

City of Manawa Comprehensive Plan 2040



PUBLIC REVIEW DRAFT – February 15, 2024



Page intentionally left blank.

City of Manawa

Comprehensive Plan 2040

PUBLIC REVIEW DRAFT – FEBRUARY 15, 2024



Prepared for:

City of Manawa
500 S Bridge Street
Manawa, WI 54949

Prepared by:

Cedar Corporation
1695 Bellevue Street
Green Bay, Wisconsin 54311

Cedar Corporation Project Number: 04921-0045

Page intentionally left blank.

Acknowledgements

City Council

Mike Frazier, Mayor

Ann Bonikowske, 1st Ward Alderperson

Aaron Timm, 1st Ward Alderperson

Alice Brown, 2nd Ward Alderperson

Mary Eck, 2nd Ward Alderperson

Jim Roenz, 3rd Ward Alderperson

Mark Lehrer, 3rd Ward Alderperson

City Clerk

Logan Hass

City Assessor

Preuss Appraisal Services, Inc.

City Building Inspector

Paul Hanlon

Special thanks to the Waupaca County Economic Development Corporation, the Manawa School District, and Sturm Foods who provided valuable insights and perspectives on affordable workforce housing issues.

Page intentionally left blank.

Table of Contents

Acknowledgements	i
Table of Contents	ii
1 Background and Introduction.....	1
1.1 Introduction	1
1.2 Overview of the City of Manawa	2
1.3 Comprehensive Plan Development Process	4
1.4 Public Participation	5
2 Population Characteristics.....	11
2.1 Overview	11
2.2 Population Trends	11
2.3 Population Projections.....	12
2.4 Age Distribution	13
2.4 Issues & Opportunities Goals, Strategies & Recommendations.....	15
3 Housing	17
3.1 Introduction	17
3.2 What is Affordable Housing?	18
3.3 Data Sources & Limitations	19
3.4 Age Distribution	19
3.5 The Household Cycle.....	22
3.6 Household Characteristics & Projections.....	23
3.7 Sensitive Populations	25
3.8 Housing Characteristics.....	28
3.9 Income, Employment & Wage Characteristics	35
3.10 Housing Market Characteristics	39
3.11 Employer Identified Needs	42
3.12 Housing Affordability Analysis	45
3.13 Development and Infrastructure Costs.....	52
3.14 Affordable Housing Trends, Tools, and Strategies.....	56
3.15 Housing Goals, Strategies, and Recommendations	64
3.16 Housing Programs and Funding Sources	74
4 Economic Development	79
4.1 Overview	79
4.2 Economic Characteristics Summary.....	80

4.3 Analysis of Economic Base	90
4.4 Strengths & Weaknesses Analysis	90
4.5 Desired Business & Industry	91
4.6 Economic Development Sites & Opportunities	92
4.7 Economic Development Programs.....	97
4.8 Economic Development Goals, Strategies, and Recommendations.....	98
5 Transportation.....	103
5.1 Overview	103
5.2 Existing Road System and Traffic Counts	103
5.3 Highways	104
5.4 Functional Classification of Highways.....	107
5.5 Traffic Accidents.....	109
5.6 Bridges.....	109
5.7 Pavement Conditions	109
5.8 Additional Modes of Transportation	112
5.9 Existing Transportation Plans and Planned Improvements.....	119
5.10 Transportation Programs Currently In Use.....	121
5.11 Transportation Funding Methods.....	124
5.12 Transportation Goals, Strategies, and Recommendations	127
6 Utilities & Community Facilities.....	133
6.1 Utilities & Community Facilities Plan	133
6.2 Community Facilities Inventory and Needs Assessment	133
6.3 Utilities & Community Facilities Goals, Strategies & Recommendations.....	154
6.4 Utilities & Community Facilities Plans and Programs.....	162
7 Agricultural, Natural, and Cultural Resources	169
7.1 Overview	169
7.2 Agriculture and Farmland	169
7.3 Geology	170
7.4 Soils	171
7.5 Topography	172
7.6 Metallic & Non-Metallic Mineral Resources.....	172
7.7 Forests.....	174
7.8 Wetlands	175
7.9 Watersheds	177
7.10 Floodplains	177
7.11 Surface Water Features	178
7.12 Groundwater.....	179
7.13 Water Quality.....	180
7.14 Air Quality	181

7.15 Environmental Corridors and Sensitive Areas	182
7.16 Rare, Threatened, and Endangered Species and Communities.....	183
7.17 Wildlife Habitat	184
7.18 Historical & Cultural Resources.....	185
7.19 Community Design	188
7.20 Plans & Programs Currently In Use.....	189
7.21 Agricultural, Natural, and Cultural Resources Goals, Strategies, & Recomm. .	191
8 Land Use	195
8.1 Introduction	195
8.2 Existing Land Use.....	195
8.3 Zoning and Land Use Regulations	198
8.4 Projected Supply and Demand of Land Uses	200
8.5 Future Land Use Plan	202
8.6 Preferred Land Use Classifications.....	205
8.7 Existing and Potential Land Use Conflicts.....	210
8.8 Opportunities for Redevelopment.....	211
8.9 Land Use Goals, Strategies, and Recommendations	211
8.10 Land Use Programs	215
9 Intergovernmental Cooperation.....	217
9.1 Intergovernmental Cooperation Plan	217
9.2 Analysis of Governmental Relationships	218
9.3 Intergovernmental Opportunities, Conflicts, and Resolutions.....	220
9.4 Intergovernmental Cooperation Goals, Strategies, and Recommendations.....	224
10 Plan Implementation	227
10.1 Comprehensive Plan Amendments and Updates	227
10.2 Integration and Consistency of Planning Elements	229
10.3 Implementation Goals, Strategies, and Recommendations	230
10.4 Implementation Action Plan & Priority Directives.....	231
Appendix A - Public Participation & Plan Adoption	A-1
Appendix B - Citizen Opinion Survey Summary	B-1
Appendix C - Endangered and Threatened Species Information.....	C-1

Page intentionally left blank.

1 Background and Introduction

1.1 Introduction

The City of Manawa is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its affects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the city's history and its vision for the future are essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:



- ♦ Where is the community now?
- ♦ How did the community get here?
- ♦ Where does the community want to be in the future?
- ♦ How does the community get to where it wants to be?

The updated *City of Manawa Year 2040 Comprehensive Plan* will guide community decision making in the City of Manawa for the next 15 to 20 years. This updated plan contains the results of the city's decision making process as expressed by written goals, strategies, and recommendations coupled with the policies illustrated on the Future Land Use Map (Chapter 10). The Plan also contains all of the background data for the City of Manawa and follows the same basic structure of the statutory requirements by addressing the nine comprehensive planning elements in the following plan chapters:

1. Issues and Opportunities (includes population characteristics)
2. Housing Characteristics & Needs Assessment
3. Economic Development
4. Transportation
5. Utilities and Community Facilities
6. Agricultural, Natural, and Cultural Resources
7. Land Use
8. Intergovernmental Cooperation
9. 2040 Land Use Plan & Plan Implementation

The updated *City of Manawa Year 2040 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan. The law also requires that these plans be updated at least once every ten years.

The City of Manawa developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, general trends and forecasts, and the overall goals of the community with respect to planning.

1.2 Overview of the City of Manawa

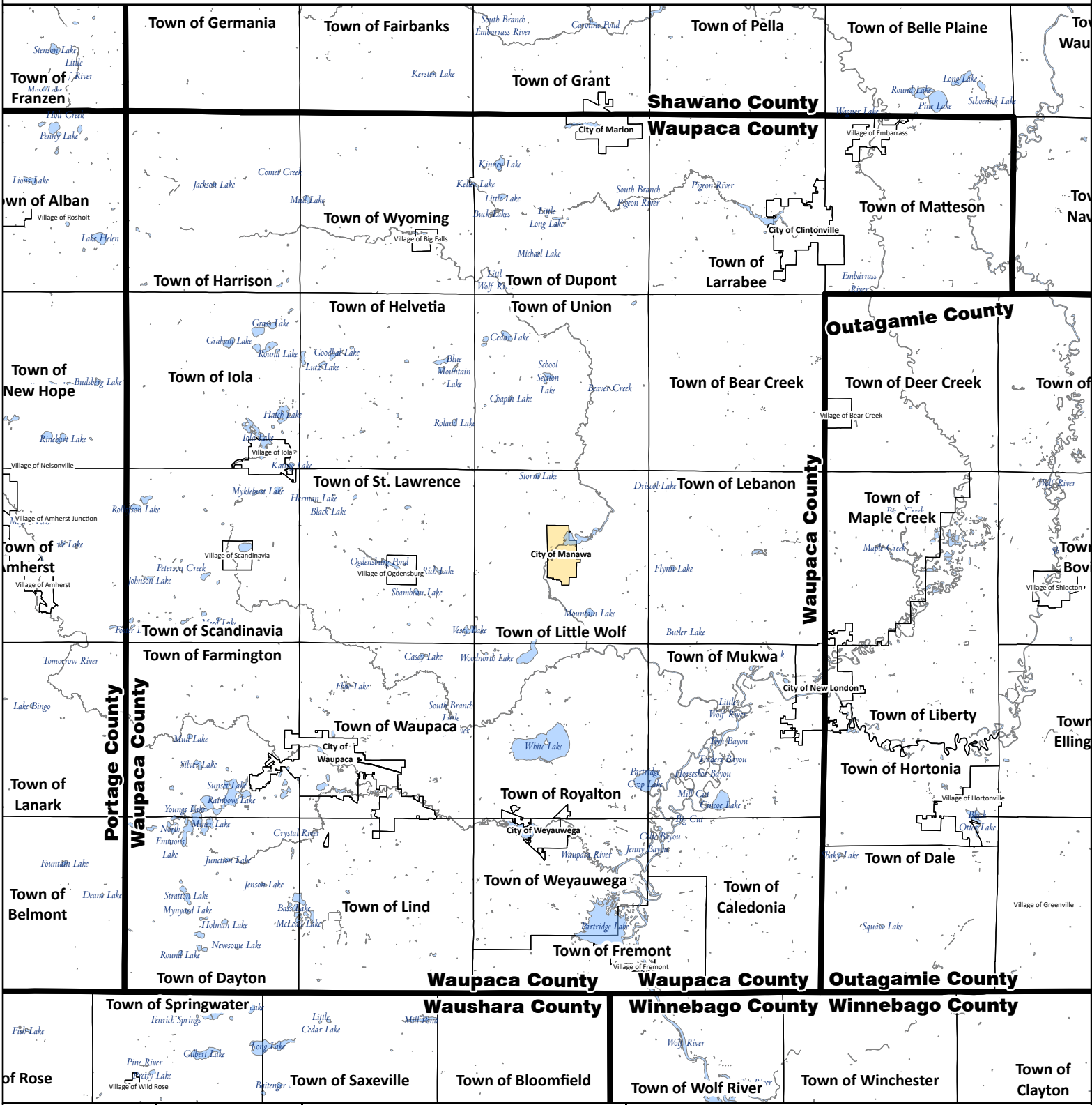
The City of Manawa is a small city in central Waupaca County as shown on Map 1-1. It shares its boundaries on all sides with the Town of Little Wolf. The city's landscape is typical of small cities in that it includes a mix of residential, commercial, industrial, and public spaces, with a characteristic downtown area at the convergence of the city's main streets and waterways. The city's landscape is unique in that it also includes substantial amounts of agricultural lands within the city limits. Development patterns have been shaped by waterways including the Little Wolf River and the Manawa Mill Pond, and major transportation corridors including State Highways 22 and 110.

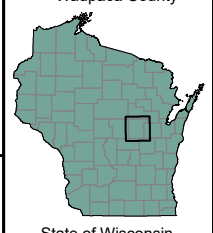
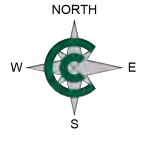
Low levels of growth are expected for the city in the future, but other changes within its current population (such as aging, and an increase in 1 and 2 person households) will affect community needs, services and the uses of land in the future. While future growth is anticipated to be low, the plan contemplates the expansion of various uses including residential housing, commercial, and industrial development (and re-development).

One primary aim of the *City of Manawa Comprehensive Plan* is to maintain and update the regulatory systems for managing growth that are already in place in the city. The updating of ordinances should take priority in the continuing planning effort in order to attract beneficial residential, commercial, and industrial development and redevelopment.



LOCATION






State of Wisconsin

City of Manawa

Waupaca County, WI



0 2 4 8 12 Miles

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

Legend

Counties	Other Municipalities
City of Manawa	Water

1.3 Comprehensive Plan Development Process

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The City of Manawa has adopted a *Public Participation Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The city's adopted *Public Participation Plan* is found in Appendix A.

The comprehensive planning process was designed to encourage extensive grassroots, citizen-based input. In addition to the public participation process described later in this chapter, the process of adopting the *City of Manawa Year 2040 Comprehensive Plan* included several public participation activities. These include a public informational meeting, a public hearing, Plan Commission and City Council action, and the distribution of recommended and final plan documents to neighboring communities and overlapping units of government.

The plan itself was prepared with the oversight of the Plan Commission at a series of public meetings. The Plan Commission had the responsibilities of: 1) helping to generate, and review, public input and feedback; 2) reviewing draft plan materials, and; 3) lending their concurrence to the listed goals, strategies and recommendations for each plan chapter including the 2040 Future Land Use Map contained in Chapter 9.

Public Informational Meeting

On _____, 2024, a public informational meeting was held on the draft *City of Manawa Year 2040 Comprehensive Plan* at the city hall. Summary of results/public feedback.

Public Hearing

On _____, 2024, a public hearing was held on the recommended *City of Manawa Year 2040 Comprehensive Plan* at the city hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Summary of public comments received and how the unit of government responded.

Plan Commission and City Council Action

On _____, 2024, the City of Manawa Plan Commission discussed the draft comprehensive plan and passed resolution number _____ recommending approval of the plan to the City Council. After completion of the public hearing, the City of Manawa Council discussed and adopted the comprehensive plan by passing ordinance number ____ on _____, 2024 (Appendix A).

Distribution of Plan Documents

Both the recommended draft and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation Plan* found in Appendix A.

1.4 Public Participation

Public participation during the planning process identified the city's primary concerns and areas to be addressed in the comprehensive plan. Several methods were used during the initial portions of the project to identify issues and opportunities.

Committee of the Whole SWOT Analysis

To kick off the Comprehensive Plan Update process, Cedar Corporation held a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis exercise with the Committee of the Whole at their May 22, 2023 meeting. City Councilors and City Staff took time to write down various statements for each category on a worksheet and discussed some of the responses. Once the statements were summarized for each of the four categories, each participant was provided an opportunity to 'vote' for their top three responses in each category. A summary of the priority issues/opportunities are described below while Table 1-1 illustrates the complete results of the SWOT analysis.

Priority Strengths: Diverse industries that are regional employers. Location relative to larger metropolitan areas. Good quality schools and educational facilities. Good police force.

Priority Weaknesses: The amount of available housing. Need for additional businesses. Lack of interest by developers. Funding needs for infrastructure.

Priority Opportunities: Apartment and housing construction. Business recruitment/fill downtown spaces. Additional space needs for industrial activities.

Priority Threats: Some businesses hanging on by a thread. Aging community. Lack of housing options. Treehouse (Sturm) Foods leaving.

Table 1-1: SWOT Exercise Results Summary

# of Votes		Strengths	# of Votes		Opportunities
2	3 major industries - Treehouse / Kolbe / Hawk		3	Apartment / housing options	
2	Good people		2	Add more businesses (Kwik-Trip, drive-in type or fast food)	
2	Location to Appleton/Oshkosh/Green Bay/Stevens Point		2	Empty store fronts	
2	Schools / buildings		2	Industrial park spaces	
2	Strengthening Police Department		1	3 good places to work	
1	Attractive downtown to visitors		1	Additional buildings/development for business	
1	Downtown is beginning to redevelop / niche businesses / attracting people		1	Adjacent land - possible purchase by municipality	
1	Numerous activities throughout the year		1	City Facebook page	
1	Numerous organizations promote Manawa			Connect with close communities for trail connections (Scandinavia, Amherst, etc.)	
1	School system		1	Grow more industry opportunities	
1	Small – no stop light		1	Incubate more home-based businesses	
1	Small community		1	New businesses opening	
1	Volunteer attitude		1	Younger families buying homes	
	Different events happening on weekends			Chamber [web/facebook] page for promoting the City	
	Employment			Downtown has vacant buildings	
	Everyone knows you			More things for kids to do	
	Excellent City leadership (Clerk, Mayor, etc.)			Open land available	
	Green spaces throughout the community			Strong businesses downtown - perhaps partner more	
	Hard working people			Tiny houses on Doty Lane	
	Parks			Walgreen's on every corner	
	Small town living				
	Streets / condition of majority				
	Sturm Foods				
	Walkable downtown (gas, shopping, grocery)				
	Well-maintained infrastructure				
	Willingness to change ordinances to accommodate development				
	Younger home buyers				

Table 1-1: SWOT Exercise Results Summary, continued.

Weaknesses		Threats	
# of Votes		# of Votes	
3	Available housing	4	Some businesses hanging on by a thread
2	Funding for infrastructure	2	Aging community
2	Not attractive to developers - development is too small	2	Lack of different levels of housing
2	Not enough businesses (hardware store)	2	Treehouse foods leaving
1	Funds	1	Affordability all around
1	Lack of building lots	1	Alcohol / drugs
1	Location - no major highway	1	Buildings/homes not maintained
1	Need a Kwik-Trip	1	Declining school enrollment
1	Need more diverse industries	1	More cost savvy/convenience store within a few miles from here.
1	Need more multi-family houses	1	Negative attitudes about Manawa
1	Not enough houses	1	Section 8 housing / Low-cost units
1	Not much land to develop	1	Small growth
1	Street improvements		Aging population
	Another gas station		Agriculture based economy - lack of labor?
	Better outreach to working with other communities		Always afraid Sturm will pull out (at least I am)
	Develop better land use planning		Big companies leaving City
	General apathy of citizens		Labor changes - employees jumping jobs
	Housing developments - none		Lack of employees for jobs
	Lack of homeownership pride		Rising costs of housing, etc.
	Lack of homes for sale		Rising interest rates
	Limited convenience stations		Size of the community
	Mixture of housing projects		Smaller families
	Need hotel/motel properties		Strange people at motel
	No dentist anymore		
	Not much downtown		
	Outdoor theatre		

Citizen Opinion Survey

As part of the comprehensive plan update's public process, a Citizen Opinion Survey was developed to gather up-front information and perspective from residents on these and other topics. Citizen engagement has been a priority of the City during this process and the opinions of its residents and businesses are important to evaluating the past and future trends that have, or will, shape the community.

The survey was developed with significant input from the Plan Commission and contained a total of 32 questions. The survey was made available between July 31 and September 8, 2023 and was put into an on-line format using Survey Monkey, linked to directly from the homepage of the City's website. Paper copies were made available at City Hall if residents were not comfortable with the on-line format. The survey was promoted through the placement of posters, website announcements, social media, and at the National Night Out event on August 1, 2023.

Summary of Respondents

Overall, the survey garnered a total of 81 responses with a 72% completion rate and an average time of 15 minutes taken to complete the survey. The 81 responses represents a 5.62% response rate when compared to the City's 2022 estimated population of 1,441 persons. Based on the sample size of the City's entire population, a response rate of 10% would typically be required to have the survey results be "statistically valid". In this case one cannot claim the results are statistically valid, but this level of response, for this type of survey, is fairly typical.

The bulk of survey respondents (85%) fell between the ages of 18 and 64, with a relatively even split amongst the three age groups – 30% were 18-35 years of age; 31.2% were 36-50 years of age, and; 23.8% were 51-64 years or more. Only one response (1.3%) was received from someone under 18 years of age and only 11 responses (13.8%) were from those 65 years or older. In addition, 60% of respondents have lived in the City for more than 10 years. 25% of respondents were "new" residents of 5 years or less. Seven respondents (8.8%) did not live within the City limits. Just under one-half (47%) of respondents had children living at home, and 17.3% of respondents indicated that they were retired.

Response Highlights

Some key highlights from the survey are outlined below and more information and details can be found in the summary document contained in Appendix B.

The top listed Strengths of the City of Manawa included:

1. Hometown feel / small-town charm / values.
2. Friendliness / helpfulness of people/neighbors.
3. Sense of community / Community pride / Community spirit.

4. Downtown businesses / active business community / local business support.
5. Events (rodeo, parade, car show, etc.).

The top listed Areas in Need of Improvement in the City of Manawa included:

1. Need more community/downtown businesses (laundromat, dentist, 2nd gas station, restaurants, hotel).
2. More events (farmers markets, block parties, creative events, acoustic concerts in Triangle Park, etc.).
2. (Tie) Housing (affordable, apartments, senior housing, etc.).
3. Park/recreation/trail improvements.
4. Property clean-up / appearance / parking on lawn (motel).
5. Street repairs.

GENERAL GROWTH - Regarding future growth and development, a majority (59.4%) would like to see “moderate” growth rates with the bulk of remaining responses being somewhat evenly split with 21.7% desiring “slow” growth, and 15.9% wanting to see “fast” growth.

HOUSING - 52.9% of respondents claimed to be spending more than 30% of their household income on housing costs, with an additional 15.7% responding that they were unsure. When asked about desired housing types: 25% of respondents desired additional single-family detached housing (>1,300 sq. ft) in the future, while 19.2% indicated that ‘small’ (<1,300 sq. ft.) single-family residential uses should be added. Overall, 21.5% of respondents indicated a need for higher density duplex through 6-plex types of housing.

STREETS & MOBILITY - the City’s streets were in great or good condition, with just over 60% stating they were in fair condition. The remaining 17.7% felt that the streets were in poor condition. Just under 60% of respondents indicated a desire for additional on-street and off-street bicycle lanes/paths, with more respondents favoring off-street facilities. Just over 30% of respondents indicated a need for additional sidewalks within key areas.

ECONOMIC DEVELOPMENT - 37.9% of respondents indicated they there was a need for additional industrial development within the City. When asked if new commercial development came to Manawa, would it reduce their reliance on getting goods and services from outside the City? Just over 80% of respondents stated yes. When asked to assess various aspects of the existing downtown, most respondents felt the individual facilities were at least adequate, if not good or very good. The only exceptions were poor to very poor ratings for: Streets (15.2%), Storefronts (20.7%), Seating (21.2%), and Events/Programming (33.8%).

RECREATION - While over 53% of respondents felt that there was sufficient public park and recreation space within the City, over 34% of respondents offered comments or suggestions on general or specific recreation needs. 54.6% of respondents identified a desire to have a formal dog park facility within the City, while 15.2% were unsure.

This page left intentionally blank.

2 Population Characteristics

2.1 Overview

Population characteristics provide a key indicator to help the City of Manawa plan for the future. Key components of the City of Manawa’s plan for population growth are to accommodate growth through the development of existing vacant lands within the city and the annexation of new lands to the city as required. One of the problems facing the city is that the ownership of existing agricultural lands within its boundaries are limiting the amount of land available for future growth and development. This is the primary reason why the city may look to lands outside of its current boundaries to meet development needs.

2.2 Population Trends

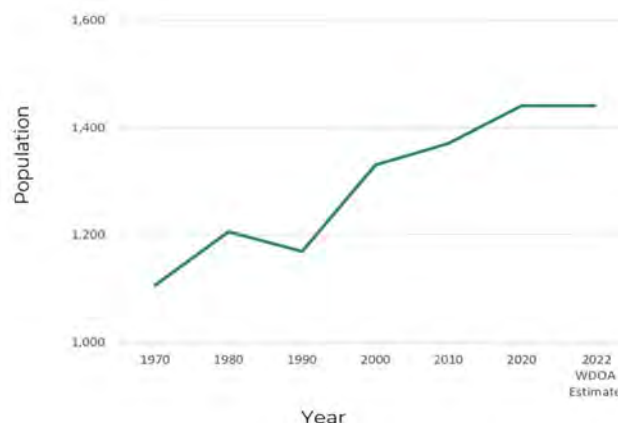
The City of Manawa has historically experienced low to moderate population growth over the past 50 years. Table 2-1 and Figure 2-1 show that the city’s population increased in the 1970’s but declined slightly in the 1980’s with steady increases again up to 2020. No change in population was experiences between 2020 and 2022 based on the latest WDOA estimates. Overall, the population of the city is about 80 persons higher now than it was in 2010.

Table 2-1: Population Change 1970-2022, City of Manawa

Geography	Year	1970	1980	1990	2000	2010	2020	2022 WDOA Estimate
City of Manawa	Population	1,105	1,205	1,169	1,330	1,371	1,441	1,441
	% Change	n/a	9.0%	-3.0%	13.8%	3.1%	5.1%	0.0%
Waupaca County	Population	37,780	42,831	46,104	51,825	52,410	51,812	52,309
	% Change	n/a	13.4%	7.6%	12.4%	1.1%	-1.1%	1.0%
State of Wisconsin	Population	4,417,821	4,705,642	4,891,769	5,363,701	5,686,986	5,893,718	5,947,500
	% Change	n/a	6.5%	4.0%	9.6%	6.0%	3.6%	0.9%

Source: U.S. Census, 1970-2020 & WDOA, 2022.

Figure 2-1: Historic Population, City of Manawa



2.3 Population Projections

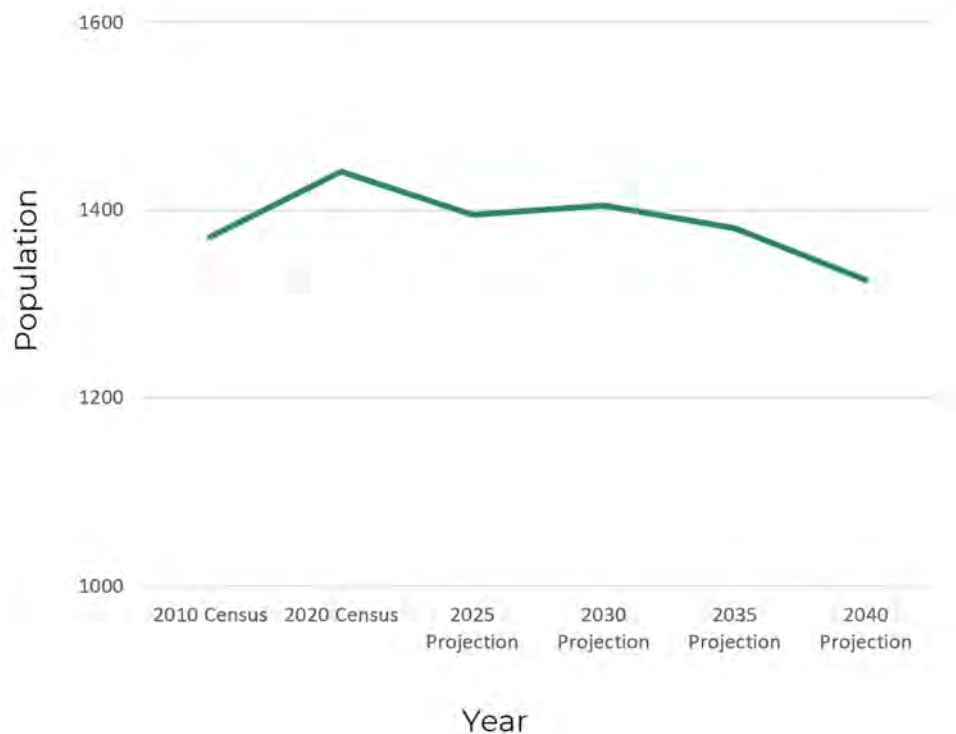
The Demographic Services Center (DSC) develops yearly population estimates and longer-range population projections for all Wisconsin towns, villages, and cities. The population projections consider births, deaths, migration, and age distribution. They do not guarantee what will happen in the future but what could happen if past patterns and probable future trends hold true. While these figures are debatable, the population projection data from the Wisconsin Department of Administration suggests that Manawa may have recently reached its peak in terms of population growth and projects a decline of approximately 5% over the next 18 to 20 years. Table 2-3 and Figure 2-2 show that by 2040, the city's population is projected to be 1,325 residents, or about a 115 person decrease.

Table 2-3: Projected Population, City of Manawa

Year	2010 Census	2020 Census	2025 Projection	2030 Projection	2035 Projection	2040 Projection	Change 2020-2040
Population	1371	1441	1395	1405	1380	1325	-116
No. Change	n/a	70	-46	10	-25	-55	-116
% Change	n/a	5.11%	-3.19%	0.72%	-1.78%	-3.99%	-5.02%

Source: U.S. Census 2010 & 2020, and WDOA, 2013.

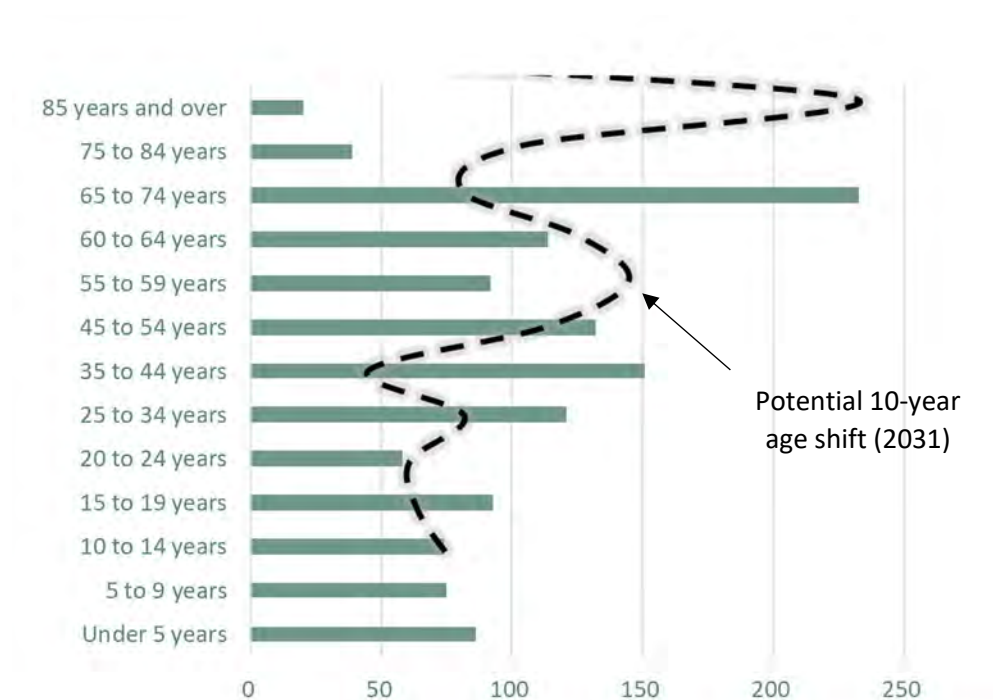
Figure 2-2: Population Projections, City of Manawa



2.4 Age Distribution

Like many communities across the nation, the City of Manawa's population is growing older. As shown in Figure 2-3 the city already has a large percentage of older residents, with over 30% being 60 years of age or older. Projected age group shifts will have ramifications on the availability of appropriate housing and services. Tables 2-4a and 2-4b illustrate these age shifts from a historical perspective, comparing two 5-year census time periods, 2011-2016 and 2017-2021 with increases shown in red text.

Figure 2-3: Current and Future Age of Residents, City of Manawa



Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Table 2-4a: Age of Residents, City of Manawa (2017-2021 ACS)

Age Category	Estimate	Percent of Total	
Under 5 years	86	6.68%	25%
5 to 9 years	75	5.82%	
10 to 14 years	74	5.75%	
15 to 19 years	93	7.22%	
20 to 24 years	58	4.50%	14%
25 to 34 years	121	9.39%	
35 to 44 years	151	11.72%	29%
45 to 54 years	132	10.25%	
55 to 59 years	92	7.14%	
60 to 64 years	114	8.85%	31%
65 to 74 years	233	18.09%	
75 to 84 years	39	3.03%	
85 years and over	20	1.55%	
Median age (years)	42.8	n/a	
Male	678	53%	
Female	610	47%	

Source: U.S. Census Bureau 2017-2021 5-Year ACS.

Table 2-4b: Age of Residents, City of Manawa (2011-2016 ACS)

Age Category	Estimate	Percent of Total	
Under 5 years	124	9.30%	26%
5 to 9 years	78	5.90%	
10 to 14 years	110	8.30%	
15 to 19 years	38	2.90%	
20 to 24 years	64	4.80%	20%
25 to 34 years	200	15.10%	
35 to 44 years	181	13.60%	30%
45 to 54 years	153	11.50%	
55 to 59 years	70	5.30%	
60 to 64 years	87	6.60%	24%
65 to 74 years	115	8.70%	
75 to 84 years	70	5.30%	
85 years and over	38	2.90%	
Median age (years)	37.1	n/a	
Male	680	51%	
Female	648	49%	

Source: U.S. Census Bureau 2011-2016 5-Year ACS.

Further evidence of the aging population is shown in the city's median age. During the 2017-2021 time period, the city's median age was 42.8 years which is a 5.7 year increase from the previous 5 year period (2011-2016). Additionally, the city's younger population is not being replaced. This is yet another statewide challenge in terms of keeping or growing the workforce. As shown in 2011-2016 and 2017-2021 ACS data, the following conclusions can be made by examining the four highlighted age groupings:

- The number of residents aged 19 and under have remained relatively steady, only decreasing 1% between the 5-year periods. Looking at the data further, decreases occurred in the Under 5 and 10-14 year age groups, indicating that household sizes are dropping due to changes in family structure and the inability to attract families with younger children. These losses were made up for by an increase in 15-19 year olds however – a result of the larger 10-14 year group moving upwards, but with a 10%+ reduction in numbers. It will be important to ensure housing is available for the 15-19 year old population group in the near future if the city expects to keep them as part of the workforce.
- The data shows a decreasing number of residents from 20 to 34 years old, comprising only 14% of the population, whereas this figure was 21% in the previous 5-year period. These are the prime working age years, and the declining numbers also contribute to decreasing household sizes as young adults go to college or perhaps move away for work opportunities.
- The 35 to 59 year age group categories remaining roughly the same (approx. 30%) between 5-year period, but a significant increase does occur in the 55 to 59 years of age category which contributes to the city's overall aging population trend.
- Nearly one-third (31.5%) of the population is 60 years of age or older, a significant increase from the previous 5-year period when this category comprised only 24% of the population. Normally, those in this age group might move from a larger home to an apartment or condo where home maintenance tasks are less. However, during this housing shortage, the market has changed in that many older residents are now staying in their homes longer, thereby reducing the availability of current housing stock to younger persons.

2.5 Issues & Opportunities Goals, Strategies, and Recommendations

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Strategies are more specific than goals and are more measurable statements which provide more specific **direction** for which to accomplish the goal.

Recommendations are specific, task-oriented statements that, through direct action, will assist

in implementing the plan as a whole. The accomplishment of the recommendations contributes to fulfillment of the goal.

Goal 2.1: The city will conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan.

Strategy 2.1.1: Public participation will be encouraged for all aspects of city governance related to land use, transportation, housing, economic development, transportation, community facilities and natural/cultural resources.

Recommendation 2.1.1.1: Allow for public input at all posted city meetings and actively promote issues/items that city leaders desire feedback on.

Goal 2.2: Develop a unique city identity based on the city's history, natural resources, cultural resources, and community character.

Strategy 2.2.1: Enhance and strengthen neighborhoods to increase a sense of place and belonging.

Recommendation 2.2.1.1: Develop a process that can be used to identify and strengthen the relationship and connections both within neighborhoods and between neighborhoods and city government.

Recommendation 2.2.1.2: Partner with neighborhood leaders and groups to identify and strengthen public places within existing city neighborhoods. Identify key areas in the city that could be enhanced through creative placemaking techniques, or other methods such as neighborhood improvement districts or neighborhood associations.

Goal 2.3: Accommodate changing resident demographics in terms of housing, services, and economic needs.

Strategy 2.3.1: Shape new development to better accommodate the needs of an aging population.

Recommendation 2.3.1.1: Further examine and support opportunities to site new senior housing, ranging from 55+ communities to assisted living facilities.

Strategy 2.3.2: Create neighborhoods which attract a mix of demographic characteristics and income-levels through thoughtful planning of housing, retail, and services.

3 Housing

3.1 Introduction

The lack of affordable housing is a nationwide problem. Communities, including the City of Manawa, are experiencing shortages of housing that meet the physical and economic needs of residents. These shortages have resulted in higher rents and homes that are selling higher than assessed values, but even more so, housing is the single biggest factor impacting economic mobility for most Americans. When residents have stable living conditions, the benefits are apparent — students do better in school, health outcomes improve, and personal wealth grows. Communities benefit as a whole from this stability.

While there is no single reason for the decline of affordable housing, several factors and trends have emerged that have affected housing costs since the 2020 COVID-19 pandemic:

- Housing supply decreased significantly due to lack of construction and lot creation over the last decade or so.
- Housing market shortages have enabled sellers to price homes higher.
- Incomes have not kept up with rents and home values.
- Interest rates have increased, making the costs of borrowing more prohibitive, which further contributes to slowing the turnover rate.
- People are staying in their homes longer, slowing the turnover rate.
- Due to technology and ‘work from home’ policies, people are moving to locations based on quality of life, not based on where their job is.
- There is a labor shortage in the new home construction sector.
- The cost of construction materials has risen greatly due to the COVID-19 pandemic and associated supply chain issues.
- There is less profit made on entry-level or starter homes as demand for market rate homes continues.
- There is a higher demand for rental housing.
- Multi-family housing and denser development continues to have a negative image.

Elected officials at every level of government are hearing from constituents that housing is a major problem where they live. In response, cities and states are pursuing a wide range of different, and sometimes contentious, solutions. Local leaders are pushing the boundaries of what's possible for local governments to meet demand for housing. Cities are experimenting with zoning and code reforms and lacking other alternatives, some are building housing on their own.

While the City of Manawa cannot control every aspect of the housing shortage, it does play a key role in helping to ensure that affordable housing is provided for its residents and workers. To the degree possible, the City could, if it so desired and had the proper resources, conduct activities in any one of the six general areas identified below:

1. Develop strategies and programs which help to maintain its existing housing stock.
2. Directly reduce the cost of housing through changes to zoning and subdivision requirements.
3. Ensure that the development process is clear, efficient, and economical.
4. Market and promote existing/future opportunities for land development in partnership with private landowners.
5. Provide incentives to developers to assist new housing starts.
6. Initiate new housing starts through the direct acquisition and development of property, often times in partnership with other public, private, and non-profit entities.

This report assesses and analyzes a variety of information to paint a clearer picture of the City's existing and future housing needs, including forecasts of housing demands for different sectors of the population based on affordability. The conclusions from these assessments are then used to guide the discussion of how the City of Manawa can best become involved in one or more of the general strategy options noted above.

3.2 What is Affordable Housing?

For the purposes of the Housing Assessment, the two terms have essentially the same meaning, but using the standard definition for affordability, **households should pay no more than 30% of their gross income for housing and related costs** (property taxes, utilities, maintenance, etc.), which would leave 70% of a household's income for food, clothing, transportation, and other necessities. If a household spends more than 30% of its income on housing and related costs, then the household is considered overburdened. These housing related costs are then measured against the income levels of the typical 'workforce' using a range of 60%-120% of the County's median household income. This measure of affordable housing, or workforce housing, is addressed in more detail later in the report.

3.3 Data Sources & Limitations

This Housing Assessment uses a number of data and information sources throughout the document, including:

- The Wisconsin Demographic Services Center (DCS) provides population and household projections for all municipalities in the state.
- The U.S. Census Bureau Decennial Census (2020) and American Community Survey 5-Year Estimates (2017-2021) provides a majority of the demographic and housing data.
- The Wisconsin Department of Revenue provides income data.
- Chmura JobsEQ supplies economic and workforce data.
- Personal interviews from the Manawa School District and Sturm Foods.
- Waupaca County provides parcels and property assessment GIS data.

Although there are some limitations to the accuracy of all data and information sources, those used in the Housing Element should provide a reasonably accurate picture of existing housing conditions and past/future trends in the City of Manawa. Other factors such as changing City, state or federal policies or programs, new technologies, consumer preferences, and market forces can influence housing and are more difficult to predict and factor in.

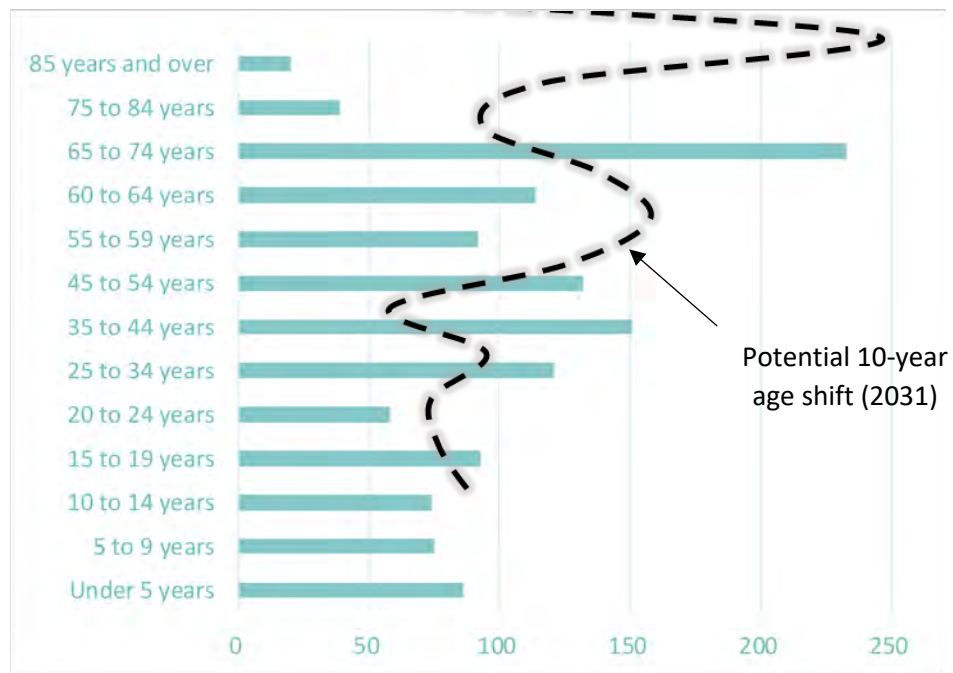
Also, note that some population data from the preceding chapter is also contained in this element as it is important to make their connections with housing issues.

3.4 Age Distribution

Different age groups will have different housing needs. A young family with two children will have different needs than an elderly couple, or single individual in terms of overall home size, amenities, and style (1 story vs. 2 story). Those needs will also change over time as a person ages.

As shown in Figure 3-1 the City has a large percentage of older residents and future age group shifts will have ramifications on the availability of appropriate housing.

Figure 3-1: Age of Residents, City of Manawa



Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Tables 3-1a and 3-1b illustrate these age shifts from a historical perspective, comparing two 5-year census time periods, 2011-2016 and 2017-2021 with increases shown in red text. This mediana age increase has an effect on the types of housing which may be needed.

Table 3-1a: Age of Residents, City of Manawa (2017-2021 ACS)

Age Category	Estimate	Percent of Total	
Under 5 years	86	6.68%	25%
5 to 9 years	75	5.82%	
10 to 14 years	74	5.75%	
15 to 19 years	93	7.22%	
20 to 24 years	58	4.50%	14%
25 to 34 years	121	9.39%	
35 to 44 years	151	11.72%	29%
45 to 54 years	132	10.25%	
55 to 59 years	92	7.14%	
60 to 64 years	114	8.85%	31%
65 to 74 years	233	18.09%	
75 to 84 years	39	3.03%	
85 years and over	20	1.55%	
Median age (years)	42.8	n/a	
Male	678	53%	
Female	610	47%	

Source: U.S. Census Bureau 2017-2021 5-Year ACS.

Table 3-1b: Age of Residents, City of Manawa (2011-2016 ACS)

Age Category	Estimate	Percent of Total	
Under 5 years	124	9.30%	26%
5 to 9 years	78	5.90%	
10 to 14 years	110	8.30%	
15 to 19 years	38	2.90%	
20 to 24 years	64	4.80%	20%
25 to 34 years	200	15.10%	
35 to 44 years	181	13.60%	30%
45 to 54 years	153	11.50%	
55 to 59 years	70	5.30%	
60 to 64 years	87	6.60%	24%
65 to 74 years	115	8.70%	
75 to 84 years	70	5.30%	
85 years and over	38	2.90%	
Median age (years)	37.1	n/a	
Male	680	51%	
Female	648	49%	

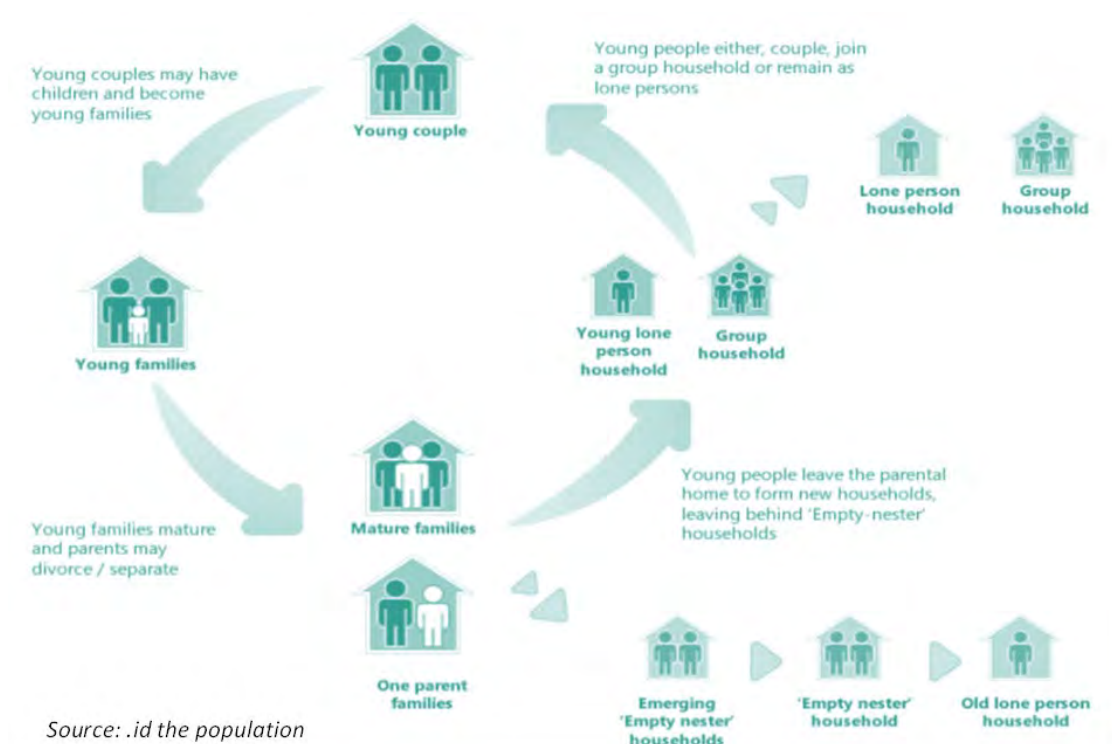
Source: U.S. Census Bureau 2011-2016 5-Year ACS.

3.5 The Household Cycle

As people age, they go through the “household cycle” and the need or desire to rent or own a dwelling can change. As a person gets older, there may be a need for personal care as well. Figure 3-2 depicts the lifecycle of an average household. As shown in the Household Life Cycle diagram, a household goes through several stages:

- A Young Lone Person or Group Household will typically rent.
- A Young Couple will typically rent but may begin planning for a home.
- A Young Family may rent but look at homeownership as well. A small home may transition to a larger home.
- Mature Families will generally own a home and may look at aging in place as their children grow older.
- Couples may divorce creating One Parent Households or a Lone Person Household. They may rent or own a home.
- As children grow older and leave home, Empty Nester Households are created. These households may no longer need their larger home and want to downsize to a smaller home, apartment, or condominium. They may also need care as they get older, so there may be a need for senior housing, assisted living facilities, or nursing homes.

Figure 3-2: Age and Household Lifecycle Diagram



3.6 Household Characteristics & Projections

A household is defined as one or more people who occupy a dwelling unit. People in a household may or may not be related. While the overall population of the City may be in decline, if the number of persons per household decreases – as is the trend – there still may be a need for additional housing units to accommodate the increased number of households.

Householder Relationship & Size

Table 3-2 illustrates the number of households and relationship of householders. This data shows that over 39% of households are comprised of married couples, with only 20% having children. Single person households comprise 53.3% of households and single-parent families account for 8.9% of households. The changing family dynamic of the population, including the trend of increasing numbers of single-person households, will certainly impact the needs for housing. The average household size of 1.94 and family size of 2.52 will likely continue to drop over the next twenty years.

Table 3-2: Householder Relationships & Size, City of Manawa

Household Type	Estimate	Margin of Error	Percent	Percent Margin of Error
Total households	651	±111	100%	(X)
Married-couple household	255	±88	39.2%	±11.6
With children of the householder under 18 years	56	±17	8.6%	±3.1
Cohabiting couple household	49	±25	7.5%	±4.0
With children of the householder under 18 years	27	±24	4.1%	±3.7
Male householder, no spouse/partner present	137	±52	21.0%	±8.2
With children of the householder under 18 years	11	±9	1.7%	±1.4
Householder living alone	107	±47	16.4%	±7.4
65 years and over	20	±10	3.1%	±1.5
Female householder, no spouse/partner present	210	±83	32.3%	±10.6
With children of the householder under 18 years	47	±24	7.2%	±3.8
Householder living alone	154	±83	23.7%	±11.1
65 years and over	112	±87	17.2%	±12.3
Households with one or more people under 18 years	153	±38	23.5%	±6.4
Households with one or more people 65 years and over	264	±115	40.6%	±12.5
Average household size	1.94	±0.20	(X)	(X)
Average family size	2.52	±0.34	(X)	(X)

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Household Projections

Table 3-3 shows that between 2010 and 2040, there is estimated to be a decrease of approximately 23 households in the City of Manawa, or a reduction of 3.5%. Table 3 also shows by 2040, that the average household size will decrease to 1.99 persons. This is down considerably from 2.28 people in 2010. As household size decreases, fewer people are living in housing units which may give an indication of need for smaller homes or rental units.

Table 3-3: Projected Households, City of Manawa

Households	2010 Census	2017-2021 5 Year ACS	2025 Projection	2030 Projection	2035 Projection	2040 Projection	Change 2017-2021 to 2040
Households	584	651	634	647	645	628	- 23
# Change	n/a	67	- 17	13	- 2	- 17	- 23
% Change	n/a	11.5%	-2.6%	2.1%	-0.3%	-2.6%	-3.5%
Person/HH	2.28	1.94	2.12	2.08	2.04	1.99	0.05

Source: US Census 2010, 2017-2020 5 Year ACS & WDOA, 2013.

3.7 Sensitive Populations

Sensitive populations include seniors and the economically disadvantaged, racial and ethnic minorities, the uninsured, low-income children, the elderly, the homeless, and those with other chronic health conditions. Sensitive populations are finding housing options that meet their needs to be non-existent, limited, and/or unaffordable.

Elderly Housing/Assisted Living

As discussed earlier, the City of Manawa's elderly (65+ years of age) population was nearly 23% of the total population. To help accommodate the needs of seniors as they age, the City of Manawa has two senior living complexes within its boundaries to help meet needs for the aging population. These facilities are located in the central part of the city and offer the conveniences of living in a walkable neighborhood, close to downtown.

Manawa Community Nursing Center
400 E 4th Street

Manawa Community Nursing Center is a small skilled nursing (25 bed) and assisted living (10 bed) facility and offers seniors long-term residential care or personal care assistance services. Hospice and respite care are also available, in addition to rehabilitation services, such as physical, occupational and speech therapies using in-house therapy equipment.



Wolf River Senior Village
615 Depot Street

Wolf River Senior Village is an independent senior living complex run by CAP Services which is rent-fixed (\$650-\$980/mo.). The facility has 18 two-bedroom/one-bath single-story units averaging 1,009 square feet. No skilled nursing or assisted living services are provided. This facility currently has an active waiting list.



Disabled Populations

The American Community Survey tries to identify six aspects of disability including hearing, vision, cognitive, ambulatory, self-care, and independent living. Table 3-4 shows that 13.5% of the Manawa civilian noninstitutionalized population is disabled in some manner. This represents 1 out of every 7.5 people within the community. While many of those with a disability are over 65, there are significant numbers of younger people with disabilities as well.

Table 3-4: Disability Status of Civilian, Non-Institutional Population, City of Manawa

Label	Estimate	Margin of Error	Estimate	Margin of Error
Total civilian noninstitutionalized population	1,264	±155	171	±80
With a disability	171	±80	13.5%	±5.6
DISABILITY TYPE				
With a hearing difficulty	82	±81	6.5%	±6.0
With a vision difficulty	16	±9	1.3%	±0.8
With a cognitive difficulty	46	±21	3.9%	±2.0
With an ambulatory difficulty	38	±15	3.2%	±1.3
With a self-care difficulty	27	±13	2.3%	±1.1
With an independent living difficulty	44	±18	4.5%	±1.9

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

There is an ever-increasing need for “aging in place” type homes that allow the elderly or disabled population to stay in their homes or move to dwellings that are ADA compliant (single-family or rental). This means that these homes may need a ramp at the front door, grab bars in the tub or shower, nonskid floors, more comfortable handles on doors or faucets, etc. to allow people to stay in their home. Older homes may need remodeling to accommodate elderly or disabled residents because rooms and hallways tend to be smaller, which makes it difficult to use a wheelchair, stairs prohibit access to the second floor and, in some instances, there is no bathroom on the first floor.

Single Parent Households

Table 3-5 shows that 8.9% of the households with children have one parent and no spouse. A single parent may find it challenging to find affordable housing when there is only one income in the household.

Table 3-5: Single Parent Households, City of Manawa

Household Type	Estimate	Margin of Error	Percent	Percent Margin of Error
Total households	651	±111	100%	(X)
Male householder, no spouseWith children of the householder under 18 years	11	±9	1.7%	±1.4
Female householder, no spouse, with children of the householder under 18 years	47	±24	7.2%	±3.8

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Sometime parents are unable to care for their children and the grandparents become responsible for them. This can be difficult because many grandparents are on fixed incomes and may have health limitations as well. Table 3-6 shows that 1.4% of households in the City consist of grandparents assisting with the caretaking of their grandchildren.

Table 3-6: Grandparents Living with Grandchildren, City of Manawa

Occupants Per Room	Estimate	Margin of Error	Percent	Percent Margin of Error
Total Households	651	±111	100.0%	(X)
Households with grandparents living with grandchildren	15	±19	1.40%	±1.6

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Low Income Populations

Low income population are defined as those making less than or equal to 50% of the Waupaca County Median Household Income (CMI). In this case, 22% of Manawa's population was nearly at or below this 50% threshold and are therefore considered low-income (Table 3-7). Those generally in the Low-to-Moderate Income (LMI) range comprise about 55% of households.

Table 3-7: Waupaca County Low to Moderate-Income Limits

INCOME AND BENEFITS (IN 2021 INFLATION-ADJUSTED DOLLARS)					
Low to Moderate Income	Low Income	Total households	651	±111	651 (X)
		Less than \$10,000	8	±8	1.2% ±1.2
		\$10,000 to \$14,999	22	±16	3.4% ±2.5
		\$15,000 to \$24,999	43	±20	6.6% ±3.1
		\$25,000 to \$34,999 (50% CMI is \$28,550 and \$32,600 for 1 and 2 person households respectively)	70	±28	10.8% ±4.7
		\$35,000 to \$49,999	67	±24	10.3% ±3.9
		\$50,000 to \$74,999	144	±45	22.1% ±8.1
		\$75,000 to \$99,999 (120% CMI is \$68k and \$78k fo 1 and 2 person households respectively)	147	±91	22.6% ±12.2
		\$100,000 to \$149,999	128	±83	19.7% ±11.5
		\$150,000 to \$199,999	6	±5	0.9% ±0.8
		\$200,000 or more	16	±12	2.5% ±1.7
		Median household income (dollars)	68,355	±13,762	(X) (X)
		Mean household income (dollars)	81,559	±10,560	(X) (X)
		Per capita income (dollars)	39,366	±6,380	(X) (X)

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

3.8 Housing Characteristics

Existing housing statistics can provide insight into the age of housing, potential condition, and the ratio of homeowners to renters. This can tell us about the possible need for housing rehabilitation, new housing, and what types of housing may be in demand.

Physical Characteristics

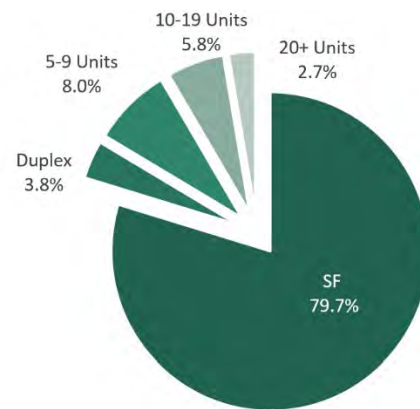
Housing Type / Units In Structure

The City of Manawa has a somewhat diversified housing stock (See Map 3-1). Table 3-8 shows that nearly over three-quarters (77.1%) of Manawa's housing units are 1-unit detached structures. These are individual structures that are open on all sides. In comparison, a 1-unit *attached* structure is separated from other structures by a shared wall. If you combine 1-unit detached structures, 1-unit attached structures, and mobile homes, the City's housing units consist of 79.8% single family units. There are relatively few duplexes (26, or 3.8%) and multiple-family structures account for 16.5% of the total units in Manawa.

Table 3-8: Units in Structure, City of Manawa

Units in Structure	Estimate	Margin of Error	Percent	Percent Margin of Error
Total housing units	676	±112	676	(X)
1-unit, detached	521	±105	77.1%	±6.8
1-unit, attached	12	±12	1.8%	±1.8
2 units	26	±27	3.8%	±4.0
3 or 4 units	0	±9	0.0%	±2.9
5 to 9 units	54	±30	8.0%	±4.6
10 to 19 units	39	±21	5.8%	±3.2
20 or more units	18	±15	2.7%	±2.2
Mobile home	6	±5	0.9%	±0.7
Boat, RV, van, etc.	0	±9	0.0%	±2.9

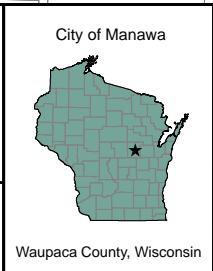
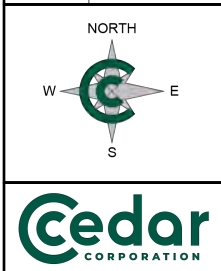
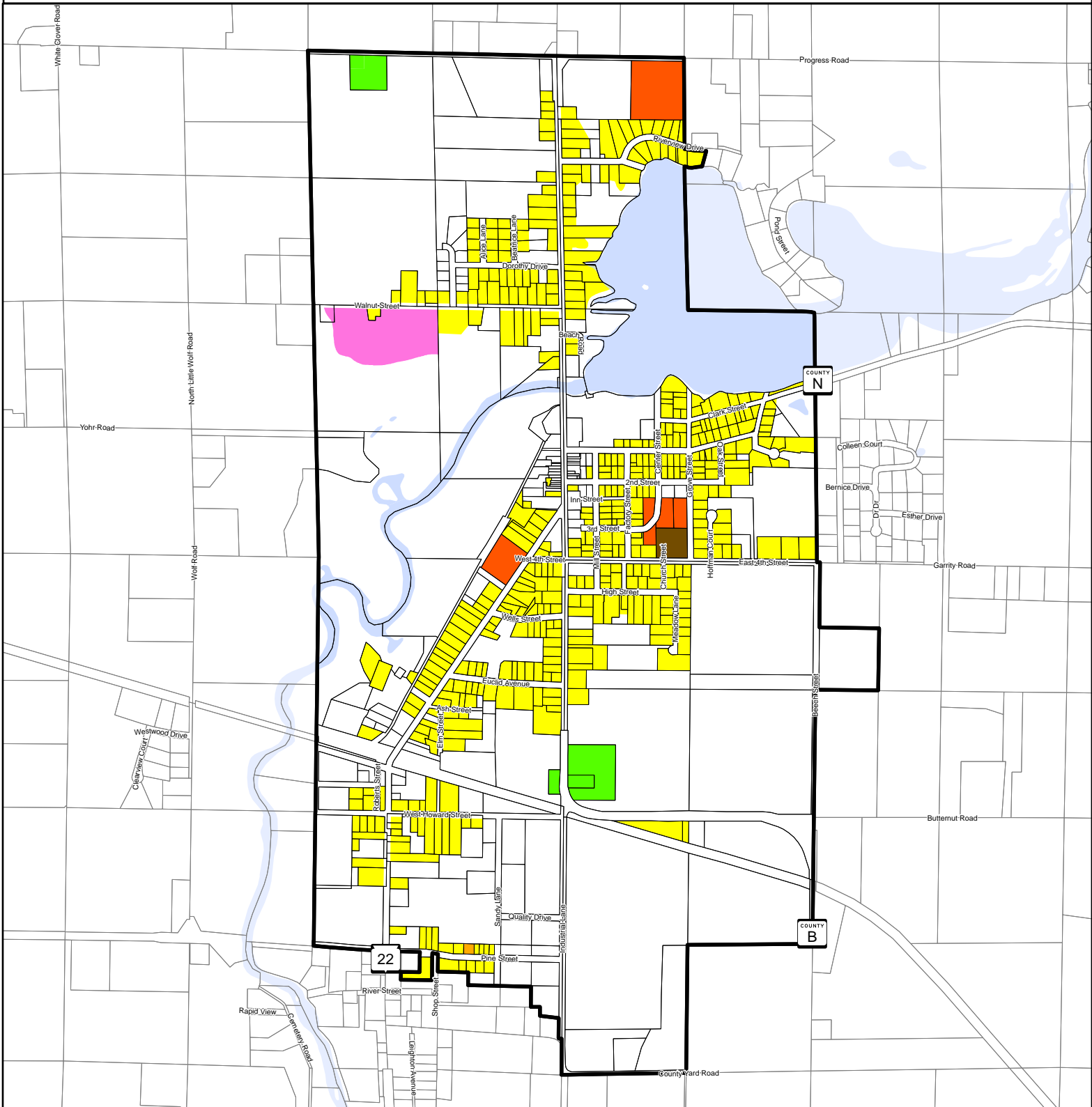
Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.



EXISTING RESIDENTIAL LAND USE

Map 3-1

City of Manawa



City of Manawa
Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

One-Family Residential	Farmsteads
Two-Family Residential	Group Quarters/Elder Care
Multiple-Family Residential	Water Features
Mobile Home Parks	Municipal Boundaries
	Parcels

Map Updated April 13, 2023

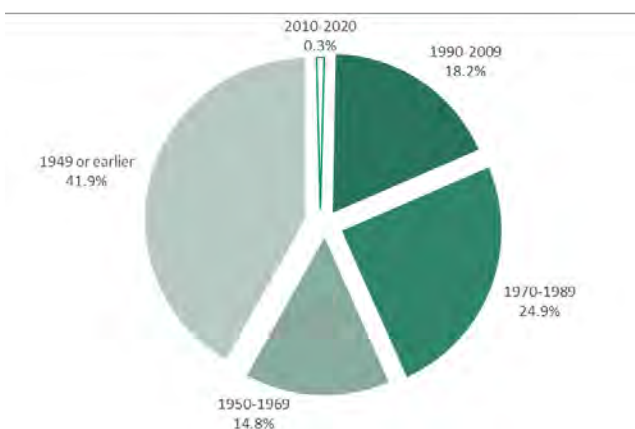
Age of Housing

Analyzing the age of the housing stock in the City of Manawa can give us a sense of the condition and accessibility of dwellings. In Manawa, just over 66% of all housing stock was built prior to 1980 (Table 3-9). This data also shows that 33.7% of the housing structures in the City were constructed after 1970 with only 0.3% of housing units being built after 2010. This figure is validated in that the City has had only one (1) new residential building permit pulled in the last 10 years.

Table 3-9: Age of Housing, City of Manawa

Year Structure Built	Estimate	Margin of Error	Percent	Percent Margin of Error
Total housing units	676	±112	(X)	(X)
Built 2020 or later	0	±9	0.0%	±2.9
Built 2010 to 2019	2	±3	0.3%	±0.5
Built 2000 to 2009	34	±19	5.0%	±3.0
Built 1990 to 1999	89	±37	13.2%	±5.4
Built 1980 to 1989	103	±81	15.2%	±11.0
Built 1970 to 1979	65	±43	9.6%	±6.3
Built 1960 to 1969	61	±27	9.0%	±4.1
Built 1950 to 1959	39	±14	5.8%	±2.3
Built 1940 to 1949	64	±24	9.5%	±3.8
Built 1939 or earlier	219	±88	32.4%	±11.5

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.



Although the 2017-2021 ACS data does not indicate the condition of the housing stock, homes built in 1980's or earlier may have structural, mechanical, or other conditions that may make them expensive to maintain, heat/cool, inaccessible to handicapped residents, or may have an impact on a person's health. Typical conditions of an aging housing stock include:

- Lead paint
- Asbestos in building materials
- Inefficient heating and cooling systems
- Old water and sanitary sewer systems
- Inadequate insulation/inefficient windows
- Steps into the home and bedrooms and bathrooms on the 2nd floor
- Narrow hallways and stairs and overall small rooms

To ensure these homes remain in good, livable condition it will be necessary for the City to use various code enforcement techniques, and utilization of available housing rehabilitation programs (if eligible) as well as selective redevelopment.

Rooms in Structure

The City of Manawa's housing stock has a wide variety of home sizes ranging from 2-room efficiency apartments to those with 9 or more total rooms. Bathrooms are not counted in this data. A majority (73.7%) of the homes fall within the 4 to 7 room range. A four room house would for example consist of two bedrooms, a living room and a kitchen. A seven room house may have additional bedrooms and perhaps a dedicated office, family room, or sunroom.

A majority of homes (65.7%) have either 2 or 3 bedrooms which work well for small families, but only 11.2% of units are 1 bedroom and the supply of these smaller units may not be meeting the demands of the population (Table 3-10).

Table 3-10: Rooms in Structure, City of Manawa

Label	Estimate	Margin of Error	Percent	Percent Margin of Error
ROOMS				
Total housing units	676	±112	(X)	(X)
1 room	0	±9	0.0%	±2.9
2 rooms	39	±40	5.8%	±5.8
3 rooms	43	±22	6.4%	±3.3
4 rooms	103	±39	15.2%	±6.1
5 rooms	132	±45	19.5%	±7.3
6 rooms	136	±88	20.1%	±11.6
7 rooms	128	±76	18.9%	±10.1
8 rooms	51	±18	7.5%	±2.9
9 rooms or more	44	±14	6.5%	±2.3
Median rooms	5.7	±0.5	(X)	(X)
BEDROOMS				
Total housing units	676	±112	(X)	(X)
No bedroom	0	±9	0.0%	±2.9
1 bedroom	76	±44	11.2%	±6.3
2 bedrooms	193	±56	28.6%	±9.3
3 bedrooms	251	±84	37.1%	±10.5
4 bedrooms	141	±81	20.9%	±10.6
5 or more bedrooms	15	±9	2.2%	±1.4

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Occupancy Characteristics

Occupancy Status

Of the total housing units in the City, 96.3% were occupied during the 2017-2022 ACS 5-year period (Table 3-11). The vacancy rates during this period were 2.1% for owner-occupied units and 2.9% for rental units. These rates are slightly lower than the 5% or more rates that were considered normal during the housing boom years and indicates that the City's housing supply may be a bit constrained.

Table 3-11: Housing Occupancy Status, City of Manawa

Occupancy Status	Estimate	Margin of Error	Percent	Percent Margin of Error
Total housing units	676	±112	(X)	(X)
Occupied housing units	651	±111	96.3%	±4.0
Vacant housing units	25	±27	3.7%	±4.0
Homeowner vacancy rate	2.10%	±3.2	(X)	(X)
Rental vacancy rate	2.90%	±5.2	(X)	(X)

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Housing Tenure

Over 58% of existing homes within the City of Manawa are owner occupied, leaving less than 42% as rental units (Table 3-12). Additionally, over 50% of householders have moved into the City after 2010, and only 16% of householders moved in prior to 1989. This shows that housing turnover is occurring due to the aging population with baby-boomers likely finding more suitable housing outside the community as there is a lack of small single-family homes and/or senior living apartments available.

Table 3-12: Housing Tenure & Year Householder Moved In, City of Manawa

Label	Estimate	Margin of Error	Percent	Percent Margin of Error
HOUSING TENURE				
Occupied housing units	651	±111	(X)	(X)
Owner-occupied	381	±83	58.5%	±10.9
Renter-occupied	270	±92	41.5%	±10.9
Average household size of owner-occupied unit	2.18	±0.27	(X)	(X)
Average household size of renter-occupied unit	1.60	±0.31	(X)	(X)
YEAR HOUSEHOLDER MOVED INTO UNIT				
Occupied housing units	651	±111	(X)	(X)
Moved in 2019 or later	33	±15	5.1%	±2.6
Moved in 2015 to 2018	285	±103	43.8%	±12.6
Moved in 2010 to 2014	77	±29	11.8%	±5.3
Moved in 2000 to 2009	121	±29	18.6%	±5.2
Moved in 1990 to 1999	31	±15	4.8%	±2.4
Moved in 1989 and earlier	104	±81	16.0%	±11.4

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Overcrowding

The U.S. Census Bureau defines occupied housing units with more than one person per room as being over-crowded. As shown in Table 3-13, during the 2017-2021 time period, no over-crowding existed within the City of Manawa's housing stock.

Table 3-13: Overcrowding, City of Manawa

Occupants Per Room	Estimate	Margin of Error	Percent	Percent Margin of Error
Occupied housing units	651	±111	651	(X)
1.00 occupants or less	651	±111	100.0%	±3.0
1.01 to 1.50 occupants	0	±9	0.0%	±3.0
1.51 or more occupants	0	±9	0.0%	±3.0

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Housing Value Characteristics

In general, housing is fairly affordable in Manawa as compared to other areas of the region and state, however local housing market conditions have changed considerably since the most recent Census data collection.

Table 3-14 shows estimated home values in the City of Manawa. A majority of homes are valued between \$50,000 and \$200,000 and are relatively evenly distributed across each \$50,000 increment. About 33% of homes are valued between \$50,000 and \$99,999, 36% are valued between \$100,000 and \$149,999, and 24% are valued between \$150,000 and \$200,000. Very few low-value or high-value homes exist in Manawa. Only 16 owner-occupied units were valued at less than \$50,000, and only 24 units were valued between \$200,000 and \$499,999.

Table 3-14: Housing Values, City of Manawa

Label	Estimate	Margin of Error	Percent	Percent Margin of Error
VALUE				
Owner-occupied units	381	±83	(X)	(X)
Less than \$50,000	16	±10	4.2%	±2.7
\$50,000 to \$99,999	111	±32	29.1%	±10.8
\$100,000 to \$149,999	138	±41	36.2%	±10.8
\$150,000 to \$199,999	92	±81	24.1%	±17.6
\$200,000 to \$299,999	17	±9	4.5%	±2.7
\$300,000 to \$499,999	7	±9	1.8%	±2.6
\$500,000 to \$999,999	0	±9	0.0%	±5.1
\$1,000,000 or more	0	±9	0.0%	±5.1
Median (dollars)	123,000	±18,621	(X)	(X)

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

The median home value during this time period was \$123,000, although recent home sales during the housing crisis have increased significantly. See section 3.5 Housing Market Characteristics for additional information on realty trends.

Map 3-2 shows the distribution of residential property values across the City of Manawa based on current assessed land and improvement values. Not surprisingly, the older parts of the City have the lower home values, while the outer edges of the City have been built up more recently and have larger lots and larger homes, hence higher values. The areas showing lower property values could possibly be targeted for housing program information that can be used to maintain older residential properties.

3.9 Income, Employment & Wage Characteristics

Income levels, employment opportunities, and wages directly affect the type of housing a person can afford. An examination of these characteristics is helpful in determining whether the current housing stock of the City is affordable to its residents as well as where affordable home targets can be set with respect to new housing development.

Household Incomes

Most common income measures deal with values at the household or family level rather than for individuals. This emphasizes the role of the household/family as a fundamental economic unit. It is widely recognized that 3 persons living as a family with an income of \$30,000 are considerably better off economically than 3 persons living alone each with \$10,000 incomes. It may be the same number of dollars per person, but the family benefits from sharing many of the household costs such as mortgage payments or rent, utilities and even food.

Census Household Income

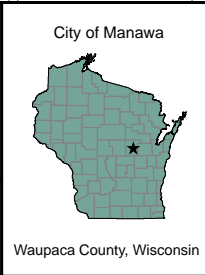
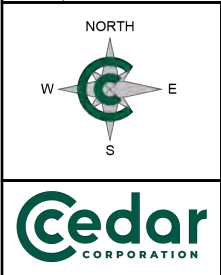
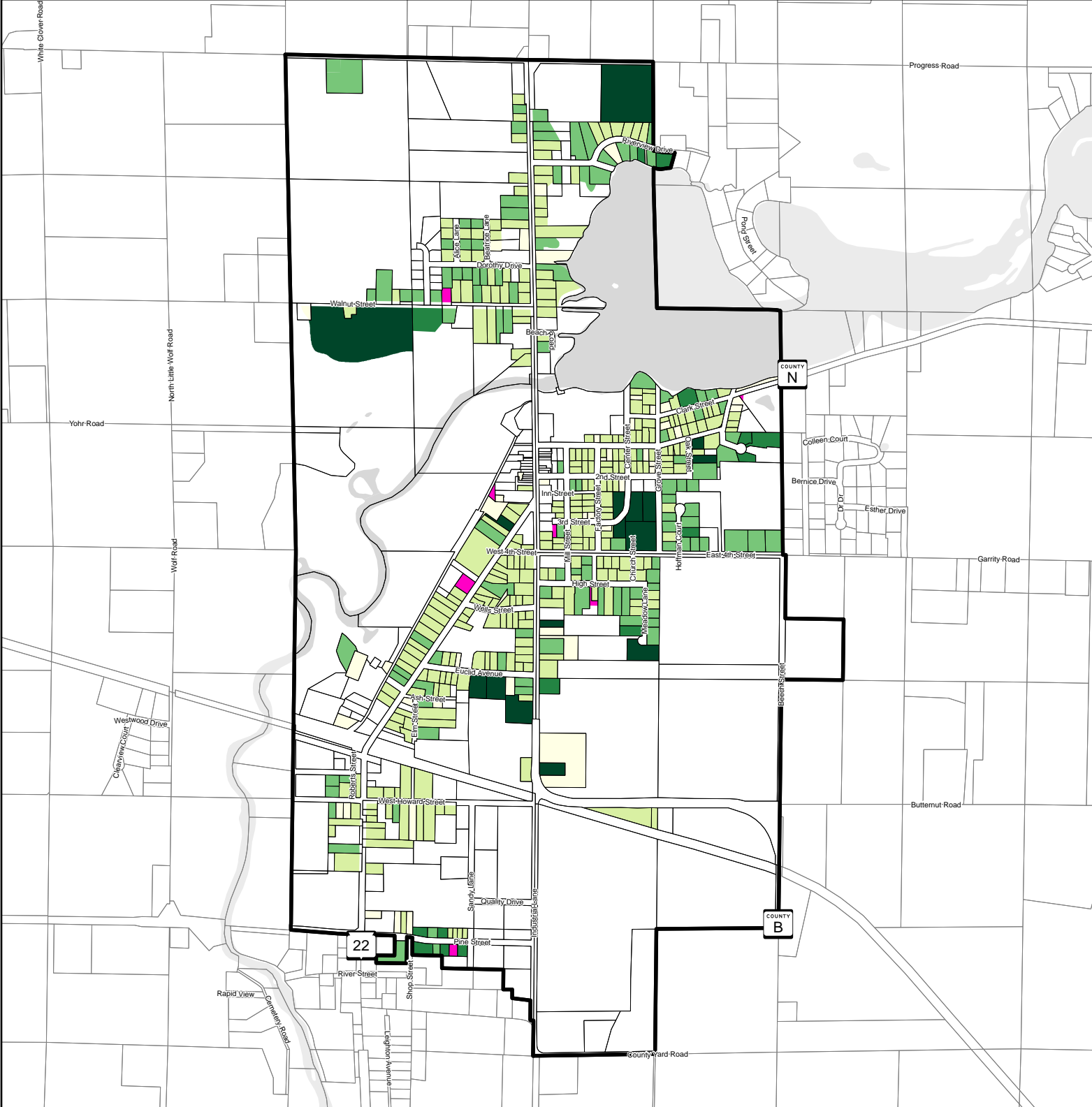
The Census' ACS 5-year data in Table 3-15 shows that the 2021 median household income (MHI) in the City of Manawa is \$68,355 which is slightly more than that of both the County and the State of Wisconsin. MHI is typically used versus 'average' income since most definitions of affordable housing are based on this (60-120% of MHI), as well as most housing assistance programs utilize some percentage of the MHI to qualify applicants.

A majority (64.4%) of households earn between \$50,000 and \$150,000, with only 3.4% earning more than that. It should also be noted that the 32.2% of the households are earning less than \$50,000, and even more concerning is that 10.0% of households earn between \$10,000 and \$25,000.

HOUSING VALUES FOR RESIDENTIAL PROPERTIES

City of Manawa

Map 3-2



City of Manawa
Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

Total Assessed Value

- <\$50k
- \$50k-\$99,999
- \$100k-\$149,999
- \$150k-\$199,999
- \$200k+
- Exempt

Other Features

- Water Features
- Municipal Boundaries
- Parcels

Household incomes have everything to do with what type and how much housing can be afforded but remember that while the “30% Rule” is a good gauge for assessing the community as a whole, the reader must remember that “affordability” is much different if you’re making \$250,000 per year (30%=\$75,000 or \$6,250 per month) versus \$40,000 per year (30%=\$12,000 or \$1,000 per month).

Table 3-15: 2017-2021 Household Annual Income, City of Manawa

Income & Benefits (in 2021 Inflation Adjusted Dollars)	Estimate	Margin of Error	Percent	Percent Margin of Error
Total households	651	±111	651	(X)
Less than \$10,000	8	±8	1.2%	±1.2
\$10,000 to \$14,999	22	±16	3.4%	±2.5
\$15,000 to \$24,999	43	±20	6.6%	±3.1
\$25,000 to \$34,999	70	±28	10.8%	±4.7
\$35,000 to \$49,999	67	±24	10.3%	±3.9
\$50,000 to \$74,999	144	±45	22.1%	±8.1
\$75,000 to \$99,999	147	±91	22.6%	±12.2
\$100,000 to \$149,999	128	±83	19.7%	±11.5
\$150,000 to \$199,999	6	±5	0.9%	±0.8
\$200,000 or more	16	±12	2.5%	±1.7
Median household income (dollars)	68,355	±13,762	(X)	(X)
Mean household income (dollars)	81,559	±10,560	(X)	(X)
Per capita income (dollars)	39,366	±6,380	(X)	(X)
Waupaca County Median HH Income	65,070	±1,811	(X)	(X)
State of Wisconsin Median HH Income	67,080	±329	(X)	(X)

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Adjusted Gross Income

Another measure of income is using the State’s Adjusted Gross Income (AGI) which is defined as gross income minus adjustments to income. Gross income includes your wages, dividends, capital gains, business income, retirement distributions as well as other income. Adjustments to income include such items as educator expenses, student loan interest, alimony payments or contributions to a retirement account. As shown in Table 3-16, the City of Manawa had an average annual income of \$48,328 which is significantly lower than both the County and the State.

Table 3-16: 2021 Adjusted Gross Income per Return, City of Manawa

Jurisdiction	Average Annual Income per Return	Median Annual Income Per Return
City of Manawa	\$48,328	\$39,850
Waupaca County	\$56,632	\$40,587
State of Wisconsin	\$66,369	\$39,164

Source: Wisconsin Department of Revenue, 2022.

Employment and Wages

Table 3-17 shows the type of industries in the City of Manawa provided by the North American Industry Classification System (NAICS). NAICS is the standard used by Federal statistical agencies in classifying business establishments for the purpose of collecting, analyzing, and publishing statistical data related to the U.S. business economy. This information can be used to evaluate local average annual wages by industry to determine if wages are adequate to afford housing in Manawa.

In the City of Manawa, the top three (3) industries employ an estimated 897 workers who have average annual wages between \$40,185 and \$64,067 which is between 70% and 110% of the County Median Income when cross-referenced with Table 24. Thus, we can conclude that these wages would allow a person to afford housing in Manawa. The next three (3) industries employ an estimated 135 workers who have average annual wages between \$16,532 and \$27,595 which is about 28% to 48% of the County Median Income when cross-referenced with Table 3-20. One can see that these wages would make it difficult for that person to find affordable housing in Manawa. Finally, Table 21 does not show any statistically significant employment growth over the next three years in any industry.

Table 3-17: 2022 Industry Snapshot, City of Manawa

NAICS	Industry	Current			5-Year History		3-Year Forecast				
		Empl	Avg Ann Wages	LQ	Empl Change	Ann %	Total Demand	Exits	Transfers	Empl Growth	Ann % Growth
31	Manufacturing	708	\$64,067	7.66	-69	-1.8%	223	85	145	-7	-0.3%
61	Educational Services	121	\$40,185	1.34	-17	-2.6%	33	17	19	-2	-0.7%
62	Health Care and Social Assistance	68	\$41,287	0.42	6	1.8%	20	10	11	-1	-0.4%
81	Other Services (except Public Administration)	47	\$22,741	0.96	10	5.0%	16	7	10	-1	-0.5%
44	Retail Trade	44	\$27,595	0.38	3	1.4%	16	8	10	-2	-1.6%
72	Accommodation and Food Services	44	\$16,532	0.46	14	7.8%	24	11	13	0	0.2%
48	Transportation and Warehousing	32	\$46,687	0.57	13	10.4%	11	5	7	-1	-0.7%
92	Public Administration	28	\$39,768	0.52	21	32.7%	7	3	5	-1	-0.9%
23	Construction	16	\$52,348	0.24	-2	-2.3%	5	2	3	0	-0.5%
52	Finance and Insurance	13	\$57,175	0.27	0	-0.5%	3	1	2	0	-0.7%
71	Arts, Entertainment, and Recreation	8	\$20,042	0.35	0	-0.1%	3	1	2	0	-0.1%
51	Information	5	\$44,555	0.22	-7	-15.4%	1	1	1	0	-1.0%
11	Agriculture, Forestry, Fishing and Hunting	3	\$36,296	0.23	0	-1.0%	1	1	1	0	-1.3%
53	Real Estate and Rental and Leasing	2	\$40,958	0.09	2	n/a	1	0	0	0	-1.0%
42	Wholesale Trade	1	\$64,664	0.03	0	0.7%	0	0	0	0	-0.8%
54	Professional, Scientific, and Technical Services	1	\$40,916	0.01	0	3.7%	0	0	0	0	-0.5%
Total - All Industries		1,142	\$44,671	1.00	-27	-0.5%	377	164	228	-15	-0.4%

Source: JobsEQ® 2022 Q3. Based on four quarter moving average.

3.10 Housing Market Characteristics

The housing market within the Manawa area follows similar trends as those being felt across the state. In general, a low supply of housing has increased purchase and rental prices significantly. Declines in housing production further exacerbate housing needs, and higher mortgage interest rates have priced many working individuals, couples, and families out of the home ownership market. A summary of some of the factors associated with the housing market, including home sales, land sales, new construction, and employer identified needs, are provided in this section as a means to ensure that the City's housing strategies align with the trends and needs.

Home Sales

Recent conversations with homebuilders, realtors, and property managers in northeastern Wisconsin indicate that current vacancy rates are very low within most communities and homes that do go up for sale typically do not stay on the market long. Realtors have stated that the asking price of homes is often above the assessed value and that the accepted offer can be even higher than the asking price because of the demand. This trend continues, even in the face of higher interest rates.



The Federal Reserve started to adjust the fed funds in March 2022 and completed eight rates hikes to date that brought the Federal funds rate close to 5%. Higher mortgage interest rates on top of recent sharp price increases of houses severely reduce home ownership affordability. As a result, several housing sector statistics started to deteriorate during 2022.

This is shown through data from the Wisconsin Realtors Association for existing home sales in Wisconsin. The number of homes sold in 2022 started to slow in mid-2022 and intensified during the last three months of the year, falling 31% compared with 2021. Home prices continue to grow, but at a slower rate. The average median price increased 10.6%, year-over-year, in the first half of 2022 and 8.4% in the second half of 2022.

A search of Realtor.com during January and February shows there might be two or three homes for sale in the City of Manawa at any given time, as well as perhaps another half-dozen rural homes within a few miles of the City. A review of major home sales websites in late February 2023 (shorewest.com, remax.com, and coldwellbanker.com) showed that no homes were available for sale within the City limits, illustrating just how tight the housing market is.

According to the Wisconsin Realtors Association, the average cost of a home in November 2022 was \$259,950, a jump from \$240,000, the average cost in November 2021.

A review of the Waupaca County GIS Real Estate Sales website showed little recent home sales activity within the City during 2021 and 2022 with more sales occurring during the prior five-years. Figure 3-3 and Table 3-18 show an example of home sales within a single portion of the City south of 4th Street and just west of the Manawa High/Middle School.

Keep in mind that according to the Wisconsin Realtors Association, the average cost of a new home in November 2022 was \$259,950, a jump from \$240,000, the average cost in November 2021. In fact, the average cost went up even further in March of 2023 to \$272,500.

Figure 3-3: Representative Neighborhood for Home Sales, City of Manawa



Table 3-18: Recent Home Sales, City of Manawa

Land Type	Sale Year	Acreage	Total Sale Price	Value Per Acre
Residential	2015	0.62	\$158,000	\$254,839
Residential	2017	1.03	\$160,000	\$155,340
Residential	2017	1.28	\$220,000	\$171,875
Residential	2017	0.26	\$56,000	\$215,385
Residential	2018	n/a	\$97,400	n/a
Residential	2018	0.8	\$76,500	\$95,625
Residential	2018	0.62	\$114,300	\$184,355
Residential	2018	0.42	\$98,400	\$234,286
Residential	2018	0.64	\$129,900	\$202,969
Residential	2019	n/a	\$91,900	n/a
Residential	2019	0.31	\$148,500	\$479,032
Residential	2019	0.27	\$124,900	\$462,593
Residential	2020	0.27	\$83,500	\$309,259

Source: Waupaca County GIS Real Estate Sales, 2022

Land Sales

The recent sale of raw lands for new development within or adjacent to the City of Manawa has been minimal if non-existent over the past ten or more years. Land costs for development have always been an issue, however; since the early 2000's, the agricultural community has been more prosperous and thus, land for crop raising (or manure spreading) has increased in price

and is in high demand. A review of agricultural land sales for 2021 (Table 3-19) shows that no farmland sales occurred in Waupaca County for uses other than farmland. Looking at other surrounding counties, the pattern is similar with very few land sales transactions for accommodating new development.

Table 3-19: Agricultural Land Sales, Waupaca and Surrounding Counties, 2021.

County	Agricultural land continuing in agricultural use			Agricultural land being diverted to other uses			Range for land continuing in ag use	
	Number of transactions	Acres sold	Dollars per acre	Number of transactions	Acres sold	Dollars per acre	Lowest Price	Highest Price
Marathon	31	2,064	4,329	-	-	-	2,200	8,000
Outagamie	36	2,404	7,745	2	41	7,880	3,550	12,500
Portage	13	589	3,346	1	12	4,600	2,703	5,800
Shawano	21	875	6,756	1	36	6,000	3,500	9,722
Waupaca	11	916	5,937	-	-	-	3,826	8,025
Waushara	12	591	4,124	1	129	3,795	2,826	5,750
Winnebago	19	843	6,520	3	65	8,831	4,250	9,985
Wisconsin	1,147	66,959	6,202	82	2,947	32,158	850	31,753

Source: Wisconsin Agricultural Land Sales Report, 2021, WI Dept. of Agriculture, Trade & Consumer Protection, 2022.

Building Permits

Between 2010 and 2022 the City had only one building permit for new home construction issued in 2015. This lack of building activity is partly based on the City of Manawa's proximity to several larger communities such as Waupaca, New London, and Clintonville which offer more it terms of urban amenities and housing option.

3.11 Employer Identified Needs

In partnership with the City and the Waupaca County Economic Development Corporation (WCEDC) interviews with two major employers (the Manawa School District and Sturm Foods, Inc.) were conducted in mid-March, 2023 to gain perspective on how the affordable housing shortage is impacting their respective abilities to retain existing workers and hire new workers. The interviews raised a number of valid points and findings as follows.

Manawa School District

The Manawa School District has a total of 80 employees, with 49 of them being teachers, 25 support staff, and six administrative staff. About one-half of these employees live within the school district, while the other half live in larger cities (Waupaca, New London, etc.) outside of the district. Even less live within the City of Manawa itself. Often times this choice is driven more by where the employee's spouse works, or perhaps the desire to live in a larger city with more entertainment options. Additionally, it appears that many teachers like to live in a different community or school district to have increased separation between their personal and professional lives.

Affordable housing has not been a critical issue for the District in terms of attracting or retaining employees, however; it was noted that for new incoming staff there appears to be a shortage of quality apartment rentals as often times this form of housing is initially desired by new employees until they are ready to find a home to purchase. With only two apartment complexes in the City, new District employees often find them to be fully occupied, with waiting lists. In fact, years ago, these apartment complexes would typically save one or two units to offer to new teachers coming to the District, although that is not the case anymore due to housing demands.



There continues to be an increase in employee turnover within the District, noting that during the 2022-2023 school year, 17 positions had turned over, with about one-half being due to retirements. The other one-half due to either a desire to change their work surroundings and/or increase their pay. In 2023, the District's base teacher salary was \$40,000 (planned to increase in 2024 to \$42,000). The highest paid teacher in the District makes just over \$70,000.

To date, the District has not felt the need to add/offer financial incentives geared toward housing, although the Administrator's contract does have a provision for a \$1,000 stipend if they have a permanent address within the District boundaries.

It was noted that the District's student population continues to decline; and, should more housing be built in the City and surrounding area, it may help to stabilize or even increase the enrollment should these new residents have/decide to have children.

The District has seen an increased need/desire for technical education classes from its students and noted needs for an additional full-time teacher for their woods and metals programs. However, the general shortage of teachers has prevented them from finding a candidate to expand these programs.

Lastly, it was noted that several other issues may rank higher for the District than the availability of affordable housing. Most notably, the need for affordable child-care services. While not a huge issue with teachers, some of the District's support staff have occasional challenges with day to day transportation.

Sturm Foods

Sturm Foods, a division of Treehouse Foods, has existed as a business since 1901 with the Manawa facility going through a major expansion in 1998 to produce multiple product lines and create the facilities that exist today. The company currently employs approximately 700 persons at its Manawa facilities, down from about 1,200 employees nearly 10 years ago. Automation and production efficiencies have helped the company maintain its current employment levels.



The company has a goal of 5% or less for position vacancies at any one time and has generally been meeting that target. Employee turnover is common though, partly due to the workforce age and ongoing/impending retirements. However, it was noted that employee turnover has been less in recent years due to company-wide initiatives to raise base salaries, provide flexible shift scheduling, and near-term plans to eliminate mandatory overtime. These changes have quickly made Sturm Foods a top-tier employer within the County, which has resulted in the attraction of new workers from the area previously employed at other major industries within the County. A majority of positions available in the future would be at the Operator and above levels which have hourly wages in the \$20-\$26 range. This equates to approximately \$41,500-\$54,000 per year, which is between 70% and 90% of the County's Median Household Income for a 1 person household.

To date, the company has not had any noticeable issues with new employees finding housing in the City of Manawa or the surrounding area. This is partially due to the fact that most employees choose to live in other nearby larger communities (Waupaca, New London, Clintonville, etc.) which offer more entertainment and recreation opportunities, as well as increased housing options. While housing availability in the City of Manawa is not a major concern, it was agreed that some additional housing units, particularly affordable rental apartments, would be beneficial in terms of providing current and future employees with more housing options.

The company estimates its workforce to be roughly 50/50 male versus female, with an average age about 45 years. They expect a steady number of employees leaving their workforce due to retirements over the short-term but feel they have positioned themselves in the market to adequately attract new workers. In addition, Sturm's workforce is comprised of about 75% "family" employees and there have been noticeable issues related to having affordable and accessible child-care services nearby, or within the County as a whole.

In summary, Sturm Foods is positioned quite well and should be a stable industry within the City for years to come. While there are no major housing issues currently, the company continues to monitor the changing needs of its workforce and will reach out to the City to inform, or request assistance, as needed.

3.12 Housing Affordability Analysis

Definition of Affordable Housing

In order to address the issue of affordable workforce housing, it is useful to provide a context and definition for what is considered to be affordable. For the purposes of this report, the standard definition for housing affordability is used. This definition states that households should pay no more than 30% of their gross income for housing and related costs (property taxes, utilities, maintenance, etc.), which would leave 70% of a household's income for food, clothing, transportation, and other necessities. If a household spends more than 30% of its income on housing and related costs, then the household is considered overburdened.

For the City of Manawa this definition can be put into perspective by reviewing its County Annual Household Median Income (MHI). As shown in Table 3-20, Waupaca County's MHI (100%) ranges from \$57,100 to \$107,600 depending on the number of persons within a household.

Table 3-20: County Median Household Income Limits, Waupaca County

Income Limits	1 Person	2 People	3 People	4 People	5 People	6 People	7 People	8 People
30% CMI <small>Very Low Income</small>	\$17,150	\$19,600	\$22,050	\$24,450	\$26,450	\$28,400	\$30,350	\$32,300
50% CMI <small>Low Income</small>	\$28,550	\$32,600	\$36,700	\$40,750	\$44,050	\$47,300	\$50,055	\$53,800
60% CMI	\$34,260	\$39,120	\$44,040	\$48,900	\$52,860	\$56,760	\$60,660	\$64,560
80% CMI <small>Moderate Income</small>	\$45,650	\$52,200	\$58,700	\$65,200	\$70,450	\$75,650	\$80,850	\$86,100
100% CMI	\$57,100	\$65,200	\$73,400	\$81,500	\$88,100	\$94,600	\$100,110	\$107,600
120% CMI	\$68,520	\$78,240	\$88,080	\$97,800	\$105,720	\$113,520	\$120,132	\$129,120

Source: Dept. of Housing & Urban Development, effective 4/29/2022

Using the range of median incomes, a set of Annual Income Limits are developed as also shown in Table 3-20. The limits represent the percentile of annual median household income (MHI). Below 30% (\$24,450 for a 4-person household) of MHI is considered to be "*very low income*". Between 30 and 60% MHI (>\$24,450 but <\$48,900 for a 4-person household) defines "*low income*". 60%-120% of MHI (>\$48,900 but <\$97,800 for a 4-person household) is specified as "*moderate income*" and is the target range for the provision of affordable housing. It is presumed that those households with an MHI above 120% have no issue in finding market rate housing that is still considered to be affordable at that income range.

All of these income factors translate into the ability to pay 30% of the household income for housing expenses. This in turn, ties into the lack of supply of homes or apartments that can remain affordable. As shown in Table 3-21, the amount of income available for paying rent and associated housing costs (for the target 60%-120% MHI category) ranges from \$1,223 to \$2,445 per month. Housing and rental markets have changed significantly since the beginning of the COVID pandemic and, due to short supply, single-family residence prices have increased by 30% or more in many cases. Monthly rents continue to be on the increase as well.

Table 3-21: Affordable Housing Monthly Cost Limits, Waupaca County

Income Limits	1 Person	Mo. Max @ 30%	2 People	Mo. Max @ 30%	3 People	Mo. Max @ 30%	4 People	Mo. Max @ 30%
30% CMI <small>Very Low Income</small>	\$17,150	\$429	\$19,600	\$490	\$22,050	\$551	\$24,450	\$611
50% CMI <small>Low Income</small>	\$28,550	\$714	\$32,600	\$815	\$36,700	\$918	\$40,750	\$1,019
60% CMI	\$34,260	\$857	\$39,120	\$978	\$44,040	\$1,101	\$48,900	\$1,223
80% CMI <small>Moderate Income</small>	\$45,650	\$1,141	\$52,200	\$1,305	\$58,700	\$1,468	\$65,200	\$1,630
100% CMI	\$57,100	\$1,428	\$65,200	\$1,630	\$73,400	\$1,835	\$81,500	\$2,038
120% CMI	\$68,520	\$1,713	\$78,240	\$1,956	\$88,080	\$2,202	\$97,800	\$2,445

Source: Dept. of Housing & Urban Development, effective 4/29/2022, Cedar Corporation, 2022.

A comparison of average annual wages within the City (Table 21) illustrates that many common, and necessary, industry professions such as teachers and health care workers, may earn enough to afford housing as a single person or even with a non-working spouse, however; the addition of one or more children changes this significantly and two wage earners within the household will likely be required to stay within the 60%-120% of the county MHI.

Housing Burden

The U.S. Department of Housing and Urban Development (HUD) defines affordable housing (for rent or purchase) for which the occupant is paying no more than 30% of their household income for gross housing expenses, whether as an owner or renter.

Homeowner Affordability

Table 3-22 shows selected monthly owner-occupied mortgage costs as a percentage of household income. This data shows that 56% of owner-occupied units have a mortgage. Of those 213 units with a mortgage, nearly one-half (48.8%) have monthly mortgage costs between \$500 and \$999. Another 31.5% have monthly mortgage costs between \$1000 and \$1,499.

Table 3-22: Selected Monthly Owner-Occupied Mortgage Costs, City of Manawa

Selected Monthly Owner Costs	Estimate	Margin of Error	Percent	Percent Margin of Error
Owner-occupied units	381	±83	381	(X)
Housing units with a mortgage	213	±38	213	(X)
Less than \$500	6	±6	2.8%	±2.6
\$500 to \$999	104	±32	48.8%	±10.2
\$1,000 to \$1,499	67	±19	31.5%	±8.3
\$1,500 to \$1,999	27	±12	12.7%	±5.8
\$2,000 to \$2,499	9	±10	4.2%	±4.8
\$2,500 to \$2,999	0	±9	0.0%	±9.0
\$3,000 or more	0	±9	0.0%	±9.0
Median (dollars)	987	±87	(X)	(X)
Housing units without a mortgage	168	±85	168	(X)
Less than \$250	0	±9	0.0%	±11.2
\$250 to \$399	17	±11	10.1%	±8.1
\$400 to \$599	33	±14	19.6%	±14.3
\$600 to \$799	109	±85	64.9%	±22.2
\$800 to \$999	5	±5	3.0%	±4.0
\$1,000 or more	4	±5	2.4%	±3.1
Median (dollars)	634	±22	(X)	(X)

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Costs associated with owning a home can vary significantly. Gross housing expenses include the mortgage payment, real estate taxes, homeowners insurance, utilities, fuels, mobile home costs, and condominium fees. Table 3-23 shows that 26.8% of owners with a mortgage paid more than 30% of their household income for housing costs. Note that these figures were reported prior to the COVID-19 pandemic and the intense affordable housing shortages of the last couple of years may likely have increased the numbers from what is shown.

Table 3-23: Selected Monthly Owner-Occupied Mortgage Costs, City of Manawa

Selected Monthly Owner Costs	Estimate	Margin of Error	Percent	Percent Margin of Error
Housing units with a mortgage (excluding units where SMOCAPI cannot be computed)	213	±38	213	(X)
Less than 20.0 percent	105	±25	49.3%	±9.7
20.0 to 24.9 percent	30	±12	14.1%	±5.8
25.0 to 29.9 percent	21	±14	9.9%	±6.6
30.0 to 34.9 percent	30	±18	14.1%	±7.3
35.0 percent or more	27	±15	12.7%	±6.5
Not computed	0	±9	(X)	(X)
Housing unit without a mortgage (excluding units where SMOCAPI cannot be computed)	167	±84	167	(X)
Less than 10.0 percent	113	±84	67.7%	±20.1
10.0 to 14.9 percent	23	±12	13.8%	±10.8
15.0 to 19.9 percent	9	±10	5.4%	±7.0
20.0 to 24.9 percent	6	±6	3.6%	±4.2
25.0 to 29.9 percent	2	±3	1.2%	±2.1
30.0 to 34.9 percent	0	±9	0.0%	±11.3
35.0 percent or more	14	±11	8.4%	±7.1
Not computed	1	±2	(X)	(X)

SMOCAPI = Selected Monthly Owner Costs as a Percentage of Income

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Renter Affordability

Costs associated with renting can vary significantly compared to homeownership. Renters do not directly have to pay property taxes, insurance costs are less, and utility costs may be included with the rent. Gross rent is the amount of the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels if these are paid for by the renter or for the renter by someone else.

Table 3-24 shows selected monthly gross rents for the 2017-2021 time period. This data shows that over 83% of renters are paying gross rents less than \$1,000 per month. Just over 15% of renters are paying more than \$1,000 in rent and the median gross rent was \$714.

Table 3-24: Selected Gross Rent Costs, City of Manawa

Label	Estimate	Margin of Error	Percent	Percent Margin of Error
GROSS RENT				
Occupied units paying rent	266	±92	266	(X)
Less than \$500	31	±18	11.7%	±7.5
\$500 to \$999	194	±93	72.9%	±13.7
\$1,000 to \$1,499	32	±23	12.0%	±9.9
\$1,500 to \$1,999	9	±11	3.4%	±4.3
\$2,000 to \$2,499	0	±9	0.0%	±7.2
\$2,500 to \$2,999	0	±9	0.0%	±7.2
\$3,000 or more	0	±9	0.0%	±7.2
Median (dollars)	714	±25	(X)	(X)
No rent paid	4	±5	(X)	(X)

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Table 3-25 shows that 18.2% of renters paid more than 30% of their household income for housing costs in 2010. Note that figures in both tables were reported just as/prior to the COVID-19 pandemic and the intense affordable housing shortages of the last couple of years.

Table 3-25: Gross Rent as a Percentage of Household Income, City of Manawa

Percentage of Income	Estimate	Margin of Error	Percent	Percent Margin of Error
GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME (GRAPI)				
Occupied units paying rent (excluding units where GRAPI cannot be computed)	266	±92	266	(X)
Less than 15.0 percent	153	±94	57.5%	±18.9
15.0 to 19.9 percent	27	±18	10.2%	±8.4
20.0 to 24.9 percent	21	±16	7.9%	±6.3
25.0 to 29.9 percent	17	±11	6.4%	±5.2
30.0 to 34.9 percent	21	±16	7.9%	±6.3
35.0 percent or more	27	±18	10.2%	±7.3
Not computed	4	±5	(X)	(X)

GRAPI = Gross Rent as a Percentage of Income

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Affordable Housing Gap

To identify gaps in affordable housing within the City of Manawa, actual household income ranges are used to calculate what the household could pay for housing that would be considered affordable. Then the number of homes that fit those incomes are compared to see if there is a shortage of homes for households to purchase. Table 3-26 shows the gap between household income levels and approximate home value for the City of Manawa's households. To calculate this, the following assumptions were made:

- A 5% down payment was provided.
- The home loan has a fixed rate of 6.68% for 30 years.
- Property taxes were based on 1.75% of home value.
- Yearly homeowners insurance is 0.5% of the home value.
- Private mortgage insurance is 0.75% of home value.
- 22% of gross income is spent on the mortgage.

Table 3-26: Affordable Housing Gap Analysis, City of Manawa

Household Income Level	Total Households	Minimum Affordable House Value	Maximum Affordable House Value	Approximate Home Value	Estimated # of Houses at or Below Maximum Affordable House Value	Housing Gap
Less than \$10,000	8	\$0	\$0	Less than \$30,000	0	-8
\$10,000 to \$24,999	65	\$0	\$49,999	Less than \$50,000	16	-49
\$25,000 to \$49,000	137	\$50,000	\$89,999	\$50,000-\$99,999	111	-26
\$50,000 to \$74,999	144	\$90,000	\$139,999	\$100,000 to \$149,999	138	-6
\$75,000 to \$99,999	147	\$140,000	\$199,999	\$150,000 to \$199,999	92	-55
\$100,000 to \$149,999	128	\$200,000	\$289,999	\$200,000 to \$299,999	17	-111
\$150,000 or more	22	\$290,000	Or more	\$300,000 or more	7	-15

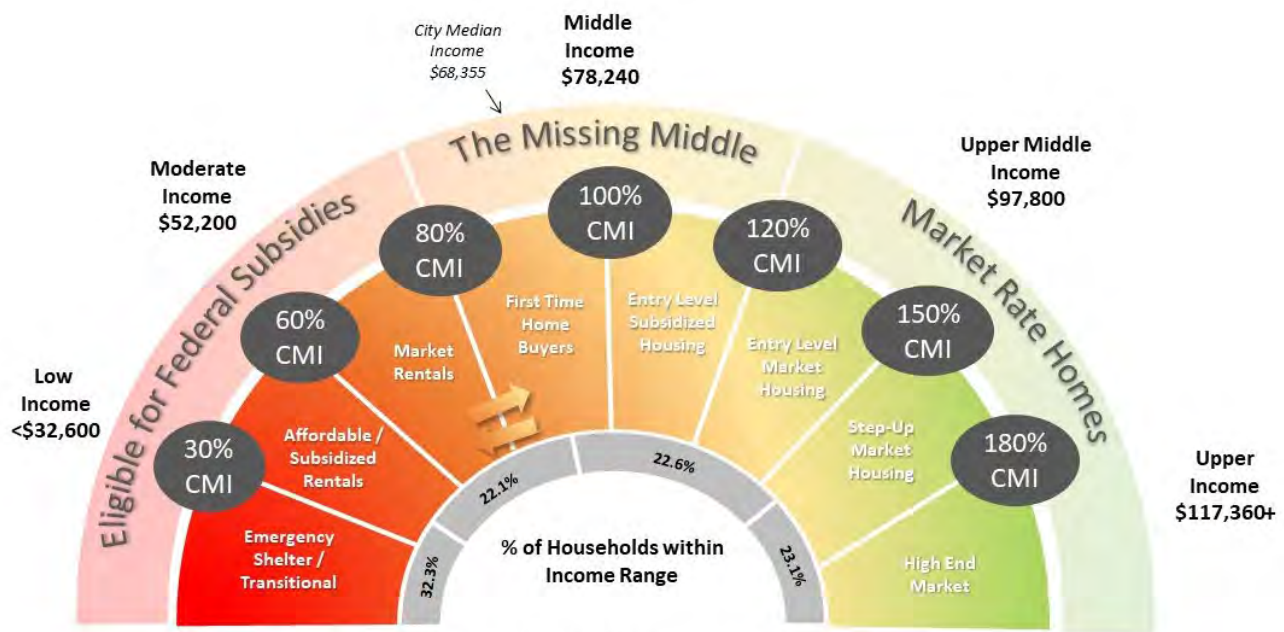
Source: US Census 2017-2021 ACS 5 year estimate

The Table shows that there is a gap (shortage) in housing across all income levels for homes that would be considered affordable (homes costing less than 30% of the household income). Table 3-26 shows that there are an estimated 441 households with income levels over \$50,000. This income group can afford homes that cost about \$90,000 or more. However, Manawa has an estimated shortage of 187 homes that households in this income level could afford. The result is that these households are buying lesser valued homes, competing directly with households in lower income levels. This increased buying demand forces up home prices for the lower income level households forcing them to spend more than 30% of their income on housing (and foregoing other expenditures) or to seek lower priced homes, homes below their household affordability level. By constructing more homes valued at \$150,000 or more, households with higher incomes may purchase them, freeing up lower cost housing for others, but this does not address affordable housing for the lowest of household incomes. Most homes available for \$60,000 or less are typically mobile homes or small single-family homes in need of rehabilitation.

The Housing Bridge

The Housing Bridge (Figure 3-4) is a concept developed by a company called Foothold which helps to illustrate housing affordability across the spectrum of incomes found in a community. These incomes generally relate to specific housing types ranging from permanent supportive housing on the low end all the way up to second-home ownership on the high end. Subsidized housing happens by way of vouchers, low-income tax credits and employer-incentivized programs, while affordable and market rentals and first time/entry level homes are already being incentivized by communities utilizing Tax Increment Financing, land donations, and other methods.

Figure 3-4: Housing Bridge, City of Manawa



Income Limits are 2019 HUD calculated County Median Income limits for 2-person households.
Household Income percentages sourced from U.S. Census, 2017-2021 5-Year ACS.

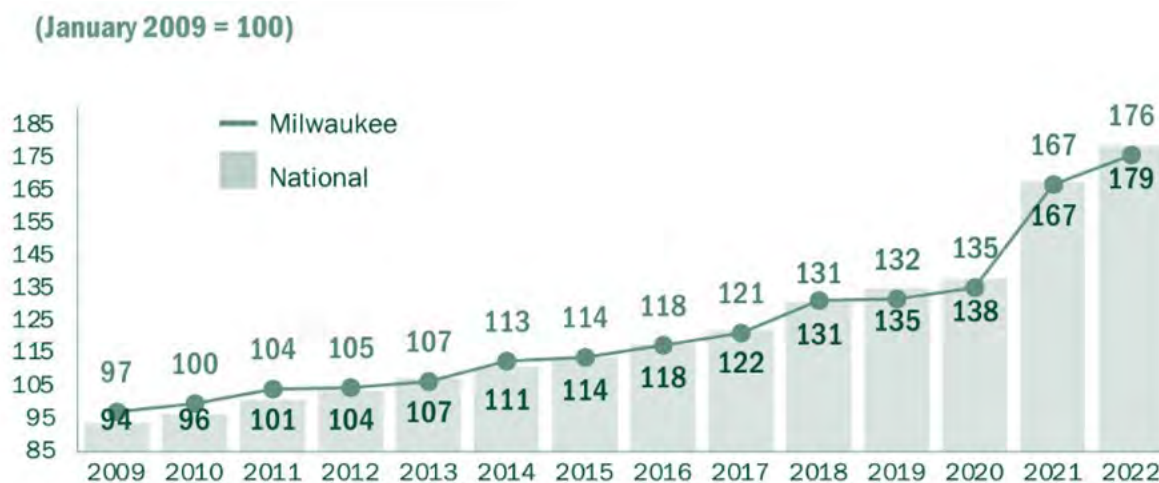
The Housing Bridge for the City of Manawa shows that more than one-half of the community is earning incomes which place them at or below the “First Time Homebuyers” market. Nearly 30% of the City’s households fall within the “Missing Middle” category, making between 60% to 120% of the median income. Those within this range likely require “Missing Middle” style housing which is different than the typical larger-lot single-family style of housing that has been common in the recent past (See Chapter 8). This portion of the housing bridge has left developers, community members, and housing suppliers scratching their heads as to viable solutions. The challenge in addressing “Missing Middle” housing is that the wages associated with this portion of housing are too high to qualify for any traditional or subsidized housing, but it must be separated from traditional market-rate housing.

3.13 Development and Infrastructure Costs

Construction Costs

A major reason housing development is becoming prohibitively expensive is that costs for building materials and labor have increased greatly. Supply chain issues stemming from the Covid 19 pandemic, along with construction labor shortages have not only reduced the number of new homes constructed but have also increased the prices of these homes. According to a recent study released by the Wisconsin Realtors Association, construction costs are rising faster than inflation (Figure 3-5) and are due in part to increases in material prices (Figure 3-6) coupled with severe labor shortages.

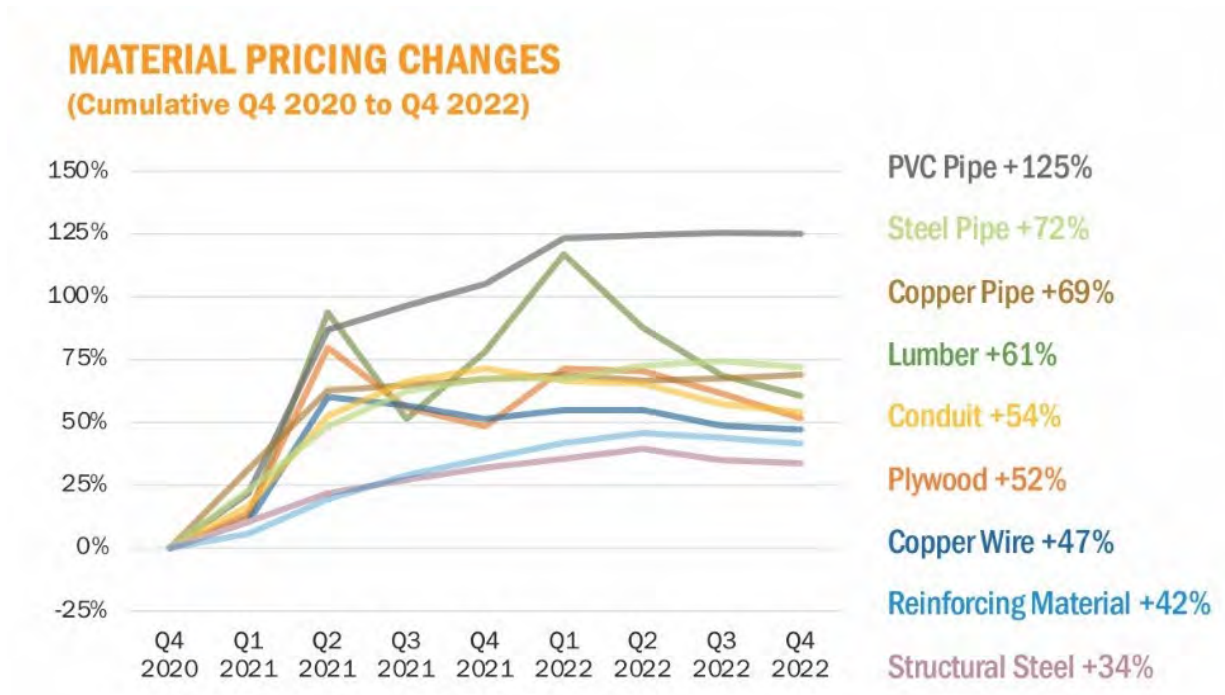
Figure 3-5: Construction Cost Index 2009-2022.



Source: Mortensen.com, February 2022

Consider this information sourced from Wisconsin Bank and Trust: “The Bureau of Labor Statistics’ Producer Price Index showed the first waves of the pandemic driving prices for most construction materials to record highs. Lumber peaked at \$1,500/1000 board feet in April and May of 2021. That price dropped through the summer, only to spike again in the autumn. By December 2021, prices for U.S.-produced softwood lumber were 8.6% higher than the previous year. December 2021 also saw iron and steel prices up 125% compared to the year before. Mills and factories that halted production at the onset of the pandemic were slow to ramp back up; labor shortages also played a significant role in the crawl back to normalcy. Additionally, rising fuel prices had spiked the cost of shipping and delivery. Ready-mix concrete saw a 7% year-over-year increase at the end of 2021. Gypsum products rose almost 20% during the same period, while paint and coating costs were also up 16.7%.”

Figure 3-6: Material Price Change, Q4 2020-Q4 2022.



Source: Mortensen.com, February 2022.

Needless to say, construction costs have and will continue to play a large role in the overall affordability of housing. To further exacerbate these construction woes, the housing industry also lost many home builders and developers after the 2008 recession who went out of business. Furthermore, in 2021, 73% of Wisconsin construction firms had labor shortages. Lastly, a combination of land costs, interest rates, and development constraints have further contributed to the challenges and risks associated with developer and builder profits. As such, many home builders and developers who are willing to make the large investments necessary to build homes are only focusing on the market-rate homes in well-known markets, located in larger cities, in proven neighborhoods.

Infrastructure Costs

Another key factor related to increased housing costs is the cost of public infrastructure. In 2020 Cedar Corporation researched costs for streets and utilities that it received for projects bid in 1998, 2008, and 2018. Table 3-27 shows the costs for per linear foot for street, sidewalk, watermain, storm sewer, and sanitary sewer construction had increased by 185% between 1998 and 2018. During the same time, the national inflation rate rose 54.1%, meaning that the infrastructure costs associated with home development far outpaced inflation. This large increase in street and utility costs is a main contributor to the financial gap developers have when trying to construct affordable housing.

Table 3-27: Street and Utility Costs for New Development

Item	Per Foot Cost		
	1998	2008	2018
Street	\$80.02	\$134.28	\$224.67
Sidewalk	\$9.94	\$16.97	\$21.78
Watermain	\$36.25	\$70.28	\$109.74
Storm Sewer	\$26.12	\$35.00	\$78.91
Sanitary Sewer	\$32.19	\$53.94	\$90.23
Total per Foot	\$184.52	\$310.47	\$525.33

Source: Cedar Corporation, 2020.

Table 3-22 takes the total per foot construction costs from Table 3-27 and applies it to different lot widths. This table assumes a house is being built on both sides of the street thus sharing the linear foot costs. The smaller lot sizes allow for a better distribution of construction costs, lowering each lot's share of the infrastructure costs.

Table 3-27: Infrastructure Costs Per Lot

Lot Width	1998	2018	% Increase
100' wide lot:	\$9,200	\$26,250	185%
80' wide lot:	\$7,380	\$21,000	
50' wide lot:	\$4,600	\$13,125	

Source: Cedar Corporation, 2020.

Infrastructure Funding

Street and utility costs remain one of the biggest obstacles to affordably priced housing. As a result, most, if not all, of the communities that Cedar has worked with over the past several years, have had to support the costs of the public infrastructure costs for new residential development or run the risk that it would not occur. This additional support typically takes the form of TIF dollars being used to offset or pay for the public infrastructure within the framework of the State's TIF regulations.

An example using TIF funding shows it would cost an estimated \$173,250 to construct 330 feet of road assuming a 36' wide road with a 5' sidewalk on one side. If six homes, three per each side of the street, were constructed and valued at \$250,000 each (\$1.5M total) - using various reasonable assumptions on tax, inflation, and interest rates - it would take approximately 10 years for a typical TIF District to recover the costs to build just this street segment.

Example Affordable Housing Projects and the Capital Stack

Affordable housing projects can be expensive given the factors discussed previously. The need for various investors, financiers, subsidies, and incentives have never been higher. This is referred to as The Capital Stack and represents the different layers of financing sources that go into funding the purchase and improvement of a real estate project. Below are two case studies (2018) on projects that have been completed by Movin' Out, a non-profit affordable housing developer from Madison, Wisconsin, that Cedar Corporation has worked with in the past. Neither project would have occurred without multiple sources of funding including TIF.

Elven Sted Apartments – Stoughton

- 33 units of mixed-income apartments
- 11 units targeted to households where one family member has a permanent disability.
- Worked with City to plan and develop City-owned site as part of the City's



TOTAL DEVELOPMENT COST \$7,344,000	
First Mortgage	\$640,000
9% Tax Credit Equity	\$5,550,000
Tax Incremental Financing	\$428,000
City Discount on Land Sale	\$164,000
HOME Funds	\$372,000
State of Wisconsin Brownfield Grant	\$190,000

Pioneer Ridge –Wisconsin Dells

- 72 units of mixed-income housing
- 18 units targeted to households where one family



TOTAL DEVELOPMENT COST \$13,055,713	
First Mortgage	\$2,675,000
9% Tax Credit Equity	\$7,234,277
Tax Incremental Financing (TIF)	\$715,000
WHEDA Second Mortgage	\$560,000
State HOME Funds	\$500,000
Federal Home Loan AHP Funds	\$675,000
Deferred Developer Fee	\$21,436

3.14 Affordable Housing Trends, Tools, and Strategies

Having affordable housing is vital for any community. It allows younger working adults and new families to move into or remain in Manawa while providing housing options for elderly residents who may desire a smaller home or a condominium where home and yard maintenance are provided through association fees. There are several techniques the City may use to create affordable housing opportunities. Many of these techniques revolve around the City's current zoning regulations which could be modified to improve conditions related to housing affordability. Map 3-3 illustrates the current residential zoning of properties within the City.

Affordable Housing Trends, Tools & Strategies

Missing Middle Housing

The “missing middle” is a term used to describe housing types with densities that fall between detached single-family homes and larger mid-rise multi-family buildings (Figure 3-7). Housing types include duplex, triplex & fourplex, courtyard apartments, townhouses, live/work units, among others. “Missing middle” would typically exclude single-family homes and larger (>6 unit) apartments, however there may be circumstances whereby a fully planned out new neighborhood could include some limited amounts of these uses. While these unit types typically provide for medium density, they often have a lower perceived density due to their design and small building footprint. A wide variety of affordable “missing middle” housing styles, ranging from 700 to 1,300 square feet can be built on lots as small as 5,000 square feet and with as little frontage as 30 feet. Missing middle building types can help developers maximize affordability and returns without compromising quality by providing housing types that are simple and affordable to build.

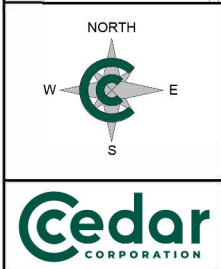
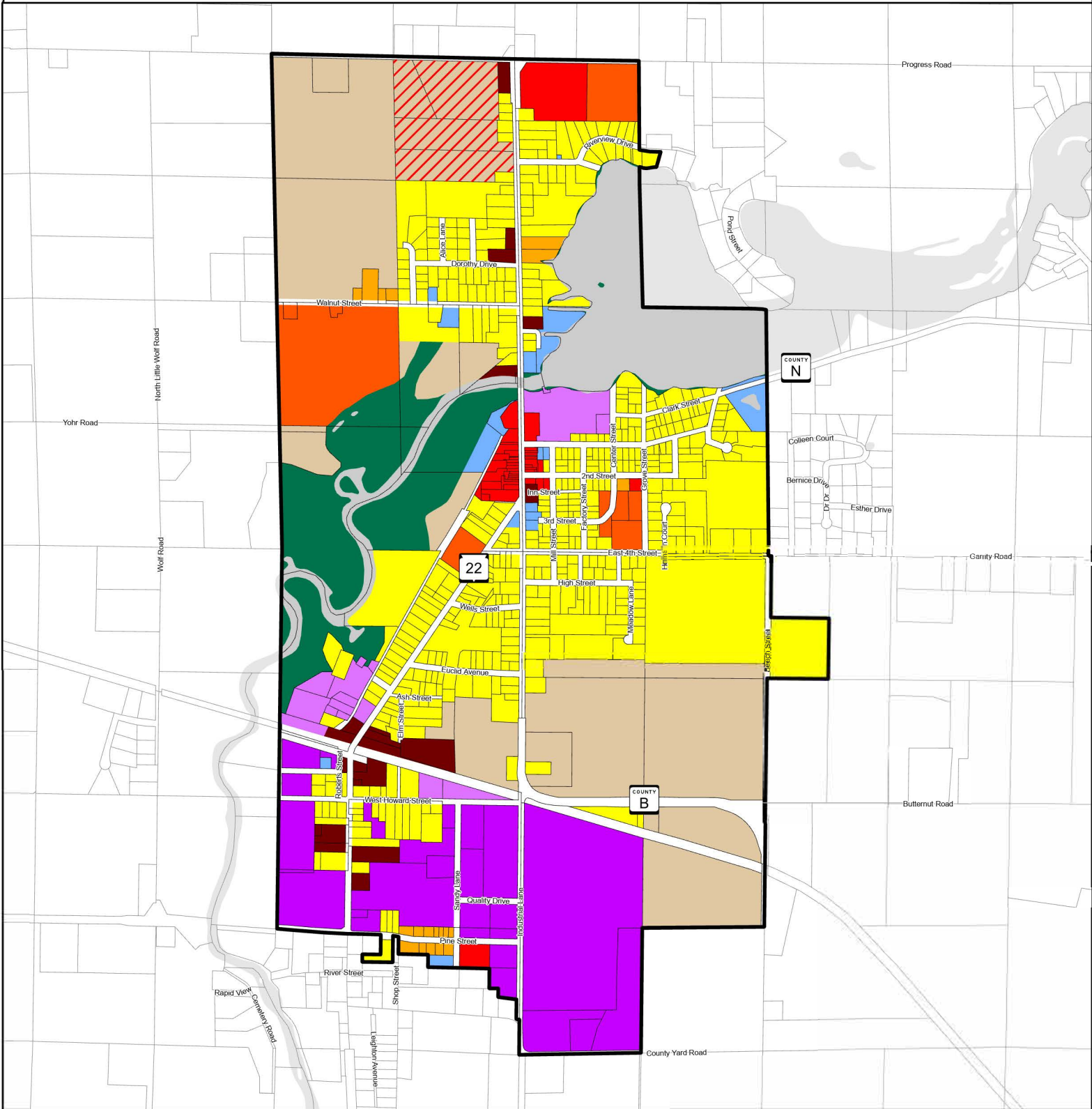
Figure 3-7: Missing Middle Housing Styles.



EXISTING ZONING

Map 3-3

City of Manawa



City of Manawa
Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

1R One-Family Residence District	LM Light Industrial District
2R Two-Family Residence District	P Public Use District
3R Multiple-Family Residence District	FP - Flood Plain
1B Local Business District	Wastewater Treatment Overlay District
2B General Business District	Water Features
3B Intensive Business District	Commercial PUD
AG General Agriculture District	Municipal Boundaries
GM General Industrial District	Parcels

The term “gentle density” applies here as well. Gentle density is a slow transition from single-family dwellings to a denser residential use that is designed to fit within the context and scale of the neighborhood. Gentle density would be the opposite of placing a 16 unit apartment building next to an existing single-family neighborhood and instead, would look at scattering the 16 units, in perhaps four 4-unit buildings across a broader development area which is interspersed with single-family and duplex housing. It is important to remember that the term “missing middle” also refers and directly ties to those in the workforce who are making 60–120% of the area’s median household income.

A strong city needs to make sure that its land use is productive: that is, that the activity taking place on that city's land is creating enough wealth to support the infrastructure and services needed for that place to continue to exist and thrive. One way to measure this is to examine the ‘value per acre’, in this case associated with residential development. Map 3-4 illustrates the value per acre of all residentially used properties within the City. By taking the assessed value of the lot and improvements and dividing it by the lot size, a picture of the relative ‘efficiency’ of land use can be created. If the City desires to increase its efficiency in this area, it will need to strive for the creation of smaller lots, with medium to higher value homes. A \$500,000 house on a one-acre lot is much less efficient than four \$200,000 homes on the same property.

Cottage Style & Pocket Neighborhood Developments

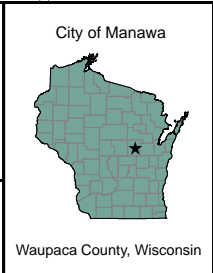
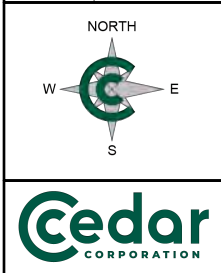
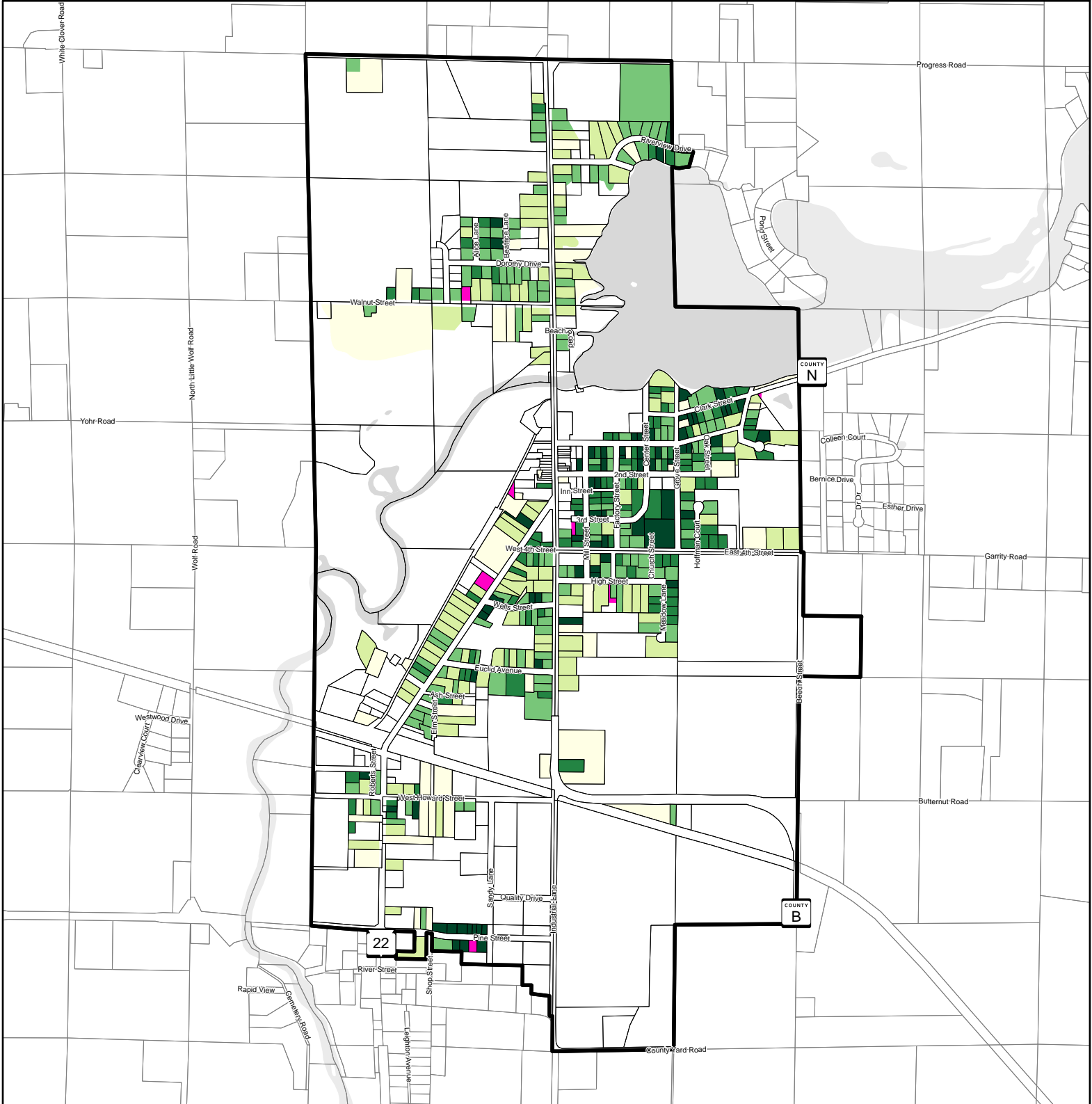
Two specific forms of Missing Middle housing are Cottage Style (or Cottage Court) and Pocket Neighborhood styles of development, suitable for both rural and urban environments. This style consists of small (600-1,000 sq. ft.) cottage-style homes that prioritize function in a limited living space. While many cottages are one-and-a-half or two-story properties, the overall square footage tends to be lower.

These homes tend to be more about the surrounding property and outdoor spaces that the cottages are arranged around, rather than sprawling floor plans and a disconnectedness from neighbors. Nature, plantings, and gardens also tend to be a valued aspects of cottage living.



RESIDENTIAL PROPERTY VALUE PER ACRE City of Manawa

Map 3-4



City of Manawa
Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

Value Per Acre	
<\$100k	
\$100k-\$199,999	
\$200k-\$299,999	
\$300k-\$399,999	
\$400k+	
Exempt	

Other Features	
	Water Features
	Municipal Boundaries
	Parcels

Common features can include a front porch, a back deck or some other area conducive to spending time outdoors and socializing with other residents. In a more urban setting, cottage-style developments can be referred to as ‘pocket neighborhoods’ as variances from traditional lot size and layout regulations can allow for these units to be clustered on two to three vacant urban lots, for example. This is a good tool for employing the “gentle density” concept discussed earlier. Cottages are an appealing option for many home buyers. The smaller size can be good for those who are downsizing, and smaller houses are often more affordable than their larger counterparts.

While the City of Manawa’s zoning ordinance does contain Planned Unit Development (PUD) provisions (Article IV), the minimum development size required to apply for a PUD is 3 acres. This may restrict the ability to allow for these types of development and more flexibility may be needed to encourage such housing styles. Furthermore, the current One Family Residential (1R) District has a minimum dwelling size of 960 square feet which may need to be relaxed in order to accommodate smaller cottages.

Smaller Residential Lot Sizes

Decreasing minimum lot sizes and frontages would (in addition to helping to keep land costs down) provide for greater efficiencies in the delivery of such services as postal delivery, garbage, and school bus pickup. Also, in terms of cost savings, the more homes that front on a street, the less the impact on the individual homeowner when paying assessments for sewer main, water main, sidewalk, or street repairs. Increasing the density of new development, whether greenfield or redevelopment based, is becoming a necessity for the development of new affordable housing.

Increased density makes people nervous however as they typically envisions rows of monotone duplexes, or massive non-descript apartment buildings. Additional stigma is often applied to the residents of these types of housing and is often baseless when the trends and facts are examined. Make no mistake however, that increasing density should not reduce the quality of design or construction. Currently, Manawa has a minimum lot size of 8,000 sq. ft. in its One-Family Residence (1R) District. The allowance of even smaller lots – perhaps as small as 5,000 square feet could be considered in some portions of the City in order to increase affordability.

Accessory Dwelling Units (ADUs) on Residential Parcels

As Manawa residents continue to age, there often comes a time when they might not want to maintain a separate home but do not wish to live in a retirement or elderly care home. An alternative would be to allow small, secondary living quarters on one residential parcel. Known as ADUs, or sometimes as “granny flats,” these types of units allow the elderly to maintain their own independent living quarters for sleeping and washing while being able to easily interact with their family for meals and socializing in the principal residence. They can provide an affordable rental option for students or young couples. The City of Manawa does not have any provisions in its current Zoning Ordinance which allows for the construction of Accessory Dwelling Units. A new section of code would need to be developed and approved in order to facilitate the development of ADUs within the City.



Elimination of Single-Family Residential Zoning

One of the more extreme trends that has been sweeping the nation is that of eliminating single-family residential only zoning districts in favor of allowing additional duplex, triplex, and accessory dwelling units to increase affordability. Minneapolis was the first major city to eliminate single-family zoning, in 2019. In 2020, the Portland City Council voted to change residential zoning rules to allow more duplexes, triplexes, fourplexes and accessory dwelling units to be built amid single-family homes. In 2021, Seattle voted to replace its “single-family” zoning designation with the term “neighborhood residential zones,” stopping short of changing zoning but opening the door to alternative policies. While this approach has been used in mostly larger cities, there no reason to not consider it within smaller cities. For the City of Manawa, a good first step may be to simply allow for duplexes in single-family zoned areas.

Traditional Neighborhood Development (TND)

Traditional Neighborhood Developments (TNDs) are compact, mixed-use neighborhoods where residential, commercial, and civic buildings are within close proximity to each other. Wisconsin requires all cities and villages, with a population of over 12,500 residents, to develop an ordinance that permits this type of development.

As shown in the example of a TND, the typical features that are part of such developments, including:

- Parks, schools, civic buildings, and commercial establishments are located within walking distance of homes.
- Residences with narrow front setbacks, front porches, and detached rear garages or alley-loaded parking.
- Network of streets and paths suitable for pedestrians, bicyclists, and vehicles.
- Narrower streets with crosswalks, streetscaping, and other traffic-calming measures.
- In-scale development that fits the local context.
- Buildings oriented to the street with parking behind.
- Different types of housing options in residential areas.

Currently, Manawa's zoning ordinance does not contain a specific district or set of regulations that allow TND neighborhoods by right. The City does have a Planned Unit Development District which may allow for a majority of the listed design features and outcomes; however, it is simply an option for a developer to consider and they are not required to meet these basic neighborhood development principles if doing a traditional subdivision.



Aging In Place

As people age, their ability to move within their own home, or even stay within their own community, can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home can cause a great deal of difficulty. In other cases, elderly people who desire to downsize may not have appropriate housing styles available in their community to accommodate their needs.

From a community perspective, aging in place means having a diverse set of housing types and styles which can offer the opportunity to move out of a larger home and into a smaller house, apartment or assisted living facility that is more suited to their needs. Recent housing market trends are showing that people are living in their homes longer, mostly due to price and the overall availability of different housing options. While 1,800 square foot ranch homes are suited well for families, when the majority of the housing stock is comprised of such units, it makes it very challenging for a resident to stay within their own community.

The City will need to embrace the ‘aging in place’ concept and can help support it by ensuring that a diverse set of housing types are built in the future and that its existing housing stock is well-maintained, energy-efficient, and has the ability to be modified to allow for a lower income older population.

Healthy Residential Design

How new neighborhoods are designed can impact the lives of the residents who live there. The built environment, which includes homes, parks, streets, business, and sidewalks, can affect a person’s physical, mental, and social well-being. This concept is becoming more accepted as states and the nation address health trends such as obesity rates. Some of the general concepts behind the health impacts of development include:

- Providing safe transportation options creates opportunities for exercise, reduces traffic congestion, and improves pedestrian/bicyclist safety.
- Incorporating parks or access to existing parks provides opportunities to be physically active, gather with friends/community, or to relax.
- Large lot subdivision may increase the need to drive, requiring the consumption of more fossil fuels and increasing air pollution.

To counter potential negative health impacts of development, the City may create an evaluation form and conduct a health impact assessment for all new developments. A health impact assessment looks at how a new development fits within its nearby surroundings and can evaluate how it affects the existing, natural resources, creates safe environments, or increases traffic congestion.

3.15 Housing Goals, Strategies & Recommendations

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Strategies are more specific than goals, can be shorter-term in nature, and provide guidance and direction which support the overall goals. Strategies are usually attainable through direct action and implementation of plan policies and recommendations. The accomplishment of strategies contributes to the fulfillment of the goal.

Goal 1: Maintain an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for all income levels, age groups, and special housing needs.

Strategy 1.1: Encourage new residential development that provides a balance of low-income, moderate-income, and high-income housing, and an appropriate mix of single-family, two-family, multi-unit, and senior housing.

Strategy 1.2: Promote the availability of new assisted living and elder care facilities while continually monitoring the housing needs of the aging population.

Strategy 1.3: Support opportunities for multi-family, group housing, and other high-density residential development within existing neighborhoods with established sewer, water, parks, sidewalks, and other public infrastructure and facilities.

Recommendation 1.3.1: Multi-family residential projects shall be required to meet the following minimum standards:

- The project will not have an undue adverse impact on the character of the surrounding neighborhood nor result in large pockets of high-density housing.
- The school district must have sufficient capacity to accommodate new students who will live in the School District.
- The street and sidewalk system in the neighborhood can handle the increased amount of traffic that the project will generate.
- The area is adequately served by parks, open spaces, and public facilities.
- The existing utility system has sufficient capacity to serve the project.

Goal 2: Provide for housing development that maintains the attractiveness and small town character of the community.

Strategy 2.1: Encourage the development of additional ‘missing middle’ housing styles and designs where appropriate.

Recommendation 2.1.1: Develop and use a new Traditional Neighborhood Development ordinance for developers in the appropriate locations, even if just for residential development purposes. Currently, Manawa’s zoning ordinance does not contain a specific district or set of regulations that allow TND neighborhoods by right. The City does have a Planned Unit Development District which may allow for a majority of the listed design features and outcomes; however; it is simply an option for a developer to consider and they are not required to meet these basic neighborhood development principles if doing a traditional subdivision.

Strategy 2.2: Encourage the use of creative development designs that preserve community character and natural resources.

Recommendation 2.2.1: At least two housing types (single family homes, duplexes, tri-plexes, four-plexes, senior living, handicapped accessible, etc.) should be in any residential project, whether low-density or high-density. As the acreage of the residential project increases, so should the number of housing types.

Recommendation 2.2.2: Research and integrate “pattern zoning”, the use of value-engineered “modular designs”, and pre-approved “catalog” home styles.

Recommendation 2.2.3: Encourage environmental sustainability and resiliency as critical elements of housing availability and affordability (energy savings!).

Strategy 2.3: Encourage well-designed residential in-fill development and incentivize as appropriate.

Strategy 2.4: Encourage the use of county, state, and federal housing programs that provide assistance to first time homebuyers, the elderly, disabled, and low-moderate income residents.

Goal 3: Modify existing regulations to foster opportunities for the construction of more affordable housing units.

Local regulatory barriers are commonplace in communities with respect to deterring or preventing affordable housing. Single-family only zoning districts, large lot size minimums, lot frontage minimums, excessive road width dimensions, and even parking requirements can all contribute to the increase cost of housing. Local zoning and land division policies must be a driver in the effort to significantly reduce development costs, operating costs, or both in order to help reduce the affordability gap.

Strategy 3.1: Consider the elimination of Exclusive Single-Family Residential Zoning. Larger communities are now eliminating exclusive single-family zoning districts and replacing them with residential zoning districts that allow single-family, duplexes, and perhaps triplexes within the same district. This does not restrict a developer from building all single-family homes, but it does allow the developer to create a mix of permitted housing types within one zoning district. The City can still require that any new development in existing neighborhoods match the aesthetics and setbacks typically found in that neighborhood to fit in.

Strategy 3.2: Modify applicable zoning and land division ordinances to require the desired proportion of affordable units and affordable lots in new developments.

Recommendation 3.2.1: At least 20% of the units in new subdivision proposals with 5 lots or greater should be affordable units.

Recommendation 3.2.2: At least 30% of the units in new multi-family development proposals of 10 units or greater should be affordable units.

Strategy 3.3: Modify the City's zoning and subdivision ordinances to allow for more flexibility in residential development standards so that housing and infrastructure costs are lessened. A wide variety of affordable "missing middle" housing styles, ranging from 700 to 1300 square feet can be built on lots as small as 5,000 square feet and with as little frontage as 30 feet. By using smaller front and side setbacks, denser (yet independent) owner-occupied housing can be built at a lesser cost, making them more affordable as starter or retirement homes. These types of small lot can often have garages and/or ADUs built behind the house as well and would require moving back towards the use of alleys for garage and parking access. The following changes should be considered and may reduce the overall cost for the construction of housing:

Recommendation 3.3.1: Consider reducing minimum lot width requirements from 100 feet to 50 feet.

Recommendation 3.3.2: Consider modifications to the City's zoning ordinance which incorporates the concept of "maximum lot sizes."

Recommendation 3.3.3: Consider reducing the minimum house size from 960 square feet to 700 square feet.

Recommendation 3.3.4: Consider reducing the minimum 3-acre size for a PUD down to 1 acre to accommodate pocket neighborhoods and/or cottage style development.

Recommendation 3.3.5: Create and utilize a new Traditional Neighborhood Development (TND) district to foster well-designed development which fits with the character of Manawa.

Strategy 3.4: Review current regulations so that they are more supportive and encouraging of the development of ‘Missing Middle’ housing styles in appropriate areas.

Recommendation 3.4.1: Amend the existing zoning ordinance to create a new zoning district or overlay district which allows for new Missing Middle homes between 3 and 6 units.

Recommendation 3.4.2: Amend the existing Zoning Ordinance to allow for the use of Accessory Dwelling Units (ADUs) in all residential districts with a density of six units per acre or less as a permitted use. Currently, the City of Manawa does not have provisions for Accessory Dwelling Units. Allowing for these types of units as permitted uses may increase interest in providing this type of housing. ADUs provisions typically will allow a single-family or duplex zoned lot to have an additional dwelling on the property or inside the existing single-family home. An ADU can be above a garage, a separate structure in a backyard, or an apartment in the home and such provisions can not only help to provide lower cost, smaller homes, but also it allows for the aforementioned “gentle density” increases within established neighborhoods. Financing for ADU’s can be a barrier at times and the City may wish to reach out to area lenders and builders to help find solutions. Numerous examples of pre-approved ADU’s and streamlined permitting processes now exist around the country.

Recommendation 3.4.3: Review and amend Planned Unit Development (PUD) Overlay Requirements to provide more housing choices. The City’s Planned Unit Development (PUD) Overlay requirements are intended to encourage planned developments that offer greater creativity and flexibility in site plan design, affording possible relaxation of certain development standards pertaining to the underlying standard zoning district. The PUD designation can be beneficial to promoting affordable workforce housing and it appears that it has been utilized in the City. Additional statements could be added to the “Purpose” section which recognize the need for affordable workforce housing and that the PUD process is meant to offer flexibility to facilitate more housing choice. Currently, all basic zoning districts can take advantage of the PUD Overlay and the City should use this tool as another incentive to promote and attract new workforce housing projects. The City may also wish to consider whether a Public Hearing is required for PUDs as this can often slow down the project approval process.

Strategy 3.5: Reduce parking requirements where appropriate. Higher density housing in areas which include good pedestrian and bicycle facilities can reduce the need for car ownership and hence the need for parking spaces. A reduction in parking requirements not only reduces affordable workforce housing project costs, but also increases the space available for housing units, thereby increasing opportunities for a greater number of housing choices. Smaller, multi-family units (4 to 6 units) that tend to be more compatible with the City’s walkable environments could potentially benefit from such reductions. The same applies to commercial and industrial properties, potentially freeing up more land for housing and keeping new neighborhoods walkable.

Goal 4: Promote affordable workforce housing development sites.

Within the City of Manawa there is a general lack of available existing lots and new lands ready to support affordable workforce housing projects. If the City intends on creating opportunities to expand affordable workforce housing, then it will need to play a strong role in providing this critical component. Land availability comes in many forms, including greenfield property on the edge of the City, existing vacant infill areas, underutilized properties for redevelopment, or through the adaptive re-use of existing vacant structures. Having a variety of these types of property available on the market, or in control of the City will help to create new opportunities to construct affordable workforce housing units. Even better, having property available that meets certain criteria could help with the City or developer obtaining grants, loans, or tax credits which will be necessary to support a project. Once secured, promoting and marketing these sites will be imperative to achieving success.

Strategy 4.1: Identify, acquire, and promote affordable housing sites.

Recommendation 4.1.1: Annually assess the availability of developable land for residential housing and develop/implement strategies to make these lands available to the development community.

Recommendation 4.1.2: Work with larger property owners who have land for sale to assist in the promotion of the land by preparing a “Gold Shovel Ready” packet of marketing information. Historically, such information was only gathered for commercial or industrial sites, however; communities are finding success at promoting residential lands that are ready for development. Such information can also help make developers aware of local age and income demographics and trends so that new housing is a better match for area residents.

Recommendation 4.1.3: Create a Developer’s Handbook to assist the development community in navigating the regulations and processes. The Handbook would contain information related to stormwater regulations, subdivision ordinances, zoning ordinances, preliminary plat review requirements, final plat requirements, Plan Commission and Common Council schedules, potential incentives, and associated fees to help developers or contractors to submit complete information, thereby shortening the time between concept and construction.

Goal 5: Support the maintenance and rehabilitation of the community’s existing housing stock.

The City of Manawa needs to increase its effort in maintaining the existing housing stock as it is one of the primary assets of the community and of great importance to area businesses in terms of providing employee housing. Efforts to maintain, repair, or renovate older housing stock are often much less expensive than creating quality housing through new construction. This in turn helps to keep these properties affordable and marketable.

Strategy 5.1: Preserve existing areas of Naturally Occurring Affordable Housing (NOAH). Naturally Occurring Affordable Housing is a subset of all the housing units contained within the City. Many of the existing homes, while occupied, represent the bulk of the City’s affordable workforce housing. It is important to know where these units are, and their general condition. The inventory can be based on existing parcel assessment data and should focus on those units which have a current ownership market values of less than \$150,000, and/or rental units that are \$1,000 or less. The inventory should also track new affordable units that are being planned or in the pipeline.

Recommendation 5.1.1: Assemble and promote current information on all existing home repair/maintenance funding and program sources that are available directly to City residents. A number of existing resources are available to Manawa residents that qualify. These programs can assist residents and thereby assist the City in meeting its goals for maintaining its existing housing stock. Such programs include but may not be limited to:

- Northeastern Wisconsin CDBG Housing Program: Administered by Brown County since 2014. <https://www.browncountywi.gov/departments/planning-and-land-services/housing/northeastern-wisconsin-housing-cdbg-loan-program/>
- Wisconsin Home Energy Assistance Program (WHEAP) <https://energyandhousing.wi.gov/Pages/AgencyResources/energy-assistance.aspx>
- Focus on Energy <https://focusonenergy.com/>

Recommendation 5.1.2: Work with Habitat for Humanity to be part of the Rock the Block program. Habitat’s Rock the Block program is a neighborhood revitalization effort that involves several simultaneous community projects spearheaded by neighborhood groups that improves the lives of families by focusing on exterior home repairs, preservation projects for low-income homeowners, and community projects to improve and beautify the neighborhood surrounding the home.

Recommendation 5.1.3: Develop a City funded home repair and maintenance program within a broader Affordable Housing Fund. Exterior repairs, major system replacement, new windows, and energy efficiency are all critical to keeping the City’s older housing stock habitable and affordable. With increasing prices across the entire home spectrum, some residents may have limited resources to keep up with the maintenance necessary on a home. Programs for rehabilitation and repair are common in many communities across the State and can be supported with tax dollars to leverage state program funds, and private contributions of money, materials, and labor. It should be noted that the current Affordable Housing TIF Extension does allow for TIF funds to be used for such purposes.

Strategy 5.2: Monitor ongoing discussions at the State level and leverage new applicable programs and funding opportunities. The governor’s recent budget plan includes a comprehensive, multi-pronged package of initiatives designed to address the unique challenges facing Wisconsin renters, including renovating existing housing, improving rental unit safety, providing legal aid for evictions, and expanding renter protections. The budget process may eliminate many of the specific proposals, but it is likely that the Legislature will include some measures to address the housing affordability issue.

Goal 6: Leverage financial resources and incentives for affordable housing.

Affordable workforce housing is becoming increasingly difficult to finance by the private sector and oftentimes, direct financial assistance is needed from the local governmental unit to ensure that the project ‘pencils’ so as to leave a reasonable profit margin for the developer. A variety of funding strategies and mechanisms can be developed and implemented by the City in a manner which makes the development community aware of base-level incentives, while at the same time, reducing the risk of the City’s investments and ensuring the project meets its housing goals.

Strategy 6.1: Make immediate and direct investments in affordable workforce housing.

Recommendation 6.1.1: Apply fee reductions for new housing development that benefits those households within the 50%-120% median household income (MHI) range. The City could develop a policy to reduce, waive, or defer certain permit fees, developer fees, or impacts fees in order to encourage housing development or individual projects that address housing needs that fit the 50%-120% MHI segment of the population, or for specialized housing (elderly, disabled, etc.) that meets the community's needs. Per Wisconsin Statutes 66.0617(7), impact fee waivers can specifically be used for providing low-cost housing.

Recommendation 6.1.2: Expedite the housing development approval process. The process of re-zoning properties for denser multi-family uses can be cumbersome and time-consuming for a developer. As an incentive, consider modifying existing regulations so that a public hearing is NOT required if the proposed re-zoning is consistent with the City's Comprehensive Plan. Shortening the approval timeframe for a developer helps to lower the project's carrying costs, thereby making it more affordable to finance.

Strategy 6.2: Make long-term investments in affordable workforce housing.

Recommendation 6.2.1: Maximize the use of Tax Incremental Financing (TIF) Districts to promote and support new affordable workforce housing projects. Manawa uses Tax Increment Financing (TIF) Districts to fund infrastructure and other eligible improvements by leveraging new property tax values generated by new development within the TID. A Mixed-Use TID allows for a combination of residential, commercial, and industrial uses within the District. Mixed-Use TIDs can only include lands proposed for newly platted residential use if no more than 35%, by area of the real property in the TIF District is designated for such use, and the residential development meets other qualifications. Mixed-Use TIDs can be used to help offset development costs related to streets, utilities, land acquisition or site preparation, among other things, to make residential development and new housing more cost effective to build and less expensive to the buyer or renter. Whether it's for existing or newly created TIDs, the City should craft a general TIF incentive policy that determines the types of housing development (type, price range, single-family vs multi-family, etc.) that could be assisted with TIF funds when developers seek financial assistance. Additionally, the policy should determine how the assistance could be used to support housing projects. Examples include; land acquisition, streets and infrastructure, site prep, etc. By having such a policy, the City can promote this incentive, as well as be consistent with its application.

Recommendation 6.2.2: Make use of the current Tax Incremental Financing-Affordable Housing Extension (AHE) on existing TIDs when appropriate. Manawa may extend the life of a Tax Incremental Financing District for one year to support affordable housing if all the TID debt is paid. Under this provision one year of tax increment can be used for affordable housing anywhere in the City. At least 75% of the increment must benefit affordable housing in the community and 25% must be used to improve the housing stock. Monies can be used for older housing stock rehabilitation, the purchase of land or existing properties for new development or redevelopment, or to install infrastructure for housing. Manawa has two TIDs with expiration dates ranging from 2036 to 2039. While these are quite a few years out, the City should begin planning for the use of these extensions at least 18-24 months before the respective TID's expiration date. The City should also keep in mind that these funds can be a great source of local matching funds to complement a variety of housing grant programs. Part of the planning for the TID extensions should include an examination of projects and grant funding opportunities.

Recommendation 6.2.3: Create an Affordable Housing Fund specifically for the City utilizing ordinance provisions. The ordinance would aim to establish "Community Affordable Housing Trust Fund," which would use "x" percent of the city's general fund annually. The City could consider phasing the program to begin with a low percentage of the city's general fund being allocated to the trust the first year (2024) then incrementally increasing it in subsequent years. The funds would be used to fuel affordable housing development within the City. It may also be possible to use these funds as a source of match for grant/program funding.

Recommendation 6.2.4: Maximize opportunities for developers to obtain affordable housing tax credits. Support a developer's application for affordable housing tax credits by ensuring City policies/actions align with the application process of the affordable housing tax credit program. By simply setting the City's target household incomes to 50% (vs. 60%) of MHI, it will open up the use of WEDA's Low Income Housing Tax Credit (LIHTC) to projects that may still have a majority of units catering to the 60%-120% MHI segment. In addition, the City should remember that a good number of retail positions fall within the 50%-60% MHI segment, thereby providing more opportunities for these working individuals. Under WHEDA's current Qualified Allocation Plan (QAP) which includes the scoring system used to award Section 42 tax credits under its annual 9% tax credit competitive process there are at least two things a community can consider doing:

- One scoring area is Financial Leverage – to the extent the city can contribute funding or reduced land costs the developer can claim scoring points for these resources – the city can make prospective developers aware of this.
- A second scoring area called Areas of Economic Opportunity – if a city utilizes an RFP/RFQ process to conduct a project on publicly controlled land and the developer documents they were awarded the site through this process, the project is eligible for additional scoring points.

Goal 7: Create new public/private affordable housing initiatives which support the construction of new affordable units.

Some of today's most creative affordable-housing solutions arise from innovative collaborations among nonprofit groups, private companies, and government agencies. Private companies that partner with public and nonprofit groups to pursue these projects have produced a number of profitable, successful projects. As the need for affordable housing alternatives grows nationwide, nonprofit organizations and federal and state government-sponsored entities will likely seek to partner with the for-profit real estate community, lenders, and investors to complete these important projects. Financing and developing affordable housing are challenging since projects involve more planning and entail greater risks than similar market-rate projects due to the layers of financing required and the complexities of the public/private partnerships. Leveraging a pool of money from local entities can create opportunities for the dollars to be used in a variety of ways to support new affordable workforce housing or with the rehabilitation of existing affordable housing stock. Partnerships such as this combine the speed and flexibility of the private sector with essential subsidies and support from the public sector, both of which are needed to acquire, build, operate, and maintain affordable housing projects in urban areas.

Strategy 7.1: Creation of program to ensure new affordable housing development is also energy efficient. Energy costs are an element of the “30% of income for housing costs” measure of affordability. As such, it is critical that energy efficiency and the use of renewable energy be considered up front in any new housing development. At times, these additional costs may not make a development ‘pencil’ and therefore it may be advantageous to design a program which can assist the developer with grants or no/low interest loans to ensure it is addressed. Other programs and funding opportunities through local utilities and the Wisconsin Public Service Commission should also be evaluated for their potential to increase the energy efficiency of new affordable workforce housing construction.

Strategy 7.2: Creation of a Shared Equity Program for down-payment assistance. A shared equity program provides eligible buyers with down payment assistance in exchange for a percentage of equity upon sale of the home. For example, if a home has a purchase price of \$200k, the program provides \$40k (20%) for down payment assistance with no payments or interest accruing during ownership. When the home sells, let's say 10 year later for \$240k, the original \$40k is paid back plus 20% of the shared appreciation (20% of \$40k, or \$8k). This gives the homeowner \$36k in equity, plus any equity gained while the mortgage is paid down. Examples of this type of program are present in the Cities of Wausau and Menomonie. The City of Menomonie program obtains some of its funding from TIF as well as private sector businesses.

Strategy 7.3: Work with a variety of public, quasi-public, and non-profit partners to ensure that housing support services are readily available for new and existing residents of the City of Manawa. A number of existing entities offer housing services including programs related to financial self-sufficiency, down-payment assistance program, child-care, and job training. All of which can help to make ownership attainable. Some organizations may not have the City of Manawa in their service area, in which case the City may wish to inquire about the expansion or replication of their services.

3.16 Housing Programs and Funding Sources

Housing Cost Reduction Initiative (WDOA)

The HCRI program provides housing assistance to low- and moderate-income (LMI) households seeking to own or rent decent, safe, affordable housing. Funds are awarded to communities and local housing organizations to fund a range of activities that build, buy, and/or rehabilitate affordable housing for low income homeowners, homebuyers, and renters.

HOME-Homebuyer and Rehabilitation Program (WDOA)

The HOME-Homebuyer and Rehabilitation Program (HHR) provides funding for homebuyer assistance; owner-occupied rehabilitation; and rental rehabilitation. Funds are awarded through a biennial funding cycle with partnership agencies throughout Wisconsin.

Housing Preservation Grants (USDA)

The program provides grants to sponsoring organizations for the repair or rehabilitation of housing owned or occupied by low- and very-low-income rural citizens. Eligible applicants include: most State and local governmental entities, nonprofit organizations and federally Recognized Tribes. Eligible expenses include: Repairing or replacing electrical wiring, foundations, roofs, insulation, heating systems and water/waste disposal systems, handicap accessibility features, labor and materials and administrative expenses.

Neighborhood Stabilization Program (WDOA)

The Neighborhood Stabilization Program (NSP) helps acquire and redevelop foreclosed properties that might otherwise become sources of abandonment and blight within a community.

Rental Housing Development (WDOA)

The Rental Housing Development (RHD) Program assists eligible housing organizations, including Community Housing Development Organizations (CHDOs), with funds to develop affordable rental housing. Funds may be used for acquisition, rehabilitation, and new construction activities.

Housing Tax Credit Program (WHEDA)

The HTC program helps finance a project by granting a proposed development future tax credits. These tax credits are typically sold at a discount to investors who provide the capital to finance the construction.

Community Reinvestment Act (FFIEC)

The Federal Financial Institutions Examinations Council (FFIEC) implements the Community Reinvestment Act (CRA) which allows banks/financial institutions to help meet the credit/investment needs of their markets with the primary purpose of community development. This is in part accomplished through direct grants/investments or loans to nonprofits or agencies to develop affordable housing.

WI Housing & Economic Development Authority Foundation – Housing Grants (WHEDA)

The Wisconsin Housing and Economic Development Authority (WHEDA) Foundation awards grants to local municipalities and nonprofit organizations through the Persons-in-Crisis Program Fund to support the development or improvement of housing facilities for low-income persons with special needs. **Max. Funding: \$40,000 per project / Local Match: 0%**

Financial Information and Services Center

Financial Information and Services Center (FISC) provides financial, housing and bankruptcy information and counseling for primarily low and moderate income clients.

Multi-Family Housing Programs (HUD)

HUD offers several multi-family programs to fund facility purchases, construction, rehabilitation, lead based paint abatement, energy conservation and accessibility improvements. **Deadline: Varies by program / Max. Funding: Varies / Local Match: Varies**

[Public Housing Programs \(HUD\)](#)

HUD offers several public housing programs for the development/redevelopment or management of public housing authorities, rental assistance through the Section 8 program and some limited homeownership opportunities. **Deadline: Varies by program / Max. Funding: Varies / Local Match: Varies**

[Single Family Housing Programs \(HUD\)](#)

HUD offers several single-family home programs, including homebuyer education and counseling, down payment assistance, rehabilitation, weatherization, mortgage insurance and reverse mortgages. Some of these products, such as FHA loans, are available through approved lending institutions.

[Multi-family Products \(WHEDA\)](#)

WHEDA offers several multi-family home products, including tax credits, tax exempt bond funding, construction, rehabilitation and accessibility loans, asset management and tax credit monitoring services.

[Single Family Products \(WHEDA\)](#)

WHEDA offers several single-family home products, including home improvement or rehabilitation loans, homebuyer assistance and homebuyer education.

[Wisconsin Affordable Assisted Living \(WDHFS\)](#)

This website is a resource guide for consumers seeking Assisted Living assistance.

[WIHousingSearch.org \(WHEDA\)](#)

The www.WIHousingSearch.org is a searchable statewide data base designed to help connect those looking for affordable housing with those providing housing and housing services. The website is searchable by location, unit size, availability, accessibility, and cost of rent. Landlords and property managers can list their properties; they are also responsible for updating information about their properties. Renters can search for housing and services to fit their needs.

[Home Loan Guaranty Service \(USDVA\)](#)

The Veterans Administration provides a variety of benefits for eligible veterans and their dependents. Housing products include low cost loans for purchase, construction, or repair of owner-occupied housing.

[Veteran Housing and Recovery Program \(WDVA\)](#)

The program (VHRP) helps homeless veterans and veterans at risk of homelessness. This program is designed to help homeless veterans receive job training, education, counseling, and rehabilitative services needed to obtain steady employment, affordable housing, and the skills to sustain a productive lifestyle.

National Low-Income Housing Coalition (NLIHC)

NLIHC is a national advocacy group which conducts research on low income housing issues, provides information and data on a variety of housing or housing related issues affecting low income families and publishes reports and data regarding low income housing issues and legislation.

Homeowner Resources (UWEX)

UW-Extension provides a website which includes a range of educational information on homeownership, from budgeting to maintenance and repair.

Homeowner Resources (DATCP)

Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) publishes several resources for renters, landlords and homeowners.

Lead-Safe Wisconsin Grants (WDHS)

Funds are available for individuals and organizations working toward reducing lead-based paint hazards through home renovation and repair.

This page left intentionally blank.

4 Economic Development

4.1 Overview

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Issues and opportunities in the City of Manawa related to economic development include enhancing the community's competitiveness for attracting and retaining businesses, establishing commercial and industrial development policies, encouraging sustainable development, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of the City of Manawa and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward; economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ♦ Knowing the region's economic function in the global economy.
- ♦ Creating and maintaining a skilled and educated workforce.
- ♦ Investing in infrastructure which leads to innovation.
- ♦ Creating a great quality of life.
- ♦ Fostering an innovative business climate.
- ♦ Increased use of technology and cooperation to increase government efficiency.
- ♦ Taking regional governance and collaboration seriously.

The City of Manawa's plan for economic development is to continue to attract new industry and businesses to the existing industrial park and commercial areas of the city as well as promote new commercial development in the southwest quadrant of WIS 110 and CTH N. The community wants to maintain a positive growth of business and industry by balancing the retention and expansion of existing business with entrepreneurial development and new business attraction efforts.

4.2 Economic Characteristics Summary

This section provides detail on various economic related characteristics of the city's labor force and employment base, as well as documenting opportunities for potential economic expansion. While this information is useful in assessing the city's strengths and weaknesses at a point in time, the city will need to monitor new opportunities closely as economic conditions can change rapidly.

Labor Force Characteristics

Educational Attainment

The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well-being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions. Education is one of the keys to the "new economy," which deals more with information, advanced technologies, and services than with the production of goods. Continuing to develop a well-educated workforce through secondary schools, apprenticeships, technical schools, and colleges will be critical for Manawa to create a diversified economy.

Table 4-1 displays the educational attainment level of City of Manawa, Waupaca County, and State of Wisconsin residents who were age 25 and older. This information shows that the city's residents' education levels are very similar to those of the State of Wisconsin and Waupaca County. The city has a slightly higher percentage of workers that are high school graduates, but a lower percentage of those who completed a bachelor's degree or higher. Those holding associate degrees in the city were about the same as the County and State.

Table 4-1: Educational Attainment, Percentage of Population 25 Years or Older.

Educational Attainment Level	Wisconsin	Waupaca County	City of Manawa
Less than 9th grade	2.5%	2.2%	1.0%
9th to 12th grade, no diploma	4.9%	6.1%	3.4%
High school graduate (includes equivalency)	30.3%	41.2%	50.3%
Some college, no degree	20.6%	18.8%	19.3%
Associate's degree	11.0%	10.8%	10.3%
Bachelor's degree	20.3%	15.1%	9.2%
Graduate or professional degree	10.5%	5.9%	6.5%
High school graduate or higher	92.6%	91.8%	95.5%
Bachelor's degree or higher	30.8%	21.0%	15.7%

Source: 2017-2021 American Community Survey 5-Year Estimates

Income Characteristics

Household Income

The Census' ACS 5-year data in Table 4-2 shows that the 2021 median household income (MHI) in the City of Manawa is \$68,355 which is slightly more than that of both the County and the State of Wisconsin. A majority (64.4%) of households earn between \$50,000 and \$150,000, with only 3.4% earning more than that. It should also be noted that the 32.2% of the households are earning less than \$50,000, and even more concerning is that 10.0% of households earn between \$10,000 and \$25,000.

Table 4-2: 2021 Inflation Adjusted Income, City of Manawa

Income & Benefits (in 2021 Inflation Adjusted Dollars)	Estimate	Margin of Error	Percent	Percent Margin of Error
Total households	651	±111	651	(X)
Less than \$10,000	8	±8	1.20%	±1.2
\$10,000 to \$14,999	22	±16	3.40%	±2.5
\$15,000 to \$24,999	43	±20	6.60%	±3.1
\$25,000 to \$34,999	70	±28	10.80%	±4.7
\$35,000 to \$49,999	67	±24	10.30%	±3.9
\$50,000 to \$74,999	144	±45	22.10%	±8.1
\$75,000 to \$99,999	147	±91	22.60%	±12.2
\$100,000 to \$149,999	128	±83	19.70%	±11.5
\$150,000 to \$199,999	6	±5	0.90%	±0.8
\$200,000 or more	16	±12	2.50%	±1.7
Median household income (dollars)	68,355	±13,762	(X)	(X)
Mean household income (dollars)	81,559	±10,560	(X)	(X)
Per capita income (dollars)	39,366	±6,380	(X)	(X)
Waupaca County Median HH Income	65,070	±1,811	(X)	(X)
State of Wisconsin Median HH Income	67,080	±329	(X)	(X)

Source: U.S. Census Bureau 2017-2021 5-Year ACS, 2022.

Poverty Status

The percentage of families and persons below the poverty level in the past 12 months is lower within the City of Manawa than it is for Waupaca County and the State as whole. Table 4-3 illustrates the percentages of those in poverty for families as well as individuals of differing age groups. With the exception of the 18 to 64 year category, the city has lower percentages of poverty than the County and the State.

Table 4-3: Families/People with Incomes Below Poverty Level in Past 12 Months.

Persons/Families	Wisconsin	Waupaca County	City of Manawa
All families	6.8%	6.5%	6.0%
All people	11.0%	9.2%	8.5%
Under 18 years	14.2%	13.3%	12.7%
18 years and over	10.1%	8.1%	7.1%
18 to 64 years	10.7%	8.3%	8.5%
65 years and over	7.8%	7.6%	2.0%
People in families	7.7%	7.2%	7.2%

Source: 2017-2021 American Community Survey 5-Year Estimates

Labor Force and Labor Force Participation

Table 4-4 shows the labor force in the City of Manawa, Waupaca County, and Wisconsin For the 2017-2021 time period based on American Community Survey 5-year Estimates. The city's labor force was approximately 935 persons during this time period (69.9% of total population). Unemployment rates as shown were higher for the city than for the County and the State, however; the 3% unemployment is likely lower now given recent trends across the State.

Table 4-4: Employment Status by Percentage of Population 16 Years and Older, 2021.

Employment Status	Wisconsin	Waupaca County	City of Manawa
Civilian labor force	66.1%	64.2%	69.6%
Employed	63.7%	62.7%	67.0%
Unemployed	2.3%	1.5%	3.0%
Armed Forces	0.1%	0.0%	40.0%
Not in labor force	33.9%	35.8%	29.6%

Source: 2017-2021 American Community Survey 5-Year Estimates

Place of Employment and Commuting Patterns

While the City of Manawa has many local jobs for its residents, the reality is that many residents work outside of the community. Conversely, quite a few of Manawa's workers reside in other nearby communities. Job commuting patterns can vary over time based on a number of factors such as gas prices, housing availability and costs, as well as personal preference. In addition, the COVID-19 pandemic changed the landscape with respect to the number of people working from home. Recent data shows that during the initial stages of the pandemic in 2020, about 70% of people across the nation worked from home. This has since declined but has held steady at about 30% and is expected to continue at or near this rate for the foreseeable future. These trends must be considered when planning for the future of the community.

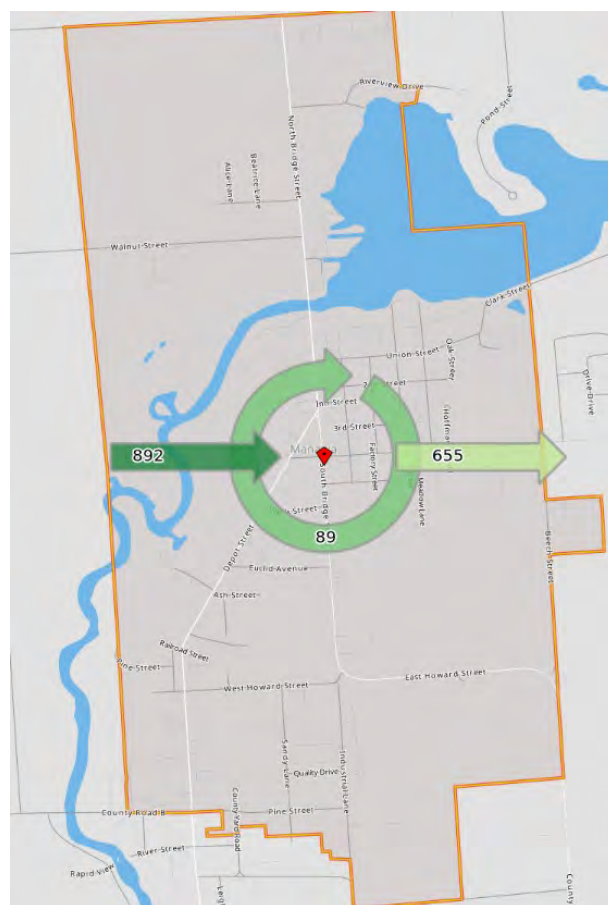
Worker Inflow/Outflow

When evaluating commuter patterns, it is helpful to understand the general locations that workers commute to and from. 2020 data obtained from the U.S. Census's "On The Map" program is shown in Figure 4-1 and illustrates the following points:

- 655 residents (40% of all workers) traveled outside the City of Manawa to work in other locations.
- 892 workers (54.5% of all workers) traveled to their jobs in the City of Manawa from outside of the city.
- Only 89 residents (5.4% of all workers) both lived and worked within the City of Manawa.

This data shows that while some of the existing businesses in Manawa are a draw for regional employment, the city is also losing a significant percentage of workers to jobs in other communities such as New London, Waupaca, Weyauwega, Iola and the Fox Cities.

Figure 4-1: Worker Inflow/Outflow, City of Manawa, 2020.



Travel Mode and Travel Time to Work

Table 4-5 shows the primary mode of transportation for all City of Manawa workers, as well as the average travel time for all workers. Given the city's rural setting, the city had a lower numbers of persons working from home than the County or State, although these numbers may have changed drastically since the start of the COVID-19 pandemic.

Table 4-5: Travel Mode to Work, City of Manawa.

Worker Characteristic	Wisconsin	Waupaca County	City of Manawa
Workers 16 years and over	2,938,013	25,796	627
Car, truck, or van -- drove alone	79.9%	83.3%	86.9%
Car, truck, or van -- carpooled	7.7%	6.1%	6.5%
Public transportation (excl. taxicab)	1.5%	0.1%	0.2%
Walked	2.9%	3.5%	1.8%
Other means	1.5%	1.5%	2.2%
Worked from home	6.5%	5.5%	2.4%
Mean travel time to work (minutes)	22.2	24.2	21.6

Source: 2017-2021 American Community Survey 5-Year Estimates

Employer Characteristics

Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 4-6 displays the number and percentage of employed persons by industry group in the City of Manawa, Waupaca County, and the State of Wisconsin for 2017-2021 5-year ACS time period.

Table 4-6: Employees by Industry Type, City of Manawa.

Industry Type	Wisconsin		Waupaca County		City of Manawa	
	No.	%	No.	%	No.	%
Agriculture, forestry, fishing and hunting, and mining	64,295	2.2%	911	3.5%	10	1.6%
Construction	175,919	5.9%	1,364	5.2%	18	2.9%
Manufacturing	537,489	18.0%	7,220	27.5%	249	39.8%
Wholesale trade	79,736	2.7%	505	1.9%	8	1.3%
Retail trade	327,578	11.0%	2,867	10.9%	72	11.5%
Transportation and warehousing, and utilities	138,676	4.6%	1,286	4.9%	10	1.6%
Information	47,567	1.6%	401	1.5%	6	1.0%
Finance and insurance, and real estate and rental and leasing	182,437	6.1%	1,250	4.8%	18	2.9%
Professional, scientific, and management, and administrative and waste management services	256,866	8.6%	1,312	5.0%	25	4.0%
Educational services, and health care and social assistance	697,836	23.4%	5,375	20.4%	124	19.8%
Arts, entertainment, and recreation, and accommodation and food services	245,606	8.2%	2,016	7.7%	45	7.2%
Other services, except public administration	125,507	4.2%	990	3.8%	10	1.6%
Public administration	103,765	3.5%	796	3.0%	31	5.0%
Civilian employed population 16 years and over	2,983,277	100.0%	26,293	100.0%	626	100.0%

Source: 2017-2021 American Community Survey 5-Year Estimates

Of the 626 City of Manawa residents employed in 2021, most worked in the manufacturing sector (39.8 percent). The breakdown of employment by industry sector in the city is very similar to that of Waupaca County as a whole. The City of Manawa's central location in the county provides for relatively short commutes to other employment centers in the county, so employment by industry will likely continue to match that of the county as a whole into the future.

Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 4-7.

Overall, employment by occupation in the City of Manawa is similar to that of Waupaca County. These data are logical given the similarities between the city and the county in educational attainment and employment by industry.

Table 4-7: Worker Occupations, City of Manawa.

Occupation Type	Wisconsin		Waupaca County		City of Manawa	
	No.	%	No.	%	No.	%
Management, business, science, and arts occupations	1,110,652	37.2%	7,320	27.8%	137	21.9%
Service occupations	482,609	16.2%	4,463	17.0%	107	17.1%
Sales and office occupations	604,533	20.3%	5,152	19.6%	137	21.9%
Natural resources, construction, and maintenance occupations	254,428	8.5%	2,878	10.9%	35	5.6%
Production, transportation, and material moving occupations	531,055	17.8%	6,480	24.6%	210	33.5%
Total Civilian-Employed Population 16+ Years	2,983,277	100.0%	26,293	100.0%	626	100.0%

Source: 2017-2021 American Community Survey 5-Year Estimates

Wages

The annual wages for a variety of jobs within Waupaca County for 2021 are shown on Table 4-8. Many wages are based on experience and while certain occupations may have high mean wages, the median wages, and certainly the entry wages, are much lower. The annual wages earned by residents will ultimately dictate their buying power in terms of housing.



Table 4-8: Wages by Occupation, Waupaca County, 2021.

Occupation	Entry-Level Wage	Experienced-Level Wage	Mean Wage
Electrical and Electronic Engineering Technologists and Technicians	\$22.64	\$33.99	\$30.20
Health and Safety Engineers; Except Mining Safety Engineers and Inspectors	\$22.78	\$32.90	\$29.53
Mixing and Blending Machine Setters; Operators; and Tenders	\$19.02	\$23.46	\$21.98
Molding, Coremaking, and Casting Machine Setters; Operators; and Tenders; Metal and Plastic	\$19.77	\$27.63	\$25.01
Packaging and Filling Machine Operators and Tenders	\$16.58	\$19.97	\$18.84
Printing Press Operators	\$19.61	\$25.70	\$23.67
Residential Advisors	\$13.84	\$19.53	\$17.63
Tool and Die Makers	\$22.95	\$25.26	\$24.49
Administrative Services Managers	\$31.79	\$54.44	\$46.89
Animal Caretakers	\$9.21	\$12.70	\$11.54
Architectural and Engineering Managers	\$46.39	\$70.18	\$62.25
Automotive Service Technicians and Mechanics	\$14.88	\$23.65	\$20.73
Bakers	\$10.88	\$16.23	\$14.45
Billing and Posting Clerks	\$15.26	\$21.12	\$19.17
Bus and Truck Mechanics and Diesel Engine Specialists	\$18.02	\$26.72	\$23.82
Butchers and Meat Cutters	\$11.23	\$18.33	\$15.96
Career/Technical Education Teachers; Secondary School	\$0.00	\$0.00	\$0.00
Carpenters	\$16.04	\$25.23	\$22.17
Chief Executives	\$35.19	\$89.74	\$71.56
Child, Family, and School Social Workers	\$20.55	\$26.47	\$24.50
Civil Engineers	\$18.34	\$29.96	\$26.08
Cleaners of Vehicles and Equipment	\$12.15	\$19.94	\$17.34
Coating, Painting, and Spraying Machine Setters; Operators; and Tenders	\$16.08	\$21.98	\$20.02
Compliance Officers	\$21.50	\$34.10	\$29.90
Computer Numerically Controlled Tool Operators	\$19.43	\$29.98	\$26.46
Computer Systems Analysts	\$25.94	\$53.73	\$44.47
Computer User Support Specialists	\$17.45	\$29.00	\$25.15
Computer and Information Systems Managers	\$45.80	\$68.18	\$60.72
Construction Laborers	\$14.28	\$24.28	\$20.95
Construction Managers	\$28.37	\$54.32	\$45.67
Cooks; Short Order	\$10.55	\$15.05	\$13.55
Counter and Rental Clerks	\$12.48	\$19.41	\$17.10
Crossing Guards and Flaggers	\$11.45	\$19.19	\$16.61
Cutting, Punching, and Press Machine Setters; Operators; and Tenders; Metal and Plastic	\$16.47	\$25.31	\$22.37
Dental Assistants	\$16.96	\$22.41	\$20.59
Dental Hygienists	\$28.96	\$37.12	\$34.40
Dietitians and Nutritionists	\$17.37	\$29.70	\$25.59
Dishwashers	\$8.39	\$12.29	\$10.99
Dispatchers; Except Police; Fire; and Ambulance	\$11.23	\$23.61	\$19.48
Driver/Sales Workers	\$8.57	\$15.83	\$13.41
Education Administrators; Kindergarten through Secondary	\$0.00	\$0.00	\$0.00
Educational; Guidance; and Career Counselors and Advisors	\$19.04	\$30.85	\$26.92
Electrical Engineers	\$31.79	\$44.31	\$40.13
Electrical Power-Line Installers and Repairers	\$23.95	\$45.90	\$38.59
Electrical; electronic; and electromechanical assemblers; except coil winders; tapers; and finishers	\$14.00	\$17.74	\$16.49
Electricians	\$17.39	\$28.93	\$25.08
Extruding and Drawing Machine Setters; Operators; and Tenders; Metal and Plastic	\$16.53	\$19.78	\$18.70
Facilities Managers	\$40.25	\$51.61	\$47.82
Financial Managers	\$40.88	\$76.58	\$64.68
Financial and Investment Analysts	\$25.09	\$39.53	\$34.71
Firefighters	\$11.52	\$21.78	\$18.36
First-Line Supervisors of Construction Trades and Extraction Workers	\$23.44	\$38.54	\$33.51
First-Line Supervisors of Housekeeping and Janitorial Workers	\$14.12	\$23.87	\$20.62
First-Line Supervisors of Landscaping; Lawn Service; and Groundskeeping Workers	\$20.44	\$30.31	\$27.02
First-Line Supervisors of Mechanics; Installers; and Repairers	\$22.10	\$38.28	\$32.89
First-Line Supervisors of Non-Retail Sales Workers	\$28.09	\$54.70	\$45.83
First-Line Supervisors of Office and Administrative Support Workers	\$19.28	\$35.50	\$30.10

Table 4-8: Wages by Occupation, Waupaca County, 2021, continued.

Occupation	Entry-Level Wage	Experienced-Level Wage	Mean Wage
First-Line Supervisors of Police and Detectives	\$26.92	\$38.11	\$34.38
First-Line Supervisors of Transportation and Material Moving Workers; Except Aircraft Cargo Handling Supervisors	\$18.88	\$31.69	\$27.42
Food Science Technicians	\$18.40	\$24.61	\$22.54
Food Service Managers	\$16.78	\$29.27	\$25.10
Fundraisers	\$14.16	\$29.94	\$24.68
Graphic Designers	\$17.14	\$27.40	\$23.98
Grinding; Lapping; Polishing; and Buffing Machine Tool Setters; Operators; and Tenders; Metal and Plastic	\$17.97	\$21.88	\$20.58
Hairdressers; Hairstylists; and Cosmetologists	\$9.94	\$17.31	\$14.86
Healthcare Social Workers	\$20.15	\$28.55	\$25.75
Healthcare Support Workers; All Other	\$13.42	\$16.56	\$15.51
Heating; Air Conditioning; and Refrigeration Mechanics and Installers	\$18.82	\$28.78	\$25.46
Helpers--Production Workers	\$13.98	\$22.08	\$19.38
Highway Maintenance Workers	\$16.44	\$23.26	\$20.98
Human Resources Managers	\$35.64	\$67.76	\$57.05
Human Resources Specialists	\$18.86	\$33.30	\$28.49
Industrial Engineers	\$28.19	\$43.16	\$38.17
Industrial Production Managers	\$34.47	\$62.14	\$52.92
Industrial Truck and Tractor Operators	\$18.01	\$22.36	\$20.91
Information and Record Clerks; All Other	\$16.25	\$24.56	\$21.79
Instructional Coordinators	\$32.74	\$48.80	\$43.45
Kindergarten Teachers; Except Special Education	\$0.00	\$0.00	\$0.00
Laundry and Dry-Cleaning Workers	\$10.99	\$13.37	\$12.57
Lawyers	\$23.93	\$53.62	\$43.72
Legislators	\$0.00	\$0.00	\$0.00
Librarians and Media Collections Specialists	\$16.23	\$26.90	\$23.34
Library Technicians	\$11.33	\$15.57	\$14.16
Licensed Practical and Licensed Vocational Nurses	\$20.57	\$24.55	\$23.22
Lifeguards; Ski Patrol; and Other Recreational Protective Service Workers	\$9.17	\$13.45	\$12.02
Loan Interviewers and Clerks	\$17.24	\$21.96	\$20.38
Loan Officers	\$20.90	\$46.36	\$37.87
Machinists	\$17.20	\$24.21	\$21.87
Management Analysts	\$22.55	\$60.77	\$48.03
Market Research Analysts and Marketing Specialists	\$15.96	\$31.05	\$26.02
Mechanical Engineers	\$24.71	\$37.10	\$32.97
Medical Assistants	\$13.95	\$19.46	\$17.62
Medical and Health Services Managers	\$34.63	\$50.43	\$45.16
Mobile Heavy Equipment Mechanics; Except Engines	\$26.10	\$30.44	\$28.99
Multiple Machine Tool Setters; Operators; and Tenders; Metal and Plastic	\$12.90	\$22.27	\$19.15
Network and Computer Systems Administrators	\$19.72	\$42.57	\$34.95
Nurse Practitioners	\$44.24	\$57.76	\$53.25
Occupational Therapists	\$25.85	\$42.80	\$37.15
Occupational Therapy Assistants	\$21.95	\$30.37	\$27.56
Operating Engineers and Other Construction Equipment Operators	\$21.04	\$32.15	\$28.45
Ophthalmic Medical Technicians	\$13.97	\$17.30	\$16.19
Packers and Packagers; Hand	\$12.61	\$24.13	\$20.29
Paralegals and Legal Assistants	\$15.35	\$22.48	\$20.10
Parts Salespersons	\$12.30	\$20.89	\$18.03
Personal Service Managers; All Other; Entertainment and Recreation Managers; Except Gambling; and Managers; All Other	\$19.14	\$37.14	\$31.14
Pharmacists	\$45.00	\$65.24	\$58.49
Pharmacy Technicians	\$12.96	\$18.56	\$16.69
Physical Therapist Assistants	\$13.64	\$21.78	\$19.07
Physical Therapists	\$29.98	\$44.74	\$39.82
Plumbers; Pipefitters; and Steamfitters	\$18.80	\$31.52	\$27.28
Postal Service Clerks	\$17.42	\$27.68	\$24.26
Postal Service Mail Carriers	\$19.02	\$28.79	\$25.53
Preschool Teachers; Except Special Education	\$11.55	\$17.08	\$15.24

Table 4-8: Wages by Occupation, Waupaca County, 2021, continued.

Occupation	Entry-Level Wage	Experienced-Level Wage	Mean Wage
Production; Planning; and Expediting Clerks	\$16.09	\$29.21	\$24.84
Project Management Specialists	\$26.84	\$47.90	\$40.88
Project Management Specialists and Business Operations Specialists; All Other	\$16.38	\$29.15	\$24.90
Public Relations Specialists	\$18.04	\$31.32	\$26.89
Public Safety Telecommunicators	\$16.25	\$19.40	\$18.35
Recreation Workers	\$9.18	\$15.69	\$13.52
Sales Managers	\$40.23	\$72.87	\$61.99
Sales Representatives of Services, Except Advertising; Insurance; Financial Services; and Travel	\$13.85	\$37.48	\$29.61
Sales and Related Workers; All Other	\$11.91	\$26.35	\$21.54
Sawing Machine Setters; Operators; and Tenders; Wood	\$15.90	\$19.15	\$18.07
Secondary School Teachers; Except Special and Career/Technical Education	\$0.00	\$0.00	\$0.00
Securities, Commodities; and Financial Services Sales Agents	\$18.26	\$30.68	\$26.54
Security Guards	\$11.67	\$16.95	\$15.19
Septic Tank Servicers and Sewer Pipe Cleaners	\$17.94	\$25.39	\$22.91
Shipping; Receiving; and Inventory Clerks	\$14.84	\$20.52	\$18.63
Social and Community Service Managers	\$25.60	\$36.66	\$32.97
Social and Human Service Assistants	\$17.16	\$28.36	\$24.63
Software Developers	\$28.44	\$46.09	\$40.21
Special Education Teachers; Kindergarten and Elementary School	\$0.00	\$0.00	\$0.00
Special Education Teachers; Secondary School	\$0.00	\$0.00	\$0.00
Speech-Language Pathologists	\$26.19	\$39.43	\$35.02
Structural Metal Fabricators and Fitters	\$16.19	\$21.32	\$19.61
Substance abuse; behavioral disorder; and mental health counselors	\$13.37	\$22.26	\$19.30
Tellers	\$13.34	\$17.96	\$16.42
Training and Development Specialists	\$20.59	\$27.85	\$25.43
Veterinarians	\$27.85	\$50.78	\$43.14
Water and Wastewater Treatment Plant and System Operators	\$16.23	\$26.77	\$23.25
Cooks; Institution and Cafeteria	\$12.05	\$15.96	\$14.65
Cooks; Restaurant	\$10.78	\$15.31	\$13.80
Customer Service Representatives	\$12.32	\$21.62	\$18.52
First-Line Supervisors of Food Preparation and Serving Workers	\$12.73	\$21.35	\$18.48
First-Line Supervisors of Retail Sales Workers	\$14.64	\$26.91	\$22.82
Food Preparation Workers	\$9.49	\$14.23	\$12.65
General and Operations Managers	\$28.15	\$68.73	\$55.21
Industrial Machinery Mechanics	\$22.98	\$29.94	\$27.62
Janitors and Cleaners; Except Maids and Housekeeping Cleaners	\$11.09	\$16.67	\$14.81
Landscaping and Groundskeeping Workers	\$10.17	\$17.61	\$15.13
Light Truck Drivers	\$10.36	\$22.32	\$18.33
Maids and Housekeeping Cleaners	\$10.14	\$13.76	\$12.55
Police and Sheriffs Patrol Officers	\$22.95	\$30.96	\$28.29
Receptionists and Information Clerks	\$11.98	\$16.85	\$15.23
Sales Representatives; Wholesale and Manufacturing; Except Technical and Scientific Products	\$18.03	\$36.14	\$30.11
Secretaries and Administrative Assistants; Except Legal; Medical; and Executive	\$13.65	\$19.36	\$17.45
Bartenders	\$8.41	\$11.97	\$10.78
Bookkeeping; Accounting; and Auditing Clerks	\$12.50	\$22.14	\$18.93
Elementary School Teachers; Except Special Education	\$0.00	\$0.00	\$0.00
First-Line Supervisors of Production and Operating Workers	\$22.29	\$34.39	\$30.35
Food Batchmakers	\$14.43	\$21.90	\$19.41
Heavy and Tractor-Trailer Truck Drivers	\$15.12	\$25.74	\$22.20
Maintenance and Repair Workers; General	\$15.36	\$26.04	\$22.48
Middle School Teachers; Except Special and Career/Technical Education	\$0.00	\$0.00	\$0.00
Registered Nurses	\$28.36	\$37.92	\$34.73
Stockers and Order Fillers	\$9.68	\$15.43	\$13.52
Teaching Assistants; Except Postsecondary	\$0.00	\$0.00	\$0.00
Waiters and Waitresses	\$8.24	\$14.01	\$12.09
Welders; Cutters; Solderers; and Brazers	\$17.31	\$23.81	\$21.64
Inspectors; Testers; Sorters; Samplers; and Weighers	\$14.53	\$23.50	\$20.51
Office Clerks; General	\$11.96	\$20.33	\$17.54
Retail Salespersons	\$9.98	\$18.74	\$15.82
Fast Food and Counter Workers	\$8.68	\$12.12	\$10.97
Laborers and Freight; Stock; and Material Movers; Hand	\$14.13	\$19.97	\$18.02
Nursing Assistants	\$13.37	\$16.60	\$15.52
Cashiers	\$9.54	\$13.04	\$11.88

Source: Wisconsin Department of Workforce Development, 2021

4.3 Analysis of Economic Base

Existing Business Base

Table 4-9 shows top twelve major employers located in the City of Manawa based on the number of employees. Sturm Foods has two major facilities within the city and is by far the largest employer. Kolbe Vinyl Windows and Doors, and Hawk Trailers also reside in the top twelve as manufacturers. The remaining large employers are generally public sector and include employees within the School District of Manawa, as well as the Fire Station.

Ensuring the city maintains this business diversity, while achieving overall growth will be important in the future.

Table 4-9: Top Employers within the City of Manawa, 2023.

Business Name	Description	SIC Code	Number of Employees
Sturm Foods	Food Products (Wholesale)	424420	500-999
Sturm Foods	Food Products (Wholesale)	424420	250-499
Kolbe Vinyl Windows & Doors	Window-Manufacturers	332321	50-99
Manawa Community Nursing Center	Nursing & Convalescent Home	623110	50-99
Manawa Fire Station	Fire Departments	922160	50-99
Little Wolf High School	Schools	611110	20-49
Hawk Trailers	Trailers-Horse (Wholesale)	423820	20-49
Manawa Elementary School	Schools	611110	20-49
School District of Manawa	School District	611110	20-49
Remington's Quality Foods	Grocers-Retail	445110	20-49
St. Paul's Lutheran School	Schools	611110	20-49

Source: Department of Workforce Development, 2023.

4.4 Strengths and Weaknesses Analysis

The City of Manawa has a strong economic base for a city of its size. Existing private sector employers include Treehouse Foods (A. Sturm & Sons, Inc.), Kolbe Vinyl Windows, Hawk Trailers, and Kam-Art Industries. These are thriving businesses that have the possibility of expanding their operations within the city over time. However, economic decline was also evidenced recently with several small businesses closing during the Covid-19 pandemic. These losses have been partially offset with development of a new businesses moving into the city.

A determination of the strengths and weaknesses of the City of Manawa and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The economic strengths and weaknesses were identified in the 2007 version of the Comprehensive Plan and many still ring true today:

Strengths

- ◆ Natural Resources
- ◆ Elementary & Secondary Schools
- ◆ Industrial Parks
- ◆ State, County & Local Road Networks
- ◆ Central WI Railroad
- ◆ Regional Airports
- ◆ Fox Valley Technical College Campuses
- ◆ Fox Valley Workforce Development
- ◆ Chambers Of Commerce
- ◆ Skilled & Experienced Workforce
- ◆ Sewer & Water Infrastructure
- ◆ Electric & Gas Infrastructure
- ◆ Communications Infrastructure
- ◆ Waupaca County Economic Development Corp.
- ◆ Small Business Development Centers
- ◆ WI Economic Development Corporation (WEDC) Programs
- ◆ WI Department of Transportation Programs
- ◆ Regional & Local Financial Institutions
- ◆ County & Local Governments
- ◆ Revolving Loan Funds
- ◆ Tax Incremental Finance Districts
- ◆ Manufacturing Industry
- ◆ Tourism Industry
- ◆ Dairy Industry

Weaknesses

- ◆ Lack of Population Diversity
- ◆ Lack of Business Diversity
- ◆ Lack of Capital/Financial Network for Entrepreneurs
- ◆ Perception of Tax Climate
- ◆ Lack of Collaborative Efforts Between Governments
- ◆ Lack of Available Employment Opportunities for College Graduates
- ◆ Small Percentage of Workforce with bachelor's or Graduate Degrees
- ◆ Aging Workforce

4.5 Desired Business and Industry

Similar to most communities in Waupaca County, the City of Manawa would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies, and more specifically with the following. Desired types of business and industry in the City of Manawa include, but are not necessarily limited to those which:

- ◆ Retain the small town character of the community.
- ◆ Utilize high quality and attractive building and landscape design.
- ◆ Utilize well planned site design and traffic circulation.
- ◆ Revitalize and redevelops blighted areas of the community.
- ◆ Provide quality employment for local citizens.

- ◆ Support existing employers with value adding services or processes.
- ◆ Bring new cash flow into the community.
- ◆ Capitalize on community strengths.
- ◆ Do not exacerbate community weaknesses.
- ◆ Provide essential services that are otherwise not available within the community, such as retail stores, personal services, and professional services.
- ◆ Enhance existing and planned retail shopping areas.
- ◆ Do not cause or contribute to the deterioration of the downtown.
- ◆ Do not compete with the downtown.

4.6 Economic Development Sites & Opportunities

Sites for business and industrial development for the City of Manawa are detailed on Map 4-1, as well as the Future Land Use Map (Chapter 10, Map 10-1). Annexation for enlargement of the commercial or industrial areas of the city is not expected in the near term but may become necessary over the next 15 to 20 years. Existing sites range from small downtown parcels or buildings to larger properties which can accommodate industrial uses. Some sites may also lie within an existing Tax Increment District, or perhaps offer opportunities associated with brownfield redevelopment. A general description of these areas and opportunities is discussed in this sub-section.

Downtown

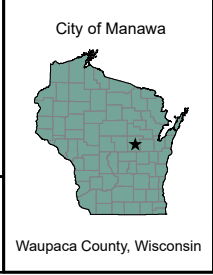
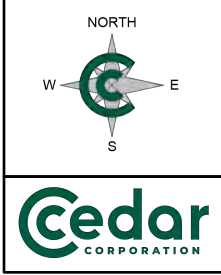
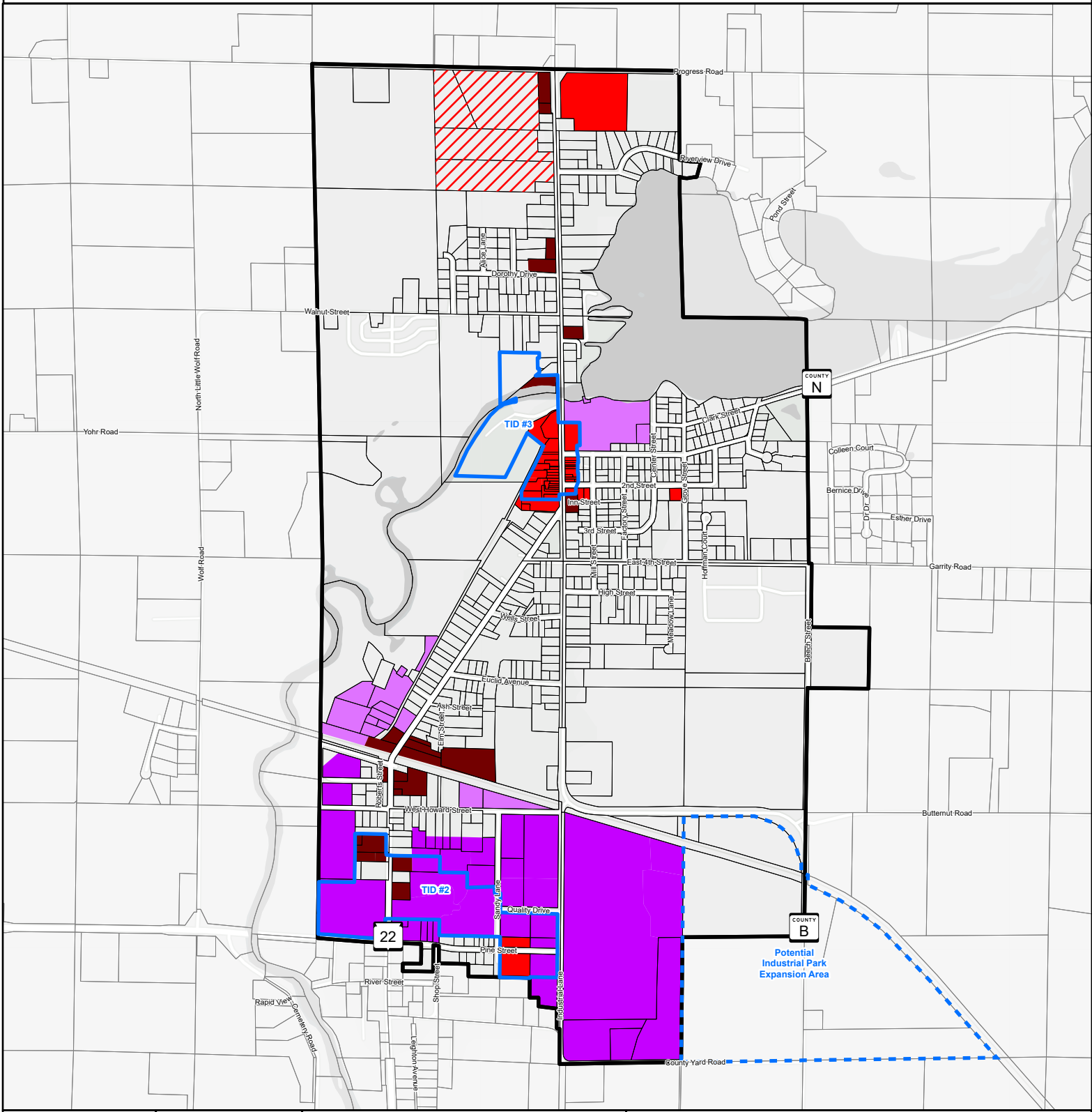
The preservation and enhancement of the downtown is another key economic development opportunity. It is the city's desire to maintain a viable city center that offers amenities, helps define a sense of history, culture, and identity, and that contributes to the economic health of the area. The downtown's location adjacent to Lindsey Park and the Little Wolf River offer opportunities to create a unique vibrant environment that is the focal point of the community. The city had a market study of downtown prepared by UW-Extension in 2013 and should consider having it updated to provide a more current picture of the downtown's existing and potential values. To date, the city has created TID #3 to assist with infrastructure improvements and to support the expansion of existing and new downtown businesses. Additional efforts could be made to continue the past momentum and are detailed out it later in this plan element.

Industrial Park

The existing industrial park is located in the southern portion of the city, generally between WIS 22/110 and Industrial Lane. Older industrial uses are located along the WIS 22/110 corridor while a newer, more modern "park-like" setting is centered along Industrial Lane. The industrial-zoned lands in this area occupy approximately 160 acres, of which 140 acres are currently occupied and developed. The remaining 20 acres are spread across several vacant or underutilized lots and provide opportunities for the expansion of existing industries or the location of new industry. Given the shortage of available land, the city should consider options and opportunities to expand the industrial park to the east (and possibly TID #2) in order to accommodate future growth as shown on Map 4-1 and the Future Land Use Map (Map 10-1).

PRIMARY ECONOMIC DEVELOPMENT AREAS

Map 4-1



City of Manawa
Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

Legend

- Commercial PUD
- 1B Local Business District
- 2B General Business District
- 3B Intensive Business District
- GM General Industrial District
- LM Light Industrial District
- Water Features
- Municipal Boundaries
- TID
- Potential Industrial Park Expansion
- Parcels

Commercial Corridors

Future commercial development opportunities also exist along several highway corridors entering the city, including clusters of existing uses along WIS 22/110 south of Ash Street near the Fox Valley & Lake Superior rail line, and along WIS 22/110 north of the Little Wolf River where several properties are zoned for commercial use. A new area for commercial development is envisioned to the west of WIS 22/110 and south of CTH N in the northern part of the community and is already future commercial development with about 35 acres of agricultural land already being zoned as a Commercial PUD.

The city is concerned with the design and appearance of future commercial development along these corridors. The use of design review can be used to help improve the aesthetic quality of the buildings and development sites and help maintain the small-town atmosphere that Manawa residents value. This is achieved by developing design review procedures and standards. The city can then work with proposed development to gain improved building architecture, landscaping, lighting, signage, and other site design features that will maintain and enhance the character of the city.

Tax Increment Districts (TIDs)

A Tax Increment District (TID), or Tax Increment Financing (TIF), amortizes the improvements made to a parcel or parcels of land and is paid back through the “increment” or property tax increases that accrue as a result of new development over the base level of the unimproved land. During the time period that a TID is open, overlapping taxing jurisdictions continue to receive taxes based on the unimproved land until such time as the TID timeline expires or is closed. The increment which is generated can be used for a variety of purposes including land acquisition, infrastructure construction, developer incentives, and the like, but must be documented in the TID’s Project Plan. Of course, there are many more detailed steps in the creation and life of a TID which must be followed to successfully create one. The city has established two TIDs (Map 4-1) to help new business development as well as the expansion of existing businesses. Each TID can be summarized as follows:

6. TID #2 consists of approximately 42 acres located in the southern portion of the community along WIS 22/110 (Depot Street), to the north of CTH B/Pine Street. TID #2 was created in 2016 as a Mixed Use TID and will expire in 2036. According to the WDOA, the base value of the TID was established at \$2,392,700 with the current (2022) value being \$5,087,100 – generating a total tax increment of \$2,694,400 to date. The TID 2 Project Plan anticipates making total project expenditures of approximately \$950,000 to undertake various sewer, water, streetscape, landscape improvements, as well as potential development incentives.

- TID #3 consists of approximately 27 acres centered on the downtown, including Lindsay Park. TID #3 was created in 2018 as a Mixed Use TID and will expire in 2039. According to the WDOA, the base value of the TID was established at \$2,362,600 with the current (2022) value being \$3,284,800 – generating a total tax increment of \$922,200 to date. The TID 3 Project Plan identifies total project expenditures of approximately \$800K undertake a set of phased projects which may include: property, right-of-way, easement acquisition, and site preparation for redevelopment activities; sewer, water, streetscape, stormwater, and electric/gas/communications utility improvements, and; creation of a revolving loan fund as well as for development incentives.

It should be noted the State Legislature recently modified the TID rules to allow for an “Affordable Housing Extension” which allows use of a final year’s increment for affordable housing. At least 75% of the final increment must benefit affordable housing in the municipality, whether within or outside of the TID. A resolution must specify how the municipality will improve housing stock. The city should utilize these extensions when the time comes for a District’s closure.

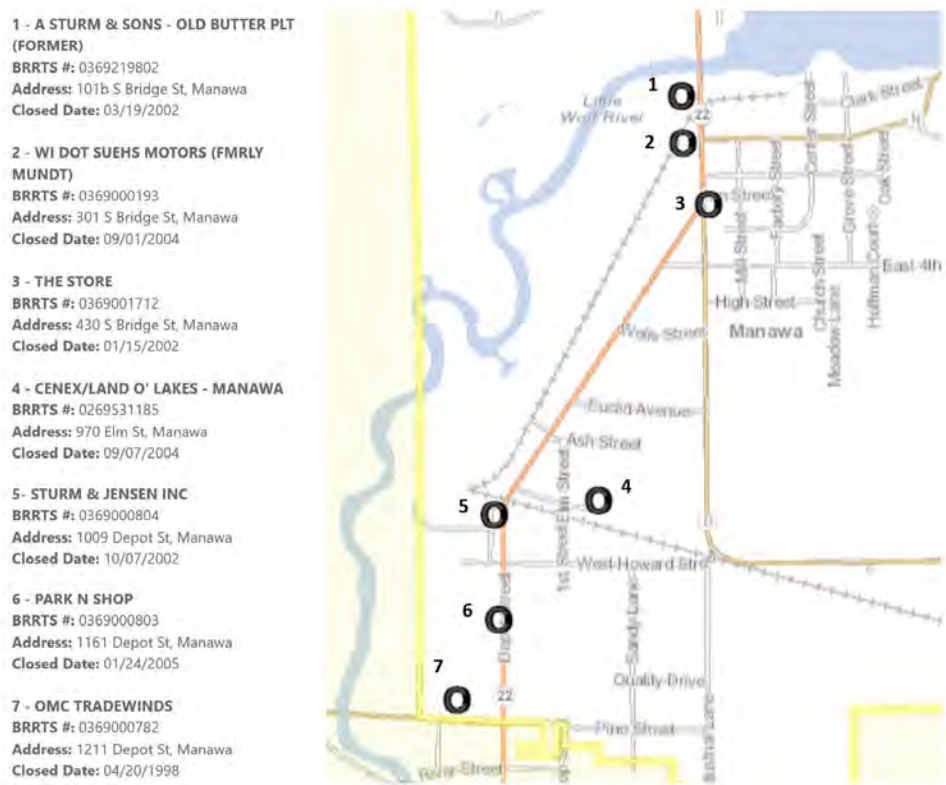
Brownfield Redevelopment

A brownfield is a property where expansion, redevelopment or reuse is complicated by real or potential contamination. Brownfields vary in size, location, age and past use; a brownfield can be anything from a 500-acre former automobile assembly plant to a small, abandoned gas station. Brownfield properties may present public health threats, along with economic, Environmental and social challenges for the communities where they are located.

According to the WDNR’s Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the Web (BOTW) a total of 47 sites are listed within the city that have a history with soil contamination. Based on the listed Activity Type, of the 47 total sites, 39 of them are “Closed”, seven are noted as “No Action Required”, and only one is listed as “General Property” (meaning this activity type consists of records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by the DNR to clarify the legal status of the property).

Of the 39 closed sites, seven of them have some form of “continuing obligation” which means that due to remaining contamination, continuing obligations apply and detail certain actions for which property owners are legally responsible. Continuing obligations still apply after a property is sold. These sites are shown in Figure 4-2.

Figure 4-2: Brownfield Sites with Continuing Obligations, City of Manawa



Home-Based Businesses

Home-based businesses have been commonplace in most communities and the City of Manawa is no exception. The city's current zoning code spells out requirements and standards for home occupations (§ 303-102). Home occupations are allowed as a conditional use in the One Family Residence (1R) zoning district. The code defines "home occupation" as "Any occupation for gain or support conducted entirely within buildings which is customarily incidental to the principal use of the premises and does not exceed 25% of the area of any floor. A home occupation includes uses such as babysitting, millinery, dressmaking, canning, laundering, tutoring and crafts but does not include the display of any goods or such occupations as barbering, beauty shops, dance schools, medical offices or auto repair."



Due to the recent COVID-19 pandemic, there is an increasing trend of both ‘work from home’, as well as the creation of home-based businesses and the city should monitor changes in this arena over the planning period in order to address potential impacts as well as leverage opportunities for entrepreneurial citizens.

4.7 Economic Development Programs

There are numerous programs and resources at the local, regional, state, and federal level. These entities can be of great help when pursuing a specific project, and the city should leverage all possible resources to promote the development of new businesses within the areas identified on the Future Land Use map.

Table 4-10 lists the various economic development agencies and programs that directly or indirectly affect the City of Manawa. These agencies and programs primarily result in improving the livelihoods of city residents because they provide quality employment opportunities and increase the area’s tax base, which helps keep property taxes down.

Table 4-10: Economic Development Agencies and Programs.

Agency / Entity	Program
Wisconsin Economic Development Corporation (WEDC)	State agency with funding programs for communities and businesses. Promotes and markets the state for business expansions and relocations
Wisconsin Housing and Economic Development Authority (WHEDA)	State level entity providing affordable housing and business financing products.
Wisconsin Department of Administration – Division of Energy, Housing & Community Resources (DEHCR)	State agency providing variety of CDBG block grants and other programs related to infrastructure and housing
New North	Regional entity promoting and marketing eighteen counties in northeastern Wisconsin for business expansions and relocations and talent attraction.
East Central Wisconsin Regional Planning Commission (ECWRPC)	Regional entity which administers and coordinates EDA funding programs through the Department of Commerce.
Waupaca County Economic Development Corporation	County entity promoting and marketing Waupaca County and its communities for business expansions and relocations.
Manawa Chamber of Commerce	Provides assistance and support to businesses in Manawa.

Source: Cedar Corporation, 2023

4.8 Economic Development Goals, Strategies, and Recommendations

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Strategies are more specific than goals and are more measurable statements which provide more specific direction for which to accomplish the goal. Recommendations are specific, task-oriented statements that, through direct action, will assist in implementing the plan as a whole. The accomplishment of the recommendations contributes to fulfillment of the goal.

Goal 4.1: Support the organizational growth of collaborative economic development programs in the community and region.

Strategy 4.1.1: Increase cooperation between communities regarding comprehensive planning and economic development issues.

Strategy 4.1.2: Promote dialogue and continue to strengthen relationships between the community and local businesses.

Recommendation 4.1.2.1: Actively participate in and support the efforts of the Manawa Chamber of Commerce

Recommendation 4.1.2.2: Actively participate and in and support the efforts of the Manawa Downtown Revitalization group.

Recommendation 4.1.2.3: Actively participate in and support the efforts of the Waupaca County Economic Development Corporation.

Goal 4.2: Maintain the utility, communication, and transportation infrastructure systems that promote economic development.

Strategy 4.2.1: Monitor the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the community's comprehensive plan.

Strategy 4.2.2: Maintain a fair and equitable user fee system that supports existing infrastructure without hindering economic development.

Strategy 4.2.3: Maintain a vital downtown and provide adequate pedestrian areas and aesthetic features which encourage consumer activity and enhance community character.

Strategy 4.2.4: Improve economic development opportunities along highway and utility corridors.

Strategy 4.2.5: Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the community, Waupaca County, and the region.

Goal 4.3: Balance the retention and expansion of existing business with entrepreneurial development and new business attraction efforts.

Strategy 4.3.1: Maintain and support agriculture, manufacturing, tourism, and related support services as strong components of the local economy.

Strategy 4.3.2: Promote business retention, expansion, and recruitment efforts that are consistent with the community's comprehensive plan.

Recommendation 4.3.2.1: Support and participate in the organization of apprenticeship, on-the-job training, student touring and visitation, and student work-study programs with local industry, schools, and government.

Recommendation 4.3.2.2: Work closely with the Waupaca County Economic Development Corporation to conduct routine retention visits with top area employers.

Strategy 4.3.3: Monitor opportunities to support existing downtown businesses by establishing public-private partnerships.

Recommendation 4.3.3.1: Utilize existing TID #3 to provide appropriate incentives to new or expanding businesses within the downtown area. Expand or modify the TID as necessary.

Recommendation 4.3.3.2: Consider the establishment of a low/no-interest revolving loan fund to assist downtown business creation, expansion, and/or façade renovations.

Recommendation 4.3.3.3: Support the Manawa Downtown Revitalization group, whose purpose is to develop a shared vision for the downtown and provide leadership in the downtown revitalization effort.

Recommendation 4.3.3.4: Seek designation as a Main Street Community or Connect Communities program through the Wisconsin Economic Development Corporation.

Recommendation 4.3.3.5: Complete an update of the 2013 Downtown Market Study to provide more current insights on how to best improve the downtown.

Recommendation 4.3.3.6: Complete a parking study which develops strategies for improving parking in the downtown, including the elimination or reduction of parking requirements for private business as appropriate.

Strategy 4.3.4: Support the pursuit of local, state, and federal funding and assistance that will help entrepreneurs start new businesses.

Strategy 4.3.5: Prepare more detailed plans for the accommodation of new business and industry within targeted areas of the city.

Recommendation 4.3.5.1: Develop a new downtown redevelopment plan which considers current market trends and new opportunities for public and private improvements.

Recommendation 4.3.5.2: Develop a detailed industrial park expansion plan and seek funding to provide appropriate infrastructure.

Recommendation 4.3.5.3: Prepare an Area Development Plan for the Commercial PUD properties location along CTH N near WIS 22/110 on the north side of the city.

Strategy 4.3.6: Promote quality design in future commercial and industrial areas and consider the inclusion of features unique to the community in order to compete with neighboring communities and create a unique identity within the County.

Recommendation 4.3.6.1: Commercial and industrial development proposals should provide an assessment of potential impacts to economic health and markets including interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income.

Recommendation 4.3.6.2: Modify the existing zoning ordinance to include new design requirements and standards for all commercial and industrial districts to ensure high quality building and site design. These standards could include requirements for:

- Attractive signage and building architecture;
- Shared highway access points;
- Screened parking and loading areas;
- Screened mechanicals;
- Landscaping;
- Lighting that does not spill over to adjacent properties;
- Efficient traffic and pedestrian flow and connectivity.

Goal 4.4: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Strategy 4.4.1: Support local employment of area citizens, especially efforts that create opportunities for local youth.

Strategy 4.4.2: Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.

Strategy 4.4.3: Support area technical colleges and universities in their workforce development efforts.

Recommendation 4.4.3.1: Establish a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force.

Strategy 4.4.4: Maintain a focus on the provision of affordable workforce housing which supports existing and new businesses and industry.

Recommendation 4.4.4.1 As appropriate, utilized the new “Affordable Housing Extension” provisions of the Tax Increment Finance laws to expand the availability of workforce housing within the city.

Goal 4.5: Support opportunities to increase and diversify the community's tax base.

Strategy 4.5.1: Balance the need for community growth with the cost of providing public services.

Recommendation 4.5.1.1: Attract new businesses and the retention and expansion of existing businesses should through utility improvements and the implementation of improved communication technology.

Strategy 4.5.2: Seek sufficient prime commercial and industrial lands to accommodate desired economic growth in the community.

Recommendation 4.5.2.1: Consider the expansion of the Industrial Park and TID #2 eastward as appropriate to accommodate new industry.

Strategy 4.5.3: Support business development that will add to the long-term economic stability of the community.

Recommendation 4.5.3.1: The community should pursue economic development efforts which strengthen and diversify the existing economic base before pursuing time consuming, and often expensive, business recruitment efforts.

Recommendation 4.5.3.2: The community should encourage industries that provide educational and training programs, require skilled workers, and provide higher paying jobs.

Recommendation 4.5.3.3: Future economic development should include export businesses that produce goods and services within the community but are sold primarily to outside markets.

Strategy 4.5.4: Work to maintain an effective and efficient government to reduce the tax burden on local businesses.

5 Transportation

5.1 Overview

The land use patterns of the City of Manawa, Waupaca County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function efficiently and to provide linkages to areas beyond their immediate locations. The City of Manawa's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work.

5.2 Existing Road System and Traffic Counts.

The existing road system for the City of Manawa is represented on Map 5-1. The City's road configuration is characterized by both an urban grid pattern and a pattern influenced by the many natural and man-made features of the land. The city maintains 8.81 miles of local roadways. This compares to 3.41 miles of state and county connecting highways (Table 5-1).

Annual average daily traffic (AADT) counts are presented in Map 5-1 for selected roadways and time periods in City of Manawa. Average Annual Daily Traffic (AADT) counts are calculated by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count. Overall, traffic levels have been on a downward trend. The general traffic circulation pattern and traffic counts in the city are as follows:

- The highest levels of traffic in the city are associated with WIS 22/110, south of the Little Wolf River, in downtown. Using WisDOT's 2018 AADT counts, 5,300 cars per day utilize this segment of roadway which serves as the main north/south thoroughfare. The traffic levels drop, however, heading south at the split with Depot Street and Bridge Street, with a 2022 AADT of 2,500 near WIS 22/110 and E. 4th Street. WIS 22/110 provides access to WIS 54 about 3.5 miles to the south, which provides a direct connection to the City of Waupaca and City of New London. WIS 22/110 connects with WIS 45 to provide access to Clintonville and Shawano.
- CTH B also provides a key north/south route providing access to the city's industrial park on the southeast and connecting to USH 54 approximately 4 miles to the south in Royalton. CTH B also provides access to the western portion of the city, connecting it to Ogdensburg, about 5 miles to the west. Traffic counts on the eastern segment of CTH B were 1,500 AADT in 2022.

- CTH N provides access to and from the eastern part of the city and connects to WIS 22/110 in the downtown area. CTH N connects to WIS 45 about 3.5 miles south of Bear Creek. 2022 AADTs of 700 vehicles have been measured on the segment closest to downtown.

Table 5-1: City of Manawa Road Miles by Jurisdiction

Jurisdiction	Approximate Miles
Federal	0.00
State	1.90
County	2.51
Local	8.81
Total	13.22

Source: WisDOT 2023.

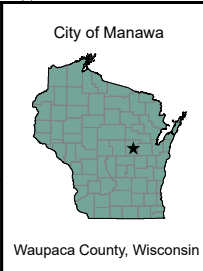
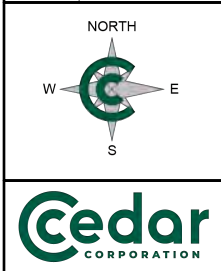
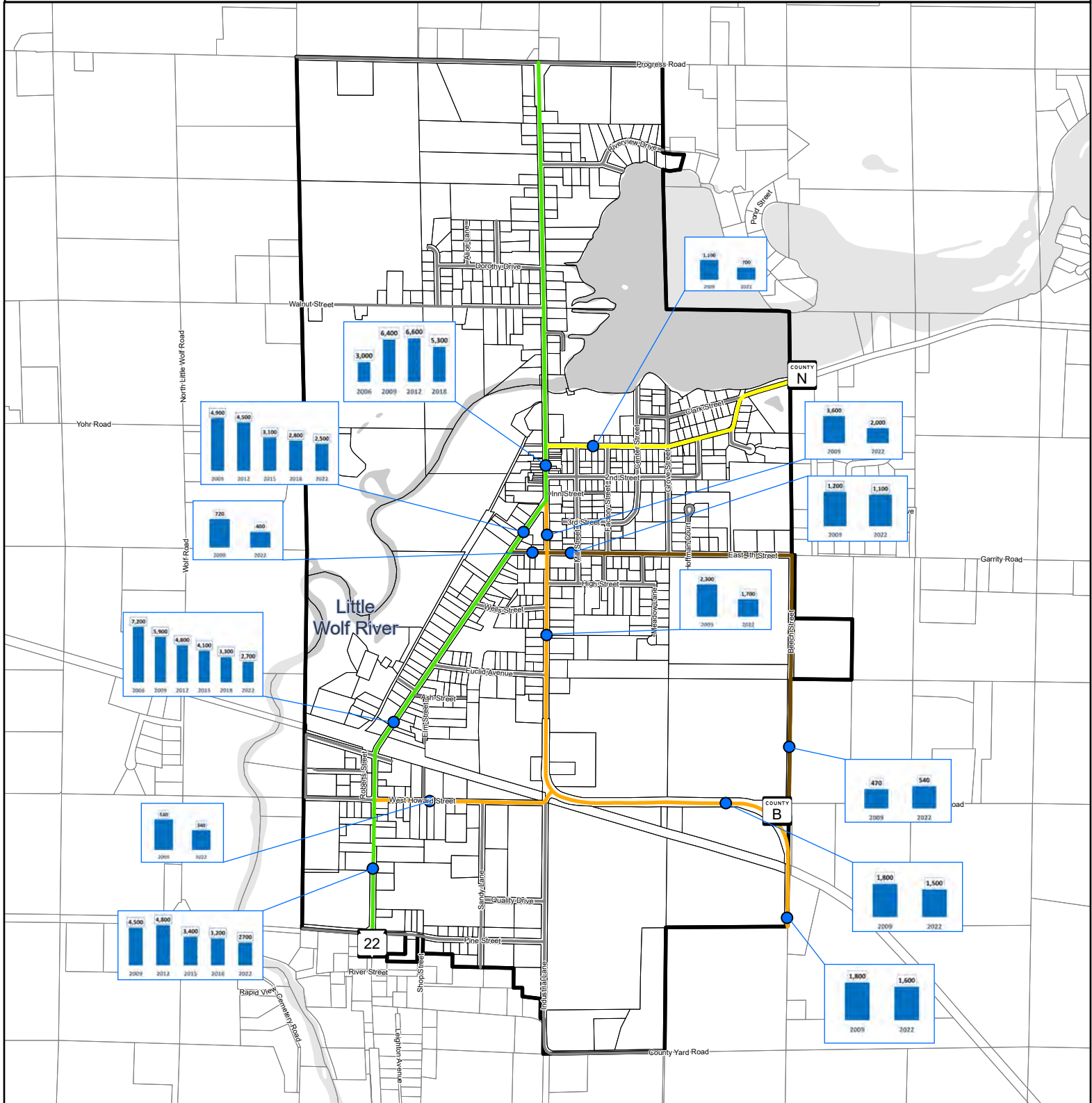
5.3 Highways

Highways Defined

Highways, or more generally roads, are public rights-of-way set aside for the movement of people and goods from one place to another, principally by the use of motor vehicles. Roads have evolved over time from walking paths to horse trails, to improved gravel roads, to the present day paved surface streets in the urban areas and highways in the rural areas. While the early paths were commonly accepted routes to follow, as development took place, there was always a need to bring order and sanction to the travel routes by the common exercise of governance. As it evolved, government became the universally successful mechanism for making the improvements to roadways as usage increased and as the nature of vehicles changed over time.

FUNCTIONAL ROAD CLASSIFICATIONS AND TRAFFIC COUNTS

Map 5-1



City of Manawa

Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

Legend

- Traffic Count Locations
- Minor Arterial
- Major Collector
- Minor Collector
- Chart C Minor Collector
- Local Roads
- Water Features
- Municipal Boundaries
- Parcels

Map Updated: August 28, 2023

Highway Users

Streets and highways are used in a variety of ways: by cars carrying people, by trucks carrying goods, by bicycles, and by the oldest form of transportation, walking. There are also snowmobiles, ATV's, horses carrying people for recreation, and horses pulling buggies and wagons as an essential part of life. Farm tractors pulling equipment from field to field as well as equipment for the construction and maintenance of roads populate the streets and highways. This wide variety of users brings with it a need to minimize conflicts between users and requires again through governance, the establishment of rules and regulations to protect the overall health, safety, and well-being of the community.

Highway Design

The user is the primary determinant of highway design. Cars and trucks are the overwhelming majority of highway users, and it is primarily for their needs that the design standards are set determining precisely how they are built. However, other vehicles such as farm equipment, are also considered due to their abnormal size and weight. Within densely populated urban areas where trip origins and destination are more proximate, walking and bicycling are more prevalent. Therefore sidewalks, bike lanes or trails may be warranted, but in rural areas this is seldom the case. In urban areas parking is usually accommodated on the street, while in rural areas parking is generally not accommodated on the road. Based on how the road is to be used, design standards are set specifying how the street or highway is to be built.

Highway Functions

There are two primary functions of streets and roads. One is to provide *access* to land: that is to homes, workplaces, shopping areas, schools, churches, recreational areas, etc. The other is to provide *ease of movement* from one location (point of origin) to another location (point of destination). While these functions are not diametrically opposed to one another, they do compete. Numerous points of closely spaced access along a road creates conflicts with vehicles making turning movements. This reduces the ease with which other vehicles can freely travel along the route. More access points along a route result in slower travel speeds which results in lower traffic carrying capacity and longer travel times. Higher speed makes turning movements more difficult resulting in reduced safety. More of one results in less of the other.

Roads cannot be all things to all people. Roads are now built to differing design standards based on how they are intended to be used. Simply put, there are different roads for different purposes. A spectrum of road and street types have been established from principally providing access on one end to exclusively providing ease of movement (maximizing traffic carrying capacity and safety) on the other end. This spectrum of design and purpose types is referred to as functional classification.

5.4 Functional Classification of Highways

The Wisconsin Department of Transportation has set statewide standards in its Facilities Development Manual (FDM) for the functional classification of streets and highways. The state uses different classification systems for urban and rural areas. For the purpose of transportation planning, the City of Manawa is considered a rural area as it has 5,000 or less residents. The functional classification network is typically based on traffic volumes, land uses, road spacing, and system continuity. The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below and in Table 5-2 and Map 5-1:

Principal Arterials serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers. Urban principal arterials are connected to the system of rural principle arterials and minor arterials. While no principal arterials exist within the City of Manawa, these facilities are often broken down into the following categories:

- Interstate highways (these are free-flow, grade-separated, fully access-controlled freeways with access to the balance of the highway system at interchanges only).
- Other freeways (these are freeways not designated part of the federal Interstate System or free-flow expressways that may not be grade-separated or fully access- controlled).
- Other principal arterials

Minor Arterials provide intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system provides system connections to the rural collectors. WIS 22/110 is the only Minor Arterial that exists within the City of Manawa, constituting 1.9 miles of roadway.

Collectors provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from the local streets in residential neighborhoods and channel it onto the arterial system. In the central business district, and in other areas of like development and traffic density, the collector system may include the street grid, which forms the basic unit for traffic circulation. Major Collector street segments that exist within the City include CTH B (up to the WIS 22/110 intersection) and W. Howard Street, totaling 1.68 miles. Minor Collector streets include CTH N totaling 1.7 miles.

Local Streets comprise all facilities not on one of the higher systems and account for 7.94 miles. They primarily provide direct access to adjacent land and access to higher order systems. Local streets offer the lowest level of mobility, and through traffic movement on this system is usually discouraged.

Table 5-2: City of Manawa Local Road Miles by Functional Classification

Functional Classification	Miles of Street
Principal Arterial	0
Minor Arterial	1.9
Major Collector	1.68
Minor Collector	1.7
Local Streets	7.94
Totals	13.22

Source: WisDOT 2023.

5.5 Traffic Accidents

To further analyze the City of Manawa's road system the frequency of motor vehicle accidents is studied to identify problem areas. The frequency of motor vehicle accidents tends to correlate directly with traffic volumes. A review of reported crashes between 2018 and 2022 reveals a total of 57 accidents within the City of Manawa boundaries over that time-period. These accidents are scattered about the entire city with larger concentrations occurring at intersections with WIS 22/110. None of the crashes involved pedestrians and there were no reported car/bicycle crashes during this time-period. Approximately 72% of reported crashes had no apparent injuries and no accidents with fatalities were reported during this period.

5.6 Bridges

State and local bridges are inspected at least once every two years. WisDOT is responsible for all inspections of bridges along the state highway system. Municipalities complete the inspections for bridges along the local roadway. Bridges are rated and categorized in terms of their functional and structural condition. A functionally obsolete bridge is typically older and no longer meets geometric standards, such as having narrow lanes or shoulders. However, this classification does not mean the bridge is unsafe. A structurally deficient bridge generally has an element that needs attention, such as potholes or rust. The only bridge in the city is the WIS 22/110 bridge over the Little Wolf River which is owned and maintained by the State and is in good condition with a WisDOT Bridge Sufficiency Rating of 88.9 (out of 100).

5.7 Pavement Conditions

Pavement ratings can be used for planning maintenance and budgets for local roadways. In 2001, a state statute was passed that requires municipalities and counties to assess the physical pavement condition of their local roads. A common method of doing this is referred to as Pavement Surface Evaluation and Rating or PASER. PASER rates roadways on a simple 1 to 10 rating scale (Table 5-3) which ranges from Failed (needs total reconstruction) to Excellent (no visible stress). PASER allows for better allocation of resources, a better understanding of pavement conditions, and allows for long term planning.

Table 5-3: PASER Rating System

Quality	Rating	Treatment (Asphalt)
Excellent	9-10	No maintenance required
Good	7-8	Crack sealing and minor patching
Fair	5-6	Preservation treatments (non-structural)
Poor	3-4	Structural renewal (overlay)
Failed	1-2	Reconstruction

Source: UW-Madison

The City of Manawa assesses its local streets every other year using the PASER system. Based on the information collected in 2021 a snapshot of pavement conditions can be provided (Figures 5-1 and 5-2). The inventory shows that out of 7.52 miles of local streets, approximately 83 percent are considered to be in “Good” to “Fair” condition, only requiring regular maintenance to extend their lives.

On the other hand, approximately 11.5 percent of road segments are considered to be in “Poor” condition and will need rehabilitation or re-construction at some point in the near future. These roads include Walnut Street, Wells Street, Factory Street and Grove Street (north of Clark Street). No road segments are classified as failed. This information is useful in preparing the city’s Capital Improvement Plan (CIP).

Figure 5-1: City of Manawa PASER Rating Summary (2021)

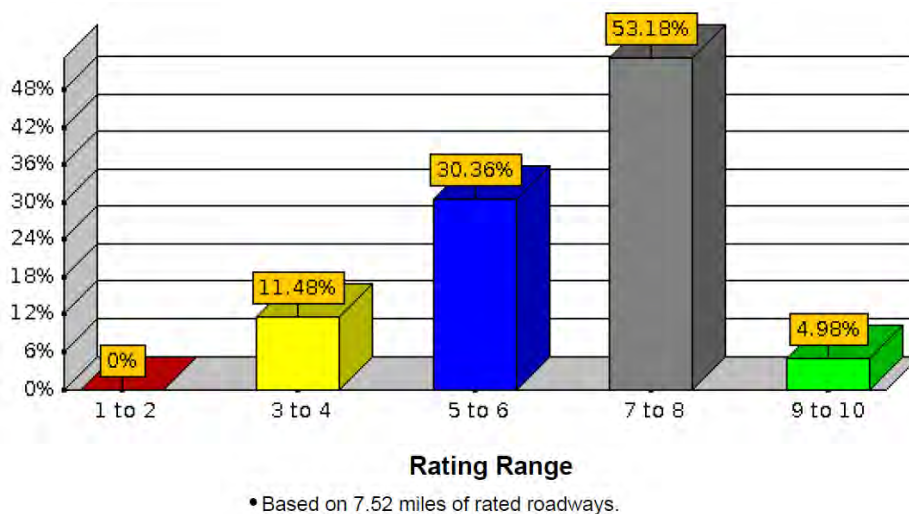
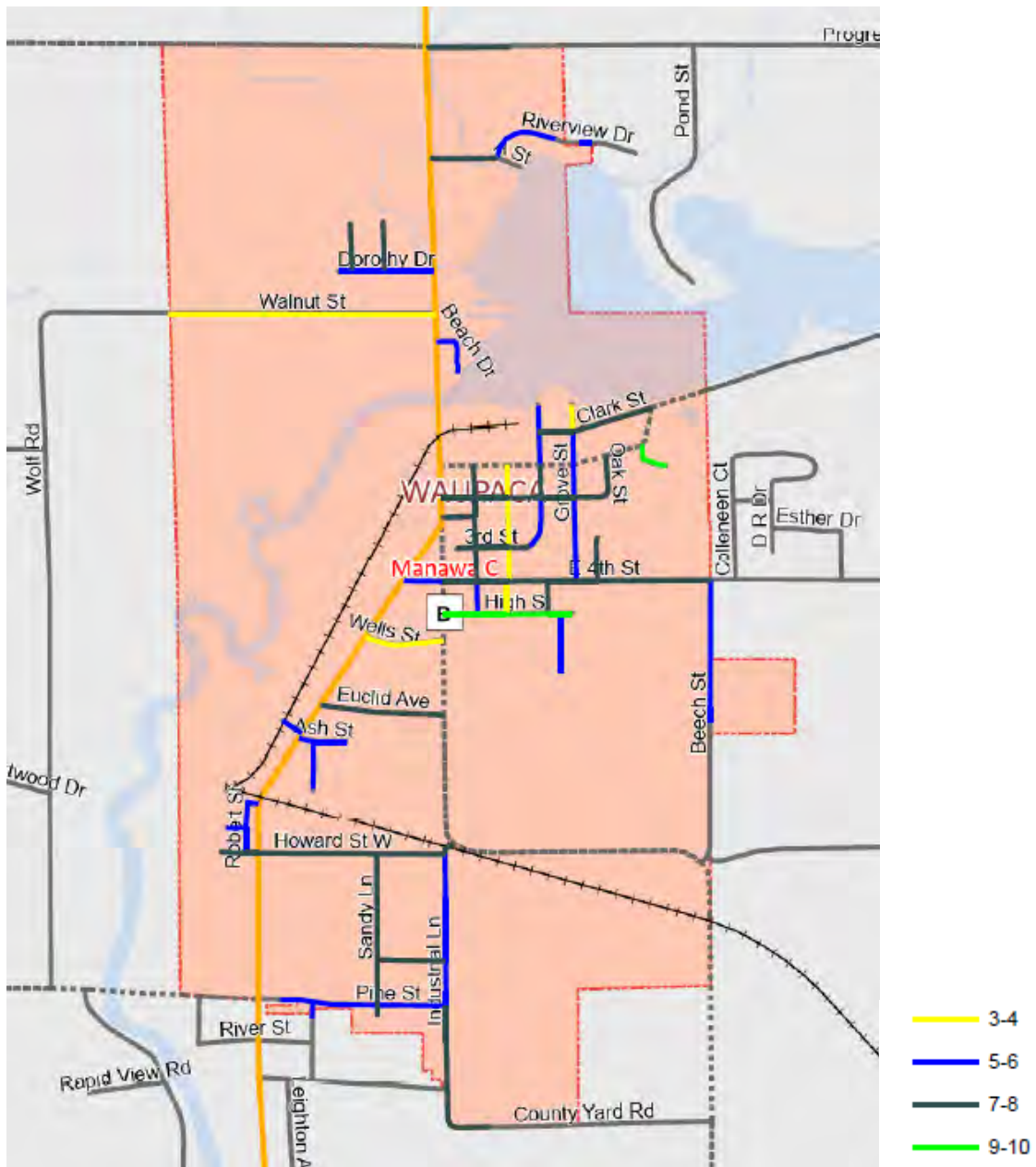


Figure 5-2: City of Manawa PASER Ratings (2021)



5.8 Additional Modes of Transportation

Trucking

Trucking is an integral part of the City of Manawa economy, and this activity depends on a safe and efficient highway system as well as adequate local roads and streets. Heavy truck operators do business in the city hauling food and manufactured goods as well as other industrial and commercial goods.

Local roads are generally not designed to accommodate heavy truck operation and are limited to direct delivery. Roadways of higher functional classification are designed with increasing load bearing characteristics. At the state level, WIS 22/110 is designated as a 65' Restricted Truck Route which only allows for a 48' trailer, no 53' trailers, and no tandem trailers (double bottom).

By ordinance, all city streets, with the exception of WIS 22, Pine Street and the portion of Shop Street within the city limits, are designated as Class B highways for the purpose of putting into effect the weight limitations set forth.

Air Service

There are four airports within a reasonable proximity to the City of Manawa that provide both passenger and freight services as follows:

Clintonville Municipal Airport (CLI): The Clintonville Municipal airport is part of the state airport system and is classified as a Transport/Corporate airport intended to serve corporate jets, small passenger and cargo jets used in regional service, and small airplanes (piston or turboprop) used in consumer air service. The airport has three runways with the longest being 4,599 feet.

Waupaca Municipal Airport (PCZ): The Waupaca Municipal airport is part of the state airport system and is classified as a Transport/Corporate airport intended to serve corporate jets, small passenger and cargo jets used in regional service, and small airplanes (piston or turboprop) used in consumer air service. The airport has two runways with the longest being 5,200 feet.

Appleton International Airport (ATW): Appleton International Airport is the third largest airport in the State of Wisconsin based on 2019 deplanements and serves residents and businesses in the Outagamie/Winnebago County vicinity, northeastern Wisconsin, and portions of Michigan's Upper Peninsula. The Airport supports both commercial and general aviation activities and is designated as an international airport with a US Customs office in the main terminal. The Airport is

currently served by four major airlines (Allegiant, American Airlines, Delta, and United) with 14 direct service cities with connections available to any destination in the world. It is also served by two air cargo operations including Airborne Express and Federal Express and it has two fixed base operators, Gulfstream Aerospace and Max Air, Inc. The airport has two runways with the longest being 6,501 feet.

Austin Straubel International Airport (GRB): Austin Straubel International Airport is the fourth largest airport in the State of Wisconsin based on 2019 deplanements and serves residents and businesses in Brown County, northeastern Wisconsin, and portions of Michigan's Upper Peninsula. The Airport supports both commercial and general aviation activities and is designated as an international airport with a US Customs office in the main terminal. The Airport is currently served by four major airlines with 11 direct service cities with connections available to any destination in the world. The airport has two runways with the longest being 8,700 feet.

Water Transportation

Commercial water transport does not currently take place in the City of Manawa as the Little Wolf River is no longer used for logging transport.

Freight Rail / Passenger Service

Freight rail service is no longer available within the City of Manawa via the 10.3 mile single line track owned by WATCO. Formal discontinuance of this rail segment between Manawa and New London was sought in 2017. The discontinuance removes the carrier obligation but does not abandon the line completely. A discontinuance preserves the rail corridor and if economic circumstances were to change the rail's service could be restored. The future of this line is uncertain, but opportunities for conversion to a recreational facility through the State's Rails to Trails program is a possibility.

Passenger rail service is not immediately available to City of Manawa, but a high speed passenger rail line is planned to be extended from Milwaukee to Brown County in the future through the Midwest Regional Rail Initiative (MRRI). If this service is implemented, it will provide another means for Manawa residents to travel throughout the Midwest. Recently, localized efforts had been made to voice support for adding this route to the Amtrak National Network.

Bicycle & Pedestrian Transportation Corridors

Bicycling plays an important role in moving people, many of whom rely on or choose the bicycle for their main or only mode of transportation. Bicycles can move considerable numbers of people, especially in urban areas. The benefits of bicycling can be generalized into the following categories: health, transportation (congestion), safety, environmental, efficiency, economic, and quality of life. Therefore, bicycling is an important element of the overall transportation system in the City of Manawa and is an accepted and promoted alternative form of transportation.

Pedestrian travel is an integral part of the total transportation picture. Many people rely on walking for exercise as well as for travel from their homes to work, school, or shopping. For the elderly, children, and those who are disabled, having safe and convenient pedestrian facilities are essential to daily activities.

Sidewalks

Sidewalks are present in many areas of the City of Manawa including the entire downtown and along main thoroughfares. However, many residential neighborhoods have an inconsistent pattern of sidewalks, with many residential blocks having sidewalk on one side of the street, or none at all. Current land division and zoning development policies do not absolutely require sidewalks and/or trails for new developments.

Many segments of existing sidewalk are in disrepair and the city has no formal sidewalk maintenance and replacement program, only making repairs on an as needed basis or in conjunction with other street and utility projects. The city's current policy is to special assess for sidewalk improvements or repair, but this has not been done historically. Generally, the cost of sidewalk installation, repair or construction (and maintenance) shall be paid by the property owner per current regulations.

Bike/Pedestrian Trails

Several bike/pedestrian trails exist within or near the City of Manawa and help to facilitate the movement of bikes and pedestrians in a safe manner. These facilities are shown on Map 5-2:

- An approximate 3,200-foot long multi-use Little Wolf River trail exists along the north side of CTH B (E. Howard Street) and west side of Beech Street which provides access to the Manawa Elementary School. This trail connects on the west to an existing sidewalk on Bridge Street which leads to the downtown. The trail crosses Beech Street just south of the

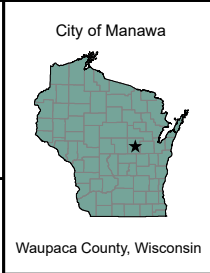
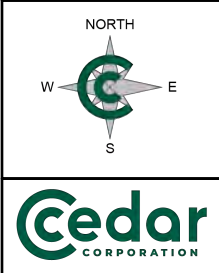
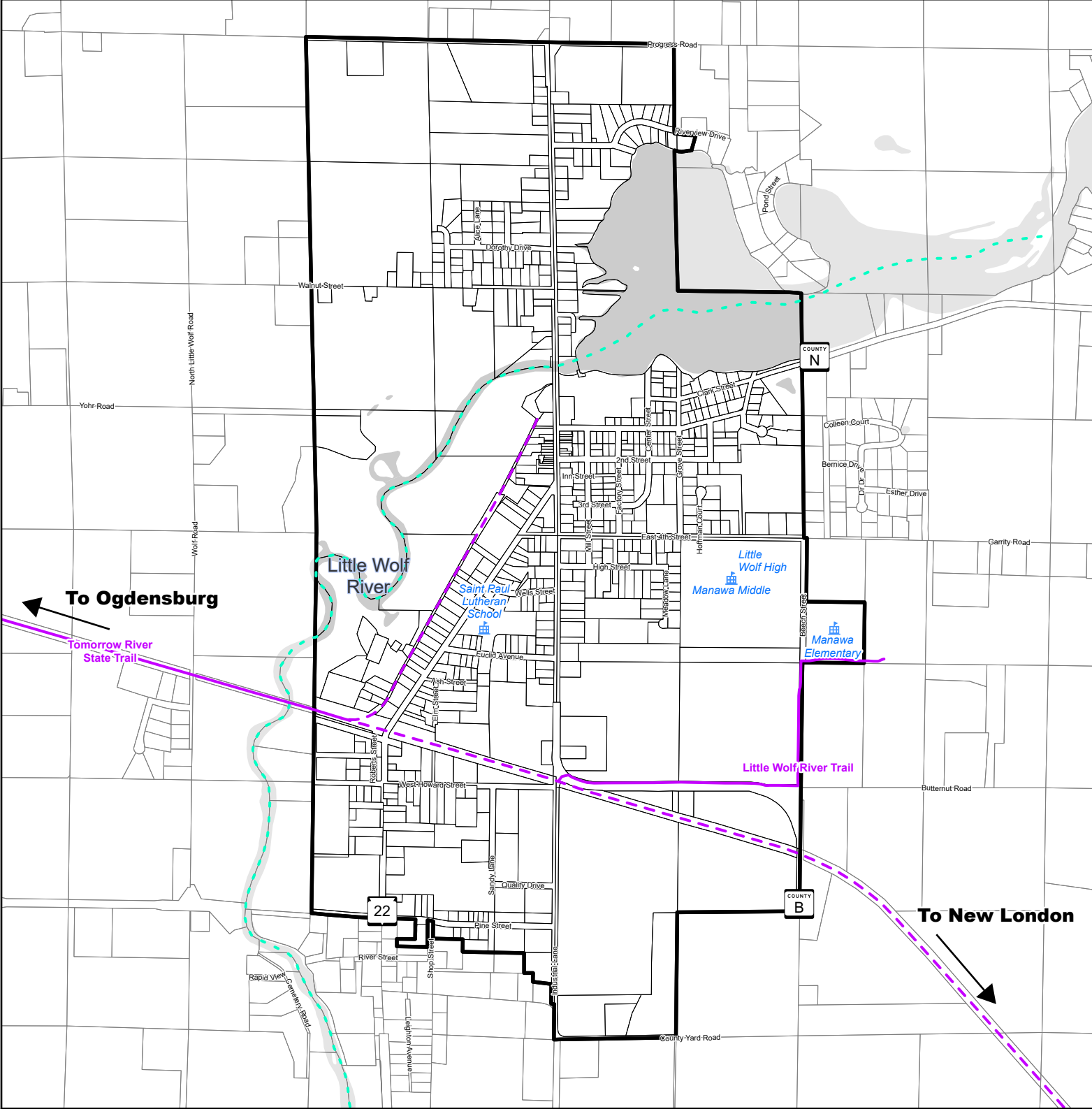
Elementary School and provides access for students. Additionally, a separate sidewalk extends southward, along the west side of Beech Street, from E. 4th Street which also connects to the elementary school, leaving an approximate 1,000-foot gap between these facilities along Beech Street.

- The Tomorrow River State Trail. This 29-mile rail trail travels through scenic glacial terrain and farm country from Plover in Portage County to just outside the City of Manawa in Waupaca County, while passing through the communities of Amherst Junction, Scandinavia and Ogdensburg. The western end of this year-round trail connects to the Green Circle State Trail at Hoover Road in Plover. There is a short one-mile gap in the trail in Amherst Junction and trail users will need to use local roads as the trail route. The eastern terminus of the trail in Waupaca County ends just past Wolf Road as the 1,200-foot gap into the city has not been completed. Therefore, users are required to use local roads for about 0.5 miles between the trail and the City of Manawa.

Proposed or potential trails within the city include the following:

- As called for in the *Waupaca County Bicycle and Pedestrian Plan*, an approximate 11-mile extension of the existing Tomorrow River State Trail eastward along the existing railroad right-of-way which would eventually connect with the City of New London and the existing Newton-Blackmour State Trail. It would be a priority to convert the first 1,200 feet of rail right-of-way so that the Tomorrow River State Trail would connect to Depot Street, as there is no current access to this trail from within the city.
- An approximate 0.8-mile trail along the existing (unused) WATCO rail spur located west of Depot Street which would connect the Tomorrow River State Trail with Lindsay Park and downtown Manawa. This new trail could improve access to downtown for walkers, bikers, and snowmobilers.
- As called for in the *Waupaca County Bicycle and Pedestrian Plan*, a new ‘water trail’ following the Little Wolf River through the entirety of the city. Waupaca County has an extensive network of waterways. While largely recreational in nature, the County would like to consider enhancing segments of its waterways to encourage more people to paddle and enjoy recreational opportunities on the water. By adding signage and additional amenities (i.e. kayak launches, and portage facilities around the Mill Pond Dam), this segment of the water trail could become a reality in a short period of time.

EXISTING & FUTURE TRAILS



City of Manawa
Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

Legend

- Schools
- Existing Trail
- Planned Trail
- Planned Water Trail
- Municipal Boundaries

Transit Services

Transit is a motor-vehicle service provided to individuals, usually for hire, to make a trip from one location to another. To be considered transit, trips must be arranged with entities that have identified themselves as trip service providers. Excluded from this inventory of transit providers are charter bus operations, school transportation provided through school districts, and vehicles that may be available to community based residential facilities (CBRFs) and emerging Adult Family Homes for resident transit.

General categories of transit providers include: services available to the general public; services available to the general public, but only if they are elderly or disabled; services available only to the clients of an entity; services available to residents of group homes; and specialized medical vehicles licensed by the state medical assistance program.

General Public Service

- Greyhound Bus Lines: Greyhound Bus Lines used to provide inter-city bus service with four daily intercity trips through Waupaca County; however, this service was eliminated in 2003. Currently, Greyhound Bus Service can be accessed through existing stops in the City of Waupaca (Mobil gas station) or at the City of Appleton Transit Center.
- Lamers Bus Lines, Inc.: Lamers offers one round trip daily between Wausau and Milwaukee where it connects with Greyhound bus service to Chicago and with Amtrak rail service. The southbound schedule can be accessed in the City of Waupaca or the City of Appleton.

Elderly-Disabled Service

- The Waupaca County Department of Health and Human Services operates a transportation services program for elderly, disabled, those needing medical assistance, and nutrition program participants. This program provides safe, affordable, non-emergency medical transportation for seniors and individuals with disabilities. Per trip costs range from \$2.50 for in-town to \$60.50 for out of county more than 200 miles.

ATVs, UTVs & NEVs

All-terrain vehicles (ATVs) and utility terrain vehicles (UTVs) being primarily used for recreational purposes, may now be utilized on all City streets pursuant to authority granted to under 23.33(8) (b), Wis. Stats. The City of Manawa passed a resolution which allows for the use of ATVs/UTVs on all city streets roads, alleyways and transportation marked corridors within the city, as well as on WIS 22/110 from the junction of Progress Road to Pine Street. Under 23.33(11)(am)4., the city of Manawa also authorized the operation of ATVs/UTVs on all state and county highways with a posted speed limit of 35 mph or less.

Electric Vehicles & Charging Stations

Demands for electric vehicles, and their associated charging facilities (EV chargers) are ever increasing. As such, motorists will become more reliant on the availability of EV chargers. According to www.OpenChargeMap.org no public charging stations exist within the City of Manawa. Within the nearby area, two EV chargers exist in Clintonville, one in New London, and one in Waupaca.

Locating new EV chargers in the right spots to meet the demands of both local and through travelers will be critical and the Federal and State governments are beginning to lead the discussions on how a network of chargers can be designed and deployed. WisDOT has a new Wisconsin Electrification Initiative which ties in with the National Electrical Vehicle Infrastructure (NEVI) Program.

Locally, the City of Manawa should begin to research and contemplate how they would fit within such a system. Additionally, a regulatory support structure should be developed by the city which considers the location and design aspects of such facilities on private property from a land use and infrastructure standpoint. The city could also evaluate opportunities for placing EV chargers on public lands. Locating such facilities, particularly multiple chargers, will require an assessment of the electricity load available and design standards should be considered in terms of their placement, traffic flow, and physical design elements.

Micromobility Options

Micromobility refers to a range of small, lightweight vehicles operating at speeds typically below 20–25 mph and driven by users personally without the aid of combustion engines. Micromobility devices include bicycles, e-bikes, electric scooters, electric skateboards, shared bicycle fleets, and electric pedal assisted bicycles. While these options are available in larger communities, the City of Manawa has not yet attracted the interest of private vendors for these services.



Parking Requirements

Parking is needed or required for most land uses. Often, the minimum parking requirements specified in a community's code are more than enough to meet the daily needs of the land use. In addition, parking lots create large amounts of impervious surfaces that create runoff and require stormwater management through the construction of storm sewers, ditches, and ponds. By looking at ways of reducing parking lot areas, less infrastructure is needed, and water quality is improved. The city has minimum parking standards outlined in Chapter 303, Article VII of its code. Many communities are starting to ease, or eliminate, minimum parking requirements in the name of housing affordability and reducing the overall costs of development. In many cases, parking regulations favor the over-building of parking facilities. Listed below are several examples the city can consider to reduce the number of parking spaces required in development.

1. Consider the inclusion of existing street parking availability when addressing minimum requirements.
2. Allow shared parking based on peak hours of existing and proposed businesses.
3. Allow for higher building densities and require sidewalks to promote walking and reduce the need for parking.
4. Create trade-offs for reduced parking such as reducing the number of parking stalls in exchange for bicycle racks.
5. Consider centralized parking versus individual parking lots.
6. Construct a portion of the required parking as long as the concept shows where parking can be expanded if needed.
7. Use the city code as a maximum requirement.

5.9 Existing Transportation Plans and Planned Improvements

State Plans and Projects

The Wisconsin Department of Transportation maintains several plans with statewide policies and recommendations regarding various aspects of transportation. These plans should be taken into consideration when making transportation decisions.

- Connections 2050 Wisconsin's Statewide Long-Range Transportation Plan provides long-range transportation planning for all forms of transportation.
- Wisconsin State Highway Plan 2020.
- Wisconsin Bicycle Transportation Plan 2020.
- Wisconsin State Airport System Plan 2030.
- Wisconsin Pedestrian Plan 2020.

- Wisconsin Department of Transportation Access Management System Plan.
- Statewide Transportation Improvement Plan.
- Six-Year Highway Improvement Program.

Based on these plans, only one major state highway project is planned that will affect the City of Manawa. A 1.91 mile stretch of WIS 22/110 from CTH B to Progress Road will be resurfaced in 2028-2029. This project includes the downtown environment and offers an opportunity to integrate new design elements which could make the downtown safer and more attractive to shoppers and visitors.



WIS 22/110 looking south.

Regional Plans

There are currently no set plans for the region. The East Central Wisconsin Regional Comprehensive Plan for 2030 states some general issues and goals, however no precise plans or projects affecting the City of Manawa are named.

County Plans and Projects

Waupaca County's 2021-2025 Capital Improvement Plan (CIP) shows only one highway improvement project within the City of Manawa. The repaving of a 0.81 mile stretch of CTH N, from Pin Oak Road to Clark Street was recently completed in 2022.

City Plans and Projects

The City of Manawa has developed a five year (2021-2025) Capital Improvement Program (CIP) which schedules major road and street repair/replacement projects. A total of eight projects totaling nearly \$3.7M are on this list in a priority order, including:

1. Factory Street (including sanitary, water and storm sewer).
2. Walnut Street (including sanitary, water, storm sewer, curb and gutter, and sidewalk).

3. Wells Street (including sanitary and water).
4. Grove Street (including water).
5. Meadow Lane.
6. Dorothy Drive Extension.
7. Alley off Depot Street.
8. Center Street (Union St. to Mill Pond).

City road projects are typically funded through the its general fund, bond issuances, and several state and federal highway funding programs such as LRIP and Surface Transportation Project (STP) grants.



Poor street conditions on Factory Street.

5.10 Transportation Programs Currently In Use

The following transportation related programs are utilized or may have been utilized in the past by the City of Manawa.

State Programs

Adopt-A-Highway Program

The Wisconsin Department of Transportation initiated the Adopt-A-Highway program to allow groups to volunteer and support the state's anti-litter program in a more direct way. Each qualified group takes responsibility for litter control on a segment of state highway. The group picks up litter on this segment at least three times per year between April 1 and November 1. Groups do not work in dangerous areas like medians, bridges, or steep slopes. The main goals of the program are to reduce litter along Wisconsin's highways, build statewide support for the anti-litter and highway beautification programs, educate the

traveling public to properly dispose of litter, and to enhance the environment and beautify Wisconsin's roadsides.

Transportation Economic Assistance Program

The Transportation Economic Assistance (TEA) Program is a rapid response grant program designed to create new employment, to retain existing employment, and to encourage private investment in Wisconsin. Communities can apply for TEA funds to encourage new businesses or business expansions in their regions by building such transportation improvements as access roads, highway improvements, or rail spurs. The program covers up to 50% of the total cost of eligible projects.

Local Roads Improvement Program

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating city highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance.

Statewide Multi-modal Improvement Program (SMIP)

As part of the federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 as reauthorized in 2021 under the Further Surface Transportation Extension Act (H.R. 5763) the Wisconsin Department of Transportation (WisDOT) receives federal funds to provide a variety of improvement programs, including the Local Transportation Enhancements (TE) program. The program is designed to fund projects that increase multi-modal transportation alternatives and enhance communities and the environment.

Local Bridge Improvement Assistance Program

The Local Bridge Improvement Assistance program helps rehabilitate and replace, on a cost-shared basis, the most seriously deficient existing local bridges on Wisconsin's local highway systems. Counties, cities, villages, and towns are eligible for rehabilitation funding on bridges with sufficiency ratings of less than 80, and replacement funding on bridges with sufficiency ratings less than 50.

Regional Programs

Safe Routes to School Program

The 2005 revised federal transportation act (SAFETEA-LU) provided funding to state departments of transportation to create and administer Safe Routes to School (SRTS) programs. SRTS programs encourage children ages K-8 to walk and bike to school by creating safer walking and biking routes. SRTS programs improve walking and biking travel options, promote healthier lifestyles in children at an early age, and decrease auto-related emissions near schools. Funds will be awarded through a competitive state-wide grant process. Projects eligible for SRTS funding must be within two miles of an elementary or middle school (kindergarten through eighth grade) and may include sidewalks, trails, bike paths, and land use planning. Currently, a regional SRTS program is available and administered by the East Central Wisconsin Regional Planning Commission through which a Safe Routes to School Plan was prepared in 2021. This plan lists out a number of recommended bicycle and pedestrian safety improvements within close proximity to existing school sites.



Local Programs

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software package. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories.

PASERWARE can also be used to help prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge and also offers free training courses.

Safety Evaluation for Roadways (SAFER)

SAFER is a practical, systematic approach to reviewing safety issues on and along roads. Potential hazards are grouped into categories such as roadsides, intersections, railroad crossings, warning signs, pavement markings, road maintenance, and special conditions. The SAFER manual recommends a rating system and using this system the city can choose which conditions need to be addressed immediately and which to include in future plans or improvements.

5.11 Transportation Funding Methods

Due to their high cost, local roads are funded by the city using a variety of methods and approaches. Typically, a blend of funding may be used in order to capitalize on interest rates or to leverage other funding that may be available. The following types of funding mechanisms and policies exist within the City of Manawa to accomplish this:

General Tax Levy / Bonding

Infrastructure and community facilities can be paid for directly using the city's property tax levy as determined by the Town Board. This can be done with direct fund allocations or through general obligation bonding whereby monies are borrowed and paid back over time. To aid in the planning, the city utilizes their Capital Improvement Plan (CIP) which is updated regularly.

Special Assessments

Special assessments are charges for a portion of the cost of street, alley, drive approach, and sidewalk improvements that are assessed, per State Statute, to abutting properties by action of a governing body. Assessments are used as a method of financing major construction to offset the principal and interest of loans used for construction and major maintenance. Assessments per property typically only occur once every 20–25 years. Assessments help keep the property taxes lower for the city.

The process apportions the cost to those properties which are most benefited by the improvements. The costs associated with the project are divided up between the total numbers of lots in the project area. Therefore, the size of lots or lot frontage does not impact the cost per lot. The entire special assessment process is governed by State Statutes and municipal ordinances. **While the City of Manawa does have special assessment provisions in its Code of Ordinances (Chapter 11), it has not traditionally utilized this method for recouping infrastructure project costs.**

Wheel Tax

Wisconsin law allows a town, village, city, or county to collect an annual municipal or county vehicle registration fee (wheel tax) in addition to the regular annual registration fee paid for a vehicle. The fee applies to vehicles kept in the municipality or county and applies to motorcycle, automobile and truck (8,000 lbs. or less, except dual purpose farm) registrations. This includes most special license plates.

State law does not specify the amount of the wheel tax. However, the municipality or county must use all revenue from the wheel tax for transportation related purposes. In 2023, just over 50 communities in Wisconsin do have wheel tax provisions in place according to WisDOT. **The City of Manawa does not currently have a wheel tax in place.**

Transportation Grant Programs

To help the city fund the development of its multi-modal transportation system, the city should continue to apply for transportation grants from various sources over the next several years. The most common programs used by municipalities are identified below.

Waupaca County Greenway Commission

The Waupaca County Greenway Commission provides small grants to local efforts that implement the County's 2018 Bicycle & Pedestrian Plan for silent sports including hiking and biking trails and entry/exit sites for canoes and kayaks. The grants cover 25% of project costs and just over \$25,000 was given out in 2021. Applications are typically accepted in April of each year.

WisDNR Stewardship Program

The Wisconsin's Stewardship Program provides funding for the construction of a community's bicycle and pedestrian system. Applications are accepted yearly on May 1st. The city would be responsible for up to 50% of project costs.

Bipartisan Infrastructure Law (BIL) Program

Signed on November 15, 2021, the Bipartisan Infrastructure Law (BIL) updates federal law and potential federal funding levels across federally funded Wisconsin Department of Transportation (WisDOT) Local Programs. It is expected that new federal funds will be distributed over the next five fiscal years, beginning in the current Federal Fiscal Year 2022 (FFY 2022).

Local Roads Improvement Program (LRIP):

The Local Roads Improvement Program was established to assist local units of government in improving seriously deteriorating county highways, municipal streets in cities and villages, and town roads. Cities and villages apply for funding through the Municipal Street Improvement Program (MSI, formerly known as MSIP). Only work on existing county trunk highways, city and village streets, and town roads under the authority of the local unit of government are eligible for funding.

Statewide Enhancement Program

The Wisconsin DOT offers enhancement funds for transportation-related projects that are within the right-of-way of highways controlled by the state. These funds could be used to implement enhancement projects along WIS 22/110.

Highway Safety Improvement Program (HISP)

The city should consider applying for grants from the HISP Program administered by WisDOT to correct existing or potential transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the city to address safety issues.

Local Transportation Enhancement (TE), Bicycle and Pedestrian Facilities Program (BPFP) and STP-Discretionary (STP-D) programs

These programs have been collectively funded under the Statewide Multi-modal Improvement Program (SMIP). The TE program promotes projects that "enhance" the surface transportation system. There are 12 federally eligible categories, with bicycle and pedestrian categories typically making up almost two-thirds of Wisconsin projects awarded. The STP-D program funded projects such as bicycle and pedestrian facilities that foster alternatives to single-occupancy vehicle travel. The Bicycle and Pedestrian Facilities Program (BPFP) was primarily used to fund bicycle planning related activities.

Safe Routes to School (SRTS) Program

The 2005 federal transportation act, SAFETEA-LU, added a new bicycle and pedestrian program called Safe Routes to School (SRTS). The program addresses a long-term trend away from children bicycling and walking to school to being transported by car or bus. The trend has not only been part of the increasing levels of traffic congestion and air pollution, but also linked to child health and obesity problems. SRTS is an effort to reverse these trends by funding bicycle and pedestrian infrastructure, planning and promotional projects. Projects must be within two miles of a kindergarten to 8th Grade school. Funding is currently on a two-year cycle.

Community Development Block Grants—Public Facilities and Public Facilities for Economic Development (PF-ED)

HUD's CDBG-PF program will fund up to \$1M in infrastructure improvements (including streets) for areas which meet HUD's Low to Moderate Income (LMI) limits. The PFED program funds public facilities that help retain and increase employment and increase economic development. Eligible PFED projects include the installation, repair, or replacement of public water systems (including wells, water towers, and distribution systems) and sanitary sewer systems (including collection systems and treatment plants); storm drainage systems; streets; sidewalks; curb and gutter; parking; streetlights; and streetscape.

5.12 Transportation Goals, Strategies and Recommendations

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Strategies are more specific than goals and are more measurable statements which provide more specific direction for which to accomplish the goal.

Recommendations are specific, task-oriented statements that through direct action will assist in implementing the plan as a whole. The accomplishment of the recommendations contributes to fulfillment of the goal.

Goal 5.1: Provide a safe, efficient, and cost-effective transportation system for the movement of people and goods.

Strategy 5.1.1: Balance competing community desires (i.e., scenic beauty, abundant wildlife, direct highway access) with the need to provide for safe roads, intersections, rail crossings, and other transportation features.

Strategy 5.1.2: Design and maintain a street network that provides for the ease of movement within and through the City of Manawa.

Recommendation 5.1.2.1: Design transportation infrastructure that incorporates all modes of transportation.

Recommendation 5.1.2.2: Increase the connectivity of streets, trails, and sidewalks to improve transportation efficiency.

Recommendation 5.1.2.3: Where practical, utilize a 'grid' based pattern for local streets when large tracts of land are developed in order to reduce congestion.

Recommendation 5.1.2.4: Dead-end roads and cul-de-sacs should be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways.

Recommendation 5.1.2.5: Consider the use of roundabouts for intersection control when appropriate and where practical.

Strategy 5.1.2: Reduce accident exposure by improving deficient roadways.

Recommendation 5.1.2.1: Maintain safe locations and designs for access onto local arterials and U.S., State, and County highways.

Recommendation 5.1.2.2: When new access points or intersections are created, intersecting access points will generally align directly opposite each other (rather than offset from each other) to form a single intersection and have an intersection angle of 90 degrees.

Goal 5.2: Support the development and use of multiple modes of transportation.

Strategy 5.2.1: Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.

Recommendation 5.2.1.1: Support development concepts such as mixed use development and higher densities that are conducive to multi-modal transportation systems.

Recommendation 5.2.1.2: Develop multi-modal connections to main traffic generators in the city (schools, parks, residential areas, commercial areas, etc.).

Recommendation 5.2.1.3: Improve accommodations on pedestrian facilities for people with disabilities (i.e., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).

Recommendation 5.2.1.4: Inventory all sidewalks for conditions and develop a maintenance program for repairs and completing gaps in the system.

Recommendation 5.2.1.5: Modify zoning and subdivision ordinances to require sidewalks on at least one side of each street in all new developments, as well as the inclusion of dedicated bike lanes on key thoroughfares.

Recommendation 5.2.1.6: Develop a Bicycle and Pedestrian Plan which identifies new and potential trail facilities and linkages. Consider new facilities along existing unused railroad rights-of-way and near natural feature corridors.

Recommendation 5.2.1.7: Consider the creation of a new “water trail” along the Little Wolf River corridor in partnership with Waupaca County and evaluate the types of infrastructure required to provide safe access to the river.

Recommendation 5.2.1.7: Consider the creation of a new trail segment connecting the existing Tomorrow River State Trail to the downtown via the existing railroad right-of-way which lies west of Depot Street.

Recommendation 5.2.1.8: Promote the construction of a new trail along WIS 22/110 (at the time of facility re-construction), south of the city to connect to the Bear Lake Campground.

Recommendation 5.2.1.8: Once new trail projects are developed, apply for and seek funding from the Waupaca County Greenway Commission.

Strategy 5.2.2: Monitor the need for transit options, particularly for senior residents.

Recommendation 5.2.2.1: Support existing county programs that provide transportation for employment and for medical trips.

Recommendation 5.2.2.2: Support the development of passenger rail and private bus service that serves the area.

Goal 5.3: Develop a transportation system that effectively serves existing land uses and meets anticipated demands.

Strategy 5.3.1: Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.

Strategy 5.3.2: Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.

Recommendation 5.3.2.1: Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential transportation impacts including potential road damage and traffic impacts. Amend the driveway ordinance to implement access control policies.

Strategy 5.3.3: Direct truck traffic to appropriate routes and plan cooperatively with affected communities.

Recommendation 5.3.3.1: Improve designated truck route signage and GPS information throughout the entire system.

Strategy 5.3.4: Maintain adequate public parking facilities.

Recommendation 5.3.4.1: Consider modifying the existing zoning ordinance to reduce overall parking requirements as a method to lessen the costs of new development.

Strategy 5.3.5: Encourage and support the deployment of electric vehicle charging stations in key areas of the community.

Recommendation 5.3.5.1: Review and modify existing zoning and subdivision ordinances to define design standards and requirements for the installation of Electric Vehicle Chargers.

Strategy 5.1.4: Require developers to bear an equitable share of the costs for the improvement or construction of roads needed to serve new development.

Recommendation 5.1.4.1: Modify the applicable land division ordinance to require the execution of a development agreement whenever public streets or other infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the community under failure to do so by the developer.

Strategy 5.1.5: Guide new growth to existing road systems so that new development does not financially burden the community or make inefficient use of tax dollars.

Strategy 5.1.6: Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing local road maintenance.

Goal 5.4: Ensure well-designed transportation infrastructure throughout the city.

Strategy 5.4.1: Streets that provide access to multiple improved properties shall be built to city standards as a condition of approval for new development.

Strategy 5.4.2: Update and maintain the city's street design standards and apply them consistently to new projects.

Recommendation 5.4.2.1: Modify the city street construction specifications to include modern requirements for road base, surfacing, and stormwater management feature construction as well as requirements for sidewalks, bike lanes, lighting, signage, and landscaping/tree planting. Construction specifications should include options based on the planned functional classification, expected traffic flow, or other surrounding neighborhood characteristics of a roadway.

Recommendation 5.4.2.2: Street design standards that coincide with pedestrian routes (especially those used by school children, senior citizens, or physically challenged persons) should include enhancements to improve the safety of pedestrians and minimize conflict with motorists.

Strategy 5.4.3: Coordinate street improvements with the County and State to ensure design improvements which benefit the city.

Recommendation 5.4.3.1: Coordinate with WisDOT to evaluate and plan for specific improvements to the downtown corridor prior to the initiation of the WIS 22/110 project in 2028.

Goal 5.5: Create and maintain the city's transportation infrastructure in a fiscally responsible manner.

Strategy 5.5.1: Minimize the costs of maintenance and new construction to residents.

Recommendation 5.5.1.1: Regularly update the city's Capital Improvement Plan (CIP) in order to strategically identify and fund transportation maintenance and improvement projects.

Recommendation 5.5.1.2: Continue to use tools such as PASER Ratings, Capital Improvement Plans, and other long-term planning tools to help manage transportation infrastructure projects and costs.

Recommendation 5.5.1.3: Coordinate city transportation infrastructure projects with the Waupaca County CIP and the Wisconsin DOT Six (6) Year Highway Improvement Program to reduce costs were potential projects meet.

Strategy 5.5.2: Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized.

Recommendation 5.5.2.1: Evaluate new construction and reconstruction of streets, trails, and sidewalks for appropriate grant opportunities to offset costs. Coordinate projects with grant cycles.

Recommendation 5.5.2.2: Consider utilization of special assessment provisions in Chapter 11 of the Municipal Code of Ordinances as a method to pay for street improvements.

Strategy 5.5.3: Research alternative funding sources and implementation methods.

Recommendation 5.5.3.1: Consider the establishment of a Wheel Tax as authorized by Chapter Trans 126 to assist in funding street repairs and improvements.

Recommendation 5.5.3.2: Explore the use of Tax Incremental Financing Districts to fund infrastructure projects.

6 Utilities and Community Facilities

6.1 Utilities and Community Facilities Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, as well as contributing to the overall quality of life in the City of Manawa. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the City of Manawa.

The City of Manawa's general plan for utilities and community facilities is to continue to maintain and improve existing facilities where possible and practicable. Planned improvements or expansions to public buildings may be of key concern toward the end of the 20-year planning horizon. The development and maintenance of parks and recreational spaces are also a top priority, as well as the expansion of the city's pedestrian and bicycle system.

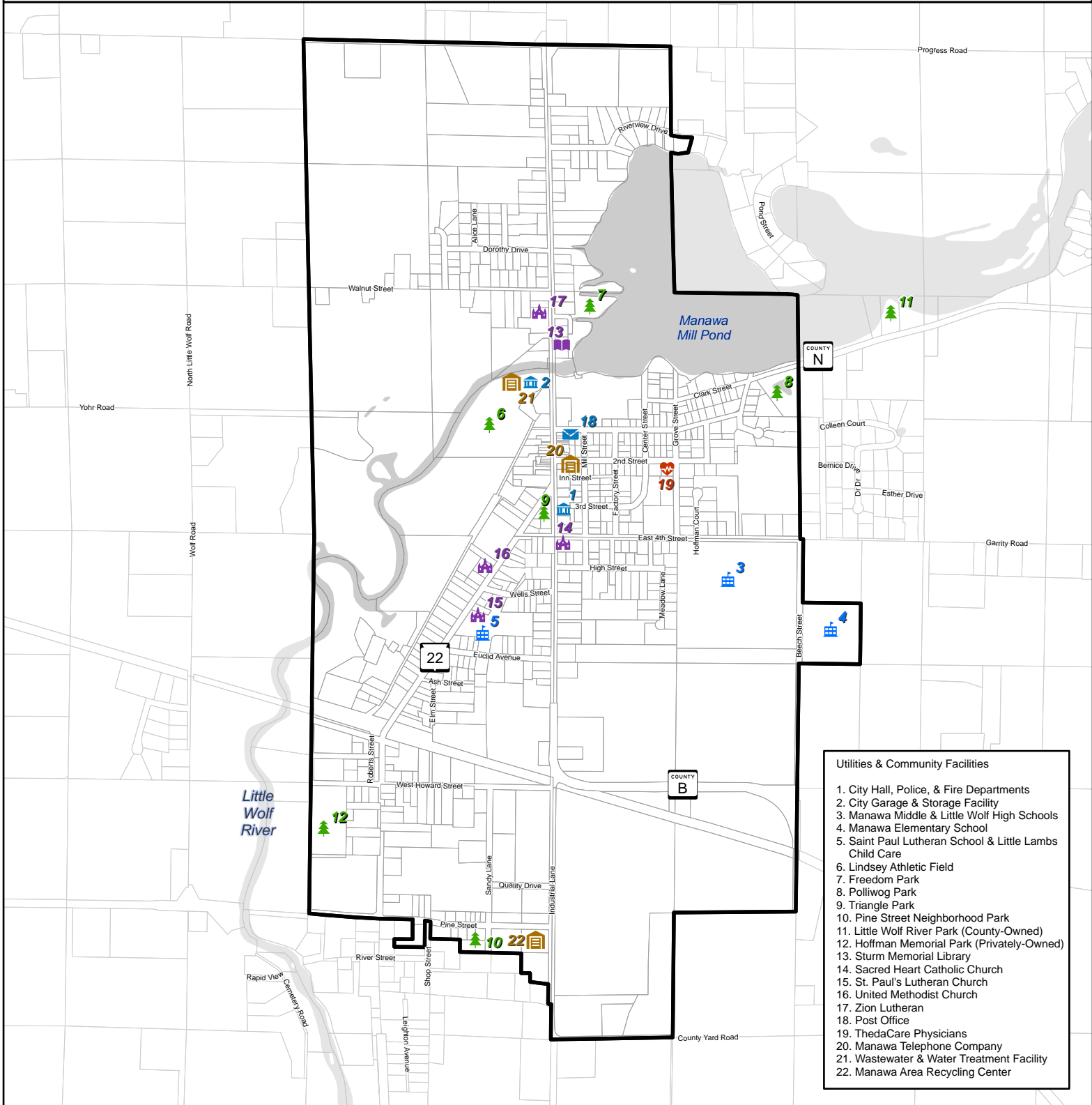
The city's sewer and water systems are important community investments and are another focus of the city's plan for utilities and community facilities. The existing wastewater treatment plant is currently servicing the community adequately, however there could be changes in permitting standards in the future which would need to be addressed. The provision of safe municipal water is another priority and future growth may impact the needs to maintain this system. The protection of groundwater quality is always a top concern for the City of Manawa and this plan recommends enhancing the city's wellhead protection measures and reviewing proposed developments for their potential impacts on this resource.

6.2 Community Facility Inventory and Needs Assessment

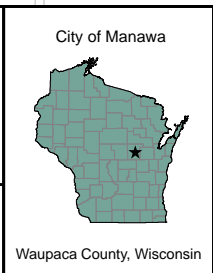
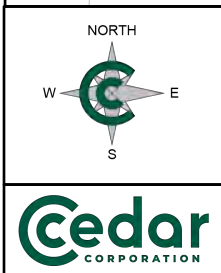
Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, or additional park and recreation services may become necessary.

This section of the comprehensive plan contains a review of all existing facilities and services with Map 6-1 identifying their locations where appropriate. Some expansion, construction, rehabilitation, or other improvement to facilities may be required over the 20 year planning period based on these assessments. Therefore, at the end of each discussion section, projects are identified as short-term (1-5 years) and long-term (6-20 years).

UTILITY & COMMUNITY FACILITIES



- Utilities & Community Facilities**
1. City Hall, Police, & Fire Departments
 2. City Garage & Storage Facility
 3. Manawa Middle & Little Wolf High Schools
 4. Manawa Elementary School
 5. Saint Paul Lutheran School & Little Lambs Child Care
 6. Lindsey Athletic Field
 7. Freedom Park
 8. Polliwog Park
 9. Triangle Park
 10. Pine Street Neighborhood Park
 11. Little Wolf River Park (County-Owned)
 12. Hoffman Memorial Park (Privately-Owned)
 13. Sturm Memorial Library
 14. Sacred Heart Catholic Church
 15. St. Paul's Lutheran Church
 16. United Methodist Church
 17. Zion Lutheran
 18. Post Office
 19. ThedaCare Physicians
 20. Manawa Telephone Company
 21. Wastewater & Water Treatment Facility
 22. Manawa Area Recycling Center



City of Manawa
Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

Legend

Administrative	Police Services
Church	Post Office
Fire Protection	Schools
Health Care	Utilities
Library	Municipal Boundaries
Parks and Recreation	

Community Facilities

Administrative Facilities and Services

City-owned buildings include the City Hall, located at 500 S. Bridge Street, and a City Garage and storage facility located at 101B S. Bridge Street, adjacent to Lindsey Park. City Hall houses the administrative offices and the police department. The City Garage houses public works, fire department, and parks equipment. The city has indicated the potential need for more space in the future and several opportunities exist whereby expansion could occur on site. Some additional land (~0.2 acres) is available for expansion directly behind City Hall for administrative purposes. The existing City Garage site also has some opportunity for expansion. Should it be decided in the future to move the Fire Department, a fair amount of new space would be available for either administrative or public works uses.

Short Term

- Monitor and evaluate the needs for expansion of the City Hall building.
- Monitor and evaluate the needs for expansion of the City Garage building.

Long Term

- Evaluate the needs for a new Fire Department based on equipment and service levels.

Police Services

The Manawa Police Department is located at 500 South Bridge Street and provides the city with its primary police protection. Department staff includes one chief and two full-time officers. The department provides service within the city limits, however mutual assistance from neighboring Departments are provided as needed. Like most departments this size, the department is not staffed 24-hours. When there is not an officer on-duty, the phones are transferred, and the sheriff's department covers calls.

Short-term goals for the Police Department would be to add a School Resource Officer (SRO) program and to replace an aging squad car. A long-term goal would be to hire a part-time officer(s). The Department strives to improve its level of service by continually attending training to allow it to keep up with law enforcement best practices. Existing police services are anticipated to be adequate and meet the needs of the city over the planning period.

The city is also provided a variety of services through the Waupaca County Sheriff's Department, including access to the Waupaca County Emergency Response Unit (ERU) which is a tactical emergency response team. The team is multi-jurisdictional and comprised of members from the Sheriff's Department and officers from various agencies within Waupaca County. All members are FBI trained and are members of the Wisconsin Association of SWAT personnel. Equipment includes a command post, armored vehicle, an equipment vehicle, various entry tools, and weapon delivery systems. The primary goal of the team is to contain, control, and resolve situations as effectively and efficiently as possible while protecting life and minimizing the risk of injuries to all persons involved.

The Waupaca County Communication Center is the centralized answering point for all 911 emergency calls for Waupaca County. Both county and local emergency service providers can be dispatched from the communication center. The communication center is staffed with emergency response telecommunicators 24 hours a day.

Short Term

- Add School Resource Officer (SRO) program.
- Replace aging squad car.

Long Term

- Hire a part-time officer.

Fire Protection and EMT/Rescue Services

The Manawa Rural Fire & Ambulance Department provides service to the City of Manawa, the Towns of Little Wolf and Union, the northern portion of the Town of Royalton, and the northwest portion of the Town of Lebanon. The Department is made up of volunteer firefighters and EMTs. Department staff includes 25 members with one chief, an assistant chief, two captains, two lieutenants, and two safety officers. Department equipment includes three pumpers, two tenders, one brush truck, one track UTV (for both wildland fire suppression and EMS rescue), two 'jaws of life' units, a rescue boat, a thermal imaging camera, four cold water rescue suits, portable pumps, tanks, and generators, and other various rescue equipment. Most, if not all, fire departments in the county provide mutual aid to other area fire departments including those outside of Waupaca County. The WDNR also provides service and equipment for brush and forest fires. There are 29 paid per service hour on-call EMTs on staff and two fully equipped ambulances are available.

Emergency medical flight services for city residents are available from the following providers:

- Eagle III, St. Vincent's/Bellin/Brown County, Green Bay
- Flight For Life, Milwaukee Medical Center, Milwaukee
- Med Flight, University of Wisconsin, Madison
- Spirit of Marshfield, St. Joseph's Hospital, Marshfield
- Theda Star, Theda Clark Regional, Neenah

Portions of Waupaca County are also served by first responders. First responders are volunteers who live and work in the area and are trained to respond to emergency situations. First responders are paged along with ambulance personnel and are often the first on scene at automobile accidents to stabilize patients.

No short term or long term needs have been identified with the exception of growing the Department's membership. Existing fire protection and ambulance services are anticipated to be adequate and meet the needs of the city over the planning period.

Short Term

- Grow Department's volunteer membership base.

Long Term

- None.

Schools

The School District of Manawa is centrally located in Waupaca County and serves the City of Manawa, the Township of Little Wolf, portions of the Townships of Union, St. Lawrence, Bear Creek, Lebanon, Royalton, Mukwa, Helvetia, and the Village of Ogdensburg. School facilities include the Little Wolf High School and Manawa Elementary School, which are both situated on the eastern edge of the city. The total enrollment for the 2022-2023 school year was approximately 600 students.

Other school and educational facilities within or near the city include:

- The St. Paul Lutheran School.
- Fox Valley Technical College (FVTC) which maintains course offerings at centers in Waupaca and Clintonville.

No short term or long term needs affecting the city have been identified. Existing schools are anticipated to be adequate and meet the needs of the city over the planning period.

Short Term

- None.

Long Term

- None.

Parks and Recreation

The City of Manawa has five city-owned park and recreation facilities which are located in various areas of the community. A brief description of each park is contained below:

- **Lindsey Park** is a 12.0 acre park located on the west side of South Bridge Street. Facilities include two baseball diamonds, a tennis court, a basketball court, playground equipment, and a shelter house for picnics.
- **Manawa Area Veterans Freedom Park** (formerly known as Manawa City Park) is a 3.0 acre park located on the western shore of the millpond. Restrooms, picnic tables, grills, playground equipment, a boat landing, and fishing are all available. A new splashpad facility was constructed in 2021 and the park is also the site of the Veterans Freedom Memorial.
- **Polliwog Park** is a 4.3 acre park located on Clark Street in the eastern portion of the city. A small pond in the center of the park is used for ice skating and sledding.
- **Pine Street Neighborhood Park** is a 0.84 acre wooded piece of property located at the southern end of Sandy Lane which was established as part of a recent subdivision and is currently undeveloped.



- **Triangle Park** is a 0.9 acre passive park located across from City Hall at the south end of the downtown business district. This park has an elevated stage and contains the Melvin O. Handrich historical marker.

In addition, city residents have access to a number of nearby Waupaca County owned park and recreational facilities, including:

- **Little Wolf River Park** is a two acre park on the southern shore of the Manawa Millpond, located on County Highway N, one half mile northeast of Manawa in the Town of Little Wolf. Facilities include a shelter, boat landing, picnic tables, grills, restrooms, playground equipment, and a parking area.
- **Manawa Park** is a one acre site located south of Manawa on the west side of Highway 110 in the Town of Little Wolf. Facilities include limited boat access, picnic tables and a shelter, grills, and parking.
- The **Waupaca County Dog Park**, located on the southwest side of the City of Waupaca offers a safe, secure area for owners to take their normally leashed or house bound pets to get exercise running and playing with other dogs.
- The **Waupaca County Fairgrounds** are located in the City of Weyauwega. The 40 acre site includes a race track, a covered grandstand, several livestock and exposition buildings, picnic tables, and playground equipment. The fairgrounds are used for the Waupaca County Fair, winter storage, and numerous special events.
- The **Waupaca County Forest** is a 240 acre site located in the south central portion of the county, one-half mile east of County Road U, on Desert Road in the Town of Fremont. This area offers opportunities for hunting, hiking, horseback riding, and snowmobiling.

City of Manawa residents also have access to numerous WDNR properties throughout the County including eleven State Natural Areas (SNAs) and one State Park - Hartman Creek State Park located west of Waupaca in the Towns of Dayton and Farmington. This park includes 1,417 acres and provides year round recreational opportunities, including camping, swimming, hiking, picnicking, and numerous other activities. Vehicles do need a State Park sticker to enter the park.

Lastly, the City has one private (non-profit) recreation area, Hoffman Memorial Park. This facility is approximately 23 acres and is owned by the Manawa Lions Club. This site is used primarily for the annual Manawa Midwestern Rodeo which will be celebrating its 65th anniversary in 2023 and is a major tourist draw.

Additional recreational needs and desires have been identified by the community through the previously conducted Citizen Opinion Survey. The overall theme of responses indicated that more focus should be put on improving existing parks versus the siting and construction of new parks, with the exception of a desire to increase recreation access to the Little Wolf River. There was also a strong desire by the community to create an off-leash dog park, whether as part of an existing park, or perhaps on a new site. Activating the current recreational spaces with more events and programming was also expressed as a need by the community.

The City of Manawa does not currently have an adopted Comprehensive Outdoor Recreation Plan (CORP) and therefore does not qualify for funding through the WDNR's Stewardship Grant Program which is typically used to assist with park and recreation improvement costs. Many of the facilities in Lindsey Park, for example, are reaching the end of their useful life and major improvements should be considered for this property in the near future. A detailed CORP would identify specific deficiencies and needs, as well as a budget and strategy for funding improvements projects as mentioned previously.

Short Term

- Develop a formal Comprehensive Outdoor Recreation Plan (CORP) consistent with State requirements.
- Seek grants and funding to make improvements to Lindsey Park.
- Evaluate opportunities for the creation of a new off-leash dog park within the city.
- Evaluate opportunities for additional recreational programming within existing parks.

Long Term

- Increase recreational access to the Little Wolf River.
- Improve water quality in the Manawa Millpond.

Local Roads and Bridges

Refer to Chapter 5 - Transportation for more information on local roads and bridges.

Libraries, Churches, Cemeteries, and Other Quasi-Public Facilities

The Sturm Memorial Library is located at 130 N. Bridge Street and is one of nine public libraries found in Waupaca County. A library has existed in one form or another since 1910 with the Sturm Memorial Library being constructed in 1994 as the result of a \$400,000 donation from A. Sturm & Sons to construct a lasting memorial to the four brothers who started the company. The city committed to operating the new facility and the library board committed to finding additional funding for the project. The library continues to be the recipient of several generous donations each year, but the majority of funding comes from local and county tax dollars. The library's InfoSoup Online Catalog provides access to the library's collection, the collections of the public libraries in the Outagamie Waupaca Library System and many in the Nicolet Federated Library System.

A number of church facilities exist within the city's boundaries, including:

- Sacred Heart Catholic Church, Bridge St.
- St. Paul's Lutheran Church, Depot St.
- United Methodist Church, Depot St.
- Zion Lutheran, Bridge St.

The U.S. Postal Service operates one Post Office Facility in Manawa, which is one of 15 serving Waupaca County. The Post Office is centrally located at 129 Union Street.

No short term or long term needs have been identified. Existing libraries, cemeteries, and other quasi-public facilities are anticipated to be adequate and meet the needs of the city over the planning period.

Short Term

- None.

Long Term

- None.



Health Care Facilities

There are no hospitals within the City of Manawa, but two hospitals are located within Waupaca County.

- Riverside Medical Center is a 45-bed facility located at 800 Riverside Drive in Waupaca. Riverside Medical Center offers maternal child care and education, cardiopulmonary services, radiology, surgical procedures, ambulatory care, cardiac rehabilitation, emergency and urgent care, and occupational health and rehabilitation services. The hospital also offers a variety of health related classes and community services.
- New London Family Medical Center is located in the nearby City of New London. This 35-bed facility offers a broad range of in-patient and out-patient services, medical and surgery specialties including behavioral, occupational, and orthopedic care, a 24-hour physician staffed emergency department, over 50 sub-specialty physician consultants, and access to regional health care systems.

Other hospitals located within the region are also utilized by City of Manawa and Waupaca County residents and include:

- Appleton Medical Center (AMC), Appleton.
- Aspirus Wausau Hospital, Wausau.
- Aspirus Stevens Point Hospital, Stevens Point.
- Shawano Medical Center, Shawano.
- St. Elizabeth Hospital, Appleton.
- Theda Clark Hospital, Neenah.
- Bellin Hospital, Green Bay.
- St. Mary's Hospital, Green Bay.
- St. Vincent Hospital, Green Bay.

There is one general practice medical clinic in Manawa, the ThedaCare Physicians facility located at 425 2nd Street.

No short term or long term needs have been identified. Existing health care facilities are anticipated to be adequate and meet the needs of the city over the planning period.

Short Term

- None.

Long Term

- None.

Child Care Facilities

Under Wisconsin law, no person may for compensation provide care and supervision for four or more children under the age of seven for less than 24 hours a day unless that person obtains a license to operate a child care center from the Wisconsin Department of Health and Family Services. There are two categories of state licensed childcare depending upon the number of children in care. Licensed family childcare centers provide care for up to eight children while licensed group childcare centers provide care for nine or more children.



Having access to affordable child care is becoming increasingly problematic across the State of Wisconsin.

According to a report from the Wisconsin Policy Forum, providers are unable to pay their workers a living wage because of the high costs of running a child care center — rent, materials, food, maintenance, utilities, and other expenses, and because of the low staff-to-child ratios necessary for child safety. This compounds the problem for those needing daycare as the cost of child care for most parents is significantly higher than the federal recommendation of 7% of a household's income. In Wisconsin, infant care is 18.5% of the median family income, according to the think tank Economic Policy Institute. The average annual child care cost is \$10,197 for a 4-year-old and \$12,567 for an infant, which is higher than that of in-state tuition for a four-year public college and average rent.

There is only one licensed daycare facility within the City of Manawa, Little Lambs Child Care Center of Manawa located at 750 Depot Street. No other short term or long term needs have been identified. Existing day care facilities are anticipated to be adequate and meet the needs of the city over the planning period, however; this area should be monitored.

Short Term

- None.

Long Term

- None.

Utilities

Electric and Natural Gas Service

Alliant Energies provides all electric and natural gas services for the City of Manawa. It is anticipated that this service will continue to be provided by the private sector and will continue to meet the demands of the city.

Short Term

- None.

Long Term

- None.

Renewable Energy Generation

The Wisconsin Office of Sustainability and Clean Energy was created in 2019 under Governor Tony Evers. This office has prepared a Clean Energy Plan with a goal for all electricity consumed within the state to be 100 percent carbon-free by 2050. The deployment of clean energy requires a multi-faceted effort from multiple stakeholders, including Wisconsin utilities, renewable energy developers, governments, and other partners. Wind turbines, solar panels and fuel cells are just a few examples of how residents and businesses can generate their own electricity and connect to a public utility's distribution system.

The siting of wind energy towers is becoming more common around the state of Wisconsin and, while current research does not include Waupaca County as having prime locations for wind energy towers, this does not rule out the local area for future consideration by wind energy interests.

Solar energy systems at a variety of scales are becoming more prevalent due to advances in technology and a reduction of capital costs over the years. Such systems can range from a 30Kw array of panels on a rooftop to a large 100+MW 'utility' scale system located in an agricultural area. The State of Wisconsin has severely limited the ability of local governments to deny the installation of such systems and the city should review its current ordinances to ensure compliance when decisions need to be made on such systems.



From an economic development standpoint, the city may wish to encourage medium to large scale systems within its agricultural areas. These systems usually last about 25 to 30 years and could be considered as an interim use within long-term development holding areas.

There are no substantially sized renewable energy facilities within the city, however the city should be prepared for more interest in such uses as technology improves and costs are lowered. The city may also wish to evaluate opportunities for 'community' solar projects which could reduce the overall cost of electricity for municipal uses.

Short Term

- Review and update existing zoning ordinance to ensure adequate provisions are in place to regulate and guide new solar energy system development at a variety of scales.

Long Term

- Evaluate opportunities to install renewable energy systems for municipally owned structures and properties.

Communication/Cell Towers

The siting of new wireless telecommunication towers and upgraded 5G facilities continues to take place around the State of Wisconsin. The need to construct additional towers is being driven by advancements in mobile telephone technology, additional demand for mobile telephone service, and increased numbers of service providers competing to supply that increased demand. The expansion of 5G digital service can assist in the ability to access the internet. Areas along major highways tend to be targeted first for expansion of wireless communication services. While no large, traditional cell towers are located within the city, there is 5G coverage available through a number of providers including AT&T, T-Mobile, and U.S. Cellular.

Short Term

- None.

Long Term

- None.

Telephone Service

Telephone service is provided by Manawa Telephone Company, while cellular providers are numerous.

Short Term

- None.

Long Term

- None.

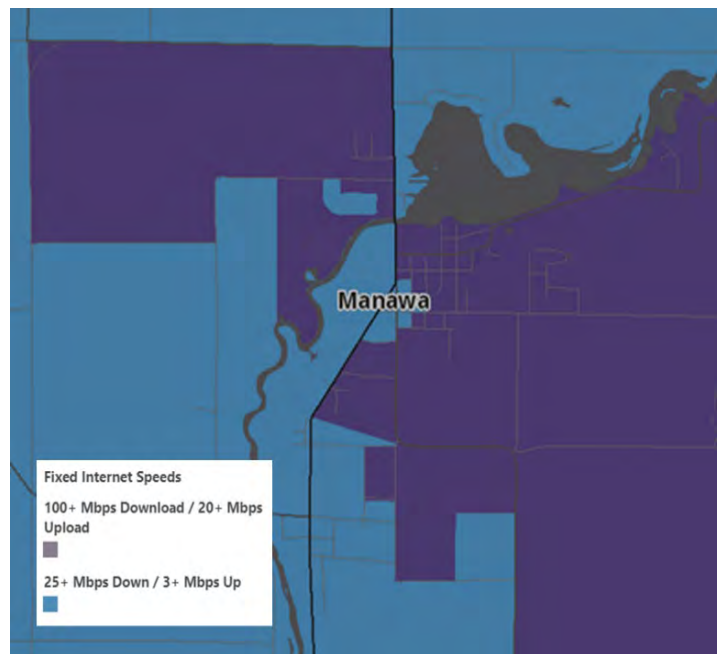
Internet & Broadband

Internet and broadband services are available throughout the city with wireline service provided by Solarus along with other options such as cellular and satellite services. According to the Public Service Commission's (PSC's) Wisconsin Broadband Map (Figure 6.1), a majority of the city has available fixed internet speeds of 100+ Mbps download and 20+ Mbps upload, which should meet most residential and business needs. Some areas of the city, however, have only 10.0 Mbps download and 1.0 Mbps service available.

No short term or long term needs have been identified by the City for communication and power facilities, but it is acknowledged that affordable high-speed internet is a necessary infrastructure component with critical linkages to economic development.

A recent report by New North, Inc. provided a detailed assessment of Waupaca County Broadband infrastructure, needs, and expansion opportunities. As such, one of the limiting factors for increased broadband service is the lack of any backbone fiber.

Figure 6-1: Available Internet Speeds, City of Manawa



Source: Wisconsin Public Service Commission, 2023.

Most fiber routes, not only in the county but throughout the country, have been designed as long haul point to point fiber routes between population centers. Most of the existing fiber in the county is incumbent fiber and is usually reserved by the companies to support their DSL or cable Internet networks. Large areas of the county have no long haul or third party fiber availability, which creates a challenge for local and regional WISPs (wireless Internet providers) who need affordable transport, and internet backhaul fees. In general, this report considers the Manawa area as being underserved, with some portions being unserved.

Short Term

- Work with Waupaca County, New North, and the Public Service Commission to identify opportunities for improved internet and broadband services.

Long Term

- Apply for broadband infrastructure funding as appropriate to implement identified projects.

Municipal Services

The City of Manawa provides a variety of municipal services to its residents and is responsible for the long term planning and maintenance of infrastructure and facilities.

Sanitary Sewer Service

The City of Manawa owns and operates a wastewater treatment facility located at 101 S. Bridge Street which serves the entire city. The wastewater treatment facility discharges to the Little Wolf River under a WPDES Permit issued in 2020. A new permit was to be issued in 2022 but has not yet occurred. The city operates the treatment plant and maintains its own laboratory for monitoring the water quality. Staff includes the Director of Public Works and two full-time operators.

The wastewater treatment facility was originally constructed in 1939 with major renovations in 1965, 1969, 1981, 1996. The facility was upgraded again in 2006 and has an annual average design flow of 0.204 million gallons per day (MGD) (204,000 gallons per day), and a peak design flow of 0.3 MGD (300,000 gallons per day). The annual average biochemical oxygen demand (BOD) design is 622 lbs./day. Currently the plant flows are anywhere between 180,000 - 200,000 gallons during the weekdays and less on the weekends, which represents about 60-70 percent of its design capacity. The plant is designed to manage up to 300,000 gallons, but not for prolonged periods of time. This amount of flow happened a few times in the past due to spring thawing and heavy downpours but has not substantially hindered the plant's operations.

Treatment units include; flow equalization, mechanical fine screening, pre-aeration/grit-removal, primary clarification, one Moving Bed-Submerged Growth Bioreactor and one traditional activated sludge basin for biological treatment and one final clarifier. Seasonal effluent disinfection is accomplished with liquid Sodium Hypochlorite and de-chlorination is achieved with liquid Sodium Bisulfite. Phosphorus is removed chemically with the addition of Ferric Chloride solution. An effluent pumping chamber is also available to be used when river flows do not allow gravity flow through the outfall.

Waste activated sludge is treated in one of three aerobic digesters (one old, two newer). The resultant liquid sludge is stored onsite in an above ground, covered holding vessel, prior to land application. An emergency power generator and a blower building with blowers are also operational. A building houses the activated sludge basin, bioreactor basin and the older aerobic digester. A second building houses the two newer aerobic digesters.

Short Term

- Manage inflow and infiltration within the collection system to increase overall treatment plant capacity.
- Monitor wastewater flows and increase lift station pumping sizes if required.

Long Term

- Monitor wastewater flows and permit limits (particularly phosphorus) in order to initiate Facilities Planning when necessary for future wastewater system expansion and/or upgrades.



Private On-Site Wastewater Treatment Systems (POWTS)

Only two properties within the City remain using private on-site wastewater treatment systems (POWTS). One is an existing farmstead in the far northwestern portion of the city, far removed from the location of the closest municipal sewer main. The second lies along Riverview Drive in the northeastern part of the city and is in close proximity to sewer, but the main is not currently accessible. In the long-term, these two properties will ultimately be provided sewer service as new development and utilities are extended over time. Additionally, properties within the existing subdivisions that lie in the Town of Little Wolf, adjacent to the Mill Pond could possibly annex in the future in order to obtain services.

Short Term

- None

Long Term

- Possible annexation of rural subdivisions adjacent to the city's east and northeast sides.

Public Water

The Manawa Municipal Water Utility oversees and manages the municipal water system for the entire city. The utility was organized in 1949 and now has approximately 440 residential, 70 commercial, and 16 industrial customers. Groundwater provides all water used by the utility and is pumped from the aquifer using five (5) sand and gravel wells and pump stations (#2 through #6), ranging in depth from 71 feet to 107 feet. This water is then treated and pumped to one of two existing reservoirs, and/or the one elevated tank (built in 1997 with a 200,000-gallon capacity). There is only a single pressure zone across the entire city.

A Sanitary Survey Report was prepared in May of 2022 by the Wisconsin Department of Natural Resources, and it was concluded that operations and maintenance of the utility are very good and that no significant deficiencies exist within the system. However, other deficiencies and general recommendations were provided including:

Deficiencies

- The need to create a comprehensive materials inventory for the distribution system.
- Develop a timeline for when the two ground storage reservoirs associated with Wells #2/4 and Wells #5/6 will be inspected.
- Implement a comprehensive cross-connection program.

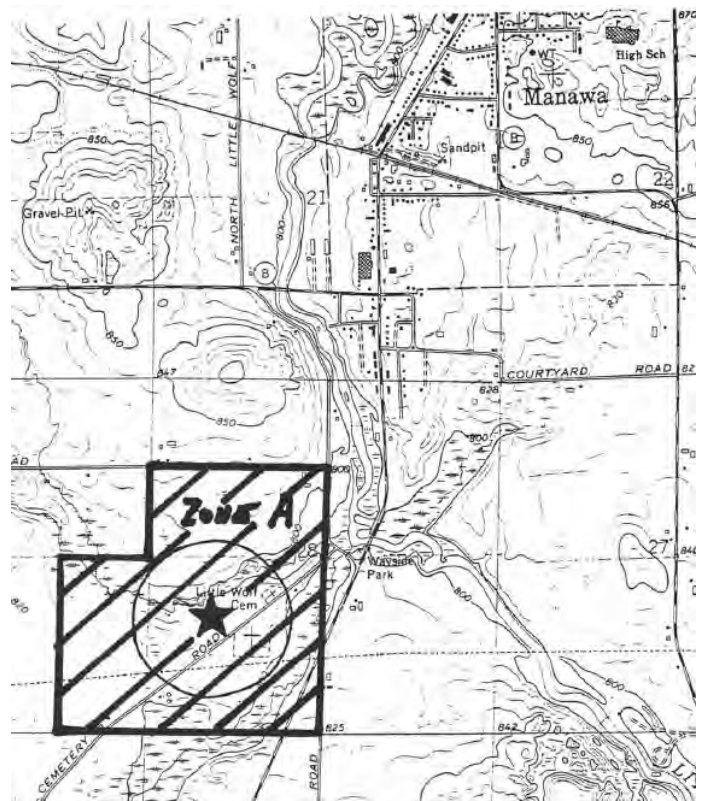
Recommendations

- The need to upgrade auxiliary power.
- The need to track cross-connections using GIS.
- Reduce water loss (38% in 2021, as compared to the recommended allowable loss of 15-20%).
- The need for a security analysis for the municipal water system and facilities.
- Practicing and testing Emergency Operation Plans.
- Developing contingency plans for potential arsenic exceedances.

While no immediate concerns exist with respect to capacity and the ability to provide water to existing residents and businesses, the long-term impacts of future growth on the system may cause needs for adding a new well, possibly a second water tower, and another pump station. The city will need to monitor levels of new development over the short term and will need to gauge the appropriate time for planning and implementation such expansions.

Wellhead protection is a preventive program designed to protect public water supply wells. The goal of wellhead protection is to prevent contaminants from entering public water supply wells by managing the land that contributes water to the wells. The City of Manawa Wellhead Protection Plan was prepared in 1998 to meet the WDNR requirements for wellhead protection planning when Manawa sited water supply wells #5 and #6, which are located in the Town of Little Wolf. The plan delineates the approximate location of the wells' recharge area and zone of groundwater contribution and establishes a wellhead protection area as shown in Figure 6-2. The city should consider preparing similar plans for Well #2, Well #3, and Well #4 in the near future as well as implementing them through the adoption of a new Wellhead Protection Ordinance.

Figure 6-2: Well #5/6 Wellhead Protection Zone



Short Term

- Address any remaining deficiencies outlined in the WDNR's 2022 Sanitary Survey Report.
- Monitor rates of new development and their impact on the water supply system and its capacity in order to begin planning for new and expanded facilities.
- Develop wellhead protection plans for Well #2, Well #3, and Well #4.
- Codify the wellhead protection plan areas and requirements into a new Wellhead Protection Ordinance.

Long Term

- New well site and pump station development and acquisition (as required based on growth)
- New (second) elevated water tower (as required based on growth).

Stormwater Management

The goal of stormwater management is to prevent runoff from delivering pollutants or sediment to lakes, rivers, streams, or wetlands. Commonly applied stormwater management tools include: ditches, culverts, grassed waterways, rock chutes, retention basins or settling ponds, curb and gutter, storm sewer, and construction site erosion control.

State law currently requires certain construction sites, municipalities, and industries to obtain a Stormwater Discharge Permit from the WDNR. Construction sites with more than one acre of bare soil and non-metallic mine sites of any size must obtain a permit. Industrial sites are categorized based on their potential for contamination of stormwater runoff. The highest potential sources of pollution are regulated more strictly than the lowest.

Approximately 90% of the city has storm sewer and curb and gutter, and the remaining 10% is served by ditches, culverts, and the drainage afforded by the natural topography. Stormwater management is not addressed in detail in current city ordinances and the expectation moving forward is that new private development would be responsible for the costs of any required facilities. The city's subdivision ordinance could be improved as it relates to the management of stormwater and what types of facilities (storm sewer, detention/retention ponds, etc.) will be required.

Storm sewer is being installed in 2024 on Walnut Street to address some minor flooding problems in the Apple Grove Estates mobile home park. Additionally, some historic street flooding issues have occurred near Sturm Food facility in the industrial park as existing privately owned stormwater ponds are undersized and overflow during heavy rainfall events. Additional ordinance provisions regarding “green infrastructure” could also be considered by the city to manage stormwater in a more natural way.



Short Term

- Evaluate potential improvements to stormwater management facilities for the Sturm Food properties in the industrial park and assist in seeking funding to address periodic flooding issues.
- Update the city’s Subdivision Ordinance to better address requirements and options for stormwater management on privately owned parcels which are developed.

Long Term

- None.

Solid Waste and Recycling

Residents and businesses contract individually for solid waste services in the City of Manawa. The Manawa Area Recycling Center, located on Industrial Drive, is part of the Waupaca County Processing and Transfer Facility (PTF) system, and is available for recycling and yard-waste drop off. There are also six licensed composting sites in the county with the closest being the Waupaca Regional Recycling and Compost Center located in the Town of Waupaca.

Waupaca County also owns and operates a Processing and Transfer Facility (PTF) which is located in the Town of Little Wolf. Residential, commercial, and industrial solid waste can be dropped off at the county PTF, but pick-up services are not provided by the facility. Residential and commercial yard waste, including grass clippings, leaves, and pine needles are accepted at no charge if separated from brush. Brush, including trees, is collected the first Monday of each month from May through October. Household hazardous waste including, but not limited to, paint, pesticides, aerosols, and flammable liquids are also accepted at this facility from May through October by appointment only. Depending on the item, charges may vary for these items.

No short term or long term needs have been identified. Existing solid waste and recycling facilities are anticipated to be adequate and meet the needs of the city over the planning period.

Short Term

- None.

Long Term

- None.



6.3 Utilities and Community Facilities Goals, Strategies, and Recommendations

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 6.1: Provide high quality and cost effective community facilities and services that meet the existing and projected future needs of residents, landowners, businesses, and visitors.

Strategy 6.1.1: Actively pursue and maintain the highest levels of service from solid waste, natural gas, electrical, telephone, cable, telecommunications, and other technology providers.

Strategy 6.1.2: Consider the impacts of development proposals on community facilities and services and balance the need for community growth with the cost of providing services.

Recommendation 6.1.2.1: Planned utilities, public facilities, and streets should be designed to limit the potential negative impacts to small town character as defined by attractive community entrance points, safe, well-kept neighborhoods, abundant natural resources and green space, quality construction and building design, small businesses, and vital downtowns.

Recommendation 6.1.2.2: Planned utilities, public facilities, and streets should be designed to limit the potential negative impacts to historic and archeological sites.

Recommendation 6.1.2.3: Proposed telecommunication, wind energy, and other utility towers will address potential impacts on surrounding residential properties, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security.

Strategy 6.1.3: Monitor the need for new, expanded, or rehabilitated services and local government facilities.

Recommendation 6.1.3.1: Monitor the city's administrative, public works, and fire department space needs and evaluate options for future facility expansion, when needed.

Recommendation 6.1.3.2: Begin to address opportunities for the integration of renewable energy projects within the community at various scales, ensuring that the city's regulatory framework is in alignment with State policies.

Strategy 6.1.4: Increase coordination of utility and community facility planning with the location of future service areas as guided by the comprehensive plan, environmental considerations, economic development, and growth management policies.

Recommendation 6.1.4.1: New utility systems should be required to locate in existing rights-of-way whenever possible.

Recommendation 6.1.4.2: Telecommunication, wind energy, and other utility towers should be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties.

Recommendation 6.1.4.3: Modify the land division ordinance to require the identification of limits of disturbance so that future utility extensions are not blocked by the construction of buildings.

Recommendation 6.1.4.4: Develop an official map to designate planned future rights-of-way for roads and utilities in areas of expected growth.

Strategy 6.1.5: Pursue additional cooperation between communities to avoid duplication of facilities and increase the cost effectiveness of services provided to residents.

Recommendation 6.1.5.1: Annually discuss potential service cooperation opportunities with the Town of Little Wolf.

Goal 6.2: Ensure proper disposal of wastewater to protect public health, groundwater quality, and surface water quality while meeting the needs of current and future residents and businesses.

Strategy 6.2.1: Plan sewer extensions and treatment facility improvements so that they can be installed incrementally as needed in a cost-effective manner.

Recommendation 6.2.1.1: Manage inflow and infiltration within the collection system to increase overall treatment plant capacity and reduce operational costs.

Recommendation 6.2.1.2: Monitor wastewater flows and increase lift station pumping sizes if required.

Recommendation 6.2.1.3: Monitor wastewater flows and permit limits (particularly phosphorus) in order to initiate Facilities Planning when necessary for future wastewater system expansion and/or upgrades.

Strategy 6.2.2: Encourage the use of existing collection infrastructure and treatment capacity prior to the extension of new infrastructure or construction of new facilities.

Strategy 6.2.3: Consider the use of sewer assessment policies that will encourage compact development and discourage scattered development.

Goal 6.3: Promote stormwater management practices in order to reduce property and road damage and to protect water quality.

Strategy 6.3.1: Maintain a community stormwater management system which addresses stormwater quantity and quality.

Recommendation 6.3.1.1: New developments should install on-site stormwater management facilities (i.e., detention basins, swales, ponds, etc.) in order to reduce the need for costly expansions of the storm sewer system/the establishment of a costly municipal storm sewer system, and to promote recharge of the local groundwater aquifer.

Recommendation 6.3.1.2: On-site stormwater management facilities (i.e., detention basins, swales, ponds, etc.) required for installation by the community should be owned and maintained by private property owners.

Recommendation 6.3.1.3: If private property owners fail to conduct necessary maintenance to approved stormwater management facilities, the community shall conduct the required maintenance at the cost of the property owner.

Recommendation 6.3.1.4: Modify local building codes and applicable land division and zoning ordinances to include improved stormwater management and construction site erosion control requirements.

Strategy 6.3.2: Support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.

Strategy 6.3.2.1: Reduce the number of stormwater outfalls (drains) that discharge unmanaged stormwater into wetlands, aquifers, or other environmentally sensitive areas.

Recommendation 6.3.2.2: Stormwater runoff as the result of development shall not be discharged into wetlands and closed depressions, except for those associated with approved stormwater management facilities.

Goal 6.4: Ensure that the water supply for the community has sufficient capacity, remains drinkable, and is available to meet the needs of current and future residents and businesses.

Strategy 6.4.1: Continue to monitor groundwater quality and potential contamination issues.

Recommendation 6.4.1.1: Connect existing homes with septic systems to sanitary sewer as opportunities are made available.

Recommendation 6.4.1.2: Prepare and adopt wellhead protection plans for Wells #2, #3, and #4.

Recommendation 6.4.1.3: Adopt a wellhead protection ordinance which references any/all wellhead protection plans.

Strategy 6.4.2: Ensure that water treatment facilities are properly maintained, and plan ahead for major improvements in order to reduce the financial impact on the community.

Recommendation 6.4.2.1: Monitor rates of new development and their impact on the water supply system and its capacity in order to begin planning for new and expanded facilities.

Recommendation 6.4.2.2: Plan for a new future well site and pump station development as required based on growth.

Recommendation 6.4.2.3: Plan for a new (second) elevated water tower as required based on growth.

Strategy 6.4.3: Consider impacts to groundwater when reviewing proposed development in the community and in areas of extraterritorial jurisdiction.

Recommendation 6.4.3.1: New private wells should not be permitted within the urban area.

Recommendation 6.4.3.2: As public water service becomes available, existing private wells should be properly abandoned in accordance with state regulations and the property connected to the municipal water system.

Recommendation 6.4.3.3: Unsewered subdivisions approved in extraterritorial areas will be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems.

Recommendation 6.4.3.4: Solid and hazardous waste handling and disposal sites shall be located and designed to cause no harm to surface water and groundwater. They should be located outside of municipal wellhead protection areas and in areas of low to moderate groundwater contamination risk.

Recommendation 6.4.3.5: Modify the zoning, land division, and utility operations and standards ordinances to better achieve the protection of the drinking water supply such as utilization of site planning and limits of disturbance regulations to protect groundwater recharge areas.

Recommendation 6.4.3.6: Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural resources impacts including impacts to groundwater quality and quantity as part of the development review process.

Recommendation 6.4.3.7: Evaluate the community's ability to respond to a spill of contaminated or hazardous material and make changes as necessary to ensure that spills will be remediated as soon as possible to decrease the effects on groundwater.

Goal 6.5: Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.

Strategy 6.5.1: Increase community and citizen involvement in decisions involving the type, location, and extent of disposal facilities and services.

Strategy 6.5.2: Require major developments to adequately address solid waste disposal and recycling needs.

Strategy 6.5.3: Increase collection opportunities for the proper recycling and disposal of unique (i.e., tires, white goods, etc.) and/or hazardous wastes.

Goal 6.6: Maintain and enhance recreational opportunities in the community.

Strategy 6.6.1: Recognize the need to accommodate all age groups and abilities in recreational pursuits.

Recommendation 6.6.1.1: Ensure all park, recreation, and trail facilities are brought up to ADA standards as appropriate.

Strategy 6.6.2: Identify areas where recreational opportunities should be improved.

Recommendation 6.6.2.1: Prepare a Comprehensive Outdoor Recreation Plan (CORP) for the city in order to fully evaluate recreational facilities and needs.

Recommendation 6.6.2.2: Evaluate opportunities for the creation of a new off-leash dog park within the city.

Recommendation 6.6.2.3: Evaluate opportunities for additional recreational programming within existing parks.

Recommendation 6.6.2.4: A Trail Development Plan should be created (as part of the CORP) to address long term development including ongoing maintenance and funding, solutions for possible trail use conflicts, and enhancement opportunities for interconnected trail networks.

Recommendation 6.6.2.5: New residential development should provide suitable parkland dedications or pay parkland impact fees roughly proportional to the recreational needs directly created by that development.

Recommendation 6.6.2.6: Maintain open space and parkland through dedications, acquisitions, zoning, and the adoption of an official map delineating present and planned future parkland sites.

Recommendation 6.6.2.7: Review land divisions in the extraterritorial area and evaluate their impact on planned parks and rights-of-way.

Recommendation 6.6.2.8: Consider the disposition of the existing Pine Street Park property for residential or other use as its location and access does not make it suitable for public use.

Strategy 6.6.3: Maintain existing access points and seek additional public access to waterways in the community.

Recommendation 6.6.3.1: The Little Wolf River shall be preserved, protected, and enhanced by the creation of a publicly accessible parkway corridor.

Strategy 6.6.4: Seek stable funding sources to provide maintenance and operation of community parks and recreational areas.

Recommendation 6.6.2.1: Pursue state, federal, and private funding programs which can aid in the acquisition and development of parks, trails, and scenic and environmentally sensitive areas.

Goal 6.7: Encourage improved access to health care facilities and child care.

Strategy 6.7.1: Support requests for the development of properly located and operated child care facilities.

Strategy 6.7.2: Support school districts or local community organizations in their sponsorship of child care programs and early development programs.

Strategy 6.7.3: Support the development of local health care facilities.

Strategy 6.7.4: Support improved transportation options to and from regional health care facilities.

Goal 6.8: Provide a level of police, fire, and emergency services that meets existing and projected future needs of residents and development patterns.

Strategy 6.8.1: Maintain and improve the ISO rating of the fire department.

Recommendation 6.8.1.1 Maintain an adequate level of properly trained staff and volunteers.

Strategy 6.8.3: Maintain the quality of emergency service equipment and facilities and address needs where appropriate.

Recommendation 6.8.3.1: Grow the Fire Department’s volunteer membership base.

Recommendation 6.8.3.1: Increase resident education on ways to reduce the risks of fire and increase access and response time of emergency vehicles to local residences (i.e. forest and grass fire prevention, driveway design that eases emergency vehicle access).

Strategy 6.8.4: Maintain beneficial and effective police, fire, and EMS cooperative service agreements and relationships with Waupaca County and neighboring communities for utilization of additional emergency services when needed.

Goal 6.9: Promote quality schools and access to educational opportunities.

Strategy 6.9.1: Coordinate planning efforts with the local School District to allow them to anticipate future growth and demographic changes and respond with appropriate facilities.

Strategy 6.9.2: Maintain support for local libraries in their efforts to increase community education.

Goal 6.10: Improve internet and broadband services for area residents and businesses.

Strategy 6.10.1: Coordinate with other entities and agencies to examine options for improving broadband services.

Recommendation 6.10.1.1: Work with Waupaca County, New North, and the Public Service Commission to identify opportunities for improved internet and broadband services.

Recommendation 6.10.1.2: Apply for broadband infrastructure funding as appropriate to implement identified projects.

6.4 Utilities and Community Facilities Plans Programs

Due to their high cost, public and community facilities are funded by the city using a variety of methods and approaches. Typically, a blend of funding may be used in order to capitalize on interest rates or to leverage other funding that may be available.

The following types of funding mechanisms and policies exist, or are available to the City of Manawa, to accomplish this:

Local Plans and Programs

General Tax Levy / Bonding

Infrastructure and community facilities can be paid for directly using the city's property tax levy as determined by the City Council. This can be done with direct fund allocations or through general obligation bonding whereby monies are borrowed and paid back over time. To aid in the planning, the city should utilize a Capital Improvement Plan (CIP) which is typically updated annually.

Special Assessments

Special assessments are charges for a portion of the cost of street, alley, driveway approach, and sidewalk improvements that are assessed, per State Statute, to abutting properties by action community. Assessments are used as a method of financing major construction to offset the principal and interest of loans used for construction and major maintenance. Assessments per property typically only occur once every 20–25 years. Assessments help keep the property taxes lower for the city.

The special assessment process apportions the cost (based on property size or frontage feet, or both) to those properties which are most benefited by the improvements. The entire special assessment process is governed by State Statutes and Chapter 11 of the Manawa Municipal Code of Ordinances.

Impact Fees

Impact fees are created by ordinance to assist with covering the costs of a variety of new community facilities and infrastructure. An impact fee ordinance's purpose is to "promote the public health, safety, and general welfare of the community and to facilitate the adequate provision of parks, playgrounds and land for athletic fields, water supply storage facilities, fire protection and law enforcement facilities by imposing impact fees upon developers to pay for the capital costs of public facilities that are necessary to accommodate land development." An ordinance typically breaks out the impact fees for both residential and non-residential development and are typically based on the number and type of housing units (or building square footage for non-residential uses) for the purposes of calculating fees. The City of Manawa does not currently have any impact fee provisions within its ordinance.

Tax Increment Financing

Tax Increment Financing is a commonly used tool when new or improved infrastructure is critically tied to new development or redevelopment opportunities. Using a variety of methods, a community can create a Tax Increment District (TID) to generate funds for infrastructure improvements. When a TID is created, the municipality and other taxing jurisdictions agree to support their normal operations from the existing tax base within the district. Property taxes for the school, county, technical college, and municipality are based on the taxable value of the TID at the time it is created. The municipality funds development through the increases to the property values in the TID. The taxes on the TID value increment (the difference between the TID's current value and the TID's base value), results in additional revenues collected for the district's fund. The municipality must use the funds to pay eligible TID costs. When costs are paid and the municipality closes the TID, the increased tax base is shared with all taxing jurisdictions.

State Programs

State grants and loans are an often-used part of the financing for infrastructure and many programs exist from which to obtain cost-shared funding, or low-interest loans. These may include County Bridge Aids, the WisDOT Local Improvement Program, CDBG grants, WDNR Surface Water Grants, among others. Some of these programs are listed below:

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible projects include, but are not limited to, publicly owned utility system improvements, streets, sidewalks, community centers. Federal grant funds are available annually. The maximum grant for any single applicant is \$1M. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates.

Community Development Block Grant Public Facilities for Economic Dev. (CDBG-PFED)

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community.

State Infrastructure Bank Program

The State Infrastructure Bank Program is a revolving loan program that helps communities provide transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs.

Aids for the Acquisition and Development of Local Parks

Funds are available to assist local communities in acquiring and developing public outdoor recreation areas as per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages, and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered from the WDNR, Bureau of Community Financial Assistance. There is a 50% local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.

Clean Water Fund Program

Funds are available through the WDNR to protect water quality by correcting existing wastewater treatment and urban storm water problems and preventing future problems as per s. 281.58 and 281.59, Wis. Stats. Cities, towns, villages, counties, town sanitary districts, public inland lake protection and rehabilitation districts, metropolitan sewerage districts, and federally recognized tribal governments are eligible to apply. Eligible projects include construction of treatment works, sewer systems, interceptors, and urban stormwater runoff treatment systems. Projects that are necessary to prevent violation of discharge permits, meet new or changed discharge limits, or correct water quality or human health problems in unsewered areas may receive priority for funding. Low interest loans are available for planning, design, and construction of wastewater treatment projects and urban storm water runoff projects approved by the Department.

Safe Drinking Water Loan Program

Funds are available through the WDNR to plan, design, construct, or modify public water systems. Counties, towns, cities, and villages are eligible to apply. Low interest loans are provided at 55% of the Safe Drinking Water Loan Program (SDWLP) market interest rate. Under certain circumstances, a municipality may be eligible for a loan at 33% of the SDWLP's market interest rate. A municipality must send the department a notice of its intent to apply for assistance by December 31 of the fiscal year preceding its application. Applications must be submitted on or before April 30. Applications are approved following a project priority ranking, eligibility determination, and a determination by the Department of Administration that the applicant meets financial conditions.

Recreational Boating Facilities

Funds are available for the construction of capital improvements to provide safe recreational boating facilities and for feasibility studies related to the development of safe recreational facilities. Counties, towns, cities, villages, sanitary districts, public inland lake protection and rehabilitation districts, and qualified lake associations are eligible to apply. Cost sharing is provided up to 50% for feasibility studies, construction costs, and certain types of acquisition costs. An additional 10% may be available if a municipality conducts a boating safety enforcement and education program approved by the WDNR.

Household Hazardous Waste Collection Grant (Clean Sweep)

Funds are available to municipalities to create and operate local “clean sweep” programs for the collection and disposal of household hazardous waste. Any type of program for the collection and disposal of household hazardous wastes, including permanent collection programs, are eligible. The program is offered from the WDNR, Bureau of Community Financial Assistance.

Municipal Flood Control Grant Program

This program provides 70% cost-sharing grants to cities, villages, towns, and metropolitan sewerage districts to acquire lands, floodproof structures, purchase easements, restore riparian areas, or construct flood control structures. Applications would be ranked based on avoided flood damages, restoration, or protection of natural and beneficial functions of water bodies, use of natural flood storage techniques or environmentally sensitive detention ponds and enhanced recreational opportunities.

Recycling Grants to Responsible Units

Funds are available to provide financial assistance to local units of government to establish and operate effective recycling programs. "Responsible units" (the local unit of government responsible for implementing the recycling program) are eligible to apply. A responsible unit with an effective recycling program is eligible for grant assistance to cover the cost of the program, minus the revenues derived from the sale of recovered materials, which are reasonable and necessary for planning or operating a recycling and yard waste management program. The program is offered from the WDNR, Bureau of Community Financial Assistance.

Urban Non-point Source and Stormwater Grants (UNPS and SW)

Governmental units are eligible for grants to improve urban water quality by limiting or ending sources of urban non-point source (run-off) pollution. Funded projects are site-specific and targeted to address high-priority problems in urban project areas. Two types of programs are available for UNPS and SW projects, planning grants and construction grants. All projects are selected for funding based on a competitive process.

For further information on these grants contact the WDNR Bureau of Watershed Management or Bureau of Community Financial Assistance. Stormwater planning projects must currently be in an urban area, or an area projected to be urban within 20 years to be eligible for funding. An "urban project area" must meet one of four criteria. Governmental units can be reimbursed up to 70% for eligible planning activities (awards not to exceed \$85,000). Eligible activities include, but are not limited to, stormwater planning, preparation of local ordinances, and evaluating financing options for stormwater programs including utilities. Construction projects designed to control storm water runoff rates, volumes, and discharge quality from non-point sources within existing development are eligible for UNPS and SW construction grant funding. Governmental units can be reimbursed up to 50% to construct Best Management Practices (BMP). The maximum possible grant is \$200,000. A project must be located in an urban area to be eligible for BMP cost sharing. Eligible activities include, but are not limited to, construction of BMPs, engineering design, land acquisition, and shoreland stabilization.

Energy Innovation Grant Program (PSC)

The Energy Innovation Grant Program established by the Public Service Commission covers a wide variety of energy related projects that reduce energy consumption and support renewable energy and energy storage, energy efficiency and demand response, electric and renewable natural gas (RNG) vehicles and infrastructure, or comprehensive energy planning.

Federal Programs

Federal grants and loans are an often-used part of the financing for infrastructure and many programs exist from which to obtain cost-shared funding, or low-interest loans. These may include various EPA, USDA Rural Development and FEMA programs, among others. Some of these programs are listed below:

Energy Efficiency and Conservation Grant Program (DOE)

The Department of Energy's Energy Efficiency and Conservation Program offers formula and competitive grants designed to assist state, local, and tribal governments in implementing strategies to reduce energy use, reduce fossil fuel emissions, and improve energy efficiency.

Assistance to Firefighting Grant Program

The program is administered by the U.S. Fire Administration (USFA), part of the Federal Emergency Management Agency (FEMA). The program assists rural, urban, and suburban fire departments to increase the effectiveness of firefighting operations, expand firefighting health and safety programs, purchase new equipment, and invest in EMS programs. For information regarding the grant contact FEMA Grant Program staff at 1-866-274-0960. For the most current information regarding grant awards and any other USFA projects, visit www.usfa.fema.gov.

Community Facility Guaranteed Loans (USDA)

These loans provide funding for essential community facilities, i.e., village/town halls, libraries, hospitals, clinics, adult/childcare centers, assisted living facilities, nursing homes, homeless shelters, police stations, fire halls, fire, police and emergency vehicles, private schools and colleges, museums, and airports. This program also may be used to fund recreational facilities. Applicants must be public bodies, federally recognized Indian Tribes, or non-profit organizations. Cities and villages must have a population of 50,000 or fewer.

Emergency Community Water Assistance Grants (USDA)

This program helps eligible communities prepare, or recover from, an emergency that threatens the availability of safe, reliable drinking water. Eligible applicants include: most state and local governmental entities (w/population of 10,000 or less) that meet income guidelines, nonprofit organizations, and federally recognized tribes. Disaster events that qualify include: Drought or flood, earthquake, tornado or hurricane, disease outbreak, chemical spill, leak or seepage, or other disaster. Note that a federal disaster declaration is not required.

Community Facilities Direct Loan & Grant Program (USDA)

These loans and grants provide funding for essential community facilities including village/town halls, libraries, hospitals, clinics, adult/childcare centers, assisted living facilities, nursing homes, homeless shelters, police stations, fire halls, fire, police and emergency vehicles, private schools and colleges, museums, and airports. Applicants must be public bodies, federally recognized Indian Tribes, or non-profit organizations. Cities and villages must have a population of 20,000 or fewer.

Solid Waste Management Grants (USDA)

This program funds technical assistance or training to improve the planning and management of solid waste sites. Eligible applicants include public bodies, nonprofits, federally recognized tribes, and academic institutions. Eligible areas include rural areas and towns with a population of 10,000 or less. Funds may be used to evaluate current landfill conditions to identify threats to water resources, provide technical assistance or training to enhance the operation and maintenance of active landfills, provide technical assistance or training to help communities reduce the amount of solid waste coming into a landfill, and provide technical assistance or training to prepare for closure and future use of a landfill site.

7 Agricultural, Natural, and Cultural Resources

7.1 Overview

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the City of Manawa.

7.2 Agriculture and Farmland

Agriculture presents a dilemma to the City of Manawa. On one hand, the agriculture industry is an asset to the city. Agricultural businesses and services create jobs, cash flow, and economic opportunity. The city encourages growth of agricultural related businesses and services in the city's commercial and industrial areas. On the other hand, agricultural land within the city limits is hindering the ability to develop in the locations where it could be cost effective to extend municipal utilities and provide urban services. Future communication between the city and local agricultural producers is needed to address this issue.

Agriculture Connections

While agriculture is not a significant land use within the City of Manawa, accounting for approximately 25% of its land area, there is undoubtedly a connection to the city's economy from the production of food and fiber within the area. Agriculture supports equipment and implement manufacturers, dealers, and repair technicians, vegetable and meat processing industries, the construction trades, trucking, veterinary services, genetic research, and many others.

Agriculture is also connected to Wisconsin's culture and heritage. Barns, cows, fields, and silos paint the scene that so many define as Wisconsin's rural character. Farm families include some of the earliest settlers of many areas and provide a sense of continuity to a community. Public opinion surveys conducted by the American Farmland Trust, the U.S. Department of Agriculture, the American Farm Bureau, Wisconsin counties, and other local units of government show that Wisconsin citizens place a high value on the presence of agriculture and agricultural lands.

Agriculture has many considerations relative to the natural environment, both positive and negative. Farms provide green space, wildlife habitat, enhanced groundwater recharge, and nutrient recycling. Farms can also be sources of soil erosion, polluted runoff, odors, and damage to riparian areas.

Agriculture is connected to other land uses. The distance from farm related services, markets for farm commodities, processing industries, and other critical land uses can determine the long term success of an agricultural area. Certain recreational land uses like hunting and snowmobiling benefit from the presence of agricultural lands.

Agriculture is linked to transportation issues. Agriculture brings large vehicles to rural roads including farm equipment and heavy trucks. These rural roads are rarely constructed to manage the size and weight of such large vehicles. This often contributes to traffic issues, the posting of weight limits, and increased local expenditures for road maintenance.

Local Agricultural Resources

Map 9-1 (existing land use in Chapter 9) shows the general pattern of land used for agriculture in and around the City of Manawa. Major areas of farmland exist on all sides of the city and lands not being farmed typically have characteristics not conducive to farming (steep slopes, wetlands, etc.). In 2023, approximately 273 acres of agricultural land exist within the City of Manawa.

7.3 Geology

The bedrock and glacial geology play a crucial role in planning for future development. Geological features directly influence other natural resources like topography, soils, surface water, and groundwater. Geology is an important consideration for development activities, and areas of concern include structural stability, groundwater interaction, and the provision of non-metallic minerals.

An understanding of the city's geology can be gained by examining glacial features and the underlying bedrock formations. According to the map *Bedrock Geology of Wisconsin* (WGNHS 1995), the eastern portion of Waupaca County is underlain by Cambrian sandstone with some dolomite and shale. These sandstone formations can be from 300 to 500 feet thick and generally contain a readily available groundwater aquifer. Many municipal wells draw water from these aquifers. The depth to bedrock in the city varies from 100 feet to greater than 200 feet and no areas of shallow bedrock (less than 5 feet) are known to exist.

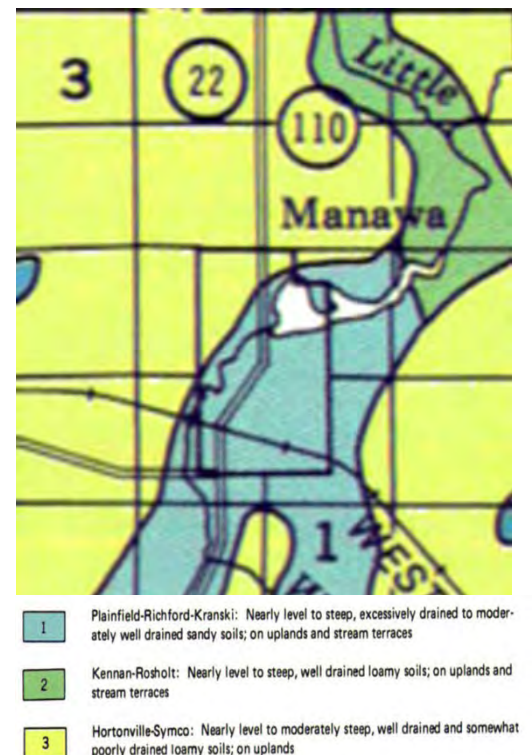
Glacial activity is responsible for much of the visible geology of the city and surrounding area including the topographic highs and lows of the landscape. The City of Manawa sits within an ancient glacial lake basin. The bottomlands of the Wolf River system now occupy this glacial lake basin.

7.4 Soils

The use and management of soil has many impacts on the City of Manawa. Soil forms the foundation that all other ecosystems depend upon – plant life, wildlife, streams, wetlands, and lakes. Soils may also pose limitations to our use of the land in activities such as agricultural production, forestry, building development, and road construction. A soil survey for Waupaca County was completed by the United States Department of Agriculture, Natural Resource Conservation Service (formerly, the Soil Conservation Service) in the 1980's. The survey identifies broad soil types which are grouped into six soil associations that can be used to compare the suitability of large areas for general land uses. Soil associations are groupings of soils that share a distinctive pattern of soils, relief, and drainage. Within the City of Manawa, three of these six soil associations exist as follows (Fig. 7-1):

- **Hortonville-Symco Association:** These loamy soils, generally found in upland areas, contain a high proportion of clay relative to other soils in Waupaca County. Clay content is found in subsurface layers of these soils, which leads to poor drainage in lower areas of the landscape. The primary land cover for this soil association is agriculture. This association includes soils that are highly productive for both agriculture and woodland management. Erosion and wetness can be challenges for agricultural uses. Hortonville soils pose few limitations for development, but Symco soils pose severe limitations related to wetness.
- **Plainfield-Richford-Kranski Association:** These sandy, well-drained soils are found in association with glacial landscape features known as outwash plains. These soils support a mixture of agricultural, forested, and urban land uses. Many soils found in this association have limitations for agriculture and forestry due to high potential for erosion and shallow depth of soil. These soils can pose challenges for development, as excavations can be unstable during construction.

Figure 7-1: General Soil Associations



- **Kennan-Rosholt:** Nearly level to steep, well drained loamy soils located on drumlins, outwash plains, and stream terraces. Most of the nearly level soils are used for cultivated crops and occasionally irrigated specialty crops. These soils have moderate filtering capacity and due to the inclusion of large stones, do not make for good septic tank fields.

7.5 Topography

The topography of the City and surrounding area is primarily the result of glacial activity. Elevations range from about 795 in the southwest portion of the City, near the Little Wolf River, to 946 feet above sea level in the eastern portion of the city, near the high school. Based on soils data, the only area of steep slope lies in the northeastern part of the city, between E. 4th Street and CTH N (Map 7-1).

7.6 Metallic and Non-Metallic Mineral Resources

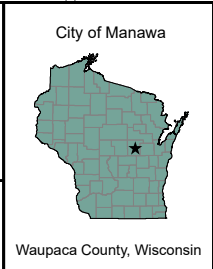
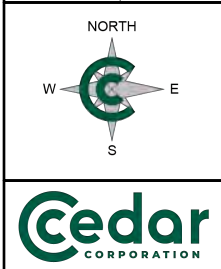
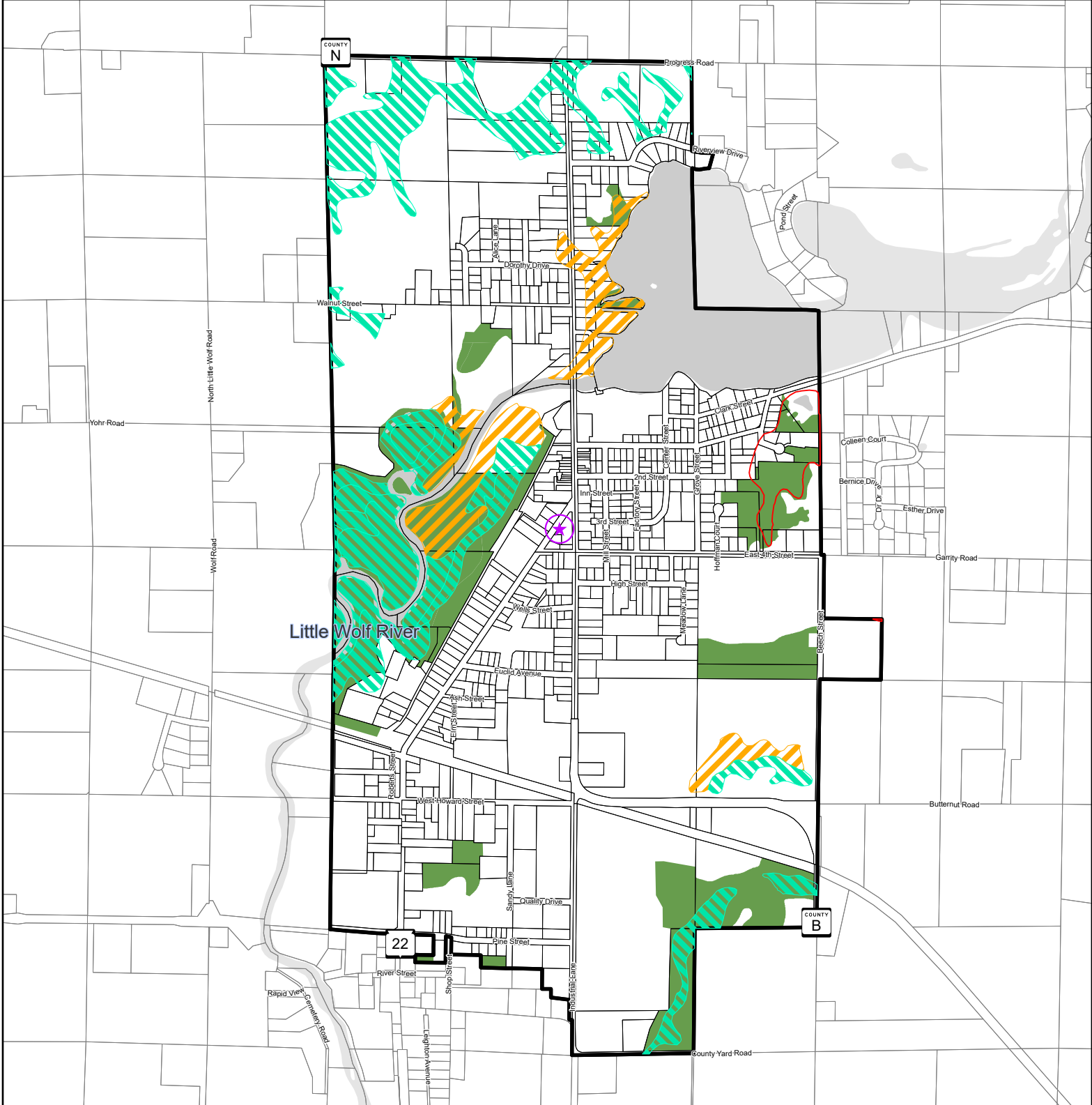
Metallic and non-metallic mineral resources are concentrations of naturally occurring solid materials in or on the earth's crust which occur in such a form or amount that economic extraction of a commodity from the concentration is currently or potentially feasible. Metallic mineral resources include such substances as nickel, copper, lead, iron, gold, and zinc. Non-metallic mineral resources include sand, gravel, topsoil, clay, and stone.

Wisconsin Administrative Code NR 135 requires that all counties adopt and enforce a Non-metallic Mining Reclamation Ordinance that establishes performance standards for the reclamation of active and future non-metallic mining sites, but not abandoned sites. It is intended that NR 135 will contribute to environmental protection, stable, non-eroding sites, productive end land use, the potential to enhance habitat, and increased land values and tax revenues. In response to NR 135, the Waupaca County Board enacted the *Waupaca County Non-Metallic Mining Reclamation Ordinance* in June of 2001. The East Central Regional Planning Commission (ECWRPC) administers the NR 135 reclamation program on behalf of Waupaca County.

There are currently no metallic or non-metallic mines within or immediately outside of the City of Manawa's borders.

ENVIRONMENTAL & CULTURAL FEATURES

Map 7-1



City of Manawa

Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

Legend

- Municipal Boundaries
- Historical Marker
- Parcels

Slope Gradient

- 12% or More

Water Table Depth

- 0-25 cm
- 25-50 cm

Map Updated: August 28, 2023

7.7 Forests

Forests are important to the county's resource base, culture, and economy. Forests provide wildlife habitat, recreational opportunities, timber and pulpwood, educational opportunities, and contribute to the county's rural atmosphere. While many of the region's forests have been harvested and their lands converted for agricultural use, many remnant woodlands exist.

Historic Conditions

Prior to European settlement in the mid-1800s, Waupaca County was almost completely forested and were centers for the lumber industry before agriculture and industry became predominant. Early settlement patterns were tied closely to forest resources, as villages formed around the sawmills. Native forest types varied widely in the county according to the WDNR map, *Original Vegetative Cover of Wisconsin* (1976).

The City of Manawa is located within the tension zone (Figure 7-2) where southern deciduous forests are intermingled with northern coniferous forest types. Within the City of Manawa, the historic vegetation was comprised of Northern Mesic Forest species such as Maple, Hemlock and Yellow Birch.

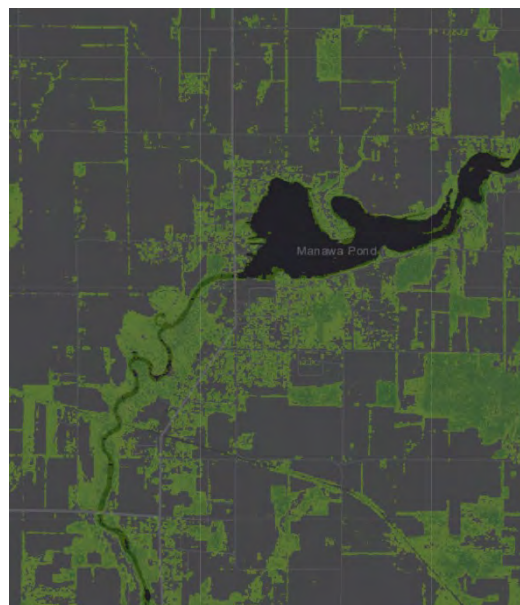
Urban Forests

Urban forests consist of all the trees and other vegetation in and around a community (Figure 7-3). This includes not only tree-lined streets, but also trees in home landscapes, school yards, parks, riverbanks, cemeteries, vacant lots, utility rights-of-way, and anywhere else trees can grow. Shrubs, flowers, vines, ground cover including grasses, and a variety of other wild plants and animals are also components of the urban forest system. Urban trees provide functions and benefits with respect to stormwater management and temperature regulation. Urban trees provide energy savings through shading and by reducing the effects of "heat islands" that come from paved surfaces.

Figure 7-2: Wisconsin's Tension Zone



Figure 7-3: Urban Forest, City of Manawa



Source: Waupaca County GIS/LiDAR, 2005

Within the City of Manawa, most wooded areas are located adjacent to the Little Wolf River corridor, as well as in the southeast portion of the city along a low-lying wetland/drainage corridor adjacent to County Yard Road. A few additional scattered woodlots exist on undeveloped parcels within the city.

7.8 Wetlands

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands provide storage of flood waters, preventing damage to developed areas. Wetlands can make lakes, rivers, and streams cleaner, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. Nation-wide, more than one third of endangered species require wetlands during a stage of their life cycle. In addition, some wetlands can also provide the replenishment of groundwater supplies. Groundwater discharge is common from wetlands and can be important in maintaining stream flows, especially during dry months.

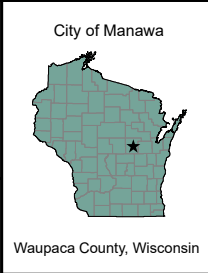
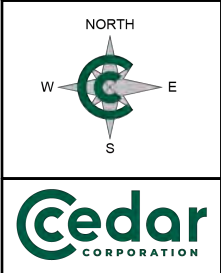
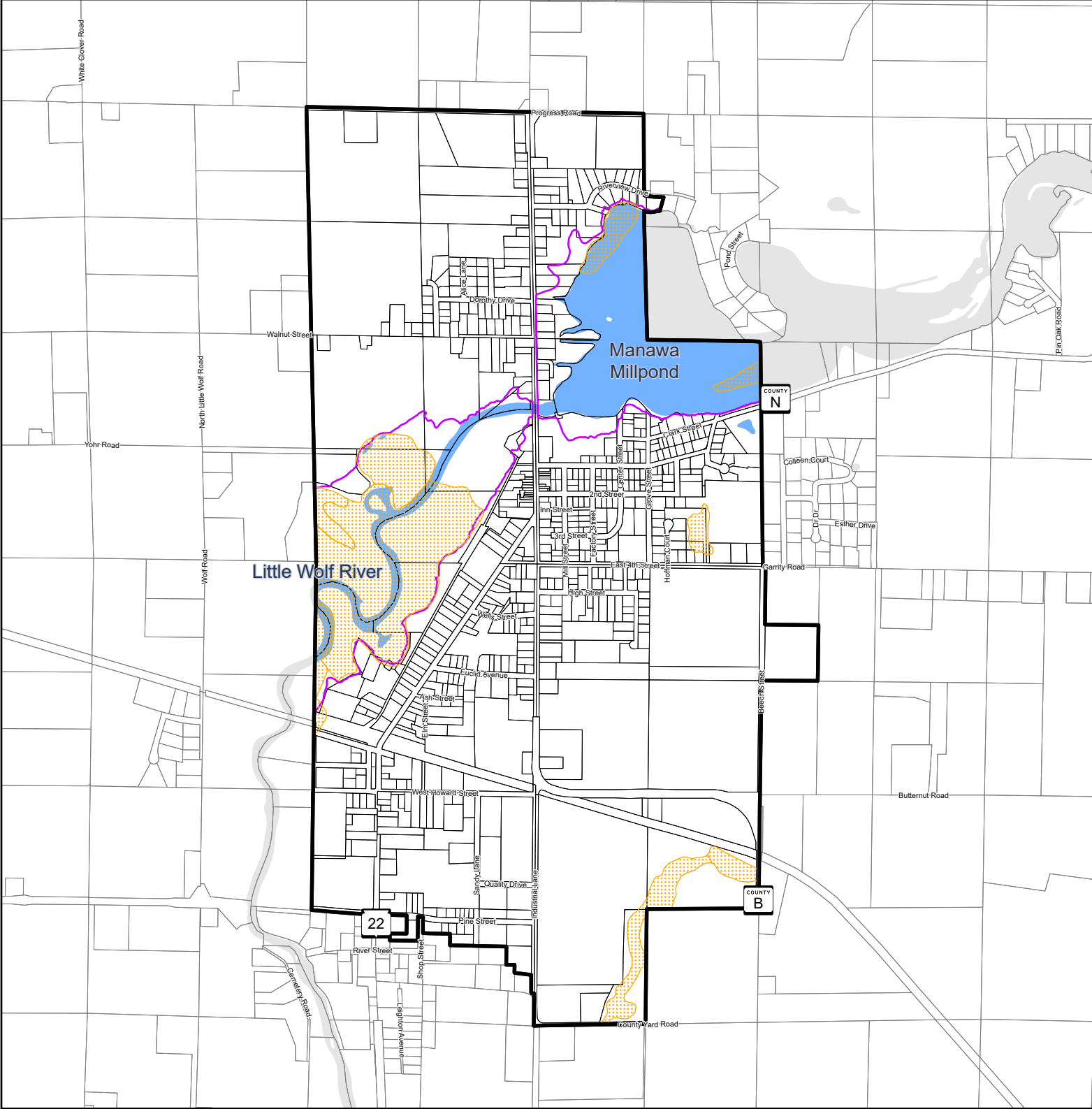
The loss of wetlands leads to a loss of the functional values that they provide. For example, as the natural capacity for flood storage is reduced in urban areas, it must often be replaced with storm sewers, detention basins, and other stormwater management structures at a cost to the community. According to the WDNR, Wisconsin has experienced an estimated loss of 46% of its wetlands since European settlement. State-wide, there were approximately 10 million acres of wetlands in 1600, compared to approximately 6 million acres in 2022.

The Wisconsin Department of Natural Resources (WDNR) currently has inventory maps for Waupaca County wetlands five acres and larger. The official Wetland Inventory Map should be consulted in conjunction with this document whenever communities review development proposals in order to preserve wetland functions and to ensure regulatory compliance.

According to the WDNR, there are approximately 105.6 acres of wetlands in the City of Manawa, covering about 9.3% of the city's total area. Refer to Map 7-2 for the locations of WDNR mapped wetlands (excluding point symbols, or mapped wetlands smaller than five acres).



SURFACE WATER FEATURES



City of Manawa
Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

Legend

- Wetland Class Areas
- FEMA 100 Year Floodplain
- Water Features
- Municipal Boundaries
- Parcels

Due to the significant environmental functions served by wetlands, there is a complex set of local, state, and federal regulations which place limitations on the development and use of wetlands (and shorelands). The WDNR has regulatory authority over filling, dredging, draining, and similar activities in most Wisconsin wetlands. Counties are mandated to establish shoreland- wetland zoning districts for wetlands near lakes, rivers, and streams. In addition, the U.S. Army Corps of Engineers has authority over the placement of fill in wetlands connected to federally navigable waterways, while the USDA incorporates wetland preservation criteria into its crop price support programs. Therefore, prior to placing fill or altering a wetland resource, the appropriate agencies must be contacted to receive authorization.

7.9 Watersheds

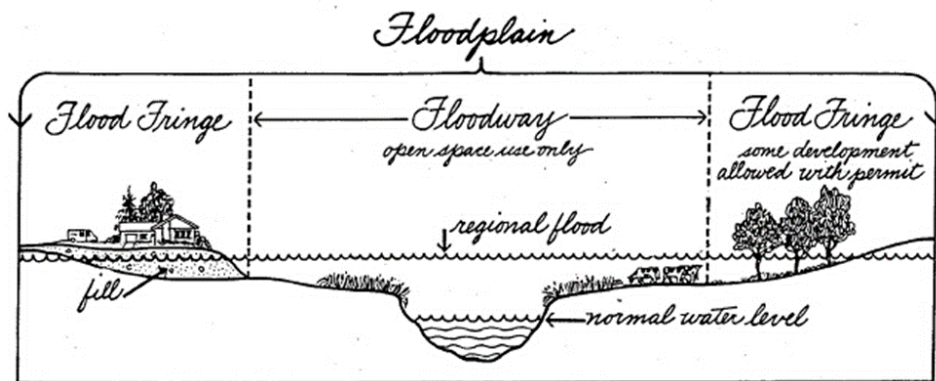
A watershed is an area of land from which water drains to a common surface water feature, such as a stream, lake, or wetland. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas, and typically range in size from 100 to 300 square miles. River basins can contain several watersheds.

The City of Manawa is located entirely within the Lower Little Wolf River watershed, which is part of the larger Wolf River Basin. This watershed encompasses about one-third of Waupaca County and drains a majority of its central and north central lands, extending all the way up to the border of Shawano County.

7.10 Floodplains

Floodplains are areas which have been or may become inundated with water during a regional flood. Floodplains are comprised of two components, the floodway and floodfringe (Figure 7-4). Floodways are areas which directly adjoin the channel of a stream and are characterized by deep, fast moving water. The floodway is typically the most dangerous part of a floodplain and uses in this area should be limited to conservation areas or open space.

Figure 7-4: Floodplain Illustration



The floodfringe is generally associated with standing, or slow flowing water adjacent to the floodway. Development within the floodfringe is generally accepted, provided adequate flood proofing measures are in place. Wisconsin statutes direct all Wisconsin counties, cities, and villages to adopt floodplain zoning ordinances. The Federal Emergency Management Agency (FEMA) has mapped flood plains in the planning area. These maps delineate the entire flood plain boundary, and do not distinguish between floodway and floodfringe.

As mapped by FEMA (Map 7-2) floodplains in the City of Manawa generally follow the Little Wolf River corridor closely with a few more open lowland areas functioning as flood storage areas. This indicates minimal risk of flooding beyond the immediate vicinity of the river.

7.11 Surface Water Features

The city and surrounding area's surface waters provide fish and wildlife habitat, tourism and recreation opportunities, scenic beauty, and for many, a sense of peace and quiet and connection to the natural world. According to the land use inventory (Chapter 8), about 88.8 acres of water (7.8% of the City's area) exist within the city's boundaries. Refer to Map 7-2 for the locations of Manawa's surface water features.

Rivers and Streams

Little Wolf River

The Little Wolf River flows through central and eastern Waupaca County and is part of one of the state's largest river systems, flowing into the Wolf River just west of New London. The Wolf River originates in Forest County north of Crandon and flows through Oneida, Langlade, Menominee, Shawano and Outagamie Counties before it reaches Waupaca County. The Wolf River then flows through Winnebago County where it empties into Lake Poygan. This river system contains a vast fishery, supports many recreational activities, and is found in conjunction with many of the rare unique natural features of the county and region.

Lakes/Ponds

There are two lake/pond features within the city. The largest is Manawa Millpond which was created upstream of the Manawa Dam (owned by the City and installed in 1922). The Millpond covers approximately 192 acres with water about 12 feet in depth. The dam is inspected regularly, with the last inspection being done in 2015. The Millpond offers public access for recreational fishing and boating upstream of the dam at nearby Waupaca County Park in the Town of Little Wolf. The second water feature is a small (0.64 acre) pond located just south of the Manawa Millpond within Polliwog Park and offers little in terms of recreational value.

7.12 Groundwater

Groundwater is the source of nearly all drinking water in the City of Manawa and supplies many agricultural and industrial processes as well. Groundwater is a limited resource, and both its quality and quantity are important factors. These factors are primarily influenced by local geology and local land use.

The quality and quantity of groundwater vary widely throughout Waupaca County. According to the *2022-2031 Waupaca County Land and Water Resource Management Plan (2021)*, groundwater conditions in the eastern portions of Waupaca County are distinctly different than those in the western portions. Groundwater in the eastern part of the county, where soils contain more clay, is generally less available and recharges more slowly. A larger percentage of precipitation runs off the land into surface waters rather than soaking through the soil and into the groundwater aquifer. As a result, groundwater is generally less susceptible to contamination in these areas.

Areas of high groundwater (less than 50 cm from surface) exist along the Little Wolf River corridor, within the area of Veteran's Park, and north and south of CTH B in the southeastern portion of the community. These conditions may limit the suitability of these areas for accommodating new development.



7.13 Water Quality

Surface water and groundwater quality in the City of Manawa are influenced both by natural and developed conditions. Development factors that influence water quality include point and non- point sources of water pollution, the amount of impervious surface in a watershed, the potential pollution sources related to a particular land use, and the degree to which mitigation measures have been used. Natural factors that influence water quality include soils, geology, topography, climate, vegetation types, and the water cycle. Included in this inventory are state and federal listings for poor (Impaired Waters) and very high (Outstanding and Exceptional Resource Waters) surface water quality, along with a discussion of both point and non-point sources of water pollution that impact both surface and groundwater.

Impaired Waters

Section 303(d) of the federal Clean Water Act requires each state to periodically submit to the US Environmental Protection Agency (EPA) for approval, a list of impaired waters (Waters Condition List). Impaired waters are those that are not meeting the state's water quality standards found in Wisconsin Administrative Code Chapter NR 102. The WDNR last submitted an updated list to EPA in April of 2022. **Based on this listing, no impaired waters exist within the City of Manawa.**

Exceptional and Outstanding Resource Waters

Wisconsin has classified many of the state's highest quality waters as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs). These surface waters are recognized for being relatively unchanged by human activities and for providing valuable fisheries, unique environmental features or settings, and outstanding recreational opportunities. Chapter NR 102 of the Wisconsin Administrative Code lists the ORWs and ERWs. **Within the City of Manawa, the Little Wolf River, downstream from the Manawa Dam and Millpond is listed as an Exceptional Resource Water (ERW).**

Point Source Discharges

Many industrial processes depend upon the ability to dispose of water they have used by discharging it to a surface water body – typically a river or stream. The WDNR establishes regulations and monitors compliance of all such discharges. Permits are obtained and monitored through the Wisconsin Pollutant Discharge Elimination System program (WPDES). WPDES permits for point source discharges are commonly required of municipalities, sanitary districts, industries, and large livestock operations. **According to the WDNR, the only municipal WPDES permit holder in the City is the Manawa Wastewater Treatment Facility (#0020869).**

Non-Point Sources of Pollution

According to the WDNR, urban and rural non-point pollution is the leading cause of water quality problems in Wisconsin, degrading or threatening an estimated 40% of the streams, 90% of the inland lakes, many of the Great Lakes harbors and coastal waters, many wetland areas, and substantial groundwater resources in Wisconsin. When water from rainfall or melting snow flows across the landscape, it washes soil particles, bacteria, pesticides, fertilizer, pet waste, oil and other toxic materials into our lakes, streams, and groundwater. This is called “non-point source pollution” or “polluted runoff.” Non-point source pollution comes from a diverse number of activities in our daily lives including urban runoff that is saturated with lawn fertilizer, road salt and other chemicals left on roadways, soil erosion from construction activities, as well as from rural sources such as agricultural fields, and barnyards with animal waste. Polluted runoff contributes to habitat destruction, fish kills, reduction in drinking water quality, stream siltation, and a decline in recreational use of lakes. The City of Manawa does contribute to non-point source pollution loading within the Little Wolf and Wolf River systems, however; the city has taken on measures to reduce this pollution including the adoption of construction site erosion control provisions, fall leaf collection, and routine street sweeping.

Wellhead Protection

The goal of wellhead protection is to prevent potential contaminants from reaching the wells that supply municipal water systems. This is accomplished by monitoring and controlling potential pollution sources within the land area that recharges those wells. Wellhead protection planning is administered by the WDNR as required by the U.S. Environmental Protection Agency (EPA) and the 1986 amendments to the Federal Safe Drinking Water Act. Wellhead planning is encouraged for all communities but is required when any new municipal well is proposed.

A wellhead protection plan was produced in 1998 by the city to meet the WDNR requirements for wellhead protection planning when Manawa sited water supply wells #5 and #6, which are located in the Town of Little Wolf. The plan delineates the approximate location of the wells’ recharge area and zone of groundwater contribution and establishes a wellhead protection area. Refer to Figure 6-2 for the location of Manawa’s wellhead protection area. The plan recommends enacting both a public education program and a water conservation program.

7.14 Air Quality

In order to evaluate the quality of the air and to protect the public health, a series of National Ambient Air Quality Standards (NAAQS) have been developed by the U.S. Environmental Protection Agency (EPA) as established in section 109 of the Clean Air Act. According to the Wisconsin Air Quality Report, as prepared by the Wisconsin Department of Natural Resources

(WDNR), the air pollutants affecting Wisconsin include sulfur dioxide, suspended particulate matter, carbon monoxide, ozone, oxides of nitrogen, lead, sulfates, and nitrates. Waupaca County is considered an attainment area, which is an area that meets the NAAQS defined in the Federal Clean Air Act.

While compliance with NAAQS is not likely to become a concern in the City of Manawa, there are localized air quality issues that commonly face rural areas. Outdoor burning can lead to air quality problems in a particular neighborhood if garbage or other materials that release toxic substances are burned, or if burning occurs in a densely populated area. Issues might arise from open burning, the improper use of burning barrels, or the improper use of outdoor wood burners (furnaces). Concerns with airborne particulates, or dust, may also be a concern where residential land use is in close proximity to extraction operations or agricultural operations.

7.15 Environmental Corridors and Sensitive Areas

Environmental corridors have not been officially designated in the City of Manawa for regulatory or planning purposes. However, there are many places in or near the city of special environmental value containing unique and sensitive habitats or other natural features. These sites are mostly associated with the Little Wolf River and Manawa Millpond areas.

State Natural Areas

State Natural Areas (SNAs) are designated by the WDNR to protect outstanding examples of Wisconsin's native landscape - often the last refuge for rare plants and animals. Natural Areas are valuable for research and educational use, the preservation of genetic and biological diversity, and for providing benchmarks for determining the impact of use on managed lands. As such, they are not intended for intensive recreation. **There are currently no SNAs within or near the City of Manawa.**

Land Legacy Places

At the request of the Natural Resources Board, the Department of Natural Resources undertook a study to identify places that would be critical in meeting Wisconsin's conservation and recreation needs over the next 50 years. Prepared in 2006, the study did not address how or when these "Legacy Places" should be protected or who should be responsible for implementing protection measures. The outcome of the three-year effort was a *Land Legacy Report* that catalogs the results of the study. **According to the report, no Land Legacy Area areas are identified within or near the City of Manawa.**

State Natural Resources Areas

State Natural Resources Areas are established where the WDNR has identified a need to coordinate management efforts for the protection and restoration of ecologically unique and important regions of the state. State Natural Resources Areas differ from other WDNR properties because they allow for a broad range of vegetation and recreation management. Specific vegetation and recreation management practices can be determined through WDNR property master planning. **No State Natural Resource Areas exist within, or near, the City of Manawa.**

7.16 Rare, Threatened, and Endangered Species and Communities

Wisconsin's Natural Heritage Inventory (NHI), established in 1985 by the Wisconsin Legislature, is maintained by the WDNR's Bureau of Endangered Resources. The NHI documents occurrences of rare species and natural communities, including state and federal endangered and threatened species. Natural Heritage Inventory data are used for a variety of purposes including land management, state land master planning, community planning, conservation planning, and environmental review of public and private activities across the state.

Limited data from the NHI is available for comprehensive planning purposes. NHI data are exempt from Wisconsin's Open Records Law due to the vulnerability of rare species to collection and destruction.

The WDNR lists species as "endangered" when the continued existence of that species as a viable component of the state's wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. "Threatened" species are listed when it appears likely, based on scientific evidence, that the species may become endangered within the near future. The WDNR also lists species of "special concern" of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

Appendix C contains a complete listing of the threatened and special concern species of plants found within Waupaca County. These species may or may not be present within the City of Manawa.

7.17 Wildlife Habitat

Wildlife habitat is any natural community with adequate food, water, and cover to sustain a species of wildlife. The City's landscape provides habitat for a variety of birds, mammals, amphibians, reptiles, aquatic and terrestrial invertebrates, and fish. Wildlife habitat is connected to many other natural resources including forests, wetlands, open space, and surface water, so healthy wildlife populations are good indicators of the overall health of the environment.

The City of Manawa lies within the "tension zone" between the primary northern and southern floristic provinces of Wisconsin. For this reason, a larger variety of vegetation types have the possibility of thriving compared to other portions of the state. The city lies within the Southeast Glacial Plain ecological landscape. Covering the majority of southeast Waupaca County, this landscape is characterized by gently rolling to flat topography with clay or silt loam-textured soils on till plain. Land cover in this ecological landscape is now primarily agricultural with small remnant oak openings, oak forest, tallgrass prairie, and sugar maple-basswood forest.

Wildlife species present in the City of Manawa are directly related to the community types and ecological landscapes that provide habitat. The city's woodland areas and undeveloped lands support concentrations of deer and turkey. Marshlands, wetlands, and open water provide habitat for populations of ducks, geese, and other waterfowl, as well as furbearers such as otter, muskrats, and mink. Scattered woodlots and wooded fence lines support rabbits, squirrels, and pheasants, while larger forest blocks provide habitat for deer, fox, grouse, turkey, and other forest game.

Land use can have substantial impacts on wildlife populations and habitats. The development pattern of the land directly impacts the fragmentation, total area, and types of natural communities and habitats available to wildlife in a given location. For example, when a large forest is fragmented into smaller woodlots by rural development over time, this fragmentation may cause certain wildlife species to thrive, and others to move on. Those species that require "edge" habitats, like raccoons and white-tailed deer, benefit from forest fragmentation, while species that require "interior" habitats, like wolves and migratory songbirds, suffer from forest fragmentation. Loss of habitat is the primary reason for species to become listed as "threatened," "endangered," or "of special concern."

Within the City of Manawa, natural and undeveloped lands associated with the Little Wolf River and Manawa Millpond corridor provide many of the functions listed above. An additional corridor exists in the southeastern portion of the city, located west of CTH B and north and south of County Yard Road. This corridor should be preserved and integrated into any new industrial park expansion plans.

7.18 Historical and Cultural Resources

Historical, architectural, and archeological resources establish important links to a community's heritage. They provide well-known educational and aesthetic benefits but are harder to quantify benefits such as an improved quality of life, a sense of community pride, and an important feeling of social and cultural continuity between the past, present, and future. As interest in cultural resources continues to grow in Wisconsin, communities may also experience economic benefits by preserving historical, architectural, and archeological resources. "Heritage tourism" is centered on cultural resources and is a growing component of the tourism industry.

Historic Places

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their association with significant persons or events because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. **There are no National Register of Historic Places listings for structures or sites within the City of Manawa.**

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation, protection, and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register. **There are no State Register of Historic Places listings for structures or sites within the City of Manawa.**

The Wisconsin Architecture & History Inventory (AHI), provided by the Wisconsin State Historical Society (WSHS), lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. **No AHI inventory has been conducted for the City of Manawa and therefore little if any information on historic buildings and structures is available to conduct further planning.**

Archeological Sites

The Wisconsin Archeological Site Index (ASI) is maintained by the Office of the State Archeologist and is only viewable in person at their Madison office by paying a subscription. That being said, this information was not consulted for the purposes of this plan. Similar to the AHI, these sites identified in the ASI have no special status, rights, or benefits. However, should a state or federally sponsored project potentially impact these sites, a complete archeological survey would need to be conducted before the project could proceed. It should also be noted that all burial sites are granted protection from disturbance by both public and private actions by Chapter 157, Wisconsin Statutes. The SHS estimates that less than one percent of archeological sites state-wide have been inventoried.

The database includes the approximate locations of known prehistoric sites including: cabins, homesteads, farmsteads, campsites, villages, trading posts, fur posts, workshops, and sawmills. Additionally, it includes approximate locations of known burial sites cataloged in the ASI including cemeteries, burial plots, and burial mounds. From a land use and development standpoint, the city should be aware of the potential for additional sites to be discovered through either municipal or private development and earth-moving activities. Should any items be discovered during such projects, the city should contact the WSHS immediately to determine the steps that need to be taken, if any.

Museums, Markers, and Local History

Museums and Historical Societies

No museums or formalized historical societies exist within the City of Manawa.

Historical Markers

One State Historical Marker exists in the city (Figure 7-5), located on the west side of Triangle Park facing Depot Street (Map 7-1). The Historical Marker honors Master Sergeant Melvin O. Handrich of the U.S. Army who was posthumously awarded the Congressional Medal of Honor for his courageous action in battle near Sobuk San Mountain, Korea on August 25–26, 1950.

Figure 7-5: Historical Marker



Other Historical Facts

Joseph Raymond “Joe” McCarthy was born in the nearby Town of Grand Chute but completed his high school education in Manawa in 1929. McCarthy served as a Republican U.S. Senator from the state of Wisconsin from 1947 until his death in 1957. Beginning in 1950, McCarthy became the most visible public face of a period in the United States in which Cold War tensions fueled fears of widespread communist subversion. Ultimately, he was censured for refusing to cooperate with, and abusing members of the committee established to investigate whether or not he should be censured. The term “McCarthyism”, coined in 1950 in reference to McCarthy's practices, was soon applied to similar anti-communist activities.

Cultural Resource Protection Laws

There are laws, both federal and state, which protect cultural resources from the effects of projects that have federal, state, or local government involvement. Which law applies will depend upon which level of government is primarily involved in funding, permitting, or licensing the project.

Under Wisconsin Statute § 66.1111, all municipalities in Wisconsin must consider whether their actions may affect historic properties listed in the State or National Register of Historic Places. Projects subject to review under this law include construction of a new facility that results in the abandonment of a National Register-listed building, or development of a publicly owned park that may affect a listed archeological site. If such a project is being considered, the local unit of government is required to submit a proposal to the Wisconsin Historical Society at the earliest stages of planning to seek the Society’s determination of whether the project may adversely affect the listed property. If there may be an adverse effect, then the Society may require negotiation with the local unit of government to explore alternatives and other project options that may avoid, minimize, or mitigate the possible adverse effect.

Wisconsin’s burial law, Wisconsin Statute 157.70, prohibits unauthorized intentional disturbances of burial sites, from platted cemeteries to Native American mounds, to abandoned family burials. Once a Native American mound group or any marked or unmarked burial area is formally cataloged as a burial site under Section 157.70, that area is exempt from property taxes. This makes the property tax treatment of all human burial sites equal to the property tax treatment given to operating cemeteries.

7.19 Community Design

Community design as a cultural resource helps explain the origins and history of how a given community looks, feels, and functions in the present day. Components of the origin of community design include historic settlement patterns, resource use (like mining, farming, and forestry) in rural areas, the industries and businesses that influenced urban areas, transportation features and traffic flow patterns, natural features like rivers, lakes, and wetlands, and the heritage and values of the people who lived in a community in the past and who live there today. These factors might be expressed through street layout, building architecture, landscaping, preservation of natural features, development density, and other components of development design. The design of a community as seen today might also be influenced by community decisions including the use of zoning and subdivision controls, the establishment of parks and other community facilities, the use of historic preservation, and in some cases, the use of land use planning.

Citizens of the area generally tend to describe the present design of their communities as being tied to “small town atmosphere.” With a focus on the positive aspects of community design. Small town atmosphere can be defined to include attractive community entrances, vital downtowns, community culture and events, and the aspects of rural character which surround its small cities and villages.

The utilization and application of “placemaking” concepts (Figure 7-6) can help to improve the character of the city. Placemaking is a multi-faceted approach to the planning, design and management of public spaces. Placemaking capitalizes on a local community's assets, inspiration, and potential, with the intention of creating public spaces that improve urban vitality and promote people's health, happiness, and well-being.

Map 7-1 include places identified locally that contribute to the culture and identity of the City of Manawa. These are places that were identified during the comprehensive planning process as local cultural resources in addition to the other sites that were mapped as cultural and historical resources.

Figure 7-6: Placemaking Diagram



7.20 Plans and Programs Currently in Use

This section describes plans and implementation programs that are currently in use in or near the City of Manawa pertaining to agricultural, natural or cultural resources.

County Plans

Land and Water Resource Management Plans

Waupaca County has a Department of Agriculture Trade & Consumer Protection (DATCP) approved *Land and Water Resource Management Plan* that was prepared in 2015. Outagamie County has a DATCP approved *Land and Water Resource Management Plan* that was prepared in 2018. The plans represent the next generation of resource management strategies and provides the Counties with the opportunity to address local resource concerns with a financial base in a sustained manner. The Land and Water Conservation Departments for each County have the opportunity to provide seamless integration of a number of resource management programs. State runoff rules (ATCP 50 & NR 120) are utilized as a base for the plan. Monetary assistance will be provided by DATCP to achieve the objectives of the plan.

Outdoor Recreation Plans

The *Waupaca County Outdoor Recreation Plan* was last updated in 2015. The purpose of these plans is to identify changing recreational needs, assess potential opportunities, evaluate the status of the counties' natural and cultural resources, and to present appropriate recommendations that will provide a planned system of parks and recreation areas that contain a diversity of recreational activities while preserving scenic and valuable resources important to the ecological, sociological, and economic life of residents.

State Programs

Stewardship Grant Program

Funds are available for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat. Both municipal and non-profit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, lands with special scientific or ecological value, land with rare and endangered habitats and species, stream corridors, land for state trails (including the Ice Age Trail and North Country Trail), and lands for restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects.

Wisconsin's Main Street / Connect Communities Program

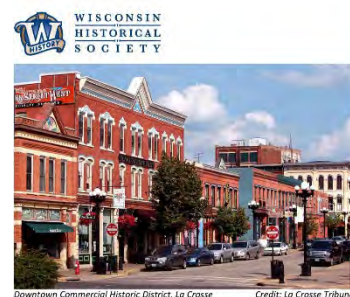
The Main Street Program and Connect Communities Program are comprehensive revitalization programs run by the Wisconsin Economic Development Corporation (WEDC) and are designed to promote the historical and economic redevelopment of traditional business districts in Wisconsin. The program was established in 1987 to encourage and support the revitalization of downtowns. Each year, the WEDC selects communities to join the program. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce.

The City of Manawa currently designated as a Connect Community (2022).



Certified Local Government Program

Local units of government that have enacted historic preservation ordinances may consider being certified to participate in the state and federal Certified Local Government (CLG) program. The CLG program provides special grants to fund planning and educational activities. The Division of Historic Preservation at the Wisconsin Historical Society administers the CLG program. As of 2022, Wisconsin had 74 Certified Local Governments. **The City of Manawa is not currently a designated CLG.**



PROGRAM MANUAL:

CERTIFIED
LOCAL
GOVERNMENTS
IN WISCONSIN

JUNE 2022

Local Programs

Tree City USA

The Tree City USA award program was initiated by the National Arbor Day Foundation to recognize the effort put forth by communities that properly manage their urban forests. To receive the Tree City USA award, a community must meet four standards. It must have: 1) a tree board, commission, or municipal department that has legal responsibility for the care of public trees; 2) a public tree management ordinance; 3) an annual budget of at least \$2.00 per capita for administering, managing, and implementing the community forestry program; and 4) an Arbor Day observance and proclamation. **The City of Manawa has not applied for nor received the Tree City designation.**



7.21 Agricultural, Natural, and Cultural Resources Goals, Strategies, and Recommendations

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Strategies are more specific than goals and are more measurable statements which provide more specific direction for which to accomplish the goal. Recommendations are specific, task-oriented statements that through direct action, will assist in implementing the plan as a whole. The accomplishment of the recommendations contributes to fulfillment of the goal.

Goal 7.1: Support the agricultural resources of the region.

Strategy 7.1.1: Provide an attractive and unique small town environment for higher density development that has far less impact on agricultural lands than lower density rural and suburban styles of development.

Recommendation 7.1.1.1: Increase communication with farmers inside the city limits regarding future development plans and timing.

Strategy 7.1.2: Target and encourage the growth of agriculture related businesses and services in the community's commercial and industrial areas.

Recommendation 7.1.2.1: The clean-up and reuse of brown field sites should be pursued prior to utilizing raw agricultural land to accommodate new development.

Goal 7.2: Maintain, preserve, and enhance the community's natural resources.

Strategy 7.2.1: Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, green space, and woodlands.

Recommendation 7.2.1.1: Direct future growth away from wetlands, floodplains, and steep slopes.

Recommendation 7.2.1.2: Utilize subdivision review and official mapping authority to protect shoreline areas, groundwater recharge areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography within the municipal boundary and in extraterritorial areas.

Recommendation 7.2.1.3: Review existing zoning ordinance and land division codes for improvements that better achieve the protection of natural resources and green space.

Recommendation 7.2.1.4: Protect existing natural resource features on either side of County Yard Road if and when the expansion of the industrial park occurs.

Goal 7.3: Ensure the quality, safety, and quantity of groundwater to meet the community's present and future water supply needs.

Strategy 7.3.1: Protect source water areas for existing municipal wells.

Recommendation 7.3.1.1: Prepare and adopt additional wellhead protection plans for wells #2, #3, and #4..

Recommendation 7.3.1.2: Adopt a wellhead protection ordinance.

Recommendation 7.3.1.3: The clean-up and reuse of brownfield sites should be pursued to improve groundwater quality.

Recommendation 7.3.1.4: Municipal wellhead protection shall be a priority when reviewing development proposals.

Goal 7.4: Maintain and restore the environmental integrity of surface waters including lakes, ponds, flowages, rivers, and streams.

Strategy 7.4.1: Decrease sources of point source and non-point source water pollution.

Recommendation 7.4.1.1: Encourage the preservation of natural buffers and building setbacks between intensive land uses and surface water features.

Recommendation 7.4.1.2: Encourage the use of green infrastructure and natural stormwater management techniques in new development and redevelopment opportunities.

Strategy 7.4.2: Develop partnerships with other communities, Waupaca County, lake and river organizations, and state agencies to address surface water quality degradation.

Goal 7.5: Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.

Strategy 7.5.1: Manage growth to preserve and create interconnected green space corridors and trails.

Recommendation 7.5.1.1: Create a Conservancy Overlay District within the existing zoning ordinance to protect environmental resources.

Goal 7.6: Preserve Manawa’s small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.

Strategy 7.6.1: Consider the potential impacts of development proposals on those features that the community values as a part of its character and identity.

Recommendation 7.6.1.1: Conduct a community character inventory that identifies the unique places and positive characteristics of the community.

Recommendation 7.6.1.2: Seek a Tree City USA designation and create/maintain the necessary urban forestry program requirements.

Strategy 7.6.2: Explore options for achieving improved design of commercial and industrial buildings and sites in areas that define the character of the community.

Recommendation 7.6.2.1: Create new design standard provisions within the zoning ordinance.

Strategy 7.6.3: Support the efforts of the Manawa Chamber of Commerce in creating a shared vision for the downtown and its revitalization.

Recommendation 7.6.3.1: Work cooperatively with the Manawa Downtown Revitalization group to maintain Connect Communities designation through the Wisconsin Economic Development Corporation (WEDC).

Recommendation 7.6.3.2: Establish community focal points within the downtown and riverfront area to serve as gathering locations and event spaces.

Strategy 7.6.4: Improve the City’s identity by creating inviting and aesthetically pleasing gateways (entrances) along major road corridors.

Recommendation 7.6.4.1: Prepare Gateway Corridor Plans for the northern and southern segments of WIS 22/110 corridor.

Goal 7.7: Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Strategy 7.7.1: Develop tools and methods which better identify and protect historical and cultural features within the community.

Recommendation 7.7.1.1: Create and maintain an inventory of historically significant buildings, historic sites, archeological sites, and other cultural resources to ensure that these places are accurately identified and to help promote and target preservation and rehabilitation efforts.

Recommendation 7.7.1.2: Seek a Certified Local Government (CLG) designation for historic preservation purposes.

Recommendation 7.7.1.3: Create a local, historic preservation ordinance that recognizes and protects the historic sites in the community.

Recommendation 7.7.1.4: Encourage events, programming and other efforts that promote the history, culture, and heritage of the community.

Recommendation 7.7.1.5: Consider the potential impacts of development proposals on historical and archeological resources.

8 Land Use

8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

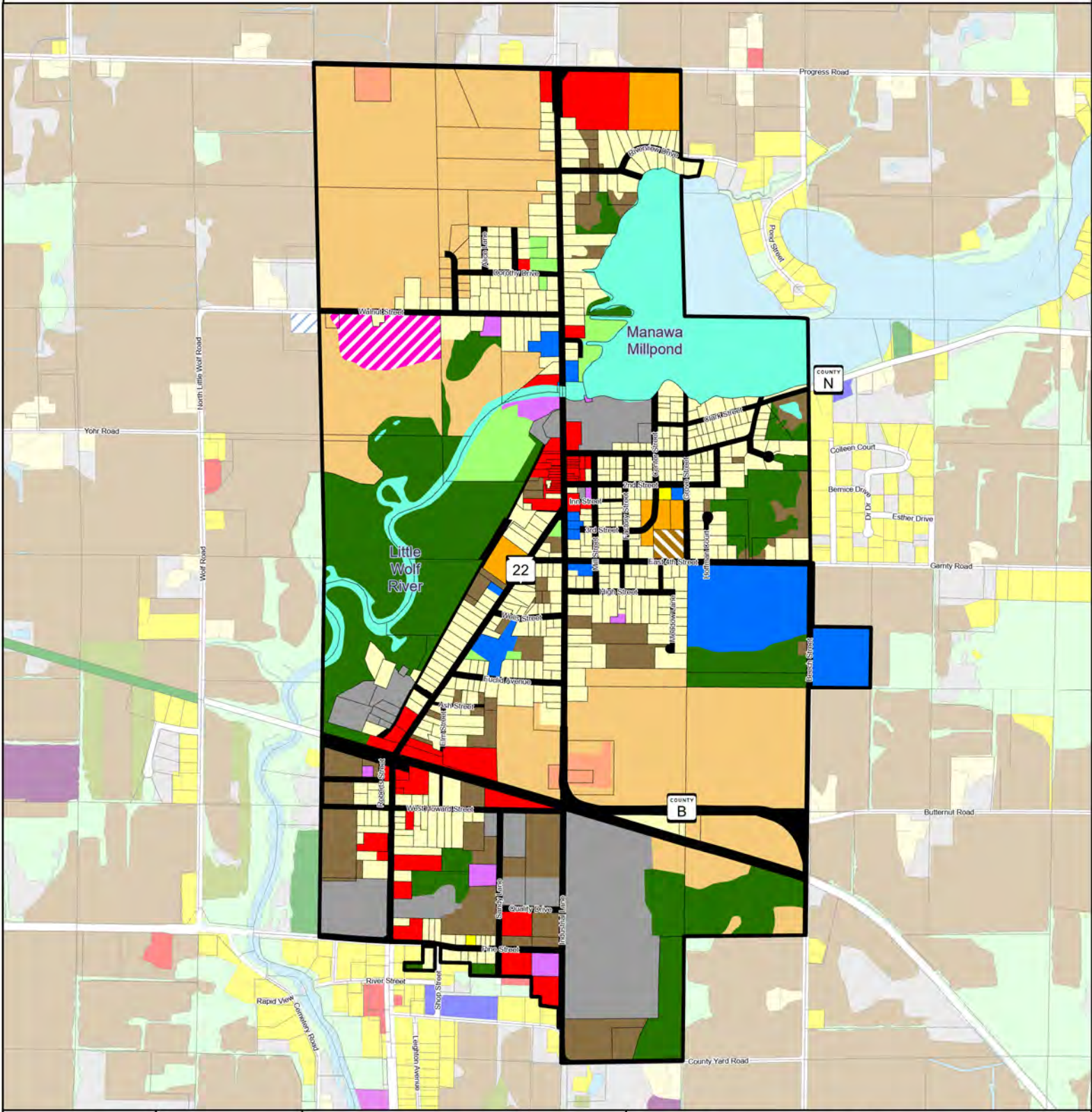
This chapter of the comprehensive plan includes local information for both existing and planned land use in the City of Manawa and attempts to quantify the needs for growth, as well as the guiding plan for how and where this growth should occur.

8.2 Existing Land Use

Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land ownership patterns, land management programs, and the market forces that drive development. Mapping data are essential to the process of analyzing existing development patterns and will serve as the framework for formulating how land will be used in the future. Map 8-1, Table 8-1, and Figure 8-1 together provide a picture of existing land use for the City of Manawa in 2023.

The City of Manawa currently has a total of 1,132 acres within the city boundary (1.76 sq. miles). The single largest land use in the city is agriculture with approximately 273 acres, or 24.2% of the city. The second largest land use is residential (in all forms) with 228 acres, or 20.2%. The third largest land use is woodlots at 157 acres (13.9%). Streets and highways take up 110 acres and surface water 89 acres. Other developed land uses include industrial at 89 acres, commercial at 45 acres, and institutional at 44 acres.

EXISTING LAND USE



NORTH

W E S

Cedar CORPORATION

City of Manawa

Waupaca County, Wisconsin

City of Manawa
Waupaca County, WI

0 500 1,000 2,000 Feet

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

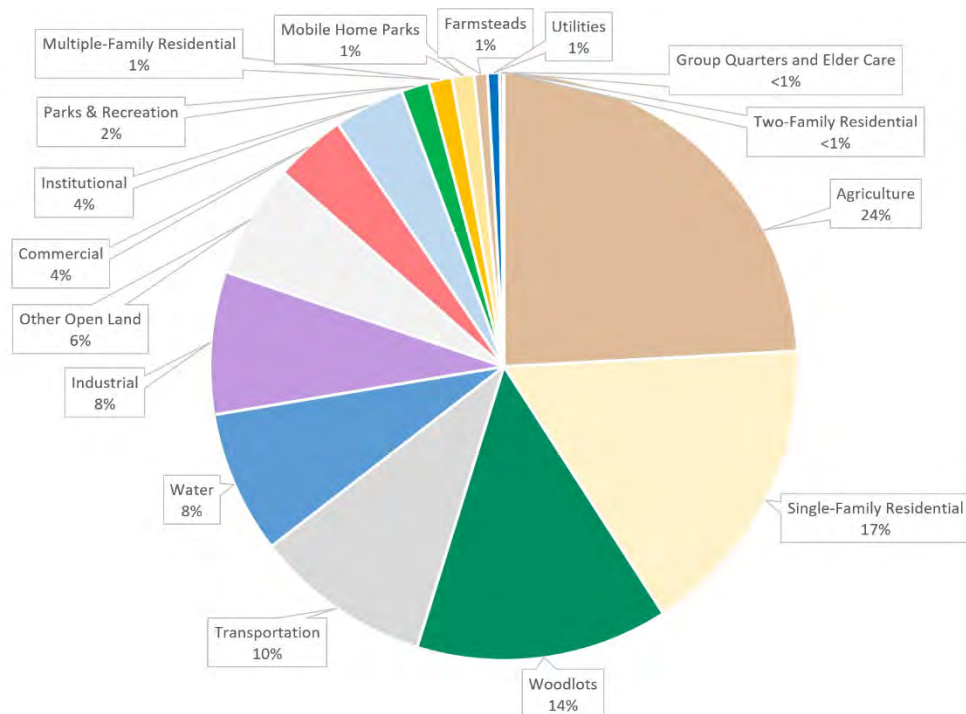
One-Family Residential	Group Quarters and Elder Care	Utilities
Two-Family Residential	Commercial	Institutional
Multiple-Family Residential	Agriculture	Industrial
Mobile Home Parks	Other Open Land	Transportation
Farmsteads	Woodlots	Water
	Parks & Recreation	

Table 8-1: Existing Land Use, City of Manawa, 2023

Existing Land Use	Acres	% of Total
Agriculture	273.4	24.2%
Other Open Land	70.9	6.3%
Woodlots	157.1	13.9%
Single-Family Residential	189.2	16.7%
Farmsteads	8.2	0.7%
Mobile Home Parks	13.7	1.2%
Two-Family Residential	0.7	0.1%
Multiple-Family Residential	14.6	1.3%
Group Quarters and Elder Care	2.4	0.2%
Commercial	44.6	3.9%
Industrial	88.9	7.9%
Parks & Recreation	17.4	1.5%
Institutional	43.7	3.9%
Utilities	7.5	0.7%
Transportation	110.3	9.7%
Water	88.9	7.9%
TOTALS	1131.5	100.0%

Source: City of Manawa, ECWRPC, and Cedar Corporation, 2023.

Figure 8-1: Existing Land Use, City of Manawa, 2023



The development pattern of the city is largely influenced by the Little Wolf River and local transportation features. Wetlands associated with the river prevent development in the southwest portions of the city, and the river is a focal point near the downtown. The city has developed along the main transportation features, WIS 22/110 which bisect the city from north to south. The downtown extends roughly from the junction of the two main streets, Depot Street and Bridge Street, north to the Manawa Mill Pond. In addition to the downtown area, commercial and industrial activities are focused at the south end of the city in and around its industrial park.

A limited amount of new development has taken place within the city over the past 15 years, with only one new residential permit being issued within the last 10 years. Business development and changes have occurred to some degree over the past 15 years, but little new construction has occurred. While some existing businesses have expanded operations, other new businesses have located primarily within existing buildings in the downtown or industrial areas.

8.3 Zoning and Land Use Regulations

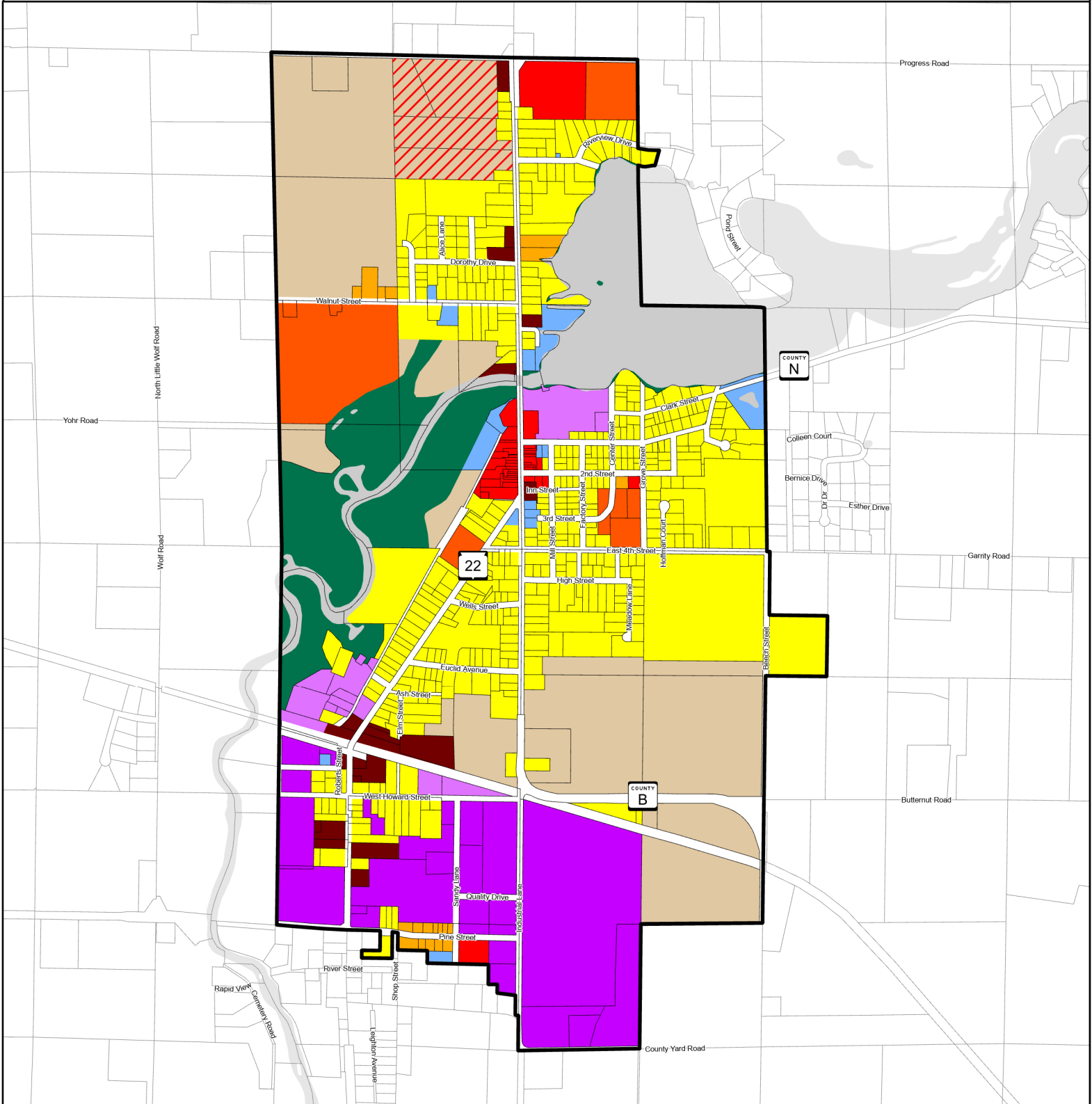
The City of Manawa has adopted a variety of regulations which address land use. The most prominent, and important, of these are its zoning regulations contained under Chapter 303 of the current *Manawa Ordinance Book*. The zoning ordinance was adopted by the Common Council in October 1993 as part of its 1989 Ordinance Book. Chapter 303 governs the use of land within the city by classifying lands under various zoning districts associated with different types and intensities of land use. Each zoning district regulates a variety of dimensional standards including: minimum lot sizes, building setbacks, height restrictions, and lot coverages. The zoning ordinance and map (Map 8-2) contains 12 separate districts which govern the use of land as follows:

- | | |
|--|---|
| 7. One-Family Residence District (1R) | 13. Light Industrial District (LM) |
| 8. Two-Family Residence District (2R) | 14. General Industrial District (GM) |
| 9. Multiple-Family Residence District (3R) | 15. Public Use District (P) |
| 10. Local Business District (1B) | 16. Cultivation and Crop District (C-AG) |
| 11. General Business District (2B) | 17. General Agriculture District (AG) |
| 12. Intensive Business District (3B) | 18. Wastewater Treatment Overlay District |

EXISTING ZONING

Map 8-2

City of Manawa



City of Manawa

Waupaca County, Wisconsin

City of Manawa

Waupaca County, WI

Feet

0
500
1,000
2,000

This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Manawa.

<div style="display: flex; flex-direction: column; gap: 5px;"> <div> 1R One-Family Residence District</div> <div> 2R Two-Family Residence District</div> <div> 3R Multiple-Family Residence District</div> <div> 1B Local Business District</div> <div> 2B General Business District</div> <div> 3B Intensive Business District</div> <div> AG General Agriculture District</div> <div> GM General Industrial District</div> </div>	<div style="display: flex; flex-direction: column; gap: 5px;"> <div> LM Light Industrial District</div> <div> P Public Use District</div> <div> FP - Flood Plain</div> <div> Wastewater Treatment Overlay District</div> <div> Water Features</div> <div> Commercial PUD</div> <div> Municipal Boundaries</div> <div> Parcels</div> </div>
---	---

Map Updated: March 5, 2024

In addition, Chapter 303 contains a number of standard provisions associated with land use, design standards, and ordinance administration. A Planned Unit Development District (PUD) allows for flexibility in the design of new developments while other provisions exist to address specific topics such as screens/buffers, parking and loading, signs and billboards, towers/antenna, wind energy systems, and industrial performance standards. Standard Chapters also exist to address site plan approvals, accessory uses, conditional uses, and variances. Other land use related provisions are not addressed by Chapter 303, but rather as separate sections of code, including: Nonmetallic mining (Ch. 197); Mobile homes (Ch. 206); Floodplain zoning (Ch. 300); Shoreland-wetland zoning (Ch. 301), and; Subdivision of land (Ch. 302).

A review of the zoning ordinance finds that, due to its age, some shortcomings exist in terms of addressing more recent land use phenomena, including: solar energy systems, accessory dwelling units, affordable housing, parking standards, commercial and industrial ‘flex-space’, indoor storage facilities, sign standards, electric vehicle chargers, and conditional use standards.

8.4 Projected Supply and Demand of Land Uses

Table 8-2 displays estimates of the total acreage that will be utilized by residential, commercial, industrial, institutional, and recreational land uses during the 17-year planning period. These future land use demand estimates are established as “targets” for the city and not necessarily a prediction of development likely to occur solely based on population and household growth.

As shown previously, in Table 2-3 and Table 5 of the Housing Assessment Report (Chapter 3), the city is not expected to have any significant population or household growth based on past trends and future ‘official’ projections. In fact, based on this information, the city is expected to decline by nearly 115 person and 23 households. However, past conditions do not always predict future results. The affordable housing analysis contained in Chapter 3 (Table 30 of Housing Assessment Report) illustrated a number of major housing gaps based on the make-up of the existing housing stock, average home/rent prices, and resident incomes. In short, the existing housing stock’s values do not always match the income limitations of residents. Therefore the total affordable housing gap is 270 housing units, with a majority of them (166) being within the \$150,000-\$299,000 value range.

Knowing that some additional homes outside of this value range may be needed, the target number of new homes for the City was set at 172 for the year 2040. The City of Manawa has a great deal to offer new residents based on its location and small community character and therefore the city should contemplate how it can market itself to attract these new homes and new residents.

Table 8-2: Projected Future Land Use Targets, City of Manawa, 2040

Land Use Type	Projected 2040 Housing Units*	Density Assumption**	Potential Acres Consumed Based on Increase	Potential Acres Consumed w/10% Infrastructure Factor	Potential Acres Consumed w/15% Land Market Factor
Single Family Urban	75	4.00	18.8	20.6	23.7
Duplex Urban	50	8.00	6.3	6.9	7.9
Med-High Density Urban	47	12.00	3.9	4.3	5.0
Sub-Total Residential	172	6.25	28.9	31.8	36.6
Commercial	172	0.07	12.0	13.2	15.2
Industrial	172	0.13	22.4	24.6	28.3
Recreational Uses	172	0.03	5.2	5.7	6.5
Public, Institutional and Utilities	172	0.08	13.8	15.1	17.4
Totals	n/a	n/a	82.2	90.5	104.0

Source: WDOA, 2013; US Census 2017-2021 ACS; and Cedar Corporation, 2023.

* Target number of units based on Affordable Housing Gap analysis.

** Based on existing land use acres divided by either 2023 population (WDOA) of 1,428 or 676 dwelling units (2017-2021 ACS)

Based on the assumption that 172 new housing units will be built over the next 17 years at the densities shown, approximately 36.6 acres of land will be needed to accommodate new residential development, which includes factors for infrastructure and market fluctuations.

In terms of other land uses, the projected demands for commercial, industrial, institutional, and recreational land use assumes that the ratio of the city's 2023 population or housing units as compared to current land areas in each use will remain the same in the future. In other words, each new person or home will require the same amount of land for each particular land use as it does today. Based on these assumptions, a total of 67.4 additional acres of land will be converted to accommodate these non-residential uses, bringing the total land use consumption to 104.0 acres over the 17-year planning period. Table 8-3 illustrates these acreage consumption figures, with an estimate of how much land might be consumed or converted in five year increments.

Table 8-3: Projected 5-Year Land Consumption Estimates, City of Manawa

Future Land Use Consumption	0–5 Years (2020–2025)	5–10 Years (2026–2030)	10–15 Years (2031–2035)	15–20 Years (2036–2040)	Total (2020–2040)
Residential Acres Consumed	5.0	10.0	10.0	11.6	36.6
Commercial Acres Consumed	3.0	4.0	4.0	4.2	15.2
Industrial Acres Consumed	5.0	10.0	8.3	5.0	28.3
Recreational Acres Consumed	0.0	3.0	0.0	3.5	6.5
Public, Institutional and Utilities	0.0	5.0	5.0	7.4	17.4
Totals	13.0	32.0	27.3	31.7	104.0
Agricultural / Natural Resource Acres Consumed	-13.0	-32.0	-27.3	-31.7	-104.0

Source: Cedar Corporation, 2023.

Agriculture, woodlots, and other open land will be converted to other uses to accommodate new development. The amount of resource lands consumed in each year should be commensurate with amount of demand for each of the developed uses over the planning period. In other words, a total of 6.1 acres per year (104 acres divided by 17 years) is projected to be consumed by residential, commercial, industrial, institutional, and recreational development in the City of Manawa, so resource lands are reduced by 6.1 acres per year.

8.5 Future Land Use Plan

The future land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the preferred land use plan in community decision making, it is important to keep the following characteristics in mind.

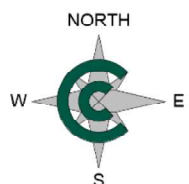
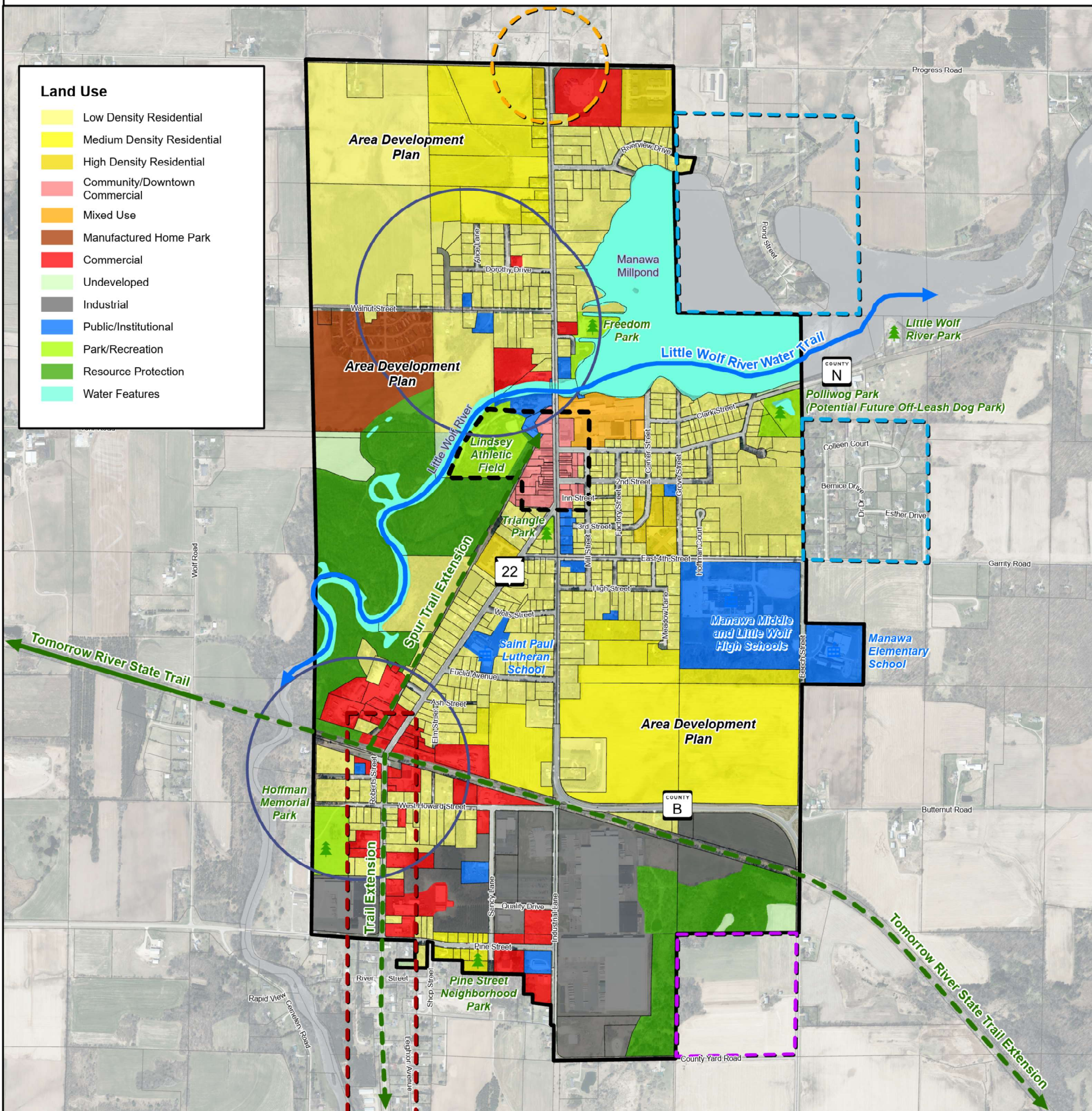
- ♦ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ♦ A land use plan is different from zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ♦ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ♦ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- ♦ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the 2040 Future Land Use Plan include the 2040 Future Land Use Map (Map 8-3), associated acreage summary table (Table 8-4), and the Future Land Use Classifications in Section 8.6. These components work together with Chapter 10 - Implementation to provide policy guidance for decision makers in the city.

DRAFT

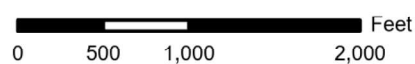
Map 8-3

FUTURE LAND USE



Waupaca County, Wisconsin

City of Manawa
Waupaca County, WI



This base map was created with data from Waupaca County Land Information Department who assumes no liability for the accuracy of this data and any use or misuse of its content is the responsibility of the user. Changes were made by Cedar Corporation under the direction of the City of Menasha.

Legend

Future Development Areas

-  Commercial Redevelopment Corridor
-  Downtown Redevelopment
-  Potential Future Utility Connections
-  Industrial Expansion
-  Neighborhood Mixed Use Node

 Potential Wellhead Protection Area
(conceptual, 1,200 foot radius)

Map Updated: March 5, 2024

Table 8-3: Projected 5-Year Land Consumption Estimates, City of Manawa

Future Land Use	Acres
Low Density Residential	281.7
Medium Density Residential	151.8
High Density Residential	17.4
Manufactured Home Park	33.7
Mixed Use	11.8
Community/Downtown Commercial	5.2
Commercial	56.5
Industrial	116.2
Public/Institutional	58.4
Park/Recreation	25.4
Resource Protection	114.5
Water Features	88.9
Undeveloped/ Agriculture	62.8
ROW (Transportation)	110.5
Total	1135.0

Source: City of Manawa and Cedar Corporation, 2024.

The City of Manawa’s plan for preferred land use is intended to be flexible enough to meet the needs of future generations and to be responsive to change. It is not the city’s intent to direct future land uses to very specific areas, but rather to generally lay out the preferred land use pattern in a way that prevents land use conflicts and allows for the needed expansion of various land uses within the city. It is anticipated that most developed parts of the city will remain basically the same with opportunities for redevelopment. The areas where significant change are anticipated are further detailed below.

Future Land Use Plan Development

The 2040 Future Land Use Plan was developed using objective data gained from the information collected and displayed in this report. These data were combined with the local knowledge of those that have participated in the process of developing the plan. The local knowledge of the city’s history and what is likely to happen in the future typically has the most impact on the planning process. Public participation was utilized to influence the final outcome as well. One of the key results of the local knowledge and public participation is the planned

approach to the possibility of future extraterritorial growth. It is the city's desire to accommodate growth within the current boundary and to avoid the need for annexation of town territory. However, there are some scenarios where this may become necessary over the long term. Key factors that come into play are the actual rate of growth, the availability of lands inside the city, and the amount of growth in the industrial park.

The City of Manawa has planned for a sufficient supply of land based on the projected demand. Expansion area classifications were identified in locations where the potential long term scenarios for growth are a possibility. The 2040 Future Land Use map might lead to several changes to the existing zoning map. The most sweeping change when looking at the preferred land use plan is the reduction in agricultural land within the city limits. Most of these areas were designated to accommodate future residential development. At the predicted rate of residential development in Manawa, it would only displace approximately 5 acres per year over the planning period, or approximately 104 acres by 2040. Based on the projected demand for residential land use, agriculture can continue inside the city limits well into the future without severely limiting options for residential growth.

8.6 Preferred Land Use Classifications

The following Land Use Classifications have been utilized on the city's 2040 Future Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular classification. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

Resource Protection (RP)

- Purpose: To identify lands that have limited development potential due to the presence of natural hazards, natural resources, or cultural resources. In the City of Manawa, this classification includes regulatory wetlands, five acres and larger.
- Primary Goal: To preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources.
- Preferred Housing Density: No housing development.
- Preferred Use: Public or private greenspace, outdoor recreational uses, trails, natural resource management activities.
- Discouraged Uses: Uses prohibited by wetland or floodplain zoning, or by other applicable regulations. Uses that would negatively impact the quality of the valued natural or cultural resource.

Low Density Residential

- Purpose: To include existing and planned areas that are primarily composed of single family residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. Single family residential expansion will primarily occur through recorded subdivisions.
- Primary Goal: To create and preserve attractive and well planned single family residential areas that can be efficiently provided with utilities and urban services.
- Preferred Housing Density: Will likely range from three to five units per acre. The city should clarify the preferred density based on local zoning provisions or desired zoning revisions.
- Preferred Use: Single family residential and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like. The city may specify whether duplex development would be allowed in Low Density Residential areas.
- Discouraged Uses: Uses that would detract from the purpose and primary goal of these areas. Single family residential neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

Medium Density Residential

- Purpose: To include existing and planned areas that are primarily composed of higher density single family, duplex, and triplex residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. Residential expansion will primarily occur through recorded subdivisions.
- Primary Goal: To create and preserve attractive and well planned areas which accommodate “missing middle” style housing on smaller lots that can be efficiently provided with utilities and urban services.
- Preferred Housing Density: Will likely range from five to eight units per acre. The city should clarify the preferred density based on local zoning provisions or desired zoning revisions.
- Preferred Use: A mix of smaller single family units, duplex, triplex, and potentially quad-plex residential uses and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like.
- Discouraged Uses: Uses that would detract from the purpose and primary goal of these areas. New neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

High Density Residential

- Purpose: To include existing and planned areas that are primarily composed of multi-family residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. Multi-family residential expansion will primarily occur through site planning that gives consideration to greenspace provision, parking, service access, and refuse collection facilities.
- Primary Goal: To provide a full range of community and regional housing choices by creating and preserving attractive and well planned multi-family residential areas that can be efficiently provided with utilities and urban services. These areas should be located within walking or biking distance of commercial areas, transportation corridors, or other community support features whenever possible.
- Preferred Housing Density: More than six units per acre – could be much higher depending on the type of structure. The city should clarify the preferred density based on local zoning provisions or desired zoning revisions.
- Preferred Use: Multi-family residential and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like.
- Discouraged Uses: Uses that would detract from the purpose and primary goal of these areas. Multi-family residential neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

Manufactured Home Park

- Purpose: To identify existing and planned areas that are utilized exclusively for mobile or manufactured housing.
- Primary Goal: To provide a full range of community and regional housing choices by allowing the use of quality manufactured housing in locations that can be efficiently provided with utilities and urban services.
- Preferred Housing Density: Will likely range from one to 10 units per acre. Mobile or manufactured homes parks should have a minimum site area of 5 acres to allow for adequate setbacks, screening, and buffering. The should clarify the preferred density and site size based on local zoning provisions or desired zoning revisions.
- Preferred Use: Mobile and manufactured homes that meet community zoning requirements and applicable federal (HUD) standards.
- Discouraged Uses: All other uses. Mobile homes that are dilapidated, run down, or do not meet HUD standards.

Commercial

- Purpose: To include existing and planned areas, which are primarily composed of commercial development outside of the downtown area. Commercial expansion will primarily occur through site planning that gives consideration to attractive and functional

parking and access, traffic circulation, landscaping, stormwater management, building architecture, lighting, and signage, especially when located in community entrance areas.

- Primary Goal: To provide a full range of local and regional shopping and personal and professional service choices by creating and preserving attractive and well planned commercial areas that can be efficiently provided with utilities and urban services.
- Preferred Density: Density requirements should be flexible to encourage creative site design.
- Preferred Use: All commercial uses including retail trade, lodging, offices, restaurants, and service stations. Commercial areas may include limited compatible multi-family residential use. Outdoor storage should be limited and done in an orderly fashion when allowed. Reuse or redevelopment of vacant buildings is encouraged.
- Discouraged Uses: Industrial or manufacturing uses. Outdoor storage that is unsightly or that detracts from community character.

Community/Downtown Commercial

- Purpose: To identify existing and planned compact, pedestrian-oriented commercial and mixed-use areas characterized by the historic downtowns found in many of the county's cities and villages. Development in the existing downtown should include design features that tie to its historic nature.
- Primary Goal: To preserve and enhance community character, cultural resources, and connections to community history through attractive and well-planned compact commercial and mixed use development within the existing downtowns.
- Preferred Density: Density requirements should be flexible to encourage creative site design. Zero lot line and narrow street setbacks should be allowed to encourage pedestrian-oriented and human-scaled design.
- Preferred Use: Primarily commercial, but may also be mixed with compatible public, institutional, and high density residential uses. Compatible uses might include government offices, public green space, museums, libraries, second story apartments, or historic buildings converted to residential or mixed-use. Reuse or redevelopment of vacant buildings is encouraged.
- Discouraged Uses: Use that would detract from the preservation or enhancement of community character, the potential for human-scaled design, or that would eliminate without mitigation connections to community history or culture.

Mixed Use

- Purpose: To identify primary growth areas that are best suited for compact, mixed-use residential and commercial development, either vertically or horizontally.
- Primary Goal: The creation of walkable neighborhoods which accommodate a variety of uses.
- Preferred Housing Density: Varies but should be in the range of 8 to 12 units per acre when combined with new commercial uses. These units could be on upper floors of a mixed use building.
- Preferred Use: Residential, commercial, public/institutional, and park/recreation.
- Discouraged Uses: Uses that would detract from the potential for mixed use neighborhoods or hinder the cost effective expansion of utilities and urban services.

Industrial / Industrial Expansion

- Purpose: To include existing and planned areas, which are primarily composed of industrial development. Industrial expansion will primarily occur through site planning that gives consideration to functional parking and access, traffic circulation, landscaping, stormwater management, building architecture, lighting, and signage. The visual qualities of site and building design should receive greater emphasis for sites located in community entrance areas.
- Primary Goal: To provide a full range of local and regional economic development opportunities by creating and preserving well planned industrial areas that can be provided with utilities and urban services.
- Preferred Density: Density requirements should be flexible to encourage creative site design. Lot sizes in accordance with local zoning provisions or desired zoning revisions and should provide adequate space for separation or screening between incompatible uses.
- Preferred Use: Manufacturing, wholesale trade, outdoor storage, limited compatible commercial uses.
- Discouraged Uses: All other uses.

Public/Institutional

- Purpose: To identify lands exclusively for existing and planned public and institutional uses. Certain public and institutional uses may be included as a compatible mixed use in another preferred land use designation (such as residential and commercial districts), but this classification should be used to identify all other such uses or at any location where a community wishes to specifically identify such uses.
- Primary Goal: To accommodate public, civic, institutional, and related uses as valuable community assets. A high standard of building and site design characterizes most existing public and institutional uses and should continue to be upheld as examples of attractive and well planned development.
- Preferred Density: Density requirements should be flexible to encourage creative site design.

- Preferred Use: Public and quasi-public sites and buildings other than parks and outdoor recreational lands such as government offices, municipal utilities, churches, schools, cemeteries, libraries, and museums.
- Discouraged Uses: All other uses.

Park/Recreation

- Purpose: To identify lands exclusively for existing and planned parks and public and private outdoor recreational facilities. Communities can require by local policy or ordinance that planned park lands identified on a preferred land use map must be dedicated as such by a development that encompasses, abuts, or is near the area.
- Primary Goal: To provide adequate outdoor recreation opportunities in general locations that will effectively serve the existing population and planned growth. It is not intended that communities are “locked into” planned park locations as identified on a preferred land use map, but rather, that they may be used in a conceptual sense to be solidified upon site planning, land subdivision, neighborhood planning, or area development planning.
- Preferred Density: No standard required. Campgrounds and resorts at densities in accordance with local zoning.
- Preferred Use: Public parks and outdoor recreational facilities. Private outdoor recreational facilities such as golf courses, campgrounds, and resorts.
- Discouraged Uses: All other uses.

8.7 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the City of Manawa. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

Existing Land Use Conflicts

- ♦ Lack of property and building maintenance.
- ♦ Dilapidated buildings in some locations.
- ♦ Residential development next to industrial or high intensity commercial land use.
- ♦ Agricultural land uses within the municipal limits.
- ♦ Poorly designed or unattractive commercial or industrial development.
- ♦ Lack of screening or buffering between incompatible uses.

Potential Future Land Use Conflicts

- ◆ Pressure to annex land for residential, commercial, and industrial development.
- ◆ Annexation conflicts may arise with the Town of Little Wolf.
- ◆ Future subdivision designs and providing services such as sewer and water to newly developed areas.
- ◆ Use of fiscal tools by the community to capture funds from developers or land owners to meet the service needs of newly developed areas.
- ◆ Managing development along major highway corridors.
- ◆ Residential development next to industrial or high intensity commercial land use (such as SFR areas directly adjacent to PC or PI areas).
- ◆ Poorly designed or unattractive commercial or industrial development.
- ◆ Poorly designed or unattractive rural development in community gateways or entrance points.
- ◆ Lack of screening or buffering between incompatible uses.
- ◆ Lack of building and site design standards for commercial or mixed use areas.

8.8 Opportunities for Redevelopment

In every instance where development is considered in the *City of Manawa Year 2040 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Opportunities for redevelopment are addressed in several of the goals, objectives, policies, and recommendations of this plan.

8.9 Land Use Goals, Strategies, and Recommendations

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Strategies are more specific than goals and are more measurable statements which provide more specific direction for which to accomplish the goal.

Recommendations are specific, task-oriented statements that through direct action will assist in implementing the plan as a whole. The accomplishment of the recommendations contributes to fulfillment of the goal.

Goal 8.1: Seek a desirable pattern of land use that contributes to the realization of the city's future goals.

Strategy 8.1.1: Explore opportunities to rehabilitate and redevelop existing developed areas within the community and infill vacant lots as opportunities arise.

Strategy 8.1.2: Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.

Recommendation 8.1.2.1: Prioritize new development which can be serviced by existing roads and utilities over those proposals which may require new infrastructure construction.

Strategy 8.1.3: Seek a pattern of land use that will sustain and improve the downtown business district.

Recommendation 8.1.3.1: Limit the amount and types of new commercial development along the city's entry corridors so these areas do not compete directly with downtown businesses.

Recommendation 8.1.3.2: The design of new commercial development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses to avoid the proliferation of new commercial strips.

Strategy 8.1.4: Modify the zoning and land division ordinances to better manage potentially conflicting land uses and to better manage potential new uses which may occur in the future.

Recommendation 8.1.4.1: Create a utility tower ordinance to implement the community's site planning policies.

Recommendation 8.1.4.2: Create a utility accommodation ordinance to encourage the shared use of existing rights-of-way.

Recommendation 8.1.4.3: Address newer land use phenomena and recent federal and state law changes by creating new/updated zoning language to address: solar energy systems, accessory dwelling units, parking standards, commercial and industrial 'flex-space', indoor storage facilities, sign standards, electric vehicle chargers, and conditional use standards.

Strategy 8.1.5: Establish preferred lot sizes and development densities for each preferred land use classification.

Recommendation 8.1.5.1: Consider the establishment of maximum lot sizes for residential subdivisions (See Chapter 3 for additional housing recommendations).

Strategy 8.1.6: Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.

Recommendation 8.1.6.1: Development proposals in the corporate limits and extraterritorial jurisdiction of the city should be reviewed for consistency with the applicable components of the comprehensive plan including the preferred land use classifications and map.

Recommendation 8.1.6.2: Proposed conditional uses will meet the following criteria to gain community approval:

- ▶ Complies with the requirements of the applicable zoning district.
- ▶ Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification.
- ▶ Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts.
- ▶ Does not diminish property values in the surrounding neighborhood.
- ▶ Provides assurance of continuing maintenance.

Recommendation 8.1.6.3: At such time that a home-based business takes on the characteristics of a primary commercial or industrial use, it should be discontinued or rezoned appropriately to reflect a commercial or industrial use.

What is an Area Development Plan?



In short, and Area Development Plans (ADP) provide specific recommendations concerning future land uses, transportation, public services and environmental protection within a community-sized area of common characteristics and needs. An ADP essentially maps out future streets, recommended block and lot patterns, as well as size and density, proposed land uses, the location of necessary public utilities, park and open space areas which that will serve the area. Environmental and utility limitations are taken into consideration to ensure compatibility and efficiency. An ADP will give guidance for future development in the area and identify implementation strategies to bring the ideas in the plan to reality. opportunities to improve existing facilities.

Strategy 8.1.7: Encourage land division layouts that incorporate valued community features, which fit within the character of the community, and that are suited to the specific location in which the development is proposed.

Recommendation 8.1.7.1: Proactively prepare and adopt Area Development Plans (see sidebar) prior to the zoning or rezoning, platting, or development of expansion areas as defined by the comprehensive plan.

Recommendation 8.1.7.2: New development should be placed on the landscape in a fashion that does not block potential road or utility extensions.

Recommendation 8.1.7.3: When new roads are necessary to facilitate growth, encourage designs that provide functional connectivity with the existing road network.

Recommendation 8.1.7.4: Encourage a pattern of land use that is compact and walkable in nature, allowing for the use of multiple modes of transportation, both motorized and non-motorized.

Goal 8.2: Utilize a variety planning tools such as area development plans and land division regulations to minimize land use conflicts.

Strategy 8.2.1: City zoning, subdivision, and other land use ordinances should be maintained and updated as needed to implement the Preferred Land Use Plan.

Strategy 8.2.2: Encourage quality design by establishing design review guidelines for the layout and appearance of buildings, signage, parking lots, landscaping, etc., for proposed intensive land uses such as commercial, industrial, institutional, or multi-family development.

Recommendation 8.2.2.1: The establishment of new or expansion of existing commercial or industrial uses in or adjacent to existing or planned residential areas should utilize setbacks, barriers, buffers, or other site design features to minimize potential conflicts.

8.10 Land Use Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified above:

Wisconsin Land Information Program

This program is a voluntary, statewide program that provides financial support to local governments for land records modernization efforts. All 72 Wisconsin counties voluntarily participate in the program. The Wisconsin Department of Administration oversees the Program's policies. The Board's statutory authority includes preparing guidelines to coordinate the modernization of land records and land information systems; implementing a grant programs; approval of countywide plans for land records modernization; serving as the clearinghouse for access to land information; and providing technical assistance and advice to entities with land information responsibilities.

Division of Intergovernmental Relations, Wisconsin Department of Administration

This Division provides staff support to for administration of the Wisconsin Land Information Program. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about the division visit its web-site via the WDOA web-site at: www.doa.state.wi.us.

UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at www.uwsp.edu/cnr/landcenter/.

Page intentionally left blank.

9 Intergovernmental Cooperation

9.1 Intergovernmental Cooperation Plan

From cooperative road maintenance to fire protection service districts, the City of Manawa has had a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the City of Manawa, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory.

The City of Manawa's plan for intergovernmental cooperation is to continue to maintain a positive and mutually beneficial relationship with the Town of Little Wolf and with Waupaca County. Intergovernmental cooperation efforts will center around the efficient delivery of community services. In the past, the City of Manawa utilized an intergovernmental agreement for repairing the Manawa Mill Pond dam. Currently, the city shares fire protection services and recreational programs with surrounding towns as well as a recycling and composting center.

Expansion of the existing municipal boundary through annexation or by intergovernmental agreement may be a future consideration over the long term. This could become necessary if agricultural areas within the city continue to hamper the availability of land to accommodate residential growth. Another possible cause to look outside the current boundary would come if a need to expand the industrial park arises.



9.2 Analysis of Governmental Relationships

Adjacent Communities

Town of Little Wolf

The Town of Little Wolf surrounds the City of Manawa and is its only adjacent community. The city has had good relationship with the town of many years and has entered into several agreements for services in partnership with the town and other entities. The following recorded intergovernmental agreements apply to the city.

- **Agreement establishing Manawa Area fire department, 1998:** This agreement documents the city's participation in the Manawa Area Fire Department. It establishes a fire district commission and sets forth its operating procedures. The agreement proportionately divides among the participating communities (based on the assessed value of property) the responsibility for providing the fire district's budgeted costs. This agreement was preceded by a memorandum of agreement (1987) that initially established the Manawa Area Fire Department on a cooperative basis.
- **Municipality Cooperation Agreement for Manawa Area Recycling/Composting Center, 1991:** This agreement details the city's participation in the Manawa Area Recycling/Composting Center as a cooperative organization. A commission is established, and the purpose and duties of the commission are provided.

Waupaca County

The two Waupaca County departments/efforts that currently have the most significant presence in the city are the Highway Department and the Waupaca Economic Development Corporation.

Highway Department

The Waupaca County Highway Department is responsible for many functions in the county including, but not limited to:

- The planning, designing, constructing, and maintaining of the county highway system.
- The maintaining of all state highways that travel through Waupaca County.
- The maintaining of many town road systems that hold maintenance agreements with the County.

Due to the existence of county highways within the city, communication and coordination with the Highway Department is, and will be, important to ensuring that the city's goals for transportation are met with respect to highways under the county's jurisdiction.

Waupaca County Economic Development Corporation

Since 1995 the Waupaca County Economic Development Corporation (WCEDC) has been providing assistance to both private businesses and public sector organizations, in an effort to strengthen the local economy and enhance the quality of life for all the citizens of Waupaca County. Whether it's securing funding from federal, state or regional resources for businesses and communities, or representing the people of Waupaca County throughout the region and state, the WCEDC is a non-partisan promoter and advocate for growth and development in Waupaca County.

Regional Entities

East Central Wisconsin Regional Planning Commission

The East Central Wisconsin Regional Planning Commission (ECWRPC) provides services across a 10-county area, including Waupaca County and its communities. Waupaca County's membership in the Commission allows for individual towns, villages, and cities to receive planning services and involvement in various regional programs including: Federal Economic Development Administration (EDA) grants by including the city in the Comprehensive Economic Development Strategy (CEDS) for the East-Central region. This relationship will likely continue in the future and the city should monitor opportunities to apply for EDA grant funding for various economic development initiatives.

Fox Valley Workforce Development Board

The Fox Valley Workforce Development Board, Inc. is a non-profit, 501(c)(3) organization that serves as one of the Workforce Investment Boards established by the 1998 federal Workforce Investment Act (WIA) and recently the Workforce Innovation & Opportunity Act (WIOA) of 2014. FVWDB administers WIOA programs, operates six One-Stop Job and Career Centers, and provides business services to employers. The Fox Valley Workforce Development Area covers Calumet, Fond du Lac, Green Lake, Waupaca, Waushara, and Winnebago Counties.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

The Wisconsin Department of Transportation is responsible for the planning, maintenance, and construction of state highways. The city's coordination with WisDOT on all transportation projects affecting it and its neighboring jurisdictions will be important during the planning period.

Wisconsin Department of Natural Resources

The Wisconsin DNR has many responsibilities associated with the management of the State's resources. This includes wetland regulations, surface water and groundwater use and regulation, wildlife habitat management, woodland/forest management, recreation, and grant program funding. Given the city's location along the Little Wolf River and the existence of the Tomorrow River State Trail, the city should work closely with the WDNR on any planning or land use matters associated with these resources and facilities.

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation (WEDC) is quasi-state agency committed to creating and maintaining a strong business climate. Working with more than 600 statewide partners, including regional economic development organizations, academic institutions, and industry groups, the WEDC enhances communities by supporting business development, advancing industry innovation, tapping global markets, and developing a talented workforce to help Wisconsin realize its full economic potential. Many economic development and funding programs are available through the WEDC.

9.3 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously.	Town of Little Wolf
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning.	Waupaca County
♦ Utilize a coordinated process to update and amend the comprehensive plan.	Waupaca County Town of Little Wolf
♦ Work with the school district to anticipate future growth, facility, and busing needs.	Manawa School District
♦ Share the use of school district recreational and athletic facilities.	Manawa School District
♦ Share excess space at the city hall.	Village of Ogdensburg Town of St. Lawrence Town of Little Wolf Town of Royalton
♦ Share excess space at the city garage.	Village of Ogdensburg Town of St. Lawrence Town of Little Wolf Town of Royalton
♦ Share excess space at the library.	Village of Ogdensburg Town of St. Lawrence Town of Little Wolf Town of Royalton
♦ Share excess capacity of the wastewater treatment system.	Village of Ogdensburg

Opportunity	Potential Cooperating Units of Government
	Town of St. Lawrence Town of Little Wolf Town of Royalton
♦ Share excess capacity of the municipal water system.	Village of Ogdensburg Town of St. Lawrence Town of Little Wolf Town of Royalton
♦ Share community staff.	Village of Ogdensburg Town of St. Lawrence Town of Little Wolf Town of Royalton
♦ Share office equipment.	Village of Ogdensburg Town of St. Lawrence Town of Little Wolf Town of Royalton
♦ Share construction and maintenance equipment.	Village of Ogdensburg Town of St. Lawrence Town of Little Wolf Town of Royalton
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Village of Ogdensburg

Opportunity	Potential Cooperating Units of Government
	Town of St. Lawrence
	Town of Little Wolf
	Town of Royalton
♦ Analyze revenue collected for services utilized by other communities and attempt to achieve equity between services utilized and fees paid.	Town of Little Wolf
♦ Improve the management of lands in planned extraterritorial growth areas through annexation, extraterritorial authority, or boundary agreements.	Town of Little Wolf
♦ Improve the attractiveness of community entrance points.	Waupaca County
	Town of Little Wolf

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Siting of large livestock farms near incorporated areas	Waupaca County to administer ACTP51 performance standards for livestock operations over 500 animal units
♦ Annexation conflicts between the city and the adjacent town	Annual meetings with the Town of Little Wolf.
♦ Residential development at rural densities in areas planned for the expansion of city utilities	Distribution of plans and plan amendments to adjacent and overlapping governments
	Use of extraterritorial land division review
♦ Low quality commercial or industrial building and site design along highway corridors or community entrance areas	Cooperative design review ordinance development and administration
♦ Development or land use that threatens groundwater quality in municipal well recharge areas	Cooperative planning and implementation of wellhead protection areas

Potential Conflict	Process to Resolve
♦ Construction of buildings or other improvements in areas planned for future parks, street extensions, or other public infrastructure	Distribution of plans and plan amendments to adjacent and overlapping governments Cooperative planning and implementation of official mapping
♦ Concern over poor communication between the city and the school district	Distribution of plans and plan amendments to adjacent and overlapping governments
♦ Concern over too much intervention by Waupaca County and state relative to local control of land use issues.	Adopt a local comprehensive plan. Take responsibility to develop, update, and administer local land use ordinances and programs. Maintain communication with Waupaca County on land use issues. Provide ample opportunities for public involvement during land use planning and ordinance development efforts
♦ Increasing cost of providing services and amenities such as parks, recreation programs, libraries, museums, etc., that benefit the surrounding region	Cooperative planning for revenue sharing, shared service agreements, impact fees, level of service standards, etc.

9.4 Intergovernmental Cooperation Goals, Strategies and Recommendations

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Strategies are more specific than goals and are more measurable statements which provide more specific direction for which to accomplish the goal. Recommendations are specific, task-oriented statements that, through direct action, will assist in implementing the plan as a whole. The accomplishment of the recommendations contributes to fulfillment of the goal.

Goal 9.1: Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Strategy 9.1.1: Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.

Recommendation 9.1.1.1: The city/village should work toward recording all intergovernmental agreements in writing including joint road maintenance agreements.

Recommendation 9.1.1.2: Pursue a cooperative boundary agreement with the Town of Little Wolf for growth areas surrounding the city.

Recommendation 9.1.1.3: A joint planning area should be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps. Appoint an advisory body as needed to establish clear goals and expectations.

Strategy 9.1.2: Work cooperatively with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.

Recommendation 9.1.2.1: The city should work cooperatively with the Town of Little Wolf to address land use, building and site design, and development density in areas along the city boundary, along highway corridors, and at community entrance points.

Recommendation 9.1.2.2: Amend the land division ordinance to implement the community's shadow platting policies.

Recommendation 9.1.2.3: Pursue the establishment of a cooperative site plan and architectural design review ordinance and committee with the town of Little Wolf to jointly review and regulate development in community entrance and other key extraterritorial areas.

Strategy 9.1.3: Pursue opportunities for cooperative agreements with the Town of Little Wolf regarding annexation, expansion of public facilities, and density management.

Recommendation 9.1.3.1: Begin to exercise extraterritorial land division review authority. Annually notify the surrounding towns and Waupaca County of this exercise of jurisdiction. If the city desires to exercise extraterritorial land division review authority in an area smaller than the entire 1.5 mile radius, pass a resolution defining the extent of the necessary jurisdiction.

Recommendation 9.1.3.2: Development proposals in planned expansion or extraterritorial growth areas should be reviewed cooperatively with the neighboring town.

Recommendation 9.1.3.3: New residential lots proposed in planned expansion or extraterritorial growth areas that are more than twice the city’s minimum residential lot size should be designed and dimensioned in a fashion that allows the lot to be further divided into smaller parcels that meet the intent of the city zoning ordinance.)

Goal 9.2: Seek opportunities to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.

Strategy 9.2.1: Transportation issues that affect the city and neighboring communities should be jointly discussed and evaluated with that community and with the Waupaca County Highway Department and the Wisconsin Department of Transportation as necessary.

Recommendation 9.2.2.1: Pursue the use of joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.

Strategy 9.2.2: Seek mutually beneficial opportunities for joint equipment and facility ownership with neighboring communities.

Strategy 9.2.3: Monitor opportunities to improve the planning for and delivery of community services by cooperating with other units of government.

Recommendation 9.2.3.1: The city should extend public utilities only to areas inside the city limits or to areas outside the city limits that are subject to the terms of any intergovernmental agreement.

9.5 Intergovernmental Cooperation Programs

A variety of intergovernmental cooperation programs and resources are available from two primary entities within the State. The Wisconsin Department of Administration (WDOA) and the University of Wisconsin Extension offices have numerous programs, resources, and oversight responsibilities regarding cooperation between local governments.

10 Plan Implementation

10.1 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The City of Manawa should regularly evaluate its progress toward achieving the goals, strategies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan should also be used when amendments are made. The city should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted and should therefore be monitored over time. Under current law, adopting and amending the city's comprehensive plan must comply with the following steps:

- ♦ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the City Council and for the City Council to respond to such comments.
- ♦ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the City Council by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ♦ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the City Council is required to be sent to:
 - (a) every governmental body that is located in whole, or in part, within the boundaries of the city, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district;
 - (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the city;

(c) the Wisconsin Land Council;

(d) the Department of Administration;

(e) the Regional Planning Commission in which the city is located;

(f) the public library that serves the area in which the city is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals.

After adoption by the City Council, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.

- ♦ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The city is responsible for maintaining the list of persons who have requested to receive notice and may charge a fee to recover the cost of providing the notice.
- ♦ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the City Council. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

Comprehensive Plan Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

10.2 Integration and Consistency of Planning Elements

Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the strategies and recommendations of this plan were considered by the City of Manawa in the light of their relationship and impact on other applicable elements.

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. Planning element integration is achieved by grouping associated strategies and recommendations from multiple elements into a series of priority actions as listed later in this chapter.

Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan.

While there are no known major inconsistencies amongst the elements, there may be ones which arise occasionally as this is the nature of goals and strategies. Because these are statements of community values, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is to evaluate the selected goal and/or strategy in the context of potentially competing values. The city should look to all related strategies to provide decision making guidance.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan, etc.). The process used to develop any further detailed plans should be consistent with this *City of Manawa Year 2040 Comprehensive Plan*.

10.3 Implementation Goals, Strategies & Recommendations

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Strategies are more specific than goals and establish further direction on meeting the goals. Recommendations are specific actions which relate to the strategies. The accomplishment of strategies and recommendations contribute to the fulfillment of the goal.

Goal 10.1: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the city.

Strategy 10.1.1: Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.

Strategy 10.1.2: Require that administration, enforcement, and implementation of land use regulations are consistent with the city's comprehensive plan.

Strategy 10.1.3: Annually review and update the priority action listed in the Action Plan as a mechanism to assist the Plan Commission and City Council with the administration of the comprehensive plan.

Goal 10.2: Balance appropriate land use regulations and individual property rights with community interests and goals.

Strategy 10.2.1: Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.

Strategy 10.2.2: Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

10.4 Implementation Action Plan & Priority Directives

In order for plans to be meaningful, they must be implemented, so the City of Manawa's comprehensive plan was developed with implementation in mind. The Implementation Action Plan is intended to jump start the implementation process by addressing the city's most critical needs, which can help provide focus and progress on meeting its long-term goals.

While the updated plan contains over 150 individual recommendations, the Planning Commission feels that the most important items to address in the short-term (5 years or less) can be captured in seven simple directives and their associated recommendations as follows. The directives and subsequent recommendations are in a rough priority order; however, the Plan Commission understands that plan implementation needs to be flexible as factors such as timing, budgets, and capacity need to be considered.

1. **Amend and update the city's existing zoning ordinance** to include improved standards and regulations for a variety of uses related to creation of additional affordable workforce housing, commercial and industrial design, as well as renewable energy infrastructure. Items for strong consideration should include:

Affordable Housing

- The elimination of Exclusive Single-Family Residential Zoning (Housing Strategy 3.1).
- Develop a new Traditional Neighborhood Development ordinance (Housing Recommendation 2.1.1 and 3.3.5).
- At least two housing types (single family homes, duplexes, tri-plexes, four-plexes, senior living, handicapped accessible, etc.) should be in any residential project (Housing Recommendation 2.2.1).
- Create a new zoning district or overlay district which allows for new Missing Middle homes between 3 and 6 units (Housing Recommendation 3.4.1).
- Allow for the use of Accessory Dwelling Units (ADUs) in all residential districts with a density of six units per acre or less as a permitted use (Housing Recommendation 3.4.2).
- Consider reducing minimum lot width requirements from 100 feet to 50 feet (Housing Recommendation 3.3.1).
- Apply the concept of "maximum lot sizes." (Housing Recommendation 3.3.2).
- Reduce the minimum house size from 960 square feet to 700 square feet (Housing Recommendation 3.3.3).

- Reduce the minimum 3-acre size for a Planned Unit Development (PUD) down to 1 acre to accommodate pocket neighborhoods and/or cottage style development (Housing Recommendation 3.3.4).
- Apply fee reductions for new housing development that benefits those households within the 50%-120% median household income (MHI) range (Housing Recommendation 6.1.1).
- Expedite the housing development approval process – for example removal of public hearing requirement when re-zoning is consistent with the City’s Comprehensive Plan (Housing Recommendation 6.1.2).

Transportation

- Reduce parking requirements where appropriate (Transportation Strategy 3.5).
- Require sidewalks on at least one side of each street in all new developments, as well as the inclusion of dedicated bike lanes on key thoroughfares (Transportation Recommendation 5.2.1.5).
- Define design standards and requirements for the installation of Electric Vehicle Chargers (Transportation Recommendation 5.3.5.1).

Community Facilities

- Add new design requirements and standards for all commercial and industrial districts (Economic Development Recommendation 4.3.6.2).

Agricultural Natural & Cultural Resources

- Create a Conservancy Overlay District within the existing zoning ordinance to protect environmental resources (Agriculture, Natural, and Cultural Resources Recommendation 7.5.1.1).
- Integrate renewable energy projects within the community at various scales, ensuring that the city’s regulatory framework is in alignment with State policies (Community Facilities & Utilities Recommendation 6.1.3.2).

2. Support improvements and new growth within Downtown Manawa. Several recommendations exist within the plan to address how the city can become more engaged in supporting downtown revitalization. The following recommendations should be coordinated with the Manawa Downtown Revitalization Committee, whose purpose is to develop a shared vision for the downtown and provide leadership in the downtown revitalization effort. Priority recommendations include:

- Coordinate with WisDOT to evaluate and plan for specific improvements to the downtown corridor prior to the initiation of the WIS 22/110 project in 2028 (Economic Development Recommendation 5.4.3.1).

- Consider the establishment of a low/no-interest revolving loan fund to assist downtown business creation, expansion, and/or façade renovations (Economic Development Recommendation 4.3.3.2).
- Complete an update of the 2013 Downtown Market Study to provide more current insights on how to best improve the downtown (Economic Development Recommendation 4.3.3.5).
- Develop a new downtown redevelopment plan which considers current market trends and new opportunities for public and private improvements (Economic Development Recommendation 4.3.5.1).
- Utilize existing TID #3 to provide appropriate incentives to new or expanding businesses within the downtown area. Expand or modify the TID as necessary (Economic Development Recommendation 4.3.3.1).
- Seek designation as a Main Street Community or Connect Communities program through the Wisconsin Economic Development Corporation (Economic Development Recommendation 4.3.3.4).

3. Address key future transportation needs through a set a proactive and preventative planning measures. Quality transportation facilities are of great importance to residents and several plan recommendations provide direction on how to maximize this system for all users.

- Develop and adopt an Official Map to designate planned future rights-of-way for roads and utilities in areas of expected growth (Transportation Recommendation 6.1.4.4).
- Modify the city street construction specifications to include modern requirements for road base, surfacing, and stormwater management feature construction as well as requirements for sidewalks, bike lanes, lighting, signage, and landscaping/tree planting (Transportation Recommendation 5.4.2.1).
- Inventory all sidewalks for conditions and develop a maintenance program for repairs and completing gaps in the system (Transportation Recommendation 5.2.1.4).
- Develop a Bicycle and Pedestrian Plan which identifies new and potential trail facilities and linkages. This plan could be a component of the Comprehensive Outdoor Recreation Plan (Community Facilities & Utilities Recommendation 5.2.1.6).
 - Consider the creation of a new “water trail” along the Little Wolf River corridor in partnership with Waupaca County and evaluate the types of infrastructure required to provide safe access to the river (Community Facilities & Utilities Recommendation 5.2.1.7).

- Consider the creation of a new trail segment connecting the existing Tomorrow River State Trail to the downtown via the existing railroad right-of-way which lies west of Depot Street (Community Facilities & Utilities Recommendation 5.2.1.7).
- Promote the construction of a new trail along WIS 22/110 (at the time of facility re-construction), south of the city to connect to the Bear Lake Campground (Community Facilities & Utilities Recommendation 5.2.1.8).

4. Address critical park and recreation needs through the initiation of additional planning and budgeting tasks. Taking a more detailed look at the city's existing park and recreation system and individual facilities will help to ensure these spaces are relevant and useful to residents. This can help improve the overall quality of life for residents and visitors and can also be used to help attract new residents and businesses to the city.

- Prepare a Comprehensive Outdoor Recreation Plan (CORP) for the city in order to fully evaluate recreational facilities and needs (Community Facilities & Utilities Recommendation 6.6.2.1).
- Ensure all park, recreation, and trail facilities are brought up to ADA standards as appropriate (Community Facilities & Utilities Recommendation 6.6.1.1).
- Evaluate opportunities for the creation of a new off-leash dog park within the city (Community Facilities & Utilities Recommendation 6.6.2.2).
- Consider the disposition of the existing Pine Street Park property for residential or other use as its location and access does not make it suitable for public use (Community Facilities & Utilities Recommendation 6.6.2.8).

5. Continue to protect the area's groundwater resources. All city residents are provided municipal water from the area's aquifers. Contamination of this water source could have far reaching impacts and the city should take additional steps to ensure the protection of water within its municipal well source-water areas.

- Prepare and adopt wellhead protection plans for Wells #2, #3, and #4 (Agricultural, Natural, and Cultural Resources Recommendation 6.4.1.2).
- Adopt a wellhead protection ordinance which references any/all wellhead protection plans (Agricultural, Natural, and Cultural Resources Recommendation 6.4.1.3).

6. Promote the preservation of existing, and development of new, affordable workforce housing within the city. In addition to the aforementioned changes to the city's zoning ordinance, there are additional opportunities to preserve or expand affordable housing for the city's current and future workforce. Recommendations include:

- Assemble and promote current information on all existing home repair/maintenance funding and program sources that are available directly to city residents (Housing Recommendation 5.1.1).
- Develop a city funded home repair and maintenance program within a broader Affordable Housing Fund (Housing Recommendation 5.1.3).
- Work with Habitat for Humanity to be part of the Rock the Block program (Housing Recommendation 5.1.2).
- Create an Affordable Housing Fund specifically for the city utilizing ordinance provisions. The ordinance would aim to establish "Community Affordable Housing Trust Fund," which would use "x" percent of the city's general fund annually (Housing Recommendation 6.2.3).

7. Prepare more detailed Area Development Plans (ADPs) for lands identified on the Future Land Use Map: More detailed plans covering at least 160 acres will help identify critical future access points for larger areas of vacant land, as well as future roads, parks, sewer, water, and storm water management facilities. Proactively preparing and adopting such plans can help in terms of addressing future re-zoning, platting, or development of these urban expansion areas.

Page intentionally left blank.



APPENDIX A – PUBLIC PARTICIPATION & PLAN ADOPTION

Page intentionally left blank.

City of Manawa, Wisconsin

RESOLUTION 2023-4

ADOPTING AN UPDATED PUBLIC PARTICIPATION PLAN FOR THE YEAR 2045 COMPREHENSIVE PLAN UPDATE FOR THE CITY OF MANAWA, WISCONSIN

PURPOSE

In an effort to address the guidelines for adopting comprehensive plans under the Smart Growth Legislation, the City of Manawa has drafted this public participation plan. While no specific dates are given in this plan, the document serves as a general guideline on what groups will be utilized during the plan's preparation, which hearings will be held, and the procedures for submitting written and oral comments.

Comments and questions regarding the Comprehensive Plan Update can be forwarded to Logan Hass, City Clerk at 920-596-2577 or by email at cityclerk@manawawi.gov.

PUBLIC PARTICIPATION PROCESS

Wisconsin State Statutes 66.1001 (4) outlines the procedures for adopting a comprehensive plan. As such, a local governmental unit shall comply with all of the following before its comprehensive plan may take effect:

“(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

The following represents the approaches the City may take to inform and involve the public:

- Public hearings
- Web-based and traditional surveys
- City's website
- Public Open House meetings
- Public Planning Commission meetings
- Media and press releases
- One-on-one meetings with government and public service officials,
- Intergovernmental correspondence with area municipalities, Waupaca County and State agencies
- Recent feedback from past/ongoing planning projects.

Each of these public engagement opportunities are discussed in more detail below, and where required meetings will be properly posted and noticed.

Public Hearings

One public hearing will be held by the Plan Commission and will be announced through a published 30-day Class 1 notice, as well as being posted on the City's website (www.cityofmanawa.org). All public hearings will be open to the public and written and oral testimony will be taken. The public notice shall at minimum state the:

- Date, time, and place of the hearing;
- Provide a summary, which may include a map, of the proposed comprehensive plan update or amendment to the plan;
- The name of an individual employed by the City who may provide additional information regarding the proposed plan and ordinance; and
- Information relating to where and when the proposed comprehensive plan update or amendment to such plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

Minutes will be kept by recording secretary and filed with the City Clerk. If persons planning on attending the public hearings or any other meeting associated with this planning process have specialized needs (language interpreter, handicap accessibility, etc.) please call City Clerk, Logan Hass at 920-596-2577 with any questions regarding accommodations.

City's Website

Information will be provided through the City's website, www.cityofmanawa.org. Information will include meeting and hearing notices and summaries, maps, and drafts of chapters of the Comprehensive Plan document as they are prepared.

Surveys

A web-based, on-line survey of the citizens of the City will be conducted during the initial portions of the planning process. Hardcopies of the survey will also be made available upon request at the City Hall. Citizens electing to use the hardcopy survey will be responsible for hand-delivering, mailing, or faxing the survey back to the City Hall, or e-mailing the survey to the City Clerk.

Public Open House Meetings

In addition to public hearings, public open house meetings may be held to solicit additional input from the general citizenship and to provide information on the planning project. If held, a draft of the plan, including maps would be available for viewing as well as being posted on the City's website prior to said meeting. At all of these meetings, participants will be able to submit written comments regarding the proposed comprehensive plan.

Plan Commission Meetings

The City's Plan Commission shall oversee the process associated with the Comprehensive Plan Update. All meetings will be open to the public and notices will be posted at the City Hall and on the City's website as required by State Statute. A public comment opportunity shall be placed on each meeting agenda and the Chair shall have the discretion to allow for further public comments and discussion during the Comprehensive Plan Update agenda item. Attendance and minutes will be taken for these meetings. The minutes will be posted on the City's website and will be available at the City Hall by contacting the City Clerk.

Media and Press Releases

In addition to required notices being published in the newspaper, it is anticipated that the media will play an active role in the public awareness process. This may occur in the form of newspaper articles or interviews with the City Clerk, elected officials, or the project's consultant on the status of the project.

One-on-One meetings with Government and Public Service Officials

In addition to various government and public service officials and staff serving the City of Manawa, meetings may be held with other individuals to gather in-depth recommendations and comments. This may include community leaders, public officials, and department heads.

Recent Feedback from Past/Ongoing Planning Projects

The City intends on utilizing any public input which was/has/will be generated from recent and/or ongoing planning studies. This includes, but is not limited to:

- Capital Improvements Plan (2023)
- City of Manawa Housing Assessment (Draft, 2023)

Intergovernmental Correspondence

City outreach to adjacent units of government and other overlying governmental jurisdictions such as school districts, and potentially impacted state agencies such as the Wisconsin Department of Natural Resources and Wisconsin Department of Transportation will occur. Meetings may occur with elected officials and staff from adjacent municipalities as needed.

PLAN ADOPTION

The Plan Commission will hold a public hearing using proper statutory procedures. The plan update that is recommended by the Plan Commission will not take effect until the City Council enacts an ordinance that adopts the plan. The Plan Commission may recommend the adoption or amendment of the comprehensive plan update only by adopting a resolution by the majority vote of the entire commission. Their vote will be recorded in their official minutes. The recommended plan shall be adopted by the City Council by ordinance which can only be enacted by a majority vote of the Council. The adopted ordinance or summary thereof shall be enacted upon publication.

Upon adoption, a copy of the comprehensive plan update shall be sent to the governmental bodies located in whole or in part within the boundaries of the City, the clerk of every local governmental unit that is adjacent to the City, the Wisconsin Department of Administration, the East Central Wisconsin Regional Planning Commission, and the local public library.

As adopted by the City Council on this 19th day of June, 2023.



Mayor Michael C. Frazier

Resolution # _____

**RESOLUTION OF THE CITY OF MANAWA PLAN COMMISSION
ADOPTING THE *CITY OF MANAWA COMPREHENSIVE PLAN 2040***

WHEREAS, Wisconsin's comprehensive planning law, set forth in Section 66.1001 of the Wisconsin Statutes, requires County and local governments that enforce general zoning, shoreland zoning, subdivision, or official mapping ordinances to adopt a comprehensive plan by January 1, 2010, and;

WHEREAS, The City of Manawa has developed a comprehensive plan update that meets or exceeds the requirements set forth in Section 66.1001 of the Wisconsin Statutes, and;

WHEREAS, the *City of Manawa Comprehensive Plan 2040* contains all nine elements required by State Statute and addresses all 14 of the State of Wisconsin Comprehensive Planning Goals, and;

WHEREAS, the City of Manawa Common Council adopted the *City of Manawa Comprehensive Plan 2040* and enacted Ordinance _____ on _____ and;

WHEREAS, the City of Manawa Plan Commission has developed an updated Comprehensive Plan as shown on Exhibit A, and;

WHEREAS, throughout the development of the plan the City of Manawa Plan Commission has solicited public input consistent with its adopted Public Participation Plan (2023) to ensure the public had ample opportunity for involvement in the development of the comprehensive plan update and amendments, and;

WHEREAS, The City of Manawa has duly noticed a public hearing on the *City of Manawa Comprehensive Plan 2040* and the Plan Commission has held said public hearing, in accordance with Section 66.1001 (4)(d) of the Statutes.

NOW, THEREFORE BE IT RESOLVED, that pursuant to section 66.1001 (4)(b) of the Wisconsin Statutes, the City of Manawa Plan Commission hereby recommends approval of the *City of Manawa Comprehensive Plan 2040* to the City of Manawa Common Council.

Adopted this the _____th day of _____ 2024.

_____, Plan Commission Chairperson

CITY OF MANAWA
Ordinance No. _____

An Ordinance to Adopt the City of Manawa Comprehensive Plan 2040

The Common Council of the City of Manawa, Wisconsin, does ordain as follows:

Section 1. Pursuant to Sec. 61.35 Wis. Stats. and Sec. 62.23(2) and (3), Wis. Stats., the City of Manawa is authorized to prepare and adopt a comprehensive plan as defined in Sec. 66.1001(1)(a) and Sec. 66.1001(2), Wis. Stats.

Section 2. The Common Council of the City of Manawa, Wisconsin has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Sec. 66.1001(4)(a), Wis. Stats.

Section 3. The Plan Commission of the City of Manawa, by a majority vote recorded in the official minutes dated _____, 2024, has recommended to the Common Council the adoption of the document entitled *City of Manawa Comprehensive Plan 2040* containing all of the elements specified in Sec. 66.1001(2), Wis. Stats.

Section 4. The City of Manawa has held at least one public hearing on this ordinance in compliance with the requirements of Sec. 66.1001(4)(d), Wis. Stats.

Section 5. The Common Council of the City of Manawa, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, *City of Manawa Comprehensive Plan 2040* pursuant to Sec. 66.1001(4)(c), Wis. Stats.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Common Council and publication as required by law.

Adopted by the Common Council of the City of Manawa this _____th day of _____ 2024.

Approved

Attest

Page intentionally left blank.



APPENDIX B – CITIZEN OPINION SURVEY SUMMARY

Page intentionally left blank.

City of Manawa, WI

Comprehensive Plan Citizen Opinion Survey Results Summary

Appendix B

September 15, 2023



Page intentionally left blank

Survey Overview

The City of Manawa is in the process of updating its Comprehensive Plan, a long-range planning document that addresses a variety of subjects including land use, transportation, community facilities, economic development, housing, and more. As part of this public process, a Citizen Opinion Survey was developed to gather up-front information and perspective from residents on these and other topics. Citizen engagement has been a priority of the City during this process and the opinions of its residents and businesses are important to evaluating the past and future trends that have or will shape the community.

Survey Methods & Overall Response

The survey was developed with significant input from the Plan Commission and contained a total of 32 questions. The survey was made available between July 31, 2023 and September 8, 2023 and was put into an on-line format using Survey Monkey, linked directly from the homepage of the City's website. If needed, residents could pick up and fill out a paper copy at the City Hall. A total of 5 surveys were filled out by hand and were returned. These responses are included in the survey analysis.

Overall, the survey garnered a total of 81 responses with a 72% completion rate and an average time of 15 minutes taken to complete the survey. The 81 responses represents a 5.62% response rate when compared to the City's 2022 estimated population of 1,441 persons. Based on the sample size of the City's entire population, a response rate of 10% would typically be required to have the survey results be "statistically valid". In this case one cannot claim the results are statistically valid, but this level of response, for this type of survey, is fairly typical.

Got Opinions? Share Them With Us!

**City of Manawa Comprehensive Plan
Citizen Opinion Survey**

How would you like to see the City of Manawa grow in the future?

What are your thoughts on future of transportation, housing, and economic development for the City?

What could Manawa leaders do to improve the quality of life for residents?

Help us craft a vision for Manawa's future by taking a short on-line survey to share your opinions and ideas about future land use, municipal services, recreation, the environment, and more!

Three random participants will be drawn after the survey deadline to receive a \$25 "Chamber Bucks" gift certificate!



The survey will be available from **July 31 through September 8, 2023**, and only takes 10 minutes to complete.

Visit our website at <https://cityofmanawa.org/comp-plan-survey/> to access the survey and let us know your opinions.



SCAN ME

Please contact the City Clerk, Logan Hass at 920-596-2577 with questions or to obtain a paper copy of the survey.



Summary of Responses

A broad summary of the survey results are discussed below with the detailed response information comprising the remainder of this document.

Demographics

- The bulk of survey respondents (85%) fell between the ages of 18 and 64, with a relatively even split amongst the three age groups – 30% were 18-35 years of age; 31.2% were 36-50 years of age, and; 23.8% were 51-64 years or more. Only one response (1.3%) was received from someone under 18 years of age and only 11 responses (13.8%) were from those 65 years or older.
- 60% of respondents have lived in the City for more than 10 years. 25% of respondents were “new” residents of 5 years or less. Seven respondents (8.8%) did not live within the City limits.
- Just under one-half (47%) of respondents had children living at home.
- 17.3% of respondents indicated that they were retired.

Strengths & Weaknesses

Two open ended questions were used to ask respondents about the City's greatest strengths and suggested areas for improvement. Over 135 comments were received for these two questions with the top items mentioned being as follows:

The top listed Strengths (with total number of mentions, in priority order):

- | | |
|----|---|
| 17 | Hometown feel / small-town charm / values. |
| 16 | Friendliness / helpfulness of people/neighbors. |
| 14 | Sense of community / Community pride / Community spirit. |
| 13 | Downtown businesses / active business community / local business support. |
| 10 | Events (rodeo, parade, car show, etc.). |
| 8 | Volunteer efforts / organization support / pulling together. |
| 7 | Close-knitness, ease of access to public areas. |
| 7 | Schools. |
| 5 | Library. |
| 5 | Parks. |
| 4 | Clean and safe / well-kept properties. |
| 5 | Police/Fire/EMS Services. |
| 4 | Trails. |
| 2 | Churches. |
| 2 | Family friendly. |
| 2 | Good industry. |
| 2 | Helpful city hall staff / departments. |
| 2 | Proximity to: Iola Cross-county & Ice Age Trails, larger cities, etc. |

The top listed Areas for Improvement (with total number of mentions, in priority order):

- 13 Need more community/downtown businesses (laundromat, dentist, 2nd gas station, restaurants, hotel).
- 9 More events (farmers markets, block parties, creative events, acoustic concerts in Triangle Park, etc.).
- 8 Park/recreation/trail improvements.
- 8 Property clean-up / appearance / parking on lawn (motel).
- 8 Street repairs.
- 9 Housing (affordable, apartments, senior housing, etc.).
- 5 More activities for youth (swimming, rec. center, ice rink, etc.) .
- 4 Better garbage services.
- 4 Need dog park.
- 4 Leadership changes needed.
- 2 Better access to gas station.
- 2 Better police patrols between 6-8:30 a.m. and 2-3:30 p.m. in high traffic areas so our children are safe coming to and from school.
- 2 Communication from leaders to citizens.
- 2 Old sewer and water.
- 2 Sidewalk replacement.
- 2 The need for downtown revitalization / infrastructure improvements.

Housing

- 91.1% of respondents lived in a traditional single-family detached dwelling unit. Those living in single-family attached homes and duplex/two-flat/tri-plexes accounted for just under 3% in each category. No responses were received from residents who may have lived in an apartment, mobile home, or second/vacation home.
- 52.9% of respondents claimed to be spending more than 30% of their household income on housing costs, with an additional 15.7% responding that they were unsure.
- 25% of respondents desired additional single-family detached housing (>1,300 sq. ft) in the future, while 19.2% indicated that 'small' (<1,300 sq. ft.) single-family residential uses should be added.
- Another 9.9% of respondents felt that new attached single-family housing (townhomes/condos) was needed.
- 21.5% of respondents indicated a need for higher density duplex through 6-plex types of housing.
- Only 5.8% of survey takers showed a desire for larger apartment complexes (8 to 16-plex units).
- Senior housing garnered the interest of 10.5% of the respondents, but interest was very low for either "tiny homes" (2.3%) or "accessory dwelling units" (1.7%).
- When asked about the need/desire to downsize housing in the next 10 years, 64.3% of respondents said "no", while 35.6% said "yes" or that they were "unsure".

General Growth & Land Use

- Over 56% of respondents felt there has been very little, if any, new growth and development within the City over the past 5-10 years. 30.4% felt there was an adequate amount of new growth, while none of the respondents felt there was too much growth.
- Regarding future growth and development, a majority (59.4%) would like to see “moderate” growth rates with the bulk of remaining responses being somewhat evenly split with 21.7% desiring “slow” growth, and 15.9% wanting to see “fast” growth.
- An overwhelming majority of respondents (78.3%) agreed or strongly agreed that the City should increase efforts to protect sensitive natural resource areas such as wetlands, floodplains, woodlands, and wildlife habitat. Only 7.3% of respondents disagreed and no respondents selected the strongly disagree response.
- In a similar pattern, 83.8% of respondents agreed or strongly agreed that the City should invest more efforts into the protection, restoration, or re-use of buildings, sites, and artifacts of historical importance. Only 4.4% disagreed and no respondents strongly disagreed.

Road Conditions

- Only 20.6% of respondents felt that the City’s streets were in great or good condition, with just over 60% stating they were in fair condition. The remaining 17.7% felt that the streets were in poor condition.
- Several specific comments were made regarding the poor condition of Factory Street and Elm Street, but no other street segments were noted as needing repairs.

Bike & Trail Facilities

- Just under 60% of respondents indicated a desire for additional on-street and off-street bicycle lanes/paths, with more respondents favoring off-street facilities.
- Just over 30% of respondents indicated a need for additional sidewalks within key areas.
- Only 4.9% of respondents indicated the desire for micro-mobility options such as bike-sharing facilities or electric-scooter sharing facilities.

Economic Development

- Just over 56% of respondents indicated that it was very important that the City have more work/job opportunities, while 34.9% indicated that it was somewhat important. Only 6% indicated that it was not important or had no opinion.
- 37.9% of respondents indicated there was a need for additional industrial development within the City. 30% of respondents did not think there is such a need, and 31.8% indicated they were not sure more industrial development is needed.
- Regarding the amount of local shopping that takes place, over 62.1% of respondents stated about three-quarters of their shopping needs are met outside of the City. An additional 31.8% stated about one-half of their shopping needs are met outside of the City.
- When asked if new commercial development came to Manawa, would it reduce their reliance on getting goods and services from outside the City? Just over 80% of respondents stated yes, and 15.2% stated they were unsure.
- Respondents assessed the current shopping facilities within the City and identified needs/desires for additional Clothing/Shoe Stores, Entertainment/Social Establishments, Medical Facilities, Hardware Stores, Sporting Goods Stores, and Arts/Crafts/Antiques.
- When asked to assess various aspects of the existing downtown, most respondents felt the individual facilities were at least adequate, if not good or very good. The only exceptions were poor to very poor ratings for: Streets (15.2%), Storefronts (20.7%), Seating (21.2%), and Events/Programming (33.8%).

- Over 93% of respondents felt that more efforts should be made for the redevelopment of underutilized and blighted lands within the downtown area. Only 48.2% felt the same about redevelopment needs along the highway corridors entering the City.
- Regarding place of work, of those who were not retired, an equal split of respondents occurred (37%) for those who worked within and outside of the City.

City-Wide Services

- Eleven separate city services were ranked by respondents using a 1-11 point scale, with 1 being most important. Below is the ranked list (most important on top) which also shows the average ranking score:

2.0	Fire protection.
2.3	Police protection.
4.5	Utilities (sewer, water, electric).
5.0	Street maintenance.
5.7	Library.
6.3	Snow plowing.
6.6	Parks, recreation & trails.
7.4	Building inspection.
7.8	Planning and zoning.
8.8	Storm water management.
9.7	Code enforcement.

Recreation Facilities

- While over 53% of respondents felt that there was sufficient public park and recreation space within the City, over 34% of respondents offered comments or suggestions on general or specific recreation needs, including the desire for improvements to the ballfields at Lindsay Park, the lack of seating/benches at various parks, and the desire to have new recreational activities/facilities such as pickleball courts, a dog park, and expanded trail facilities.
- Over 68% of respondents felt the City should invest in more improvements along the shores of the Little Wolf River to increase access and recreation opportunities.
- 54.6% of respondents identified a desire to have a formal dog park facility within the City, while 15.2% were unsure. Suggested locations included: City-owned property by NCW Exteriors [the unimproved Pine Street Park], locating it at an existing park, at the old Manawa Motel site, or at the rodeo grounds.

Intergovernmental Cooperation

- Over 70% of respondents agreed or strongly agreed that the City should work in partnership with other communities to conduct crisis planning for natural disasters, homeland security, and other emergency management incidences.

Communications

- Most (58%) of the survey respondents felt that the City communicates best when either using its website, social media or through printed quarterly newsletters. Public meetings (10.9%), emailed newsletters (10%) and newspaper notices (5.9%) were the least preferred communication methods.

Other Comments

Twenty-five additional comments were made in the last open ended question which asked for any additional thoughts. Some of the most commonly mentioned items include (not in priority order):

- General praises regarding the community.
- The need for new housing to help support existing business and industry.
- Recreational improvements geared towards teens (skate park, etc.).
- Better sports fields at existing parks.
- Unkempt properties.

Detailed Survey Results and Comments

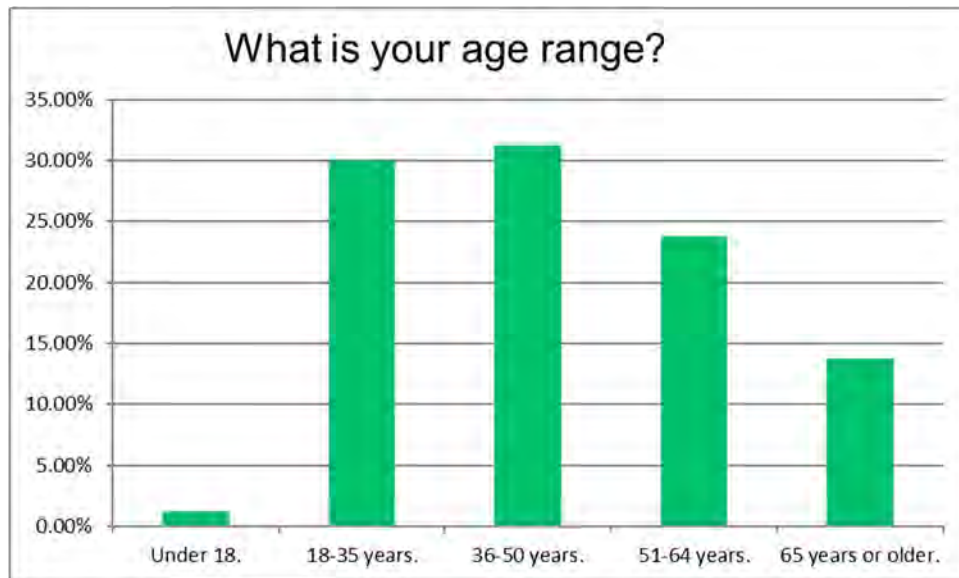
- 1. Your E-mail Address OR Phone Number below. (Optional but must be provided if you wish to be entered into the random drawing for one of three \$25 “Chamber Bucks” gift certificates. This information will not be shared or used for any other purpose.)**

Answered 55
Skipped 26

- 2. What is your age range? (please check one)**

<u>Answer Choices</u>	<u>Responses</u>	
Under 18.	1.25%	1
18-35 years.	30.00%	24
36-50 years.	31.25%	25
51-64 years.	23.75%	19
65 years or older.	13.75%	11

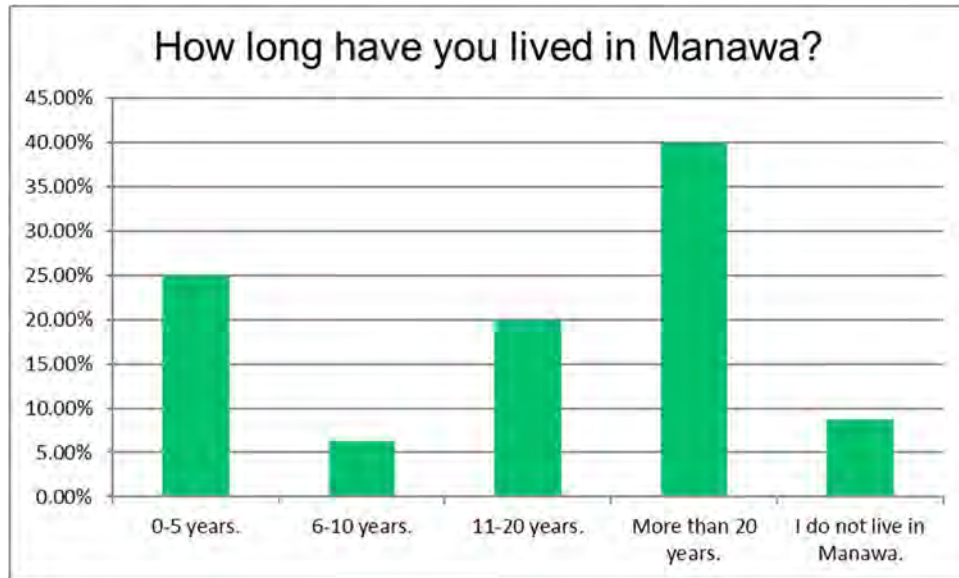
Answered 80
Skipped 1



- 3. How long have you lived in Manawa? (please check one)**

<u>Answer Choices</u>	<u>Responses</u>	
0-5 years.	25.00%	20
6-10 years.	6.25%	5
11-20 years.	20.00%	16
More than 20 years.	40.00%	32
I do not live in Manawa.	8.75%	7

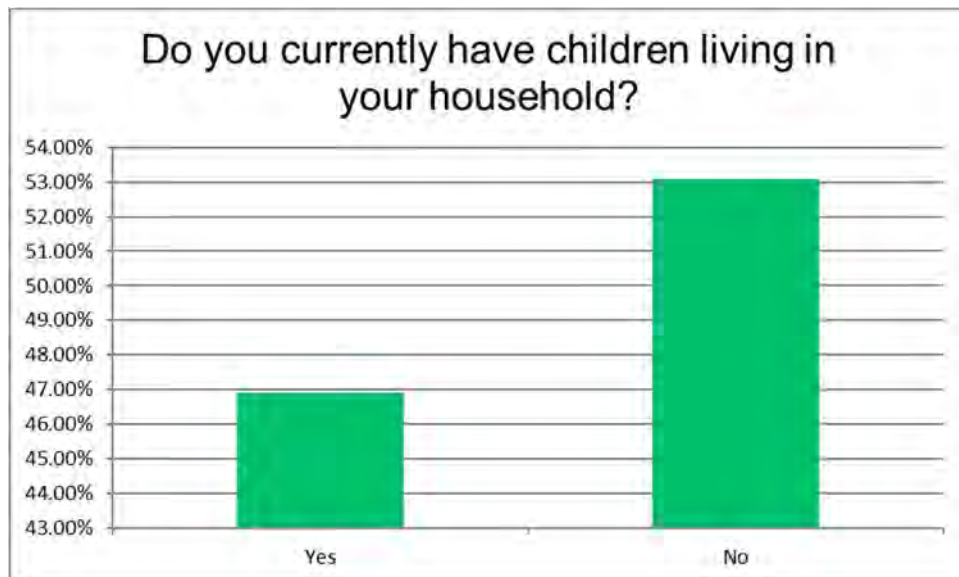
Answered 80
Skipped 1



4. Do you currently have children living in your household? (please check one)

Answer Choices	Responses	
Yes	46.91%	38
No	53.09%	43

Answered	81
Skipped	0



5. Are you currently employed by a business or industry within the City of Manawa? (please check one)

Answer Choices

Yes, I work in the City of Manawa (includes work-from-home).

No, I work in another community.

No, I am retired.

No, I am not working.

Responses

37.04% 30

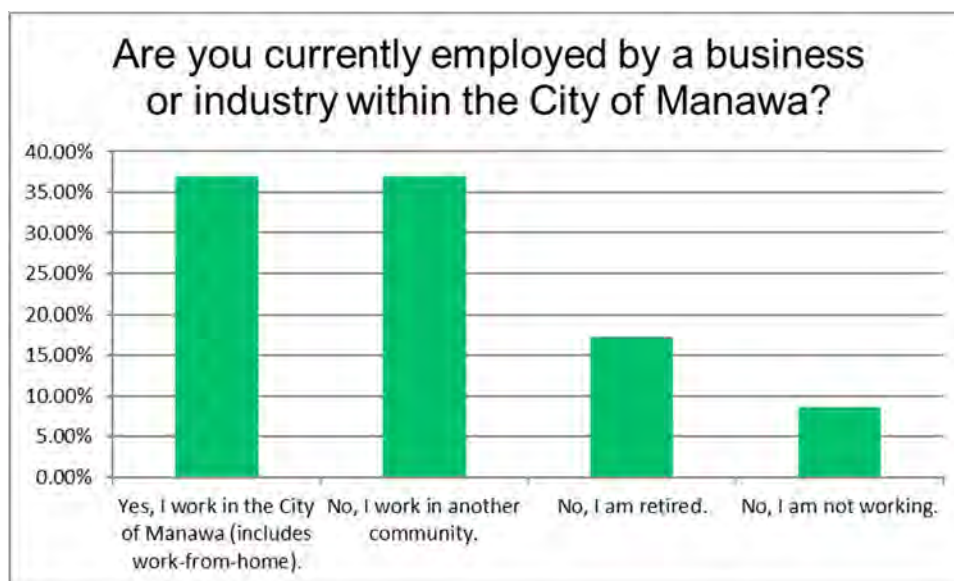
37.04% 30

17.28% 14

8.64% 7

Answered 81

Skipped 0



6. In your opinion, what are the greatest strengths of the City of Manawa?

Answered 67

Skipped 14

#	Responses
1	A downtown that works hard for people to visit. Families that support that school.
2	A grocery store, kept pretty clean and safe, well-kept school facilities, local police force and fire department
3	A population that still maintains a lot of community pride.
4	Active business people and great Police and Fire Dept.
5	Amount of people and organizations that have worked in the last 15 years to make this a better place for all of us to live
6	Churches
7	Churches and schools
8	Close-knitness, ease of access to public areas
9	Community
10	Community

11	Community
12	Community support along with great Fire, EMS and Police,
13	Community, school, people
14	Community.
15	Departments
16	Downtown businesses
17	Everyone here is so helpful, th3 kindness isn't others is great, people go out of their way to do things here I like the fact that we have our own community page where u can go on for advice or help with different things& people comment on posts to help u out. The planning of little events here for our town to get everyone involved is great.
18	Friendliness of the community
19	Friendly people/neighbors, Beautiful trails around the city, helpful city hall staff, great library, nice splash pad and park shelter, small town charm
20	Friendly, good law enforcement, trying to develop downtown/shops, known for rodeo and parade
21	Good community, nice stores
22	Helpfulness of community
23	Hometown cohesive ideals
24	Hometown feel
25	Hosting events. Rodeo & car shows bring money into the downtown businesses several good factory jobs located in the city of manawa
26	It is a small community that pulls together and supports people
27	It's a quiet town, family friendly
28	Just moved here
29	library
30	Library. Walking trail. Close to lola X-county & Ice age trails
31	Lions club/rodeo. Huge visitor draw. Used to be Winemakers. Hello Beautiful and Wild Vine. These are upscale shops
32	Mayor
33	Nice downtown. Small town values. Good industry. Friendly community.
34	Overall great variety of businesses for a small town. People willing to help one another and support the local businesses.
35	Police
36	Quality schools, community-minded volunteers who organize great events, well-kept properties, nice downtown businesses for small community, nice parks and trails
37	Safe, friendly, small town
38	Sense of Community
39	sense of community, strong businesses, great library
40	Small
41	Small businesses
42	Small community

43	Small community, family like atmosphere
44	Small Community. Help your neighbor
45	small friendly community
46	Small town
47	Small town atmosphere
48	Small town feel
49	Small town feel and great community organizations.
50	Small town living
51	St. Paul's school, splash pad, hello beautiful, wild vine, rodeo
52	Strong sense of community
53	That it is a small community. People. Citizens seem to pull together to help each other.
54	The businesses who employed our residents and attract others to our community.
55	The City of Manawa's greatest strengths are its wonderful people, its amazing natural resources, manageable population size, affordability, access to larger communities like Appleton, Green Bay, and Stevens Point/Plover.
56	The community feel and how everyone knows everyone. The small businesses downtown are also great
57	The downtown small business district
58	The people and community spirit
59	The people, the facilities (Library, Schools, City Hall, Parks), the School District. Also the downtown business district is doing well for a small town. Downtown Revitalization and the Chamber do a lot of events for the community.
60	The Rodeo, it's the only thing Manawa is known for when you travel outside of the area. As a resident the downtown is my favorite - the shops are great.
61	The rodeo. Cafes. Neighbor to neighbor.
62	The streets are clean and presentable downtown.
63	The support of small business
64	The way the community comes together
65	Variety of businesses for such a small population
66	Veterans Park, Great Small Business Owners, Local Community Events
67	Walking trail
68	Welcoming community
69	Working together

7. In your opinion, what aspects of the City of Manawa need improvement?

Answered 65
Skipped 16

#	Responses
1	?
2	A few more businesses -- hardware store, feed/pet store, some type of transportation to Waupaca/New London/Appleton for Dr. appts./community events/museums, a local vet, a local dentist.
3	Additional housing, more business downtown, redevelopment opportunities, quality of life amenities (dog park, more activities for young families)
4	Baseball field, business places that are vacant
5	Basic general necessities - laundromat, more than one gas station, affordable groceries
6	Better access to gas station
7	Better garbage services. A school resource officer
8	Better police patrols between 6:00 a.m. and 8:30 a.m. and 2:00 p.m. and 3:30 p.m. in high traffic areas so that our children are safe coming to and from school
9	Chamber and promotion of
10	City Council needs an overhaul
11	Communication of community events (Need more ways to distribute information)
12	Continue maintaining/improving parks (Veterans park is great), when school was looking to add on and improve my questions didn't get answered
13	Could use a dog park, some properties coming into town could use some cleaning up, a city sponsored/contracted trash pickup similar to what Waupaca does would be nice
14	Downtown businesses
15	Drugs in the schools need cleaned up
16	Empty storefronts, no housing, no new construction, terrible roads, Friday night car shows- why shut down a county road/residential area/post office access for a loud noisy car show. Relocate it elsewhere
17	garbage pickup, communication from leaders to citizens, acceptance of everyone
18	Growth, roads, appearance, activities and events
19	Hopefully, whoever bought the manawa motel turns it into something useful would be nice for the drive in to be open
20	Housing
21	Housing
22	Housing
23	Housing
24	Just moved here
25	Laundromat
26	Lindsay Park (both ball diamonds, dugouts, and block houses) none of it is handy cap accessible
27	Making people clean up their properties
28	More activities for children (swimming, etc.)
29	More affordable housing.
30	More Businesses in Buildings and More Places To Stay For Out of Town Visitors

31	More community events
32	More community events, neighborhood, block parties
33	More community places - places to do things - parks, trails, etc.
34	More quality senior citizen housing, maybe condos,
35	More recreational opportunities
36	Need dog park and some homes need to clean up their yards. The motel needs to be cleaned up outside and the black mold in the rooms as well.
37	Need more small businesses downtown.
38	Need new Mayor
39	Not sure if this is on the city, but the gas station needs improvement. It is not safe entering the parking area when it is busy. The other ones owned by Shierl are way nicer and better thought out. Perhaps a grant or something to encourage them to invest in a better layout would help. Everyone says welcome a Kwik Trip, but I don't agree, that would hurt our grocery store and coffee shop.
40	Offer a subsidy to downtown retailers for the purpose of updating their store front to a unified look. Our public school needs to be more appealing by marketing to students and taking a recruitment approach.
41	Offer more activity things like: dog park, pickleball, skate area. Road improvements. Things for kids to do.
42	Opportunities for work that have a living wage. Activities for children and teens.
43	Opportunities for youth as well as adults that are not bars or one and done events.
44	People need to keep up their property, mow , clean up junk, and not park on lawn.
45	Post office
46	Rec center for youth
47	Replacing all bad streets and sidewalks Sewer and water.
48	Restaurants
49	roads mainly factory St.
50	Second gas station
51	Several simple improvements might help Manawa, such as beautifying/restoring/staining public wood signage and expanding access to groomed biking and hiking trails. In contrast, we also need to work hard to keep our community affordable for hard working people who are raising and feeding families and fighting to stay in their homes. I love the public school system here. The city needs to continue to strengthen ties with key local educational services whether public or private. I also believe we need to support and strengthen our local law enforcement services and fire protection services. Community safety is always a priority.
52	Some of our side streets need repaving because they are really bad. More apartments here for rentals would bring more people here in town. A different company around here for pickup of garbage would be nice.
53	Speed limit should be 25 mph all through town on Depot because it's residential, Cross walk for Lindsay park, Benches in Triangle park, a few (3?) triangle park (acoustic only) concerts, sign to H.S. on main road rather than somehow knowing where to turn & then a sign, enforce snow shoveling ordinance, ice skating rink - perhaps collaborate w/ school, get bike trail across bridge & make a nice trail head - cost share w/ county or state or tourism grant?, one or two wacky events - Fall event with barrel races on bicycles?, peddle car races, dog/ pet parade (including chickens horses, cows etc.) chariot race with adults pulling little carts, hammerschlagen, betting on number of sturgeon w/ a certain timeframe betting, ice golfing on the mill pond with prizes for costumes, oddball shots with a tennis racket, & so forth. The events are pretty staid & could use some creativity.
54	Stores, grocery availability, more events (farmers markets etc. to bring people to town)
55	street repairs, sidewalks, old sewer and water
56	Streets
57	The downtown is slowly coming back to life, but the infrastructure is not inviting to new development. There is also a large issue with finding enough people to help work as it is. This is amplified in mom & pop businesses trying to make it and survive. Smith's being closed on Saturday nights for lack of help is a great example.

58	The mayor
59	The motel, looks crummy coming into manawa and you see a beat down motel
60	The need for downtown revitalization
61	The police force is too aggressive and doesn't see the citizens as partners in keeping our community welcoming
62	The roads are horrible
63	Traffic/speed control. Factory noise
64	Variability of services
65	Yard clean up.

8. I currently live in a (please check one)

Answer Choices

Single family detached home.

Single family attached home (townhouse, condominium, etc.).

Duplex, two-flat, or tri-plex.

Multi-family apartment (4 or more units).

Mobile home.

Second home/vacation home.

Other (please specify)

Responses

91.18% 62

2.94% 2

2.94% 2

0.00% 0

0.00% 0

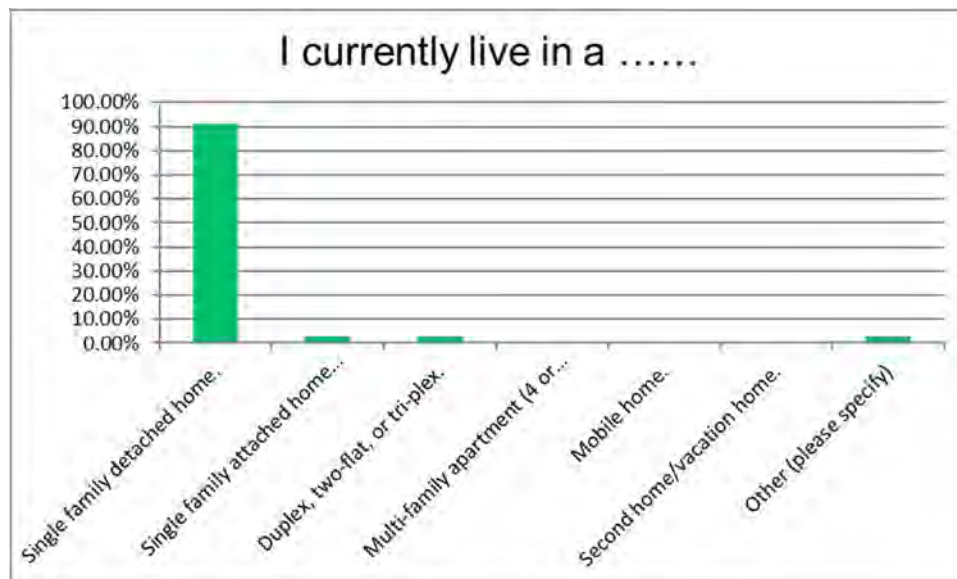
0.00% 0

2.94% 2

Answered 68

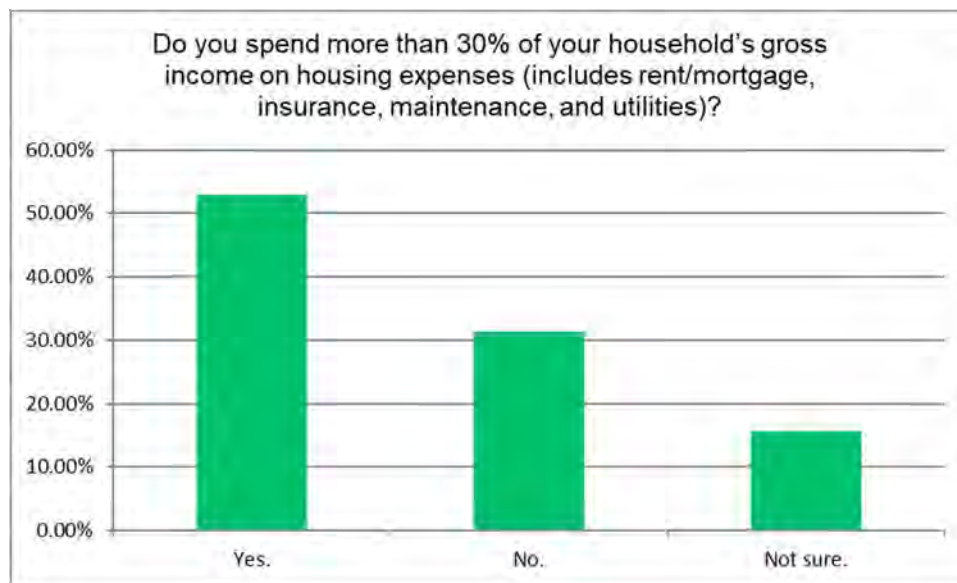
Skipped 13

#	Responses
1	Farm house
2	live by myself handicamp ramp



9. Do you spend more than 30% of your household's gross income on housing expenses (includes rent/mortgage, insurance, maintenance, and utilities)? (please check one)

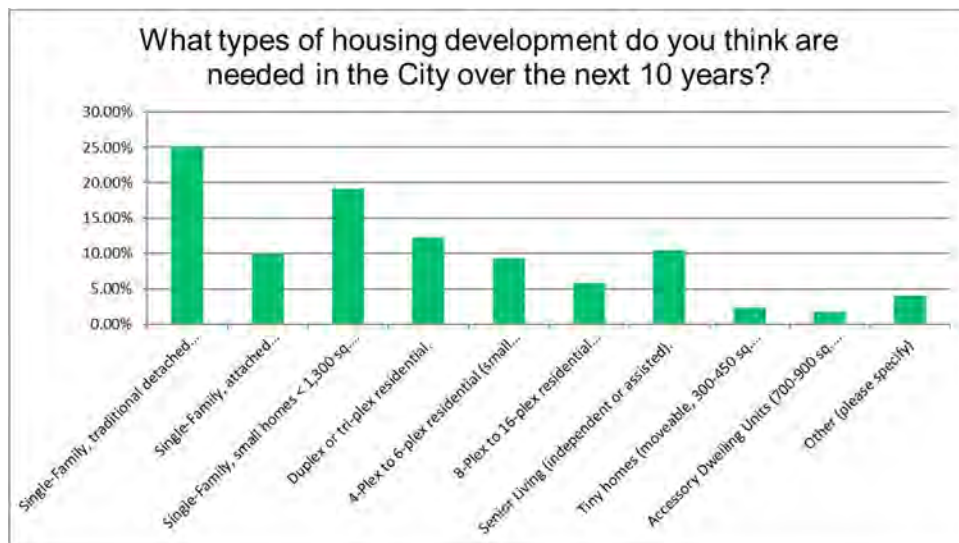
<u>Answer Choices</u>	<u>Responses</u>	
Yes.	52.86%	37
No.	31.43%	22
Not sure.	15.71%	11
Answered	70	
Skipped	11	



10. What types of housing development do you think are needed in the City over the next 10 years? (please check all that apply)

<u>Answer Choices</u>	<u>Responses</u>	
Single-Family, traditional detached (>1,300 sq. ft.).	25.00%	43
Single-Family, attached (townhouse/condominiums).	9.88%	17
Single-Family, small homes < 1,300 sq. ft. (starter homes, cottage style, etc.).	19.19%	33
Duplex or tri-plex residential.	12.21%	21
4-Plex to 6-plex residential (small apartment building).	9.30%	16
8-Plex to 16-plex residential (moderate to large apartment buildings).	5.81%	10
Senior Living (independent or assisted).	10.47%	18
Tiny homes (moveable, 300-450 sq. feet on individual lots).	2.33%	4
Accessory Dwelling Units (700-900 sq. feet on existing residential lots).	1.74%	3
Other (please specify)	4.07%	7
Answered	68	
Skipped	13	

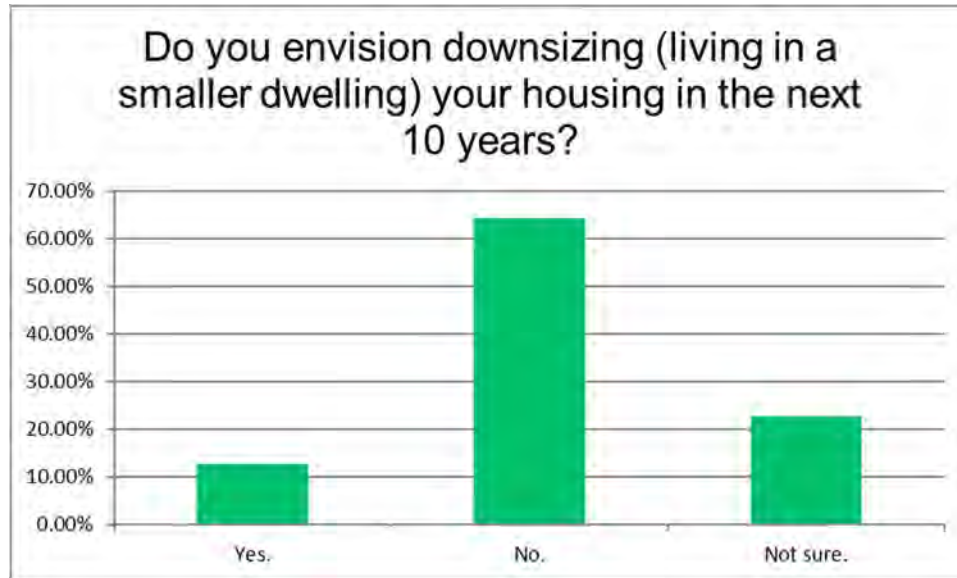
#	Responses
1	Affordable housing
2	None
3	Low interest loans for improvement to current homes
4	Any or all.
5	ccp take of me.
6	I'm not familiar with the housing issues in town. Many of the houses in town are not kept up well, but I don't see houses enter the market often either. Perhaps multi-unit dwellings would benefit lower income earners and help attract young adults.
7	Lower income availability



11. Do you envision downsizing (living in a smaller dwelling) your housing in the next 10 years? (please check one)

Answer Choices	Responses	
Yes.	12.86%	9
No.	64.29%	45
Not sure.	22.86%	16

Answered	70
Skipped	11



12. What is your perception of the amounts of recent growth and development in the City of Manawa over the past 5-10 years? (please check one)

Answer Choices

The City has had very little, if any, new growth and development.

The City has had an adequate/sufficient amount of new growth and dev.

The City has had too much new growth and development.

Not sure.

Responses

56.52% 39

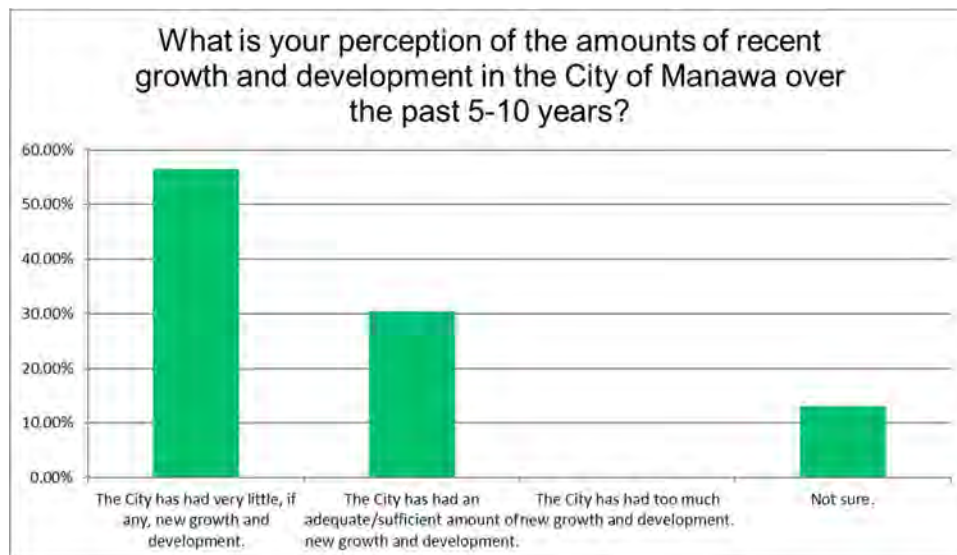
30.43% 21

0.00% 0

13.04% 9

Answered 69

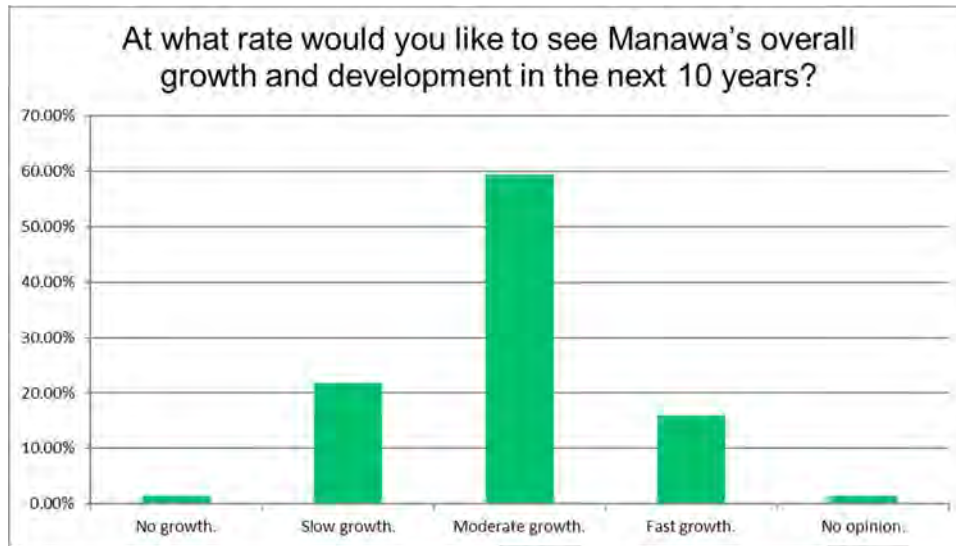
Skipped 12



13. At what rate would you like to see Manawa's overall growth and development in the next 10 years? (please check one)

<u>Answer Choices</u>	<u>Responses</u>	
No growth.	1.45%	1
Slow growth.	21.74%	15
Moderate growth.	59.42%	41
Fast growth.	15.94%	11
No opinion.	1.45%	1

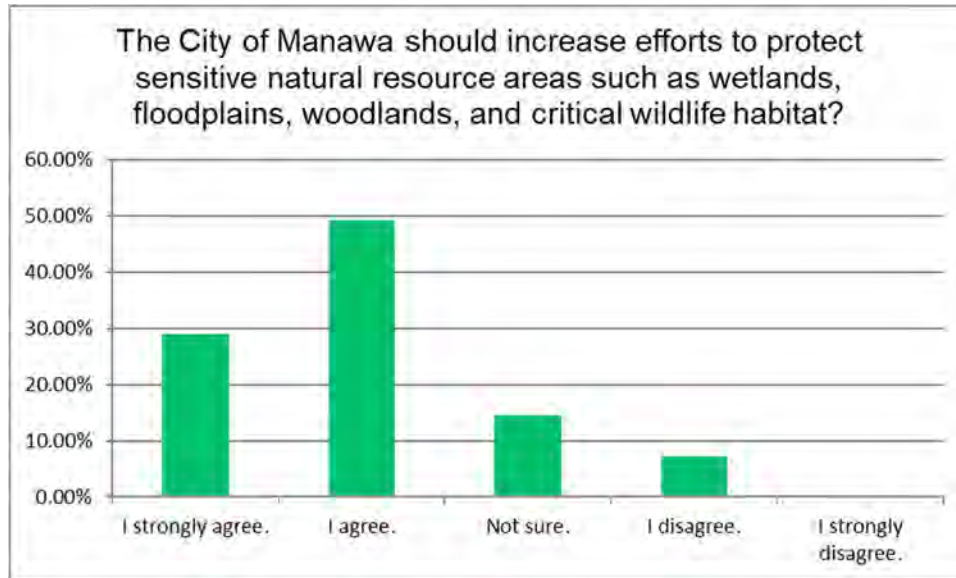
Answered 69
Skipped 12



14. The City of Manawa should increase efforts to protect sensitive natural resource areas such as wetlands, floodplains, woodlands, and critical wildlife habitat? (please check one)

<u>Answer Choices</u>	<u>Responses</u>	
I strongly agree.	28.99%	20
I agree.	49.28%	34
Not sure.	14.49%	10
I disagree.	7.25%	5
I strongly disagree.	0.00%	0

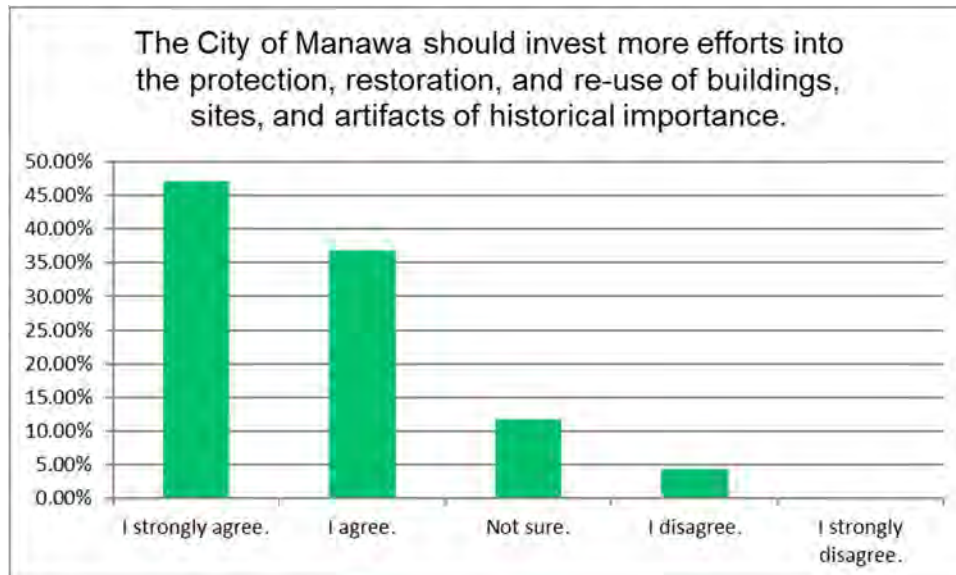
Answered 69
Skipped 12



15. The City of Manawa should invest more efforts into the protection, restoration, and re-use of buildings, sites, and artifacts of historical importance. (please check one)

Answer Choices	Responses	
I strongly agree.	47.06%	32
I agree.	36.76%	25
Not sure.	11.76%	8
I disagree.	4.41%	3
I strongly disagree.	0.00%	0

Answered 68
Skipped 13

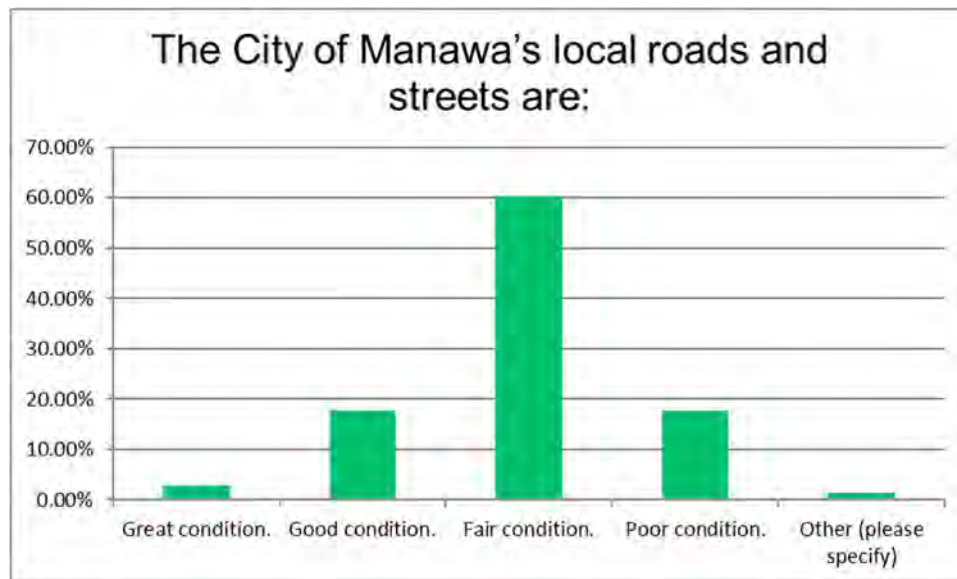


16. The City of Manawa's local roads and streets are (please check one):

Answer Choices	Responses	
Great condition.	2.94%	2
Good condition.	17.65%	12
Fair condition.	60.29%	41
Poor condition.	17.65%	12
Other (please specify)	1.47%	1

Answered 68
 Skipped 13

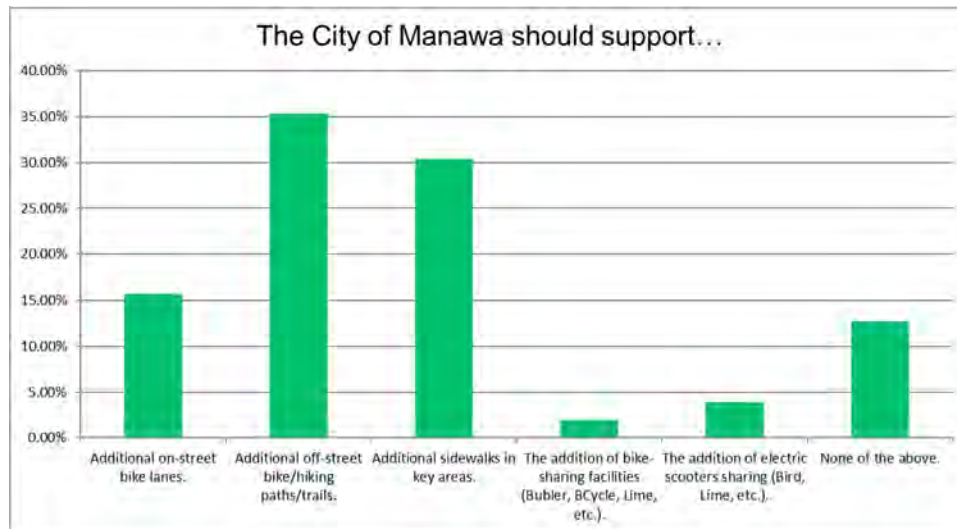
#	Responses
1	Fine in summer winter time everything is ice or snow covered on sidewalks people can't even go for walks. If that's the residents job there needs to be more of a follow through to get them to keep them clear.



17. The City of Manawa should support... (please check all that apply)

Answer Choices	Responses	
Additional on-street bike lanes.	15.69%	16
Additional off-street bike/hiking paths/trails.	35.29%	36
Additional sidewalks in key areas.	30.39%	31
The addition of bike-sharing facilities (Bubler, BCycle, Lime, etc.).	1.96%	2
The addition of electric scooters sharing (Bird, Lime, etc.).	3.92%	4
None of the above.	12.75%	13

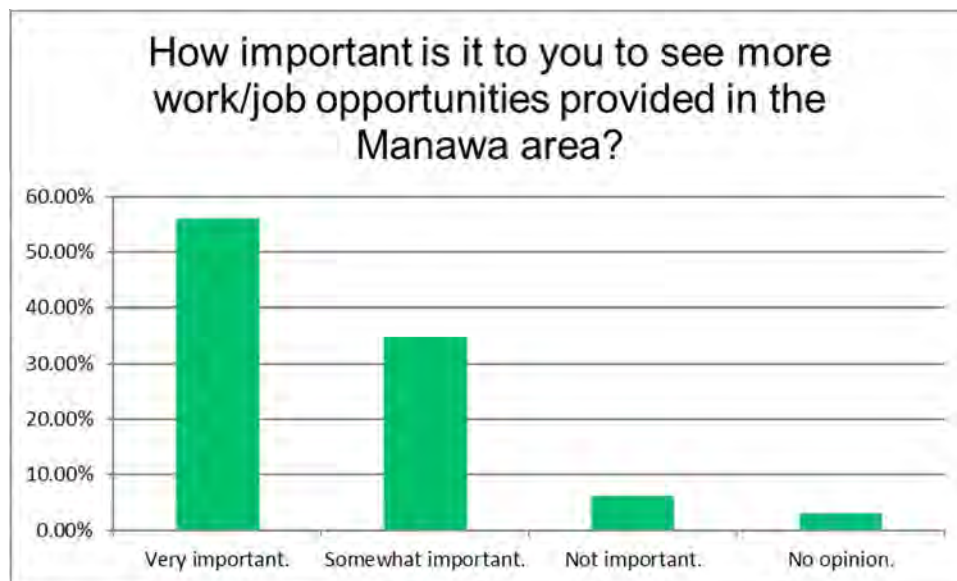
Answered 67
 Skipped 14



18. How important is it to you to see more work/job opportunities provided in the Manawa area? (please check one)

<u>Answer Choices</u>	<u>Responses</u>	
Very important.	56.06%	37
Somewhat important.	34.85%	23
Not important.	6.06%	4
No opinion.	3.03%	2

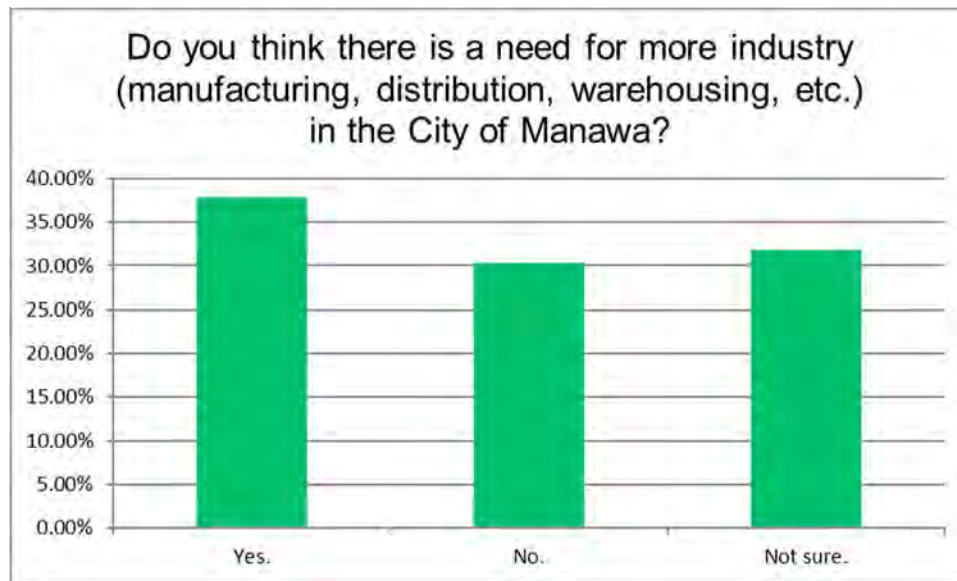
Answered 66
Skipped 15



19. Do you think there is a need for more industry (manufacturing, distribution, warehousing, etc.) in the City of Manawa? (please check one)

<u>Answer Choices</u>	<u>Responses</u>	
Yes.	37.88%	25
No.	30.30%	20
Not sure.	31.82%	21

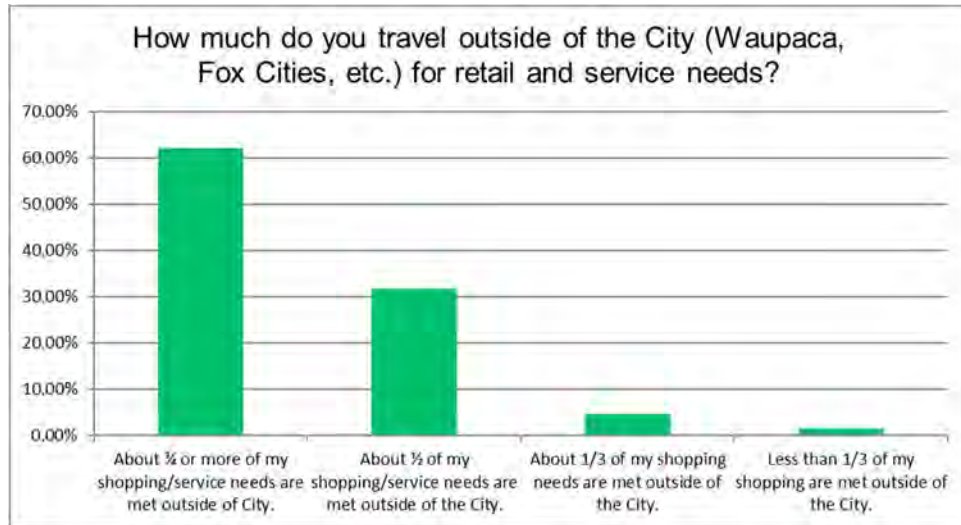
Answered	66
Skipped	15



20. How much do you travel outside of the City (Waupaca, Fox Cities, etc.) for retail and service needs? (please check one)

<u>Answer Choices</u>	<u>Responses</u>	
About $\frac{3}{4}$ or more of my shopping/service needs are met outside of City.	62.12%	41
About $\frac{1}{2}$ of my shopping/service needs are met outside of the City.	31.82%	21
About $\frac{1}{3}$ of my shopping needs are met outside of the City.	4.55%	3
Less than $\frac{1}{3}$ of my shopping are met outside of the City.	1.52%	1

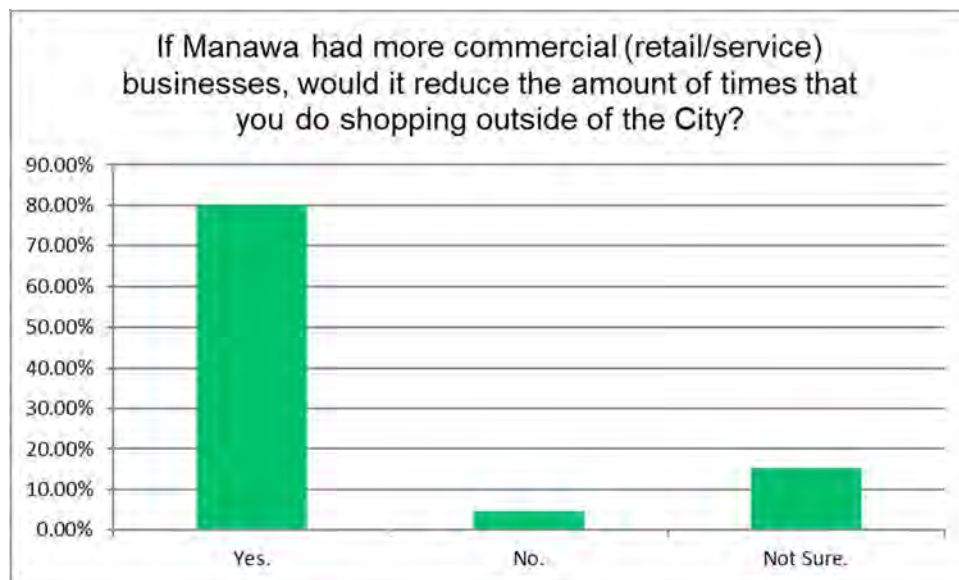
Answered	66
Skipped	15



21. If Manawa had more commercial (retail/service) businesses, would it reduce the amount of times that you do shopping outside of the City?

Answer Choices	Responses	
Yes.	80.30%	53
No.	4.55%	3
Not Sure.	15.15%	10

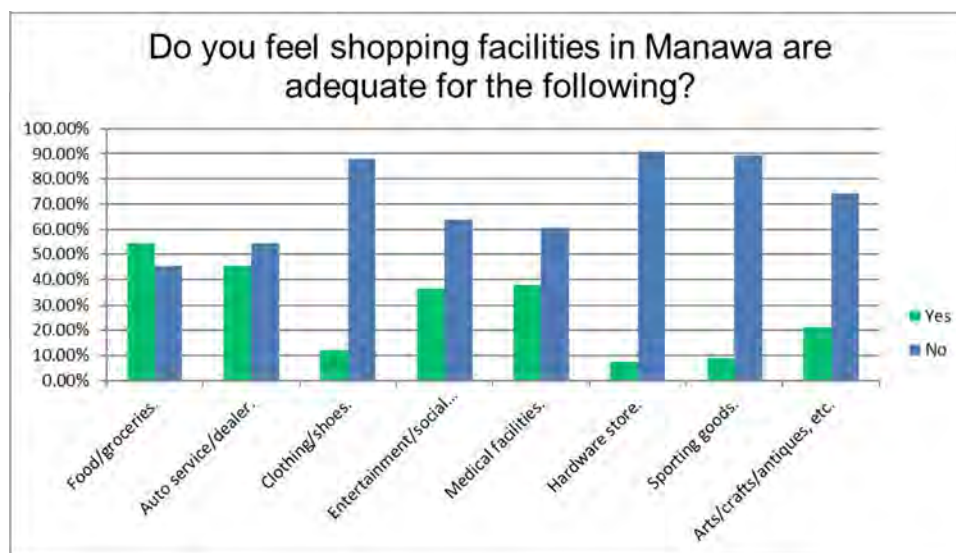
Answered 66
Skipped 15



22. Do you feel shopping facilities in Manawa are adequate for the following?

	<u>Yes</u>		<u>No</u>		<u>Total</u>
Food/groceries.	54.55%	36	45.45%	30	66
Auto service/dealer.	45.45%	30	54.55%	36	66
Clothing/shoes.	12.12%	8	87.88%	58	66
Entertainment/social establishments.	36.36%	24	63.64%	42	66
Medical facilities.	37.88%	25	60.61%	40	65
Hardware store.	7.58%	5	90.91%	60	65
Sporting goods.	9.09%	6	89.39%	59	65
Arts/crafts/antiques, etc.	21.21%	14	74.24%	49	63

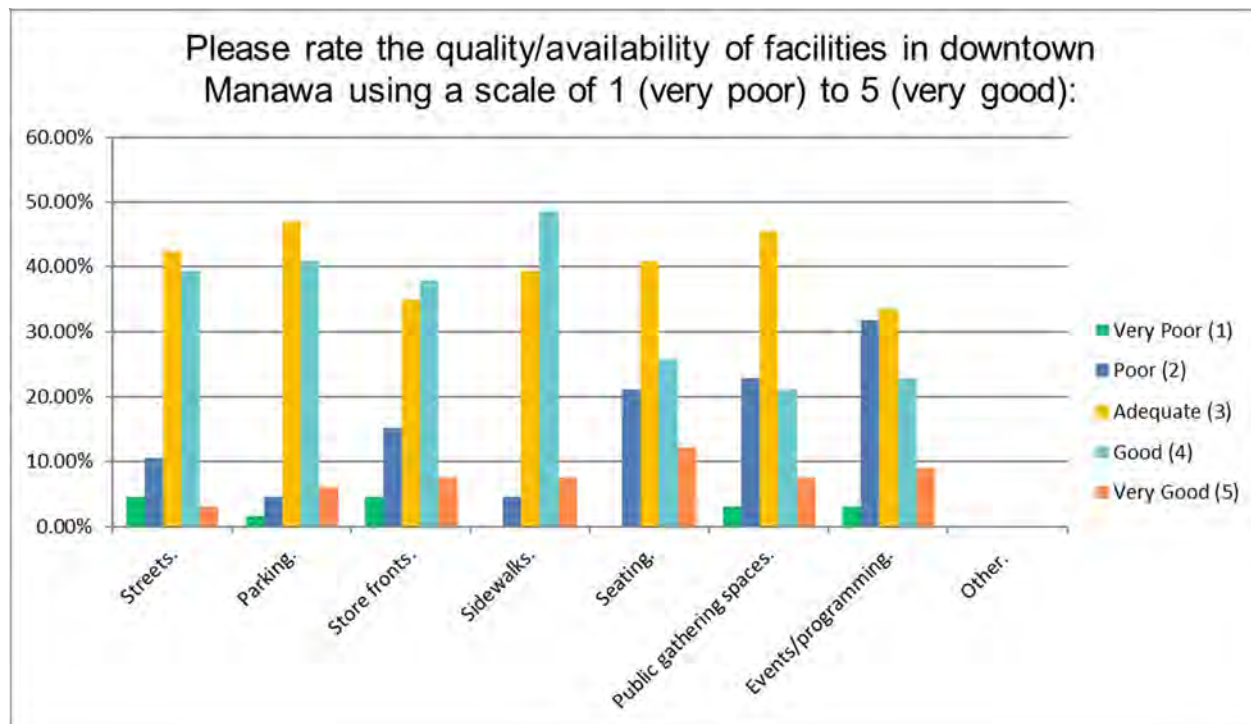
Answered 66
Skipped 15



23. Please rate the quality/availability of facilities in downtown Manawa using a scale of 1 (very poor) to 5 (very good):

	<u>Very Poor (1)</u>	<u>Poor (2)</u>	<u>Adequate (3)</u>	<u>Good (4)</u>	<u>Very Good (5)</u>	<u>Total</u>
Streets.	4.55% 3	10.61% 7	42.42% 28	39.39% 26	3.03% 2	66
Parking.	1.52% 1	4.55% 3	46.97% 31	40.91% 27	6.06% 4	66
Store fronts.	4.55% 3	15.15% 10	34.85% 23	37.88% 25	7.58% 5	66
Sidewalks.	0.00% 0	4.55% 3	39.39% 26	48.48% 32	7.58% 5	66
Seating.	0.00% 0	21.21% 14	40.91% 27	25.76% 17	12.12% 8	66
Public gathering spaces.	3.03% 2	22.73% 15	45.45% 30	21.21% 14	7.58% 5	66
Events/programming.	3.03% 2	31.82% 21	33.33% 22	22.73% 15	9.09% 6	66

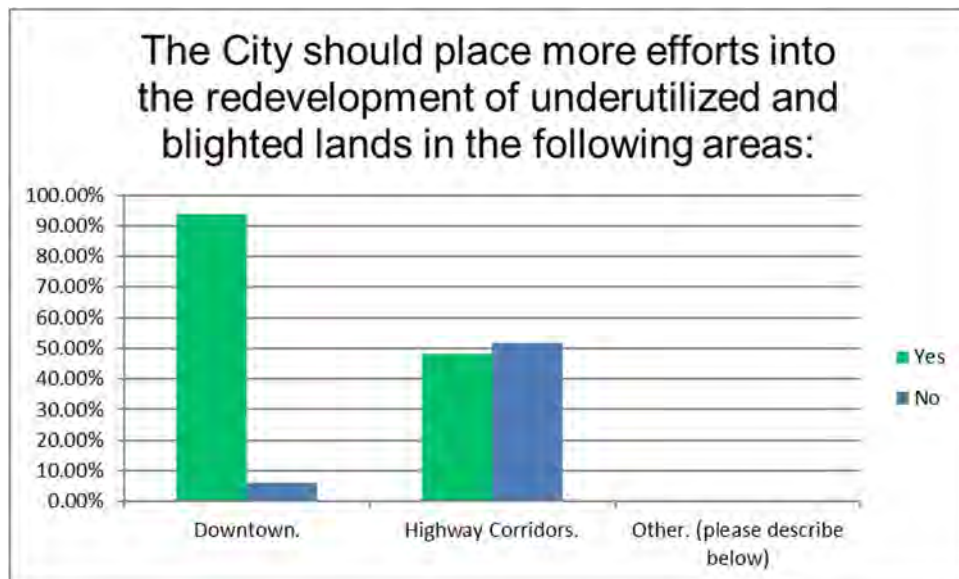
Answered 66
Skipped 15



24. The City should place more efforts into the redevelopment of underutilized and blighted lands in the following areas (check one for each area):

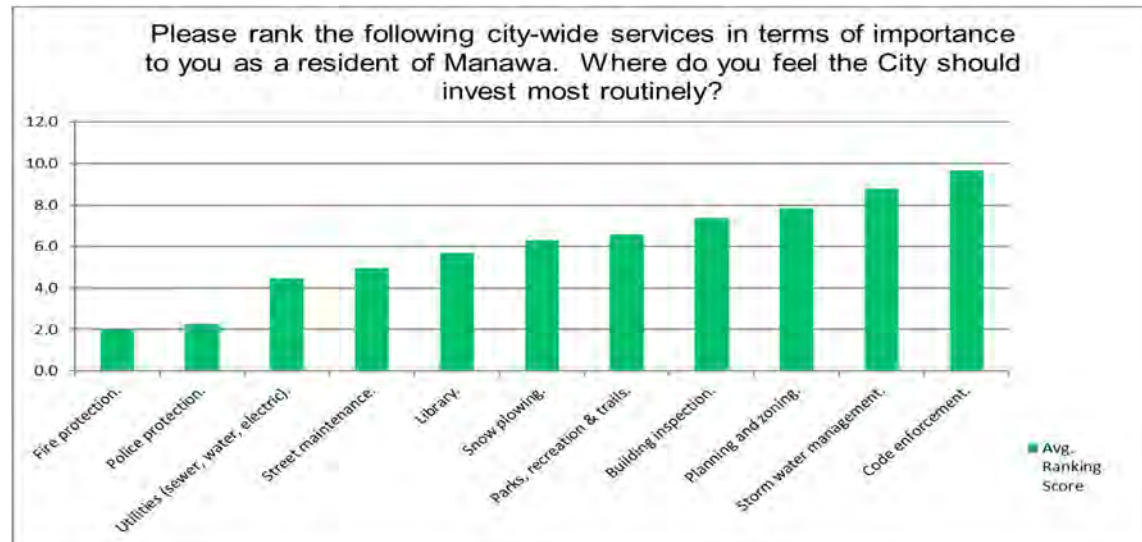
	<u>Yes</u>		<u>No</u>		<u>Total</u>
Downtown.	93.85%	61	6.15%	4	65
Highway Corridors.	48.21%	27	51.79%	29	56
Other. (please describe below)					13
Answered	66				
Skipped	15				

#	Responses
1	Sturm foods south of town lighting for crosswalks for employees is terrible
2	The area coming into town on the south side looks really run down and neglected
3	Lindsay Park Ball Diamonds
4	Many poorly maintained, shabby houses & some with lots of junk in yards. This is not a good look for a city wishing to improve. Suggest low interest home improvement loans - has worked well in many small towns.
5	It would be nice to see the city purchase the land where the bar used to sit downtown and create public outdoor seating with permanent tables and seats. Lindsay Park has this, but it's nice to see people downtown.
6	More areas open to housing and development
7	Underused or poorly utilized manufacturing buildings.
8	Side streets
9	Updating blighted store fronts/homes in need of clean up repair -- maybe community help your neighbor drive -- seems to be some run down hoarding homes that with minimal outside paint or repair could help city image.
10	Encouraging homeowners to improve property on the major streets leading into the city.



25. Please rank the following city-wide services in terms of importance to you as a resident of Manawa. Where do you feel the City should invest most routinely? (Rank 1 to 11, with 1 being top priority, using the arrows to move each item so that they are in your priority order)

																							Avg. Ranking	
	1	2	3	4	5	6	7	8	9	10	11	Total	Score											
Fire protection.	46.15%	30	35.38%	23	9.23%	6	1.54%	1	4.62%	3	1.54%	1	0.00%	0	0.00%	0	0.00%	0	0.00%	0	1.54%	1	65	2.0
Police protection.	40.00%	26	43.08%	28	1.54%	1	6.15%	4	3.08%	2	0.00%	0	0.00%	0	1.54%	1	1.54%	1	3.08%	2	0.00%	0	65	2.3
Utilities (sewer, water, electric).	1.54%	1	6.15%	4	24.62%	16	24.62%	16	20.00%	13	7.69%	5	10.77%	7	3.08%	2	1.54%	1	0.00%	0	0.00%	0	65	4.5
Street maintenance.	4.69%	3	6.25%	4	7.81%	5	12.50%	8	32.81%	21	25.00%	16	3.13%	2	3.13%	2	3.13%	2	1.56%	1	0.00%	0	64	5.0
Library.	3.03%	2	4.55%	3	28.79%	19	6.06%	4	7.58%	5	6.06%	4	15.15%	10	10.61%	7	7.58%	5	4.55%	3	6.06%	4	66	5.7
Snow plowing.	0.00%	0	1.54%	1	4.62%	3	20.00%	13	9.23%	6	18.46%	12	21.54%	14	7.69%	5	9.23%	6	6.15%	4	1.54%	1	65	6.3
Parks, recreation & trails.	3.08%	2	0.00%	0	9.23%	6	10.77%	7	10.77%	7	16.92%	11	13.85%	9	12.31%	8	4.62%	3	12.31%	8	6.15%	4	65	6.6
Building inspection.	0.00%	0	1.56%	1	6.25%	4	12.50%	8	3.13%	2	7.81%	5	17.19%	11	15.63%	10	12.50%	8	14.06%	9	9.38%	6	64	7.4
Planning and zoning.	1.54%	1	0.00%	0	3.08%	2	6.15%	4	4.62%	3	7.69%	5	4.62%	3	26.15%	17	26.15%	17	16.92%	11	3.08%	2	65	7.8
Storm water management.	0.00%	0	0.00%	0	1.54%	1	1.54%	1	3.08%	2	3.08%	2	7.69%	5	18.46%	12	27.69%	18	23.08%	15	13.85%	9	65	8.8
Code enforcement.	0.00%	0	1.54%	1	3.08%	2	0.00%	0	1.54%	1	6.15%	4	4.62%	3	1.54%	1	6.15%	4	18.46%	12	56.92%	37	65	9.7
Answered	65																							
Skipped	15																							



26. Does the City have sufficient public park and recreation space to accommodate community recreation activities? (please check one)

Answer Choices

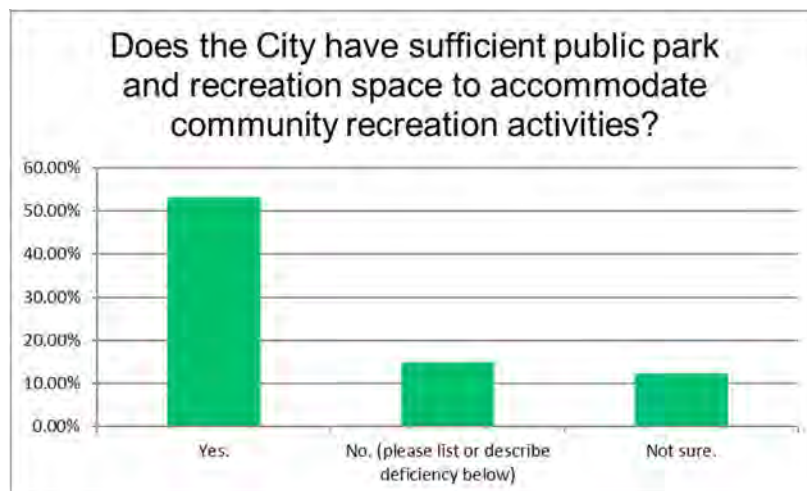
Yes.
No. (please list or describe deficiency below)
Not sure.
Other (please specify)

Responses

53.09% 43
14.81% 12
12.35% 10
19.75% 16

Answered 81
Skipped 16

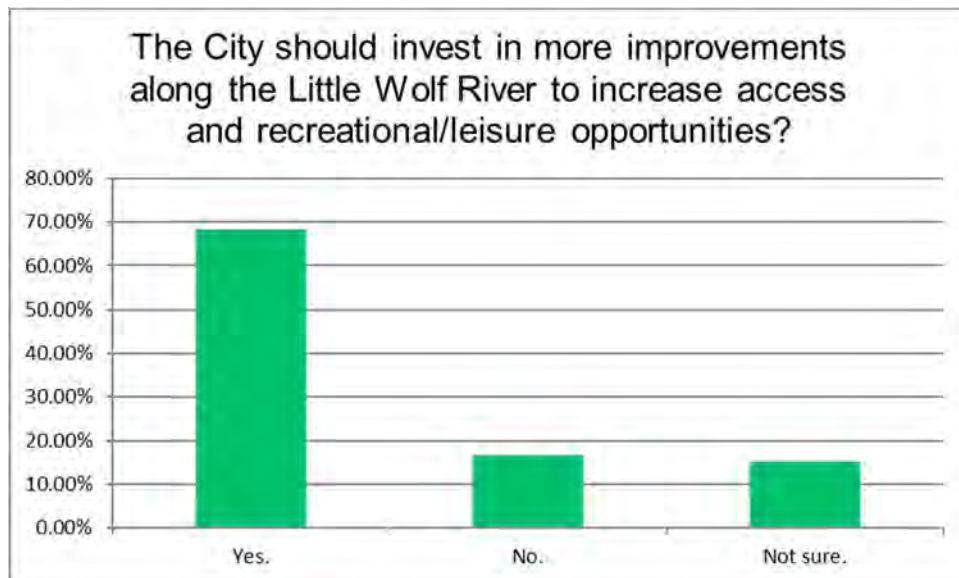
#	Responses
1	Need more space for people when sports are in session
2	Ball diamonds
3	ball fields and courts
4	Kid wants a skate park
5	No dog parks or pet friendly parks
6	Possibly- but I don't think they are used. Other than Lindsay Park, the Rodeo Grounds and the Veterans park- I don't see them utilized frequently for community events
7	Downtown fills up very fast!
8	The ball diamonds have not been updated in years, it is not handicap accessible, I know the school pays the city to use it during ball season and the grass is barley ever mowed before games. The block houses and bathrooms all need updating and better storage. Many other cities have beautiful ball diamonds.
9	Triangle park lacks benches, snow is piled in front of walking trail head Lindsay park, Lack of trees, native shrubs to bring in birds at splash pad park, excessive lawn & too short mowing looks poor, No skateboards or leashed animals in Lindsay
10	Need dog park
11	Yes, however I often hear people would like a skate park and dog park
12	Pickle ball courts
13	Maybe sufficient in terms of the size of the space, but there's nothing offered in the spaces, and it's not well maintained. The city mows and that's about it. What happened to softball leagues, the city baseball team, volleyball leagues, outdoor summer programs for kids run by the city?
14	It's adequate now but we need to keep updating and improving our park and rec services. Offer outdoor musical instruments, update the bandstand, bring electrical hook ups into a park for food trucks.
15	dog park, skate park, pickleball, other things to do outside activities
16	Need more walking/hiking trails



27. The City should invest in more improvements along the Little Wolf River to increase access and recreational/leisure opportunities? (please check one only).

<u>Answer Choices</u>	<u>Responses</u>	
Yes.	68.18%	45
No.	16.67%	11
Not sure.	15.15%	10

Answered	66
Skipped	15

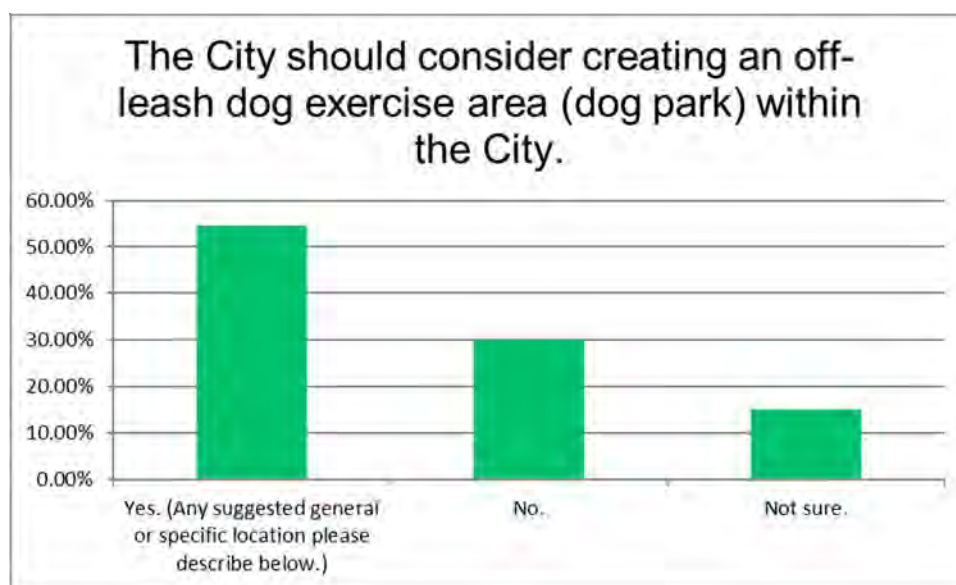


28. The City should consider creating an off-leash dog exercise area (dog park) within the City (check one only)

<u>Answer Choices</u>	<u>Responses</u>	
Yes.	54.55%	36
No.	30.30%	20
Not sure.	15.15%	10
(Please specify location:		7

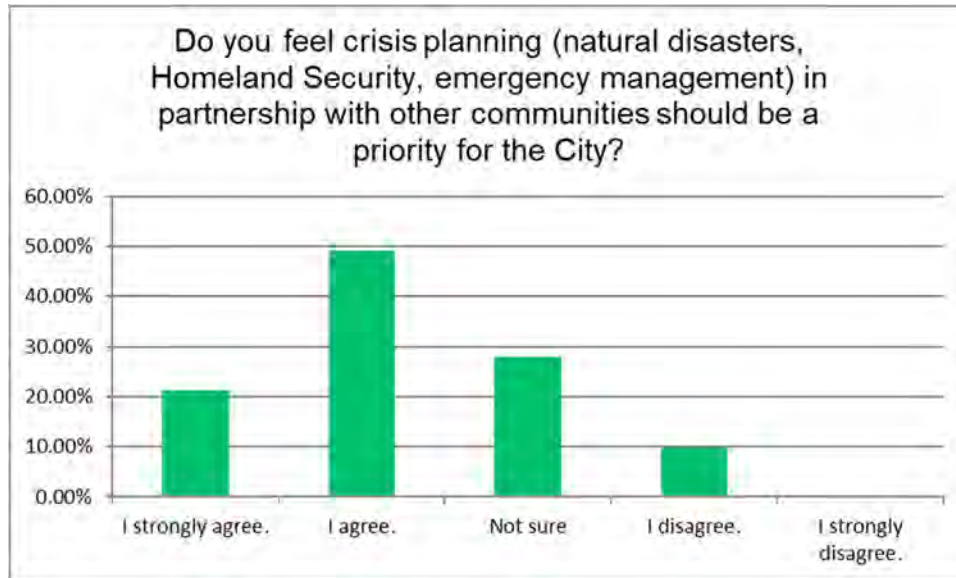
Answered	66
Skipped	15

#	Responses
1	Would be nice to have it in a large area.
2	The area that the city owns by NCW exteriors and Roofing.
3	Please put it at an existing park! Would love to let my dog play while I let my kids play at the same time and be able to watch both.
4	Tear down motel and put it there.
5	The rodeo grounds. Not in city?
6	The park by the assisted living location that park is not used, and I think there is space there for a dog park
7	Near vets park



29. Do you feel crisis planning (natural disasters, Homeland Security, emergency management) in partnership with other communities should be a priority for the City? (please check one only)

<u>Answer Choices</u>	<u>Responses</u>	
I strongly agree.	21.31%	13
I agree.	49.18%	30
Not sure	27.87%	17
I disagree.	9.84%	6
I strongly disagree.	0.00%	0
Answered	61	
Skipped	15	

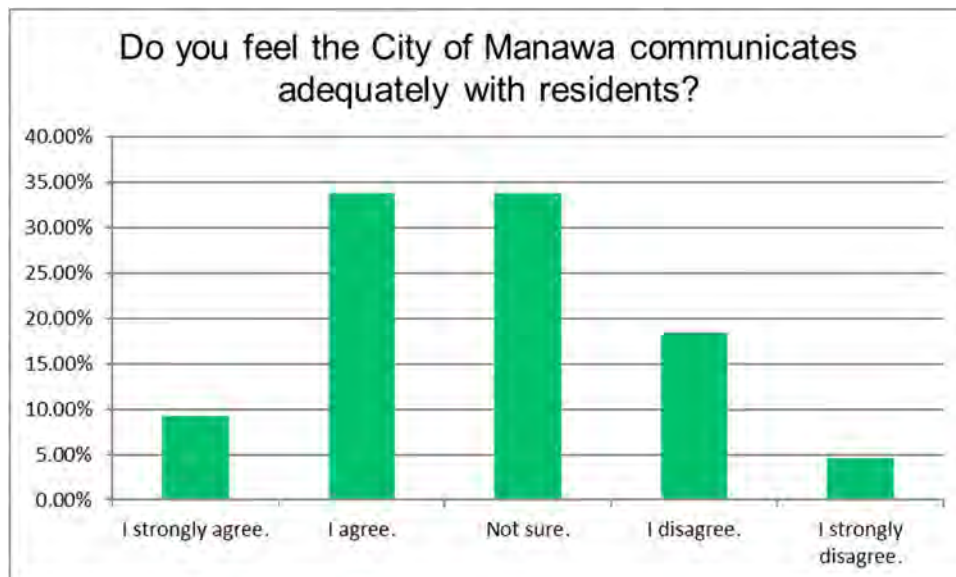


30. Do you feel the City of Manawa communicates adequately with residents? (please check one only)

Answer Choices	Responses	
I strongly agree.	9.23%	6
I agree.	33.85%	22
Not sure.	33.85%	22
I disagree.	18.46%	12
I strongly disagree.	4.62%	3

Answered 65

Skipped 16



31. What is the best way for the City to keep residents informed? (please check all that apply)

Answer Choices

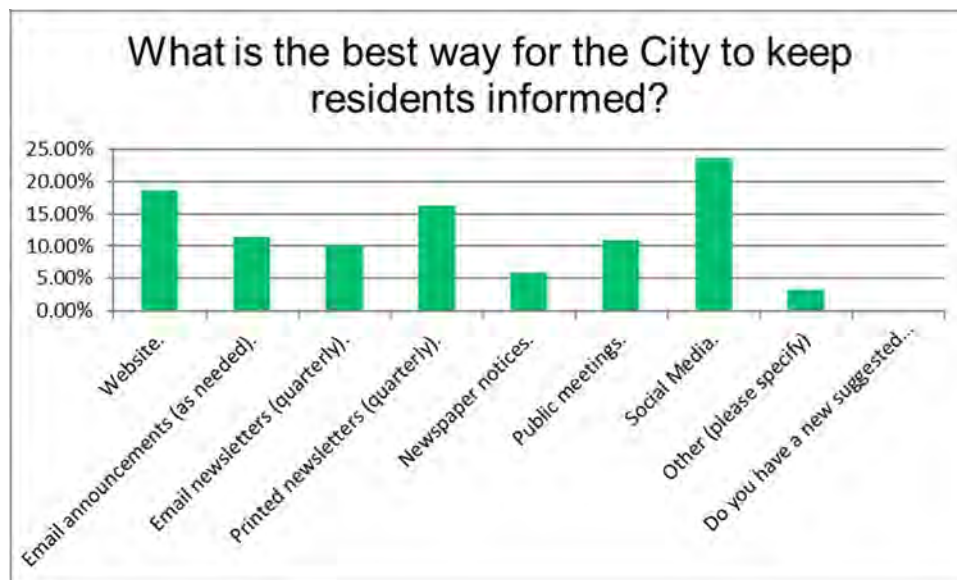
Website.
 Email announcements (as needed).
 Email newsletters (quarterly).
 Printed newsletters (quarterly).
 Newspaper notices.
 Public meetings.
 Social Media.
 Other (please specify) _____
 Do you have a new suggested method? _____

Responses

18.64% 41
 11.36% 25
 10.00% 22
 16.36% 36
 5.91% 13
 10.91% 24
 23.64% 52
 3.18% 7

Answered 65
 Skipped 16

#	Responses
1	More written communication is necessary. Not all residents have internet.
2	More notices on school plays, sports, band events
3	Back of water bill
4	Quarterly potlucks with a short Here's how we're doing/ what's new/ what's coming up/ volunteer opportunities - maybe rotating voluntary sponsorship by area businesses speech?
5	Communication via other groups...school, churches, clubs, etc.
6	Text emergency notifications
7	Maybe an electronic sign somewhere on main drag to keep citizens informed of local events/city news/upcoming meetings



32. Any Additional Comments?

Answered 25
Skipped 51

#	Responses
1	As someone that recently moved here that has lots of friends in the fox valley, there are many people that have never even heard of Manawa. If you want this town to grow and thrive (like the 80's), you need to advertise the development space outside of just this area. There is limited funding for re-development (perhaps outside of Waupaca) in a ~30-40 mile radius. I think there should be a massive effort to bring local manufacturing to town through incentivization and advertisement to put Manawa on the map. People won't invest in you if they don't know you exist. The infrastructure is there, get the word out to the people that are looking to invest that Manawa is fraught with opportunity.
2	Better sports fields in park, better upkeep.
3	City government needs to listen more to the people in the city unless to the employees of the city because without the citizenry of the city we don't need any employees. If the employee does not live in the city they have no skin in the game other than a paycheck
4	Consider weekend outdoor seating for restaurants/bars. This could be done by cleaning up both alleys behind Main Street. The area on the west side could be an attractive classy area overlooking the ball park. The area on the east side could benefit by some walls displaying outdoor painting like New London. Having a winery in Manawa proved that offering something other than a dark bar is appealing to a large portion of our population.
5	Cops don't need to be sticklers when car show is going on for doing burnouts it's a car show what do you think is gonna happen
6	Elm street needs pot holes filled in
7	I found it odd that on question 25?(I think it was) where we ranked what was important that there was Fire Protection and Law Enforcement protection, but no EMS protection. I would have selected that as #1 - I feel like there has been more reliance on other communities, like Clintonville to respond which concerns me. I think focusing on building EMS services should be a priority
8	I love Manawa and appreciate the hard work of our elected officials, our paid public employees and our community volunteers! Keep up the great work!
9	I think Manawa is a great place to live! A few new businesses in downtown would help -- I try to buy local as much as possible but some things are just not available here.
10	I think the city needs to change the ordinance limiting households to 2 dogs. Our home and yard could easily accommodate 4 dogs.
11	Move the Friday night car shows elsewhere. How would you like to come home after work every Friday only to not be able to drive on the road you live on, cars burning out up and down the street, cars being rerouted in front of your home with excessive speeding, can't get to the post office because access is blocked off (is that even legal for handicapped accessibility), loud music. Why isn't it held by the triangle or even downtown? We also need to do a better job on junk ordinances. Some residents keep junk at the curb for months thinking someone wants their junk. Need more businesses/ incentives for opening a business here. Same with new housing construction and I don't mean low income housing. Road are not maintained well enough.
12	Need a laundromat and more healthy food options
13	Need housing development and then businesses will come. Bring Lindsay up-to-date with new shed for equipment, better dugouts and bleachers and better infield on softball and baseball diamonds and any other safety needs should be fixed or updated. Install handicap accessible playground equipment, replace tennis court surface and restripe and add pickle ball stripes as well. Keep basketball court as well as it's often used. No dog park - many people walk their dogs on sidewalks now and can walk from one end of town to the other on sidewalks. A dog park is a hazard, as people tend not to watch their dogs and injuries to people and dogs happens. It's a liability to the city. Skateboard park if there is room at Lindsay Park or Veteran's park.
14	Not all residents have internet.
15	Please consider skate park for teenagers
16	Please drive around the city and look at how some of the properties are taken care of. Not mowed, vehicles parked in front and back yards and not moved for months at a time. Garbage laying everywhere and blowing around the neighborhood. It's not just the downtown and the veterans park that make our city. It is every street that people drive down that helps them form their opinion of our city.
17	Please focus on getting garbage pick up a city wide thing that our taxes pay for.
18	Positive changes I've noted: This survey is great - lots of info to parse when data comes in, 3 way stop at Beech & 4th, downtown benches & they now face the street, splashpad, walking trail is shoveled in winter, snowmobiles no longer go through school playground, senior housing, a couple attractive new retail businesses downtown, broken down building replaced with Dollar General, Remington's is giant step up from

	previous store, old guard bully school board gone. Permanent, positive change takes time and effort. Keep up the good work. Yes, there's a ways to go. As my favorite aunt said, "Rome wasn't built in a day".
19	Thank you for giving the opportunity to share feedback on our community
20	The City of Manawa will not see growth until housing is developed . Then business and industry will see growth and move to our city. As far as out downtown is considered our sidewalks and street lights should be replaced. tress should be planted with tree pits. New light poles should have wireless PA system with music being played during busy downtown events. As far as adding any more parks we need to bring an aging Lindsay park up to date. Add a proper shed for equipment. Better equipment for dragging the fields. Improve dugouts, bleachers and the infield at the softball and baseball diamonds. Install wearing tracks , fix fences, fill in the pot holes and reseed. Install handicap playground equipment. Replace tennis court surface and restripe including lines for pickleball. Keep basketball court. I am dead set against a dog park. I think this will cause more problems than what it is worth than can use the sidewalks to walk their dogs. Our drinking water , police and fire are more important to me than a dog park.
21	The woodchips that were placed down at Lindsay Park that area should have been concrete a lady in an electric char got stuck, wagons get stuck it is not accessible in any way. If you put both diamonds back to back you can limit one block house and have it all in the middle. Bathrooms and all. (Turn the baseball diamond) it is truly embarrassing going to towns the same size as ours and they have beautiful ball diamonds. Everything is stopped you can even sit in lawn chairs without tipping, dugouts need to be moved down so you can see the field when sitting on the bleachers. The score board never worked the entire season of softball this year. No batting cages, no paper towel holders bathrooms are not handicap one bit. It's been YEARS it is time to get it updated.
22	We enjoy lots of outings in town with family here
23	We love our town. We appreciate all the leaders do.
24	We NEED a Kwik Trip!!! Please push for one or figure out how to get us something VERY similar! I drive out of town specifically for that reason, which brings me to other stores out of our community.
25	We need a new mayor.
26	N/A



BUILDING TRUST

YOUR PROJECT • OUR PASSION

W61N497 Washington Avenue
Cedarburg, WI 53012
262-204-2360

2820 Walton Commons West
Suite 142
Madison, WI 53718
608-249-5046



1695 Bellevue Street
Green Bay, WI 54311
920-491-9081

604 Wilson Avenue
Menomonie, WI 54751
715-235-9081

www.cedarcorp.com



APPENDIX C – ENDANGERED & THREATENED SPECIES INFORMATION

Page intentionally left blank.



APPENDIX C – ENDANGERED & THREATENED SPECIES INFORMATION

Page intentionally left blank.

Endangered & Threatened Species, Waupaca County

Scientific Name	Common Name	WI Status	Federal Status	Group
Acipenser fulvescens	Lake Sturgeon	SC/H		Rare Fishes
Acris blanchardi	Blanchard's Cricket Frog	END		Rare Amphibians
Agabates acuductus	A Predaceous Diving Beetle	SC/N		Rare Beetles
Alasmidonta marginata	Elktoe	SC/P		Rare Mussels and Clams
Alasmidonta viridis	Slippershell Mussel	THR		Rare Mussels and Clams
Alder thicket	Alder Thicket	NA		Shrub Communities
Ammodramus savannarum	Grasshopper Sparrow	SC/M		Rare Birds
Bedrock glade	Bedrock Glade	NA		Primary Habitats - Bedrock Dependent
Bird Rookery	Bird Rookery	SC		Miscellaneous Elements
Boechera missouriensis	Missouri Rock-cress	SC		Rare Plants
Bombus fervidus	Yellow Bumble Bee	SC/N		Rare Ants, Wasps, and Bees
Bombus insularis	Indiscriminate Cuckoo Bumble Bee	SC/N		Rare Ants, Wasps, and Bees
Bombus pensylvanicus	American Bumble Bee	SC/N		Rare Ants, Wasps, and Bees

Scientific Name	Common Name	WI Status	Federal Status	Group
Bombus perplexus	Confusing Bumble Bee	SC/N		Rare Ants, Wasps, and Bees
Bombus terricola	Yellowbanded Bumble Bee	SC/N	SOC	Rare Ants, Wasps, and Bees
Botaurus lentiginosus	American Bittern	SC/M		Rare Birds
Buteo lineatus	Red-shouldered Hawk	THR		Rare Birds
Calcareous fen	Calcareous Fen	NA		Herbaceous Communities - Sedge Meadows, Fens, and Bogs
Carex formosa	Handsome Sedge	THR		Rare Plants
Carex merritt-fernaldii	Fernald's Sedge	SC		Rare Plants
Chlidonias niger	Black Tern	END	SOC	Rare Birds
Cicindela patruela	Northern Barrens Tiger Beetle	SC/N		Rare Beetles
Cypripedium arietinum	Ram's-head Lady's-slipper	THR		Rare Plants
Cystopteris laurentiana	Laurentian Bladder Fern	SC		Rare Plants
Dry prairie	Dry Prairie	NA		Herbaceous Communities - Prairies
Eleocharis flavescens var. olivacea	Capitate Spike-rush	SC		Rare Plants
Eleocharis quadrangulata	Square-stem Spike-rush	END		Rare Plants

Scientific Name	Common Name	WI Status	Federal Status	Group
Eleocharis quinqueflora	Few-flowered Spike-rush	SC		Rare Plants
Emergent marsh	Emergent Marsh	NA		Herbaceous Communities - Marshes
Emydoidea blandingii	Blanding's Turtle	SC/P	SOC	Rare Reptiles
Epilobium strictum	Downy Willow-herb	SC		Rare Plants
Epioblasma triquetra	Snuffbox	END	LE	Rare Mussels and Clams
Erimyzon sucetta	Lake Chubsucker	SC/N		Rare Fishes
Etheostoma microperca	Least Darter	SC/N		Rare Fishes
Floating-leaved marsh	Floating-leaved Marsh	NA		Herbaceous Communities - Marshes
Floodplain forest	Floodplain Forest	NA		Southern Forests
Glyptemys insculpta	Wood Turtle	THR	SOC	Rare Reptiles
Lake--deep, hard, drainage	Lake--Deep, Hard, Drainage	NA		Lakes and Ponds
Lake--deep, hard, seepage	Lake--Deep, Hard, Seepage	NA		Lakes and Ponds
Lake--hard bog	Lake--Hard Bog	NA		Lakes and Ponds
Lake--shallow, hard, drainage	Lake--Shallow, Hard, Drainage	NA		Lakes and Ponds

Scientific Name	Common Name	WI Status	Federal Status	Group
Lake--shallow, hard, seepage	Lake--Shallow, Hard, Seepage	NA		Lakes and Ponds
Lioporeus triangularis	A Predaceous Diving Beetle	SC/N		Rare Beetles
Lycaeides melissa samuelis	Karner Blue	SC/FL	LE	Rare Butterflies and Moths
Lythrurus umbratilis	Redfin Shiner	THR		Rare Fishes
Maccaffertium pulchellum	A Flat-headed Mayfly	SC/N		Rare Mayflies
Malaxis monophyllos var. brachypoda	White Adder's-mouth	SC		Rare Plants
Migratory Bird Concentration Site	Migratory Bird Concentration Site	SC		Miscellaneous Elements
Minuartia dawsonensis	Rock Stitchwort	SC		Rare Plants
Moist cliff	Moist Cliff	NA		Primary Habitats - Bedrock Dependent
Moxostoma carinatum	River Redhorse	THR		Rare Fishes
Myotis lucifugus	Little Brown Bat	THR		Rare Mammals
Northern dry forest	Northern Dry Forest	NA		Northern Forests
Northern dry-mesic forest	Northern Dry-mesic Forest	NA		Northern Forests
Northern mesic forest	Northern Mesic Forest	NA		Northern Forests

Scientific Name	Common Name	WI Status	Federal Status	Group
Northern sedge meadow	Northern Sedge Meadow	NA		Herbaceous Communities - Sedge Meadows, Fens, and Bogs
Northern wet forest	Northern Wet Forest	NA		Northern Forests
Northern wet-mesic forest	Northern Wet-mesic Forest	NA		Northern Forests
Notropis anogenus	Pugnose Shiner	THR		Rare Fishes
Nyctanassa violacea	Yellow-crowned Night-Heron	THR		Rare Birds
Oak barrens	Oak Barrens	NA		Barrens and Savannas
Opuntia fragilis	Brittle Prickly-pear	THR		Rare Plants
Pentagenia vittigera	A Common Burrower Mayfly	SC/N		Rare Mayflies
Phemeranthus rugospermus	Prairie Fame-flower	SC		Rare Plants
Pine barrens	Pine Barrens	NA		Barrens and Savannas
Plauditus cestus	A Small Minnow Mayfly	SC/N		Rare Mayflies
Poor fen	Poor Fen	NA		Herbaceous Communities - Sedge Meadows, Fens, and Bogs
Protonotaria citrea	Prothonotary Warbler	SC/M		Rare Birds
Quadrula quadrula	Mapleleaf	SC/P		Rare Mussels and Clams

Scientific Name	Common Name	WI Status	Federal Status	Group
Rhynchospora scirpoides	Long-beaked Bald-rush	THR		Rare Plants
Riverine lake/pond	Riverine Lake/Pond	NA		Lakes and Ponds
Sceptridium oneidense	Blunt-lobe Grape-fern	SC		Rare Plants
Setophaga cerulea	Cerulean Warbler	THR	SOC	Rare Birds
Shrub-carr	Shrub-carr	NA		Shrub Communities
Simpsonaias ambigua	Salamander Mussel	THR	SOC	Rare Mussels and Clams
Southern dry-mesic forest	Southern Dry-mesic Forest	NA		Southern Forests
Southern hardwood swamp	Southern Hardwood Swamp	NA		Southern Forests
Southern mesic forest	Southern Mesic Forest	NA		Southern Forests
Southern sedge meadow	Southern Sedge Meadow	NA		Herbaceous Communities - Sedge Meadows, Fens, and Bogs
Southern tamarack swamp	Southern Tamarack Swamp	NA		Southern Forests
Stenelmis antennalis	A Riffle Beetle	SC/N		Rare Beetles
Stenelmis fuscata	A Riffle Beetle	SC/N		Rare Beetles
Stream--fast, hard, cold	Stream--Fast, Hard, Cold	NA		Springs and Streams

Scientific Name	Common Name	WI Status	Federal Status	Group
Trachyrhachys kiowa	Ash-brown Grasshopper	SC/N		Rare Grasshoppers and Allies
Trimerotropis maritima	Seaside Grasshopper	SC/N		Rare Grasshoppers and Allies
Tritogonia verrucosa	Buckhorn	THR		Rare Mussels and Clams
Valeriana uliginosa	Marsh Valerian	THR		Rare Plants
Viburnum cassinoides	Northern Wild-raisin	SC		Rare Plants
Viola rostrata	Long-spurred Violet	SC		Rare Plants

Source: WDNR, 2022.



BUILDING TRUST

YOUR PROJECT • OUR PASSION

W61N497 Washington Avenue
Cedarburg, WI 53012
262-204-2360

2820 Walton Commons West
Suite 142
Madison, WI 53718
608-249-5046



1695 Bellevue Street
Green Bay, WI 54311
920-491-9081

604 Wilson Avenue
Menomonie, WI 54751
715-235-9081

www.cedarcorp.com