



CITY OF TWO RIVERS
2024 Strategic Goals & Objectives
Updated and Approved by City Council April 15, 2024

I. Focus relentlessly on fiscal new revenue streams and operational sustainability.

A. Encourage and facilitate projects that will increase City tax base—both new construction and increase in market value of existing properties.

- Actively market available development and redevelopment sites, both City-owned and privately owned.
- Continue development and marketing of the Sandy Bay Subdivision by the City and its realtor.

Identify potential new sites for one and two-family residential development; engage with developers on ways to encourage economically feasible development of new owner-occupied housing in these areas. This could include City purchase of properties and/or City development incentives.

- Actively pursue development of market rate housing, both condominiums and apartments, with emphasis on downtown waterfront sites. Continue work with The Confluence, LLC for successful implementation of market rate apartment development on City-owned Eggers downtown site that is the subject of TID 16 development agreement.

Consider options for short-term (3-4 month) extension of the Development Agreement with YBR, LLC, or resume marketing efforts on this site.

- Continue work with Scott Crawford Development for successful implementation of affordable housing apartment development, West River Lofts, on former Eggers West plant site.

Continue working with developers to make this project a reality, including pursuit of supplemental funding through a WEDC Idle Sites Grant.

- Develop and implement programs to encourage reinvestment in existing housing stock. Develop new strategy for implementing “Restore Two Rivers” housing program, drawing on TIF Affordable Housing Resources as well as funding from regional CDBG housing grant program and other sources.

- Consider and implement strategies for “affordable” new, single-family housing development.
- Develop code enforcement and grant/loan incentive programs to encourage reinvestment in aging and deteriorated housing stock.
- Add: Provide annual report from CDBG Housing Loan Program contract administrator regarding the activities of this program.
- Make use of TID 13 (created 2020), TID 8 (amended 2020) and TID 12 (amended 2021) to encourage redevelopment activities in the downtown area.

Strive to fully utilize \$100,000 in 2024 budgeted funds for façade and signage improvements, downtown and elsewhere in the City.

- Adopt Amendment #2 to TID 12 boundaries and project plan; finalize development agreements to assist with moving private investment projects forward at Sauve’s Automotive and Violet Inn, as well as proposed property acquisitions.
- Continue to promote private investment at the Woodland Industrial Park, using TID 14 resources for business grants and infrastructure investment as appropriate.
- City Manager and Community Development Director to continue to meet with prospective developers over the course of 2024, regarding several key redevelopment sites and greenfield sites in the city, including:

--Former Hansen the Florist site

--Former Eggers West plant

--Former Eggers East site

--Former Paragon site, including vacant parcel listed for sale on Columbus Street

--Various properties on Washington Street in the downtown business District

--NE corner of Monroe and 16th Streets (former Ginny’s Resale)

--SW corner of Washington and 22nd Streets

--Former M & M Restaurant and adjacent properties

--Burrows waterfront property on the West Twin downtown (behind Kurtz’s)

--Former Ralph Schroeder property on Garfield Street

--Undeveloped portion of East Point

--Sites in the Columbus and Woodland Industrial Parks

--Vacant former St. Mark's School on 12th Street
2023 Washington Street (former UniMart site)

- Strive for at least three percent annual increase in the City's equalized valuation, 2023-2024 and ongoing.
- B. Recruit businesses that can take advantage of available water and wastewater treatment capacity, to help stabilize or reduce rates for those utilities. Develop a targeted strategy for marketing these assets: high quality water and available water and sewer capacity.
- C. Eliminate negative Unrestricted Fund Balance in General Fund, due to deficit balances in Water Utility and several TID's. Increase General Fund's Unrestricted Fund Balance to \$2.2 million—improve by at least \$200,000 per year (Ongoing).
- D. Eliminate Water Utility deficit—reduce by at least \$200,000 per year.
- E. Pursue acquisition for redevelopment of the vacant, tax-delinquent parcel fronting on south side of 12th Street, between Adams and Monroe Streets, from County for redevelopment.
- F. Pursue location at or near the Woodland Industrial Park for correctional facility.
- G. Pursue development hydroponic produce growing and processing operations.
- H. Highlight cost containment and efficiency measures achieved by the City in its 2024 Budget

II. Deliver outstanding city services & innovations for both sustainability and to support future growth.

- A. Develop, implement and act upon feedback mechanisms for local residents and businesses (Ongoing)
 - Pursue re-engineering/reinvigorating Two Rivers' Citizen Academy—a program started in the Police Department in the 1980's. The City of Two Rivers was a national pioneer in the development of Citizen Academy. Evaluate virtual academy options, to either replace or supplement traditional classroom and hands-on approach to Citizen Academy.
 - Hold periodic community forums on specific topics: Community development, housing issues, public safety, infrastructure issues, etc. Begin in third quarter 2024.
 - Expand "Coffee With a Cop" concept to include community outreach by other City Departments.
- B. Invest in technology to drive delivery of quality services and to achieve economies
 - Continue to develop and expand the ExploreTwoRivers.com website. Encourage more local businesses to submit events; add more features on local attractions; encourage use of the site by local businesses in order to maximize the business impact of special events.

--Continue and expand on City-produced 'focus' features on local businesses.
 - Implement new permitting software in Inspections. include on-line submissions for permits.
 - Continue to add cameras in parks and public spaces to enhance public safety, deter vandalism and prosecute ordinance violations (vandalism, dumping, other offenses): Add signage about presence of cameras, as an advisory to the public and deterrent to criminal activity.
- C. Develop and implement a strategy for better informing the public about city services and infrastructure and their contribution to economic development and community quality of life.
 - Presentations to groups and service clubs by City Mgr., Department Heads.
 - Continue to implement short informational videos on various City services, produced by Communications Coordinator.
- D. Pursue community sustainability and resiliency initiatives where considered appropriate, with input from the Environmental Advisory Board and involving community partner organizations.
- E. Implement SwimSmart beach advisory system in 2024 at Neshotah Beach and New Beach, with funding from Room Tax Commission, involvement of NOAA Marine Sanctuary.

III. Drive strategic community development.

- A. Secure the former Hamilton property for redevelopment by 2024 year-end.
- B. Emphasize continued redevelopment in the City's downtown and downtown waterfront areas
 - Work with The Confluence, LLC to successfully implement project on former Eggers downtown property
 - Consider options for short-term (3-4 month) extension of Development Agreement with YBR, LLC, or resume marketing efforts on this site.
 - Pave "Phase 2" of South Breakwater Trail project—a trail segment south along the shoreline, behind DPW and back out to Mariners Trail just north of the Lighthouse Inn property.
 - Continue grant program to help fund for façade and sign grants, both downtown (in partnership with Main Street) and along major commercial corridors (City TID or Economic Development funding)
 - Strive to fully utilize \$100,000 in 2024 budgeted funds for façade and signage improvements, downtown and elsewhere in the City.
 - Work within City government and with community groups to both maintain the new Central Park West 365 project to high standards, and to continue to program and promote the park as a year-round hub for downtown activities. Expand Summer season programming and build on the success of Cool City Christmas event to fill the period from Thanksgiving to Christmas with downtown activities, helping drive business activity.
 - Develop plans and community fund-raising strategy for next phase of downtown Christmas decorations and lighting. Implement "Phase 2" of downtown Christmas decorations upgrade in 2024.
 - City Council rep and City Manager actively participate as members of the Main Street Board. Continue to cooperate with Main Street in:
 - Expanding streetscape and signage to better incorporate the 22nd Street corridor as part of the downtown district
 - Offering façade and sign grants to businesses in the BID district
 - Promoting public art in the downtown area
 - Filling vacancies in downtown storefronts
 - Place high priority on development of new, market-rate housing (rental or condo) on the downtown waterfront to aid in revitalizing downtown.

C. Emphasize redevelopment investment along Memorial Drive and Lake Michigan shoreline south of downtown

- **Develop** master plan for upgrades to Spirit of the Rivers Wayside and adjacent lands acquired by City in January 2020

Some of this will start with the major shoreline planning/design initiatives cited below. Should consider engaging a park designer like Parkitecture in developing a master plan for the SOTR Wayside and second wayside to the south.

- Pursue funding for rehabilitating that portion of Mariners Trail located in Two Rivers not resurfaced in 2020-21 and for replacing split rail fence along trail.
- Pursue funding for installation of pedestrian-activated flashers on Memorial Drive at 12th, Madison and Columbus (in that priority order) in 2025 and future years, to make these crossings safer.
- Complete improvements between Washington Street bridge and Jefferson Street (East Gateway Corridor), which included an improved, off-street trail; this \$100,000 improvement has been deferred for two years and needs to be completed in 2024. Include plans for permanent display of Coast Guard motor lifeboat.
- Aggressively pursue acquisition of CN Railroad right-of-way to aid in redevelopment in this corridor; get contract with CN signed and process underway in 2024.
- Develop and pursue implementation of plans to upgrade Lake Michigan shoreline adjacent to City Public Works and Utility facilities and south of Lighthouse Inn to Manitowoc for improved public access, habitat restoration and shoreline protection/resiliency.

--City in late 2023 and 2024 has secured \$506,000 in funding, from three grant sources, to fund plans for shoreline stabilization, stormwater management, improved public access and habitat improvement along its Lake Michigan shoreline in the areas described above.

Funding sources include:

--\$280,000 from the National Fish and Wildlife Foundation's Sustain Our Great Lakes (SOGL) program, for planning and design work, and some improvement projects, all along the shoreline.

--\$66,000 from the Fund for Lake Michigan (approved March 22, not yet announced), to cover local most match on the above grant. Balance of

approximately \$33,000 local match would be in-kind staff time or Storm Water Utility investment in demonstration projects along shoreline.

--\$160,000 from the Great Lakes-St. Lawrence Seaway Cities Initiative, which in turn was funded with a NF&WF National Coastal Resilience Fund grant. (No local match requirement.) The Cities Initiative solicited coastal resiliency project proposals from communities around Lake Michigan, seeking to award funding for 4 projects. The project submitted by Two Rivers: planning and design for shoreline restoration and stabilization, improved natural habitat and public recreational use for the Lake Michigan beach between the South Pier and the Lighthouse Inn (from the City's 2013 Harbor Master Plan, was selected for funding.

These grant-funded activities should be completed in 2024 and 2025 and will lay a solid foundation for seeking implementation funds to improve the publicly-owned Lake Michigan shoreline in these areas.

Add for 2024:

--Complete in 2024 and 2025 the planning and design activities for the City's south lakeshore, as funded through Save Our Great Lakes, Coastal Resiliency and Fund for Lake Michigan grants (\$506,000 total); make these plans the basis for securing funds for implementation of physical improvements to this area of shoreline.

--In tandem with the above planning activities, develop a site-specific master plan for the City-owned properties between Taylor Street and the Chamber of Commerce (10+ acre area, comprised of two major waysides. Pursue funding in 2024, undertake planning in 2025.

--Also in tandem with the above planning activities, undertake a space needs assessment for ultimately replacing and relocating the City's public works yard and garage, as well as the water and electric service building to a new, non-lakefront location.

D. Invest in critical infrastructure, leveraging available funding from non-City sources to maximize investment.

- Complete street/utility reconstruction projects budgeted for 2024: Roosevelt Avenue reconstruction and scattered site lead water lateral replacement.

Identify 2025 street and utility projects and begin providing information to impacted property owners not later than July 31, 2024.

- Continue to aggressively pursue funding for lead water service lateral replacement throughout the city.

- Develop plans for effective use of American Rescue Plan Act funds; work with County to use all available City and County ARPA funds for city infrastructure.
- Implement low-interest loan program to aid in funding private side laterals, using Safe Drinking Water loan funds. Identify any additional sources of State and Federal funding to keep local costs for lead abatement at the minimum level necessary.

E. Implement City of Two Rivers Tourism Program, under the direction of the Room Tax Commission and Explore Two Rivers, Inc.

- Address location and facility needs for Two Rivers visitor welcome center, both near-term and long-term

Develop updated concept plan and cost estimates for adaptive re-use of historic water pumping station at Memorial Drive and Lake Street as Two Rivers welcome center. Adopt strategy for making this project a reality by 2026, with at least half of the estimated \$1.2 million project cost to be funded from non-local sources, and the bulk of local source funding from room taxes and TID funds.

- Design and implement new system of wayfinding signage, to guide visitors to community attractions and destinations
- Maximize tourism benefits to Two Rivers from implementation of National Marine Sanctuary: "Wisconsin's Shipwreck Coast"

F. Lobby Federal government for needed investment in Lake Michigan harbor infrastructure to address shoaling and storm surge issues

G. In pursuit of all the above goals, make strategic use of development incentives

- Make strategic use of TIF for housing initiative cited above and for infrastructure work cited above.
- Stay on top of State and Federal funding programs that may assist with local development, including Community Development Block Grant funding and various funding programs offered through the WEDC (Idle Sites, Community Development Investment Grants, etc.), WI Department of Tourism, etc.

IV. Continue to grow a vibrant, sustainable, safe & connected community while respecting our traditions & history to attract new residents, visitors & new businesses.

- A. Address the need for additional tools (ordinances, policies, grant and loan programs) and enforcement resources (possible additional personnel) to address deteriorated properties
 - Consider licensing and inspections program for all residential rental properties
 - Consider licensing program for hotels and motels
- B. Develop voluntary design standards and incentives for investment in historic properties. This goal has been a subject of discussion at several meetings of the TR Main Street Design Committee, including consultation with representatives of the State Historical Society. A current topic with that committee.
- C. Develop design standards and incentives for new development and redevelopment in the downtown and downtown waterfront areas.
- D. Update and continue implementation of 2013 Bike/Ped Facilities Plan
- E. Continue phased implementation of Neshotah Park Master Plan that was adopted in 2023.
- F. Complete and adopt updated Park and Open Space Plan (AKA Comprehensive Outdoor Recreation Plan, CROP)
- G. Foster development of the local arts community as an integral component of community quality of life and economic development Cooperate with Main Street in downtown public art initiatives.
- H. Support downtown murals as part of joint façade program with Main Street
- I. Review and consider modifications to local regulations on short-term vacation rentals.

V. Encourage employees' personal and professional development, invest in employees to deliver the highest quality services for our community today and tomorrow while being a preferred city for career opportunities.

- A. Recruit and retain employees whose professional and educational backgrounds and interests are consistent with the City's goals
- B. Retain good employees by encouraging ongoing professional development, supported by City budgeted resources and through active pursuit of grant funding.
- C. Ongoing emphasis on staff development. Highlight professional development activities through periodic reports at City Council meetings.
- D. Recruit and retain good employees by maintaining competitive, market-based pay scales.
- E. Implement modified Summer hours for City Hall on a trial basis in 2024, as a no-cost enhanced benefit for non-union support staff and possible enhancement to customer service.
- F. Lay groundwork to implement performance appraisal process and merit pay adjustments at department head level in 2023.
- G. Develop and maintain succession plans for positions of City Manager, department heads and other key positions.
- H. Plan and budget for recruitment, selection and hiring of a new City Manager in mid-2025, based on current retirement plans of incumbent. City Council, under the lead of the Personnel and Finance Committee, to evaluate search consultant options and make recommendations regarding recruitment and selection process.

VI. Enhance and promote the City's identity and brand story throughout the region.

- A. Tell Two Rivers' story through effective implementation of branding strategy, using the most effective communication channels, digital and traditional, both for tourism and overall economic development
- B. Target message to drive economic development, new residential growth, and tourism.
- C. Continue to expand "Made in Two Rivers" initiative; create "Made in Two Rivers" link on EXPLORETWORIVERS.COM website.
- D. Leverage community and regional resources to help promote Two Rivers' brand story, including:
 - TRBA
 - Two Rivers Main Street
 - Two Rivers Historical Society
 - Hamilton Wood Type and Printing Museum
 - Woodland Dunes Nature Center

 - Local Arts Community
 - Area Realtors—
 - Local Employers—meetings about "Made in Two Rivers" by Brand Ambassadors
 - Progress Lakeshore
 - Manitowoc Area Visitor and Convention Bureau
 - Chamber of Manitowoc County