

Report to the Manitowoc Plan Commission

Meeting Date: Wednesday, October 23, 2024

Request: PC 3–2024: Chapter 15 Zoning Code Rewrite project update and presentation from Graef.

Report: Graef, the consultant that is working with the city on the project, will be present at the October 23rd Plan Commission meeting to provide an update regarding the project. Graef will present the findings of the stakeholder group discussions, community survey and an overview of the following: 1) Overarching Principles Summary, 2) Accessory Structures Summary, 3) Housing Study Summary, 4) Parking Requirements Summary, 5) Comprehensive Plan Audit, 6) Residential Districts Matrix, and 7) Stakeholder Interview Summary. The above summaries and attachments are following.

The Community survey will close on Friday October 18th so those results will be presented at the Plan Commission meeting.

Recommendation: No Action needed at this time by the Plan Commission.

City of Manitowoc Code Rewrite

October, 2024 DRAFT

Subject: Overarching Principles and Intent Summary

Purpose: Develop a set of guiding principles and intent statements for use in the zoning code, thereby providing an overarching vision for the administration and interpretation of the code.

Summary and Overview:

The City of Manitowoc Municipal Code has an existing Purpose section at the beginning of the code which outlines 16 purpose statements that provide context for the implementation of the code. While some of these statements should be carried forward to the new code, others may be more appropriately removed or consolidated to reflect the Comprehensive Plan. Below is a summary of the existing Purpose statements and a review of some of the key elements that may be subject to change.

Existing Purpose:

The following purpose statements are found in §15.010 of the Zoning Code:

- a) To implement the City's comprehensive plan to the extent possible under zoning, as authorized by Wisconsin Statutes, and to promote the public health, safety, morals, comfort, convenience, prosperity and general welfare of the community;
- b) To lessen congestion in the streets;
- c) To zone all properties with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout the City;
- d) To encourage reasonable flexibility of development design through appropriate innovation;
- e) To separate incompatible land uses, and to isolate or control the location of unavoidable nuisance producing uses;
- f) To foster a more rational pattern of relationship between residential, business, commercial and industrial uses for the mutual benefit of all;
- g) To provide adequate light, air, and open spaces;
- h) To prevent the overcrowding of land;
- i) To avoid undue concentration of population;
- j) To facilitate the adequate provisions for transportation, water, sewerage, schools, parks and other public requirements;
- k) To protect existing uses from harmful encroachment by incompatible uses;
- l) To provide for the elimination and encouragement of the elimination of those uses of land, buildings, and structures which are contrary to the intent and purposes of this chapter or which are adversely affecting the character, development, and taxable value of property in each district;
- m) To provide for preservation and restoration of historically significant buildings and neighborhoods;
- n) To define the powers and duties of the administrative officers and bodies, as provided in this chapter;
- o) To preserve the historic character of Manitowoc's Downtown Area including coordination of the type, placement and physical dimensions of signs, and to preserve and stabilize property values in the Downtown Area and the City of Manitowoc as a whole; and
- p) To protect existing and establish new urban gardens and farmers' market opportunities as important community resources that build social connections; offer recreation, education and economic development opportunities; provide both open space and a local and regional food source; and enhance access to healthy foods.

Review of Existing Purpose and Recommended Changes

Select purpose statements have been reviewed for changes or removal. While certain edits to purpose statements are recommended, it may be appropriate in many/all cases to **remove the purpose statement entirely**. While a select number of purpose statements is helpful to reinforce the interpretation of the code in areas where discretion is allowed, they may also complicate the interpretation of the code.

Current emphasis on Uses: Purpose statements c), e), f), k), and l) all focus on uses in the Euclidean sense. Modern best practices for zoning often favor promoting a mix of compatible uses, limiting the separation of uses to issues of nuisance and public safety. Focusing on issues of c) “conserving the value of buildings,” e) and k) “incompatible land uses,” f) “foster[ing] a more rational pattern of relationship between residential, business, commercial, and industrial uses” are representative of frequent barriers to good development that are inhibited or altogether prevented by public opposition. Without strong basis for determining what constitutes land uses that detract from buildings’ values, that are incompatible, and that are rationally co-located, it can become difficult and arbitrary to enforce the code on proposed developments. Issues of power and local influence may supercede the fair implementation of the code as those with more resources are able to navigate the process compared to those without such resources.

Instead, consolidating Purpose statements regarding land uses into those that are more fairly implemented can reduce some of the negative dynamics described above. The following edits to the Purpose statements could clarify the code’s relationship to the regulation of land uses:

- c) ~~To zone all properties with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout the City;~~

Note: Recommend removal because determining the impact on the value of buildings is onerous for zoning administration processes.

- e) ~~To separate incompatible land uses, and to isolate or control the location of unavoidable nuisance producing uses;~~

Note: Recommend avoiding statements like incompatibility that are unclear to determine.

- f) To foster a more rational pattern of relationship between residential, business, commercial **non-industrial** and industrial uses for the mutual benefit of all;

Note: Recommend avoiding the implication that residential, business, and commercial uses are incompatible by nature of their use, rather than the design of the development. Focus on industrial separation instead.

- k) ~~To protect existing uses from harmful encroachment by incompatible uses;~~

Note: Recommend removal because statement is unclear. All encroachment should be protected from, not just harmful encroachment from incompatible uses.

- l) ~~To provide for the elimination and encouragement of the elimination~~ **encourage the thoughtful redevelopment** of those uses of land, buildings, and structures ~~which are contrary to the consistent with intent and purposes of this chapter or which are adversely affecting~~ **and which contributes positively to** the character, development, and taxable value of property in each district;

Note: Recommend replacing with a positive statement that achieves the same effect but does not actively encourage the elimination of existing uses, whether they are legal non-conforming, blighted, or otherwise.

Congestion and Density: Purpose statement b) addresses congestion without a recommended approach to addressing it. In many cases, congestion is a sign of healthy economic activity and efficient use of land. Meanwhile, congestion mitigation can lead to the issues plaguing Manitowoc today including overbuilt roadways, sprawl, inefficient use of land, large underutilized parking lots, and arduous traffic

impact studies required for new development acting as a delay to the approval process. A certain level of congestion and activity is desirable and should be promoted in line with the comprehensive plan. Purpose statements g), h), and i) address density and provisions for open space. Similar to congestion, control of density contributes to issues with urban sprawl and unsustainable infrastructure burden. Increased density can alleviate pressures on cost of living, increase taxable value of property, facilitate housing choice and community choice, and bolster economic activity and resiliency.

b) ~~To lessen congestion in the streets;~~

Note: Recommend removal or add specificity about a sustainable approach to congestion mitigation such as “by ensuring adequate access to all modes of transportation including walking, biking, and public transportation to facilitate mobility and access for all users of the transportation system.”

g) To **limit urban sprawl and facilitate the sustainable development of land with adequate provisions for transportation, water, sewerage, schools, parks,** light, air, and open spaces for all residents;

h) ~~To prevent overcrowding of land;~~

Note: Recommend removal because there is no standard understanding of what constitutes overcrowding.

i) ~~To avoid undue concentration of population;~~

Note: Recommend removal because there is no standard understanding of what constitutes undue concentration of population.

j) To facilitate the adequate provisions for transportation, water, sewerage, schools, parks and other public requirements;

Note: Recommend consolidation with g) above

Preservation and Neighborhoods – Quality of Life: Purpose statements m), o), and p) focus on the preservation, history, and character of neighborhoods and districts. These statements as being added later in the code’s history. While they are all good items to promote, a more broadly applicable statement is recommended to help promote the spirit of these and similar efforts that will contribute to the **quality of life** in Manitowoc. Further, this is an opportunity to highlight some of the best features of Manitowoc heard during the community engagement for the code rewrite, such as access to parks, the historic downtown, and other quality of life features.

m) To ~~provide~~ **enhance quality of life for Manitowoc residents through the** ~~for preservation and restoration of historically significant buildings and neighborhoods and districts such as the Downtown area,~~ **strengthening public resources that build social connection such as urban gardens, markets, parks, waterfronts, and open spaces, and strengthening public health through access to resources such as healthy foods, outdoor recreation, healthcare, active transportation, and clean air and water;**

Note: Recommend to change to a broader statement about quality of life consolidated with o) and p).

o) To preserve the historic character of Manitowoc’s Downtown Area including coordination of the type, placement and physical dimensions of signs, and to preserve and stabilize property values in the Downtown Area and the City of Manitowoc as a whole; and

Note: Recommend consolidation with m) above

p) To protect existing and establish new urban gardens and farmers’ market opportunities as important community resources that build social connections; offer recreation, education and economic development opportunities; provide both open space and a local and regional food source; and enhance access to healthy foods.

Note: Recommend consolidation with m) above

City of Manitowoc Code Rewrite

June, 2024

Subject: Accessory Structure Regulation Summary

Purpose: Compile and accessory structure regulations for discussion with Working Group and project team, especially to identify opportunities for Accessory Dwelling Unit standards.

Summary and Overview:

The City of Manitowoc Municipal Code regulates the construction and placement of Accessory Buildings within the community. While the location and size of the Accessory Buildings are regulated thoroughly throughout the different districts, there is little regulation on the use or purpose of these Accessory Buildings. The following document displays the regulations applicable to Accessory Buildings in the residential districts of the City of Manitowoc.

Definitions:

- **Accessory Building:** “a subordinate detached building or a portion of a main building, the use of which is incidental to that of the main building, and which is located on the same lot as the main building”.
 - 15.030
- **Accessory Structure or Use:** “a facility, structure, building or use which is accessory or incidental to the principal use of a property, structure or building. An accessory structure shall not be used for human habitation.
- **Accessory Use:** “A use of land or a portion of the building customarily incidental to the actual principal use of the land or building and located on the same parcel of property with such principal use.
 - 15.030

General Regulations

- **Lot Coverage:** Accessory buildings fall within the lot coverage calculation.
 - 15.030
- **Accessory Buildings in Residential District:** Any accessory building attached to the principal building on a lot shall be made structurally a part thereof, and shall comply in all respects with the requirements of this chapter applicable to the principal building. Breezeways, for the purposes of this chapter as an attachment between the garage and main building, shall be considered as part of the main building. Accessory buildings capable of storing or parking of automobiles shall be limited to a maximum capacity of three autos per dwelling unit. Detached accessory buildings exceeding 100 square feet in size shall be limited to three accessory buildings on a single- or two-family premises.
 - 15.390
- **Location:** Accessory buildings to be located on the rear one-half of any residentially zoned corner lot, where a reverse lot frontage condition exists, may be located no close than two feet to the interior side property line and no closer to the rear property line than the distance required as a side yard for the contiguous interior lot according to the applicable requirements of the specific zone involved except where easements are provided.
 - 15.390
- **Floor Area Usable:** Accessory buildings do not fall within the calculation of usable floor area.
 - 15.030

R-6 Multiple-Family | 15.190(4)

- **Lot:** See Table
- **Principal Buildings:** Principal Buildings must be set back 25ft from both the front and rear lot lines, and 20ft from the side lot lines; except for buildings over 35ft tall, which must have side lot line setbacks of ½ the building height. They must be at least 20ft in width and can at most be 60ft tall. The minimum area of a dwelling unit is 720ft², making the smallest possible length 36ft.
- **Accessory Buildings:** Accessory Buildings must be set back 25ft from the front lot line, and 12ft from the side lot lines on a Multi-Family property, and 6ft for a One-Family or Two-Family property; until 65ft from the front lot line or in the back ½ of the lot, where the side and rear lot line setback is 2ft. There is no limit on the dimensions of an Accessory Building, but they must not be taller than 15ft or exceed the 50% lot coverage.

R-6 Low Density Multiple-Family		
See R-3 and R-4 for other Standards	Multi-Family	
LOT	Minimum	Maximum
Area	<u>Varies</u>	
Coverage		50%
Width		
PRINCIPAL BUILDINGS	Minimum	Maximum
Front Yard	25ft	
Side Yards	<u>Varies</u>	
Rear Yards	25ft	
Building Width	14ft	
Building Height		60ft
Building Area	720ft ²	
ACCESSORY BUILDINGS	Minimum	Maximum
Front Yard	25ft	
Side Yards	10ft	
Rear Yard		
Building Width		
Building Height		20ft
BEYOND 65' OR ½ OF LOT	Minimum	Maximum
Side Yards	2ft	
Rear Yard	2ft	

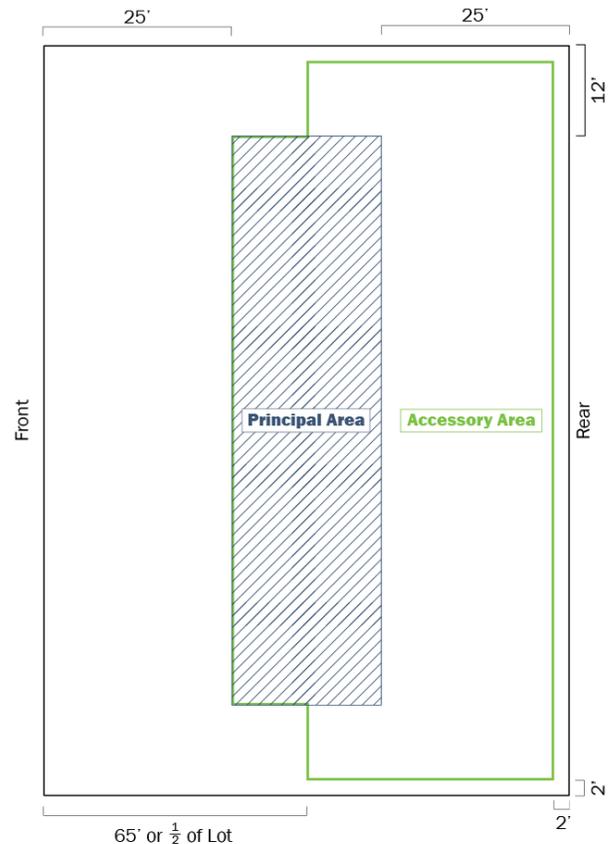
Single- and Two-Family	
	Lot Area
One-Family	5,500ft ²
Two-Family	5,500ft ²

Multi-Family	
	Lot Area
8 or Less Dwelling Units	2,000ft ² / DU
Buildings With <8 Dwelling Units	
One Bedroom Apartments	1,100ft ² / DU
Two Bedroom Apartments	1,300ft ² / DU
Three+ Bedroom Apartments	1,500ft ² / DU
>8 Dwelling Units & 4 or More Stories	
Four Stories	1,000ft ² / Family
Five Stories	800ft ² / Family
Six or More Stories	600ft ² / Family

R-5 Low Density Multiple-Family | 15.170(4)

- Lot:** Lots in the R-5 district are 50ft minimum average width for Single-Family, and 60ft minimum average width for Two-Family, and 100ft minimum average width for Multifamily. Lots in the R-5 district are 5,500ft² minimum for Single-Family, 6,600ft² for Two-Family, 3,000ft² for a one bedroom Multi-Family, 3,500ft² for a two bedroom Multi-Family, and 4,000ft² for a three bedroom Multi-Family. This makes the smallest possible depth 110ft for Single and Two-Family lots, and 70ft for Multi-Family lots. All told, the footprint of the Principal Building and the Accessory Buildings may not exceed 50% of the lot area.
- Principal Buildings:** Principal Buildings must be set back 25ft from both the front and rear lot lines, and 12ft from the side lot lines. They must be at least 20ft in width and can at most be 35ft tall. The minimum area of a dwelling unit is 720ft², making the smallest possible length 36ft.
- Accessory Buildings:** Accessory Buildings must be set back 25ft from the front lot line, and 12ft from the side lot lines on a Multi-Family property, and 6ft for a One-Family or Two-Family property; until 65ft from the front lot line or in the back ½ of the lot, where the side and rear lot line setback is 2ft. There is no limit on the dimensions of an Accessory Building, but they must not be taller than 15ft or exceed the 50% lot coverage.

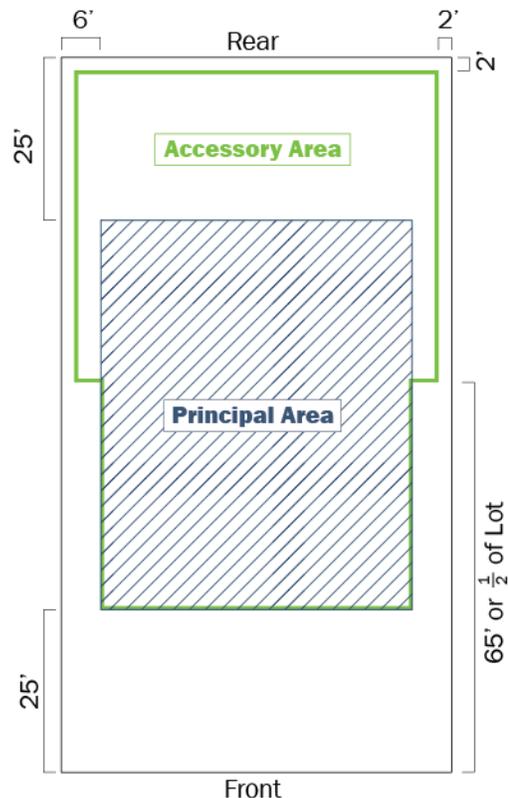
R-5 Low Density Multiple-Family		
See R-3 and R-4 for other Standards	Multi-Family	
LOT	Minimum	Maximum
Area	<u>Varies</u>	
Coverage		50%
Width	<u>100ft</u>	
PRINCIPAL BUILDINGS	Minimum	Maximum
Front Yard	25ft	
Side Yards	12ft	
Rear Yards	25ft	
Building Width	20ft	
Building Height		35ft
Building Area	720ft ²	
ACCESSORY BUILDINGS	Minimum	Maximum
Front Yard	25ft	
Side Yards	12ft	
Rear Yard		
Building Width		
Building Height		15ft
BEYOND 65' OR ½ OF LOT	Minimum	Maximum
Side Yards	2ft	
Rear Yard	2ft	



R-4 Single- and Two-Family | 15.150(4)

- Lot:** Lots in the R-4 district are 50ft minimum average width and 5,500ft² minimum area for Single-Family, and 60ft minimum average width and 6,600ft² minimum area for Two-Family; making the smallest possible depth 110ft. There is only one Principal Building allowed on a lot, while Detached Accessory Buildings exceeding 100ft² are limited to three Accessory Buildings on a single or two-family premises. All told, the footprint of the Principal Building and the Accessory Buildings may not exceed 35% of the lot area.
- Principal Buildings:** Principal Buildings must be set back 25ft from both the front and rear lot lines, and 6ft from the side lot lines. They must be at least 20ft in width, and can at most be 35ft tall. The minimum area of a dwelling unit is 720ft², making the smallest possible length 36ft.
- Accessory Buildings:** Accessory Buildings must be set back 25ft from the front lot line, and 6ft from the side lot lines; until 65ft from the front lot line or in the back ½ of the lot, where the side and rear lot line setback is 2ft. There is no limit on the dimensions of an Accessory Building, but they must not be taller than 15ft or exceed the 35% lot coverage. With the smallest possible lot and Principal Building, the largest possible Accessory Building can be 1,205ft² for Single-Family and 1,590ft² for Two-Family.

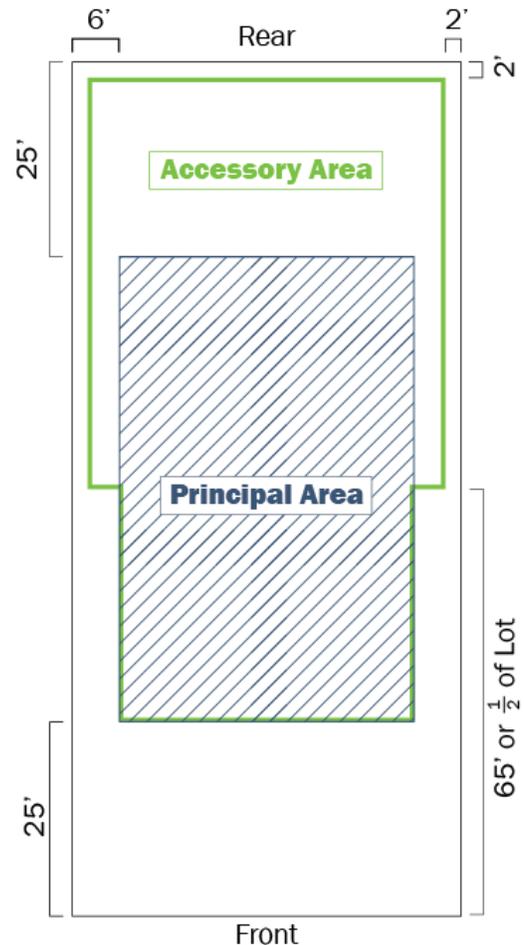
R-4 Single- and Two-Family		
See R-3 for Single-Family Standards	Two-Family	
LOT	Minimum	Maximum
Area	6,600ft ²	
Coverage		35%
Width	60ft	
PRINCIPAL BUILDINGS	Minimum	Maximum
Front Yard	25ft	
Side Yards	6ft	
Rear Yards	25ft	
Building Width	20ft	
Building Height		35ft
Building Area	720ft ²	
ACCESSORY BUILDINGS	Minimum	Maximum
Front Yard	25ft	
Side Yards	6ft	
Rear Yard		
Building Width		
Building Height		15ft
BEYOND 65' OR ½ OF LOT	Minimum	Maximum
Side Yards	2ft	
Rear Yard	2ft	



R-3 Single-Family | 15.130(4)

- Lot:** Lots in the R-3 district are 50ft minimum average width, and 5,500ft² minimum area, making the smallest possible depth 110ft. There is only one Principal Building allowed on a lot, while Detached Accessory Buildings exceeding 100ft² are limited to three Accessory Buildings on a single or two-family premises. All told, the footprint of the Principal Building and the Accessory Buildings may not exceed 35% of the lot area.
- Principal Buildings:** Principal Buildings must be set back 25ft from both the front and rear lot lines, and 6ft from the side lot lines. They must be at least 24ft in width, and can at most be 35ft tall. The minimum area of a dwelling unit is 900ft², making the smallest possible length 37.5ft.
- Accessory Buildings:** Accessory Buildings must be set back 25ft from the front lot line, and 6ft from the side lot lines; until 65ft from the front lot line or in the back ½ of the lot, where the side and rear lot line setback is 2ft. There is no limit on the dimensions of an Accessory Building, but they must not be taller than 15ft or exceed the 35% lot coverage. With the smallest possible lot and Principal Building, the largest possible Accessory Building can be 1,025ft².

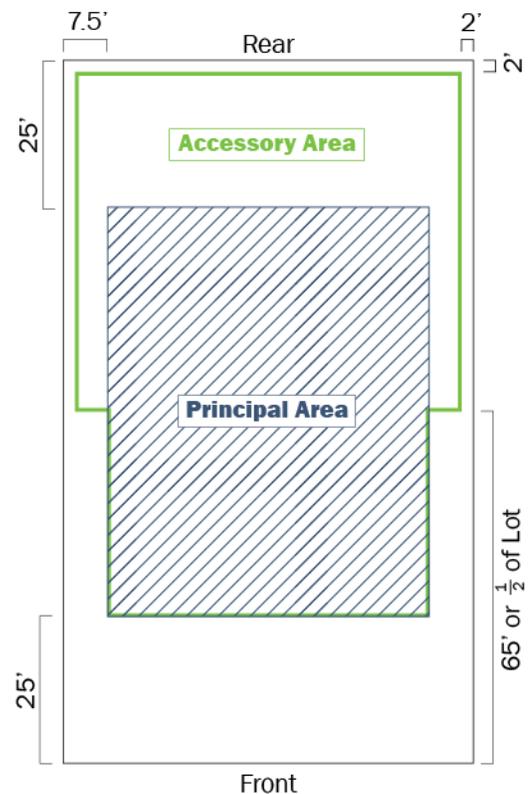
R-3 Single-Family		
LOT	Minimum	Maximum
Area	5,500ft ²	
Coverage		35%
Width	50ft	
PRINCIPAL BUILDINGS		
	Minimum	Maximum
Front Yard	25ft	
Side Yards	6ft	
Rear Yards	25ft	
Building Width	24ft	
Building Height		35ft
Building Area	900ft ²	
ACCESSORY BUILDINGS		
	Minimum	Maximum
Front Yard	25ft	
Side Yards	2ft	
Rear Yard		
Building Width		
Building Height		15ft
BEYOND 65' OR ½ OF LOT		
	Minimum	Maximum
Side Yards	2ft	
Rear Yard	2ft	



R-2 Single-Family | 15.110(4)

- Lot:** Lots in the R-2 district are 70ft minimum average width, and 8,400ft² minimum area, making the smallest possible depth 120ft. There is only one Principal Building allowed on a lot, while Detached Accessory Buildings exceeding 100ft² are limited to three Accessory Buildings on a single or two-family premises. All told, the footprint of the Principal Building and the Accessory Buildings may not exceed 25% of the lot area.
- Principal Buildings:** Principal Buildings must be set back 25ft from both the front and rear lot lines, and 7.5ft from the side lot lines. They must be at least 28ft in width, and can at most be 35ft tall. The minimum area of a dwelling unit is 1,200ft², making the smallest possible length ~42.8ft.
- Accessory Buildings:** Accessory Buildings must be set back 25ft from the front lot line, and 7.5ft from the side lot lines; until 65ft from the front lot line or in the back ½ of the lot, where the side and rear lot line setback is 2ft. There is no limit on the dimensions of an Accessory Building, but they must not be taller than 15ft or exceed the 25% lot coverage. With the smallest possible lot and Principal Building, the largest possible Accessory Building can be 900ft².

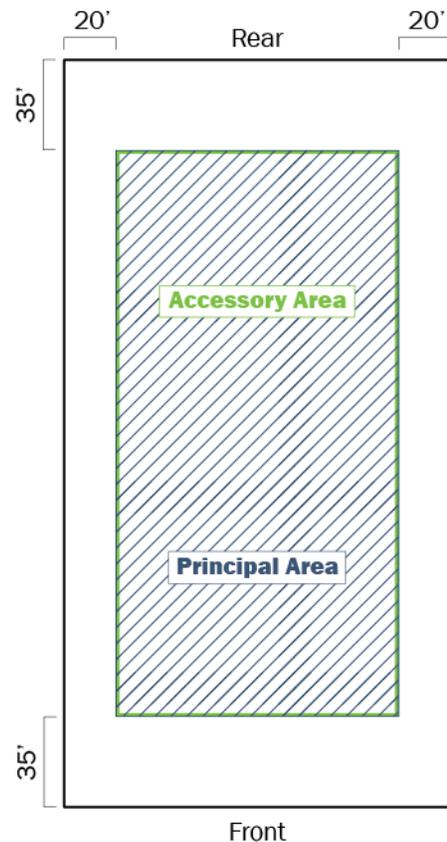
R-2 Single-Family		
LOT	Minimum	Maximum
Area	8,400ft ²	
Coverage		25%
Width	70ft	
PRINCIPAL BUILDINGS	Minimum	Maximum
Front Yard	25ft	
Side Yards	7.5ft	
Rear Yards	25ft	
Building Width	28ft	
Building Height		35ft
Building Area	1,200ft ²	
ACCESSORY BUILDINGS	Minimum	Maximum
Front Yard	25ft	
Side Yards	7.5ft	
Rear Yard		
Building Width		
Building Height		15ft
BEYOND 65' OR ½ OF LOT	Minimum	Maximum
Side Yards	2ft	
Rear Yard	2ft	



R-1 Residential-Agricultural | 15.090(4)

- Lot:** Lots in the R-1 district are 150ft minimum average width, and 43,560ft² minimum area, making the smallest possible depth 290.4ft. There is only one Principal Building allowed on a lot, while Detached Accessory Buildings exceeding 100ft² are limited to three Accessory Buildings on a single or two-family premises.
- Principal Buildings:** Principal Buildings must be set back 35ft from both the front and rear lot lines, and 20ft from the side lot lines. They must be at least 24ft in width, and can at most be 35ft tall. The minimum area of a dwelling unit is 1,000ft², making the smallest possible length ~41.6ft.
- Accessory Buildings:** Accessory Buildings must be set back 35ft from the front lot line, and 20ft from the side lot lines. There is no limit on the dimensions of an Accessory Building, but they must not be taller than 50ft.

R-1 Residential-Agricultural		
LOT	Minimum	Maximum
Area	43,560ft ²	
Coverage		
Width	150ft	
PRINCIPAL BUILDINGS	Minimum	Maximum
Front Yard	35ft	
Side Yards	20ft	
Rear Yards	35ft	
Building Width	24ft	
Building Height		35ft
Building Area	1,000ft ²	
ACCESSORY BUILDINGS	Minimum	Maximum
Front Yard	35ft	
Side Yards	20ft	
Rear Yard	35ft	
Building Width		
Building Height		15ft



City of Manitowoc Code Rewrite

June, 2024

Subject: 2021 Housing Study Summary

Purpose: Compile and summarize findings from the 2021 Housing Study for zoning rewrite implications, housing types the zoning rewrite should potentially address, and questions for further research, for discussion with Working Group and project team.

Summary and Overview:

The City of Manitowoc commissioned MSA to complete a Housing Study & Needs Assessment, which was completed in 2021. This memo overlooks key takeaways from the study, the implications those takeaways have on the zoning code rewrite, as well as specific housing types the study highlights.

The study identifies several applicable recommendations to the zoning code. The study also includes data to support its recommendations on these zoning trends, specifically in terms of housing.

Key Findings:

Superscripts indicate page numbers for further reading.

Housing Trends

The 65+ age bracket will grow over the next two decades⁸⁻¹⁰, selling 80-100 homes a year to move to different housing types⁶⁹. About two-thirds of all households are owned, and of those who make less than the median income, over half of them rent²⁴. Entry level positions in the region's high employment industries can support rental costs no more than \$650¹⁴. There are very few units in the rental housing market for under \$600 a month, as well as very few units for over \$1,300 a month²⁷.

Construction Costs

New single-family homes and duplexes have had steady construction rates⁷⁴. Since 2011, the cost for new construction has ranged from \$145,000 to \$350,000⁷⁵. Most recently, the median cost being \$250,000 (+\$20,000 for land) required a household income of \$80,000, which is \$8,000 more than the median household income⁷⁵. For rentals, new one-bedroom apartments cost about \$150,000 to construct, requiring a rent of \$1,460, which is not affordable to low-income households, but meets the missing upper income market rents which may be desirable³⁸.

Housing Stock

Manitowoc has almost 2,000 three-bedroom rental units, and only around 400 efficiency rental units³⁶. The vacancy of rental units has gone from over 11% rapidly down to under 5% over the past 6 years, the healthy range being identified as 5-7% vacancy³⁴. Only about 3% of the households in Manitowoc are condominiums, and building more condominiums faces unique barriers compared to multi-family rental and single-family housing⁵⁹.

Implications for Zoning Code Rewrite:

Physical Standards

The physical standards may be inhibiting affordability and variety within Manitowoc. Items such as lot size minimums, building size minimums and maximums, off-street parking requirements, and other physical requirements should be investigated to see where they are hindering desirable development.

Accessory Dwelling Units (ADUs)

Accessory Dwelling Units are a great solution to Manitowoc's incoming senior housing transition. They also can help fill the gap of rentals below \$600 a month, being a much less costly investment than whole new apartment buildings. Manitowoc is also in need of more efficiency rental units since the majority of units are primarily three-bedrooms or more.

Housing Types

The housing study identifies a need for more duplexes and small-scale multi-family housing in neighborhoods. Exclusionary zoning is a barrier to accommodating these needs. Permitted uses and limits on dwelling units should be examined to explore the incorporation of new housing types in exclusive zoning districts.

Off Street Parking

Reduced off street parking requirements can reduce the cost of constructing new housing and more readily allow for the redevelopment of existing properties at higher densities. Reduced minimum parking requirements can be implemented in the zoning code to allow the market and developers respond to changing demands for parking.

Housing Types to Address:

High-End Home Ownership Options | Page 86

- **Single Family Homes.** The study identifies a need for more homes above \$300,000. It suggests that the development of single-family homes at that price point be encouraged.
- **Condominiums.** The study suggests an opportunity for high-end condos downtown with water views.

Alternative Home Ownership Options | Page 87

- **Cottage Courts.** The study identifies an opportunity for ownership housing types, such as Cottage Courts, which are "A group of small, 1-1.5-story homes typically oriented around a common green space or court visible from the street". These provide housing stock diversity at a lower price point.
- **Townhomes.** These are another home ownership type which can respond to housing gaps. These can be at a median price point or at a high-end price point located downtown and with water or river views.
- **Patio Homes.** These are much like townhomes, being attached party wall units but with only one story.
- **Accessory Dwelling Units.** ADUs are another great option for alternative home ownership. Whether it be detached or not, ADUs are not just for renting. These are a great option for aging seniors who may not wish to stop owning a home and entry-level workers looking for affordable first-time home buyer options.

High-End Home Rental Options | Page 92

- **Apartments.** The study identifies a market, albeit a limited market, for high end rental options. Specifically, it recommends focusing on the downtown to create 50-70 high-end water-view rental units in the next five years.

Various Rental Options | Page 92

- **Large Bedroom Units.** The study reports that the average household size for renters has grown steadily, and the need for home-offices are becoming greater, meaning the desired size for households are growing. While the city has a large portion of three-bedroom apartments, encouraging a diversity of sizes, and encouraging more larger units is important for the rental market.
- **Missing Middle.** Structures with 2-19 units fill “the missing middle” gap in housing. They pose less of an investment risk compared to detached single-units and fit in well amongst existing structures.

Senior Housing Options | Page 95

- **Assisted Living Arrangements.** As the 65+ age bracket continues to grow, and seniors leave their households, housing types which accommodate their new needs will become increasingly demanded. Assisted living units should fit in with the existing urban fabric, while accommodating for the needs of the aging residents of Manitowoc.
- **Independent Living Arrangements.** Not all seniors require assisted living situations, and many just need a smaller place to live in comparison to their previous home. The community that a senior living arrangement would bring would also be desirable to the aging population.

City of Manitowoc Code Rewrite

June, 2024

Subject: Parking Requirements Summary

Purpose: Compile and summarize parking requirements for discussion with Working Group and project team.

Summary and Overview:

The City of Manitowoc Municipal Code requires minimum parking spaces to be provided, the number of which is primarily determined by the use of the property. Other influences on the required amount include the number of vehicles owned and operated by a facility in conjunction with the property, and the amount of bicycle and motorcycle parking provided. This memo outlines all the variables to be considered when evaluating the City of Manitowoc Municipal Code's dictation on parking requirements in the city.

General:

- **Definition of a Parking Space | 15.430(1)**
 - Standard spaces are 9 feet by 18 feet
 - Compact spaces are 8 feet by 15 feet
 - *No more than 25% of all parking spaces can be compact spaces*
- **Calculating Parking Requirements | 15.430(2)**
 - The minimum number of parking spaces is calculated by;
 - *Number of parking spaces required by use under 15.430(4),*
 - *One additional space for each vehicle owned by a facility occupying a particular building,*
 - *Adding or subtracting adjustments allotted for providing bicycle and/or motorcycle parking, under 15.430(14) and 15.430(15) respectively.*
 - *Any fraction of a space calculated shall be considered a whole space 15.430(3)(d)*
- **Gross Floor Area | 15.430(3)**
 - In the case of certain uses (offices, merchandising or service type uses), floor area includes all the floor areas within a building meant for service to the public.
 - It does not include areas used principally for nonpublic purposes.
 - *See 15.430(3)(a) for a list of examples*
- **Bicycle and Motorcycle Parking | 15.430(14) & 15.430(15)**
 - Required automobile parking spaces can be reduced at a rate of one space per each five bicycle parking spaces.
 - *This cannot reduce the amount greater than 10%*
 - *This does not apply to residential uses*
 - Required automobile parking spaces can be reduced at a rate of one space per each motorcycle parking space.
 - *This cannot reduce the amount greater than 10%*
 - *This does not apply to residential uses*

By-Use Requirements:

The required parking spaces for residential uses are listed below, each use has a calculation incorporating qualities of the property to determine the required spaces. *Any use not listed by the City of Manitowoc Municipal Code does not require parking spaces, except for buildings containing dwelling units or lodging rooms in the Central Business District (Downtown)*. For Planned Development Units (PUD), off-street parking facilities are dictated by the recorded PUD agreement, and take precedence over these requirements below.

Living Quarters: | 15.430(4)(a)

- **One-Family Dwelling:** Two (2) parking spaces for each dwelling accessible from a driveway.
- **Two-Family Dwelling:** Two (2) parking spaces for each dwelling accessible from a driveway.
- **Multi-Family Dwelling:** Two (2) parking spaces for each dwelling unit with two or less bedrooms, and one half (0.5) additional for each bedroom greater than two per dwelling unit, plus four (4) for each four units for visitor parking
- **Elderly, Disabled or Handicapped Multi-Family Dwellings:** One (1) space per two units.
- **Hotels, Motels, and Extended Stay Lodging Facilities:** One (1) space for each guest room or suite, one (1) additional space per 20 rooms for staff, and one (1) space for each five seats in banquet rooms and supplemental uses like meeting rooms, bars, ballrooms, or nightclubs.
- **Bed and Breakfast Establishments:** One (1) space per each guest room, plus two (2) spaces per dwelling unit.
- **Hospitals:** One (1) space every two beds, plus one (1) space for each two doctors, plus one (1) space for each staff member working the same hours.
- **Nursing Homes, Sanitariums, Convalescent Homes or Homes for the Aged, Assisted Living Facilities, Adult Day Care, Respite Care, Hospice Care, and Similar Establishments:** One (1) space for each four beds, plus one (1) space for each two staff members working the same hours.
- **Community Based Residential Facilities, Adult Family Homes, and Residential Care Apartment Complexes:** One (1) space for each four beds, plus (1) space for each two staff members working the same hours.

Public Assembly | 15.420(4)(b)

- **Auditoriums, Theaters, and Other Places of Public Assembly:** One (1) space for every five seats.
- **Stadiums, Ball Parks, and Sports Facilities:** One (1) space for every four seats, and one (1) space for every 200 square feet of floor area.
- **Auditoriums or Assembly Halls incidental to educational facilities:** One (1) space for every five seats.
- **Bowling Alley:** Five (5) space for every alley, and one (1) space for every four seats at the bar.
- **Places of Worship:** One (1) space for every six seats.
- **Dance Hall, Skating Rink, Private Club or Lodge, Outdoor Recreation Facilities, Amusement Establishments, Exhibition Halls, and other Places of Assembly without fixed seating:** One (1) space for each 100 square feet of floor area. One (1) space for each six seats, if fixed seating.
- **Community Centers, Libraries, Museums, Art Galleries, and Similar Establishments:** One (1) space for every 500 square feet of floor area, and one (1) space for every two staff members working the same hours.
- **Mortuaries and Funeral Homes:** One (1) space for every five seats.
- **Group Child Care Centers and Nursery Schools:** One (1) space for every seven children authorized, and one (1) space for every staff member working the same hours. (Can be reduced to One (1) space for every 10 children if there is a pickup and drop off driveway)
- **Family Child Care Centers and Group Foster Homes in an R District:** Two (2) spaces every dwelling unit, and one (1) space for every staff member working the same hours.
- **Family Child Care Centers and Group Foster Homes in a non-R District:** Two (2) spaces for each dwelling unit, and one (1) space for every staff member working the same hours.
- **Group Homes and Shelter Facilities:** One (1) space for each two adult occupants authorized, and one (1) space for every staff member working the same hours.
- **Elementary and Junior High Schools:** One (1) space for each staff member working the same hours, and if an auditorium, assembly hall, or gymnasium is present, one (1) space for every five seats.
- **High Schools, Vocational/Technical Schools, Colleges, and Universities:** One (1) space for each six enrolled students; and one (1) space for each staff member working the same hours, OR; whichever is greater, one (1) space for every five seats in an auditorium, assembly hall, or gymnasium.
- **Swimming Pools:** One (1) space for each 100 square feet of water surface area.

Public Assembly Parking Minimum Equation Table

Listed Use

Parking Minimum Equation

Auditorium ¹	A/5
Theater ¹	
School Auditorium ¹	
School Assembly Hall ¹	
Stadium ¹	A/4 + B/200
Ball Park ¹	
Sports Facility ¹	
Bowling Alley	5C + D/4
Places of Worship ¹	A/6
Dance Hall	Non-Fixed Seating: B/100 OR Fixed Seating: A/6
Skating Rink	
Private Club or Lodge	
Outdoor Recreation Facility	
Amusement Establishment	
Exhibition Halls	
Community Center	B/500 + G/2
Library	
Museum	
Art Gallery	
Mortuary ¹	A/5
Funeral Home ¹	
Group Child Care Centers	E/7 + G
Nursery Schools	
Family Child Care (R)	2F + G
Group Foster Home (R)	
Family Child Care (Non-R)	
Group Foster Home (Non-R)	
Group Home	H/2 + G
Shelter Facility	
Elementary School	G + A/5
Junior High School	

Table Continued on Next Page

Table Continued from Previous Page

High School	$I/6 + (G \text{ OR } A/5; \text{ whichever is greater})$
Vocational/Technical School	
College	
University	
Swimming Pool	$J/100$

Variables

A = Seats	B = Square Footage of Floor Area	
C = Alley	D = Seats in Bar	E =Children Authorized
F = Dwelling Unit	G = Employees working the same hours	
H = Adults Authorized	I = Students Enrolled	J = Square Footage of Water

Notes

<ul style="list-style-type: none"> • In accordance with 15.430(3)(d), every fraction of a space calculated shall be considered a whole space. • Each calculated minimum is also subject to additional spaces; <ul style="list-style-type: none"> ○ Plus one for each vehicle owned by a facility and is used therein, ○ Plus or minus adjustments for providing bicycle or motorcycle parking. <p>1: In any place of assembly where patrons or spectators occupy benches, pews, or similar seating facilities, each 18 inches of such seating facilities shall be counted as one seat.</p>

Business – Professional – Industrial Establishments | 15.430(4)(c)

- **Business and Professional Offices, and Financial Institutions:** Five (5) spaces minimum, and one (1) space for every 300 square feet of floor area over 1,500 square feet, and one (1) space for each staff member working the same hours.
- **Medical and Dental Clinics including Chiropractic, Dermatology, Orthopedic, Eye, Ear, Nose and Throat Facilities, and Similar On-Site Laboratory Facilities:** Five (5) spaces minimum, and one (1) space for every 200 square feet of floor area over 1,500 square feet, and one (1) space for each staff member working the same hours.
- **Industrial, Manufacturing, Research, or Testing Laboratory, Creamery, Bottling Plant, and Similar Establishments:** Five (5) spaces minimum, and one (1) space for each two staff members working the same hours, and additional parking spaces as shall be required for customers or users.
Industrial and Wholesale Warehouses, Storage Facilities, and Mini-Warehouses: Five (5) spaces minimum, and one (1) space for each staff member over four on the maximum shift, plus space to accommodate additional customers and all trucks and vehicles used in connection therein.
- **Small Animal Hospitals and Clinics, and Kennels:** Five (5) spaces minimum, and one (1) space for each staff member working the same hours.
- **Recycling Facilities:** Five (5) spaces minimum, and one (1) space for each staff member working the same hours.

Business – Professional – Industrial Establishment Parking Minimum Equation Table

Listed Use Parking Minimum Equation

Business Office	$5 + (A-1,500)/300 + B$
Professional Office	
Financial Institution	
Medical Clinic	$5 + (A-1,500)/200 + B$
Dental Clinic	
Industrial Establishment	$5 + B/2 + C$
Manufacturing	
Research Laboratory	
Testing Laboratory	
Creamery	
Bottling Plant	
Industrial Warehouse	$5 + (B-4) + C$
Wholesale Warehouse	
Storage Facility	
Mini-Warehouses	
Small Animal Hospital	$5 + B$
Small Animal Clinic	
Small Animal Kennel	
Recycling Center	

Variables

A = Square Footage of Floor **B** = Employees Working the Same Hours
C = Spaces Needed for Customers and other Operational Needs

Notes

*If operation leads to a negative value, consider the value zero.

- In accordance with 15.430(3)(d), every fraction of a space calculated shall be considered a whole space.
- Each calculated minimum is also subject to additional spaces;
 - Plus one for each vehicle owned by a facility and is used therein,
 - Plus or minus adjustments for providing bicycle or motorcycle parking.

Retail and Wholesale | 15.430(4)(d)

- **Restaurants:** Five (5) spaces minimum; and one (1) space for every three customer seats OR one (1) space for each 100 square feet of floor area; whichever is greater, as well as one (1) space for each 300 square feet of exterior seating space, and one (1) space for each staff member working the same hours.
- **Establishments Providing Food, Alcoholic Beverages and Refreshments for Consumption on Premises, other than Restaurants:** Five (5) spaces minimum; and one (1) space for every three customer seats OR one (1) space for each 100 square feet of floor area; whichever is greater, as well as one (1) space for each 200 square feet of exterior seating space, and one (1) space for each staff member working the same hours.
- **Retail Stores, Shopping Centers, Supermarkets, Convenience Stores, and Personal Service Establishments:** Five (5) minimum spaces, and one for every 200 square feet of floor area, up to a maximum of 125% of the minimum off-street parking requirement.
- **Vehicle Fueling, Service Stations, and Car Washes:** One (1) space each staff member working the same hours, and two (2) spaces for each service stall or bay, plus three (3) stacked spaces for every fueling position or car washing stall.
- **Automobile, Truck, Motorcycle, and Machinery Sales and Service:** Five (5) spaces minimum, and one (1) space for every 500 square feet of floor area over 2,000 square feet, and one (1) space for every two staff members working the same hours.
- **Appliance and Furniture Stores:** Five (5) spaces minimum, and one space for every 500 square feet of floor area over 2,000 square feet, and one (1) space for every two staff members working the same hours.
- **Wholesale Establishments (other than Warehouses):** Five (5) minimum spaces, and one (1) space for every 3 staff members in excess of six staff members working the same hours, and space to accommodate additional customer parking.
- **Printing and Contractor Shops:** Five (5) spaces minimum, and one space for every three staff members in excess of six staff members working the same hours, and space to accommodate additional customer parking.
- **General Business and Commercial:** Five (5) spaces minimum, and one (1) space for each 200 square feet of floor area above 800 square feet, and one (1) space for each two staff members working the same hours, and space to accommodate additional customer parking.
- **Government Buildings:** Five (5) spaces minimum, and one (1) space for each 100 square feet of floor area, and one (1) space for every two staff members working the same hours, and one (1) space for each official vehicle stored on site.

Retail and Wholesale Parking Minimum Equation Table

Listed Use Parking Minimum Equation

Restaurant	$5 + (A/3 \text{ OR } B/100; \text{ whichever is greater}) + (C/300) + D$
Other Food Establishment	$5 + (A/3 \text{ OR } B/100; \text{ whichever is greater}) + (C/200) + D$
Retail Store	$5 + (B/200)^1$
Shopping Center	
Supermarket	
Convenience Store	
Personal Service Facility	
Vehicle Fueling	$D + 2E + 3F$
Service Station	
Car Wash	
Automobile Sales & Service	$5 + (B-2,000)^*/500 + D/2$
Appliance Store	
Furniture Store	
Wholesale Establishment	$5 + (D-6)^*/3 + G$
Printing Shop	
Contractor Shop	
General Business	$5 + (A-800)^*/200 + D/2 + G$
Government Building	$5 + A/100 + D/2 + H$

Variables

A = Seats in Establishment	B = Square Footage of Floor	C = Outdoor Seating Area
D = Staff Working the Same Hours		E = Service Stalls or Bays
F = Fueling Position / Car Wash Stall		G = Extra Spaces for Customers
H = Official Vehicle Stored on Site		

Notes

<p>*If operation leads to a negative value, consider the value zero.</p> <ul style="list-style-type: none"> In accordance with 15.430(3)(d), every fraction of a space calculated shall be considered a whole space. Each calculated minimum is also subject to additional spaces; <ul style="list-style-type: none"> Plus one for each vehicle owned by a facility and is used therein, Plus or minus adjustments for providing bicycle or motorcycle parking. <p>1: The maximum spaces allowed is 125% of the minimum number of parking spaces defined by this calculation.</p>
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City of Manitowoc Code Rewrite

May 12, 2024

Subject: Comprehensive Plan Audit

Purpose: Review and analyze recommendations from the Comprehensive Plan for the zoning code rewrite. Provide a basis for discussion and development of zoning code policy changes.

Summary and Overview:

The City of Manitowoc Comprehensive Plan update was adopted in April 2023. The Plan provides guidance for community decision-making over the next 20 years through 2043 and beyond. While the Plan includes analysis and recommendations spanning a range of key elements, land use and housing have direct implications for the zoning code rewrite. Other elements also may guide the rewrite of the zoning code but include less direct recommendations for the purposes of this audit. Key recommendations from the Plan for the zoning rewrite are as follows:

- **Land Use:** 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.
- **Land Use:** 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 economy.
- **Land Use:** Require detailed development plans, neighborhood plans, or corridor plans prior to the platting and development of land.
- **Land Use:** 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.
- **Land Use:** Integrate Traditional Neighborhood Design into new neighborhoods.
- **Land Use:** Review and update the City’s Zoning Ordinance to ensure predictable and high-quality neighborhood site design, improve mobility options, enhance landscaping requirements, and provide increased opportunities for housing formats, compact development, and mixing of land uses.
- **Transportation:** Prepare for transportation technology changes through adapting policies, information sharing, and updating infrastructure.
- **Utilities and Community Facilities:** Continue to promote Stormwater BMPs.
- **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.
- **Housing and Neighborhood Development:** Promote compact growth and Traditional Neighborhood Design principles to add new housing in a fiscally sustainable manner.
- **Housing and Neighborhood Development:** Require neighborhood development plans in advance of development to identify and coordinate with needed upgrades to transportation infrastructure, utilities, and other community facilities.

- **Economic Development:** Acquire and develop land suitable for a new industrial park.
- **Economic Development:** Implement the Manitowoc Downtown Master Plan and pursue the redevelopment of underutilized properties along key community corridors.
- **Economic Development:** Utilize TIF and grants to foster the implementation of this Plan and drive future redevelopment, new development, and reinvestment throughout the community.
- **Economic Development:** 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.
- **Economic Development:** 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.

Each of the above topics raises questions about how the zoning code rewrite can bolster these efforts. Doing so without overburdening Staff in their review processes nor developers in their applications requires **careful consideration of the benefits compared to the administrative hurdles presented by each opportunity**. Amending the code to respond to the social, economic, and environmental forces changing in the community requires understanding key data that inform how policy changes may impact urban development. Below is a summary of key data from the Comprehensive Plan relevant to the zoning update:

- **2010-2020: <0.3% annual population growth rate**
- **2045 Projected Population: 35,332 (-706 residents from 2020)**
- **Increasing aging population; higher median age and 65+ population than state average**
- **Increasing racial and ethnic diversity**
- **Increasing poverty rates (likely inflated by COVID-19 impacts on data)**
- **53 of 72 counties in Wisconsin for health outcomes**
- **2000-2020: Decreased average household size from 2.32 to 1.77**

Issues and opportunities presented by the Comprehensive Plan reflect the data presented above – namely the need to support affordable housing and economic development through policy decisions related to the following:

- **Barriers to housing development resulting in a lack of housing options, including affordable, middle income housing options, and high-end housing options,**
- **Lack of space for new business park development for business expansion and further tax base diversification,**
- **Need for more diverse dining, entertainment options and venues, and local retail options,**
- **Need for compelling lodging accommodations for visitors and tourists,**
- **Contamination of natural resources,**
- **Blighted commercial and residential properties,**
- **Rising costs of infrastructure maintenance,**
- **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,**
- **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, recreation options, and city services,**
- **Grow value-added food processing cluster, and**
- **Reorient the community to the waterfront.**

Land Use:

Land Use elements are typically the most impactful to changes in the zoning code. Future Land Use maps provide the direction for rezoning decisions, and land use recommendations often directly reference needed changes to the zoning code. **New investments will take place either as infill and redevelopment** including brownfield redevelopment or as growth and expansion as greenfield development. The Comprehensive Plan sets a clear vision for prioritizing infill and redevelopment and requiring compact development during growth and expansion. The zoning ordinance is recommended to be amended to reflect the City’s values and goals. Key elements from the Land Use Chapter are as follows:

Infill and Redevelopment – Brownfield Redevelopment:

- Promote mixed-use infill development and the redevelopment of key sites along key corridors and commercial districts
- Support housing affordability and choice by supporting a wider range of housing formats including smaller single-family lot sizes, allowing ADU in all single-family zoning districts, and increasing both small-scale and higher-density multi-family opportunities
- Integrate design and landscaping standards, guidelines, or incentives that promote quality design for structures and streetscape elements

Growth and Expansion – Greenfield Development:

- Pursue compact growth by employing policies that use land more efficiently and thoughtfully, thus reducing the City’s need to grow outward – leading to sustainable public investments in infrastructure and services.
- Enable mixed-use development and provide increased opportunities for compact development and mixing of land uses that support walkable neighborhoods by placing everyday destinations closer together. Improve mobility options and make public transportation and other forms of non-car transportation more viable
- Integrate TND into new neighborhoods
- Require detailed development plans, neighborhood plans, or corridor plans prior to the platting and development of land.
- Preserve open space, farmland, and natural resources by moderating the pace of urban expansion. Establish a minimum lot size of 35 acres for rural residential development in the City’s extraterritorial jurisdiction.
- Support housing affordability and choice by supporting a wider range of housing formats including smaller single-family lot sizes, allowing ADU in all single-family zoning districts, and increasing both small-scale and higher-density multi-family opportunities
- 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.
- Ensure predictable and high-quality neighborhood and site design, integrating design and landscaping standards, guidelines, or incentives that promote quality design for structures and streetscape elements

Future Land Use Categories: The City has several Future Land Use Categories which correspond to zoning districts. A vision is set forth for each of these categories and their constituent districts. Key takeaways from each Future Land Use Category are summarized below:

- **Residential:** Single & Two-Family Residential – Urban; Multi-Family Residential; Urban Neighborhood; Planned Neighborhood
 - **Districts:** R-2, R-3, R-4, R-5, R-6, R-7, B-1, B-2

- Analysis: The majority of land in the City is designated as Single & Two-Family Residential and Urban Neighborhood Future Land Use. Isolated pockets of Multi-Family Residential Future Land Use exist and do not appear to be well integrated into the overall urban fabric. Many of these contain mobile home parks while others contain isolated apartment blocks that are not consistent with the street and block pattern of the city – containing large landscape buffer areas and surface parking lots on most sides. The remaining urban residential areas contain primarily single-family home-format structures that can easily accommodate duplex without a change in form where large enough – especially in the Urban Neighborhood areas. Many structures in the Urban Neighborhood areas are around the minimum required dwelling unit size of the R-3 district: 900 sq ft. Many structures in the Single & Two-Family Residential areas are around the minimum required dwelling unit size of the R-2 district: 1,200 sq ft. Some, but fewer, structures in the Urban Neighborhood areas are around the minimum unit size for the R-4 district: 700 sq ft. The Urban Neighborhood areas accommodate the R-7 district which is the only district where residential units may be built smaller than 720 sq ft.
- **Commercial:** General Business; Central Business District; Planned Mixed Use
 - **Districts: B-1, B-2, B-3, B-4, C-1**
 - Analysis: Commercial Future Land Use areas are concentrated on major transportation corridors and the Downtown. Some additional pockets exist for Planned Mixed Use exist either in proximity to industrial areas appropriate for workforce housing or on large tracts of vacant or underutilized land such as the old mall and the Manitowoc Golf Course to provide infill development. Along corridors, much of the existing “highway commercial” development – characterized by large setbacks and off-street parking areas adjacent to traffic arterials – are identified for Planned Mixed Use development which will require design guidelines to facilitate infill development in difficult to redevelop sites that do not conform to an overall street and block pattern. However, these areas do transition to Planned Mixed Use areas within the urban core of the City that are already integrated into the street and block pattern.
- **Industrial:** Industrial; Extraction
 - **Districts: C-1, B-3, I-1, I-2**
 - Analysis: Industrial areas are located to take advantage of existing transportation infrastructure including heavy rail, Interstate-43, and the Manitowoc River. The City has a strong and growing industrial base, and preserving space for growth and expansion of industrial and office activities is an economic development priority for the community. Due to their proximity to major public roads, these areas present special concerns for the quality of façade and landscape design where visible. These areas can also accommodate supporting commercial uses and can place these uses strategically to sensitively transition to residential areas.
- **Public:** Institutional & Community Facilities; Public Parks & Open Space, Environmental Corridor
 - **Districts: P-1, permitted in all non-residential districts, conditional in residential districts**
 - Analysis: These areas tend to be unique to each location they exist, containing a specific public facility or environmental feature that is not regulated in the same way as private development. While these land uses exist in this Future Land Use category, they are also largely permitted or conditionally allowed in all districts.
- **Exurban:** Agriculture; Single Family Residential – Exurban
 - **Districts: R-1**
 - Analysis: These categories are exclusive to development outside of sewer service areas and extraterritorial zoning.

Smart Growth: The Comprehensive Plan sets forth a vision for the redevelopment of underutilized land, especially abutting major transportation arterials, into compact development that maximizes use of existing infrastructure and provides a mix of uses and housing development opportunities. It is essential that the zoning districts appropriate for these areas are written to accommodate such redevelopment. The frameworks for the Calumet Avenue/Highway 151 Corridor, Downtown, the Memorial Drive Corridor, Silver Lake College, and Manitowoc Neighborhoods provide guidance for the change to the zoning ordinance:

- **Calumet Ave/Highway 151:**
 - Plan for a walkable, complete streetscape with site features supporting visitors from all modes of transportation.
 - Accommodate a mix of permitted uses including commercial, residential, office, service, and mixed-use.
 - Minimal setbacks from the right-of-way
 - Requirements or incentives for public way improvements and streetscaping such as trees, landscaping, etc.
 - Subdivision of large parcels into public streets aligned to the street and block pattern of the adjacent neighborhoods.
 - **Relevant zoning districts: B-3, C-1 (also B-1, B-2, R-4 and R-5)**

- **Downtown Manitowoc**
 - Accommodate a mix of permitted uses, especially multi-family and mixed use commercial and residential.
 - Requirements or incentives for public way improvements and streetscaping such as landscape, furniture, lighting, wayfinding, public art, etc.
 - Require landscaping and screening for parking lots
 - **Relevant zoning districts: B-1, B-3, B-4, C-1, R-7**

- **Memorial Drive Corridor:**
 - Accommodate a planned blend of mixed-use and mixed residential, sensitive to residential context of surroundings with service-oriented commercial along higher traffic streets.
 - Increased building heights along Memorial Drive to allow lake views
 - **Relevant zoning districts: B-3**

- **Silver Lake College:**
 - Accommodate residential, institutional, and recreational uses.
 - **Relevant zoning districts: B-2, I-1 existing; likely addition of residential districts**

- **Manitowoc Neighborhoods:**
 - Accommodate infill development of medium density housing and ADU
 - Allow the combination of lots to facilitate medium scale multi-family housing
 - **Relevant zoning districts: R-4, R-7**

Key Takeaways from the Comprehensive Plan:

The Comprehensive Plan includes several policies and recommendations relevant to the zoning rewrite. Each is listed below, categorized by major themes to make them more easily translated to the zoning ordinance. Some of the key takeaways begin to suggest direct policy changes, while other recommendations and issues will require further policy development before they can be advanced in the zoning rewrite. The Ordinance Working Group and Consultant Team should consider the recommendations below and how they may translate into policy changes:

Priority

Items identified in the Comprehensive Plan for short term implementation or which have been emphasized in the Plan are marked with this “Priority” icon.

Intent and Principles: These items guide code development, but do not suggest specific policies.

- **Livability, Sustainability, & Health/Transportation:** Prioritize non-motorized mobility by providing a multi-modal transportation system that prioritizes bike, ped, and transit and promotes public health, supports transit services, and decreases reliance on automobiles.
- **Utilities & Community Facilities/Housing & Neighborhood Development:** Ensure that the City’s services have adequate 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.
- **Transportation:** Support water transportation and related facilities as vital components of the transportation network and downtown and lakefront economy.
- **Housing & Neighborhood Development:** Revitalize urban neighborhoods.
- **Housing & Neighborhood Development:** Address aging population, stagnated population growth, stagnated residential permits, no increase in the diversity of housing types, increased housing costs, decreased affordability, decreased household sizes.
- **Housing & Neighborhood Development:** Foster a sense of place within neighborhoods and create memorable places designed for people and interaction.
- **Economic Development:** Focus economic development efforts on infill and redevelopment opportunities in areas where existing utilities and infrastructure are available, particularly along key corridors and downtown. Discourage unplanned, incremental strip development along major community corridors such as Calumet Avenue and Waldo Boulevard.

Priority

Uses: These items address listed uses in zoning districts.

Priority

- **Livability, Sustainability, and Health:** Support, encourage, and expand community gardens throughout the community.
- **Transportation/Utilities & Community Facilities:** Prepare for transportation technology changes (EV). Remove obstacles to incorporating EV charging stations in private parking areas.
- **Transportation:** Create policies and funding mechanisms to address rising costs of street and utility infrastructure to allow for more affordable and market rate residential opportunities.
- **Utilities & Community Facilities:** Ensure expanded opportunities for elder care are permitted in residential neighborhoods and near areas of activity.

Priority

- **Utilities & Community Facilities:** Ensure expanded opportunities for childcare facilities are permitted in and near employment centers.

Priority

- **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 at a mix of densities, arrangements, and affordability levels to accommodate all incomes and life stages.
- **Housing & Neighborhood Development:** Create workforce housing options in the community.

Priority

- **Housing & Neighborhood Development:** Promote housing infill development and redevelopment practices to help diversify the community’s housing supply in existing neighborhoods as well as in upper floors of buildings downtown.

Priority

- **Housing & Neighborhood Development:** Permit small lot single-family development, ADU, and townhomes on single and two-family zoned properties to increase neighborhood residential densities, a variety of multi-family densities, and increase mixed-use options to increase housing affordability and housing choice options.
- **Housing & Neighborhood Development:** Permit 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.
- **Housing & Neighborhood Development:** Accommodate and promote the upper end of the housing market to help with business recruitment and boost the City’s residential tax base.
- **Housing & Neighborhood Development:** Plan for multi-family developments where streets and sidewalks can handle increased traffic; adequate public amenities exist or are planned, and where utility systems and schools have adequate capacity. Disperse such development throughout the City rather than planning for large multi-family housing developments in clustered or isolated areas.
- **Housing & Neighborhood Development:** Limit or prohibit the development of single-use and single-type neighborhoods in all future development.
- **Housing & Neighborhood Development:** Permit housing formats that permit downsizing for older adults and empty nesters to stay in their existing neighborhoods.
- **Housing & Neighborhood Development:** Increase the potential for housing for young professionals in areas with urban amenities by providing a greater array of permitted housing options.

Priority

- **Housing & Neighborhood Development:** Create more flexible zoning regulations to enhance mixed-use housing opportunities and greater residential flexibility.
- **Economic Development:** Permit commercial development that will meet the shopping, service, and entertainment needs of the residents of the Manitowoc trade area. Encourage neighborhood-serving commercial opportunities in existing developed areas of the City, particularly aging 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.
- **Agricultural Resources:** Encourage agricultural business opportunities that develop consumer-ready and intermediate agricultural products for trade and export.
- **Agricultural Resources:** Protect farm operations from incompatible land uses and activities that may adversely affect the capital investment in agricultural land, improvements, and equipment.

Site Design Requirements: These items address the layout, design, and details of site development for the site plan review and other approval processes.

Priority

- **Livability, Sustainability, & Health:** 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.
- **Livability, Sustainability, & Health/Agricultural Resources:** Integrate and increase 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.
- **Livability, Sustainability, & Health:** Improve public access to natural resources such as the Manitowoc River and Lake Michigan.
- **Transportation:** Prioritize sidewalks in new development and within the existing network.

Priority

- **Transportation/Housing & Neighborhood Development:** Update site design requirements to incorporate walking and bicycling best practices to ensure convenience for pedestrians to navigate to and from their destinations, the quality and availability of bicycle parking, and the overall enjoyment of the environment. Require developers to help provide bike and ped access connections between residential neighborhoods and nearby community facilities.
- **Transportation:** Allow car-sharing in parking lots. Consider parking substitutions for the presence of car-sharing, bike-sharing, or micromobility facilities.

Priority

- **Transportation:** Require implementation of the recommendations of the Bicycle and Pedestrian Master Plan (2021)
- **Utilities & Community Facilities:** 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.
- **Utilities & Community Facilities:** Promote stormwater BMPs
- **Housing & Neighborhood Development:** Utilize development agreements/incentives to offset high development costs, particularly for utility, street, and sidewalk infrastructure. The agreement would also address good neighborhood design and ensure that parks, trails and pedestrian pathways, and other amenities are provided.

Priority

- **Housing & Neighborhood Development:** 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.
- **Housing & Neighborhood Development:** 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.
- **Housing & Neighborhood Development:** In new neighborhoods, follow TND principles including establishing community gathering places, providing housing variety, creating a variety of housing formats and price points, mixed land uses, walkable design to destinations outside the development in all directions, interconnectivity for all modes of transportation, traffic calming design, attractive and active streetscaping with decreased setbacks, occupiable spaces, multiple entries, porches, and minimized parking/garage visibility, and highlighting natural areas.

Priority

- **Housing & Neighborhood Development:** Promote site and neighborhood design principles across a variety of diverse housing formats addressing height, form, placement of entrances, location of parking, and the distance between buildings to conform to TND principles and fit into surrounding context.
- **Agricultural Resources:** Reduce pavement/impervious surface area through use of porous pavements wherever possible (streets, walkways, drives, parking lots, patios, etc.)
- **Agricultural Resources:** Improve urban biodiversity by reducing conflict between the built and natural environment such as using bird-friendly design, preventing runoff, and creating habitat.
- **Agricultural Resources:** Incentivize or require tree preservation or replacement during development and redevelopment in anticipation of an Urban Forestry Plan.

Planned Developments: These items primarily relate to the coordinated development or redevelopment of multiple parcels through specific planned development processes like PUD or TND or on City-owned lands.

Priority

- **Livability, Sustainability, and Health:** Incorporate future climate projections into utility planning.
- **Livability, Sustainability, & Health:** Require the cleanup of brownfields, contaminated sites that threaten the public health, safety, and welfare.
- **Transportation:** Require pedestrian-oriented neighborhood designs that support a range of transportation choices as new development occurs and existing areas are revitalized.

Priority

- **Utilities & Community Facilities:** Utilize compact growth patterns that maximize the use of existing utilities and facilities within the City, and plan for orderly, logical, and cost-efficient extension of municipal utilities and facilities in planned growth areas.

Priority

- **Utilities & Community Facilities:** In order to make the most of the City’s existing infrastructure, promote infill development, redevelopment, and revitalization of areas that use the existing utility systems, roads, and other public improvements.

Priority

- **Housing & Neighborhood Development:** Require neighborhood development plans in advance of development. Develop new neighborhoods that promote long-term fiscal sustainability in terms of utilities, infrastructure, and service provision.

Priority

- **Housing & Neighborhood Development:** Require that the development of new neighborhoods comply with the City’s historic housing mix while allowing for expanded housing options. (65% single-family detached, 15% two-family, 20% multi-family). Seek to maximize owner-occupancy in two-family and multi-family homes and seek a mix of lot sizes for single-family.
- **Housing & Neighborhood Development:** Design neighborhoods to protect environmental resources, encourage resident interaction, promote walkability, and create a sense of place, following the Planned Neighborhood design guidelines.
- **Housing & Neighborhood Development:** Continue to require all residential developments to dedicated land, or pay a fee in lieu of, for public parks.
- **Housing & Neighborhood Development:** Promote the use of water saving technology, renewable energy production, EV charging, onsite composting, native habitat plantings, and other sustainability best practices in existing and new neighborhoods.
- **Housing & Neighborhood Development:** Implement policies and incentives for developers to create subdivisions with both affordable and market rate housing options.

Appropriate Future Land Use	Existing Zoning	Proposed District	Lot Area (SF)		Units/Structure		DU Size (SF)	Lot Coverage (%)	Street Setbacks (Ft)	Lot Width (Ft)	Height (Ft)	Notes
			SF per Add'l DU	Min	Min	Max	Min	Max	Min	Min	Max	
Agriculture	R-1	R-1	-	43,560	1	1	1,000	None	35	150	35	
Single-Family and Two-Family Residential - Urban	R-2	R-2	-	8,400	1	1	1,200	25	25	70	35	
Single-Family and Two-Family Residential - Urban	R-3	R-3	-	5,500	1	1	900	35	25	50	35	
Single-Family and Two-Family Residential - Urban Urban Neighborhood	R-4	R-4	1,000	5,500	1	2	720	35	25	50	35	
Multi-Family Residential	R-5	R-5	1,000 or 3,000-4,000	5,500 or 0	1	Unlimited	720	50	25	50, 60, or 100	35	Lot area standards based on 5,500 for single-family, plus 1,000 for a second unit. If three or more units, lot area minimum are based on per unit and bedrooms per unit.
Multi-Family Residential	R-6	R-6	2000 or 1,100-1,500	5,500 or 0	1	Unlimited	720	50	25	50 or none	60	Single and two-family dwelling "Lot Area" standards are based on the R-3 District, but R-3 does not permit two-family dwellings. Conflicting "Lot Area" standards are listed for multi-family dwellings above 8 units for required SF per DU.
Urban Neighborhood	R-7	R-7	1,000 or 600	5,500 or 0	1	Unlimited	None	60	15	50 or none	60	Single and two-family dwelling "Lot Area" standards are based on the R-3 District, but R-3 does not permit two-family dwellings.
	TND Overlay	TND		87,120	1	Unlimited	Underlying		0, 15, 25, or 30		3 or 5 stories	In mixed use areas, the number of dwelling units is based on R-3 plus an additional 10%. Street layouts should provide for perimeter blocks and lot widths should create a relatively symmetrical street cross-section. There are conflicting standards for single family detached setbacks.
	PUD Overlay	PUD		87,120 for PUD area, No minimum lot area	Underlying	Underlying	Underlying	70 (For PUD area)	None	None	None	
Urban Neighborhood												
General Business	B-1	B-1	based on R-4 and R-5	None	1 based on R-4	Unlimited based on R-5	720 based on R-5	50	25	None	45	Surprising that there is no minimum lot area for B-1 District. Unclear if the "use" standards for the R-4 and R-5 would apply to the "lot" in the B-1 for a residential use. How does City tend to apply this?
General Business	B-2	B-2		None		Unlimited 3 based on R-5	720 based on R-5	50	Minimum required by any adjoining Residential District within the same block. None if none	None	35	Unsure what "within the same block" constitutes for setbacks. A lower building height limit than in the B-1 district seems odd.
General Business	B-3	B-3		None		Unlimited 3 based on R-5	720 based on R-5	None	Minimum required by any adjoining Residential District within the same block. None if none	None	60	No first floor residential permitted by right, but by conditional use. Applying "low density" multi family residential standards may be restrictive.
Central Business	B-4	B-4		None		Unlimited 3 based on R-5	720 based on R-5	None	Minimum required by any adjoining Residential District within the same block. None if none	None	100	No first floor residential permitted by right, but by conditional use. Applying "low density" multi family residential standards may be restrictive.
General Business	C-1	C-1		None		Unlimited 3 based on R-5	720 based on R-5	None	Minimum required by any adjoining Residential District within the same block. None if none	None	60	No first floor residential permitted by right, but by conditional use. Applying "low density" multi family residential standards may be restrictive.

City of Manitowoc Code Rewrite

August, 2024

Subject: Stakeholder Interview Summary

Purpose: Describe the process and outcomes of the 2024 Manitowoc Code Rewrite stakeholder engagement interview process.

Summary and Overview:

GRAEF/CiviTek conducted nine (9) stakeholder interviews with 23 individuals in groups of one to five people per group between July 8th – 23rd, 2024. Interviews were between 45-60 minutes long and centered on issues and opportunities related to the code rewrite. Stakeholders spanned a range of backgrounds including local representatives, builders, developers, business owners, City Staff, and advocates from local organizations. This summary includes key findings from the interviews, including where there was broad consensus or differing opinions.

Implications for Zoning Code Rewrite:

The following takeaways were derived from the various responses to questions asked of stakeholders. Below is a summary of potential recommendations for the code rewrite. A full list of stakeholder input, organized by key themes, is included in the following section “Summary of Key Themes.”

Site Design

- Reduce required lot width/frontage, lot area, side yards, and residential floor area.
- Balance opportunities to reduce front yards with the need to park larger personal vehicles in driveways.
- Reduce front yard requirements for multi-family buildings and emphasize connections to the street.
- Reduce minimum parking requirements by default and continue to explore alternatives such as bicycle parking, transit support, shared parking, parking credits, etc.
- Increase requirements for landscaping and screening of parking lots.
- Develop a comprehensive landscaping ordinance that is easily implemented.
- Require parking to be located behind commercial buildings. Promote a consistent streetscape with building facades and landscaping. Ok to have gaps between buildings, but ensure a consistent street wall.
- Limit surface parking in multifamily developments by encouraging indoor parking and reducing parking ratios.
- Develop clear architectural design requirements for highly visible corridors and districts that is easily implemented. Do not require these in industrial districts, but still require them on industrial-zoned properties that are in the urban core.
- Require multi-modal connections between development/redevelopment sites and key destinations including workplaces, downtown, the waterfront and riverfront, and commercial corridors. Prioritize off-street shared-use paths as the main method of providing multi-modal connection.
- Require maintenance plans for certain site plan reviews.
- Prohibit pylon signs in favor of monument signs.

Uses

- Promote a mix of residential types in most districts while preserving exclusive single-family districts. Permit single-to-two-family conversions in most districts in proximity to the urban core.
- In exclusive, single-family districts, explore opportunities to balance large-scale vehicle storage garages/barndominium with increased screening and buffering requirements to mitigate their impact. At least 2.5-3-car garages. Require enhanced architectural standards for accessory buildings beyond a certain scale.
- Ensure opportunities for single-story buildings with multiple units (townhomes, garden style, cottage courts) integrated into neighborhoods.
- Allow for clusters of high-density residential in commercial areas along the periphery of the city, especially that are nearby industrial land uses.
- Permit multiple principal structures in multifamily developments.
- Prohibit tobacco sales near sensitive land uses such as schools, parks, recreational facilities, etc.
- Add data centers and battery storage facilities as permitted uses in the industrial districts.
- Allow urban gardening in most residential districts.
- Ensure adequate setbacks for small-scale renewable energy accessory uses.
- Permit vacation rentals with conditions that regulate them effectively.
- Do not prohibit native lawns on residential properties.
- Permit small-scale, local commercial establishments in residential districts with limits on square footage, parking, operating hours, noise, etc.
- Allow ground-level commercial-to-residential conversions on minor commercial streets with conditions to limit them appropriately.
- Permit multifamily uses in most commercial districts.
- Eliminate mini-storage as a permitted use in most districts.

Planned Development

- Continue to promote PUD as part of large-scale redevelopment sites.
- Explore tiny/smaller format homes as PUD. Require on-site storage facilities available to residents to address demand for mini-warehouses. Could be paired with an indoor parking requirement, where garages are used for either cars or storage.
- Release an RFP for the development of the old mall property. Prioritize the following:
 - Small format single-family homes
 - Mixed-income
 - Neighborhood-scale commercial (very limited)
 - Mixed-residential types
 - Green space
- Redevelopment along Calumet Avenue, if it includes a multifamily element, needs to include a catalyst project that transforms a sizable area to change the perception of the corridor as a livable place. Develop a vision for Calumet Avenue redevelopment that includes the following:
 - Continuous pedestrian and bicycle access
 - Street trees, boulevard median with trees, and enhanced landscaping requirements
 - Street-level activation along the continuous ped/bike access (does not necessarily have to be along the street itself) via frequent entries, façade articulation, public spaces, glazing/permeability of facades, etc.
 - Ensure a continuous street wall with minimal interruption, especially requiring buildings to be located along the corners of intersections.
 - Require new development to develop a site master plan that shows how it connects to adjacent parcels, whether they have been redeveloped or may be redeveloped in the future.
 - Permitting multifamily development in proximity to high-demand commercial amenities.

Administration

- Include references to relevant jurisdictional approvals on zoning permit applications and similar administrative processes.
- Permit additional flexibility at the discretion of the City for many aspects of development.
- Provide a development requirement checklist

Land Division

- Review opportunities to reduce the required infrastructure improvements for new subdivisions and land divisions in line with the City's goals to balance urban design, affordable housing, and safety. Explore opportunities for lower-impact development on the periphery of the city.
- Explore opportunities to annex more lands for residential development that is balanced and coordinated with new industrial expansions.
- Explore opportunities to limit the scope of HOA's in new subdivisions, especially those which require a minimum size for homes.
- Explore buried utilities in new subdivisions in more urban areas.

Summary of Key Themes:

Below is a list of key themes from the stakeholder interviews. These were reviewed and used to generate the potential zoning recommendations in the previous section.

High Cost of New Residential Construction

- Required infrastructure improvements for new single-family subdivisions (sidewalks, curb and gutter, streetlights, utilities, etc.) seen as prohibitively expensive.
- Required road widths could be reduced.

Lack of Available Land for Industrial Expansion

- Speed of new industrial development is outpacing the amount of available land.
- Most felt that new industrial development was designed adequately architecturally.
- Lack of bike and ped connections to industrial development fails to serve large worker population who commutes via bike/ped. Suggested to require walking and biking connections to residential areas. (Nearly 5% of workers in Manitowoc walk/bike to work. Mostly men – American Community Survey)

Lack of Available Land for New Single Family Residential Construction

- Disappointment expressed at lack of expansion for new residential subdivisions, but at the same time, most noted that new single-family construction was financially out of reach for the current market demand.
- Desire to see barndominium models allowing for very large garage structures, either attached or detached, that can accommodate boats, RV, etc. Would reduced demand for storage facilities and attract residents who otherwise choose to live in townships.
- Desire to see the size of detached accessory structures controlled to prevent massive, detached structures.
- Most developers expressed confidence that new lots in subdivisions would get developed if they were available. ~1-2 acre lots.

Smaller and/or Tiny Homes and ADU

- Consistent agreement on reduced dimensional standards for the following dimensions:
 - Side yards
 - Lot width/frontage (50 ft seen as appropriate minimum)
 - Lot area
 - Residential floor area
- Mixed feelings on reduced dimensional standards for the following dimensions:
 - Front yards (desire to be able to park in driveways)
- Consistent opposition to reduced dimensional standards for the following dimensions:
 - Rear yards
- Desire to explore smaller homes for older adults. Other types of housing that are single-story and smaller footprint with minimal maintenance. Open to garden-style buildings with ground-level units.

Affordable/Senior Housing

- Desire for affordable housing of all kinds walkable to amenities and multi-modal transportation.
- Housing models expressed as desirable:
 - New construction of all kinds in the \$300-400k range.
 - 2.5-3 car garages.
 - 1,800 sq. ft. condos in the \$350k range.
 - Single-story construction with small footprints (providing storage facilities in the development would help people in the process of downsizing). Would be appropriate for youth and older adults.
 - Single-family senior housing between 1,600-2,200 sq. ft. priced at \$450-475k
 - 4-8 unit multi-family buildings located in a row as a community with shared amenities such as fitness center, dog wash, office area, lounge with kitchenette, patio, grills, game room, and indoor covered parking.
- Housing models expressed as undesirable:
 - More of the “cheap” affordable housing that currently exists, income restricted.
 - Overuse of HOA’s in undeveloped subdivisions is discouraging investment. Wish to see limits on the use of HOA’s.
- Mixed responses on the desire for mixed-housing and mixed-income neighborhoods. Some participants advocated to strengthen and preserve single-family neighborhoods, even within the city core. Others expressed a need to disperse and integrate multi-family and mixed-income households across the city.
- Lack of affordable rentals expressed.
- Concern that ADU’s wouldn’t be able to be inhabited by families. Probably just 1-2-person households. Also concerns about ADU’s impacts on parking.
- Lack of affordable starter homes in the urban core.
- Desire to see continued reinvestment into older buildings as conversions into affordable housing.
- Some concern expressed over the loss of subsidized housing as funding has dried up, but noted that rents haven’t increased dramatically in those units.
- Noted that senior living facilities haven’t seen much increased demand despite aging population due to the role of monitoring technology allowing seniors to stay in their homes longer. The average age of seniors in these facilities is increasing, so the duration of stay is decreasing, which increases turnover.

Parking Requirements

- General sentiment that parking requirements are excessive and have resulted in lots of underutilized space.
- Desire to see infill in large parking lots, both Downtown and in other commercial areas.

- One suggestion to change all parking minimums to maximums
- Desire to see shared parking agreements promoted as an alternative to minimum parking requirements, especially when site constraints like contamination are present.
- Desire to see parking credits given to developments.

Administrative Process

- Overwhelmingly positive experiences working with the city through development review processes. Difficulties tend to emerge from other jurisdictions.
- More coordination needed during the development review process between different jurisdictions. Every process should identify all approving agencies, especially those within the City.
- Involve fire/EMS earlier in the process for industrial and commercial approvals. At least before issuing any permits.
- One noted the site plan review process was onerous for achieving parking access in constrained downtown sites. Suggested that parking requirements downtown were too onerous, but would also be concerned about not requiring parking due to how heavily utilized parking on-street downtown is. Desire to see shared parking agreements.

Walkability and Mixed-Use Neighborhoods

- Desire to see a mix of both suburban-style auto-centric areas and mixed-use walkable areas within Manitowoc. Preserving both was seen as a strong aspect of local quality of life.
- Lack of bicycle parking expressed.
- Bikeable connections from trail to key Downtown destinations desired.
- Desire to see some peripheral areas of the city rezoned to higher density. Some noted the desire to locate multi-family as a buffer to industrial uses. Others thought the commercial areas on the periphery would offer attractive amenities to multi-family development.

Sensitive Uses

- Prohibiting tobacco sales within a certain distance from schools, playgrounds, other sensitive land uses is proven to reduce youth tobacco use.

Emerging Land Uses

- Expect data centers to be an emerging use that the industrial code needs to anticipate.
- Battery facilities for energy storage make sense for Manitowoc due to locally produced power. Could be sold during peak hours.
- Need to ensure adequate setbacks for small-scale renewable energy, especially in industrial parks.
- Desire to see urban gardening allowed where possible.

Vacation Rentals

- Desire to see regulation of vacation rentals to prevent over-saturation of the market leading to loss of inventory.
- Still want to see short-term rentals to support the tourism industry.

Planned versus By-Right Development

- Most preferred to see continued planned developments in contrast to promoting more by-right development. Strong support was expressed for planned developments in recent years across most participants.
- All participants preferred to see a planned development at the old mall property than subdivision and incremental redevelopment of the site. The following were expressed for this area:

- Tiny homes
- Mixed-income
- Neighborhood-scale commercial
- Mixed-residential types
- Green space
- Opposed to regional/community retail destinations with large parking lots. Disliked the idea of a recent dollar store proposal and wanted to see a master planned vision for the area.

Landscaping, Signs, Design, and Maintenance

- Desire to see better maintenance requirements for commercial buildings.
- People generally did not feel that greater maintenance enforcement for residential buildings was needed.
- Landscaping is perceived as being enforced unequally, and most desired to see a comprehensive landscaping ordinance.
- Most desire for landscaping had to do with the streetscape and right-of-way, rather than private development. One participant noted the desire to bury utilities to accommodate street trees.
- General feeling that it is difficult to walk and bike between certain places in Manitowoc and that new development should be required to provide adequate connectivity.
- Allow for native lawns and flexibility.
- Prohibit pylon signs and allow monument signs as an alternative.
- City façade grant seen as extremely successful at spurring development. Many noted that a barrier to new development is the surrounding appearance of other land uses.
- Make sure there are enforceable design standards along major corridors. Eliminate industrial zoning downtown that allows low-quality buildings.
- Parking lots need a landscape buffer from streets.

Multifamily Development

- Many expressed that multi-family development was desirable in theory, but the existing stock was isolated, disconnected, and felt like it was being intentionally cut off from the rest of the city.
- Strong need expressed for more multi-family rentals. Do not necessarily have to be new construction. Lots of opportunities for single-to-two-family conversions.
- Some noted the market has recently shifted in favor of building more multifamily housing, and many communities are increasingly open to building it.
- Desire to see more flexibility and creativity with new housing options that effectively utilize space.
- Most amenities feel difficult to access from residential areas. Multi-family complexes are otherwise desirable if they had easy access to commercial and recreational amenities.
- Need to accommodate at least 48 units for a new multi-family development to make the financing work today. This can be in multiple buildings (4-8 unit buildings either in a row or garden-style). Covered parking is a realistic part of the equation, with only some surface parking needed to meet demand. Parking ratio of 1.6 has been successfully implemented without issues (as PUD).
- Desire to see small, local stores dispersed within neighborhoods.

Downtown

- Desire to see increased flexibility and density allowed in the Downtown.
- Unlikely to see new office development except for some single-tenant buildings.
- Unlikely to see any opportunity for office-to-residential conversions.
- Support expressed for ground-level commercial to residential conversions on side streets, just need to be careful not to overdo it.

- Likely opportunities for some older historic industrial-to-residential conversions such as old firehouses.
- Desire to see large civic buildings downtown redeveloped into more utilized spaces, as they are highly desirable development sites.
- Anything to support more restaurant establishments, because downtown offers everything else that people desire.

Calumet Avenue/Memorial Drive

- Most had difficulty envisioning Calumet Ave any different than it is today.
- Excitement expressed consistently for reconstruction of Calumet Ave. All wanted to see increased landscaping, street trees, boulevard-style roadway.
- Concern was expressed that the City doesn't have a clear vision for Calumet Avenue and that the State will end up controlling the process if the City doesn't step up and provide a strong vision for the corridor.
- Desire to see the traffic slowed, but unsure how possible that is with current volumes.
- Mixed/pessimistic reactions to residential uses directly on Calumet Avenue, but generally supported it on side streets in various formats (mixed-use, cottage courts, townhomes, etc.). Others supported mixed use directly on Calumet.
- Large numbers of people currently walk and bike on the avenue despite the hostile environment. Strong opportunity to increase walkability through reconstruction.
- Desire to see pockets of public spaces along major corridors that are effectively integrated with the reality of heavy traffic, that needs to be better managed.
- Expressed that bike lanes directly on Calumet Ave would be a disaster.
- Noted that the demand for multi-family along Calumet will only happen if there's a significant transformation so that they don't have to live nearby the current land uses.
- Significant need for better landscaping and maintenance requirements along Calumet Ave.
- Desire to see parking required to be behind buildings like on Oneida Street in Green Bay.
- Desire to see the big box retail maintained but improved with landscaping and other improvements.

Lakefront

- Corridors to the lake are not attractive and need a coordinated plan. Want to see something like Cedarburg or Grafton.
- Boat storage is not a good land use for the waterfront. Want public access to the marina and higher uses for existing properties. Good places for new high density housing with views.