Energy Action Plan, and La Crosse Climate Action Plan.

INCREASE PUBLIC HEALTH AWARENESS AND COLLABORATION

The University of Wisconsin Population Health Institute will designate a municipality as a “Wisconsin Healthy Community” to recognize and encourage local efforts that improve the overall community’s health and wellbeing. The designation also aims to promote collaboration centered around health improvement. This Plan recommends that Manitowoc consider pursuing its own Wisconsin Healthy Community designation by highlighting its work and partnerships related to advancing public health in the community. As described earlier in this chapter, the land use pattern, transportation infrastructure, local and regional park and trail system, and community facilities all play a large component in the promotion and sustainability of improving public health. Pursuing this designation can also provide the City with a greater understanding of health outcomes, determinants, and equity within the community. The overarching goals of the Wisconsin Healthy Community Designation program are reflective of the City’s overarching goals in this Plan.

It is recommended that the City work collaboratively with Healthiest Manitowoc County to address and advance public health initiatives in the region. In working with Manitowoc County and other regional stakeholders, the City can directly assist in implementing the many different strategies of the county initiative’s goals through education and programming, data collection and sharing, developing policies, and strengthening partnerships that lead to better health outcomes for residents. This could include fostering youth leadership programs that can assist in leading health initiatives, building awareness of mental health programming, increasing local access to services like mobile clinics or medicine disposal locations, and others. Pursuing these recommendations will allow the community to adopt a “Health in All Policies” approach to decision making that will foster improved and more equitable public health outcomes in the future.

ENCOURAGE THE USE OF LOCAL AND HEALTHY FOODS

The emerging interest in local growth and consumption of food, along with the increased concerns over food quality, the economic recession, and the unsustainability of the food supply chain system has caused renewed interest in home grown fruits and vegetables. Manitowoc is well-positioned to take advantage of the local food movement as an economic, farmland preservation, and community health initiative. The city can partner with local organizations and advocates to establish Community-Supported Agriculture (CSA) programs, which allow farmers to sell shares of their products directly to consumers in advance of the growing season; encourage local restaurants and grocery stores to purchase and sell local and organic foods; and encourage MPSD and private schools to partner with local farms to incorporate fresh, nutritious, local, and sustainably grown food to school lunch menus. The City can lead on promoting local and healthy foods through the following:

Continue to Grow the Farmers Market

Local farmers markets provide a direct means for farmers to sell their products to the consumer, contribute to the local economy, and encourage a sense of community. Manitowoc hosts its own Farmers Market downtown on the corner of South 8th Street and Quay Street each year between May and October. Hosted by Grow-It-Forward, the market continues to operate indoors during the winter months to provide access to healthy, local food year-round. The weekly event is an opportunity to provide local farmers with direct access to customers in the area and attract people to the downtown. The market offers a wide variety of products ranging from fresh fruits and vegetables to flowers and crafts. It is recommended that the City continue to promote and expand its local Farmers Market to continue to connect local food producers with local customers.

Promote and Incorporate Community Gardens

Community gardening and other forms of urban agriculture have been shown to provide a variety of economic, environmental, social, and public health benefits, as well as reductions in crime. Over the past decade, Grow it Forward and the 14th Street Community Garden has established itself within the City of Manitowoc as an excellent example of the capacity for community gardening to create neighborhood connections and provide locally sourced food access. Overall, establishing more of these gardens helps to promote consumption of local foods, which helps increase biodiversity,

protect wildlife habitat, provide more stormwater infiltration, reduce energy consumption from commercial food production, and help foster local sustainability efforts. Community gardens also provide neighborhood gathering places, promote community interaction, enhance health, and promote environmental education. Efforts to support, encourage, and expand community gardens throughout the community are encouraged.

Programs to encourage individual property owners to participate in urban gardening will also increase community access to local foods and support sustainability initiatives. Backyard gardens can be plots around homes or containers and raised beds on balconies, decks, and rooftops. Backyard gardens can supplement diets with seasonal harvests and stretch food budgets. Community gardens provide opportunities for recreation and can improve both the mental and physical health of residents, creating a place for social gatherings.

INCORPORATE CLIMATE RESILIENCE AND ADAPTION INTO TRANSPORTATION AND INFRASTRUCTURE PLANNING

Investments in infrastructure are long term. The City's roads, drinking water, energy, stormwater, and wastewater systems – everything that supports our lives and livelihoods – will be subjected to climate conditions substantially different than those they were designed for, over most of their future service life. In many cases, these future climate conditions could significantly impact infrastructure performance, and may result in service disruptions, failures, and costly retrofits.

Identifying and developing climate change adaptation strategies will improve infrastructure planning, design, management, and operation under these future conditions. Also, the construction and operation of infrastructure have itself a substantial environmental footprint, increasing the greenhouse gas emissions that drive climate change. Climate change mitigation actions can reduce these impacts and provide additional benefits to risk management, water quality, preserve habitat and natural systems, aesthetics, and others. Many of these contributing strategies are incorporated throughout this plan:

- Integrate and increase green infrastructure
- Prioritize non-motorized mobility
- Preserve environmental corridors and steep slopes
- Incorporate future climate projections into utility planning
- Facilitate energy efficiency in buildings and facilities distributed renewable energy systems
- Support weatherization and updates to older homes and structures

Manitowoc will take into consideration the latest climate projections and utilize mitigation, adaptation, and resiliency strategies into all infrastructure activities.

ENCOURAGE THE CONSTRUCTION OF GREEN BUILDINGS AND PROMOTE ENERGY EFFICIENCY

In recent years, cities around the country have begun to encourage more sustainable building practices oriented towards building a green, low carbon economy. Practices include requiring new municipal or municipally funded buildings achieve Leadership in Energy and Environmental Design (LEED) certification, or by providing incentives for private developers who construct LEED-certified buildings. These strategies center on energy conservation and efficiency, and include retrofitting buildings to improve energy efficiency, wind power, solar power, and next generation biofuels, as used to protect human health and the environment. Instead of requiring official LEED certification, some communities have chosen to codify their own sets of green building requirements or standards. The City should explore opportunities to promote and encourage the construction of green buildings through the creation of sustainable building standards or incentives for the incorporation of such elements into building design. The City should continue to audit its existing municipal buildings to identify ways to reduce energy consumption and make building operations more sustainable.

EXPAND COMMUNITY ENGAGEMENT OPPORTUNITIES

While Manitowoc’s population was more than 85% white in 2020, the Asian, Black, and Hispanic or Latinx populations have all increased since 2000, and this trend is likely to continue. The City must continue to recognize potential barriers, increase inclusiveness, and strive to provide services and representation in local government. This diversity presents many opportunities (e.g., new businesses, general cultural diversity, strengthened workforce) and challenges (e.g., language barriers, mixing of new cultures with long-term, Germanic traditionalists). The City should leverage a variety of methods and tools to engage with residents, including in person at events, through social media channels, websites, newspaper articles, flyers, and newsletters to increase proactive outreach to underrepresented communities such as Hmong, Asian, Black, and Latinx communities. Translated materials should be provided wherever feasible.

Through its educational programs, recreational programs, and events, the City should continue to diversify public engagement efforts, especially related to engagement of younger residents (i.e., under 25 years old) and underrepresented populations. This can be done through partnerships with the leaders of local organizations, churches, clubs, the School District, and other groups. Building on successful events such as Hmong Day and inclusive Library programming, City should work with partners to increase diverse community events and celebrations, and establish new educational opportunities related to sustainability, equity, ethnic and racial diversity, and more.

Finally, as the community diversifies, it will become continually important to encourage diverse representation in City staff, in City leadership positions, and on City committees to ensure that the City reflects the needs and desires of the community as a whole.

IMPLEMENT RELATED RECOMMENDATIONS IN OTHER CHAPTERS OF THIS PLAN

Below is a summary of how other recommendations of other chapters relate to or support this Chapter’s livability, sustainability, and health objectives. Figure 2.3 illustrates the interrelationship between the built environment and these goals.

Figure 2.2: Related Recommendations

Chapter	Recommendation
Chapter Three: Land Use	<ul style="list-style-type: none"> • The “Planned Neighborhood” development concept encourages a well-planned arrangement of diverse housing types and open spaces, which protects environmental resources, encourages resident interaction, promotes walkability and active transportation, and reduces reliance on automobiles. • Infill and redevelopment takes advantage of existing utilities and community facilities infrastructure and reduces the need to build on the edges of the City.
Chapter Four: Transportation	<ul style="list-style-type: none"> • Incorporating climate resilience and adaption into multimodal transportation infrastructure planning • Improving multi-modal transportation accessibility • Implement the City of Manitowoc Bicycle and Pedestrian Master Plan • Supporting other transportation options • Integrate Electric Vehicle charging facilities into transportation infrastructure
Chapter Five: Utilities & Community Facilities	<ul style="list-style-type: none"> • Expanding and improving the park and recreation system promotes the mental and physical health of City residents and protects natural resources. • Developing a municipal Sustainability Plan will expand and promote sustainability initiatives within the City. • Upgrading and expanding utility infrastructure as needed promotes the quality and efficiency of service delivery.

Chapter	Recommendation
	<ul style="list-style-type: none"> Water is rapidly becoming a scarce resource in many parts of the U.S. The City's proximity to the Great Lakes is a major resource for the future.
Chapter Six: Housing and Neighborhood Development	<ul style="list-style-type: none"> Improving Manitowoc's urban neighborhoods and encouraging redevelopment of nearby aging strip commercial areas will make use of existing infrastructure and reduce the need to build on the edges of the City. Inclusion of open space, greenspace, and stormwater management within neighborhoods will protect wildlife habitat, improve water quality and connect residents to nature.
Chapter Seven: Economic Development	<ul style="list-style-type: none"> Increasing green business reflects the City's progressive economic development approach, advances environmental goals, and can act as a marketing tool for the City. Retaining and expanding existing businesses stimulates the local economy utilizing existing infrastructure. Strengthening the link between people and jobs strengthens the City's workforce by providing accessible, quality education and training opportunities. Redeveloping and infilling underutilized lands maximizes the value of existing infrastructure, improves community image, and increases tax base and proximity and access to water.
Chapter Eight: Agricultural, Natural, & Cultural Resources	<ul style="list-style-type: none"> Implementing efficient and well-planned City development will preserve farmland, promote efficient extension of municipal utilities and services, and reduce vehicular travel times. Use of local foods promotes community health, supports the local economy, reduces transportation costs, and increases food security. Waste-to-energy opportunities can reduce the City's reliance on fossil fuels. Stormwater best management practices reduce the amount of impervious surface area and improve water quality. Protecting the Manitowoc River corridor and watershed improves groundwater resources, improves wildlife habitat, improves streambank and beach health and aesthetics, and adds to the quality of life in the region. Green buildings and energy efficiency reduces energy costs, promotes a healthier indoor environment and reduces employee sick time, and decreases waste and energy consumption.

Figure 2.3. Characteristics of the Built Environment



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LAND USE



CHAPTER THREE: LAND USE

INTRODUCTION

This chapter is intended to outline the goals, objectives, and policies related to land use in Manitowoc.

Recommendations serve to guide the future preservation and development of public and private lands in and around the City. Background information, data, and existing plans related to land use and community character can be found in Appendix A.

COMPACT GROWTH

This chapter advocates for reserving land for compact City growth, preserving open space, and retaining rural characteristics in the regions outside of the City’s growth area. Pursuing “compact growth” means employing development growth patterns and policies that use land more efficiently and thoughtfully, thus reducing the City’s need to grow outward. Outward growth consumes farmland, open space, and sensitive environmental areas, and compact development patterns can make the most of substantial public investments in water and sewer lines, roads, emergency services, and more. Furthermore, compact growth reinforces many of the City’s other goals. For example, compact growth:

- Supports walkable neighborhoods by placing everyday destinations closer together.
- Preserves open space, farmland, and natural resources by moderating the pace of urban expansion.
- Brings vitality to neighborhoods and districts by enabling mixed use development.
- Supports housing affordability and choice by supporting a wider range of housing formats.
- Makes public transportation and other forms of non-car transportation more viable.
- Reduces the total and per-person costs of infrastructure by providing services in a smaller geographic area.

Directing development to the City is essential for providing an environmentally sustainable development pattern and for preserving open space and agricultural lands. Cities such as Manitowoc are designed to efficiently provide essential public services. Unincorporated areas (i.e., towns), which are typically characterized by large residential lots and unsewered development, cannot provide services as efficiently and consume *significantly more* land and infrastructure as compared to development within the City. Furthermore, town development, when located adjacent to the City, can often create physical barriers to logical City expansion. In order to preserve its urban growth area, this Plan recommends that the City establish a minimum lot size of 35 acres for rural residential development in the City’s extraterritorial jurisdiction. Areas planned for urban growth are depicted on the Future Land Use Map (Map 3).

Facilitating controlled, well-planned, and compact growth is key to improving the health, viability, and sustainability of the future of Manitowoc. Compact growth can be achieved by forwarding a combination of mutually reinforcing policies, including those that encourage development to grow up (rather than out), promote infill and redevelopment within older parts of the City, support increased residential densities, and engage in upfront neighborhood planning. These policies are integrated throughout this chapter and the Comprehensive Plan.

MIXED USE DEVELOPMENT

Additionally, this chapter advocates for mixed use development. Mixing land uses means locating homes, stores, restaurants, offices, schools, parks, and other types of development near one another— within the same building or on the same block. This is in contrast to separating uses, which results in large geographic areas where only one type of use is present. Mixed use neighborhoods support the City’s vision and supporting goals in many ways. Specifically, mixed use neighborhoods:

- Enable residents to live closer to their jobs or shopping or other destinations, meaning they can take other forms of transportation or drive a shorter distance.
- Support economic vitality by supporting strong tax base and higher assessed value per acre, which is important given the finite land area available for development.
- Promote a higher level of activity at more times of day, providing more foot traffic and a stronger customer base for local businesses.

RECOMMENDATIONS SUMMARY

- Promote infill development and the redevelopment of key sites and along key corridors.
- Require detailed development plans, neighborhood plans, or corridor plans prior to the platting and development of land.
- Integrate Traditional Neighborhood Design into new neighborhoods and encourage mixed-use development in infill and redevelopment areas.
- Ensure new development is of high quality and is consistent with the community character objectives described in this Chapter.
- Review and update the City's Zoning Ordinance to ensure predictable and high-quality neighborhood and site design, improve mobility options, and provide increased opportunities for compact development and mixing of land uses.
- Ensure land uses support the community facility, transportation, economic development, and other objectives of this Plan.

GOALS, OBJECTIVES, AND POLICIES

Definitions of goals, objectives, policies, and recommendations are found in the Issues and Opportunities Chapter of this Plan.

GOALS

- Promote a future land use pattern that accommodates a compact mix of uses, densities, land use types, and affordability levels to accommodate the needs of a diverse population and business community
- Preserve and enhance Manitowoc's unique features that contribute to its existing community character, such as its natural resources, historical and cultural amenities, and high quality of life.

OBJECTIVES

- Promote compact development and redevelopment strategies to create energy efficient land use patterns that support economic growth, resident interaction, preserve open space, natural areas, and agricultural land, and foster sustainability.
- Provide sufficient business and industrial sites for the City to be competitive in attracting, retaining, and expanding high quality businesses and industries.
- Foster new economic and housing opportunities through a balanced approach to redevelopment, infill development, and new development.
- Support land uses and development designs with continued public infrastructure investments that help to enhance Manitowoc's manufacturing economy as well as its identity as a sustainable community.
- Encourage a mix of housing types and land uses in all new neighborhoods, rather than segregating different housing types and land uses in different parts of the community.

- f. Protect the City’s long-term growth interests beyond its existing municipal boundaries and within its Extraterritorial Jurisdiction by limiting new development (through the City’s subdivision approval powers) until land is annexed into the City.
- g. Preserve and improve the resources that contribute to Manitowoc’s character, including waterfront areas, parks and open spaces, environmental corridors, trail systems, and community entryways.
- h. Foster a sense of place within the built environment and create memorable places designed for people and interactions.

POLICIES

Additional policies by land use category are found within the “Detailed Future Land Use Recommendations” section later in this Chapter.

- a. Follow the future land use recommendations that are mapped on the Future Land Use Map (Map 3) and described in this Plan when reviewing new rezoning requests and making detailed land use decisions.
- b. Support development that enhances Manitowoc's maritime and urban character, access to environmental features, manufacturing economy and history, as well as its identity as a sustainable community.
- c. Actively promote compact infill development, adaptive reuse, and redevelopment of blighted and/or brownfield sites where opportunities exist as a means to improve neighborhood conditions, increase local housing, employment, shopping, and entertainment opportunities, and make use of existing infrastructure investments.
- d. Continue to require that all new development in the City connect to sanitary sewer and public water systems and discourage development outside of the current City limits until sewer and water services are available.
- e. Promote the continued diversification and expansion of the current economic base by reserving areas for non-residential and employment-based land uses consistent with areas shown for commercial, office, industrial, and mixed-use development on Map 3: Future Land Use.
- f. Require new neighborhoods to be designed as interconnected places centered on parks, schools, shopping and neighborhood commercial corridors, and other facilities that will conveniently serve residential areas.
- g. Ensure logical transitions between potentially incompatible land uses. Whenever possible, avoid locating potentially conflicting or nuisance-producing land uses adjacent to each other. Where necessary, buffer potentially incompatible uses through landscaped buffers, open space uses, or less intensive uses.
- h. Adopt design requirements, standards, guidelines, or incentives that promote quality design for structures and streetscape elements.
- i. Require detailed development plans, neighborhood plans, or corridor plans prior to the platting and development of land. New residential developments should be planned within cohesive and thoughtfully planned neighborhoods, not as standalone developments.
- j. Conduct a review of the City’s Zoning Ordinance and update it to be consistent with the goals and objectives of this Plan. Examples include enabling smaller single-family lot sizes, allowing for accessory dwelling unit land uses within all single-family zoning districts, increasing both small-scale and higher-density multi-family opportunities, integrating design and landscaping standards, and promoting mixed use in all commercial districts.

EXISTING LAND USE

An understanding of Manitowoc’s existing land use pattern is the first step in planning for a desired future land use pattern. Map 2 depicts the existing land uses within the City’s boundaries and extraterritorial jurisdiction as of 2022.

Figure 3.1: Existing Land Uses Map Categories

Existing Land Use Category	Existing Land Use Description
Agricultural	Agricultural uses, farmsteads, open lands and, single family residential development with densities at 1 dwelling unit per 35 acres.
Single family Residential - Urban	Single family residential development served by public water and sewer utilities in the city.
Two-Family Residential and Townhouse Residential	Two-family residential development (2 dwelling units) typically developed as attached two-flat, or duplex, or townhouse units.
Multi-Family Residential	A variety of residential unit formats focused on multi-family residential buildings of three or more dwelling units.
Commercial	Indoor commercial, office, service, and retail land uses.
Office	Office, institutional, research, and office-support land uses.
Industrial	Indoor industrial, assembly, manufacturing, and warehousing land uses.
Government and Institutional	Small and large-scale public facilities such as City Hall, Library, Public Works, airports, youth and elderly service facilities, and other government buildings.
Communication/Utilities	Small and large-scale public, quasi-public, and private utilities and stormwater management facilities.
Parks and Recreational	Public parks, recreational areas, open space, trails, greenways, and conservancy lands, or private recreational-based businesses with significant open space, such as a golf course. These areas can comprise play fields, playgrounds, trails, picnic areas, related recreational activities, and conservation areas.
Environmental Corridor	Per the Bay-Lake Regional Planning Commission, these areas include slopes greater than 20%, identified WisDNR wetlands, navigable waterways, Public Parks and recreation areas, historical and archaeological sites, State Natural Areas, FEMA 100-year floodplain, and surface water.
Forests, Woodlands, and Natural Areas	Publicly and Privately owned lands of predominantly mature tree canopies. Some of these areas are protected within existing Environmentally Sensitive Areas.
Vacant Subdivided Land	Mostly open spaces that have been subdivided or platted and are ready to be developed, including residential, business/office, or industrial land uses.
Surface Water	Lakes, rivers, creeks, and perennial streams per Manitowoc County mapping.
Rights-of-Way	Areas reserved for public infrastructure and uses such as transportation facilities, utilities, and green infrastructure.
Gravel Pit/Non-Metallic Mining	Quarries, gravel pits, clay extraction, peat extraction, and related uses.

EXISTING LAND USE PATTERN

The total acreage of lands in the City as of December, 2022 was 18.5 square miles—an increase of 0.27 square miles since 2009. Land uses in the City are classified in each of the land use categories shown on Map 2 and presented in Figure 3.2. These percentages are representative of a typical distribution of land uses for a community the size of Manitowoc.

Figure 3.2: City of Manitowoc Existing Land Use Totals, 2022

Land Use	Acres	Percent
Agricultural	1,467.3	11.8%
Commercial	779.2	6.2%
Communication/Utilities	122.6	1.0%
Industrial	809.2	6.5%
Institutional/Governmental	652.2	5.2%
Multi-Family Residential	791.3	6.3%
Natural Areas	1,160.1	9.3%
Vacant/Open Lands	152.0	1.2%
Parks and Recreation	630.9	5.1%
Low-Density Residential	2,563.3	20.5%
Right-of-Way	1,663.7	13.3%
Transportation	578.4	4.6%
Water	246.6	2.0%
Woodlands	859.0	6.9%
Total	12,475.9	

Source: GIS Inventory 2022, City of Manitowoc, 2022

Agriculture

A total of 1,467 acres of agricultural land uses are located within Manitowoc; however, beyond the City’s boundary there are significant tracts of agricultural land uses to the south, west, and northwest.

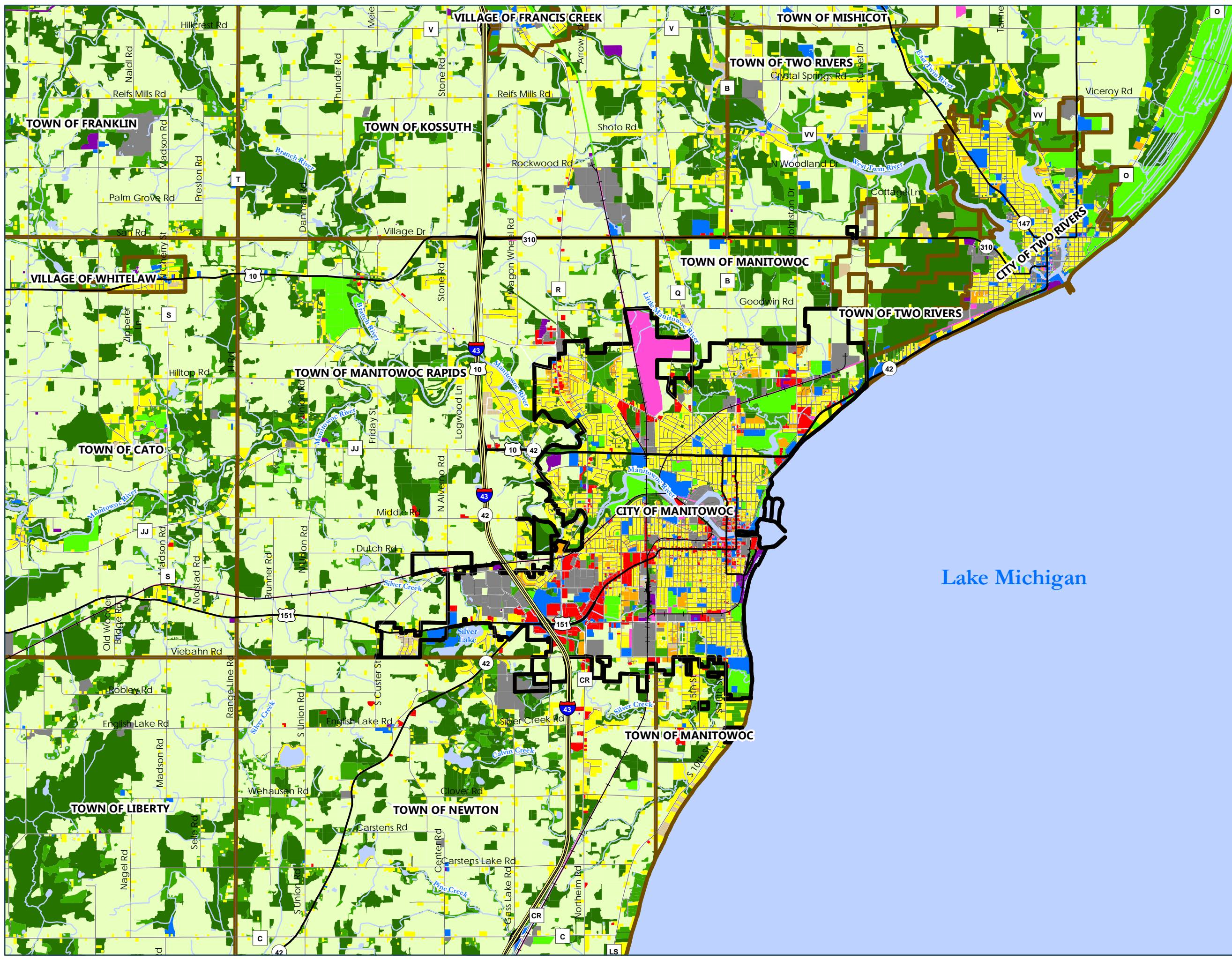
Residential Development

Most of the City’s older residential neighborhoods are located in the City’s Original Plat, including the downtown area. The majority of these neighborhoods are characterized by a traditional linear street design pattern and smaller lot sizes. Much of the City’s newer residential development is located north of Waldo Boulevard and is characterized by a more curvilinear design in which streets and lots often follow the natural contours of the land.

Single-family residential development (classified in the table above as Low-Density Residential) is the City’s predominant land use (comprising nearly 21 percent of the overall land area in the City). The City’s overall residential density averages roughly 5.6 homes per acre. When combined with “Multi-Family Residential,” residential accounts for over 26 percent of existing land area in the City.

Commercial Development

There are approximately 779 acres in Manitowoc used for commercial development outside of the downtown area, accounting for approximately six percent of the City’s land. These land uses are concentrated along the major arterials, the I-43 and Calumet Avenue (USH 151) interchange area, Washington Street, and Menasha Avenue. The majority of the City’s commercial development is located in retail centers or strip malls, surrounded by ample parking. The City also has a historic and vital downtown with a variety of retail, commercial service, governmental, tourism, and industrial uses.



Existing Land Use

LEGEND

- Active Rail Line
- Interstate
- State or US Highway
- Local Road
- City of Manitowoc
- Other Municipal Boundary
- Existing Land Use
 - Agricultural
 - Commercial
 - Communication/Utilities
 - Industrial
 - Institutional/Governmental
 - Low-Density Residential
 - Multi-Family Residential
 - Parks and Recreation
 - Natural Areas
 - Woodlands
 - Vacant/Open Land
 - Right-of-Way
 - Transportation
 - Water

DRAFT 1 Miles

December 15, 2022



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

Industrial Development

There are 809 acres of industrial land uses in Manitowoc, accounting for over six percent of the City's area. These land uses flank the downtown to the east, and west and are found along the railroads and near I-43. The I-43 Technology & Enterprise Campus (I-TEC), encompassing about 400 acres on the far western side of the City, is home to industrial, manufacturing, and technology industries. The City's first industrial park, the "Manitowoc Industrial Park," measures approximately 104 acres in area.

Existing and Potential Land Use Conflicts

Over the past decade, the City has accomplished the mitigation of multiple land use conflicts. Today, existing land use conflicts in the community are most significant in the Original Plat—older areas of the City where industrial and heavy commercial uses are in close proximity to residential uses without adequate buffering. Land use conflicts are most significant in areas zoned by the City for heavy industrial usage that are adjacent to residential uses. In addition, homeowners and businesses have occasional conflicts around the issues of noise (rail, car, and truck traffic), and lighting that are generally associated with life in an urban community. Vacant or significantly underutilized buildings can create challenges to property values and enjoyment of adjacent properties as well.

This Plan is focused on minimizing potential future land use conflicts through thoughtful placement of possibly conflicting new uses, high quality design, and buffering of possibly conflicting uses. In addition, this Plan is focused on the revitalization of older parts of the City, which will help eliminate or reduce use conflicts and increase positive land development activity levels for currently vacant and underutilized properties.

FUTURE LAND USE

GROWTH CONSIDERATIONS AND CHALLENGES

Developing Manitowoc's Future Land Use Map required analyzing the various factors that influence where the community can or should grow. Topography, drainage basins, natural features, public lands, utility capacity and availability, transportation connections, and neighboring jurisdictions all pose opportunities or constraints to Manitowoc's future growth.

Natural Resources and Topography

Lake Michigan naturally limits City growth to the east. There are designated wetland areas along extensive areas of the western portions of the Manitowoc River within City limits, as well as in concentrated areas around Menasha Avenue, along the Little Manitowoc River, and in other locations throughout the community. Forested areas in and around these areas and community parklands are also areas of conservation protection that limit development potential. Areas surrounding each of these features exhibit substantial sloping, presenting topographic challenges in some locations with regard to future development.

Municipal Service Potential

Maps 1 and 5 show the City's 2021 Sewer Service Area (SSA) Boundary. This boundary, which includes the City and portions of adjacent towns, depicts the area planned for urban development with a full range of services including public water and sewer. The SSA is delineated by the Bay-Lake Regional Planning Commission. It not only identifies those areas suitable for sanitary sewer service, but also identifies and protects environmentally sensitive areas (ESAs) from future development and unplanned urban growth. It is generally understood that areas within the SSA that are not currently located in the City of Manitowoc will be annexed into the City prior to development in order to access urban services.

Transportation Connections

Manitowoc has historically grown outward from the confluence of the Manitowoc River and Lake Michigan in the center of the City. The presence of I-43 presents challenges to continued cohesive community expansion to the west of the current City boundaries.

Neighboring Jurisdictions

The policies and growth patterns of neighboring jurisdictions shape how and where the City can grow. For example, if new town subdivisions are developed within Manitowoc's future growth area, this could impede future City growth. The Comprehensive Plans and land use patterns of neighboring jurisdictions were reviewed in the development of this Plan. Utilizing intergovernmental agreements to plan for the City's growth areas will help provide direction, coordination, and predictability among jurisdictions.

FUTURE LAND USE CATEGORIES

Map 3 provides recommended future land uses in the City of Manitowoc into the categories listed below. These future land use categories and the designation of property on the Future Land Use Map represent the desired future pattern of development in the City. It is important to note that these future land use categories do not directly reflect zoning; however, they are intended to be compatible with the City's zoning districts.

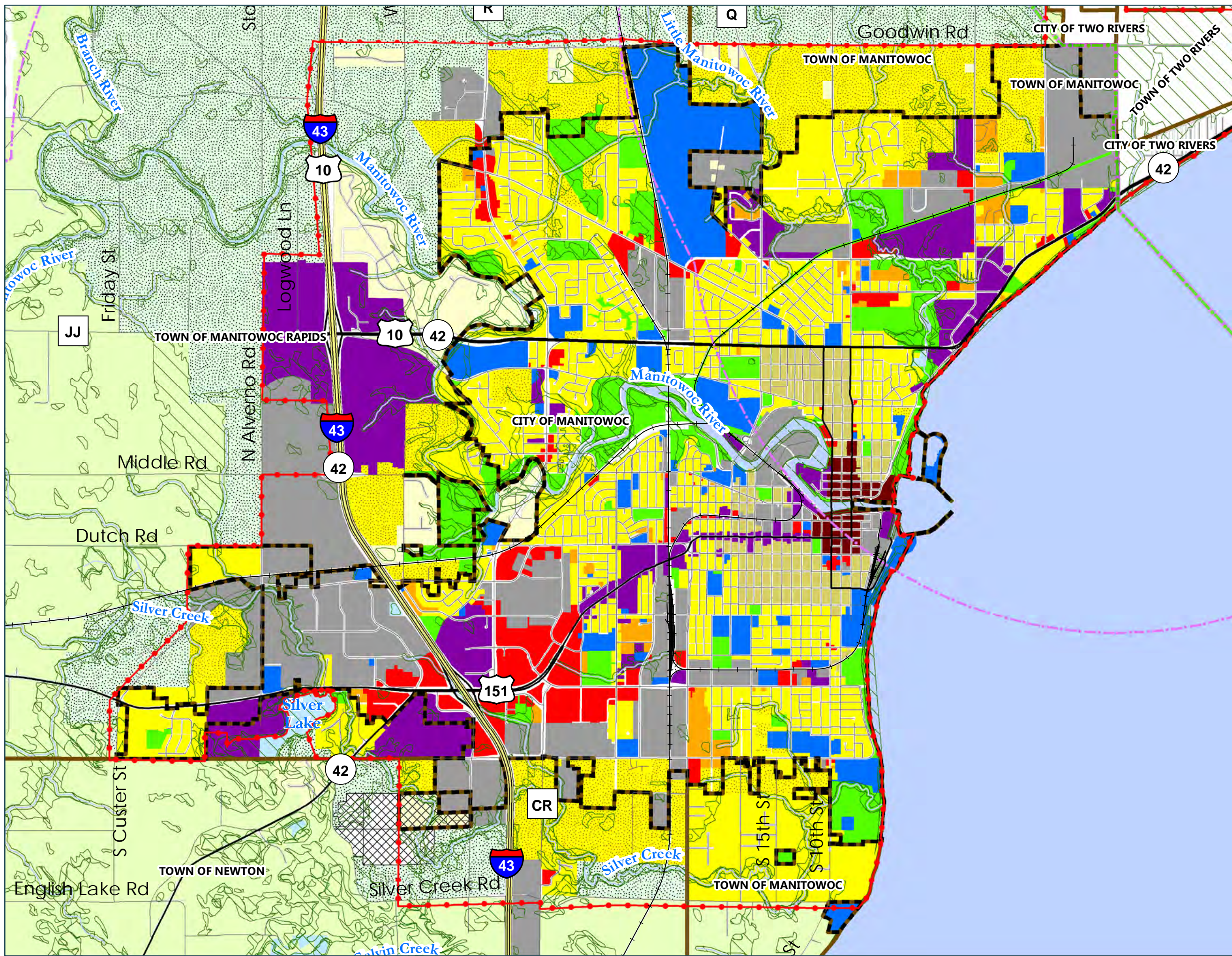
Not all land shown for development on the Future Land Use Map will be immediately appropriate for annexations, rezoning, and other land use approvals following adoption of this Plan. Given service demands and other factors, careful consideration to the amount, mix, and timing of development is essential. Manitowoc advocates for the phased development of land that focuses growth in areas that can be efficiently served with transportation, utilities, public services, and community facilities.

Future Land Use Map

The Future Land Use Map and related policies described below should be used as a basis to update the City's regulatory land use tools, particularly zoning map amendments ("rezonings"). However, the precise location of future zoning district boundaries may vary from those depicted on the Future Land Use Map, as judged appropriate by the Plan Commission and Common Council. Departures from the exact land use boundaries depicted on the Future Land Use Map may be appropriate for properties located at the edges of future land use areas boundaries, adaptive reuse projects, mixed use development, and/or properties split by zoning districts. More details on administration of this Plan are provided in Chapter Ten: Implementation. **The Comprehensive Plan and Future Land Use Map should be used as a basis for all public and private sector development decisions, including annexations, zoning map amendments, subdivision approvals, extension of municipal utilities, arrangement of transportation facilities, and other public or private investments.** Changes in land use to implement the recommendations of this Plan will generally be initiated by property owners and private developers. In other words, this Plan does not automatically compel property owners to change the use of their land or grant the entitlements required for development to occur.

Wisconsin Statutes allow communities to plan for lands within their extraterritorial jurisdictions (ETJ). Manitowoc's ETJ encompasses all land in the Towns of Manitowoc, Manitowoc Rapids, and Newton that are located within three miles of Manitowoc's current municipal limits. To effectively manage growth, this Plan identifies desirable land use patterns within the existing City limits and within unincorporated Town areas within the City's ETJ.

This Plan has been designed to accommodate a larger population than what is projected in the next 20 years, and it does not assume that all areas depicted on the Future Land Use Map will develop during this period. Instead, the Future Land Use Map shows the most logical development areas, regardless of the absolute timing of development. This Plan advocates for focusing growth in areas that can most efficiently be served by transportation and infrastructure facilities. The City must consider land uses beyond the immediate study period of 20 years to ensure cohesive and strategic long-term pursuit of the community's vision and values, and efficient outlook for infrastructure and services.



Map 3

CITY OF MANITOWOC COMPREHENSIVE PLAN 2043

Future Land Use

LEGEND

- Active Rail Line
- City of Manitowoc Sewer Service Area
- Interstate
- State or US Highway
- Local Road
- City of Manitowoc
- Other Municipal Boundary
- Environmental Corridor (Bay Lake RPC)

Future Land Use

- Agriculture
- General Business
- Central Business District
- Industrial
- Extraction
- Institutional & Community Facilities
- Planned Mixed Use
- Single Family Residential - Exurban
- Single & Two-Family Residential - Urban
- Multi-Family Residential
- Urban Neighborhood
- Planned Neighborhood
- Public Parks & Open Space
- Right Of Way
- Long-Range Urban Growth Area
- Surface Water
- Extraterritorial Jurisdiction (ETJ) Boundaries
- Defacto ETJ Boundary between Cities of Manitowoc & Two Rivers & Village of Francis Creek per Wis Stats 66.0105

DRAFT 0.75 Miles

November 28, 2022

VANDEWALLE & ASSOCIATES INC.

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

DETAILED FUTURE LAND USE RECOMMENDATIONS

Each of the future land use categories listed and shown on the Future Land Use Map (Map 3) are described below. The text under each listed land use category includes a description of that category, an outline of where that type of land use should be promoted, and the policies related to future development in areas designated under that category.

Compatible zoning districts are suggested; however, existing zoning districts and standards may not be adequate to achieve the characteristics described in each area. As indicated elsewhere in this Plan, the zoning ordinance is recommended to be amended to reflect the City's values and goals.

SINGLE-FAMILY AND TWO-FAMILY RESIDENTIAL – URBAN

This future land use category is intended for existing and planned groupings of single-family detached residences, duplexes, and groupings of attached single-family residences with individual entries (e.g., duplexes, townhouses, rowhouses, and condominiums) that are served by public sanitary sewer and water systems. Small public and institutional uses— such as parks, schools, churches, and stormwater facilities—may also be built on lands within this category.

Recommended Zoning

The City's "R-2," "R-3," and "R-4" districts are most appropriate for areas mapped in this future land use category.

Policies and Programs

Develop new single-family and two-family residential areas in accordance with carefully considered neighborhood development plans (see discussion later in this chapter).

- Pursue residential infill and redevelopment opportunities where feasible, ensuring that new development complements the character and scale of existing homes.
- Work with the County, State, and local lenders to assist homeowners and landlords with rehabilitation projects.
- Work to continually improve code enforcement efforts to maintain attractive, well-kept neighborhoods.
- Refer to Chapter Six: Housing and Neighborhood Development for detailed housing recommendations.

URBAN NEIGHBORHOOD

This future land use category is intended to stabilize the land uses, densities, and character of existing neighborhoods that are not characterized by a homogenous land use pattern. The "Urban Neighborhood" future land use category has been mapped in established neighborhoods surrounding the downtown. These neighborhoods are characterized by a variety of housing unit types and a mix of nonresidential uses. These neighborhoods are intended to remain primarily residential, but existing public, institutional, and commercial uses are recommended to continue, provided that they remain compatible with the surrounding neighborhood.

Recommended Zoning

The City's "R-4" and "R-7" zoning districts are most appropriate for areas mapped in this future land use category.

Policies and Programs

- Pursue residential infill and redevelopment opportunities where feasible, ensuring that new development complements the character and scale of existing homes.
- Support the conversion of single-family homes to two-flat structures and other housing format changes that increase the number of residential units in neighborhoods.
- Maintain the urban character of areas mapped in this future land use category by supporting existing non-residential uses which do not negatively impact the surrounding neighborhood.
- Work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.

- Take actions to discourage and prevent neighborhood blight and promote area stability and residential owner occupancy.
- Encourage short-term rentals in vacant upper floors in the downtown, but not in existing neighborhoods. Monitor the occurrence of such rental units across the community and consider zoning changes to better regulate them if required.
- Work to continually improve code enforcement efforts to maintain attractive, well-kept neighborhoods, and to preserve and maintain residential property values and assessments.
- Take actions to discourage and prevent neighborhood blight and promote area stability and residential owner occupancy.
- Refer to Chapter Six: Housing and Neighborhood Development for detailed housing recommendations.

MULTI-FAMILY RESIDENTIAL

This future land use category is intended for a variety of residential units focused on multi-family housing (3+ unit buildings), usually developed at densities that exceed six units per acre, and are served by public sanitary sewer and water systems. Single-family detached housing, attached single-family residences with individual entries (e.g., townhouses, rowhouses), and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be within lands mapped in this category.

Recommended Zoning

The City’s “R-5” and “R-6” zoning districts are most appropriate for areas mapped in this future land use category.

Policies and Programs

- Encourage multi-family residential buildings of various sizes and densities. In any case, the size of the building shall be in scale with the surrounding neighborhood.
- Meet minimum site, building, landscape, lighting, and other design standards included in Chapter Six: Housing and Neighborhood Development and the zoning ordinance.
- Support projects that include a strong program for maintaining the quality, value, and safety of the development over time.
- As maintenance and rehabilitation needs arise, work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.

PLANNED NEIGHBORHOOD

The “Planned Neighborhood” future land use category is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas. They are a collection of different land use categories listed in this chapter. “Planned Neighborhoods” should be carefully designed as an integrated, interconnected mix of these use categories. They are by no means intended to justify an “anything goes” land use pattern, but this category supports the idea of retrofitting existing neighborhoods to reflect historic neighborhood development patterns that afford more walkable amenities and services. Overall, the composition and pattern of development should promote neighborhoods that instill a sense of community with their design. The “Planned Neighborhood” concept encourages a mix of “Single-Family and Two-Family Residential – Urban,” “Multi-Family Residential,” “Institutional and Community Services,” “Parks and Open Space,” and neighborhood commercial uses.

Recommended Zoning

The City’s “Planned Unit Development” (“PUD”) and “Traditional Neighborhood Development” (“TND”) overlay zoning districts are very well-suited to implement areas mapped under this future land use category. However, combinations of residential districts and “B-2” and “B-1” zoning may also be appropriate.

Policies and Programs

- Maintain overall residential development densities within “Planned Neighborhoods” of between four and eight dwelling units per residential acre.
- Accommodate a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the community.
- Within each contiguous area designated as a “Planned Neighborhood” on Map 3: Future Land Use, seek a housing mix where not less than 65 percent of all housing units are in single-family detached residences, with a desired *maximum* of 15 percent of units in two-family dwellings and *maximum* of 20 percent of units in multi-family dwellings. For two-family and multi-family units, seek to maximize the percentage of such units that will be available for owner-occupancy. For single-family units, seek a mix of lot sizes.
- Avoid rezoning any area designated for “Planned Neighborhood” development until public sanitary sewer and water service is available, and a neighborhood development plan and specific development proposal is offered for the site.
- Require each “Planned Neighborhood” to be developed following preparation of a detailed neighborhood development plan by a developer or the City, ideally adopted as a component of the City’s *Comprehensive Plan*. Require developers to coordinate development plans with adjoining property owners so that there will be an efficient system of streets, stormwater facilities, utilities and other public facilities. Such plans should specify land use mix, density, street layouts, connections to adjacent properties, open space, and stormwater management, as described more fully in Chapter Six: Housing and Neighborhood Development.
- Where alleys are considered for garage and service access, promote their private ownership and maintenance through a homeowners or condominium association.

GENERAL BUSINESS

This future land use category is intended for both community and larger scale infill or redevelopment of commercial, retail and office uses. "General Business" is primarily for existing auto-oriented corridors/areas within the city but still incorporates design elements that facilitate a pedestrian-friendly environment. This future land use category is connected to public sewer and water as well as other urban services and infrastructure.

Recommended Zoning

The City’s “B-1,” “B-2,” “B-3,” and “C-1” zoning districts are most appropriate for areas mapped in this future land use category, depending on scale.

Policies and Programs

- For business uses located in a neighborhood setting, encourage smaller scale (less than 10,000 square feet), neighborhood-oriented retail and service businesses that will conveniently serve City neighborhoods. Require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; generous window placements; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other approved materials.
- Require that all proposed business projects submit a detailed site plan including building elevations, proposed location of the building(s), parking, storage, loading, lighting, landscaping, and grading/stormwater management prior to development approval. Recommended design standards for commercial development projects are provided in Chapter Seven: Economic Development.
- For larger-scale business uses, adhere to site, building, signage, landscaping, and lighting design guidelines outlined in Chapter Seven: Economic Development. Adhere to standards for highway access control, shared driveways, and cross access arrangements that are described in Chapter Four: Transportation.
- Delay rezoning any area designated for “General Business” development until public sanitary sewer and water service is available, and a specific development or redevelopment proposal is offered for a site. Existing parcels zoned and/or used for commercial purposes (as of the date of *Plan* adoption) may continue in that zoning or use.

- Prohibit the unscreened outdoor storage of equipment or materials, except for automobiles and other passenger vehicles.
- Consider the relationship between development in the “General Business” areas, and existing and future development behind these sites. Avoid inhibiting future access to sites behind commercial properties and creating an unattractive appearance which will inhibit future development of these sites.
- Encourage uses that are most appropriate for the City’s downtown area to develop or remain in the downtown, rather than in locations designated as “General Business.”

CENTRAL BUSINESS

This category is intended for a mix of retail, commercial service, entertainment, office, and select institutional uses that activate street level space while maintaining or creating primarily upper-story residential when appropriate. The emphasis within this category that maintains the historic rhythm of the streetscape through the use of pedestrian oriented design as well as considering building setbacks, design, materials, massing, and scale that is compatible with the character of existing development.

Recommended Zoning

The City’s “B-4” zoning district is most appropriate for areas mapped in this future land use category.

Policies and Programs

- Follow the recommendations of the “Manitowoc Downtown Master Plan,” which provides additional detail on desired future land uses in the downtown area.
- Continue to collaborate with Progress Lakeshore other partners to implement the recommendations of the Downtown Master Plan.
- Preserve the architectural and historic character of the core downtown historic buildings by continuing to administer design standards and zoning overlay districts. Require that new development, expansions, and exterior renovations in specified areas comply with detailed design standards or guidelines that preserve and compliment the corridor’s existing character to ensure high-quality, active public spaces.
- Encourage commercial developments that are most appropriate for the historic downtown to locate or remain there, rather than in other commercial districts in the City.
- Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, and community uses through marketing, investment and incentive strategies.
- Promote office, commercial, and residential land uses on upper floors in the downtown.
- Where appropriate, encourage single and two-family residential on downtown lots, with flexibility to transition between uses as commercial and residential (areas off of main corridors, such as 12th and 13th Streets off of Washington Street).
- Take actions to discourage and prevent downtown blight, promote area stability, and reduce building vacancy.

PLANNED MIXED USE

This future land use category is intended to facilitate a carefully curated mix of commercial and residential uses within currently undeveloped or large-scale redevelopment areas that are on public sewer, public water, as well as other urban services and infrastructure. "Planned Mixed Use" areas are intended to follow Smart Growth and Traditional Neighborhood Development principles to create vibrant urban places where commercial and residential uses are complementary to each other in both intensity and design. This category advises a carefully designed blend of community-oriented businesses including small-scale retail and service businesses, office, multi-family, light industrial, and select institutional uses.

PLANNED MIXED USE

Refer to the “Smart Growth Opportunities” section later in this Chapter for mores specific recommendations for priority areas recommended for Planned Mixed Use.

Recommended Zoning

The best option for future zoning of the lands mapped under the “Planned Mixed Use” future land use category is often a PUD overlay zoning district. This district allows the desired mix in uses and provides flexibility in site planning and layout, in exchange for superior design. The City could adopt zoning standards specific to mixed use developments.

Policies and Programs

- Actively pursue redevelopment of “Planned Mixed Use” areas over the planning period through public-private initiatives.
- In redevelopment/infill locations close to residential areas and small-scale commercial such as Washington Street, light industrial is recommended only if it is compatible with surrounding development. In such instances, light industrial activities should occur primarily indoors, no outdoor storage should be present, and there should be little to no traffic and other impacts on adjacent residential or commercial uses.
- Require the use of high-quality building materials and designs that are compatible with the surrounding area such as façade articulation, generous windows, defined customer entryways, screened outdoor storage, and high-quality and durable exterior building materials. Require high quality signage that is not excessive in height or total square footage.
- Incorporate amenities such as benches, fountains, canopy shade trees, and public art wherever possible.
- Design buildings and sites oriented toward pedestrians and not automobiles, locate parking in the rear or side of the building where possible.
- Include facilities for bicyclists (bike storage racks, bike paths, etc.) in all development designs.
- Encourage environmentally sustainable site and building design including stormwater best management practices, the use of passive solar energy, and the integration of alternative transportation networks and green spaces.
- Develop conceptual plans for the other “Planned Mixed Use” areas as a starting point for individual redevelopment plans and actual redevelopment for each these areas.
- Consider updating the City’s Zoning Ordinance to establish a zoning district specifically designed to promote redevelopment. Such a district could include bulk standards favorable to redevelopment (such as increased maximum heights and reduced setbacks), provide design standards specific to mixed use, and permit “by right” desirable land uses and mixed use development.

INDUSTRIAL

This future land use category is intended for light manufacturing facilities, warehousing, distribution, industrial and large-scale office uses. It may also include ancillary uses that are complimentary or in support of such operations including office, laboratory, technology research and development uses. A primary focus of this land use is to facilitate active uses that capitalize on existing transportation infrastructure.

Development will include generous landscaping, screened storage areas, modest lighting, and limited signage. Development will be served by public sewer, public water, and other urban services and infrastructure.

Recommended Zoning

The City’s “C-1,” “B-3,” “I-1,” and “I-2” zoning districts are most appropriate for areas mapped in this future land use category, depending on use.

Policies and Programs

- Market office areas for research and development uses, corporate offices, professional offices, and certain private institutional uses like medical centers. Market industrial areas for technology and “green collar” jobs, related to environmentally-friendly green developments and renewable energy resources.
- Provide improved, pre-zoned sites and incentives to facilitate development recruitment.

- Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. The City may actively facilitate the “pre-approval” of basic site plan submittals.
- Adhere to adopted covenants, building design guidelines, and zoning standards for new and expanded development projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in Chapter Seven: Economic Development.
- As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
- Encourage the use of high quality building materials, improved window treatments, high-quality loading and storage screening devices, and landscaping.
- Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
- Avoid rezoning any area designated for “Office/Industrial” development until public sanitary sewer and water service is available, and a specific development proposal is offered, or the City approves an overall development layout and covenants.

INSTITUTIONAL AND COMMUNITY FACILITIES

This future land use category is designed to facilitate large-scale public buildings, schools, religious institutions, power plants and substations, hospitals, airports, and special care facilities. Future small-scale institutional uses and community facilities may also be located in areas planned for residential, commercial, office, industrial, mixed, or traditional neighborhood uses, while larger-scale institutional uses should generally be avoided in planned residential or “Planned Neighborhood” areas.

Recommended Zoning

Institutional and community facilities are generally permitted in the City’s non-residential zoning districts and are allowed as conditional uses in residential zoning districts.

Policies and Programs

- Require and review detailed site and operation plans before new or expanded institutional uses are approved.
- Consider the impact on neighboring properties before approving any new or expanded institutional use.
- Continue to work with the MPSD, private education providers, and UW-Green Bay Manitowoc Campus to coordinate uses and activities on college-owned and school-district-owned land, and to collaborate on issues of mutual concern.
- Encourage collaboration among various City departments, and other providers of City services, on accommodating future service needs, as described in greater detail in Chapter Five: Utilities and Community Facilities.
- Encourage the adaptive reuse of vacant and/or underutilized buildings and properties.

AGRICULTURE

This future land use category is intended to preserve productive agricultural lands and protect existing farm operations from encroachment by incompatible uses. This category focuses on lands actively used for farming and/or with productive agricultural soils and topographic conditions suitable for farming. It also includes woodlands and other open space areas not otherwise shown as “Environmental Corridors.” Lands in this category also include farmsteads, cottage industries, agricultural-related businesses, “value-added” farm production, and limited residential development at densities at or below one home per 35 acres. There are some areas of existing residential development at densities higher than one home per 35 acres mapped in this category.

Recommended Zoning

These lands may be subject to Town or County zoning and should generally be zoned for exclusive agricultural use. The City’s “R-1” zoning district may also be appropriate for areas mapped in this future land use category, which is intended

to preserve (in agricultural uses) lands suited to future urban development pending proper timing and economical provision of public utilities and community facilities to ensure compact and orderly land use development.

Policies and Programs

- Update the City’s Subdivision Ordinance to limit new residential development to a maximum density of one residential dwelling unit per 35 acres and a minimum lot size of two acres in “Agriculture” land use category areas to protect productive agricultural land and farms, maintain a viable agricultural base, reduce conflicts between potentially incompatible uses, and reduce costs of service provision. This standard does not require that all new lots be at least 35 acres.
- Develop a system of tracking and calculation of allowable new dwelling units on parcels in the “Agriculture” category under the recommended maximum density policy for this land use category. The following approach shall be utilized until a substitute or refined approach is adopted as part of the City’s subdivision ordinance:
 - Determine the gross site area of the contiguous lands held in single ownership as of the date of adoption of this *Plan*.
 - Divide the gross site area of the contiguous lands held in single ownership by 35. This is the total number of new dwelling units that will be allowed on the land.
 - Subtract from that total, the number of new dwelling units that have already been constructed on the contiguous lands held in single ownership since the date of adoption of this *Plan*. This is the total number of remaining dwelling units that are allowed.
- Prohibit the development of subdivision plats within the “Agriculture” category, except where such development will be consistent with the density policy clustering as described above.
- Discourage duplexes, multi-family residences, or commercial uses that are not geared toward agriculture within “Agriculture” areas.
- Support farmland tax credits, use value assessments, reform in federal farm laws, and other programs that encourage the continued use of land for farming instead of selling to non-farmers and developers.
- See Chapter Two: Agricultural, Natural and Cultural Resources for additional policies related to agricultural preservation in the Manitowoc area.

ENVIRONMENTAL CORRIDOR

This overlay future land use category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This category includes WisDNR identified wetlands, subject to existing state-mandated zoning, FEMA designated floodplains, waterway and drainageway buffers, and slopes of 20 percent or greater.

Recommended Zoning

The City’s “P-1” zoning district is most appropriate for areas mapped in this future land use category. However, the City should consider the use of overlay zoning districts for each environmental corridor component (e.g. wetlands, floodplains, steep slopes, erosion hazard areas, etc.).

Policies and Programs

- Prohibit new development in mapped “Environmental Corridor” areas.
- Where development is proposed in or near mapped “Environmental Corridors,” the developer should determine the exact boundaries of the “Environmental Corridor” based on the features that define those areas. These lands may be considered for more intensive uses if: (1) more detailed information or studies reveal that the characteristic(s) that resulted in their designation as an “Environmental Corridor” is not actually present; (2) approvals from appropriate agencies are granted to alter a property so that the characteristic that resulted in its designation will no longer exist; or (3) a mapping error has been identified and confirmed.

- Encourage preservation of wooded areas. In particular, the City should encourage preservation of wooded areas on slopes of 12 percent or greater through the zoning and subdivision ordinances.
- Preserve, protect, and enhance open spaces and conservancy areas along the Manitowoc River and Lake Michigan.
- Develop stream bank buffer landscaping standards for property owners with river frontage, or an “Environmental Corridor” adjacent to their property.
- Preserve woodlots and other environmental areas that serve to protect wildlife and vegetative resources.
- Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within “Environmental Corridors.”
- Consider developing overlay zoning districts for each “Environmental Corridor” component as an alternative to using the “P-1” zoning district.

PUBLIC PARKS AND OPEN SPACE

This future land use category includes park and public open space facilities devoted to playgrounds, play fields, trails, picnic areas, and related active and passive recreational activities, and conservation areas.

Recommended Zoning

The City’s “P-1” zoning district is most appropriate for areas mapped in this future land use category.

Policies and Programs

- Provide parks within safe walking distance of all residential neighborhoods.
- See Chapter Five: Utilities and Community Facilities for more recommendations regarding Parks and Open Spaces.

SINGLE-FAMILY RESIDENTIAL – EXURBAN

This future land use category is intended for single-family residential development on private well and on-site waste treatment (septic) systems outside of city limits, generally at densities between one dwelling unit per acre, and one dwelling unit per 35 acres.

Recommended Zoning

This category is mapped in areas outside the municipal boundary and is therefore subject to Town or County zoning.

Policies and Programs

- Allow land divisions in these areas where local zoning and City subdivision ordinances allow for them, particularly south of the City.
- Require sensitivity towards natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality, and that stormwater will be properly managed according to best practices.
- Assure that new development in these areas does not impede the logical future extension of municipal utilities or City growth.

LONG-RANGE URBAN GROWTH AREA

This overlay future land use category defines areas that may be appropriate for long-term City development *beyond the present 20-year planning period*.

Recommended Zoning

Premature exurban development and premature utility extensions should not be promoted in these areas. The policies of the “Agriculture” future land use category will apply until such time as more intensive development may be appropriate. The “Long Range Urban Growth Area” focuses on lands used for farming, but also includes scattered open

lands and woodlots, farmsteads, agricultural-related uses, and strictly limited single-family residential development at densities as described in the “Agriculture” category.

Policies and Programs

- Within the Long-Range Urban Growth Area, new development should be limited in accordance with all policies applicable to the “Agriculture” designation, until such time when the City identifies that particular mapped area as appropriate for more intensive development through an amendment to this *Plan*.
- All non-farm development projects approved within the “Long Range Urban Growth Area” shall be designed and laid out in such a manner to not impede the orderly future development of the surrounding area, at such time when the City identifies that area as appropriate for more intensive development.
- The City may, following initial adoption of this *Plan*, identify lands within the “Long Range Urban Growth Area” as appropriate for more intensive development through an amendment to this *Plan* if the following standards are met:
 - The proposed development is justified by growth forecasts.
 - The proposed development is likely to have a positive fiscal impact.
 - The proposed development would be economically and financially feasible.
 - The proposed development would serve an identified short-term need for additional development in the City, and that need is not being met by other existing developments in the City.
 - The property owner or developer has met with nearby property owners and made a good faith effort to address their concerns.
 - The City has conducted a meeting to obtain public input.
 - The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, including adjacent agricultural or residential uses.
 - The proposed development is in accordance with applicable intergovernmental agreements and laws.

EXTRACTION

This category includes lands in current or potential future use for sand, gravel, or rock extraction. These include the operations to the southwest of the City.

Recommended Zoning

The City’s “I-2” zoning district is most appropriate for areas mapped in this future land use category inside the municipal boundary. Areas mapped outside the municipal boundary are subject to township or County zoning.

Policies and Programs

- Require uses mapped in the “Extraction” future land use category to go through appropriate approval / permitting processes, including the preparation and approval of site operations plans and a site reclamation plan. The following should be addressed:
 - Compatibility with surrounding uses, or if in an area identified for urban expansion in this Comprehensive Plan, compatibility with planned uses likely within the planning period.
 - Preservation of existing natural features, particularly rare or sensitive habitats, to the extent practical.
 - Detailed plans for landscape buffering and screening of areas being actively mined.
 - Location and design of any structures.
 - Storage of mined materials and machinery should be located to minimize impact on surrounding property.
 - Road and driveway surfacing that will prevent damage, erosion, and dust; and maintenance of local roads.
 - Hours of operation should be limited, particularly times for blasting.
 - Stormwater management and erosion control measures should be carefully managed to prevent excessive harm to adjacent topography, vegetation, and water quality.
 - Duration of operations, particularly for a short-term or temporary operation.
 - All additional requirements under Wisconsin NR 135.

- Consider non-metallic mining as an appropriate short- or long-term use in the “Agriculture” future land use category. Take into account the geographic extent and location of the operations, and whether it is likely to impede logical future development.
- The City should carefully weigh extraction activities within the area indicated as “Long Range Urban Growth Area,” ensuring that even short-term operations will not impede logical future development of the City.
- Deliberate sites in other future land use categories for non-metallic mining activities, pending those uses meeting standards and being granted approval by the Plan Commission and Common Council. Within these areas:
 - Non-metallic mineral extraction will be considered on a case-by-case basis.
 - Mining should be limited to temporary and short-term operations.
 - Impacts to surrounding properties from extraction activities, including drilling, blasting and crushing, should be considered.
- The City should ensure that it has strong controls over the time/duration and extent of operations, and processing.
- The City should ensure that the reclamation plan is reflective of, and realistically leading to the future land use indicated by this Comprehensive Plan (e.g. future residential, recreational, commercial, or industrial development).
- When preparing and updating reclamation plans for areas mapped in this future land use category, consider and implement appropriate measures to safely prepare these sites for its long-term re-use (i.e. future residential, recreational, commercial, or industrial development sites).

LAKE BED GRANT AREAS

There are two “Lake Bed Grant Areas” identified on the Future Land Use Map. The northern area extends 2,000 feet from the eastern boundary of the City into Lake Michigan between Waldo Boulevard and the harbor entrance, and the southern area extends approximately 1,700 feet from the eastern boundary of the City into Lake Michigan, between the harbor entrance and Green Street. Under Wisconsin law, the State’s title to the lake bed runs to the ordinary high water mark. The State holds title to the lake bed and the water in trust to provide broad public access to and use of navigable waters. On behalf of the State and as an exercise of the public trust, the Legislature may grant a portion of the State’s ownership of the lake bed to a municipality. In Manitowoc’s case, the 1933 (and subsequently revised in 1939 and 1971) grants are a rare opportunity for the City to consider in the future, such uses as public parks facilities, docks, structures and other uses authorized in the specific lakebed grants.

Recommended Zoning

The City’s “P-1” zoning district is most appropriate for areas mapped in this future land use category.

Policies and Programs

- Prepare a lake bed area master plan to determine the future development of these areas as permitted by the legislative grant, in a manner that is consistent with the public trust doctrine.
- Continue to monitor the legislation authorizing the use of lake bed areas and adjust City policies as necessary.
- Continue to monitor applicable grant programs for lakebed area restoration and development funding.

SMART GROWTH OPPORTUNITIES

INFILL AND REDEVELOPMENT

Redevelopment and infill development reinforce several other goals of this *Plan* by promoting compact development, maximizing use of existing infrastructure, and providing mixed use and housing development opportunities. Opportunities for infill and redevelopment should continue the revitalization of the community’s neighborhoods, downtown area, and key corridors such as the Calumet Avenue/Highway 151 corridor. The City’s existing Downtown Master Plan further describes specific revitalization efforts in the downtown. Many infill and redevelopment sites across

the community are suitable for “Planned Mixed-Use” developments as described in this chapters and depicted on Map 3: Future Land Use, as well as opportunities for brownfield remediation and blight elimination.

The City has recently completed the phase I development of the River Point District, a mixed-use center that has the potential to establish itself as a downtown destination for employment, housing, entertainment, recreation, and tourism. This area is an example of what a city can accomplish by strategically planning for development, thoughtful utilization of its resources, and partnering with development professionals for implementation. Building on this success, Manitowoc aims to continue its revitalization efforts in other areas of the City, including in the downtown, areas along the Memorial Drive corridor including the former mall site, former Elks Club, and Holy Family Clinic, South 10th Street from Washington Street to Madison Street, the old drive-in theater site, and along Franklin Street. It is recommended that corridor, small area, or master plans be completed in each of the areas to help the City identify opportunities and develop detailed action steps toward revitalization.



Calumet Avenue / Highway 151 Corridor and Calumet Avenue Conceptual Planning Framework

The Highway 151 and Calumet Avenue corridor is a prominent gateway corridor through the City, running from Downtown Manitowoc to I-43 and to areas westward. Visitors from the Milwaukee metro area traveling via I-43 North or from the Fond du Lac area would likely access the community via this corridor. Today, many portions of the corridor do not reflect the impression of Manitowoc that it wishes to present. The corridor is primarily oriented to cars and moving traffic quickly through the City, which, in many cases, creates a harsh environment that is unfavorable to significant private investment and higher-quality development. The redevelopment of this corridor is vital to establishing a welcoming, dynamic gateway that mirrors and reflects the community’s desired character.



In the coming years, WisDOT is expected to reconstruct the Calumet Avenue / Washington Street / Highway 151 Corridor. The City wishes to play a major role in influencing the reconstruction design process, given the prominence of this corridor and its potential to shape the character of future development in the City. The City seeks to ensure an outcome that not only addresses the condition of the road, but also improves pedestrian safety, enhances the corridor as a commercial services destination, and which serves as a catalyst for private and public investment.



As part of the update to the Comprehensive Plan, the City prepared a conceptual planning framework for a portion of the Calumet Avenue corridor, which is intended to lay the groundwork for a future corridor plan for Calumet Avenue. This framework focuses on the segment between 26th Street and 39th Street/Division Street. Along this segment, the Calumet Avenue corridor features aging suburban-style strip mall commercial development and big box storefronts surrounded by excess parking and hardscape. Even though much of the corridor includes sidewalks on each side of the street, buildings are set back far from the public right-of-way. The corridor features minimal street-adjacent uses, greenery, streetscape elements, or street trees that would soften the landscape and encourage walking and biking. Refer to Figure 3.4 for recommended land uses and goals for the corridor.

Redevelopment Potential

There are several large potential redevelopment sites that could feature catalytic projects along the corridor. Nearby, the Hobby Lobby and strip mall site offer additional large-scale redevelopment potential. Another site on the southeast side of the intersection of Calumet Avenue and South 35th Street, which used to be anchored by a Shopko and strip mall but is currently underutilized, could be redeveloped at higher densities with a mix of uses. To the east of the study area lies a traditional, predominantly single-family neighborhood lined with suburban-style commercial development until S. 35th Street, which bisects Calumet Avenue running north and south. North of Calumet Avenue lies additional single-family neighborhoods with some multi-family buildings, Halvorsen Park, the Manitowoc Senior Center, Franklin Elementary School, and a number of clusters of light manufacturing uses. The area south of the corridor features a similar mix of uses as well as the Manitowoc Skate Park and Miracle League baseball field, and the west end of the corridor features light manufacturing and the Manitowoc County Fairgrounds.



The corridor has potential for major redesign to act as neighborhood level mixed-use commercial corridor serving the surrounding area featuring a broad mix of commercial, service, office, and multifamily residential uses. Commercial and mixed use development should be directed to the Calumet frontage, while areas further from Calumet Avenue could accommodate residential and other uses. Future development should complement the existing corridor's form and integrate into the existing neighborhood harmoniously. Concentrating development directly along Calumet Avenue to



create an urban environment with active uses adjacent to the street will go a long way towards creating a more desirable, memorable, and unique environment throughout this area. Opportunities for significant infill residential development in various formats and styles could alleviate some of the City's housing availability issues and solidify this area as a dynamic urban neighborhood. These land use recommendations are reflected Figure 3.3., while the corridor as whole is generally recommended for Planned Mixed Use on the Future Land Use Map (Map 3).

Streetscaping

Improving streetscaping elements and street and intersection design along Calumet Avenue in conjunction with concentrating development along the street is strongly recommended. Further streetscaping goals are included on Figure 3.3. There is potential to establish a unified brand throughout the corridor that references Manitowoc's maritime and waterfront heritage. This theme could be reflected in streetscaping, wayfinding, and public art, particularly at key intersections.



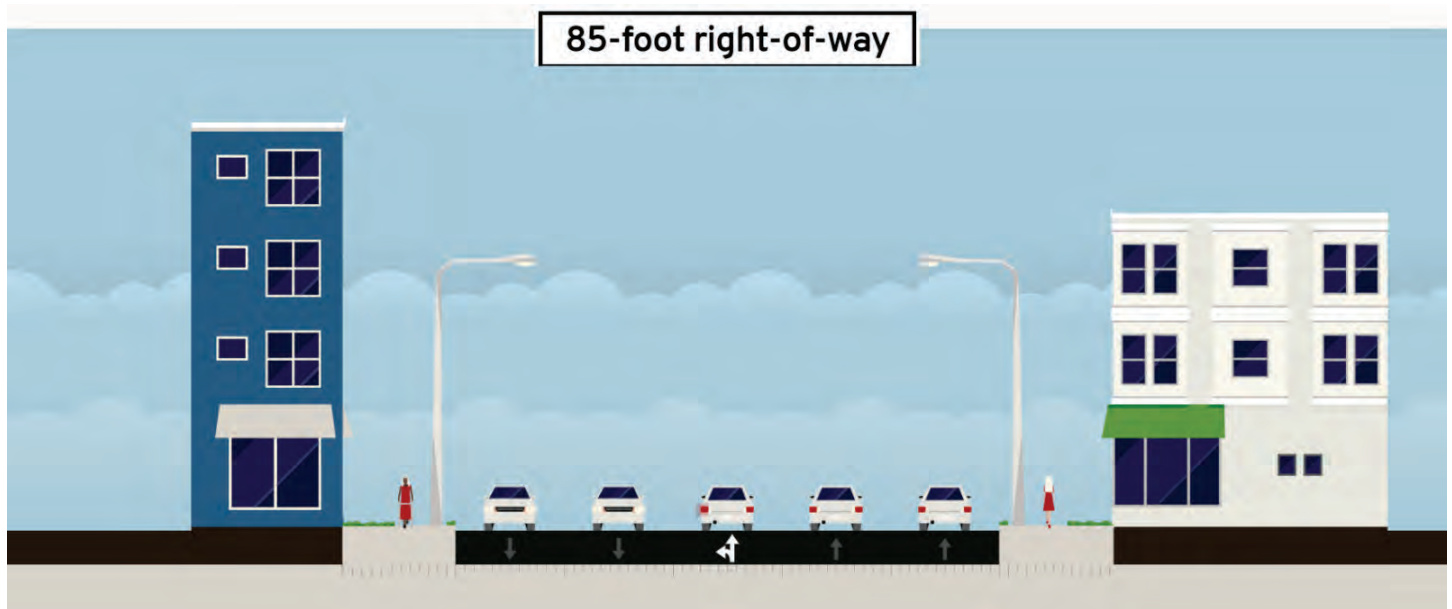
Road Reconstruction

Currently the Calumet Avenue right-of-way does not accommodate bike lanes, street trees, or other desirable features. The City and WisDOT should discuss opportunities to change the lane configurations on Calumet Avenue to better serve future redevelopment goals as identified in this plan.

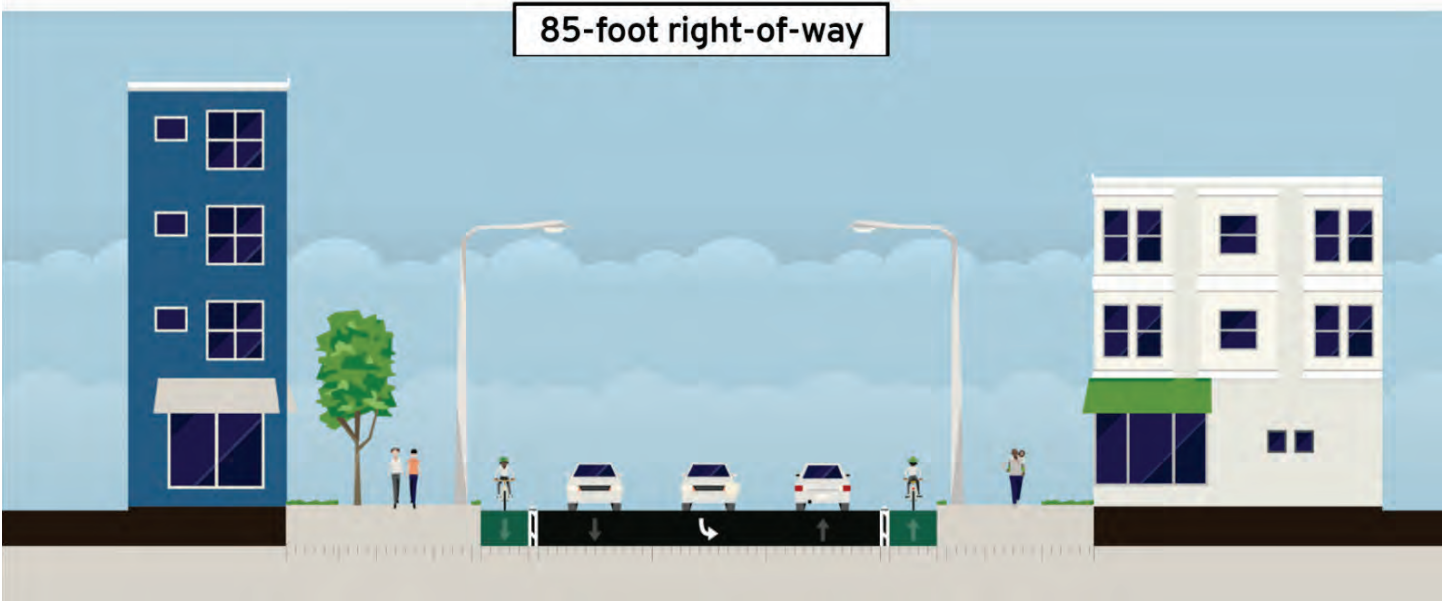
Potential changes may include lane width reduction, lane elimination, on-street bicycle lanes, and expanded terraces (green strip between sidewalk and street) to accommodate street trees.

The City will be responsible for improvements outside of the vehicular lane reconstruction funded by WisDOT. This should be considered in future budgeting processes. The street cross-section concepts on the following pages illustrate two different alternatives for Calumet Avenue. The concepts are based on an 85-foot right-of-way width, which is the narrowest right-of-way along the corridor. They show how changing the lane configuration could potentially accommodate bicycle lanes and widened street terrace. These concepts will need to be further evaluated by traffic engineers before determining whether they could be viable for Calumet Avenue, in consideration of other factors such as traffic volumes.

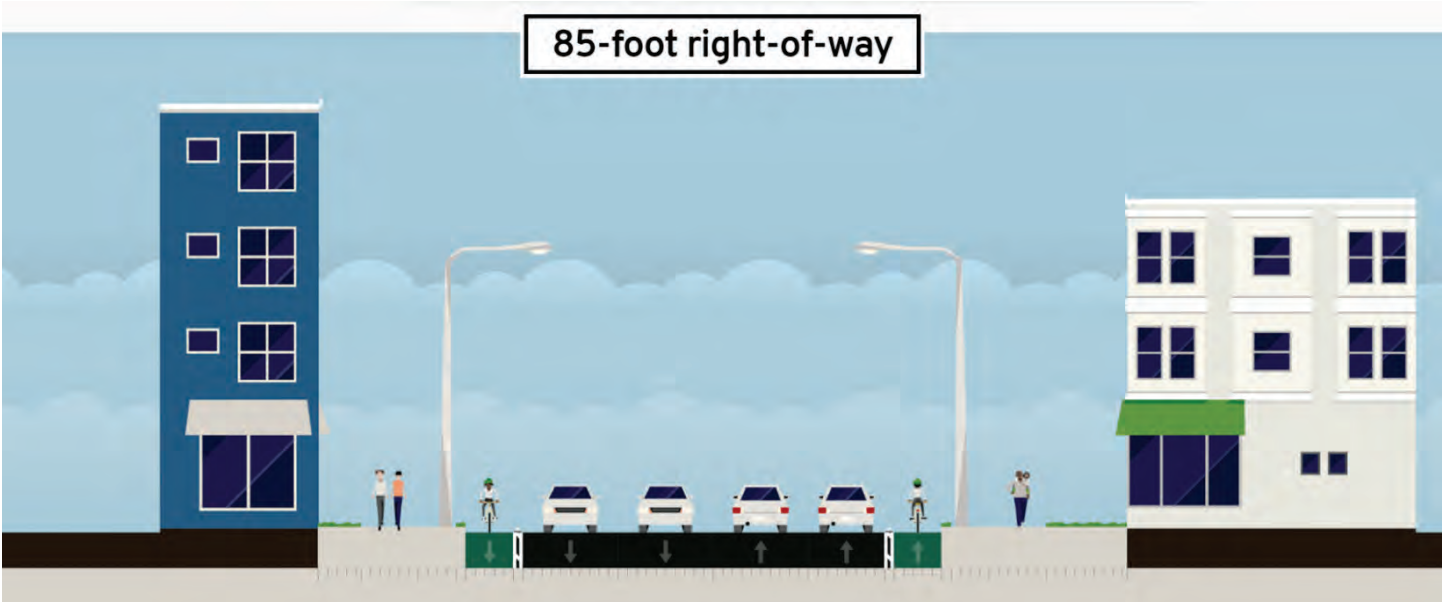
Figure 3.3: Calumet Avenue Corridor – Street Cross-Section Concepts



Existing Street Cross-Section – includes four driving lanes, center turn lane, and little space for streetscaping such as street trees, landscaping, and sidewalks



Alternative Cross-Section 1 – includes two driving lanes, center turn lane, bicycle lanes, and widened terrace to accommodate improved streetscaping such as street trees, landscaping, and sidewalks



Alternative Cross-Section 2 – includes four driving lanes, bicycle lanes, and widened terrace to accommodate improved streetscaping such as street trees, landscaping, and sidewalks

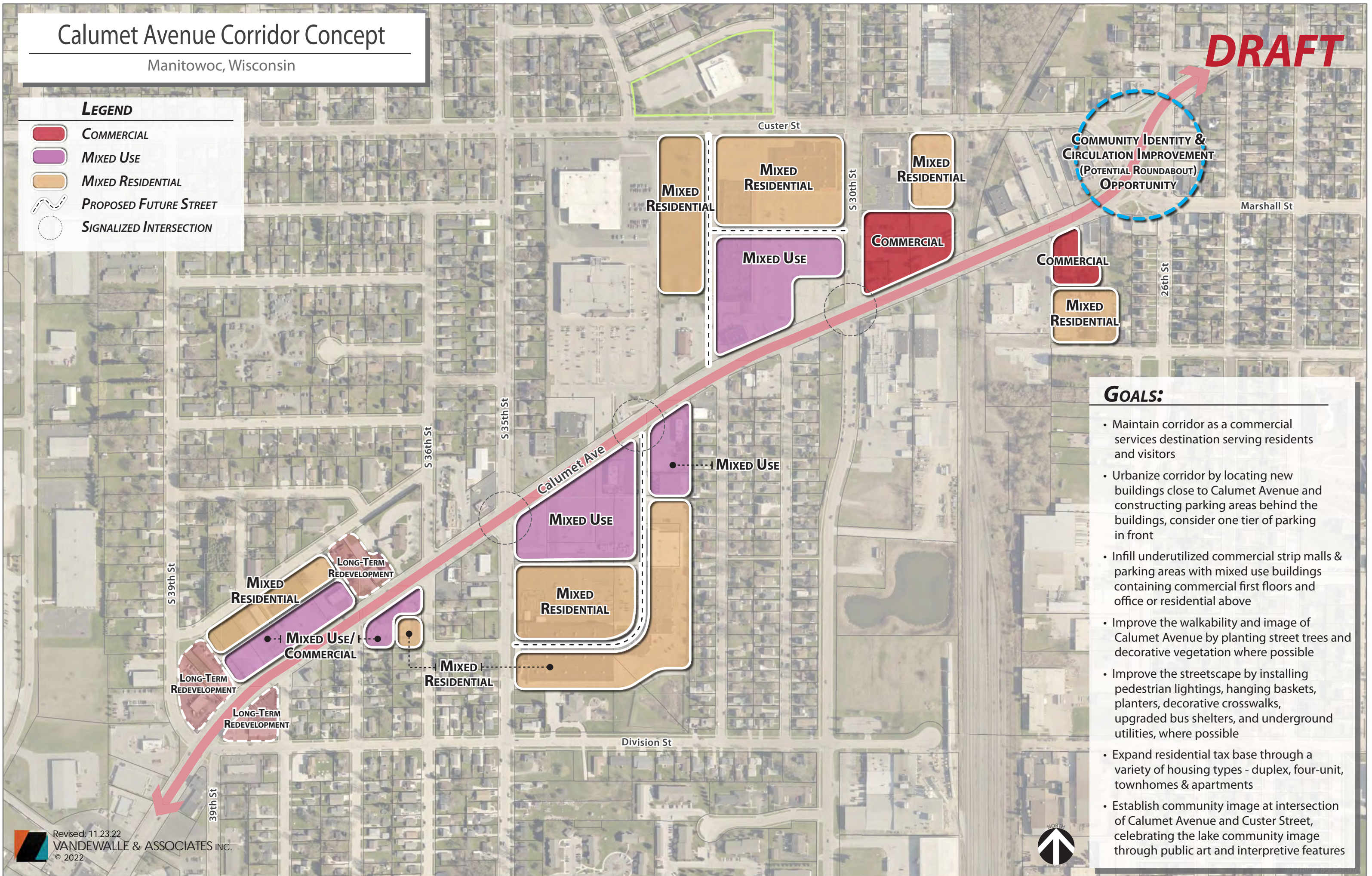
Calumet Avenue Corridor Concept

Manitowoc, Wisconsin

DRAFT

LEGEND

- COMMERCIAL**
- MIXED USE**
- MIXED RESIDENTIAL**
- PROPOSED FUTURE STREET**
- SIGNALIZED INTERSECTION**



GOALS:

- Maintain corridor as a commercial services destination serving residents and visitors
- Urbanize corridor by locating new buildings close to Calumet Avenue and constructing parking areas behind the buildings, consider one tier of parking in front
- Infill underutilized commercial strip malls & parking areas with mixed use buildings containing commercial first floors and office or residential above
- Improve the walkability and image of Calumet Avenue by planting street trees and decorative vegetation where possible
- Improve the streetscape by installing pedestrian lightings, hanging baskets, planters, decorative crosswalks, upgraded bus shelters, and underground utilities, where possible
- Expand residential tax base through a variety of housing types - duplex, four-unit, townhomes & apartments
- Establish community image at intersection of Calumet Avenue and Custer Street, celebrating the lake community image through public art and interpretive features



DOWNTOWN MANITOWOC

Centered around 8th and 10th Streets at the confluence of the Manitowoc River with Lake Michigan, downtown Manitowoc is currently home to a wide mix of uses, including community facilities such as City Hall and the Public Library, U.S. Post Office, County Courthouse, Maritime Museum, retail/commercial uses in traditional “downtown” style buildings, residential, and smaller-scale industrial uses. Through the development of this Comprehensive Plan, downtown Manitowoc was identified a priority revitalization area that has the potential to become an even more walkable and vibrant downtown area where residents come to gather, shop, and visit.

In order to support and continue the ongoing transformation of the downtown, creative and coordinated planning is needed to help Manitowoc further solidify and communicate its community identity, which is centered around its maritime history and proximity to Lake Michigan and the Manitowoc River. This Plan recommends that the City pursue the recommendations of the Downtown Master Plan in conjunction with additional recommendations supporting downtown development detailed in this document. Together with the Downtown Master Plan, the City’s Comprehensive Plan will guide the City’s future growth to ensure that the desired character is maintained, appropriate uses and strategies for redevelopment of key sites are identified, historically and architecturally significant buildings are preserved, and tools to promote redevelopment (e.g., TIF districts, zoning district amendment, brownfield cleanup procedures) are explored and implemented. This Plan recommends the following rehabilitation and redevelopment principles in the downtown:

- Facilitate and support infill and redevelopment within the downtown, particularly of multi-family, mixed use commercial and residential, public spaces, community-serving retail, restaurants, destinations, and riverwalk trails.
- Renovate and restore historic buildings. Encourage adaptive reuse of historic buildings.
- Continue to retain community facilities in the downtown area, including City Hall, the library, post office, and County Courthouse, while supporting public gathering spaces and special events. Explore expansions or upgrades of public facilities.
- Enhance public space and encourage walkability and bike-ability through streetscaping features such as benches, attractive lighting, unified branding and wayfinding that communicates the community’s maritime history, landscaping, public art, and more.
- Encourage landscaping (trees, plants, berms) in private parking lots, within sidewalk rights-of-way where permitted, and other paved areas.
- Pursue environmental assessment and cleanup as needed, particularly in areas with industrial histories adjacent to active use areas.
- Strategically acquire property to facilitate redevelopment consistent with the plan.

Downtown Manitowoc will be a focal point of revitalization efforts by the City over the planning period.

Memorial Drive Corridor

The Memorial Drive corridor consists of approximately 35 acres identified for redevelopment opportunities. On the east end of the corridor, centered on Magnolia Avenue, sits the former shopping mall, which is partially demolished and has been vacant for several years. This site represents a significant redevelopment opportunity for the City, and it is recommended that a carefully planned blend of mixed-use development with single-family, two-family, and multi-family housing be established here. Opportunities for higher density housing at this site would help offset the cost of redevelopment and provide additional housing format options in the northeastern part of the community. Multifamily housing at the Mall site could be incorporated into surrounding single and two-family style development. Any development here should include internal sidewalk and street grids to ensure walkability and reduce the need to drive between buildings. Such a street grid should also connect to adjacent streets outside of the site, and connect the development to nearby parks and commercial destinations. Further west along Memorial Drive, the former drive-in site, the former Elk’s Club Golf Course, now called “the Bayshore Development,” as well as the former Holy Family Clinic site offer additional infill development opportunities.

Along higher traffic streets such as Reed Avenue or Magnolia Avenue, there is potential for service-oriented businesses serving residents in the immediate area, professional offices, and limited specialty retail. Development along Memorial Drive and STH 42 will be highly visible and should set the tone for development throughout the area. There could be potential for lake views from upper story residential unit development fronting on Memorial Drive. The community should also consider an intersection redesign at Magnolia Avenue and STH 42 to provide safe and effective multimodal and pedestrian access to the Mariners Trail, West of the Lake Gardens, and lakefront from this site.

Silver Lake College

The Silver Lake College site consists of approximately 35 acres, of which about half is available for redevelopment or infill. There is notable potential for change at this site due to the closure of the Silver Lake College and the evolving needs of the Franciscan Sisters organization. Potential infill development that may be appropriate at this location includes uses compatible with the Franciscan Sisters organization such as institutional uses, residential uses, community recreational facilities, or a combination of the three. The City should periodically reach out to the Franciscan Sisters to understand their needs and goals for the property.

Manitowoc Neighborhoods

Manitowoc's original neighborhoods are found north and south of the Manitowoc River and generally west and southwest of downtown. These areas are generally characterized by small homes on a traditional street grid. These neighborhoods present infill development opportunities over the planning period. Additional housing could be accommodated in this area, especially near the downtown, by adding new medium density housing on vacant or underutilized sites, permitting Accessory Dwelling Units on lots with existing principal residential structures, or by combining lots to facilitate small and medium-scale multi-family redevelopment. These neighborhoods are generally recommended for Urban Neighborhood on the Future Land Use Map. Refer to Chapter Six for additional recommendations for improving Manitowoc's Urban Neighborhoods.

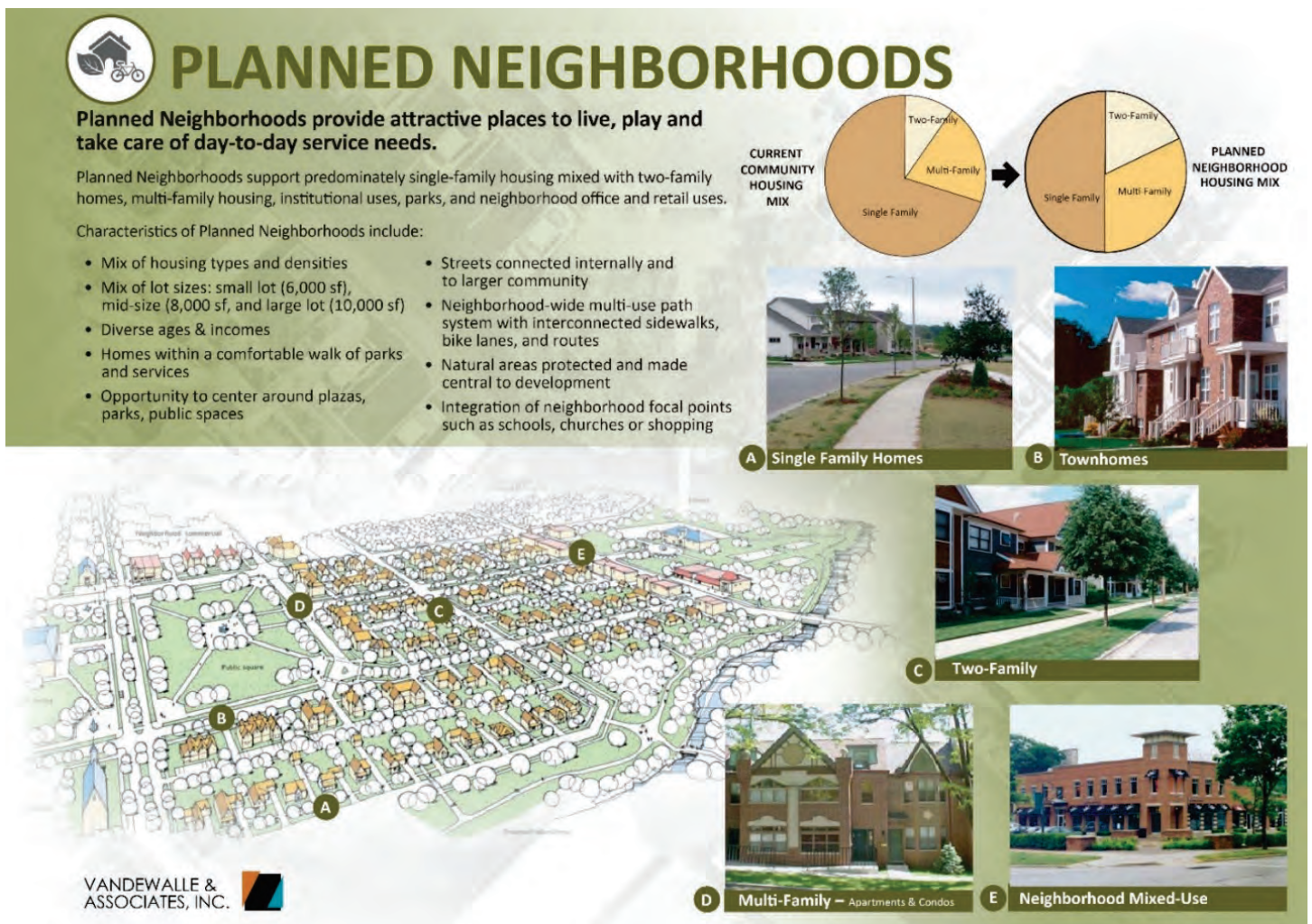
GROWTH AREAS BEYOND THE CITY'S BOUNDARY

Balanced with fostering new infill and redevelopment within its existing boundaries, the City may need to consider growth beyond its boundaries to accommodate future growth. Key future growth areas include areas to the west and northwest of the City along either side of I-43, particularly on the east side of the interstate at the Waldo Boulevard interchange. Manitowoc can grow in the most efficient, cost-effective, and sustainable way by utilizing the Planned Neighborhood and Planned Mixed Use land use categories described above. Any major new development of these areas will require detailed planning efforts and work with developers to promote mixed density formats, provide neighborhood-serving commercial development, integrate multi-modal transportation components, incorporate park and open space features, and deliver public services and utilities. Additionally, intergovernmental coordination will be helpful to ensure compact and sustainable urban growth. It is recommended that the City continue to work with Manitowoc County, the Town of Manitowoc Rapids, WisDOT, and the School District in these planning and development efforts.

Business Park Expansion to the I-43 Interchange with Waldo Boulevard

There is potential for the creation of an additional business park in the area around the Waldo Boulevard interchange. This location is within the City’s sewer service area and reflects a major economic opportunity for Manitowoc County as a whole. It is vital for this area to develop as part of the City of Manitowoc, with higher-intensity development that relies on water and sewer service from the municipality. City should use its extraterritorial powers if needed to preserve this area for City development. The site is a prime location for high-visibility development, and businesses within the manufacturing, warehousing, production, processing, and distribution sectors would benefit significantly from proximity to the interstate. Thus, the location is recommended for mixed-use development focused on business and industrial uses that rely on interstate transportation. Key interchange sites can be reserved for businesses desiring high visibility from the interchange, such as professional office and headquarters uses. There is also potential for multi-family residential, other residential formats, commercial, light industrial, and ancillary commercial uses such as business services and dining options. Large storage-based businesses or similar uses that generate low employment numbers may be necessary to support business operations in the area and the region, but they should be avoided as the predominate use or form of development around the interchange. The New business park development is discussed further in Chapter Seven.

Figure 3.5: Planned Neighborhoods Design



4

TRANSPORTATION



CHAPTER FOUR: TRANSPORTATION

INTRODUCTION

As Manitowoc grows outward and upward, new challenges and opportunities arise in connecting, integrating, and funding the infrastructure, utility, and transportation network. The City has invested in several new studies and plans over the past decade, including a Bicycle and Pedestrian Master Plan produced in 2021. The ease of access within a community is a key component of growth because it facilitates the flow of goods, services, and people. Manitowoc has good transportation connections to the region along I-43 through the existing roadway network, as well as through other travel modes, such as freight and passenger port service, rail, airport service, public transit, and recreational trails are key transportation infrastructure in the City.

The purpose of this chapter is to provide the goals, objectives, policies, and recommendations that aim to facilitate a safe, efficient, well-connected, and sustainable transportation network over the planning period. See Appendix A for additional background information that guided the creation of goals, policies, and program recommendations, including an inventory and review of existing local, State, and regional transportation plans, studies, and related data.

RECOMMENDATIONS SUMMARY

- Improve multi-modal transportation accessibility, safety, and connectivity.
- Prepare for transportation technology changes through adapting policies, information sharing, and infrastructure improvements.
- Update and enforce the city-wide official map to align transportation and land use strategies.
- Implement the recommendations of the 2021 Manitowoc Bicycle and Pedestrian Plan where and when possible.
- Utilize tactical urbanism to test infrastructure enhancements, road diets and reconfigurations, and investment opportunities.
- Make intersection improvements with upgraded traffic controls.
- Support and market the growth of the County Airport.
- Coordinate and cooperate on expansion of bus services.

GOALS, OBJECTIVES, AND POLICIES

Definitions of goals, objectives, policies, and recommendations are found in Chapter 1: Issues and Opportunities.

GOALS

- a. Provide a safe, efficient, and interconnected multi-modal transportation system that meets the needs of all users, prioritizes bicycle, pedestrian, and transit facilities, promotes public health, and decreases reliance on automobiles.
- b. Make strategic investments in transportation to balance fiscal responsibility with maintaining and improving residents' high quality of life.

OBJECTIVES

- a. Ensure all residents are provided access to multiple forms of transportation along corridors to access educational institutions, commercial areas, residential neighborhoods, and parks and open space.
- b. Provide safe and efficient pedestrian, bicycle, and automobile network access.
- c. Require pedestrian-oriented neighborhood designs that support a range of transportation choices as new development occurs and existing areas are revitalized.

- d. Support regional transit services in Manitowoc and throughout Manitowoc County.
- e. Plan for interconnected new neighborhoods and development that results in safe and convenient access to existing development and prevents isolation by major transportation corridors.
- f. Support water transportation and related facilities as vital components of the City of Manitowoc’s transportation network and downtown and lakefront economy – including Manitowoc Harbor, Manitowoc Marina, and the Lake Michigan Car Ferry.
- g. Create policies and funding mechanisms to address rising costs of street and utility infrastructure to allow for more affordable and market rate residential opportunities.
- h. Continue to participate in appropriate State, regional, county, and local transportation planning efforts that may have an impact on the City and its transportation system including initiatives related to air, water, and truck transportation.
- i. Maintain freight rail service for Manitowoc industries and businesses.

POLICIES

- a. Continue to implement the City’s Complete Streets Policy to require that multi-modal elements as part of every roadway infrastructure project. Integrate United States Department of Transportation, Federal Highway Administration, National Association of City Transportation Officials, American Association of State Highway and Transportation Officials, and Wisconsin Department of Transportation guidelines, best practices, and performance measures into the policy to facilitate true Complete Streets.
- b. Continue to update and implement the City’s five-year Capital Improvements Program that sets priorities for completing public infrastructure, utility, and community facility projects.
- c. Update and enforce the Citywide Official Map to reserve sufficient rights-of-way for future arterial and collector streets, pedestrian and bicycle paths, parks, utility infrastructure, and bridges.
- d. Adopt a Safe Routes to School Plan utilizing the Wisconsin Department of Transportation Safe Routes to School Toolkit.
- e. Implement regional transportation, utility, hazard mitigation, and sustainability plans, including the Manitowoc County 2021-2025 Coordinated Public Transit – Human Services Transportation Plan, Shoreline Metro Transit Development Program, Shoreline Metro Transit Asset Management Plan, Coastal Resiliency Report Coordinated Action Plan, and Manitowoc River Watershed Water Trail. Complete and coordinate on updates to these plans over the planning period. Many of these plans are summarized in Appendix A.
- f. Construct an additional east/west collector street on the north side of the City.
- g. Continue to participate in discussions on, and planning for, regional transportation facilities in coordination with WisDOT and the County.
- h. Incorporate electric vehicle (EV) charging stations in public parking areas and remove obstacles to incorporating EV charging stations in private parking areas.
- i. During future right-of-way upgrades and improvements, establish bike paths or lanes, integrate street canopy trees, pedestrian-scale lighting, traffic calming devices, public seating, bicycle parking, public art, wayfinding signage, and stormwater management features.
- j. Encourage connectivity by requiring new subdivisions to provide multiple vehicular access points whenever possible, and prohibit the construction of cul-de-sacs, except when extreme topography or existing development patterns necessitate their use. In these instances, alternatives to cul-de-sacs should be explored, and bicycle and pedestrian connections should be provided.
- k. Encourage expanded bicycle facilities for both transportation and recreational purposes, including Mariners Trail. Continue expansion, promotion, and improvement of a riverwalk corridor along the Manitowoc River, including the development of the Ice Age Trail connections.

- l. Develop a system of connector trails that solidify the connection between Manitowoc’s trail network and greater regional trail networks, including nearby County and State trails, with key connections between:
 - S. Lakeshore Trail (Silver Creek Park to 8th St. Bridge)
 - Mariners Trail (8th St. Bridge to Two Rivers)
 - Manitowoc River Trail (downtown to Henry Schuette Park/Manitou Park)
 - Little Manitowoc River Trail (Lincoln Park to N. 18th St.)
 - Upper Silver Creek Trail (I-Tec Park)
- m. Continue to promote the use of the City’s bus system and explore new bus routes to serve future development and existing developed areas which are underserved (see Map 4: Transportation Facilities).
- n. Work with Maritime Metro Transit System, the County, and private providers to continue to expand transportation options for those who require them such as the senior citizen, people with disabilities, and children. Work with Maritime Metro Transit System to provide programs to help new users navigate the transit system.
- o. Encourage car-pooling and van-pooling through existing park and ride facilities along I-43 (see Map 4: Transportation Facilities).
- p. Continue investment and improvements in the Manitowoc Harbor and River area including the car ferry.

RECOMMENDATIONS

IMPROVE MULTI-MODAL TRANSPORTATION ACCESSIBILITY AND SAFETY

Since the 1950s, right-of-way infrastructure has been primarily designed to accommodate vehicular travel and only secondarily accommodated the needs of pedestrians, bicyclists, and transit users. Manitowoc should proactively reorient its public rights-of-way to serve users of all travel modes. This means that the design, construction, and upgrade of new and existing facilities must involve the thoughtful implementation of multi-modal transportation facilities. One way to ensure this takes place is through the continued implementation of the City’s Complete Streets Policy, which requires that any new roadway project incorporate multi-modal transportation elements based on best practices and performance measures provided by federal and state agencies. Specific multi-modal elements to consider and implement over the planning period include:

Incorporate traffic-calming measures. In locations where safety issues have been identified, incorporate traffic-calming measures that cause drivers to slow down. This can be accomplished through narrower street widths (28-32 feet), high level of connectivity, on-street parking, on-street bicycle facilities, curb extensions and bump-outs, speed bumps, raised crosswalks, changes in pavement texture, and generous boulevards.

Enhancement intersections for all users. Shorten crossing distances, increase visibility for all users, add street furniture, establish signalized intersections, facilitate on-street bicycle turning movements, and incorporate refuge medians in long-distance and high-volume intersections.

ACTIVE TRAVEL

Active travel, meaning walking or bicycling for transportation, is considered the most sustainable form of personal mobility. The environmental benefit is ten times greater than substituting a typical gasoline vehicle for an electric vehicle powered by renewable power. In addition, cutting down automobile use reduces other energy intensive infrastructure, energy, and supply chain impacts. Further, walking and biking are proven to improve physical and mental health and cost far less than driving.

Improve local and regional bicycle facilities. Depending on the local level of service demands on the roadway, either increase on-street bicycle facilities or develop off-street multi-use paths. Bicycle facilities should be physically separated or protected from automobile lanes whenever possible. Bicycle routes should be well maintained and designed to be as free of possible safety and comfort impediments such as uneven pavement, abrupt curb ramps, and conflict points with pedestrians or motorists. Additionally, continue to prioritize projects that fill gaps in the existing network and create a well-integrated regional network. Finally, implement local and regional plans to increase network connectivity, safety, and user-friendliness and pursue becoming a designated Bicycle Friendly Community.

Prioritize sidewalks in new development and within the existing network. Require sidewalks on both sides of all existing and proposed streets where practical, identify and prioritize infilling existing gaps within the sidewalk network, develop and implement a City-wide Sidewalk Plan, and implement local and regional plans. Revisit facility standards and stringently evaluate infrastructure projects to ensure every detail supports safe, convenient, and enjoyable walking and bicycling.

Increase public transit options. Public transit, such as buses, paratransit, rideshare, and others provides essential means of transportation for people without the ability, means, or desire to drive, walk, or bike. Additionally, it provides a more environmentally-friendly means of transportation as compared driving a single-occupancy vehicle. Use of transit is also associated with healthier and more active lifestyles, as people who use public transportation get significantly more daily physical activity, simply from walking between transit stops and their destinations. Increasing the number of routes, frequency, types, and options for public transit throughout the City is critical to providing truly multi-modal transportation, more equitable transportation access, and healthier lifestyles. This will require continued coordination and planning with Maritime Metro Transit and direct investment by the City of Manitowoc.

Update Site Design Requirements. The City primarily controls transportation conditions through the design and maintenance of public right-of-way, such as roads and sidewalks. However, the design of property determines the convenience for pedestrians to navigate to and from their destinations, the quality and availability to bicycle parking, and the overall enjoyment of the environment. Updating development standards to incorporate walking and bicycling best practices ensures that the entire network from end-to-end is of high quality.

LEAGUE OF AMERICAN BICYCLISTS – BICYCLE FRIENDLY COMMUNITY

The League of American Bicyclists annually awards communities throughout the U.S. as diamond, platinum, gold, silver, or bronze Bicycle Friendly Community. This is a program designed to recognize and award municipalities that have taken steps to actively support, encourage, and accommodate bicycling for transportation and recreation.

It is recommended that Manitowoc strive to become a more bicycle-friendly community through an official designation. This can be done by implementing and advancing the recommendations of the Manitowoc Bicycle and Pedestrian Plan. The League of American Bicyclists applies local-level criteria and metrics through its designation process in which the City can apply in its future infrastructure projects and provide insight on gaps in the services it currently offers.

CHANGING PREFERENCES

A study published by the WISPIRG Foundation in 2019 titled “Millennials on the Move” explores the lifestyles preferred by many young people across Wisconsin. The study polled Wisconsin college students and found that 75% said that, after graduation, it was important for them to live in a place that has non-driving transportation options. Overall, many people’s preferences are changing when it comes to transportation. Providing increased multi-modal transportation options and connectivity will be one way to increase the retention and attraction of young people over the next 20 years.

(Source: WISPIRG Foundation, Millennials on the Move (2019))

PREPARE FOR TRANSPORTATION TECHNOLOGY CHANGES

As transportation technology continues to rapidly evolve, it will be important for Manitowoc to be prepared to accommodate changes. Over the past few years, bike-share, ride-share, and car-share have all become prevalent throughout the United States, and potentially the most revolutionary change is also rapidly approaching, automated self-driving vehicles. While it is impossible to know what the exact outcomes of transportation technology changes will be, the City can continuously evolve its ordinances, procedures, and planning to accommodate these changes. This could be as simple as an ordinance change to allow car-sharing or electric car charging stations in public parking lots, or it could be as significant as redesigning public facilities and infrastructure to better accommodate self-driving vehicles.

The next two decades will see rapid changes in the way people use transportation, and Manitowoc will have to be prepared and flexible enough to continuously evolve as new challenges arise. While we do not yet know exactly what transportation will look like in the coming years or its potential implications, there are some preliminary considerations to plan for:

- **Updating Infrastructure.** Accommodating autonomous vehicles will require significant infrastructural changes, including integrating smart infrastructure investments in future roadway projects, adapting to include off-street or on-street parking facilities for autonomous vehicle pick-up and drop-off instead of traditional parking lots and garages, and maintaining lane striping and signage on roadways in peak condition to aid in the effectiveness of autonomous vehicles in navigating the transportation network.
- **Changing Revenue Sources.** Incorporating high-capacity electric vehicle charging stations within municipal parking lots could promote and accommodate ridesharing and become a new revenue source for the City. Also, over time, traffic violation revenue may decrease significantly because of overall safer roadways. It may be appropriate to intermittently budget for lower revenue totals from this source to avoid dramatic changes to local resources.
- **Technology Systems.** As many larger governing bodies increasingly integrate intelligent transportation systems (ITS), it will be important for Manitowoc to participate in data collection and sharing, in addition to utilizing wireless and cloud-based technologies within their own practices (smart transportation infrastructure).

ELECTRIC VEHICLE (EV) CHARGING STATIONS

In 2020, there were 345,000 electric vehicles sold in the United States, an increase of over 30% from 2019 sales. Overall, there are now 1,500,000 electric vehicles on U.S. roads and over 31,000 electric vehicle charging stations. Typical locations for EV charging stations include restaurants and retail stores, shopping centers, gas stations, hotels, office parks, multi-family buildings, and public parking lots. It is anticipated that sales will increase over the planning period, and it is important to plan for public locations suitable for EV charging stations, in addition to reducing barriers to installing them on private property. Some communities have even developed requirements for EV charging stations within new development or, at a minimum, installing the infrastructure during construction that will be needed to accommodate stations in the future.

UTILIZE TACTICAL URBANISM TO TEST INFRASTRUCTURE IMPROVEMENTS

Instituting changes to the built environment to improve walking, biking, or other conditions can be costly if not incorporated into a regularly-schedule project. Rather than designing a new intervention and hoping it will work as intended, tactical urbanism is an approach to utilizing short-term, low-cost, and scalable interventions to catalyze long-term change. Potential measures can be tested to see how they perform and are received by the community. For example, protected bike lanes can be created by placing traffic barrels or some other physical barrier that can be easily removed, and matched with outreach efforts, encourage people to utilize the new route. If this is well received, the City could consider utilizing a more permanent intervention such as concrete barricades or including a design in the next road project.

INTERSECTION IMPROVEMENTS

Over the next 10 to 20 year period, upgraded traffic controls will most likely be warranted at several intersections, particularly in areas of new development. When the time comes to install a traffic control device, the City will work with other agencies to examine traffic signals, modern roundabouts and/or revised intersection geometry, to determine which type of traffic control best fits the need of a particular intersection. Where traffic signals are installed, preemptive devices should be included for public safety purposes. Modern roundabouts have advantages over traffic signals in terms of safety (far fewer head-on or T-bone collisions), flow (less wait time at intersections), cost (initial installation and maintenance), and energy-efficiency.

SUPPORT AND MARKET THE GROWTH OF THE COUNTY AIRPORT

The Manitowoc County Airport is an important asset for making Manitowoc globally connected, attracting and retaining businesses and talent. Private hangar spaces range from smaller single-plane hangars to larger corporate operations capable of handling up to 12 aircraft. The airport has ample room for expansion. Map 4: Transportation Facilities identifies a potential northern runway expansion, which would require the necessary rerouting of Goodwin Road. This 1,500-foot extension would allow corporate jets capable of long international flights to land in Manitowoc. It also opens the doors to an entirely new caliber of company—those doing international business in the global economy.

In addition to facility expansion, airport staff, the City, County, and the Progress Lakeshore should coordinate marketing efforts, and increase communication in general to take advantage of the airport asset.

COORDINATE AND COOPERATE ON EXPANSION OF BUS SERVICES

Map 4: Transportation Facilities identifies existing and potential future bus routes in the City. Potential new routes will be considered where more intensive new development is proposed. Actual location and establishment of routes will depend on timing and type of development, projected ridership, and funding. The City will continue to work with Two Rivers on bus service between the two cities, and consider collaboration with other cities in the region, such as Sheboygan, on inter-city bus routes.

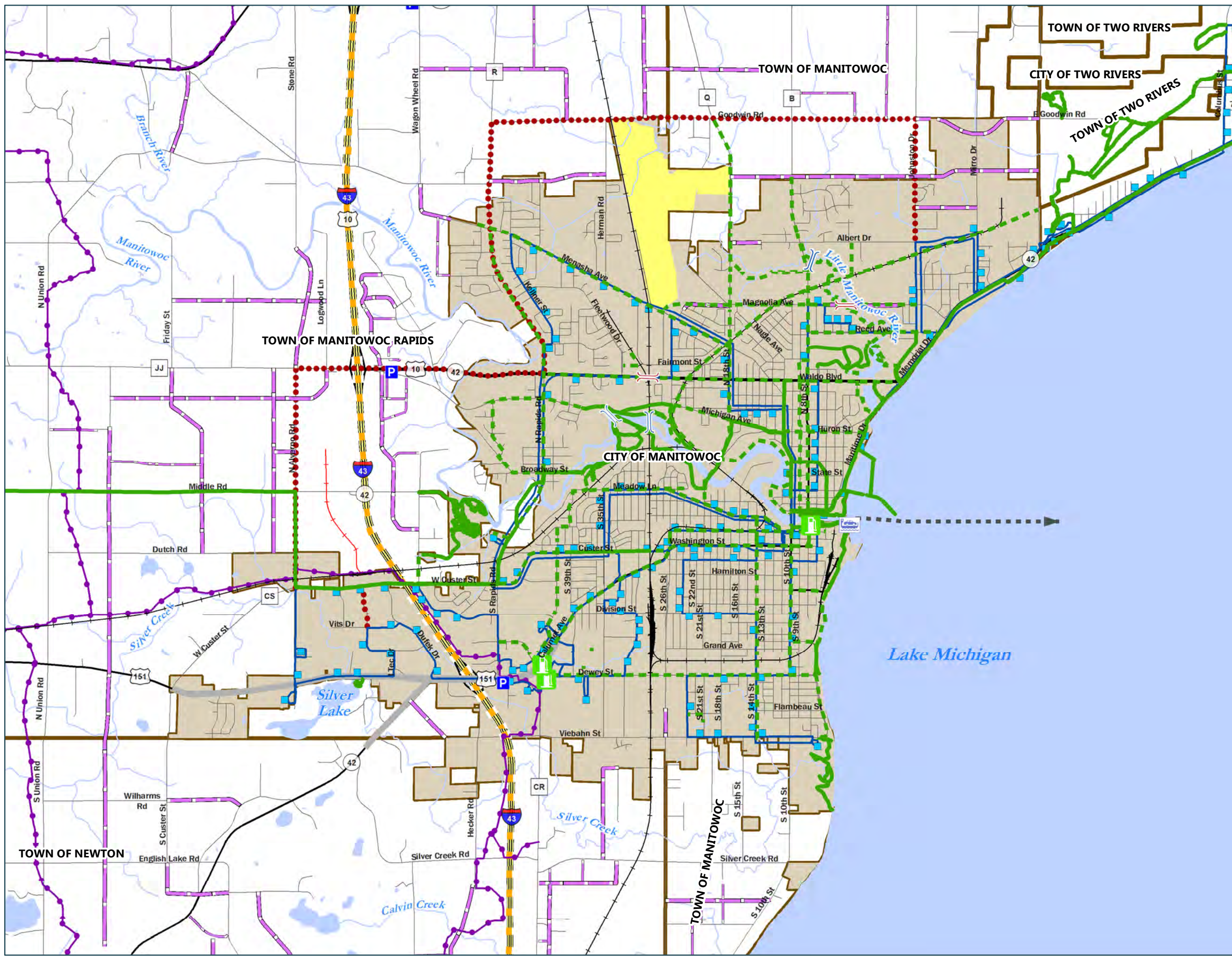
IMPLEMENT THE CITY OF MANITOWOC BICYCLE AND PEDESTRIAN MASTER PLAN

The City of Manitowoc Bicycle and Pedestrian Master Plan (2021) has identified existing multi-modal transportation barriers across the community. This plan provides strategies for continuing to improve active transportation opportunities, establishing a framework to increase walking and biking and improve connectivity in the community. The plan identified five priority projects to provide key connections and desires in the city, including a project that would allow for better east-west connectivity, a project reaching residents who live on the north side, and a project improving trail connectivity. These priority recommendations should be implemented as soon as possible. The other medium- and long-term projects should be implemented when investing in bicycle infrastructure improvements or in conjunction with road reconstruction over the planning period. Map 4: Transportation Facilities shows the major existing, and planned bike and pedestrian facilities throughout the City.

This Comprehensive Plan Update supports the recommendations of the Bicycle and Pedestrian Plan, including the following key recommendations from the plan apply to the City's treatment of bicycle and pedestrian facilities in general:
























- Seek routes and corridors that will expand connectivity and ultimately create a comprehensive network that is accessible and safe for all modes of active transportation to and from key community destinations, both for commuting and recreation
- Update and enhance the City's Complete Streets Policy
- Update and adopt facility guidelines based on the AASHTO Design Guide for the Development of Bicycle Facilities and the Wisconsin Bicycle Facility Handbook
- Prioritize areas that are in most need of connection
- Establish wayfinding along recommended routes
- Encourage the installation of bike racks and other bicycle related facilities at businesses and in key public facilities
- Establish a committee to oversee the implementation of the Bicycle and Pedestrian Plan.

The City has also endorsed an Ice Age Trail route through Manitowoc. From the west, the preferred route would extend along the south side of the Manitowoc River, crossing at Revere Dr., then taking Michigan Ave. to 11th St. From 11th St., the route turns onto Park St., through Union Park, and onto 6th St. The route then connects with the Mariners Trail along Lake Michigan. This route connecting the downtown, lakefront, and riverfront areas will increase pedestrian and bike access to key amenities for both visitors and residents.



Transportation Facilities

LEGEND

-  Pedestrian Bridge
-  Recommended Bridge Improvement
-  Existing Park and Ride
-  Ferry Terminal
-  Electric Vehicle Charging Station
-  Existing Bike/Pedestrian Routes
-  Proposed Bike/Pedestrian Routes
-  Bus Stops
-  Bus Routes
-  Snowmobile Trails
-  Ferry Route (to Ludington, MI)
-  Planned Arterial or Collector Road*
-  Other Planned Road*
-  Potential Future Rail Spur
-  Potential Future Bus Route
-  Proposed Road Improvement*
-  Alternate Fuel Corridor
-  Interstate
-  State or US Highway
-  Local Road
-  Airport
-  City of Manitowoc
-  Other Municipal Boundary

*See City of Manitowoc Official Map for detailed and comprehensive list of planned roads and road improvements.

DRAFT 1 Miles

October 19, 2022

 **VANDEWALLE & ASSOCIATES INC.**

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

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UTILITIES AND COMMUNITY FACILITIES



CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

Public utilities and community facilities comprise the framework for servicing existing development and future growth in the Manitowoc area. The purpose of this chapter is to identify the City's long-range utility and community facility goals, objectives, policies, and recommendations that aim to facilitate a safe, efficient, and sustainable utility network over the planning period. This chapter contains information regarding existing utilities and community facilities, including location, use, and system capacity; and provides a timetable for expansion, rehabilitation, and construction of new facilities. This information is used to create goals, policies, programs, and recommendations at the end of the chapter.

RECOMMENDATIONS SUMMARY

- Continue to promote stormwater best management practices
- Implement the recommendations in the City of Manitowoc Comprehensive Park and Recreation Plan
- Enhance coordination with Manitowoc Public School District and other educational institutions
- Upgrade and expand utility infrastructure as needed
- Influence the design and location of the future Confined Disposal Facility

GOALS, OBJECTIVES, AND POLICIES

Definitions of goals, objectives, policies, and recommendations are found in Chapter 1: Issues and Opportunities.

GOALS

- a. Make informed and strategic investments in utilities, infrastructure, community facilities, and public services to balance fiscal responsibility with maintaining and improving residents' high quality of life.
- b. Coordinate utility and community facility systems planning with the land use, transportation, natural resources, and recreational needs of the City.
- c. Maintain the City's high quality of life through access to a wide range of sustainable public services and facilities.

OBJECTIVES

- a. Ensure all residents are provided access to public services such as police and fire protection, utilities, transportation accessibility, education, and parks and open space. Assure that the costs for new community services, facilities, and utilities are distributed equitably.
- b. Provide adequate government services and facilities necessary to maintain a high-quality living and working environment.
- c. Utilize compact growth patterns that maximize the use of existing utilities and facilities within the City, and plan for an orderly, logical, and cost-efficient extension of municipal utilities and facilities in planned growth areas. Respect natural features and conditions in the design and location of orderly utility extensions.
- d. Actively participate in and coordinate multi-jurisdictional utility, infrastructure, and community facility system improvements in the City's planning area (including Manitowoc County, Manitowoc Public School District, the City of Two Rivers, the Towns of Manitowoc, Manitowoc Rapids, and Newton, and the State).

POLICIES

- a. In order to make the most of the City's existing infrastructure, promote infill development, redevelopment, and revitalization of areas that use existing utility systems, roads, and other public investments.
- b. Continue the five-year Capital Improvements Program that sets priorities for completing public infrastructure, utility, and community facility projects.
- c. Maximize the use of existing publicly owned utilities (such as public water, sanitary sewer, and power lines) and facilities within the City, and plan for an orderly extension of municipal utilities and facilities within the areas identified for future growth on Map 3: Future Land Use such as the I-43/STH 42 interchange area.
- d. Coordinate with other governmental units to avoid the duplication of services and promote shared services, facilities, and planning, where appropriate.
- e. Any future remodeling, renovation, or new construction of a City facility should consider the financial feasibility of incorporating renewable energy sources, sustainable building practices, and LEED Certification standards. Where feasible, the City should consider implementing such features.
- f. During future right-of-way upgrades and improvements, establish bike paths or lanes, integrate canopy trees, pedestrian-scale lighting, traffic calming devices, seating, bicycle parking, public art, wayfinding signage, and stormwater management features.
- g. Incorporate electric vehicle (EV) charging stations in public parking areas and remove obstacles to incorporating EV charging stations in private parking areas.
- h. Ensure that the City's utility system has adequate capacity to accommodate projected future growth; avoid overbuilding that would require present residents to carry the costs of unutilized capacity.
- i. Promote water as a key economic development resource, and support MPU's continued investments in Manitowoc.
- j. Ensure that the City's services, including fire/EMS, police, library, and parks, have adequate staffing, facility, and equipment capacity to accommodate projected future growth, and that the City has the ability to capture the value associated with such growth to pay for required City service increases.
- k. Emphasize sustainability, energy-efficiency, and cost effectiveness in the delivery of public facilities and services.
- l. Continue to invest in renewable energy sources and promote sustainability and energy efficiencies.
- m. Work with educational institutions to ensure adequate school facilities and educational services for the Manitowoc area. Work with educational institutions to program joint park and recreational events, and to engage youth in municipal processes and community activities.
- n. Coordinate with MPU to upgrade and expand the fiber optic cable network as necessary to meet future demand.
- o. Update the City's Official Map to reflect the recommendations of this Plan, including locations for new public facilities, such as roads, sanitary sewer lines, water lines, storm sewer lines, trail extensions, and parks. This will be particularly important for the growth areas identified on Map 3: Future Land Use.
- p. Follow the City's current "Park, Recreation, and Open Space Plan" when making decisions related to the park system, and update that plan every five years.
- q. Make revisions to other ordinances and codes as necessary to implement the recommendations in this *Plan*, including City building codes, mechanical codes, housing codes, and sanitary codes.

RECOMMENDATIONS

The following section is a description of the utilities and community facilities illustrated and recommended through Maps 7a and 7b: Utilities and Community Facilities, as well as recommendations and programs which address non-map issues.

PROMOTE STORMWATER BEST MANAGEMENT PRACTICES

The Department of Public Infrastructure reports more issues with flooding in recent years, in part due to increased impervious surface area and increased frequency of high intensity storms. The Department is preparing stormwater plans for three specific areas to identify strategies to reduce flooding in the future. Additionally, Manitowoc is currently following new State and Federal rules requiring stricter measures for stormwater management.

Given these increased demands on the stormwater system, the City should explore establishing a Stormwater Utility in order to fund a stormwater program, in response to increasing State and Federal stormwater requirements and intensifying flooding issues. The City should promote, and in certain cases require Best Management Practices. Stormwater Best Management Practices are described in detail in Chapter Two.

EXPAND, REHAB, AND INSTALL NEW UTILITIES AND COMMUNITY FACILITIES

As Manitowoc continues to grow, it will place increasing demands on its municipal facilities. Through this planning process, specific utilities and community facility improvements or additions were identified. Additionally, the City should continue to utilize a Capital Improvement Planning process that includes 5- and 10-year time horizons to carefully anticipate needs and opportunities and to allocate resources to implement the recommendations below.

The City should continuously analyze facility needs and service demands to identify implementation strategies for upgrades and expansions to existing facilities and creation of new facilities. In planning for new community facility upgrades, the City should pursue the following objectives:

- Maintain and improve public health and quality of life for all residents.
- Improve environmental stewardship, natural systems, aesthetics, and climate mitigation and resiliency.
- Improve municipal fiscal and structural performance.
- Provide active and passive recreational opportunities in all seasons.

IMPLEMENT THE RECOMMENDATIONS IN THE CITY OF MANITOWOC COMPREHENSIVE PARK AND RECREATION PLAN

This Plan aligns strongly with the City's Comprehensive Park and Recreation Plan (CORP) in pursuit of the goals of connecting and integrating public open space throughout the community to foster improved public health and quality life, advancing environmental stewardship and climate resiliency, promoting fiscal sustainability, and driving economic development opportunities. To support the goals of the CORP, this plan recommends the advancement of the following objectives:

- Enhancing network connectivity of all public spaces and natural areas.
- Integrating equity into the location, design, and access of public space spaces.
- Targeting investment in facilities and amenities with the highest potential impacts.
- Being cost efficient to improve the fiscal and structural performance of the City.
- Reinvesting in existing infrastructure through continuously evaluating and monitoring facilities and programming.
- Leverage collaborative partnerships, including with the private sector and volunteer groups, to fund future programs, maintenance, and facilities.
- Being innovative and adaptive through trend-based programming.

UPGRADE AND EXPAND UTILITY INFRASTRUCTURE AS NEEDED

The Sewer Service Area (SSA) Boundary depicted on Map 3: Future Land Use delineates the outer boundary of the area that may be served by the City and MPU within the 20-year planning period. Generally, the existing SSA Boundary encompasses sufficient land area needed to meet future demand over the planning period, as mapped on Map 3: Future Land Use. The only areas mapped for future development on Map 3 that are outside the existing SSA are west of I-43 north and south of Middle Road, east of South Alverno Road, and a small area east of I-43 south of Silver Creek Road. While the City establishes an area within which to deliver urban services, requests for annexation and extension of utilities are generally initiated by individual landowners or groups of landowners. Under current State law, annexation is generally driven by the requests of property owners. The City is not able to initiate annexations, except under a few specific circumstances.

ENHANCE COORDINATION WITH THE MPSD AND OTHER EDUCATIONAL INSTITUTIONS

The health of the City and the health of the various educational providers in Manitowoc are closely intertwined. High quality public and private schools, at all levels of education, enhance the overall quality of life for City residents, increase positive opportunities for the City's youth, and are a large factor in workforce and economic development. Several initiatives to ensure close collaboration among MPSD, private education facilities, higher educational institutions, and the City are strongly advised. Ideas and advice include the following:

- To encourage awareness and ongoing communication between the City and MPSD, the City could involve relevant education providers, in review of residential development as well as other issues of mutual concern.
- The City could establish regular joint Common Council-School Board meetings to identify, discuss, and resolve policy issues of mutual concern, including the impact of new development on schools and on new focuses and vision for curriculum and joint services.
- The City should collaborate with schools on a staff/department level to assure that all shared facilities and overlapping areas of concern—such as student safety—are addressed in an efficient and effective manner.
- The City encourages the public and private educational institutions to work with community leaders and high school students to establish a mentoring program for younger students and would partner on such an effort.
- The City supports dialogue and joint educational programming among MPSD, private elementary and secondary institutions, Lakeshore Technical College, and UW-Green Bay Manitowoc Campus to expand educational opportunities for students who are bound for college, and for students who are more directed towards further technical education and the trades.

Other collaborations to strengthen education and career training services in the Manitowoc area are described in Chapter Seven: Economic Development.

INFLUENCE THE DESIGN AND LOCATION OF THE FUTURE OF THE CONFINED DISPOSAL FACILITY

The Manitowoc Harbor Confined Disposal Facility (CDF) is a man-made structure designed to hold material excavated during harbor dredging activities. The facility is owned operated and maintained by the U.S. Army Corps of Engineers. The U.S. Army Corps of Engineers has determined that the CDF is reaching capacity and is seeking a new CDF location or alternatives to the existing CDF. The City will provide input to the Army Corps of Engineers on the design and location of the future CDF.

FOLLOW THE TIMETABLE TO CREATE, EXPAND, OR REHABILITATE COMMUNITY FACILITIES AND UTILITIES

The City should generally follow the timetable shown below when planning for investments in community facilities and utilities.

Figure 5.1: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities

Utility or Facility		Description
Water Supply	Ongoing	Improve water storage capacity and the distribution system as necessary to serve development. Replace lead lateral services.
Sanitary Sewer	Ongoing	Extend infrastructure as necessary and cost feasible to serve development.
On-site Wastewater Treatment Systems	Ongoing	Continue to work with property owners to connect to sanitary sewer when appropriate.
Solid Waste Disposal & Recycling	Ongoing	Continue to contract with private waste haulers for collection service.
Stormwater Management	Ongoing	Continue to require compliance with quantity and quality components for all developments.
	Ongoing	Update stormwater management plan, ordinance, and/or utility as needed. Continue to prepare stormwater studies for areas of the City as needed.
Police Protection	Short-term	Expand facilities (new or reuse/repurpose of additional existing City facilities), equipment, and personnel to meet future needs.
Fire Protection and EMS Services	Short-term	Expand facilities, equipment, and personnel to meet future needs.
Library	Ongoing	Facilities are adequate to meet future needs.
Municipal Building and Operations	Ongoing	Facilities are adequate to meet future needs.
	2022-2027	Explore developing a municipal sustainability plan.
	Ongoing	Update and expand the use of technology in municipal processes.
Medical Facilities	Ongoing	Encourage improvements to existing facilities as needed.
Schools	Ongoing	Continue to coordinate and communicate with educational institutions on issues of mutual concern.
Parks & Recreation	2017-2022	Implement the recommendations of the Parks, Recreation, and Open Space Plan being developed in conjunction with this Comprehensive Plan.
	2023, 2028, 2033	Update Parks and Open Space Plan, considering the recommendations in this Plan, including establishing a park improvement impact fee.
Telecommunication Facilities	Ongoing	Upgrade and expand the fiber optic cable network as necessary to meet future needs.
Power Plants /Transmission Lines	Ongoing	Continue to work with MPU on transitioning away from coal as the primary fuel source for power generation and on issues related to the location or upgrade of transmission lines or power substations in the City.
Cemeteries	Ongoing	Facilities are adequate to meet future needs.
Child Care	Ongoing	Area childcare facilities are projected to expand to meet needs. Recommend expanded opportunities in and near employment centers.
Elder Care	Ongoing	As the population continues to age due to the Baby Boomer Generation, elder care facilities are projected to expand to meet needs. Recommend expanded opportunities in residential neighborhoods and near areas of activity.

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HOUSING & NEIGHBORHOOD DEVELOPMENT



CHAPTER SIX: HOUSING & NEIGHBORHOOD DEVELOPMENT

INTRODUCTION

The City of Manitowoc, like many other small and mid-sized Wisconsin communities, has experienced a lack of housing development and rising housing and rental prices over the past decade. The City of Manitowoc Housing Study and Needs Assessment (2021) indicated that population growth in Manitowoc is uncertain and is heavily dependent on available housing and employment opportunities. The report observed that a lack of affordable and available housing limits the City's future growth potential, negatively affecting employment attraction and retention and making it difficult for many to live in the community.

These issues coincide with national housing trends that create challenges for nearly every community when it comes to addressing current housing needs. The United States has a housing shortage, which has caused home prices and rents to climb sharply at the national, state, regional, and local levels. This has manifested itself differently throughout Wisconsin, with metropolitan areas experiencing growth in new housing units but struggling with housing affordability, while more rural communities are experiencing little or no housing growth whatsoever. The existing housing crisis is a result of both a lack of supply and changing demands since the housing market collapse in 2008. The current housing climate has made it increasingly difficult for families to buy their first homes or to afford rent, causing many to face financial difficulties as they struggle to afford a place to live.

This trend has intensified the need for additional housing – particularly for quality housing options that families can afford. In recognition of the community's need for a variety of housing options at more affordable prices, the City will need to pursue strategies to lead and support the development of new, unique neighborhoods with a distinct sense of place by proactively working to diversify Manitowoc's housing stock in terms of structure type, size, affordability, and tenancy. A community's housing stock is its most significant long-term capital asset, and housing and neighborhoods are key determinants of the community's identity, sense of place, and quality of life.

The purpose of this chapter is to develop strategies to promote a variety of housing types to fit the needs of all residents and develop quality neighborhoods within the City. This chapter outlines the goals, objectives, and policies related to the future of housing in Manitowoc as the community continues to evolve. Recommendations serve to guide the future of housing policy, decision making, and programming.

HOUSING DATA HIGHLIGHTS

A complete analysis of housing trend data and existing conditions that shape the goals, policies, programs, and recommendations in this chapter can be found in Appendix A. The following summary of Appendix A highlights several key trends.

- Manitowoc experienced rapid population growth between 1990-2000, with more modest growth between 2000-2010. As of the 2020 Census, the City of Manitowoc's population was 34,626.
- Over 725 new housing units were constructed in the City between 2010-2021.
- Average household size in the City has *decreased* over the past 20 years (2.32 in 2000, 2.17 in 2020). This is similar to many Wisconsin communities, which have experienced a decrease in average household size over that time period.
- Owner-occupied housing units make up approximately 67% of all housing units in Manitowoc, which is a significantly smaller percentage than in many neighboring incorporated communities.
- Median owner-occupied home values in Manitowoc increased significantly over the past two decades, though they remain lower than the average home values in most other neighboring communities.
- Both median gross monthly rents and monthly owner-occupied costs have increased over the past two decades.

- It is projected that the City could increase by over 617 new residents and 107 new households over the planning period.
- The City’s housing stock has not diversified over the past decade, with minimal changes in new two-family, multi-family, and senior housing options. Single-family homes remain the predominate unit type.
- 22% of Manitowoc households are housing cost burdened (spending greater than 30% of their income on housing), a comparable percentage to that of Manitowoc County and Wisconsin.

RECOMMENDATIONS SUMMARY

- Implement the recommendations of the 2021 Manitowoc Housing Study & Needs Assessment
- Promote Traditional Neighborhood Design principles
- Provide a wider mix of housing types, sizes, and costs throughout the City – including single family, duplexes, townhomes, apartments, condos, and more
- Revitalize Manitowoc’s urban neighborhoods
- Require neighborhood development plans in advance of development

GOALS, OBJECTIVES, AND POLICIES

Definitions of goals, objectives, policies, and recommendations are found in the Issues and Opportunities Chapter of this Plan.

GOALS

- Provide a diverse mix of housing types, densities, arrangements, and affordability levels to accommodate the needs, desires, and lifestyles of existing and future residents of all incomes and life stages.
- Increase the amount, type, and availability of affordable and workforce housing options in the community.
- Develop new neighborhoods that promote long-term fiscal sustainability in terms of utilities, infrastructure, and service provision.
- Foster a sense of place within neighborhoods and create memorable places designed for people and interaction.

OBJECTIVES

- Phase new residential development in a manner that is consistent with public utility and facility service capacity to create attractive and safe neighborhoods that are well-served by essential municipal services and facilities (sanitary sewer, municipal water, stormwater management facilities, police, fire, etc.).
- Carefully plan new neighborhood development to provide a range of housing types, densities, and costs that promote healthy lifestyles for existing and future residents and a sustainable owner-renter ratio.
- Support programs that assist in the rehabilitation and maintenance of the City’s existing housing stock.
- Promote housing infill and redevelopment practices to help diversify the community’s housing supply in existing neighborhoods as well as in upper floors of buildings downtown.
- Design neighborhoods that are oriented towards pedestrians and well-served by sidewalks, bicycle routes, and trails.

POLICIES

Policies to Increase Housing Supply and Diversify Housing Options

- Utilize development agreements and development incentives to partner with developers who are interested in creating housing in Manitowoc. Such agreements could involve the City providing development incentives to offset high development costs, particularly for utility, street, and sidewalk infrastructure. The agreements would also

address good neighborhood design and ensure that parks, trails and pedestrian pathways, and other amenities are provided.

- b. On city-owned land planned for residential, issue Requests for Proposals to recruit residential developers.
- c. Design new neighborhoods in accordance with Traditional Neighborhood Design principles, as described later in this chapter.
- d. Plan and design new multi-family residential development to complement surrounding land uses and be an integral part of a cohesive neighborhood. Require high-quality design for all development.
- e. Require that the development of new neighborhoods comply with the City's historic housing mix to maintain the character of the community while allowing for expanded housing options. Within each contiguous area designated as a "Planned Neighborhood" on Map 3: Future Land Use, seek a housing mix where not less than 65 percent of all housing units are in single-family detached residences, within a desired maximum of 15 percent of units in two-family dwellings, and 20 percent of units in multi-family dwellings (3+ units per building, regardless of occupancy). For two-family and multi-family units, seek to maximize the percentage of such units that will be available for owner-occupancy. For single-family units, seek a mix of lot sizes.
- f. Update the Zoning Ordinance to promote all types of housing formats, especially small lot single-family development, Accessory Dwelling Units (ADUs) and townhomes on single and two-family zoned properties to increase neighborhood residential densities, a variety of multi-family densities, and increased mixed-use options to increase housing affordability and housing choice options.
- g. Promote urban living and workforce housing infill opportunities by encouraging residential uses within the upper stories of buildings as part of infill, redevelopment, and new commercial/office development to increase the viability and vitality of the community.
- h. Accommodate and promote the upper end of the housing market to help with business recruitment and boost the City's residential tax base.

Policies to Improve Quality of Housing and Neighborhoods

- i. Prevent monotonous "tract" housing by ensuring variations in architectural details and colors, preventing garages from dominating front or street side facades, and enforcing design standards recommended in this Plan.
- j. Plan for multi-family developments in those parts of the City where streets and sidewalks can handle increased volumes of traffic; where there are adequate parks, open space, and shopping facilities existing or planned, and where utility systems and schools in the area have sufficient capacity. Disperse such development throughout the City rather than planning for large multi-family housing developments in clustered or isolated areas.
- k. Support ongoing maintenance and reinvestment in residential areas, particularly historic neighborhoods surrounding downtown.
- l. Design neighborhoods to protect environmental resources, encourage resident interaction, promote walkability, and create a sense of place, following the Planned Neighborhood design guidelines presented in this chapter.
- m. Continue to require all residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development.
- n. Require developers to help provide safe and efficient pedestrian and bicycle access connections between residential neighborhoods and nearby community facilities (e.g., bus routes, parks, and schools).
- o. Promote the use of water saving technology, renewable energy production, electric vehicle charging, onsite composting, native habitat plantings, and other sustainability best practices in existing and new neighborhoods.

Policies to Increase Affordable Housing Stock

- p. Work with housing advocates, nonprofits, regional entities, and developers to ensure land is available for the development or redevelopment of housing accessible to families of low-to-moderate income.
- q. Continue to keep Tax Incremental Financing (TIF) districts open an additional year at the end of their statutory life to support an Affordable Housing Fund, as enabled by state law.

- r. Implement policies and incentives for developers to create subdivisions with both affordable and market rate housing options.
- s. Consider the adoption of policies that support the creation of unique housing affordability models, such as community land trusts, the development of an affordable housing fund, establishment of a land bank, down payment assistance program, and/or limited equity cooperative.
- t. Consider the creation of a Housing Committee to identify constraints, explore potential solutions, generate recommendations, and increase collaboration to address housing issues in Manitowoc by providing more affordable housing options within the community.

Additional Housing Policies

- u. Require Neighborhood Plans in advance of all new neighborhood development. Use detailed neighborhood development plans to tie the opening of new areas for development with continuity in infrastructure and the capacity of utilities and public facilities to accommodate such development.
- v. Consider the creation of a Housing Action Plan including development regulations, policies, funding, partnerships, and civic opportunities, focused on short, mid, intermediate, and long-range strategies for the City to address existing housing issues.
- w. Partner with regional entities to continuously evaluate regional housing needs, collaborate on programming efforts, and leverage alternative funding sources in order to meet unmet housing needs.
- x. Limit housing development in rural areas at and beyond the City’s fringe. Do not approve development of unsewered residential subdivisions, with the exception of areas designated on the Future Land Use Map as “Single-Family Residential-Exurban.”
- y. Continue to run housing assistance programs and develop programs to address the reuse of foreclosure-impacted properties.

RECOMMENDATIONS

Building upon some of the policies listed above, the following are programs and recommendations to promote high-quality and affordable housing and neighborhoods in Manitowoc.

IMPLEMENT THE 2021 MANITOWOC HOUSING STUDY & NEEDS ASSESSMENT RECOMMENDATIONS

In January of 2021, the City of Manitowoc partnered with MSA Professional Services, Inc. for the creation of a Housing Study and Needs Assessment. This report examines the City’s housing conditions and market, providing recommendations for how the community’s housing needs can best be met.

Key findings from the study indicated that population growth in Manitowoc is uncertain and is heavily dependent on housing and employment opportunities. The lack of affordable and available housing within the City is holding back its future growth potential, negatively effecting employment attraction and retention and making it difficult for young families, first time homeowners, and low-income residents to live in the community. The current high costs of construction and lack of diverse and available housing types in Manitowoc represents a barrier to the community’s growth and the ability of households to obtain homeownership. Many of the recommendations and strategies outlined in the Housing Study are built into this plan.

Key Implementation Strategies:

- Encourage housing choice and affordability that support overall community vitality through incorporating best practices in development regulations.
- Utilize the Comprehensive Plan to promote a mix of housing types, lot sizes, unit format, and land uses throughout the community.

- Continue to work with developers who are bringing forward housing in Manitowoc and utilize development incentives to support affordability and good neighborhood design. Communicate proactively with the development community to reduce barriers to developing new housing.
- Guide development decisions that expand housing affordability, quality, and choice through adapting public policies.
- Limit or prohibit the development of single-use and single-type neighborhoods in all future development.
- Update the City’s zoning ordinances to help address housing affordability and variety issues, promote infill development, and encourage the development of missing middle housing (duplexes, small-scale multi-family buildings, accessory dwelling units, etc.).

It is recommended that Manitowoc continue to prioritize the strategies and action items of this plan through investment, regional collaboration, and policy revisions. The recommendations in this plan can help set the stage for further work over the planning period. Monitoring progress and completing an update of the plan will be key components of successful implementation over the next decade and beyond.

REQUIRE NEIGHBORHOOD DEVELOPMENT PLANS IN ADVANCE OF DEVELOPMENT

The “Planned Neighborhood” future land use category, described in further detail in Chapter Three: Land Use, is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas laid out with intention and careful design. These areas are mapped on Map 3: Future Land Use for future development in different parts of the City.

The complexity of “Planned Neighborhood” areas suggests the preparation of detailed neighborhood development plans to further guide development of these areas. Neighborhood development plans can be used as a tool to promote development, illustrate to developers what kind of uses are desired by the City, and indicate where higher densities are allowed and desired. The creation of neighborhood development plans makes it easier for developers to align their interests with suitable sites within the community and indicates that the City is actively invested and interested in pursuing redevelopment of designated areas. A neighborhood development plan would be prepared by a developer, a group of property owners, or the City, in advance of the approval of individual subdivision plats within the area it covers. Neighborhood development plans specify in greater detail land use mix, density, street layouts, open space, and stormwater management than are possible within this Plan. These neighborhood development plans would ideally be adopted as a detailed component of the Comprehensive Plan once completed. Within these areas, the City should advance Traditional Neighborhood Design principles, described below, as well as the recommended policies and programs for the “Planned Neighborhood” future land use category in Chapter Three.

PROMOTE TRADITIONAL NEIGHBORHOOD DESIGN PRINCIPLES

In all future neighborhoods, the City intends to promote Traditional Neighborhood Design. The implementation of Traditional Neighborhood Design aims to:

- Integrate a diversity of high-quality housing types to accommodate a variety of lifestyles, age groups, and financial capability
- Ensure the long-term preservation of community character and high quality of life
- Provide housing, parks, and schools with direct and efficient connections within walking distance of shops, services, and jobs
- Blend multi-modal transportation options into neighborhood design
- Preserve environmental systems that define, sustain, and connect neighborhoods and communities
- Reduce demand for fiscal resources needed for transportation, public infrastructure, services, and housing

In the design and approval of new neighborhoods (subdivisions), the City and developers should ensure the adherence to the following Traditional Neighborhood Design principles:

- **Establish Community Gathering Places.** Design neighborhoods around community gathering places such as parks, public squares, outdoor dining establishments, schools, churches, and other community facilities.
- **Provide Housing Variety.** Ensure that a variety of housing types are included and arranged in a compact and interconnected form. Particular attention should be paid to the scale of buildings, walking distances, direct and efficient connections to amenities, and the design of other neighborhood features such as streetlights and signage.
- **Advance Equity and Inclusion.** Through creation of neighborhoods with a variety of housing formats, sizes, and price points, people from a diversity of age, family size, and wealth can live in proximity to improve social cohesion. Multi-family and renter-oriented housing formats are integrated into diverse neighborhoods rather than marginalized. Diverse neighborhoods are shown to improve community resilience and equity through shared investment, familiarity, and access to opportunity.
- **Blend Land Uses.** Integrate well-designed and cohesively incorporated commercial and office uses and other community facilities in appropriate locations, generally along busier streets and intersections to draw on a broader market.
- **Promote Walkability.** Design the neighborhood to facilitate pedestrian movement and enhance mobility within the neighborhood and between the neighborhood and other nearby destinations, such as parks, schools, and business and job districts. Provide sidewalks or paths along all streets, and multi-use trails in the environmental corridor and park network. Require street trees to be planted along all new streets with native species selected for canopy and climate resilience.
- **Promote Connectivity.** Interconnect streets, trails, drainageways, parkways, and similar facilities both within the neighborhood and to existing and future adjoining neighborhoods and development areas. Prohibit cul-de-sacs and dead ends, except in places where environmental features or topography requires them. The City should be a cohesive and contiguous grid of streets where each neighborhood completely and seamlessly connects to those around it.
- **Calm Traffic.** Design and manage neighborhoods as collections of places where people live, rather than areas to move through. Integrate design elements that slow vehicle movements to improve safety and livability, with features selected for the context. These may include accommodating on-street parking and permitting narrower streets to calm traffic and increase pedestrian safety, traffic circles, medians, and curb extensions.
- **Create Attractive and Active Streetscapes.** Incorporate site and building design strategies such as decreased setbacks, front porches, balconies, and other interesting architectural features that help create a safe, pleasant walking environment. Set back garages from the main body of the house wherever possible and incorporate alley-loaded garage options where practical. Locate vehicle access to prioritize pedestrian safety.
- **Highlight Natural Areas.** Integrate environmental features into the neighborhood as common open spaces for active or passive recreation, public gathering spots, or flood protection and stormwater management. Provide adequate vegetated buffers between development and natural features. Locate, design, and maintain storm water features as neighborhood assets.

Implementing the design recommendations above will require Zoning and Subdivision Ordinance amendments or rewrites, coordination and collaboration with developers and landowners, and the development of detailed neighborhood plans for all new neighborhoods.

Figure 6.1: Traditional Neighborhood Design



PROVIDE A WIDER MIX OF HOUSING TYPES, SIZES, AND COSTS THROUGHOUT THE CITY

An overarching goal of this plan is to provide a greater variety of housing format and building quality housing for families in all life stages and income levels. Housing formats can include duplexes, townhomes, apartments, condos, single family residences, and more. Introducing a variety of building types – such as rowhouses, two, three, and four-unit buildings, tiny homes, bungalow courts, courtyard apartment buildings, accessory dwelling units, live-work buildings, and multifamily dwellings above shops – greatly increases the housing options within a neighborhood.

This approach supports the City’s vision and overarching goals in several ways. First, a broad range of housing types and price levels within neighborhoods fosters daily interaction among people of diverse ages, races, and incomes, thereby building a sense of community across various social groups and fostering more equitable access to employment and amenities. Diversifying housing options can give everyone more choices about where to live. It helps residents find appropriate housing within Manitowoc as their housing needs change, it increases diversity of residents and families who are attracted to Manitowoc, and it provides housing choices that are affordable to current and future residents. Finally, providing a mix of housing types is an essential component of mixed-use neighborhoods and compact growth, other key goals of this Plan.

Housing is not simply part of the framework of the City; it also contributes to its economic vitality. In order for Manitowoc to grow economically, housing is needed that mirrors diverse job opportunities. Businesses need access to workers, and workers need quality housing they can afford. A range of housing types, from workforce housing to

executive housing, is an asset to the City. To this end, the City should continue to promote a range of housing choices in new neighborhoods, consistent with the policies laid out in this chapter, with a particular focus on urban living and senior housing opportunities. A number of housing types that the community will need as it continues to grow include the following:

Missing Middle Housing

“Missing middle housing” is a range of multi-unit or clustered housing types scaled between single-family detached houses and larger apartment buildings. Missing middle housing is compatible in scale with most single-family residential areas and can help meet the growing demand for urban living. Missing middle housing types help create walkable neighborhoods, require simpler construction types than larger buildings, and contribute to higher residential densities than single-family homes.

Despite the higher density, missing middle housing formats have lower perceived density than other building types because the units are small and well designed. Housing types that should be considered as part of the missing middle housing options include:

- Tiny homes
- Traditional small-lot single-family detached homes
- Side-by-side duplexes (two-family twin)
- Two-flat (over-under two-unit)
- Three-flat (three stacked units)
- Four-flat (2-up, 2-down)
- Townhouse / Rowhouse (single-family attached)
- Live-Work buildings (similar to rowhouses, but with small ground floor commercial spaces used by residents in the building)
- Accessory dwelling units
- Small apartment buildings

Figure 6.2. Missing Middle Housing



Source: *Missing Middle Housing: Thinking Big and Building Small to Respond to Today’s Housing Crisis*. Daniel Parolek.

Site and neighborhood design is critical to ensure that these housing types interact well within neighborhoods with varied housing formats and scale. Regardless of its residential density, a new building should fit well within the fabric of nearby buildings. Height, form, placement of entrances, location of parking, and the distance between buildings of different scales often best prescribe how new development will fit into the surrounding context. As described in the following strategies, replacement of residential density measures in plans and ordinances with form-based standards such as building height, mass, and site arrangement could lead to more predictable outcomes for the integration of new development within existing neighborhoods. Form-based standards place the focus of development regulation on the characteristics most directly related to achieving community goals and controlling aspects that may create concern or nuisances.

Urban Living and Workforce Housing

Manitowoc’s downtown and major areas of activity such as S. 8th and S. 10th Streets and the Calumet Avenue/Washington Street corridor are prime for infill development to provide additional urban living and workforce housing opportunities. The development of diverse housing—the conversion of upper floor, mixed use commercial buildings, apartments, condominiums, attached townhomes, and detached single-family homes throughout downtown and adjacent neighborhoods – will provide urban living opportunities for students, young professionals, families, and empty-nesters who prefer to live in an urban environment, close to work and downtown activities.

Life Cycle Housing

Manitowoc’s population is aging, with persons over 65 comprising the fastest growing segment. Housing must be provided to accommodate all stages of life and all abilities. Integrating life cycle and accessible housing options within neighborhoods allows residents to upsize or downsize along with life milestones and changing situations without leaving the established social network of a neighborhood. The inclusion of more accessible housing across Manitowoc supports not only the residents themselves, but also visitors who may benefit from accessible features. This can include both accessible new construction, which already occurs, and retrofitting existing buildings. Older adults can stay in the neighborhoods of their choice if housing more appropriate to their changing needs is available throughout the City, especially in amenity-rich areas with good walkability and proximity to healthcare, basic needs, and programing and resources for seniors.

Young Professionals Housing

In recent years, many communities throughout the nation have discussed strategic approaches to attract and retain young professionals. Through this *Plan*, the City should enhance its openness to talent, and prioritize the attraction and retention of young people to the community, because the City’s diversity and social structure are its *true* engines of growth. Young professionals contribute to a healthy age balance, local economic development through innovation and human capital, and vitality in the community. Young people who live in the community are likely to establish roots here, remain to start and raise their families, and provide impetus towards the formation of ideas-driven, creative industries. It can be a particular struggle for mid-sized cities to attract and retain this cohort. Even larger cities have grappled with the out-migration of young college graduates, reporting a loss of a large percentage of their post-college age cohorts to larger metro areas.

Real estate market analyses indicate that younger generations tend to value and look for housing options that are significantly different than those of previous generations. Reflecting changing values, young professionals often look for housing options that are dynamic, urban, and provide easy access to a variety of resources, from groceries and services to entertainment options and recreational amenities. Neighborhoods that are well connected, offer opportunities for community gathering and interaction, and that provide a range of housing options are ideal for attracting young professionals.

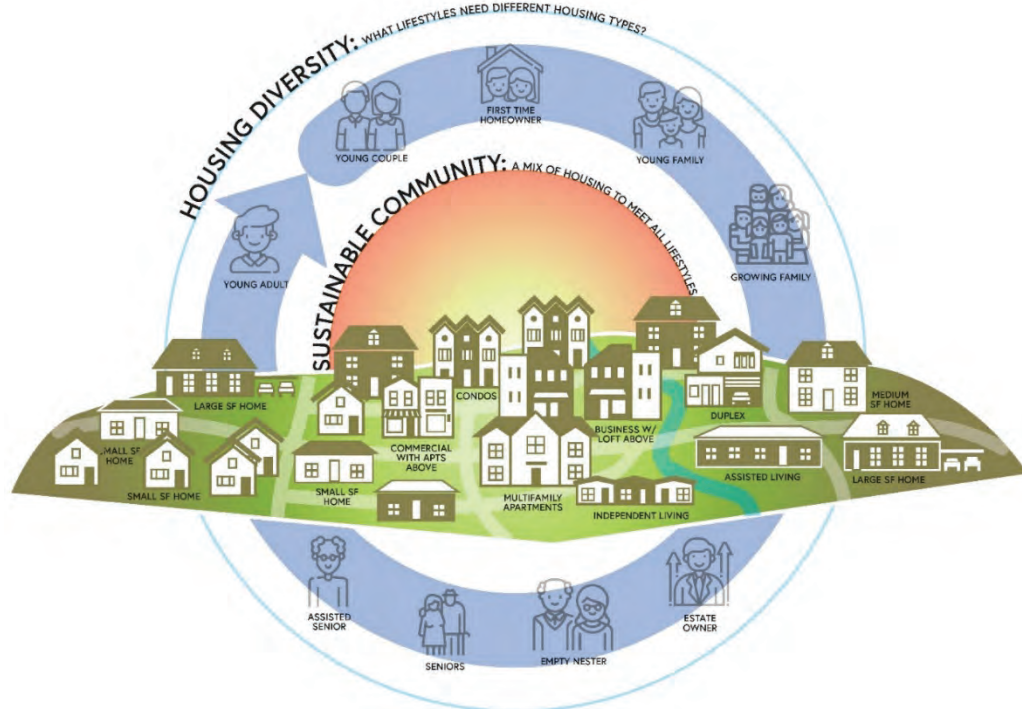


Figure 6.3. Housing Life Cycle

Affordable Options

Affordable housing was a consistently identified priority throughout the public engagement process, highlighting issues related to homelessness, housing cost burden, housing families experiencing low-income, housing affordability for older adults, and workforce housing close to employment. Affordable housing must go beyond simply options that are financially attainable. It must be clean, safe, well-designed, and fit the needs of the household. All housing, regardless of price, should meet standards of quality and provide a safe, healthy environment for those living there. True affordability must also consider proximity: lower-cost housing far from jobs and services may actually cost a household more than higher-cost housing that is close to jobs and transit due to transportation costs, and access to services, schools, parks, and other amenities that impact health and other quality of life outcomes.

Affordable housing should be distributed throughout the city and within areas that have access to transit, public services, and amenities for daily living. Integrating affordable housing into neighborhoods makes it more likely that the housing and residents contribute to a stable neighborhood and may result in better outcomes for residents, whereas concentrations of low-income housing tend to isolate residents and result in greater demands for services. New lower cost and subsidized housing should be located in areas that already have a high level of resources and amenities available at a range of income levels. Correspondingly, resources and amenities must also be evenly located throughout Manitowoc.

Communities that have the ability to attract and retain young people have a broad range of characteristics. Housing is one component of the formula. Other aspects are discussed in Chapter Seven: Economic Development including community amenities, jobs, and entertainment. With respect to housing strategies to attract and retain young professionals, there are several that the City will explore:

- **Continue to provide affordable entry level/starter homes.** With a median housing value that is competitive with other communities throughout the region, the City will maintain the ability to draw young people who may be effectively priced out of other higher priced markets.
- **Support housing rehabilitation efforts.** Contributing to the improvement of existing downtown housing stock provides attractive options for residents including young professionals and can substantially improve neighborhoods. The City should continue to support housing rehabilitation efforts through existing funding sources described in the Housing Programs section of this chapter.
- **Accommodate the desires of young professionals in “Planned Neighborhoods.”** Properly executed, “Planned Neighborhoods” provide many of the elements that young professionals seek – a range of housing types (including high quality starter homes/condos/apartments and opportunities to “move-up” within the same neighborhood), quality construction to assure a return on investment, recreational facilities, and accessibility to neighborhood-scale shopping, services, and entertainment. The City should encourage the development of most new residential neighborhoods as “Planned Neighborhoods,” following the guidelines presented later in this chapter.

REVITALIZE MANITOWOC’S URBAN NEIGHBORHOODS

The continued revitalization of established neighborhoods is essential to provide a quality living environment for their residents. Further, neighborhood revitalization will enhance the City as a whole. For example, neighborhood revitalization near the city center will complement and enhance the community’s investment in downtown, perhaps by providing the type of residency options that are attractive to young professionals, empty nesters, and young families.

The key to revitalization is targeting public services, initiatives, and investment in specific neighborhood areas, with the goal of encouraging and leveraging private investment by both for-profit and non-profit builders and property owners. Concentrating resources in a particular area or section of a neighborhood increases the likelihood for successful revitalization of the area and the creation of beneficial impacts to adjacent areas. As the targeted part of the neighborhood improves, the benefits reverberate through the surrounding neighborhood. Through the strategic implementation of this investment approach over time, entire neighborhoods can be transformed.

The crucial components to the long-term successful implementation of this targeted strategy include public-private (for profit and non-profit) partnerships, proactive code enforcement, comprehensive public safety initiatives, incentives for housing rehabilitation and new development, ongoing resident participation and buy-in, and, most importantly, political will and leadership.

The following are specific programs and recommendations to promote the revitalization and continued attention to Manitowoc's existing neighborhoods:

- **Improve Connections to Neighborhood Groups and Residents.** The City should explore creating a targeted neighborhood revitalization committee to guide the establishment of priorities for implementing targeted investment in Manitowoc's existing neighborhoods. This group could also develop and implement a participation process to solicit input into a targeted investment strategy and endorsement of the targeted area selection process and priorities. The City should also consider working with neighborhood groups to explore options for supporting local public improvement projects by area groups and associations, such as neighborhood signs, public art, banners, and other streetscape improvements.
- **Continue Housing Improvement Initiatives.** The City should continue to focus on improving the conditions of existing housing within its central city neighborhoods by providing incentives or programs to facilitate housing upgrades and homeownership through the use of local funding and partnerships with organizations, continuing proactive code enforcement and inspection policies, and creating more flexible zoning regulations to enhance mixed-use housing opportunities and greater residential flexibility.
- **Maintain Other Partnerships for Lasting Success.** Many organizations in the Manitowoc area are working to meet the housing needs of residents. These organizations include Lakeshore CAP, Manitowoc County Habitat for Humanity, and United Way Manitowoc County. Housing issues in the City should be addressed through the concerted effort of all these groups and the City in targeted neighborhoods.
- **Prepare Revitalization Plans for Urban Neighborhoods.** Many recommendations in this Plan relate to improving the City's urban neighborhoods. The complexity of the issues facing these areas suggests the preparation of detailed revitalization plans to further guide the future of these important areas. A neighborhood revitalization plan could be prepared by the City, with involvement from residents and other stakeholders (e.g., local businesses, the development community, service providers). The plan could include: a description of the history of the area; a summary of existing conditions, vision and goals, priorities and critical issues; and a framework for implementation.

7

ECONOMIC DEVELOPMENT



CHAPTER SEVEN: ECONOMIC DEVELOPMENT

INTRODUCTION

The purpose of this chapter is to identify strategies to promote the retention, stabilization, and expansion of the economic base in Manitowoc, based on the City's existing economic development framework and newly identified opportunities. This chapter contains a summary of background information, existing agencies and programs, environmentally contaminated sites, and an assessment of the City's strengths and challenges with respect to attracting and retaining businesses and industries. Collectively, this information is used to craft goals, policies, programs, and recommendations at the end of the chapter.

The City of Manitowoc has a strong manufacturing base; however, it continues to endeavor to diversify itself to include a wider variety of industries and services. Over the past decade, the City has had success diversifying the community's tax base and increasing the number of employment opportunities through new commercial, office, and industrial development. Much of this growth has occurred in the downtown and Manitowoc's I-43 Industrial Park, which is near capacity. In addition to offering robust employment opportunities, as the County seat, the City is also a hub of governmental activities in Manitowoc County.

Manitowoc's approach to economic development has primarily been focused on being accessible and nimble in responding to the business community while concentrating effort on creating a desirable place to live by providing excellent quality of life amenities and revitalizing the City's downtown. Manitowoc has excellent historic, urban character and the community includes a robust park system, trails, library and museum system, quality infrastructure, recreational programming, and impactful community organizations. The City can continue to further market its fantastic assets by promoting the stewardship and use of the Manitowoc River and Lake Michigan for water-based activities and events for citizens and tourists, as well as for industries and businesses. Manitowoc is uniquely positioned to leverage its maritime history and location along the Manitowoc River and Lake Michigan to great effect in creating further recreational, tourism, and economic opportunities.

Active economic development initiatives undertaken by the City have focused on the development and redevelopment of key properties and corridors, active facilitation of arts and culture programming, and leadership in regional efforts to make the City a more enticing place to locate businesses and to live. In conjunction with these revitalization efforts, the City has been proactive in attracting businesses to the community, with a number of recent successes that have resulted in large employers relocating to the community. Further initiatives to site an additional industrial park proximate to I-43 and secure the land in the City's ETJ at the Waldo Boulevard interchange with I-43 for future development will greatly enhance the community's ability to attract new employers.

2022 ECONOMIC CLIMATE

At the time this Plan was written, the world and the country were experiencing the continued effects of the global COVID-19 pandemic, which disrupted the global supply chain and consumer patterns. While every effort has been made to use the most current data, some information in this and other chapters of the Plan may no longer accurately portray the economic and social environment.

The Comprehensive Plan is a long-range Plan intended to guide the development, redevelopment, and preservation of the City over the next 20 years. While the economic impacts of the pandemic may delay the implementation of some recommendations in this and other Chapters that are driven by private development, the continued availability of State and Federal grants may allow other recommendations to move forward more quickly. With the adoption of this Plan, the City is well positioned to be very competitive in receiving and using these grants effectively and to advance its broader community vision, especially when the economic environment improves.

While the City has made major progress in revitalizing itself in the past decade, current market trends, including rising construction costs and an increasingly mobile and competitive workforce, make the City's ability to facilitate the creation of diverse, affordable, and quality housing options in walkable and compelling neighborhoods a key component of ensuring the City's economic viability over the planning period. Currently, the City lacks appropriate housing that matches the needs and desires of its growing workforce.

Additionally, the City must continue to cultivate other economic development opportunities like the redevelopment of key sites, revitalization of built-out corridors, and creation of mixed-use development opportunities within its growth areas in order to stay economically competitive. This chapter is intended to provide the goals, objectives, policies, and recommendations that aim to promote the retention, stabilization, and expansion of the City's economic base. See Appendix A for an assessment of the City's economic base, strengths and challenges, and an inventory of environmentally contaminated sites within Manitowoc.

ECONOMIC DATA HIGHLIGHTS

A complete analysis of data and existing conditions that shape the goals, policies, programs, and recommendations in this chapter can be found in Appendix A. The following summary of Appendix A highlights several key trends.

- Manitowoc experienced rapid population growth between 1990-2000, with more modest growth between 2000-2010. As of the 2020 Census, the City of Manitowoc's population was 34,626.
- Between 2010 and 2020, the City's median household income rose considerably, from \$41,919 to \$51,563.
- As of 2020, Manitowoc's largest private sector employers were mostly healthcare, social service, and manufacturing businesses.
- Based on commuting data, 53% of all residents of Manitowoc who are in the workforce travel outside of the City to work in other neighboring communities.

RECOMMENDATIONS SUMMARY

- Acquire and develop land suitable for a new industrial business park.
- Implement the Manitowoc Downtown Master Plan and pursue the redevelopment of underutilized properties along key community corridors.
- Build on Manitowoc's arts and culture in partnership with the Rahr West Art Museum to grow the creative economy and spark new economic development.
- Promote the City's water resources and activities along the water for industries, businesses, citizens, and tourists.
- Focus on economic opportunities that are aligned with the community's environmental stewardship. Pursue opportunities to facilitate new business investment in sustainable/green technologies and services, as well as opportunities for existing businesses to integrate environmentally and socially preferable practices, such as renewable energy, efficiency, high-performance construction, and mobility choices.
- Attract and retain diverse new businesses and entrepreneurs.
- Determine and develop a second industrial and business park proximate to the I-43 Corridor.
- Assist in preparing the local workforce to be prepared for and adapt to economic changes.

ASSESSMENT OF MANITOWOC'S DESIRED ECONOMIC DEVELOPMENT FOCUS

Following the State's comprehensive planning law, this Plan assesses categories or particular types of new businesses and industries that the City desires. In order to do this, the City must understand first and foremost, that growth is not an accounting practice, but a creative process. Secondly, the City must understand its economic development assets and how to capitalize on those assets through creative solutions and collaborative partnerships that identify and amplify strengths and address challenges within the community. The City must continue to support the revitalization of not only its industrial base, but also its technical knowledge and creative base. Businesses, in turn, must be far sighted enough to view their companies and facilities, supply chains, logistics, procurement program, inventory cycles, and labor management as strategic assets.

STRENGTHS AND ASSETS

Manitowoc has a long history as an important maritime port. It has played a major role in state-to-state and international commercial activities in the Great Lakes and Great Lakes Waterway over the past two centuries. In recent decades, aspects of this role have diminished with the changing regional economy; yet Manitowoc still boasts an active harbor, vestiges of its shipping past, an excellent location, and other physical and cultural assets that can be the basis of a new economic vision for the City.

The City has numerous assets on which to direct future economic development initiatives, many of which are place-based and unique to Manitowoc. These include:

- Lake Michigan, working harbor, south-facing underdeveloped coast and various riverfront and waterfront assets
- Transportation network, including I-43 and interchanges
- Fresh water supply
- Midpoint location between Chicago and Door County
- Business class airport
- Historic downtown with growing tourism potential
- Globally recognized corporations, including food processing expertise and green tech talent cluster
- Well-trained workforce

CHALLENGES AND WEAKNESSES

Like every community, Manitowoc faces economic development challenges. Challenges that will need to be considered and addressed include:

- Development of new housing at all levels, formats, and price points to attract and retain a strong workforce
- Redeveloping blighted and brownfield impacted sites within the inner city such as the former Mirro site
- Attracting quality businesses to decrease vacancies in the downtown and other community shopping areas
- Ensuring access to childcare services throughout the community for working families
- Stagnant population growth in Manitowoc County and in the City
- Increasing levels of poverty in the community
- Addressing the issues with an aging population, modest population growth, and shrinking workforce
- Preparing the local workforce for changes in technology, the labor market, and other economic changes
- Siting and developing a future industrial and business park

ECONOMIC FOCUS

The City should position itself to capture investment and grow its economy by continuing to authentically define its own identity, drawing upon and emphasizing its natural, cultural, and economic resources and leveraging a variety of private and public partnerships to creatively address community needs. The challenges facing Manitowoc – many of which are being faced by communities across the country at this time – are an opportunity to collaboratively create a better future for generations to come.

Expanding on the local goals, objectives, and policies stated below, Manitowoc strives to offer affordability, high quality of life, and local employment and shopping opportunities. The City's desired economic focus moving forward is centered on:

- Increasing the quality of life for residents and attracting new residents by building on Manitowoc's locational, recreational, educational, cultural, and tourism assets. Support a strong downtown by emphasizing the City's maritime identity and lakefront recreation and tourism.
- Promoting high-quality, compact, mixed-use, and enduring economic development projects.
- Facilitating new commercial, mixed-use, and employment opportunities in urban expansion areas to the west and to the northwest along I-43, particularly at the Waldo Boulevard interchange.
- Fostering entrepreneurship and small business expansion that complement the community's existing businesses and character to avoid duplication of large-scale commercial and industrial development that is offered in other existing regional concentrations.
- Fostering green and sustainable business growth and supporting "triple bottom line" economic development practices that align with environmental and social priorities.
- Collaborating with local institutions to adapt and educate the local workforce to be prepared for new roles in manufacturing, technology, information, trades, and medical occupations.
- Increasing local artist spaces and showcasing their work at local events and through new public art features throughout the community, particularly at key community gateways, in the downtown, and within neighborhoods.
- Its deep depth working harbor for economic activity.

GOALS, OBJECTIVES, AND POLICIES

This Plan details the Economic Development Goals, Objectives, Policies, and Programs for the City. The most effective strategies are those that capitalize on the assets and strengths of the City, while accounting for and overcoming the challenges that the City faces. Economic development occurs when local leaders choose to identify, invest in, and develop their community's best features, creative, cultural, economic, and geographic assets, and strong strategic partnerships with local and regional partners. Definitions of goals, objectives, policies, and recommendations are found in the Issues and Opportunities Chapter of this Plan.

GOALS

- a. Grow the local economy through high-quality, compact, sustainable, and mixed-use development.
- b. Attract and retain local businesses, entrepreneurs, and a skilled workforce that capitalize on, support, and enhance the City's character, appearance, and community.
- c. Strengthen and diversify the City's non-residential tax base to serve the day-to-day needs of residents and grow local employment opportunities.
- d. Continue to develop the City into a healthy, sustainable, and vibrant community with a continued emphasis on and investment in infrastructure and lifestyle amenities, the City's harbor and port, as well as economic opportunities.

OBJECTIVES

- a. Focus economic development efforts on infill and redevelopment opportunities in areas where existing utilities and infrastructure are available, particularly along key corridors and downtown.
- b. Discourage unplanned, incremental strip commercial development along major community corridors such as Highway 151/Calumet Avenue and Waldo Boulevard.
- c. Promote and incorporate the City's Wisconsin Shipwreck Coast National Marine Sanctuary designation into the community's identity through public arts, events and programming, and tourism opportunities.
- d. Promote commercial development that will meet the shopping, service, and entertainment needs of the residents of the Manitowoc trade area.
- e. Actively pursue the acquisition and development of land along I-43 to create an additional industrial and business park.
- f. Actively support the continued revitalization of downtown Manitowoc and surrounding neighborhood and commercial districts, and shopping centers through redevelopment projects that foster a sense of community and establish new destinations in the area.
- g. Support creativity, culture, and innovation in all facets of the local economy, with a focus on building a community attractive to creative people, as well as to innovative business and industry.
- h. Encourage green and sustainable business development, practices, and attraction to capitalize on Manitowoc's progressive economic development approach and create synergistic clusters of sustainability-focused businesses.
- i. Balance economic growth with other community goals, such as neighborhood preservation and environmental protection.

POLICIES

- a. Continue to revitalize downtown Manitowoc as a specialty retail, service, residential, entertainment, and event district that complements its existing scale and character, draws customers from a broader trade area, and enhances downtown's character and charm. Support efforts to establish a stronger mix of businesses downtown.
- b. Encourage neighborhood-serving commercial opportunities in existing developed areas of the City, particularly along commercial corridors and neighborhood retail centers. Within predominantly residential areas, allow a small amount of neighborhood-scale retail businesses and services, provided such uses and structures are compatible with the neighborhood and have minimal traffic impacts.
- c. Support existing and new local businesses through development approval assistance, business mentoring, and small businesses loan programs.
- d. Work with educational providers and local development organizations to help grow and support local entrepreneurs and to better match local workforce skills with industry needs.
- e. Continue to foster local entrepreneurs and promote the community as a regional destination for entrepreneurs and start-ups.
- f. Partner with the regional stakeholders and local art-focused groups to increase artist spaces, education, events, and integration of art in public spaces.
- g. Continue to build a strong working relationship with Manitowoc Public Utilities (MPU) on shared environmental and economic development initiatives.
- h. Strategically utilize Tax Incremental Financing (TIF) to facilitate catalytic development projects.
- i. Partner with local and regional stakeholders and groups focused on maritime and water-based activities to increase access, education, events, and integration of maritime and water-based activities into the community and public spaces.
- j. Continue the strategic use of Tax Incremental Financing to promote infill and redevelopment, the expansion of existing businesses, new business development, and pursuit of environmental and social objectives.
- k. Identify opportunities for property acquisition where the City can utilize infill and redevelopment projects to advance its economic development, land use, housing, growth management, and related priorities.

- l. Foster workforce development programs in partnership with local institutions such as the School District, Lakeshore Technical College, the University of Wisconsin-Green Bay Manitowoc Campus Extension, and others to focus on educating the current and future labor force to be prepared for and adaptable to future technological skills required.
- m. Accentuate the city and region’s outdoor recreation assets for quality of life and workforce attraction.
- n. Seek opportunities to leverage the region’s agricultural assets for agritourism, small business, restaurants and culture, and supply chain investments within and nearby Manitowoc.
- o. Continue to create diverse, affordable, and quality housing opportunities in walkable, healthy neighborhoods as an economic asset for workforce attraction and retention.
- p. Incentivize green business developments and firms that advance clean water and sustainability technology.
- q. Continue to grow and enhance cluster-based economic development in Manitowoc, such as in plastics production, food processing, green and sustainable business technology, and energy and water technology.
- r. Seek opportunities to assist business start-up and expansion businesses owned by populations historically underrepresented, including women and persons of color to reduce disparities and improve economic equity.

RECOMMENDATIONS

ACQUIRE AND DEVELOP LAND SUITABLE FOR A NEW INDUSTRIAL BUSINESS PARK

The City is nearing capacity in its existing business park and will need to proactively acquire land for the development of an additional business park location so that the community can continue to accommodate new employers or the expansion of existing business facilities. Existing undeveloped lands on the west side of the City adjacent to I-43 are an ideal location to site an additional industrial and business park, given their visibility and easy access to major transportation routes. These locations are ideal for larger-footprint operations such as manufacturing, warehousing and storage, and transportation and logistics related facilities. On the northwest side of the City, the Waldo Boulevard interchange also provides another opportunity for future business development suitable primarily for regional services, employment, and mixed use opportunities. (See additional recommendations for this area in Chapter Three.) In order to ensure orderly growth and maximize the development potential at these locations in the future, the City should begin the process of acquiring and consolidating land in these areas for future development.

ADVANCE REVITALIZATION AND REDEVELOPMENT IN STRATEGIC LOCATIONS

This Plan recommends the revitalization and redevelopment of underutilized properties and areas to improve the tax base, foster diverse employment and housing opportunities, enhance community appearance, and promote sustainability efforts. Revitalization efforts should be considered where there is an opportunity to redevelop lands to a greater intensity and to provide a broader mix of uses that takes advantage of locational amenities, location efficiency, and access. Redevelopment is inherently more environmentally sustainable and fiscally responsible, as it utilizes existing utilities, infrastructure, and services.

The City, along with local partners, has generated momentum in the downtown area in recent years. The City should continue to promote downtown Manitowoc as a social, civic, business, and residential center, but should do so in partnership with downtown businesses and property owners. The 2018 Downtown Master Plan contains detailed recommendations for redevelopment and infill in the downtown.

Manitowoc currently has several areas with significant redevelopment potential (including the continuation of such efforts downtown), the old mall properties adjacent to East Magnolia Avenue, the Highway 151/Calumet Avenue corridor, and the Waldo Boulevard interchange. For specific land use recommendations and desired community character components see the Smart Growth Section within Chapter Three.

PURSUE STRATEGIC PROPERTY ACQUISITION

Another way the City can proactively implement the goals and objectives of this Plan is through direct property acquisition. Manitowoc has been active and successful in acquiring property for development, most notably the River Point District. The city also acquired the former Mirro site to control the land use and timing of development, and intends to acquire land along the I-43 corridor for the future location of an additional business park.

In terms of future opportunities, the city should also continue to actively scan for and consider property acquisition as a core practice in guiding the development of the city and pursuit of the goals in this Plan. Benefits and intended outcomes of this approach may include:

- Instigate and catalyze development activities in priority areas, such as Downtown, the former mall site along East Magnolia Avenue, and the Highway 151/Calumet Avenue Corridor.
- Allow the City to control land uses to foster higher intensity development, and development with specific desired characteristics such as sustainability and affordability.
- Facilitate development of housing types and mixed-use buildings that are not present or uncommon in the market.
- Prepare for public-private partnerships.
- Address known, potential, or perceived barriers to development, such as obsolete buildings or brownfield conditions.
- Reduce developer risk by creating sites prepared for development.
- Depending upon the condition of the property and intended use, grant and state program funds may be available to offset certain costs.

GROW THE ECONOMY BY CREATING A BETTER MANITOWOC

Much has been written about the nation's transition to the 21st Century knowledge and information technology economy. One key aspect to economic growth and health in the 21st Century economy is providing physical and cultural amenities that employers and workers want. Community features like quality, amenity-rich housing and neighborhoods, a diverse and vibrant downtown, parks and trails, the arts and theater, and education really do matter. To this end, the City will continue to work with others in providing an amenity-rich environment for residents—to serve the intertwined goals of economic prosperity and high quality of life. Already, projects are started that have made a significant shift in the way Manitowoc thinks of itself. Community garden projects have brought more small-scale specialty agriculture growers together, downtown revitalization efforts of the last two decades have increased activity downtown, and the highly successful Farmers' Market and other community programming foster a sense of community. The City is also interested in initiatives and efforts that meet the needs of the "next generation," preparing the City as a home for future residents, families, and employment opportunities. One of these, the continued development of a well-designed lakefront and river corridor, will create a vitality that will ripple throughout the community. Detailed recommendations for downtown and the riverfront are outlined in the 2018 Downtown Master Plan.

In addition to sound infrastructure investments, appropriate public improvements can improve the overall appearance of a community and present a more attractive face to potential companies and industries looking to locate their operations in the region. Investments in neighborhoods and parks are key components. The City should continue to capitalize on Lake Michigan and the Manitowoc River as its most important natural features. The City should also pursue development of the riverwalk through downtown on both sides of the River, as well as other downtown enhancements. Additionally, as City streets are reconstructed, upgrades such as wayfinding signs, decorative lighting, bicycle lanes, street trees, and new sidewalks should be considered.

FOSTER GREEN AND SUSTAINABLE BUSINESS GROWTH TO ADVANCE SUSTAINABILITY

Studies conducted by the World Resources Institute, United Nations, U.S. Chamber of Commerce among many others describe adapting to a changing climate as a tremendous economic opportunity for growth in addition to improving quality of life. Business and government response to climate change mitigation and adaptation are generational shifts that are expected to create unique economic development opportunities for new businesses, new markets, and increased efficiency, waste reduction, and risk management. Communities, regions, and firms that are able to adapt to change and successfully capture opportunities in rapidly expanding markets for new products and services will be better positioned for overall community vitality.

The City recognizes that every business and sector is responding to changes in the market. The City can position its economic development priorities, focus, and tools to target known and emerging solutions and opportunities. In addition, the City and its collaborators should stay current on emerging opportunities and threats related to environmental conditions in order to adapt its strategies as required.

Another strategy for attracting sustainable business is encouraging the co-location of businesses that could share energy resources, reuse of by-products, or technical and specialized services. Some of the elements already present in Manitowoc that can be the basis of a potential “green energy” cluster include:

- Wind – Broadwind Energy, Inc. (formerly Tower Tech) manufactures, installs, and maintains components for the wind energy sector.
- Energy Efficiency and Innovation – Orion Energy Systems, Inc. produces green products including the innovative Illuminator, a patented lighting fixture that doubles the light using half the energy of a fluorescent bulb.
- Nuclear Plant – the Point Beach nuclear plant is located in proximity to the City. The plant is co-managed; all energy generated goes into the grid.
- Manitowoc Public Utilities (MPU) – The municipally-owned power plant generates excess steam and heat energy, which is being utilized by various businesses, and additionally operates production waste byproduct wood pellet burning generators, decreasing the community’s reliance on fossil fuels. MPU is actively converting its electrical generation facilities to utilize renewable solid fuels, and is also commissioning a community solar generating facility, two major steps towards advancing renewable energy goals.

GROW FOOD PROCESSING CLUSTER

Manitowoc has the ability to grow very much in demand areas of food safety, organic farming, sustainable agriculture, and value-added food processing. In particular, Manitowoc will continue to grow its “food processing cluster.” A cluster is a group of companies that produces similar products and share infrastructure, suppliers, and distribution networks—all of which provide additional business opportunities in an area. Informal cluster organizations can also help identify careers in related industries, guide local schools and colleges in providing appropriate training, and help policy makers understand industry requirements for success. The City should continue to encourage formation of such working groups and collaborations. Leading companies such as Lakeside Foods, Briess Malt & Ingredients Co, and Cedar Crest are already strong regional food processors with state-of-the-art food processing technologies. Advances in this type of technology can be applied to other related and spin-off businesses.

LEVERAGE CLEAN WATER TECHNOLOGY

Manitowoc leads the State with the largest municipally owned electric utility (“MPU”), state-of-the-art water technology, and the entrepreneurial spirit to capitalize on water as a commodity. Pairing the existing assets of infrastructure, technology, and leadership, Manitowoc could capitalize on Wisconsin’s emerging role as the center point for clean water technologies. Moving forward, the City, MPU, Lakeshore Technical College, and UW-Green Bay Manitowoc Campus could team up to explore their potential role in the newly-emerging Clean Water Technology sector, as well as continue to have cutting edge technology for filtering and cleaning drinking water—acting as stewards of the ecological health of the Great Lakes. Focus should be on addressing such issues as decreasing lake water levels, invasive

species, watershed water quality, and coastal erosion and other coastal impacts. Finally, UW-Green Bay Manitowoc Campus could specialize in water technology and water clean-up courses. The watershed is a perfect living laboratory.

ATTRACT DIVERSE NEW BUSINESSES & PREPARE THE LOCAL WORKFORCE FOR CHANGES

Business attraction and workforce preparedness are additional economic strategies, along with growing new businesses and retaining/expanding existing businesses. Attracting new businesses, entrepreneurs, and skilled workers will help expand the local economy and provide a sustainable economic future. Techniques for attracting new businesses, entrepreneurs, and skilled workers are often similar to those used to retain existing businesses and workers. The City has a range of these and other tools at its disposal that it will utilize.

The City's current business park is nearing capacity. Because of this, a key component of attracting more businesses to the community will be developing two important sites on the west side of the City to accommodate future economic growth. Undeveloped land on the west side of the City adjacent to I-43 is an ideal location for future business park expansion. Consolidating enough land to develop a business park along the I-43 corridor will provide the City with an attractive location for many of the types of manufacturing, production, warehousing, and shipping businesses that make up the community's economic foundation. The second key site for future development on the west side of Manitowoc is the I-43 and Waldo Boulevard interchange. The intersection of the community's main east/west arterial roadway on the north side of the City with the major interstate highway corridor is a high-visibility area with excellent accessibility via these roadway networks. This location is ideally suited for a mix of development types, from area or regional employment centers with office uses and light manufacturing, to regional retail and service uses, hotel accommodations, or high-density mixed-use development. Strategically developing these areas over the planning period with high quality employment opportunities will help strengthen and diversify Manitowoc's economic base and allow businesses to capture the advantages of the City's unique location along the I-43 Corridor.

SPARK ECONOMIC DEVELOPMENT BY BUILDING ON MANITOWOC'S ARTS AND CULTURE

The City has worked hard over the past decade to increase, highlight, and integrate arts and cultural components within the downtown, redevelopment projects, and new developments. Economic development activities should continue to build on these initiatives while creatively seeking new opportunities.

The creative economy is a dynamic component of the region's overall economy that leverages human creativity and ideas to create and develop intellectual property, knowledge, and technology. Industries often associated with the creative economy include artists, musicians, makers, and designers, which are an important source of commercial and cultural value in a community. This community is often comprised of entrepreneurs and small businesses that generate local investment and contribute to community identity. However, utilizing creativity and new information to improve or create new products and services are possible in any industry.

One way for Manitowoc to support and coordinate a successful environment that helps to grow specific aspects of the creative economy is through the development of an Arts and Culture Plan. This place-based plan can help develop a vision and action plan focused towards strengthening and growing the local arts and cultural assets and their impact on the greater community. The City should also continue to expand the services and roles of the recently created Department of Tourism in conjunction with this effort to further market the community and its many assets.

PROVIDE QUALITY AND ACCESSIBLE CHILDCARE FOR WORKING FAMILIES

Insufficient childcare options can prevent parents who wish to work from doing so, with mothers and low-income families often bearing the brunt of this challenge. Among parents who wish to work, child-rearing tends to interfere more with women's labor supply and employment outcomes. This leaves potential economic growth unrealized, as women's labor force participation is significantly associated with economic growth. To the extent women, persons of color, and low-income households are most impacted by lack of affordable and quality childcare, expanding childcare opportunities is also a direct economic and racial equity strategy.

Stable childcare supports businesses with a more reliable and productive workforce. Childcare decisions are hugely consequential, whether it's how families purchase care and what type of care to how these decisions affect the family breadwinners' employers and then, the broader economy. High-quality early care and education also provides critical socialization and learning opportunities when the brain is developing rapidly. Young children in pre-Kindergarten programs experience positive developmental outcomes and are better prepared for school, scoring higher than their peers on standardized measures of reading, spelling, math, and problem-solving skills. Economically, supporting early childhood education increases workforce availability of parents short-term, and long-term helps children develop their human capital and prepares them for more productive lives.

The City can utilize both traditional as well as creative economic development tools and strategies to assist in the support of childcare services. The City can also identify and remove barriers to locating childcare facilities and encourage these critical uses in residential areas. Progress Lakeshore is currently exploring solutions to address the lack of childcare facilities in the community and could be a valuable partner for any City-supported initiatives. These options are potential short-term and long-term strategies to improve equitable economic opportunity and quality of life for area residents.

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**AGRICULTURAL,
NATURAL, AND
CULTURAL RESOURCES**



CHAPTER EIGHT: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

INTRODUCTION

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

This chapter is intended to provide the goals, objectives, and policies related to both agricultural and natural resource preservation, protection, and improvement. It also details a set of key recommendations to help advance, preserve, and achieve the community's unique natural and cultural resources. Background information, data, and existing plans related to agricultural and natural resources can be found in Appendix A.

RECOMMENDATIONS SUMMARY

- Advance the City's role in resiliency and sustainability through the continued implementation of stormwater best management practices and the preservation of natural and agricultural resources.
- Improve and preserve urban biodiversity through well-integrated and connected greenways, forests, vegetation, native plantings, and gardens.
- Connect natural resources with recreational opportunities and tourism.
- Limit development within the City's Extraterritorial Jurisdiction and foster a compact development pattern within the City's boundaries.
- Support long-term farmland preservation efforts outside of the City's future growth areas.

AGRICULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES

Definitions of goals, objectives, policies, and recommendations are found in the Issues and Opportunities Chapter of this Plan.

GOALS

- a. Preserve agricultural lands in areas in the City's planning area, except in places and timeframes advised by this *Plan* for future urban development.
- b. Protect the health, integrity, sustainability, and quality of natural resources and ecological systems in the City and the surrounding area for the benefit of the present and future generations.

OBJECTIVES

- a. Protect and preserve environmentally sensitive areas and isolated natural areas from new development.
- b. Advance the City's role in becoming a more sustainable, energy-conscious, and climate resilient community through regional partnerships and development of local policies and plans.
- c. Promote compact development patterns within the City's Sewer Service Area and maintain a hard edge between urban development and the countryside.
- d. Discourage land uses, land divisions, and activities that may conflict with agricultural uses or adversely affect farm investments in long-term farming areas outside of the City's long-term growth areas.

- e. Prioritize the preservation of productive agricultural soils and environmentally sensitive areas in the City’s planning area as a factor in decisions on future community expansion.
- f. Work with surrounding jurisdictions, especially the County and the Towns of Manitowoc Rapids and Newton, to preserve farming as a viable occupation in areas consistent with this Plan.
- g. Protect farm operations from incompatible land uses and activities that may adversely affect the capital investment in agricultural land, improvements, and equipment.
- h. Encourage agricultural business opportunities that develop consumer-ready and intermediate agricultural products for trade and export.
- i. Cooperate with other units of government on the protection of regional natural resources and environmental systems, such as the Manitowoc River and Lake Michigan.
- j. Minimize any potential conflicts between resource extraction and neighboring uses in rural areas.

POLICIES

- a. Use the City’s extraterritorial subdivision review and Official Map to preserve environmental and open space corridors by prohibiting new rural development in these areas and integrating existing natural features within and surrounding development.
- b. Utilize intergovernmental agreements and ETJ powers in support of this *Plan* to limit intensive development in productive farming areas, generally to a non-farm development density not exceeding one new lot for every 35 acres of ownership. Amend the City’s subdivision ordinance to reinforce this standard. Map 3: Future Land Use identifies future “Agriculture” areas where this standard should be exercised.
- c. Control and limit the creation of scattered rural home sites and subdivisions that are not served by public water and sanitary sewer within the City’s extraterritorial jurisdiction.
- d. Carefully consider the location of prime farmland and environmentally sensitive areas before making decisions on the expansion of urban services or community growth.
- e. Work with Manitowoc County on any future planning efforts and updates to the County-wide Comprehensive Plan and any other environmental planning efforts.
- f. Require natural resource features to be depicted on all site plans and preliminary plats and certified survey maps in order to facilitate preservation of natural resources. These should include wetlands, steep slopes, floodplains, drainageways, and wooded areas. Once identified, establish maximum clearance or removal standards for these features and require onsite mitigation where those standards cannot be met.
- g. Develop sustainable infrastructure standards and preferred strategies so that developers understand what are acceptable for meeting transportation, landscape, water quality and quantity control objectives and related expectations.
- h. Protect the water quality of the Manitowoc River and its tributaries by:
 - Working with the County and surrounding communities to minimize agricultural runoff.
 - Retaining stormwater through requiring stormwater BMPs.
 - Encouraging low impact development strategies for stormwater management that include water conservation, rain gardens, and maximizing pervious surfaces.
 - Maintaining or providing vegetative buffers where development abuts waterways.
 - Partnering with agencies like the River Alliance on watershed protection initiatives.
- i. Use the City's Zoning, Subdivision, and Official Map to protect waterways, shorelines, wetlands, and floodplain areas within the current City limits and extraterritorial area.
- j. Enforce erosion control and stormwater management standards to facilitate maximum infiltration of stormwater volume using best management practices such as rain barrels, infiltration swales, pervious pavement, rain gardens, and green roofs.
- k. Preserve woodlots and other environmental areas that serve to protect wildlife and vegetative resources.

- l. Protect groundwater resources by maximizing infiltration of clean water in known groundwater recharge areas, supporting the clean-up of environmentally contaminated sites, and minimizing potential future sources of contamination, particularly in wellhead protection areas.
- m. Promote sustainability through a local and regional foods movement – reserving areas for food production and processing.
- n. Encourage agricultural-related industry in the County, such as food product manufacturing, as a means to support the economic health of both the City and agricultural areas.
- o. Continue to support agricultural and marketing efforts to promote the County as “the place” to produce milk in Wisconsin.
- p. Encourage urban gardens as an adaptive re-use strategy for redeveloping vacant lots and lands in the City.
- q. Develop sustainable infrastructure standards and preferred strategies so that developers understand what are acceptable for meeting water quality and quantity control objectives.
- r. Reduce pavement/impervious surface area through use of porous pavements wherever possible (streets, walkways, drives, parking lots, patios, etc.).
- s. Encourage the use of green infrastructure, natural landscaping, and similar development practices that enhance the integration of natural systems in the built environment and support awareness and enjoyment of these systems.

AGRICULTURAL RESOURCE RECOMMENDATIONS

Beyond the policies outlined above, the City will work on programs designed to help retain the area’s agricultural base. Examples of these types of programs—described further in Chapter Seven: Economic Development—include:

IMPROVE AND PRESERVE URBAN BIODIVERSITY

Many species of wildlife can coexist successfully within and on the fringes of cities if community plans recognize and maintain the necessary habitats and conditions. It is also important to reduce conflict between the built environment and the natural environment. For example, birds can collide with glass clad buildings, and runoff from lawns and pavement impairs soil and surface water quality. As the City becomes more developed, preservation of urban biodiversity is not only essential for protecting wildlife and the natural environment, but it also adds richness to urban life.

Community Forestry. Over the past decade the City has continued to expand its community forestry capacities. Earlier in the decade, the City’s efforts were focused on preparing for and fighting the spread of Emerald Ash Borer, but activities were limited in terms of tree trimming and new planting activities to improve or maintain overall urban trees. The City now has a focused effort and resources on tree planting and capacity in city staff to proactively maintain a forestry program.

The benefits of a robust urban forest and tree canopy are many. Urban forests help to filter air and water, control storm water, conserve energy, create shade, regulate temperature, absorb and store carbon, and provide animal habitat. They also add beauty, form, and structure to urban design. By reducing noise and providing places to recreate, urban forests strengthen social cohesion, spur community revitalization, and add economic value to our communities.

The City should complete a tree inventory and create an urban forestry plan. This process will identify and describe ecologically sound strategies and an action plan for achieving the City’s goals of creating and maintaining a robust and healthy tree ecosystem. This plan may also result in the update of policies and standards for landscaping in private development.

Preserve and Improve Greenways to Support Habitats. Linking parks and open spaces is not only valuable for humans. An interconnected greenway system also allows wildlife to move among habitats and to have greater habitat extent to support their population and respond to stresses in the environment. Improving biodiversity supports wildlife, such as pollinators and birds, in many ways. Greenways should be kept as “natural” as possible. Multi-use paths should be designed to allow people to access and enjoy these areas while minimizing impact. In addition, it is essential that the City continues to analyze greenways and open spaces to determine changes to enhance them. Some of the primary methods for enhancement include bank stabilization, habitat restoration, minimizing compaction of soil, managing storm water runoff, creating and preserving buffer areas, and reducing invasive species.

Integrate Vegetation. There are many ways the City and the community can improve the built environment to enhance urban biodiversity. The City should seek opportunities for well-integrated greenspace in developed areas and encourage trees and native plantings in boulevards, remnant properties, along stormwater facilities, and transportation corridors. Urban life is significantly enhanced with the addition of shade-providing trees and water filtering vegetation.

Replace Lawns with Native Plantings and Gardens. The traditional suburban lawn is comprised of non-native species, requires significant time, water, and energy to maintain, and does not contribute to local wildlife habitat. Most lawns are mowed, but otherwise not utilized for recreation or other uses. Many lawn areas could be transitioned to more ecologically valuable, visually interesting, resource efficient, and lower maintenance conditions, better for both stormwater management and natural ecology. Strategies could include the addition of pollinator gardens, food gardens, rain gardens, native grasses, and flowers. These native lawn substitutes create a similar appearance but are more ecologically productive and require less maintenance.

Nature is not only in parks and open spaces – it can be found throughout the community. Even the street trees and plantings between buildings can support biodiversity and act as a nearby nature access point for residents. Manitowoc supports the integration of native vegetation into the built environment. Building site standards should be revisited to integrate ecologically sound and practical requirements and guidance to improve where and how green infrastructure is utilized. Methods such as rain gardens, bioswales, green roofs, and urban agriculture should be integrated wherever possible to support biodiversity and increase equitable access to the myriad positive health benefits associated with contact with nature.

LINK NATURAL RESOURCE PRESERVATION WITH RECREATIONAL OPPORTUNITIES AND TOURISM

Manitowoc has a significant opportunity to leverage its high-quality natural resources to support recreation and tourism. Two ways to accomplish this is through increasing passive recreation options within existing resource areas and tying these resources and the community’s identity to Lake Michigan and the Manitowoc River. Natural resource preservation areas can serve as important components of the City’s overall park and recreation system, providing opportunities for outdoor education, relaxation, and exercise. Such areas also maintain and enhance the beauty of a community or neighborhood and serve a variety of ecological functions by providing habitat for wildlife, enhancing water and air quality, and providing natural flood control.

Additionally, the City has a unique opportunity to capitalize on the combination of its current draw to tourists and its outstanding natural resources and open spaces. Linking natural resources protection to its tourism base presents opportunities, including:

- Work with the WisDNR, Manitowoc County, and other local and regional groups to increase interpretive signage and wayfinding within natural areas to provide educational opportunities.
- Improve Lake Michigan access via existing parks located on the shores of the lake. These parks can be further enhanced to increase tourism as regional destinations, providing direct access to the lake.
- Continue to enhance the Manitowoc River and Little Manitowoc River corridors, working with Manitowoc County, the City of Two Rivers, and WisDNR to develop and connect trails and passive recreational opportunities.

PROMOTE EFFICIENT AND WELL-PLANNED CITY DEVELOPMENT TO PRESERVE FARMLAND AND PROTECT ENVIRONMENTALLY SENSITIVE AREAS

Manitowoc’s established density of nearly six dwelling units per acre is very efficient compared to development in neighboring rural areas. Two-acre density development in a town eats up farmland and open space *10* times faster than development in the City. Five-acre density development eats up farmland and open space *25* times faster than development in the City. This rate of land consumption is very contrary to the protection of farmland. In eastern Wisconsin, the urban sprawl problem is not nearly as problematic as the rural sprawl problem.

To both accommodate County population growth and address the rural sprawl issue, the City intends to employ a multi-faceted strategy of:

- Stimulating infill and redevelopment.
- Encouraging higher densities in new developments.
- Reserving large areas of undeveloped peripheral lands for very long-term City expansion.
- Working with the County and other municipalities to capture as large a share of County population growth as possible into cities and villages at urban densities.
- Discouraging rural residential development (development served by private on-site wastewater treatment systems and wells) in the ETJ of the City.

Land Use Policies and Intergovernmental Agreements to help to facilitate this are discussed in Chapter Three: Land Use and Chapter Nine: Intergovernmental Cooperation.

SUPPORT AGRICULTURAL DIVERSIFICATION IN MANITOWOC COUNTY

Economic instability demands change in local industries and the way they do business. In the current economy, diversification beyond cash crop production is essential in maintaining an economic edge in the agriculture industry—particularly in a region where farmland is suitable for numerous varieties of agricultural products. New markets and opportunities continue to emerge on the agricultural landscape, including the rise of organic and specialty crops, and the production of nutraceuticals. According to the “Northeast Wisconsin Economic Opportunity Study,” organic and specialty crop markets (from mushrooms to organically raised meat and eggs) are growing at a rate of 20 percent per year. Higher premiums paid (in some cases double) for organic and specialty crops have helped farmers maintain economic stability when the prices of commodity crops drop. Manitowoc is well-positioned to take advantage of these new markets—particularly when factoring in the County’s proximity to Chicago and Minneapolis metropolitan areas.

Potential action steps the City can take to support agricultural diversification in the County include:

- Support the establishment of organic food products workshops to educate farmers and consumers about the benefits of specialty and organic crops.
- Promote a County market research cooperative to monitor specialty and organic crop practices and offer support for production practices.
- Encourage the creation of a center of excellence around nutraceuticals.

NATURAL RESOURCE RECOMMENDATIONS

The City and surrounding area contain significant natural resources that will require concerted, ongoing, and coordinated efforts to maintain and enhance, including the following efforts:

ADVANCE STORMWATER BEST MANAGEMENT PRACTICES (BMPS)

The City will promote progressive stormwater management approaches to mitigate the negative impacts stormwater runoff can have on downstream properties and waterways such as the Manitowoc River and Lake Michigan. Stormwater BMPs aim to control runoff volume by managing precipitation as “close to where it hits the ground as possible”, thereby facilitating the capture and infiltration of precipitation into groundwater and the evaporation of water back into the atmosphere. This approach decreases peak stormwater quantities and improves the overall quality of stormwater that does enter streams and lakes. At the time of this writing, the City has contracted with Strand Associates to update and develop a new Stormwater Quality Plan. The Plan update will improve upon identified measures from the 2007 plan in order to meet the new Northeast Lakeshore Total Maximum Daily Load requirements of the WisDNR and improve stormwater runoff quality. The City purchased two high efficiency street sweepers in 2009, constructed six stormwater retention ponds, five storm basins, and three mechanical separators. City should promote, and in certain cases require, the following BMPs:

- Partner with local and regional interest groups and the WisDNR
- Incorporate progressive construction site erosion control practices.
- Utilize infiltration and retention areas.
- Maximize permeable surface areas.
- Retrofit existing stormwater outlet points.
- Manage Salt.
- Incorporate infiltration and retention areas in new development, such as:
 - Rain gardens
 - Rain barrels
 - Green (vegetated) roofs
 - Vegetated buffer strips and berms
 - Permeable pavers
 - Retention ponds
 - Bioswales
- Phosphorus bans
- Develop a Green Infrastructure Plan
- Develop Partnerships with the River Alliance, BLRPC, and WisDNR to mitigate the negative impacts of stormwater runoff

PROTECT THE MANITOWOC RIVER CORRIDOR AND WATERSHED

The Manitowoc River is a defining natural feature of the City and the region. The Manitowoc River provides a central focal point for the City, as well as linking it to other communities in the region. Several sections of this *Plan* address the River, and its importance as a significant economic, recreational, and environmental asset to the community and region. Recommended strategies pertaining to the River are multi-faceted – from promoting the River as a focus of redevelopment and recreation to preserving open spaces along the River to showcase its natural characteristics – these can all be part of a unified successful strategy. Central to all of these efforts is ensuring that the water quality of the River and watershed is protected and improved. The City should consider several initiatives aimed at achieving that, including:

- Enhanced public access to the water by adding for environmentally friendly infrastructure along the Manitowoc River through acquisition and protection of riverfront property.
- Coordinate with the MPSD and private schools in the area for water and natural resource-based education programs, focused on raising student awareness about the benefits of enhancing this asset.
- Use “The Port of Manitowoc Downtown and River Corridor Master Plan” as a platform for educational and awareness efforts, to encourage interpretive exhibits that raise awareness of watershed issues and opportunities, and to increase the public’s physical connection and access to the River.
- Encourage measures to minimize both point source and nonpoint source pollution. Raise awareness of point source dischargers. Work with the River Alliance, WisDNR, County, and neighboring towns on minimizing nonpoint source pollution, particularly from agricultural sources, through encouraging BMPs.
- Encourage vegetative buffers between developed areas and water bodies. Vegetative buffers provide many benefits, including the protection of water quality, flood control, stream bank stabilization, water temperature control, and room for lateral movement of stream channels. Trees and shrubs retained in buffer areas provide the benefit of buffering noise from watercraft, providing privacy to residents, and serving as nesting areas for songbirds.
- Support the EPA and WisDNR in their ongoing WPSC Manitowoc MGP Environmental Cleanup activities being undergone to excavate, remove, and treat highly contaminated soil between the Wisconsin Public Service Corporation Manitowoc Former Manufactured Gas Plant (MGP) site and the Manitowoc River. Additional details on the project can be found [here](#).

CULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES

GOALS

- a. Preserve and enhance the City's historic character and rich culture.
- b. Amplify the community's maritime history and natural resource amenities by increasing access to Lake Michigan and the Manitowoc River and leverage these waterbodies as key centerpieces for unique community programming, events, public arts installations, and recreational opportunities.

OBJECTIVES

- a. Maintain the balance between the City's urban advantages and small town characteristics.
- b. Celebrate the City's maritime history.
- c. Promote the historic downtown area as a central gathering space in the City.
- d. Encourage the growth of civic and neighborhood organizations.
- e. Engage residents in the betterment of the community through increased involvement in civic activities.

POLICIES

- a. Maintain and enhance the cultural integrity of the City through preservation and enhancement of historic, cultural, and archeological resources.
- b. Help preserve historic homes, structures, and districts that contribute to the cultural heritage of the Manitowoc area, focusing on existing historic districts and buildings.
- c. Update the City's historic preservation ordinance, as necessary, to implement the recommendations in this *Plan*.
- d. Continue to work with the City's new Tourism Department, Progress Lakeshore, Chamber of Manitowoc County, MPSD, and other community organizations to promote cultural facilities and events for local residents and tourism development, as well as to promote Manitowoc National Marine Sanctuary designation.
- e. Continue to support and promote community events and programs that celebrate the unique maritime history and culture of the City, attempting to increase attendance from both residents and visitors.
- f. Continue to integrate public art and cultural components in public spaces and work collaboratively with local groups to showcase regional efforts. Consider a percentage or other requirement for art in public projects.
- g. Expand the City's wayfinding signage system. The growing number of visitors to Manitowoc would benefit from expanding the wayfinding signage system to include other destinations and locations.

CULTURAL RESOURCE RECOMMENDATIONS

The City intends to capitalize on its rich history and unique identity with the following efforts:

EXPAND MARITIME TOURISM OPPORTUNITIES

From shipbuilding to Great Lakes shipping and transportation, Manitowoc's maritime culture continues to grow. The Wisconsin Maritime Museum offers visitors an opportunity to explore exhibits of maritime history of Wisconsin and the Great Lakes region. This 60,000 square-foot facility houses an important collection including the USS Cobia: a World War II submarine of the same type once built in Manitowoc. The Museum is the only Smithsonian affiliate in the region, and the largest maritime museum on the Great Lakes. Burger Boat Company, founded in Manitowoc in 1863, is the oldest and most respected custom yacht builder in America. Today, the company designs and builds custom luxury motor yachts from 50 to 200 feet. The S.S. Badger car ferry was built in 1952 and has been offering daily sailings since 1953. Service is provided between Manitowoc and Ludington, Michigan from mid-May through mid-October. The S.S. Badger offers the largest cross-lake passenger service on the Great Lakes and is the only coal-fired steamship in operation in North America.

With a strong foundation already in place, a concentrated focus on growing a critical mass of attractions is needed to truly make Manitowoc the “Maritime Capital of Wisconsin.” Opportunities for new attractions include:

- **Existing activities.** The City intends to continue its support of existing maritime activities and their expansion. The Wisconsin Maritime Museum currently hosts a variety of special events including the 28 Boat Reunion, Model Ships & Boats Contest, and Halloween Party. New events might include sailing demonstrations and classes, “A Day in the Life of a Ship Captain,” and educational opportunities with local high schools and UW-Green Bay Manitowoc Campus. Additionally, the City has recently received the National Oceanic and Atmospheric Administration National Marine Sanctuary Designation, which should be promoted and capitalized on to increase tourism opportunities, inspire public art installations and community events, and further develop the community’s maritime character. The City should prioritize the development of a visitor’s center to promote the Maritime Sanctuary within the City.
- **Shipwreck tour.** There are several Lake Michigan shipwrecks in close proximity to Manitowoc including the Niagara (1856), the Hetty Taylor (1880), and the Francis Hinton (1909). The City could act as a home port for a shipwreck/scuba/dive tour boat, which could include points of interest both above and below the water.
- **Port activities.** Celebrating Manitowoc’s maritime culture means supporting its working port. Besides promoting maritime-related industries and activities, the City should encourage visitors and residents to experience the port. Opportunities include developing port maps with points of interest and viewing areas, educational brochures, and a port-themed segment of the riverwalk proposed in the “The Port of Manitowoc and Downtown and River Corridor Master Plan.”
- **Publicity strategy.** The City’s Tourism Department should partner with local organizations to develop a publicity strategy to increase awareness of Manitowoc’s status as the “Maritime Capital of Wisconsin.” Possible projects include a website devoted to all things maritime, coordinated community events centered around the community’s maritime assets and character, and a visitor’s center located on Lake Michigan or the Manitowoc River.

INTERGOVERNMENTAL COOPERATION



CHAPTER NINE: INTERGOVERNMENTAL COOPERATION

INTRODUCTION

Intergovernmental cooperation is the relationships, the culture of collaboration, and the formal or informal agreements in which officials of two or more jurisdictions communicate visions, coordinate on plans and policies, and address and resolve issues of mutual interest. Many longstanding challenges related to land use, transportation, natural resources protection, and more have been difficult for a single jurisdiction to address, as they exist within regional systems, independent of municipal boundaries. For this reason, they will require action and cooperation with other jurisdictions within the region. As noted throughout this Plan, Manitowoc has many different overlapping, adjoining, or abutting governmental jurisdictions. Without communication, coordination, and partnerships with these entities, it will be impossible for the City to fully achieve the vision, goals, and recommendations of the public as summarized in this Plan.

This chapter is intended to promote consistency between this Plan and plans for neighboring jurisdictions, provide opportunities for increased collaboration and partnerships, and promote efficiencies between jurisdictions. All regional context and existing plans related to neighboring and overlapping jurisdictions can be found in Appendix A.

RECOMMENDATIONS SUMMARY

- Collaborate on regional initiatives.
- Engage in proactive and regular coordination with adjacent and overlapping governments and entities.
- Develop, implement, and enforce long-term intergovernmental agreements with neighboring municipalities.
- Participate in state-wide groups on topic-specific initiatives and in general government coordination and effectiveness.

GOALS, OBJECTIVES, AND POLICIES

Definitions of goals, objectives, policies, and recommendations are found in the Issues and Opportunities Chapter of this Plan.

GOALS

- a. Establish and maintain mutually beneficial intergovernmental relationships and agreements with surrounding jurisdictions.

OBJECTIVES

- a. Work with surrounding communities to encourage an orderly, efficient land use pattern that minimizes conflicts between urban and rural uses and preserves farming, open space, and natural resources in mutually agreed areas.
- b. Encourage collaboration and coordination among the City of Manitowoc, Manitowoc County, City of Two Rivers, and the Towns of Manitowoc Rapids and Newton regarding planning initiatives, utilities, and development policies.
- c. Continue to build upon existing and establish new partnerships with neighboring governments, Manitowoc Public School District, Manitowoc County, and State agencies on providing shared services and facilities.
- d. Work with the Manitowoc Public School District on school district planning, transportation, potential school siting, joint recreational spaces and programming, workforce development, equity, diversity and inclusion efforts, and other areas of mutual concern.

POLICIES

- a. Consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in more efficient service provision or cost savings.
- b. Cooperate with other governments and nonprofit agencies on planning for natural resources, recreation, climate action, sustainability, housing, social equity, public health, transportation, and other regional systems that encompass more than just the City of Manitowoc’s boundaries.
- c. Actively monitor, participate in, and review and comment on other future planning initiatives that are undertaken by overlapping or adjacent entities.
- d. Pursue intergovernmental boundary agreements with the City of Two Rivers and Towns of Manitowoc Rapids, Manitowoc, and Newton.
- e. Work with Manitowoc County, the City of Two Rivers, and other nearby municipal governments on future land use planning within the City’s Extraterritorial Jurisdiction to promote intergovernmental cooperation and a unified future planning of development and services. Seek intergovernmental agreements with all surrounding municipalities.
- f. Work to resolve identified and possible differences between the City of Manitowoc Comprehensive Plan and plans of adjacent communities.
- g. Exercise extraterritorial authority where necessary to protect City interests or where intergovernmental cooperation efforts do not yield desirable results. Only extend public utilities and services to lands that have been annexed into the City of Manitowoc.
- h. Partner with the Manitowoc Public School District and other local educational institutions on planning for future facilities and boosting workforce development.
- i. Continue to participate and partner with the various local and regional economic development organizations.

RECOMMENDATIONS

PURSUE INTERGOVERNMENTAL AGREEMENTS WITH THE CITY OF TWO RIVERS AND TOWNS OF MANITOWOC RAPIDS, MANITOWOC, AND NEWTON

Manitowoc should initiate and participate in intergovernmental discussions with surrounding governments with the goal of achieving consistency among comprehensive plans and implementation programs. A few specific opportunities include improving water quality in the Manitowoc River watershed (see Chapter Two: Agricultural, Natural, and Cultural Resources), re-energizing the riverfront and lakefront areas, expanding and strengthening economic development opportunities (see Chapter Seven: Economic Development), and developing recreational facilities that connect to existing facilities (see Chapter Five: Utilities and Community Facilities). These discussions would ideally result in formal intergovernmental agreements committing each community to the mutually acceptable outcomes of these discussions.

In general, formal agreements help communities minimize competition for development, ensure that future development is of high quality and appropriately managed, provide all parties with a greater sense of certainty on the future actions of others, and promote municipal efficiency in an era of diminishing government resources. Formal intergovernmental agreements may cover:

- Municipal Boundary Agreements
- Sewer Service Area Agreements
- Future Land Use Agreements
- Shared Services Agreements

Any one or combination of the intergovernmental agreements listed above should specify the length of time that it is applicable. Twenty years is a typical timeframe (e.g., through 2042), as this corresponds with the comprehensive plan time horizon. Occasionally, agreements have provisions for automatic extensions if neither party decides to withdraw. Most agreements also include provisions for periodic review and possible amendments if both parties agree. This keeps

the agreement top of mind and allows for adaptations as conditions change. It is recommended that the City actively pursue intergovernmental agreements following adoption of this Plan.

COLLABORATE ON AND TAKE A LEADERSHIP ROLE IN REGIONAL INITIATIVES

Because many of the City's goals and objectives relate to issues that extend beyond municipal boundaries, Manitowoc intends to maintain an active and open dialogue with surrounding communities, jurisdictions, and entities. A few specific opportunities to participate in regional initiatives include:

- **Economic Development.** Various economic development organizations such as the Bay-Lake Regional Planning Commission, Progress Lakeshore, The Manitowoc County Chamber of Commerce, and the Department of Tourism work beyond the boundaries of Manitowoc to advance economic development efforts. It is recommended that the City continue to play an active role in all regional economic development activities.
- **Natural Resources, Parks, and Trails.** Inherently, these amenities transcend boundaries in terms of their location, jurisdiction, and connectivity. Because they play a pivotal role in providing a high quality of life to residents and act as regional tourism amenities and destinations, it is recommended that Manitowoc continue to work with WisDNR, BLRPC, Manitowoc County, the City of Two Rivers, and others to enhance the connectivity, protection, and usability of these assets.
- **Transportation.** Within the City of Manitowoc, there are local, county, and state roadways. Maintaining, planning, and improving these roadways requires coordination between local, county, and state jurisdictions. As the City continues to grow, evolve, and change, it is increasingly important to evaluate needs and collaborate on major projects to increase efficiency and effectively allocate resources. Additionally, as the City's demands for public transit services evolve over time, Manitowoc should continue to collaborate with Maritime Metro Transit on regional bus and paratransit service provision, planning, and funding.
- **Education.** The Manitowoc Public School District boundaries cover the entire City and extends into the City of Two Rivers, Town of Newton, Town of Manitowoc, and Town of Manitowoc Rapids. It is critically important for Manitowoc and the School District to continue to partner together on future planning, school siting, services, and workforce development efforts, as recommended throughout this Plan. Additionally, there are several area higher-education institutions near Manitowoc, including Lakeshore Technical College and the University of Wisconsin-Green Bay Manitowoc campus. It is recommended that the City continue to partner and work with these entities, focusing on both local and regional initiatives.
- **Sanitary Sewer.** The City of Manitowoc wastewater treatment plant serves the City's sanitary sewer demands. The plant was recently improved to handle anticipated demand through the year 2030. If significant growth continues in the region, additional improvements to the system may be required. Proactively working with the County on sewer capacity is necessary to preserve capacity for growth.
- **Climate Action, Sustainability, Equity, and Public Health.** There are many local and regional groups working on various projects and programs related to advancing these initiatives. As documented throughout this Plan, Manitowoc should play a leadership role in advancing these topics at the local and regional level to improve health outcomes, reduce greenhouse gas emissions and waste, increase energy efficiency, improve social equity, evaluate and expand equitable services, and prepare for climate change.
- **Housing.** The City of Manitowoc can continue to play a leadership role in partnering with regional entities to continuously evaluate regional housing needs, collaborate on programming efforts, and leverage alternative funding sources in order to better align housing development with community goals and values and to meet unmet housing needs. The City should consider establishing a Housing Task Force and Housing Action Plan to support and pursue its housing goals and needs.

CONTRIBUTE TO STATEWIDE INITIATIVES

Local government services and duties are diverse and complex, ranging from infrastructure to policing, economic development to parks and recreation. Encouraging city staff and officials to participate in and contribute to state-wide initiatives and professional associations are tools to maintain city services and activities consistent with current best practices. This participation is also valuable to contribute to dialogue among and between governments and their partners on issues that transcend any single jurisdiction. This participation can also result in learning about examples of creative and innovative actions or activities to bring back to Manitowoc.

The City and staff currently or recently contributed to several statewide efforts, including multiple sustainability initiatives related to Lake Michigan & the WI Commercial Ports Association, Bay-Lake Regional Plan Commission, League of Municipalities, WEDA, APA, NEWERA. The City should continue to encourage and support participation in state-wide initiatives and professional associations to benefit the community and region.

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IMPLEMENTATION



CHAPTER TEN: IMPLEMENTATION

Few of the recommendations of this Plan will be automatically implemented. To advance the vision and goals of this Plan, specific actions will be required based on the strategies described in each individual chapter. This chapter provides a roadmap for the City with prioritized action items for implementation, including potential partners and timing. Further detail required under Wisconsin State Statute about how this Plan can be adopted, used, monitored, amended, and updated over the planning period is provided in Appendix A.

PLAN ADOPTION

A first step in implementing the City's Plan is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The City has included all necessary elements for this Plan to be adopted under the State's comprehensive planning legislation. §66.1001(4) Wis. Stats. establishes the procedures for the adoption of a comprehensive plan. The City followed this process in adopting this Plan.

PLAN MONITORING AND ADVANCEMENT

This Plan is intended to be used by government officials, developers, residents, and others interested in the future of the City to guide growth, development, redevelopment, and preservation. The City intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Plan. Zoning, subdivision, and Official Map ordinances and decisions have to be consistent with the Plan. This will require adjustments to these regulations as described in Figure 10.1.

This Plan will only have value if it is used, understood, and supported by the community. It is critical that the City make concerted efforts to increase community awareness and education on this Plan. To this end, efforts may include:

- Prominently displaying Plan materials in City offices and gathering places.
- Ensuring that attractive and up-to-date materials are easily accessible on the City's website.
- Speaking to community organizations about the Plan.
- Regularly presenting implementation progress reports to the Common Council, Plan Commission, and other municipal bodies.
- Incorporating Plan implementation steps in the annual budget process.
- Encouraging all City staff to become familiar with and use the Plan in their decision-making.

INTERGOVERNMENTAL AGREEMENTS UNDER WISCONSIN LAW

There are two main types of intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more municipalities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise equal powers. The second type of intergovernmental agreement is a "cooperative (boundary) plan" under Section 66.0307 of Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but the "66.0307" approach does not have some of the limitations of the "66.0301" agreement format.

An increasingly common approach is for communities to first enter into a "66.0301" intergovernmental agreement, which in part directs the communities to then prepare a "66.0307" cooperative plan covering issues such as boundary changes.

PLAN ADMINISTRATION

This Plan will largely be implemented through an ongoing series of individual decisions about annexation, zoning, land division, Official Mapping, public investments, and intergovernmental relations. The City intends to use this Plan to inform such decisions under the following guidelines:

ANNEXATIONS

Proposed annexations should be guided by the recommendations of this Plan. Specifically, Map 3: Future Land Use, Map 4: Transportation Facilities, and Maps 7a and 7b: Utilities and Community Facilities of this Plan will be among the factors considered when evaluating a request for annexation. Annexation proposals on lands that are designated for urban development, as locations for future transportation facilities, and/or as locations for future community facilities should be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Plan Commission and Common Council should also evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to and cost to provide utilities and public services to the site, the overall costs associated with the proposed annexation, the effect on intergovernmental relations, as well as other pertinent statutory and non-statutory factors.

ZONING

Proposed zoning map amendments should be consistent with the recommendations of this Plan. Specifically, Map 3: Future Land Use should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and Common Council. Departures from the exact land use boundaries depicted on Map 3: Future Land Use may be particularly appropriate for adaptive reuse projects, Planned Unit Development projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts and/or properties located at the edges of future land use areas. However, in their consideration of zoning map issues, the Plan Commission and Common Council will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this Plan allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development and land division processes.

LAND DIVISION

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this Plan. Specifically, Map 3: Future Land Use, Map 4: Transportation Facilities, and Maps 7a and 7b: Utilities and Community Facilities (and the policies behind these maps) should be used to guide the general pattern of development, and the general location and design of public streets, parks, and utilities. However, in their consideration of land divisions, the Plan Commission and Common Council will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps shall be resolved through the land division process for CSMs, preliminary plats, and final plats both within the City limits and the ETJ. This Plan allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Plan Commission and Common Council.

OFFICIAL MAPPING

Map 4: Transportation Facilities and Maps 7a and 7b: Community Facilities will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, as depicted on the City's Official Map.

However, in their consideration of Official Mapping amendments, the Plan Commission and Common Council will also evaluate the specific timing of the development request, its relationship to the nature of both existing and future land uses, and the details of the proposed amendment and its relationships to a proposed development. Departures from the exact locations depicted on these maps will be resolved through the Official Map and platting processes, both within the City limits and the ETJ.

PUBLIC INVESTMENTS

Proposed public investment decisions will be guided by the recommendations of this *Plan*. However, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and Common Council. This Plan allows for the timing and the refinement of the precise recommended public facilities and other public investments, as deemed appropriate by the Plan Commission and Common Council.

INTERGOVERNMENTAL RELATIONS

Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this Plan, as deemed appropriate by the Plan Commission and Common Council. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and Common Council will also evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations of this Plan shall be resolved by the Common Council through the intergovernmental process.

CONSISTENCY REQUIREMENT

The comprehensive planning statute does not define, nor does it provide guidance about how to determine whether or not land use ordinance decisions are "consistent" with the Plan. As such, this concept shall evolve along with the Plan over time. Amendments to the Plan may further address the "consistency" measure.

For purposes of determining whether or not an action is "consistent" as the term is used in §66.1001(3), Wis. Stats., the City shall frame its actions and decisions upon the following guidance:

1. Consider if aspects of actions, programs, or projects will further the overarching objectives and policies of the Plan, and not obstruct or contradict their attainment.
2. Determine if the proposed action, program, or project is compatible with the proposed future land uses and densities contained in the Plan.

PLAN AMENDMENTS

This Plan can be amended and changed. Amendments may be appropriate in the years following initial plan adoption as the City continues to evolve, particularly in instances where all, or portions of the Plan become irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the Plan maps or text (as opposed to an “update” described later). The Plan should be evaluated for potential amendments regularly. However, frequent amendments only to accommodate specific development proposals should be avoided, or else the Plan will become meaningless.

As a dynamic community facing a myriad of growth issues, the City is likely to receive requests for Plan amendments over the planning period. To provide a more manageable, predictable, and cost effective process, the City should establish a single plan amendment consideration cycle every year. Several Wisconsin communities use an annual plan review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner. This approach would require that all proposed plan amendment requests be officially submitted to the City by a designated date of each year. A full draft of the amendments would then be presented to the Plan Commission for its evaluation and recommendation to the Common Council. The Council could then act to approve the amendment(s), following a public hearing.

The City may bypass the annual amendment process described above, if there are no proposed amendments, or if an amendment to this Plan is determined necessary to capture a unique economic opportunity that is both consistent with or related to achieving the vision of this Plan, and which may be lost if required to wait for the regular Plan amendment cycle. However, the City is still required to use the procedures outlined below.

It is important to emphasize that Zoning Map or Official Map amendment requests that are consistent with the Plan do not require an amendment to this Plan. Conversely, Zoning Map or Official Map amendment requests that are not consistent with the Plan would require an amendment to this Plan prior to or concurrent with consideration of said Zoning Map or Official Map amendment. Finally, no Zoning Map or Official Map amendment, nor the adoption of any other plan, is considered an amendment to this Plan, unless said amendments are taken through the formal procedures defined below as required by State Statutes.

The procedures defined under §66.1001(4), Wis. Stats., need to be followed for all Plan amendments.

PLAN UPDATES

Wisconsin comprehensive planning law requires that this Plan be updated at least once every 10 years (§66.1001(2)(i), Wis. Stats.). As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City will update this Plan before the year 2033 (i.e., 10 years after 2023), at the latest. The City should continue to monitor any changes to the language or interpretations of the State law over the next few years.

CONSISTENCY AMONG PLAN ELEMENTS

The State comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Because the various elements of this Plan were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this Plan.

IMPLEMENTATION PROGRAMS AND RECOMMENDATIONS

Figure 10.1 provides a detailed list and timeline of the major actions that the City intends to complete to implement this Plan. Often, such actions will require substantial cooperation with others, including other jurisdictions, governments, and groups. This list is not exhaustive. It includes the strategies and recommendations that are likely to be near-term actions. The City Council may choose to pursue additional actions or prioritize other actions as conditions change.

The table has four different columns of information, described as follows:

- **Topic.** The first column identifies the chapter or topic area of this Plan where additional information regarding the recommendation may be found or more generally describes the overarching category in which the Action Item falls under.
- **Action Item.** The second column lists the specific steps, strategies, and actions recommended to implement key aspects of the Plan.
- **Potential Partners.** The third column implies that City staff will take the lead on most (if not all) Action Items, but also lists other agencies, groups, or entities who would be a valuable partner in the pursuit of accomplishing that Action Item.
- **Implementation Timeframe.** The fourth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a stated sequence. The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Each timeframe is defined as follows:
 - **In Progress.** The Action Item has been initiated or addressed at some level, but it is not yet complete and remains an implementation priority corresponding to strategies in the Plan. In Progress status is often used for Action Items that were identified in past Comprehensive Plans or have been long-established objectives of the City. These Action Items should be continuously reevaluated to make sure that progress is being made.
 - **Short Term.** The Action Item should be pursued over the next 5 years, following the adoption date of this Plan.
 - **Medium Term.** The Action Item should be pursued over the next 10 years, following the adoption date of this Plan.
 - **Long Term.** The Action Item should be pursued 10+ years, following the adoption date of this Plan.

Figure 10.1: Implementation Programs and Action Items

Topic	Action Item	Potential Partners	Time Frame
Livability, Sustainability, and Health	Advance the City’s role in sustainability and climate resiliency and explore the preparation of a climate action plan.	Manitowoc Public Utilities, WisDNR, Grow-It-Forward and local conservation groups, all City Departments	Medium Term
	Incorporate climate resilience and adaptation into transportation infrastructure planning.	Manitowoc Public Utilities, WisDOT	In Progress
	Increase public health awareness and collaboration with the Manitowoc County Health Department.	Manitowoc County Health Department	Short Term
	Encourage the construction of sustainable, “green” buildings and promote energy efficiency.	Community Development Department, Building Inspections Department, Department of Public Infrastructure	In Progress
	Expand community engagement opportunities in municipal planning and decision-making processes.	City Clerk, Community Development Department	Short Term
Land Use	Follow the future land use recommendations on the Future Land Use Map (Map 3) and described in Chapter Three when reviewing new rezoning requests and making land use decisions.	Community Development Department	In Progress
	Promote infill development and the redevelopment of key sites and along key corridors. Key reuse, infill, and redevelopment opportunities include the Calumet Avenue corridor, Downtown Manitowoc, the Memorial Drive corridor, and the former Silver Lake College. Encourage mixed use development in these locations.	Community Development Department, Community Development Authority, Department of Public Infrastructure	Short Term
	Reserve land for future business park development on the west side of the City. Reserve the Waldo Boulevard interchange for high quality, city development that grows the regional economy.	Community Development Department, Manitowoc County, Town of Manitowoc Rapids	Long Term
	Require detailed development plans, neighborhood plans, or corridor plans prior to the platting and development of land.	Community Development Department	Short Term
	Within new neighborhoods, accommodate a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the City overall. Within each area designated as a “Planned Neighborhood” on Map 3: Future Land Use, seek a housing mix where not less than 65% of all housing units are in single-family detached residences, with up to 15% two-family dwellings, and up to 20% multi-family dwelling units.	Community Development Department	Short Term
	Integrate Traditional Neighborhood Design into new neighborhoods.	Community Development Department	Medium Term
	Ensure new development is of high quality and is consistent with the City’s community character objectives.	Community Development Department, Community Development Authority	In Progress

Topic	Action Item	Potential Partners	Time Frame
	Review and update the City's Zoning Ordinance to ensure predictable and high-quality neighborhood and site design, improve mobility options, enhance landscaping requirements, and provide increased opportunities for housing formats, compact development, and mixing of land uses.	Community Development Department	Short Term
Transportation	Improve multi-modal transportation accessibility, safety, and connectivity.	Community Development Department, Department of Public Infrastructure	Short Term
	Make intersection improvements with upgraded traffic controls.	Department of Public Infrastructure	Short Term
	Given the prominence of the Calumet Avenue corridor within the City, play an active role in the upcoming reconstruction design process, using the Calumet Avenue Conceptual Planning Framework in Chapter Three as a guide.	City Administration, Community Development Department, Department of Public Infrastructure	Short Term
	Update the City's Official Map to reflect the recommendations of this Plan and the City's Comprehensive Outdoor Recreation Plan.	Community Development Department	Short Term
	Prepare for transportation technology changes through adapting policies, information sharing, and updating infrastructure.	Department of Public Infrastructure, Community Development Department	Short Term
	Implement the recommendations of the 2021 Manitowoc Bicycle and Pedestrian Plan.	Department of Public Infrastructure, Community Development Department	Short Term
	Utilize tactical urbanism to test infrastructure enhancements, road diets and reconfigurations, and investment opportunities.	Department of Public Infrastructure, Community Development Department	Short Term
Utilities & Community Facilities	Continue to Promote Stormwater Best Management Practices.	City Administration, Manitowoc Public Utilities, Department of Public Infrastructure	Medium Term
	Enhance coordination with Manitowoc Public School District and other educational institutions.	City Administration	Short Term
	Upgrade and expand utility infrastructure as needed.	Department of Public Infrastructure	Long Term
	Influence the design and location of the future Confined Disposal Facility.	Department of Public Infrastructure, Community Development Department	Medium Term
	Support quality, affordable childcare facilities.	Private property owners and childcare businesses	Short Term

Topic	Action Item	Potential Partners	Time Frame
Housing & Neighborhood Development	Provide a wider mix of housing types, sizes, and costs throughout the city – including single family, duplexes, townhomes, apartments, condos, and more.	Community Development Department, Community Development Authority, Manitowoc County Housing Authority, Habitat for Humanity, local builders	Short Term
	Implement the recommendations of the 2021 Manitowoc Housing Study & Needs Assessment.	Community Development Department, Department of Public Infrastructure	Short Term
	Promote compact growth and Traditional Neighborhood Design principles to add new housing in a fiscally sustainable manner.	Community Development Department, Community Development Authority	Short Term
	Revitalize Manitowoc’s urban neighborhoods by directing services and resources to priority areas and preparing detailed revitalization and Neighborhood Development Plans.	Community Development Department, Community Development Authority	Medium Term
	Continue to increase the number of new housing units by finding creative ways to reduce housing construction and infrastructure costs.	Banking Community, MPU	Short Term
	Require neighborhood development plans in advance of development to identify and coordinate with needed upgrades to transportation infrastructure, utilities, and other community facilities.	Community Development Department	Medium Term
Economic Development	Acquire and develop land suitable for a new industrial park.	Community Development Department, Community Development Authority	Short Term
	Implement the Manitowoc Downtown Master Plan and pursue the redevelopment of underutilized properties along key community corridors.	Community Development Department, Community Development Authority	In Progress
	Capitalize on Manitowoc’s recent Wisconsin Shipwreck Coast National Marine Sanctuary designation as a powerful tourism attraction that enhances the community’s maritime identity and history through arts, cultural, recreational, and community events, programming, and opportunities in partnership with key stakeholder groups. Prominent partners include Manitowoc’s Tourism Department, the Rahr West Art Museum, Wisconsin Maritime Museum, Manitowoc Marina, various downtown businesses and interest groups, and private sector companies with histories, products, and services related to water use and the community’s maritime history.	City of Manitowoc Tourism Department, Rahr West Art Museum, Wisconsin Maritime Museum, Manitowoc Marina, downtown businesses, NOAA, Wisconsin Department of Tourism	Short Term
	Work with Manitowoc Public School District, non-profits, and local businesses to provide resources to address the lack of affordable childcare.	Progress Lakeshore	Short Term

Topic	Action Item	Potential Partners	Time Frame
	Build on Manitowoc’s arts and culture in partnership with the Rahr West Art Museum and Wisconsin Maritime Museum to grow the creative economy and spark new economic development.	Tourism Department, Community Development Department, Rahr West Art Museum, Wisconsin Maritime Museum, Manitowoc Public Schools, local businesses	Short Term
	Work with education providers and local development organizations to help grow and support local entrepreneurs and to better match and prepare the local workforce with changing industry needs.	Manitowoc Public Schools, UW Green Bay Manitowoc Campus, Lakeshore Technical College, City Administration	Short Term
	Utilize TIF and grants to foster the implementation of this Plan and drive future redevelopment, new development, and reinvestment throughout the community.	Community Development Department, Community Development Authority	In Progress
	Focus on economic opportunities that are aligned with the community’s environmental stewardship values. Pursue opportunities to facilitate new business investment in sustainable/green technologies and services, as well as opportunities for existing businesses to integrate environmentally and socially preferable practices, such as renewable energy, efficiency, high-performance construction, and mobility choices.	Community Development Department, Community Development Authority, City Administration, local businesses	Medium Term
Agricultural, Natural, & Cultural Resources	Advance the City’s role in climate resilience and sustainability through the implementation of stormwater best management practices and the preservation of natural and agricultural resources.	Department of Public Infrastructure, Parks and Recreation Department	In Progress
	Improve and preserve urban biodiversity through well-integrated and connected greenways, forests, vegetation, native plantings, and gardens.	Community Development Department, Grow It Forward, Parks and Recreation Department	In Progress
	Connect natural resources with recreational opportunities and tourism.	Tourism Department, Community Development Department, Department of Public Infrastructure, Parks and Recreation Department	In Progress
	Support long-term farmland preservation efforts outside of the City’s future growth areas.	Community Development Department, Manitowoc County	Long Term
	Enhance ETJ land division review authority to preserve farmland.	Community Development Department, City Attorney	Short Term
	Use the City’s subdivision approval powers to limit development within the City’s extraterritorial jurisdiction and foster a compact development pattern within the City’s growth area.	Community Development Department	Medium Term

Topic	Action Item	Potential Partners	Time Frame
Intergovernmental Cooperation	Collaborate on regional initiatives with local and regional entities to encourage economic coordination and cooperation.	City Administration, Bay-Lake Regional Planning Commission, Wisconsin Economic Development Corporation, Progress Lakeshore, neighboring communities	Medium Term
	Engage in proactive and regular coordination with adjacent and overlapping governments and entities.	City of Two Rivers, neighboring towns	In Progress
	Develop, implement, and enforce long-term intergovernmental agreements with neighboring municipalities.	City of Two Rivers, neighboring towns	Medium Term
	Participate in state-wide groups on topic-specific initiatives and in general government coordination and effectiveness.	WisDNR, Wisconsin Economic Development Corporation, Travel Wisconsin	Medium Term
Implementation	Monitor development activity and future implementation strategies against the recommendations in this Plan.	Community Development Department, Plan Commission	In Progress
	Institute an annual Plan amendment and review process.	Community Development Department	Short Term
	Update this Plan as required by State Statute.	Community Development Department	Long Term
	Increase community awareness and education of the Plan through various initiatives described earlier in this Chapter.	Community Development Department	Short Term