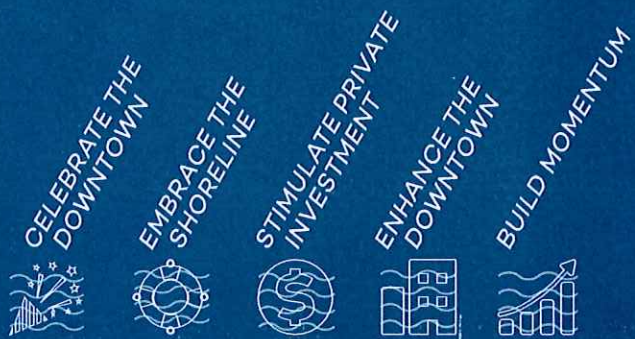


## CATEGORY 2: IMPROVE LAND & BUILDING USES

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

### GUIDING PRINCIPLES



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

## Category 2: Improve Land & Building Uses

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

### Community Initiated Development

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

### Small-Scale Developer Training & Support

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

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



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

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

### Encourage Development Cooperative

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

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

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

### Maker-spaces and Micro-manufacturing

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

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

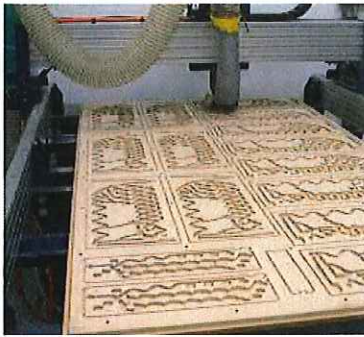


▲ *The NorthEast Investment Cooperative (NEIC) in Minneapolis renovated two vacant properties to create opportunities for three new businesses, including a local brewery and bakery*



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

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



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

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

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

### Micro-breweries and Brewpubs

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



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

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

### Farm to Table Restaurants

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

### Increased clarity in zoning

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

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

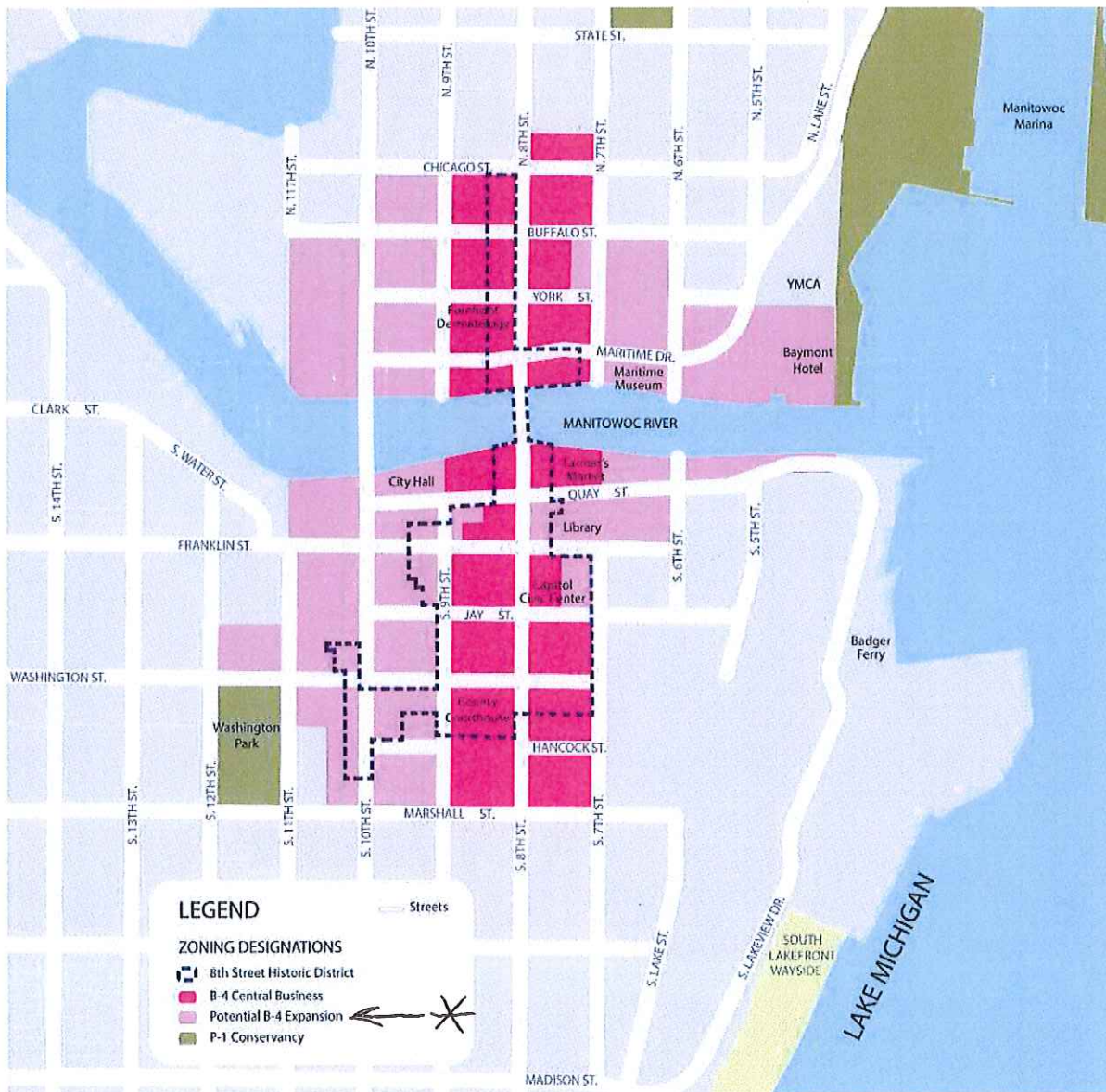
One possibility for the Downtown is to pursue a "form-based" zoning approach for the Downtown core. This approach is less concerned about specific uses and focuses more



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

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

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



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

**15.290 B-4, Central Business District.**

**(1) Intent.** This district is intended to offer greater flexibility in area requirements, height regulations and off-street parking requirements than other districts in order to encourage new construction or re-use of real estate in the Central Business District and immediately surrounding areas. The Central Business District Zone is intended to promote the viability of the Central Business District as the single most important concentration of business, professional, governmental and financial services in the City of Manitowoc.

**(2) Specific Uses Permitted.** Land shall be used and buildings shall be erected, altered, enlarged, or used for only one or more of the following uses, subject to the provisions of this section and other applicable sections of the Zoning Ordinance:

(a) Any use permitted in the “B-3” General Business District.

Accessory buildings and uses to the specific uses permitted shall also be permitted.

**(3) Conditional Uses Permitted.** The following uses are permitted subject to MMC 15.370(27):

(a) Conditional uses permitted in the “B-3” General Business District, except outside storage or sales of merchandise as a principal property use.

**(4) Area Regulations.**

(a) Front Yard. No principal or accessory building shall be located closer to the street line as established by the Official Map than required in any adjoining Residential District within the same block. If there is no adjoining Residential District within the same block, no setback from the street line as established by the Official Map shall be required except that the vision clearance and the MMC 15.390(14) setback, if any, must be maintained.

(b) Side Yard. No side yard shall be required, except that the vision clearance and the MMC 15.390(14) setback, if any, must be maintained.

(c) Rear Yard. No rear yard shall be required except where the rear of a lot adjoins an “R” Zone without an intervening alley. Such rear yard shall not be less than 15 feet in depth.

**(5) Height Regulations.** No building shall exceed 100 feet in height, subject also to airport height provisions.

**(6) Vision Clearance.** The vision clearance for this district shall be the same as required in the “B-2” District.

**(7) Off-Street Parking.** See MMC 15.430(4).

**(8) Design Review.**

(a) Applicability. No structure (except signs exempt from the provisions of this chapter) and no building shall be erected, constructed, reconstructed, moved, enlarged, or exterior architectural feature altered in the “B-4” District until a certificate of appropriateness has been obtained from the Community Development Authority (CDA) of the City of Manitowoc. A certificate of appropriateness shall be in addition to, not in lieu of, a building permit. A certificate of appropriateness shall not be required for interior alterations or design features not subject to any public view or ordinary repairs and maintenance to the exterior of any structure or building where the purpose of such work is to correct any decay or damage and to restore, as nearly as practicable, its prior condition. Buildings located within the boundaries of a National Register Historic District and which are determined by the National Park Service to contribute to that district shall obtain a certificate of appropriateness under MMC 15.650.

(b) Application. Application for a certificate of appropriateness shall be made in writing upon a form furnished by the Director of Building Inspection. Applications shall include the following information: statement of ownership and control of the property affected; statement describing in detail the character and extent of improvements contemplated; site layout drawn to scale showing location, orientation, and dimensions of

buildings and structures; front elevations and architectural definitions of buildings and structures by sketches, drawings, photographs or other information showing the proposed exterior alterations, additions, changes, or new construction as reasonably required by the CDA to make a decision. The Director of Building Inspection shall transmit the application for a certificate of appropriateness to the CDA for their determination.

(c) Findings. Before granting a certificate of appropriateness, the CDA shall find that to the maximum extent practicable:

1. The historic or cultural significance of buildings or structures affected is maintained or enhanced;
2. The architectural style, value and significance and general design arrangement, texture, material, and color of the architectural features of buildings and structures are visually and functionally coordinated with other buildings and structures in the area;
3. Principal entrances are visually and functionally related and coordinated with other buildings and pedestrian ways;
4. Activity nodes such as plazas and arcades are created, retained and coordinated;
5. Building facades and other appurtenances such as fences, walls, and landscaping are coordinated to form cohesive walls of enclosure along streets or other public ways;
6. The scale, orientation, and directional expression of buildings and structures are visually and functionally coordinated with other buildings and structures in the area; and
7. Views are protected, created, or enhanced.

(d) Procedures. After the Director of Building Inspection transmits the application for a certificate of appropriateness, together with the supporting information and materials to the CDA, the CDA shall act upon the application within 30 days of the filing thereof. Failure of the CDA to act within 30 days shall be deemed to be approval of the application and a certificate of appropriateness shall be issued. Nothing herein shall prohibit an extension of time where mutual agreement has been made and the CDA may advise the application and make recommendations in regard to the application. If the CDA approves the application, a certificate of appropriateness shall be issued. If the CDA disapproves the application, a certificate of appropriateness shall not be issued. If the CDA disapproves an application, it shall give written notice of its findings.

(e) Appeals of CDA Decisions. Any applicant or person aggrieved by a final decision of the CDA shall have the right to appeal and be heard before the City Council provided a written appeal is filed with the City Clerk within 30 days of the CDA decision. The City Clerk shall notify the Mayor and schedule a public hearing before the City Council not less than 30 days after the filing with the City Clerk. A Class 2 notice pursuant to Wis. Stat. Ch. 985 shall be published in the official newspaper of the City specifying the date, time, and place of the hearing and the matters to come before the City Council. A concurring vote of at least two-thirds of the City Council present at the proceedings shall be necessary to reverse a final decision of the CDA.

**(9) Downtown Underground District.** See MMC 15.370(28).

[Ord. 16-1027 § 2, 2016. Prior code § 15.29]