

**DRAFT**

**TWO  
RIVERS  
WISCONSIN**



**20-YEAR COMPREHENSIVE PLAN**

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# Acknowledgments

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**DRAFT**  
**Aug 31, 2022**

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# Introduction

Located along Lake Michigan, the City of Two Rivers is a great place to live and work in northeastern Wisconsin. There is a strong sense of Lake Michigan's vibrant past as a fishing and shipping hub. It has a reputation for strong municipal services, waterfront activities and outstanding natural amenities. It has a history grounded in creativity and entrepreneurship. While business, services, and natural amenities remain important defining characteristics of the region, the city's residents have also benefited from its strong manufacturing base.

The need for good city planning is always paramount. Strategic investments and continued transformation over the planning period will allow Two Rivers to reposition itself for growth. This comprehensive plan will help to guide growth and development as Two Rivers evolves and changes over the next 20 years.

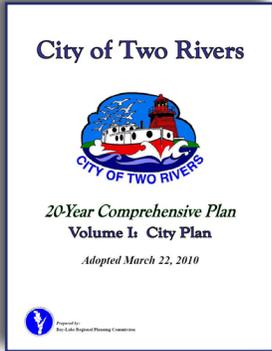
## PURPOSE OF THE PLAN

This document presents a comprehensive plan for the City of Two Rivers. It is a long-range planning document which uses a 20-year planning period, from 2020 to 2040. The purpose of the comprehensive plan is to guide development through 2040 by reflecting the city's shared vision and priorities for future growth.

The City of Two Rivers is legally obligated to have a comprehensive plan. Wisconsin's Comprehensive Planning Law (Wis. Stats. 66.1001) requires every governmental jurisdiction that regulates the use of land through a land division ordinance, shoreland zoning ordinance, general purpose zoning ordinance, or official map to have an adopted comprehensive plan. As part of the State Statute requirements, a comprehensive plan must be updated every 10 years.

Prior to the establishment of this document, the City of Two Rivers last adopted its Comprehensive Plan in 2010. Given existing statutory requirements, the City of Two Rivers was ready for a plan update, but moreover, they wanted to ensure its policies guiding development and funding decisions still aligned with the community's goals and vision for growth.

Accordingly, this plan establishes new policies to guide decision-making in Two Rivers over the next 20 years and creates a fact base to support the documented policies, any future changes to the zoning code, and other planning initiatives or efforts undertaken through 2040. City planning policies can be found in the Implementation portion of this document (Chapter 7).



**PLANNING  
PROCESS**

This plan was prepared by the City of Two Rivers Plan Commission with the assistance of the Bay-Lake Regional Planning Commission. The planning process involved:

- Review of past and relevant planning efforts led by the City of Two Rivers or other entities. Efforts reviewed and considered included Two Rivers previous Comprehensive Plan (2010), Two Rivers Economic & Community Development Strategic Plan (2017), the Manitowoc County Hazard Mitigation Plan 2020-2025 (2020), the Bay-Lake Region's Comprehensive Economic Development Strategy (2017), the NE WI Coastal Resiliency Study (2021).
- Review of the city's existing zoning ordinance and land use maps.
- Discussion with City of Two Rivers staff, specifically around the topic of future facility needs and known infrastructure gaps.
- Discussion with the City of Two Rivers Plan Commission at their regularly occurring meetings to review updates of the plan and discuss feedback on the draft plan elements; maps; and the plan's goals and objectives.
- Public outreach and stakeholder engagement.
- Technical analysis, using data from multiple sources including the State of Wisconsin, the U.S. Census Bureau, and other publicly available data from public and private sources.

The City of Two Rivers should review this plan annually and update it every ten years, or when officials, the public, or stakeholders identify valid rationale. Completing updates will allow the City of Two Rivers to integrate new ideas, developments, and outcomes not known at the time of this planning process.

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# Chapter

# 1

## City Profile





# City Snapshot



The Lester Public Library - Walking Path

## Population (2020)

**11,271**

Change from the 2010 US Census 11,712, or -3.8%

Source: U.S. Census, 2020

## Total Housing Units

**5,638**

Source: U.S. Census

## Civilian Labor Force

**5,934**

Source: U.S. Census

## Yr. 2040 WDOA Population Projection

**9,990**

Source: Wisconsin Department of Administration

## Yr. 2040 Household Projection

**4,715**

Source: Wisconsin Department of Administration

## Unemployment Rate

**4.6 %**

Source: U.S. Census

## Median Age

**44.6**

Source: 2020 American Community Survey 5-Year Estimates.

## Median Household Income

**\$49,994**

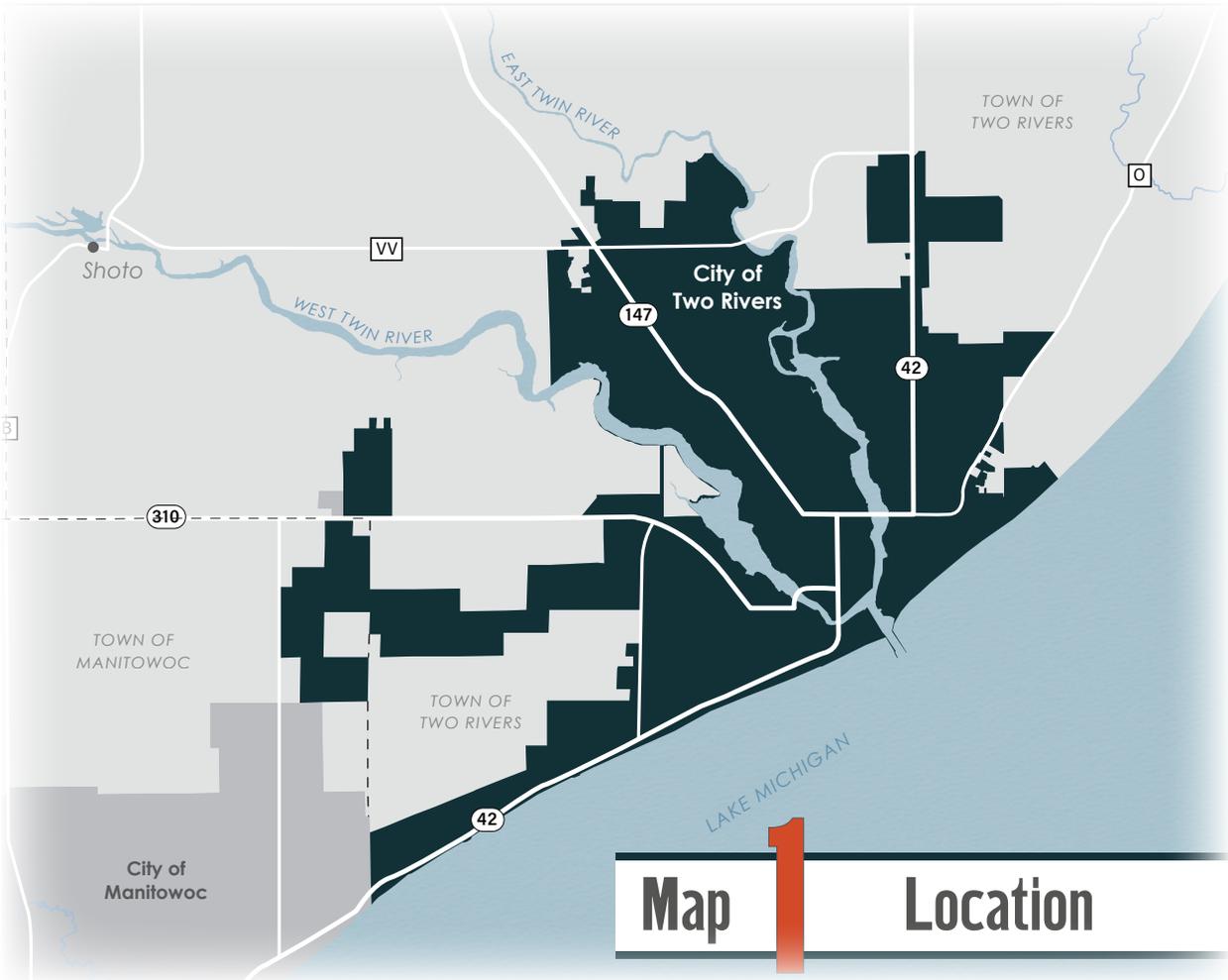
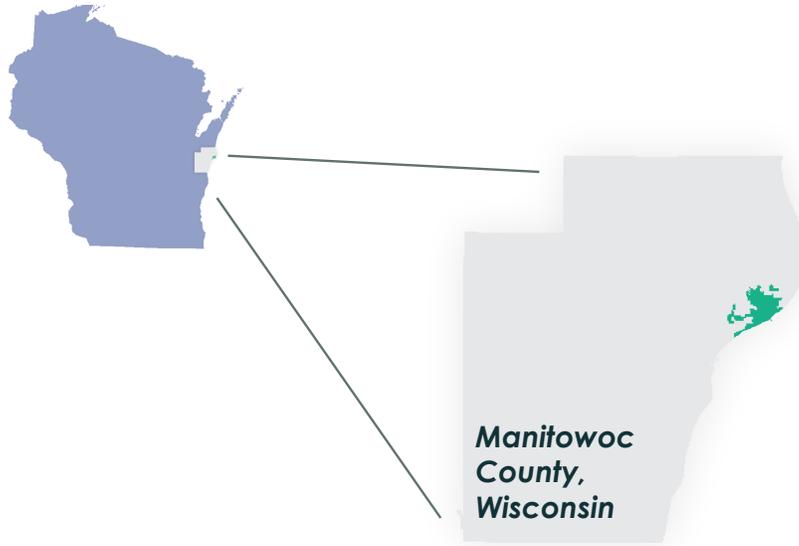
Source: 2020 American Community Survey 5-Year Estimates

## Largest Industry

**Manufacturing**

Employment: 1,950 or 33.6%

Source: U.S. Census



Two Rivers, Wisconsin

# Demographic Trends

## HISTORIC POPULATION

Two Rivers demographic profile describes resident characteristics and household trends that influence housing choice, and therefore, Two Rivers housing market. The primary factors that influence housing choice and other city needs are income, household size and composition, and the householder’s age. This section documents these and other factors relevant to Two Rivers and relative to the State of Wisconsin, Manitowoc County, and nearby local jurisdictions.

Table 1 illustrates the population trends of the city from 1980 to 2020. The information details a clear picture of Two Rivers population decline over the last several decades.

Two Rivers is affected by regional trends. For example, Manitowoc County lost over 1,500 residents from 2000 to 2020.

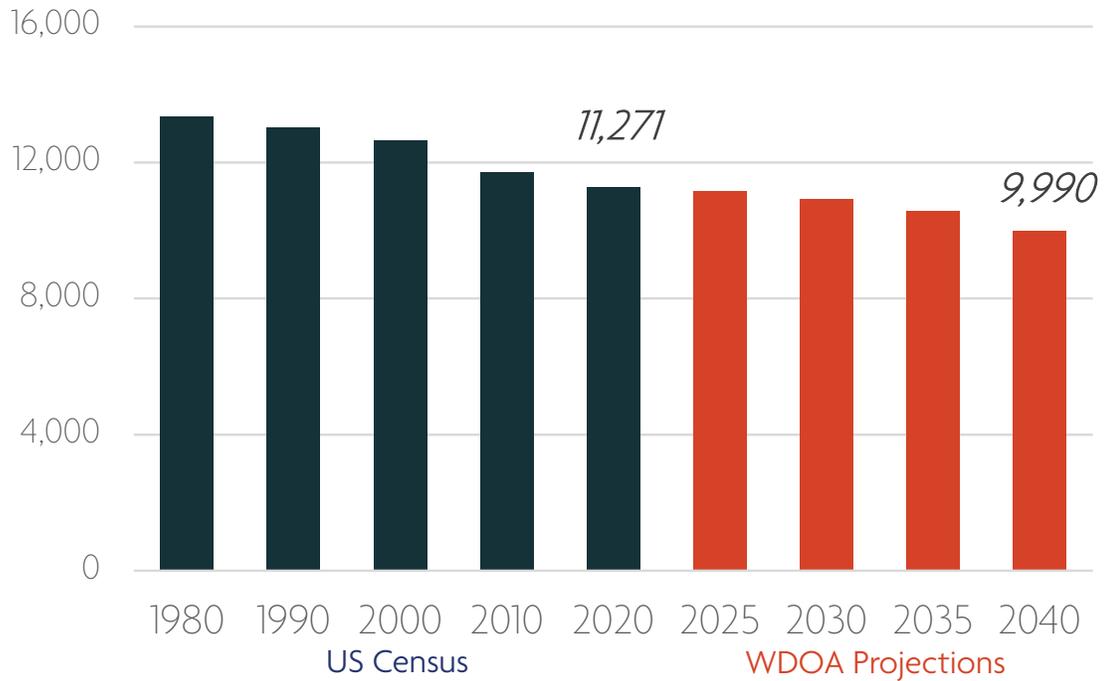
**TABLE 1 : HISTORICAL POPULATION TRENDS**

|                            | City of Two Rivers | Manitowoc County | Wisconsin |
|----------------------------|--------------------|------------------|-----------|
| 1980                       | 13,354             | 82,918           | 4,705,642 |
| 1990                       | 13,030             | 80,421           | 4,891,769 |
| 2000                       | 12,639             | 82,887           | 5,363,675 |
| 2010                       | 11,712             | 81,422           | 5,686,986 |
| 2020                       | 11,271             | 81,359           | 5,893,718 |
| <b>Change 2010 to 2020</b> |                    |                  |           |
| Number                     | -441               | -63              | 206,732   |
| Percent                    | -3.8%              | -0.1%            | 3.6%      |
| Source: 2020 US Census     |                    |                  |           |

**POPULATION PROJECTIONS**

Wisconsin Demographic Services Center projects that Two Rivers population base will steadily decline to 9,990 people by 2040 (see Figure1).

**FIGURE 1: POPULATION PROJECTIONS**



Source: US Census, Source: Wisconsin Department of Administration.



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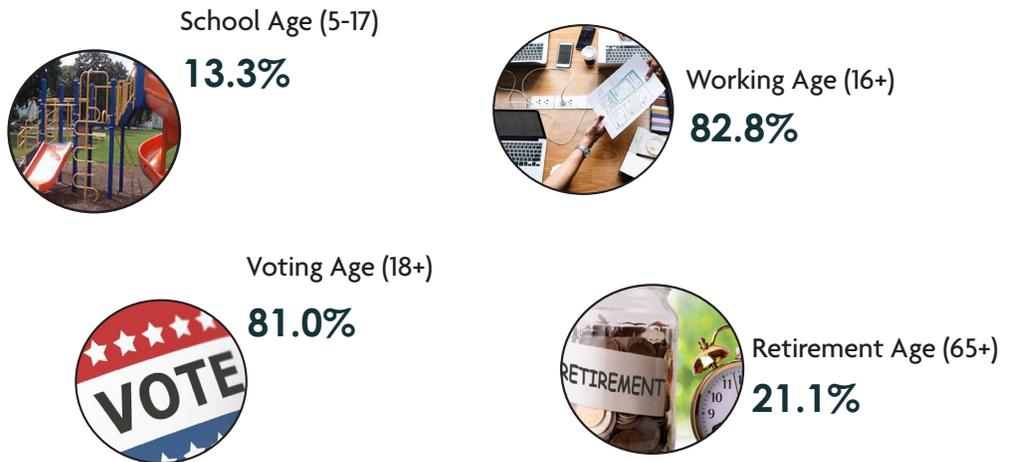
**POPULATION  
DISTRIBUTION  
BY AGE**



**Two Rivers median age in 2020 was 44.6 years, compared to the 2000 figure of 38.2 years.**



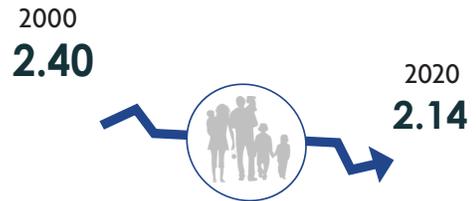
2020 American Community Survey 5-Year Estimates



**HOUSEHOLD SIZE**



Household size describes the number of people living in the household. According to 2020 American Community Survey, From 2000 to 2020 the City of Two Rivers average household size declined, like most other jurisdictions in Manitowoc County and northeast Wisconsin.



- In 2020, about 67 percent of Two Rivers households were one- or two person households.
- Of the single-person households, 17 percent were 65 years of age or older.
- About 23 percent of the city’s households (1,179 households) have children.

**HOUSEHOLD INCOME**

**Earnings**

Median household income earnings are lower in Two Rivers than the rest of Manitowoc County and the State of Wisconsin.

**TABLE 2: MEDIAN HOUSEHOLD INCOME**

| Municipality       | Median Household Income |
|--------------------|-------------------------|
| City of Two Rivers | \$49,994                |
| Manitowoc County   | \$58,464                |
| Wisconsin          | \$63,293                |

Source: 2020 American Community Survey 5-Year Estimates

Income is the factor that most influences housing choice (or lack of choice in instances where households have an inability to afford housing that meets their needs).

The average, household in the City of Two Rivers earns about \$8,500 per year less than households in Manitowoc County overall and about \$13,300 less than households in Wisconsin.

# Chapter

# 2

## Housing and Neighborhood Development



**HOUSING AND NEIGHBORHOOD DEVELOPMENT GOAL:**  
Promote investment in new housing and the maintenance of existing housing to meet current and future community needs.

# Housing

## HOUSING INVENTORY

This section describes Two Rivers housing stock and occupancy characteristics. In some instances, this section compares the city's housing market to the county, state, and nearby local jurisdictions to understand Two Rivers role within the broader region.

### Historic Total Housing Units

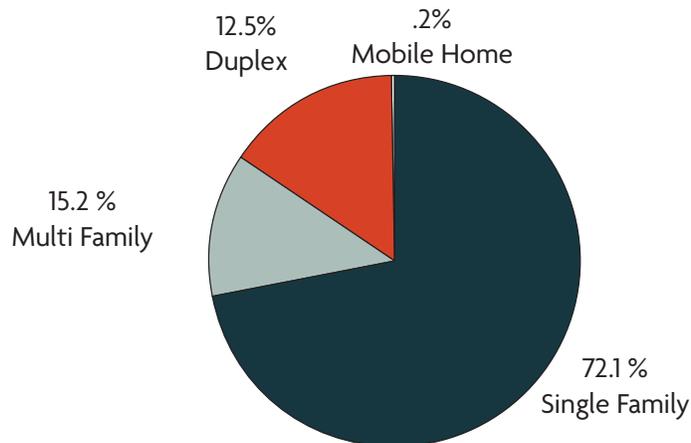
|              |       |
|--------------|-------|
| <b>1990:</b> | 5,414 |
| <b>2000:</b> | 5,547 |
| <b>2010:</b> | 5,698 |
| <b>2020:</b> | 5,638 |



### Two Rivers Occupancy in 2020

- **Occupied** 5,119
- **Vacant** 519
  - Approximately 150 of the city's vacant units are used for seasonal, recreational, or occasional use.

FIGURE 2: HOUSING TYPE



2020 American Community Survey 5-Year Estimates



**AGE OF HOUSING**

Nearly 74 percent of the housing units in Two Rivers were built prior to 1980. This aging housing stock, if not well-maintained, will impact the availability of quality homes for current and future residents. Housing quality is one of Two Rivers primary challenges.

**TABLE 3: AGE OF HOUSING**

| YEAR HOUSING BUILT    |       |
|-----------------------|-------|
| Built 2014 or later   | 0     |
| Built 2010 to 2013    | 3     |
| Built 2000 to 2009    | 173   |
| Built 1990 to 1999    | 428   |
| Built 1980 to 1989    | 201   |
| Built 1970 to 1979    | 677   |
| Built 1960 to 1969    | 836   |
| Built 1950 to 1959    | 912   |
| Built 1940 to 1949    | 432   |
| Built 1939 or earlier | 1,862 |

Source: 2020 American Community Survey 5-Year Estimates

**HOUSING TENURE**

Housing tenure describes whether an occupied dwelling unit is owner or renter-occupied. About 71 percent of Two Rivers housing is owner-occupied.

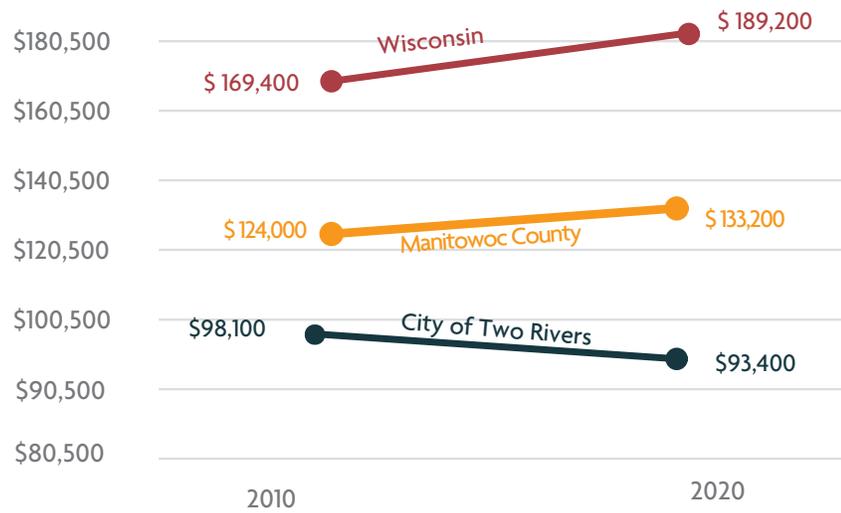
**TABLE 4: HOUSING TENURE**

| Occupied Housing Units by Tenure, 2020 |               |              |
|--|---------------|--------------|
|  | Occupied      | Rental       |
| Two Rivers                             | <b>70.9 %</b> | <b>29.1%</b> |
| Manitowoc County                       | <b>75.9 %</b> | <b>24.1%</b> |
| State of Wisconsin                     | <b>67.1%</b>  | <b>32.9%</b> |

Source: 2020 American Community Survey 5-Year Estimates

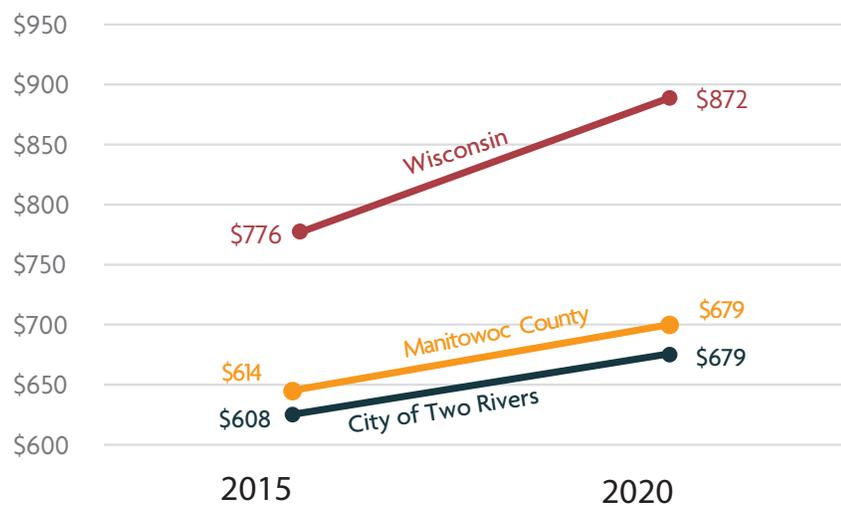
**HOUSING COSTS  
AND AFFORDABILITY**

**FIGURE 3: MEDIAN HOUSE VALUE**  
Owner-occupied housing units in Two Rivers 2010-2020.



2020 American Community Survey 5-Year Estimates

**FIGURE 4: MEDIAN GROSS RENT**  
Two Rivers Rental Units, 2015-2020.



2020 American Community Survey 5-Year Estimates

**Housing Affordability**

The Department of Housing and Urban Development (HUD) defines “cost burden” as households paying 30 percent of their income or more on housing costs and “severely cost burden” as households paying 50 percent of their income or more on housing costs. Understanding rates of cost burden helps to determine the extent to which households are struggling to afford housing in Two Rivers and the region.

Overall, 22 percent of Two Rivers’ households are cost burdened or severely cost burdened. Median housing cost for housing units with a mortgage in the City of Two Rivers was \$956 in 2020.

Renters are more likely to be cost burdened than homeowners in Two Rivers. In 2020, 30 percent of the city’s renters were considered cost burdened.

**HOUSING  
FORECAST**

Based on projection’s provided by the Wisconsin’s Demographic Service Center, Two Rivers’ population and number of households is forecast to decline through 2040. While demand for new housing will not be driven by new household growth, the City of Two Rivers will still need to address aging housing stock.

In addition, public intervention can encourage population growth over the planning period, thereby influencing housing demand, by supporting redevelopment of existing housing and development of new housing to (1) retain existing residents and (2) attract new families and people who work but do not currently live in Two Rivers.

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**DEMAND FOR  
HOUSING THROUGH  
YR 2040**

**Housing Conditions**

Some of Two Rivers' housing stock will require complete redevelopment, which could introduce opportunities for well-designed infill projects especially in the opportunity zone on the south side of the city within the classified Priority Growth/Redevelopment Areas in the Future Land Use component of this plan.

**High End Housing**

Two Rivers has a limited supply of new housing types available for middle and high income households. Households with higher earnings seeking accommodations in the area may choose housing in Two Rivers that costs less than what they can afford that is lower quality than what they would prefer. To address this issue, Two Rivers will need to work or partner with developers to make re/development of higher amenity housing a reality.

**Variety of Affordable Housing**

Many households struggle to afford housing, particularly renters. The city will need to support these household's efforts to stay in the community. To retain them, Two Rivers should encourage re/development of housing types that are typically more affordable relative to traditional, single-family detached housing. Options may include multiplex housing, cottage cluster housing, micro homes and well-integrated multifamily housing. A wider variety of comparatively affordable housing, dispersed throughout the city (and in high opportunity areas), may also help to attract new residents in Two Rivers.

**Seniors**

The population aged 60 and older make up Two Rivers' largest age group. Over the planning period, Two Rivers will need to provide opportunities for re/development of smaller units for seniors to downsize into (e.g., accessory dwelling units, cottages, town homes, and apartments), as well as age-restricted retirement communities, assisted living facilities, independent living facilities, and nursing homes.

## POTENTIAL HOUSING DEVELOPMENT

Developing new housing in Two Rivers is a priority for the city, both to serve the needs of existing residents who may want to downsize or move into a retirement community or assisted living, and to attract young families and workers who are employed in and around the Two Rivers community. Based on community engagement feedback and the perceived market need in Two Rivers, the city's biggest priorities for housing development include:

- New single-family housing (in existing neighborhoods and future developments).
- Condo style units.
- Apartments and rental units suitable for the Two Rivers workforce and young families.
- Infill development in residential areas that can accommodate more growth with easy access to amenities.

There are several locations within Two Rivers that are adjacent to existing public services and have been identified as possible areas for redevelopment or new residential development. The city has sanitary sewer capacity to accommodate future housing development throughout the city. These sites include:

- **Land Adjacent to the High School**  
This large parcel is privately owned and is currently actively being used as agricultural land. This parcel does not currently have utility connection, but utilities could easily be extended to this area from adjacent development.
- **Former Paragon Site on Memorial Drive**  
This site is approximately 27 acres and is designated as a Priority Growth Area/Redevelopment Site. There has been an effort to market it for industrial use since 1999 with a project coming to fruition in 2021.
- **West River Lofts**  
The project was recently awarded State of Wisconsin LIHTC Tax Credits for a of 54 unit apartment complex. 46 units will be designated as affordable.

## HOUSING PROGRAMS

A variety of Housing Programs are available through the city, provided by Manitowoc County, the state, and at the federal level. The Brown County Housing Authority administers the Section 8 Housing Choice Voucher Program (HCVP), available to the city a major federal affordable housing program. The programs listed below are resources available to residents of the city:

**State and Federal Agencies** that help individuals or families with housing needs include the Wisconsin Housing and Economic Development Authority (WHEDA), U.S. Department of Housing and Urban Development and others. Within the city, it is expected that assistance with home improvements and rent will continue to be a great need as the population continues to age.

**The Wisconsin Housing and Economic Development Authority (WHEDA)**, an independent authority, provides low-cost, fixed interest rate mortgages to low- and moderate-income individuals and families and administers housing grants on a yearly basis to eligible applicants.

**City of Two Rivers Housing Rehabilitation Loan (CDBG-Housing) and The Northeastern Wisconsin Housing Rehabilitation Loan Program**, provides 0 % interest, 30 year home improvement loans to homeowners and landlords. For homeowners, gross household income must be at or below 80 percent of the median county income. No loan payments are required until the home is sold, refinanced, or no longer the primary residence of the applicant. For landlords, five year pay back loans are available for rental unit repairs provided the unit is/will be rented to tenants who are low/moderate income.

**The City of Two Rivers** maintains options for seniors and the special needs population. Agencies such as Lakeshore CAP and Manitowoc County Habitat for Humanity help locate, finance, and develop housing for first-time home buyers, along with persons with various physical and mental disabilities or other special needs.



# Chapter

# 3

- Land Use
- Environmental & Cultural Landscape



**ENVIRONMENTAL AND CULTURAL LANDSCAPE GOAL:**  
The city's natural, cultural and recreational features are assets to be managed with care to keep them accessible for future generations.



# Existing Land Use

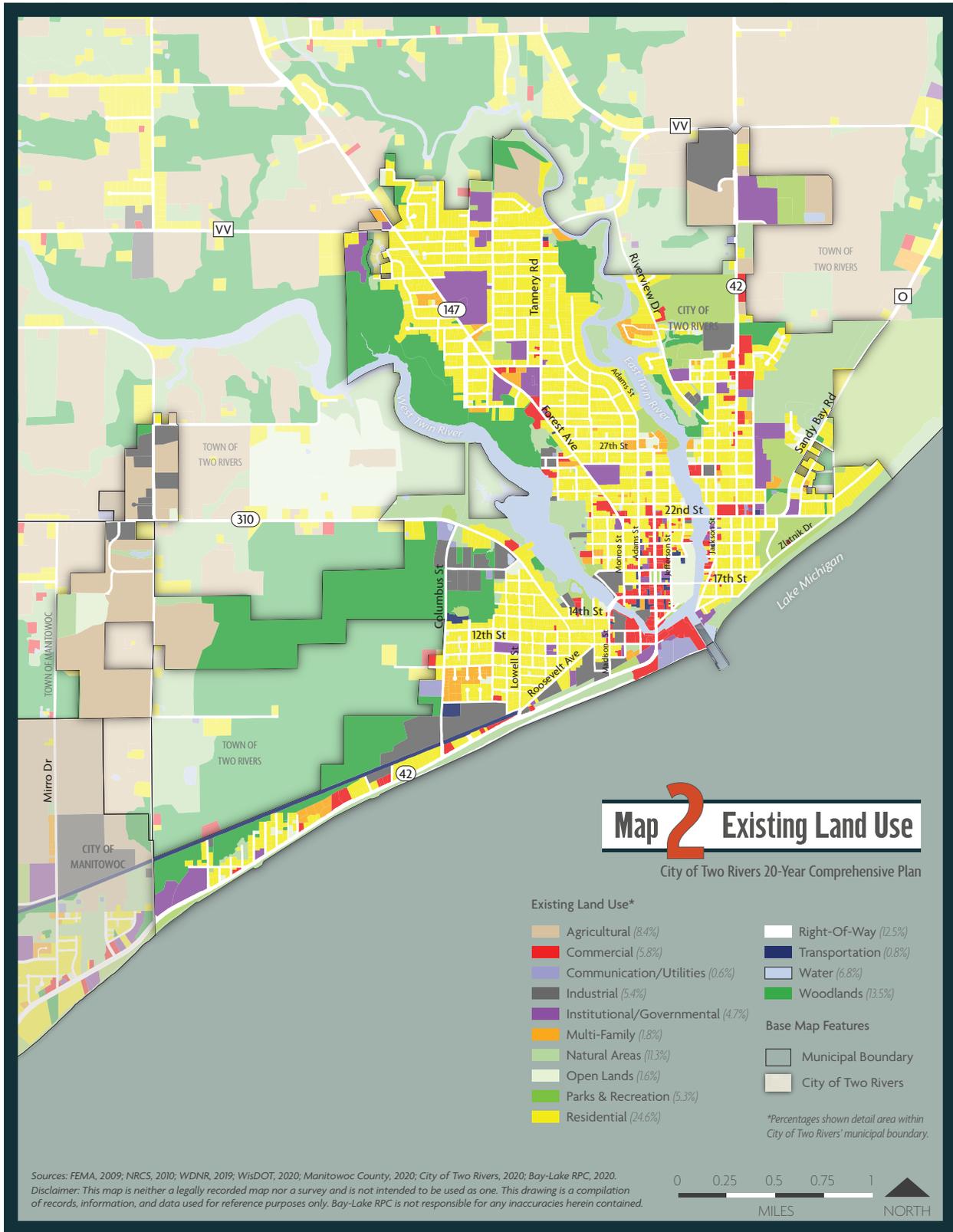
**LAND USE PATTERNS**

The patterns of development within the city follow those established throughout the City of Two Rivers history. With the city's development at the confluence of two major rivers and on the shores of Lake Michigan; residential, service, commercial, and industrial uses located to conveniently serve the population. Industry, relied on waterways for power and transport of goods and supplies, developed near the rivers. Commerce and social establishments formed at the center of the city. Residences that initially concentrated around the city center began to extend outward, filling vacant areas with uses compatible with the surroundings. Some of these patterns have endured over time, however, transportation and technology improvements have had an impact on future growth patterns.

A detailed field inventory of land uses in the City of Two Rivers was completed by the Bay-Lake Regional Planning Commission in 2008 and updated in 2021.

**TABLE 5: EXISTING LAND USE, CITY OF TWO RIVERS**

| Land Use Type              | Total (Acres) | Total Land (Percent) |
|----------------------------|---------------|----------------------|
| Agriculture                | 348.54        | 8.36%                |
| Commercial                 | 117.47        | 2.82%                |
| Communication/Utilities    | 26.68         | 0.64%                |
| Institutional/Governmental | 195.68        | 4.70%                |
| Industrial                 | 225.20        | 5.40%                |
| Multi-Family               | 73.16         | 1.76%                |
| Natural Area               | 468.70        | 11.25%               |
| Open Lands                 | 67.92         | 1.63%                |
| Parks and Recreation       | 222.29        | 5.33%                |
| Residential                | 1024.54       | 24.58%               |
| Right-Of-Way               | 518.76        | 12.45%               |
| Transportation             | 33.90         | 0.81%                |
| Water                      | 283.66        | 6.81%                |
| Woodlands                  | 561.08        | 13.46%               |
| Total                      | 4,167.58      | 100.00%              |



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# Environmental Resources

This section of the plan contains data and maps reflecting the City of Two Rivers’ natural resources. Resources include surface water, floodplains, wetlands, wildlife habitat, parks and open space, historical and cultural resources, recreational areas and other significant natural areas.

The environmental features of Two Rivers define the city’s identity and character. These environmental resources help support the natural systems that provide for wildlife and a healthy environment, are a source for economic development opportunities, and provide opportunities for recreation.

## **WATER RESOURCES**

Two Rivers is named for the East Twin and West Twin rivers which flow through the city before joining at the harbor on Lake Michigan. These water features contributed to the history of the City of Two Rivers and continue to define the city’s environment.

## **LAKE MICHIGAN WATER LEVELS**

Two Rivers contains roughly five miles of Lake Michigan shoreline. Recently, Lake Michigan rose over six feet from a record low in 2013 to record highs in 2020. Fluctuations in lake levels have had substantial impacts in the Two Rivers planning area. Low water levels reduce water depths, which impairs boat navigation and requires expensive dredging. High water levels cause flooding and erosion, not only impacting properties along the lake shoreline, but also those properties along the East and West Twin rivers.

**COASTAL  
RESOURCES**

The Lake Michigan coastline offers a variety of features for the City of Two Rivers including boating, beaches, shoreland, wetlands, recreation, unique habitats, etc. The city also contains approximately 30 critical facilities (i.e., bridges, utilities, community facilities) in its coastal/shoreland areas and it is important to protect these valuable assets in order to help maintain and improve community health and safety, aesthetics, and economic viability. It is important to consider resiliency when planning along the shoreline areas due to potential impacts that fluctuating lake levels and significant weather events can have on the city's infrastructure and valuable environment.

**WETLANDS**

Wetlands are a valuable ecological resource that is involved in recharging the underlying groundwater system and are home to a varying combination of plants and animals. Wetland habitats typically contain the highest diversity of plants and animals, including endangered species.

**FLOODPLAINS**

Floodplains are defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. The City of Two Rivers, including its three mile planning area, contains areas of floodplains running predominantly along the East and West Twin rivers

For planning purposes, floodplains in Two Rivers provide for storm water retention, groundwater recharge, habitat for various types of waterfowl and wildlife and are considered a valuable recreational resource. However, the likelihood of flooding can be increased due to increased development and paving which increases the rate in which storm waters run off the land.

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## ENVIRONMENTAL CORRIDORS

An environmental corridor is a portion of the landscape that contains and connects natural areas, green space, and scenic and historic areas, scientific areas, recreational areas, and cultural resources. Map 3 illustrates the environmental corridors within the City of Two Rivers.

The following criteria was used to delineate environmental corridors within the City of Two Rivers:

1. Wetlands (2 acres or greater);
2. 100-year floodplains;
3. Steep slope (12% or greater); and
4. Surface waters with a 75-foot building setback.

Environmental corridors, along with other identified areas of environmental significance in Two Rivers, should be taken into consideration when making future development decisions in the city and its planning area.

## ENVIRONMENTALLY SIGNIFICANT AREAS

### Woodland Dunes

Woodland Dunes Nature Center and Preserve is located just southwest of the City of Two Rivers. It contains over 1,500 acres of hardwood & conifer forests, wetlands, and prairies. The area contains 14 ridges and swales that are home to Monarch butterflies, bats, amphibians, mammals, and over 400 plant species. The location is significant for songbirds and other migratory birding. A Butterfly Garden/habitat, along with seven miles of hiking trails (including a 2.25 mile segment of the Ice Age Trail), can also be enjoyed by visitors.

Woodland Dunes attracts thousands of visitors year-round and serves as an interactive outdoor classroom for many students in the area.

**WOODLANDS**

Woodlands within the City of Two Rivers consist of trees lining most of the streets. The surrounding planning area also contains concentration of woodlands, primarily found in the Woodland Dunes, Point Beach State Forest, and along the East and West Twin Rivers.

The City of Two Rivers also has an urban forestry program established for the planting and sustained management the community's trees.

**TWO RIVERS COMMUNITY GARDEN**

Located at 3801 Mishicot Road in the city, the Two Rivers Community Garden offers gardening plots for a rental fee of \$25 per year. Each plot consists of three raised beds measuring 3x20 feet in size. This volunteer operated community garden is fenced and contains amenities and essential gardening tools that can be shared by all users. The Community Garden is usually full each growing season.

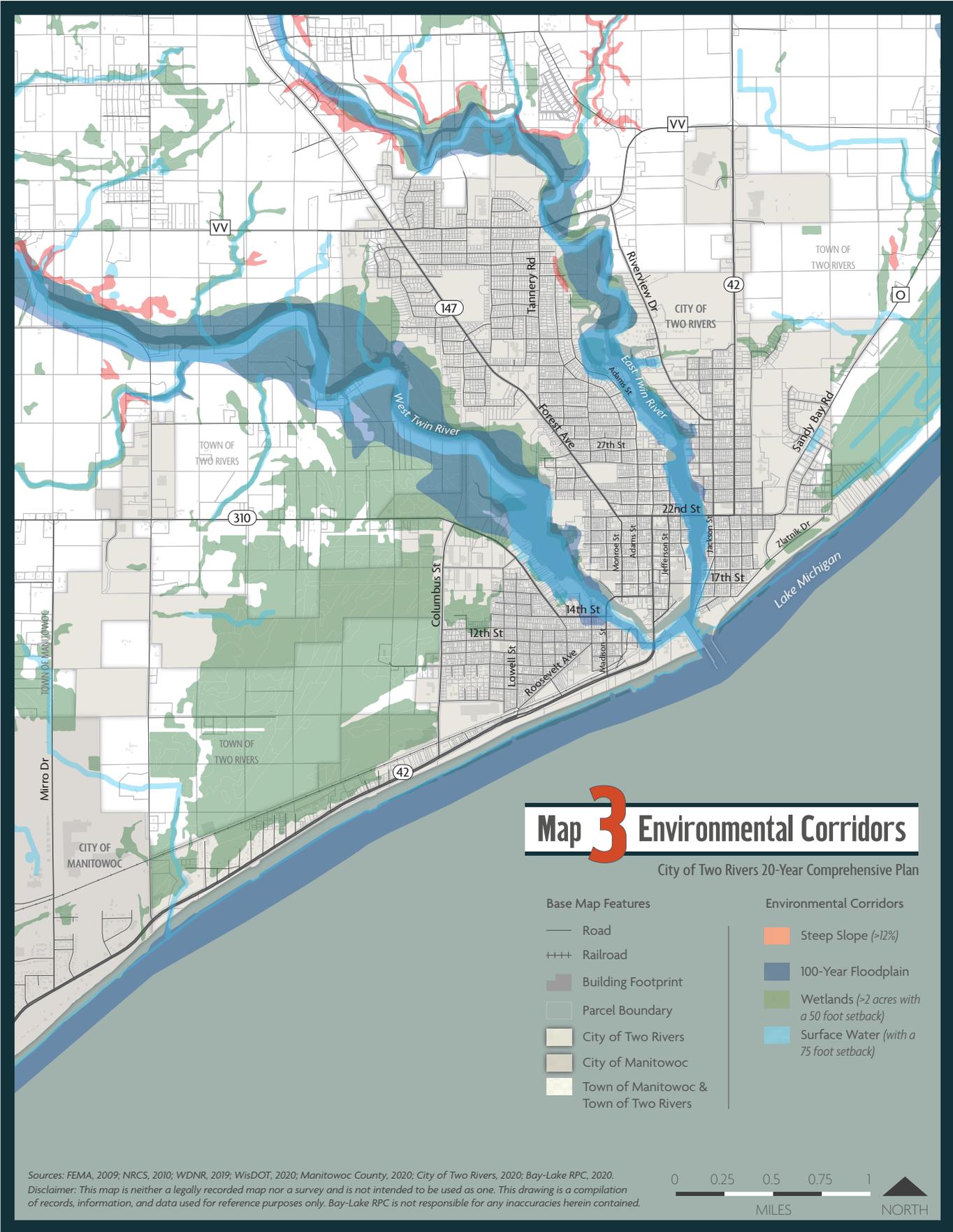
**AGRICULTURAL RESOURCES**

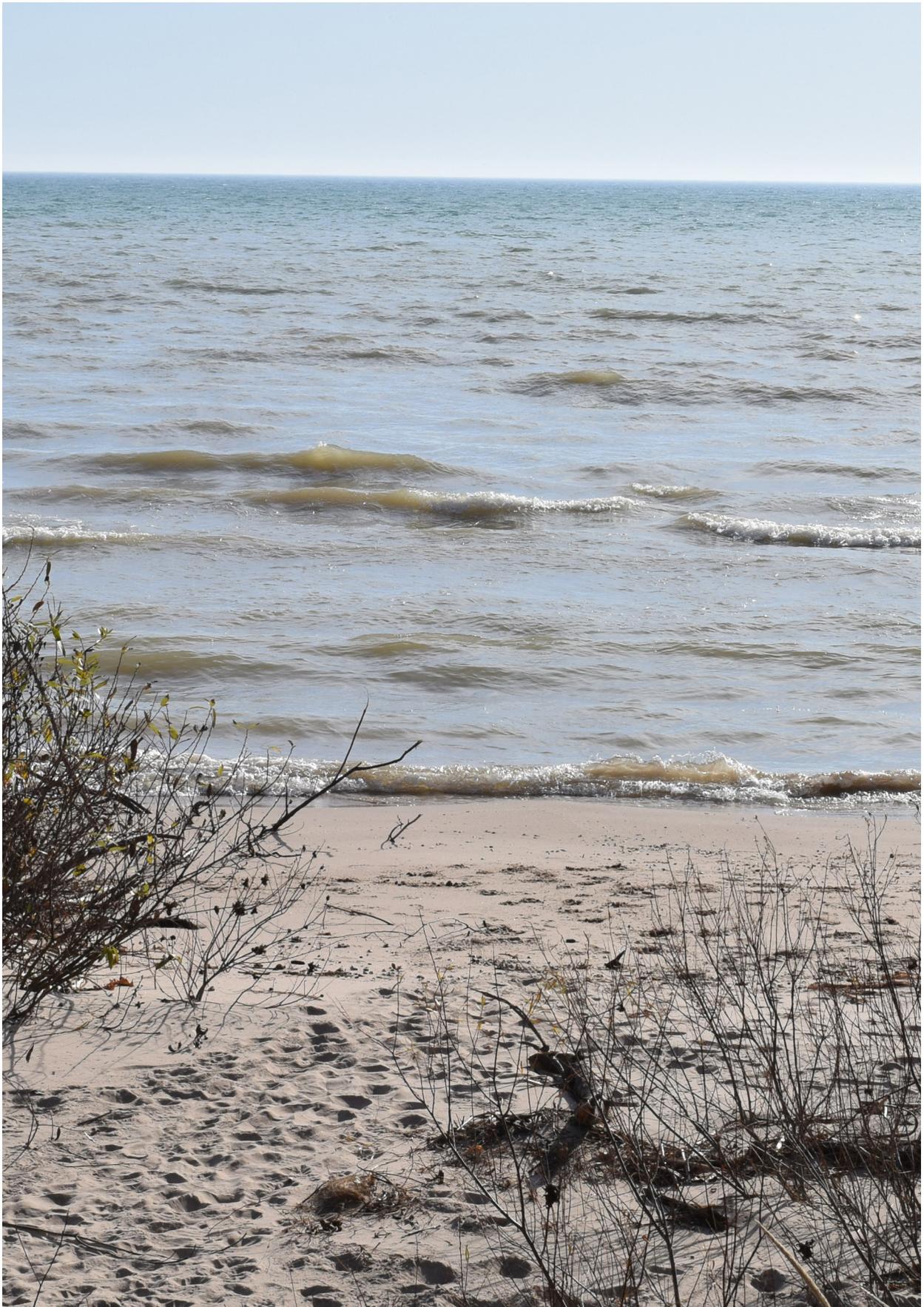
According to a land use inventory conducted by the Bay-Lake Regional Planning Commission in 2021, the City of Two Rivers contains approximately 300 acres of crop and pasture land. Prime agricultural soils are scattered throughout the city's planning area. Although the amount of farmland in the city is small, it does contribute to the significance of agriculture in all of Manitowoc County. Agriculture plays an important role in the economic, cultural, and social structure of Manitowoc County and it is essential to preserve these areas for continued agricultural activities whenever possible.

**Farmers Market**

Two Rivers Farmers Market is located on West Park Street and operates Saturday morning and Thursday afternoon each week during the growing season.







# Historical and Cultural Resources

## HISTORIC AND CULTURAL RESOURCES

The Wisconsin Historical Society, Division of Historic Preservation has numerous sites in Two Rivers that are on the National or State Register of Historical Places. Properties listed in the Register include historic districts, various sites, and buildings. See Map 4 for the location of historic/cultural sites in Two Rivers.

The architecture, scale, and uniqueness of the city's historic buildings have a broad appeal. Future planning of the city should continue to successfully revitalize residential communities and the downtown area where needed and capitalize on the unique assets of the past.





## Map 4 Historical & Cultural Features

City of Two Rivers 20-Year Comprehensive Plan

- |  |   |
|--|---|
| <p><b>Base Map Features</b></p> <ul style="list-style-type: none"> <li>— Road</li> <li>+++ Railroad</li> <li>■ Building Footprint</li> <li>▭ Parcel Boundary</li> <li>■ City of Two Rivers</li> <li>■ City of Manitowoc</li> <li>■ Town of Manitowoc &amp; Town of Two Rivers</li> </ul> | <p><b>Historical/Cultural Points</b></p> <ol style="list-style-type: none"> <li>1. Bernard Schwartz House</li> <li>2. Hamilton Wood Type &amp; Printing Museum</li> <li>3. Historic Washington House</li> <li>4. J.E. Hamilton Community House</li> <li>5. Rogers Street Fishing Village</li> <li>6. St. Luke's Church Complex</li> <li>7. Two Rivers History Museum</li> <li>8. Two Rivers Lighthouse</li> <li>9. Two Rivers Post Office</li> </ol> <ul style="list-style-type: none"> <li>■ Central Park Historic District</li> <li>■ Frenchside Fishing Village Historic District</li> </ul> |
|--|---|

Sources: WisDOT, 2016, 2020; WDNR, 2019; WHS, 2020; Manitowoc County, 2020; City of Two Rivers, 2020; Bay-Lake RPC, 2021.  
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**Chapter**

**4**

**Economic  
Development**



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# Economic Development

The City of Two Rivers has identified strategies for economic growth and vitality that will maintain and enhance the identity and quality of life in the City of Two Rivers for years to come. Because the economy is interrelated with all aspects of community life, the economic development priorities have an impact on strategies developed for other community characteristics such as natural resources, housing, transportation, utilities, and land use.

## BACKGROUND

As detailed on the city's updated land use inventory, the City of Two Rivers contains over 100 acres of commercial land and over 200 acres of industrial land. Over \$200 million spent on construction since 1999 illustrates Two Rivers' growth in infrastructure improvement, residential development, healthcare, and industrial construction.

Businesses in the city are supplied by public utilities, including an ultra-filtration water plant and a fiber optic network. Transportation facilities are maintained in the city, along with Manitowoc County Airport eight miles southwest of the city and Green Bay's Austin Straubel International Airport 33 miles north of Two Rivers. Interstate Highway 43 is located seven miles west of Two Rivers. Attributes that can help attract employees include good public and parochial schools, a library, a hospital and medical center, riverfront property, lakefront property, a low crime rate, moderately priced housing, and a variety of recreation facilities.

## TOURISM

Being situated on the shores of Lake Michigan, and having six miles of Lake Michigan beach, the tourism industry plays an important role in the City of Two Rivers economy. Hotels, Point Beach State Forest, seasonal homes, and retail stores complement the walking and biking trails, as well as the many parks, historic sites, and other area attractions.

Two Rivers industries are located primarily in the Woodland Drive and Columbus Street industrial parks. However, VT Industries, Riverside Foods, Metal Ware, and other significant employers are located on their campuses within the community. Industries continue to be attracted to Two Rivers by the city's quality workforce, moderately priced business properties, taxes and utility rates, experienced economic development staff, and several incentive programs. Incentives for business development include the city's Economic Development Revolving Loan Program, an Opportunity Zone, and a Facade Improvement Program to attract investors.

**ECONOMIC DEVELOPMENT GOAL:**  
**Grow the local economy while supporting the existing workforce, businesses, and employers.**

According to the Wisconsin Department of Workforce Development, approximately 64 percent of the City of Two Rivers' residents are part of the civilian labor force (i.e., persons sixteen years of age or older who are employed or seeking employment). The national average is around 63 percent.

**LABOR FORCE CHARACTERISTICS**

**TABLE 6: EMPLOYMENT STATUS**

| Municipality        | Civilian Labor Force | Employed | Unemployed |
|---------------------|----------------------|----------|------------|
| City of Two Rivers: | 5,810                | 5,676    | 134        |

Source: U.S. Census Bureau, 2020 ACS 5-Year Estimates

**TABLE 7: EDUCATIONAL LEVELS**

| Municipality       | % High School Graduate or Higher | % Some College | % Bachelor's Degree or Higher |
|--------------------|----------------------------------|----------------|-------------------------------|
| City of Two Rivers | 39.7                             | 20.8           | 19.5                          |
| Manitowoc County   | 36.4                             | 22.3           | 21.9                          |
| Wisconsin          | 30.3                             | 20.5           | 30.8                          |

Source: 2020 American Community Survey 5-Year Estimates

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## COMMUTING TRENDS

Identifying and tracking commuting patterns is a labor market concept that refers to worker flows between communities. These commuting patterns highlight the communities that have a strong economic base and are able to attract workers from surrounding communities.

Conversely, it demonstrates which areas lack local employment opportunities for their residents, or perhaps serve as “bedroom” communities with more affordable housing options in comparison to other locations.

Residents that **commute out**  
of Two Rivers for work: **72.4%**

Residents living and **working**  
**in** Two Rivers: **27.6%**

Two Rivers residents **working**  
**from home:** **3.7%**



**Average travel  
time to work 20.4  
minutes**

ECONOMIC BASE

**TABLE 8: EMPLOYMENT BY OCCUPATION**

| Occupation   | Two Rivers | Manitowoc County |
|--|------------|------------------|
| Management, business, science, and arts occupations          | 1,376      | 12,464           |
| Service occupations  | 1,293      | 6,449            |
| Sales and office occupations                                 | 818        | 7,479            |
| Natural resources, construction, and maintenance occupations | 583        | 4,149            |
| Production, transportation, and material moving occupations  | 1,606      | 9,755            |
| Employed civilian population 16 years and older              | 5,676      | 40,306           |
|  |            |                  |
| Source: U.S. Census Bureau, 2020 ACS 5-Year Estimates        |            |                  |



**TABLE 9: EMPLOYED PERSONS BY INDUSTRY**

| Industry   | City of Two Rivers |       |
|--|--------------------|-------|
|  | 2020               | 2010  |
| Agriculture, forestry, fishing and hunting, and mining                                     | 288                | 35    |
| Construction   | 150                | 131   |
| Manufacturing  | 1,884              | 1,523 |
| Wholesale trade  | 82                 | 46    |
| Retail trade   | 521                | 303   |
| Transportation and warehousing, and utilities  | 263                | 206   |
| Information  | 55                 | 110   |
| Finance and insurance, and real estate and rental and leasing                              | 160                | 113   |
| Professional, scientific, and management, and administrative and waste management services | 230                | 147   |
| Educational services, and health care and social assistance                                | 1,089              | 771   |
| Arts, entertainment, and recreation, and accommodation and food services                   | 606                | 218   |
| Other services, except public administration   | 179                | 59    |
| Public administration  | 170                | 166   |
| Total  | 5,676              | 3,828 |
| Source: U.S. Census Bureau, 2020 ACS 5-Year Estimates                                      |                    |       |

**EMPLOYMENT  
FORECAST****Employment Forecast**

Wisconsin's Department of Workforce Development projects that employment in the Bay Area Region (in which Two Rivers is located) will grow at an average annual growth rate of 0.35 percent between 2018 and 2028. The City of Two Rivers can monitor business growth and development to better track future employment trends to determine if the city following historic trends of Manitowoc County or future projections for the larger Bay Area Region.

According to the Wisconsin Department of Workforce Development's occupational projections for the state between 2018 and 2028, the following are the top 10 occupations forecast to have the greatest number of total openings:

- Food and Beverage Serving Workers
- Retail Sales Workers
- Personal Care and Service Workers
- Information and Record Clerks
- Material Moving Workers
- Motor Vehicle Operators
- Construction Trade Workers
- Business Operations Specialists
- Production Occupations
- Office and Administrative Support Workers



Serving Brown, Door, Florence, Kewaunee,  
Manitowoc, Marinette, Menominee, Oconto,  
Outagamie, Shawano, and Sheboygan counties

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## **TOURISM**

Prior to 2022, the Manitowoc Area Visitor & Convention Bureau (MAVBC) served as the city's entity for promoting tourism in the area. Currently, the City of Two Rivers no longer contracts with MAVBC and will likely move forward with creating its own commission for tourism in the near future.

## **REDEVELOPMENT & BROWNFIELDS**

As of July 2022, seven environmental incidences in the City of Two Rivers are classified as open, meaning activities are in need of cleanup or cleanup is still underway. All of the open cases in Two Rivers are Environmental Repair (ERP). ERP's are sites, other than Leaking Underground Storage Tanks, that have contaminated soil and/or groundwater. Examples include industrial spills or releases that require long-term investigation, buried containers of hazardous substances. Community officials should understand the type and location of these incidences within the city. These areas may be prime locations for redevelopment.

Refer to the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR website for further details on environmental incident types and status reports.

The city has several brownfield sites or areas that contain the presence or potential presence of a hazardous substance, pollutant, or contaminant. These Priority Growth Areas/Redevelopment Sites are considered prime locations for clean up and revitalization in the City of Two Rivers. Two Rivers, along with the City of Manitowoc, received an EPA Brownfields Assessment Grant in 2021 to assist with activities that will aid with redevelopment.

Map 6 of this document illustrates the following Priority Growth Areas/Redevelopment Sites in the City of Two Rivers.

- Former Hamilton Factory
- Former Eggers Site
- 24 Acre Brownfield Area along the West Twin River
- Former Paragon Site
- Former Hansen Floral Site
- Former Concrete Batch Plant Site
- Future Planned Corridor
- Burrows and Neshotah Shores Land
- Wilson Street Site

**PROGRAMS,  
RESOURCES &  
PARTNERS**

**Economic Development Revolving Loan Program**

The City of Two Rivers has a loan program to assist businesses with real estate acquisition, building improvements and/or expansions, and equipment purchases. The program requires a private match of 50%. The program offers a favorable interest rate and up to a 20-year term.

**State of Wisconsin Main Street Program  
(Two Rivers Main Street)**

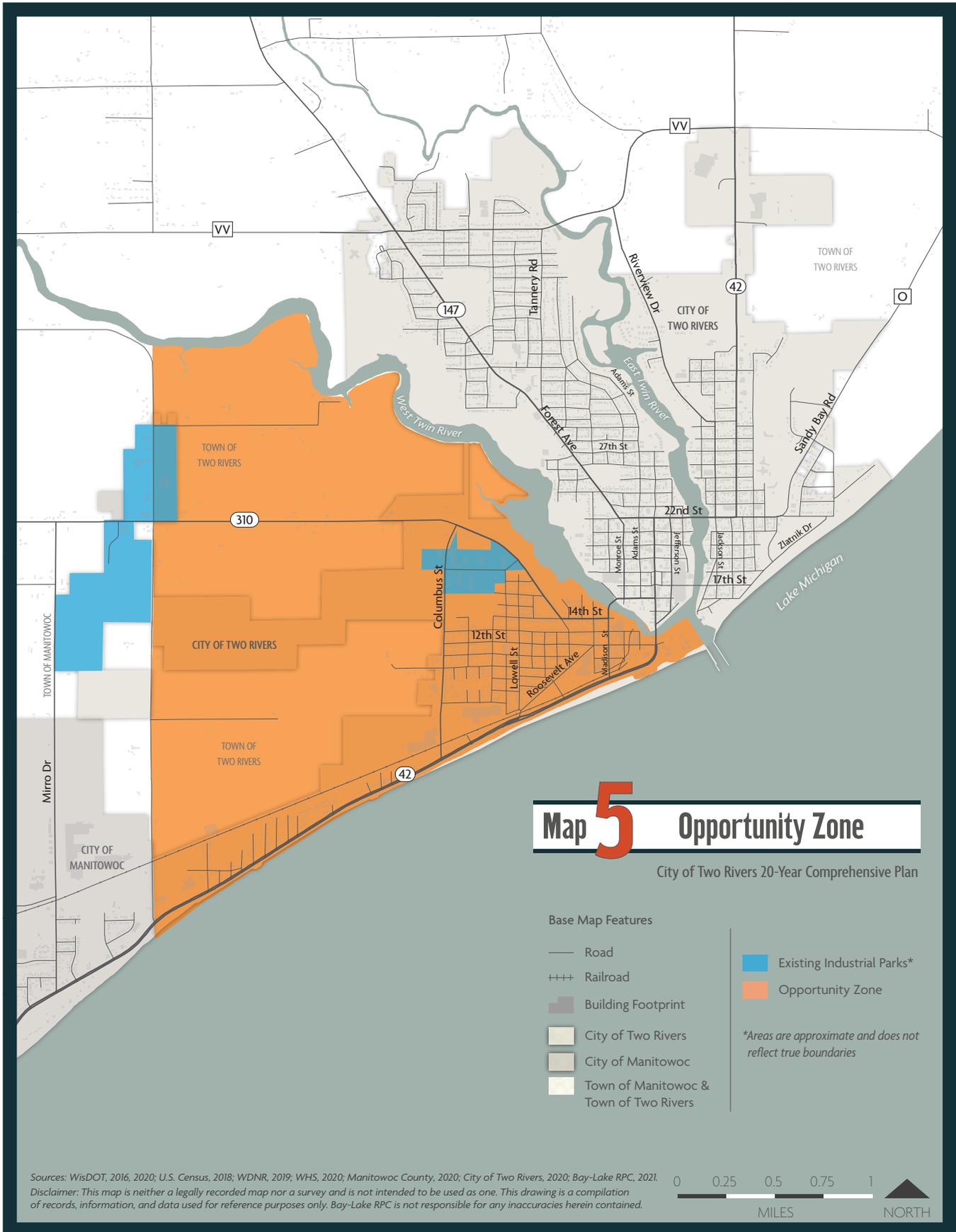
The City of Two Rivers currently contains **Two Rivers Main Street**. It is an educational, non-profit corporation that was accepted into the Wisconsin Main Street Program in 1995. The Main Street Program is a comprehensive revitalization program that promotes the historic and economic redevelopment of traditional businesses in the downtown areas of Wisconsin communities. Two Rivers Main Street coordinates events and programming within the city.



**TAX  
INCREMENTAL  
DISTRICTS  
(TID)**

A TID is the land area associated with development and redevelopment projects. Tax Incremental Financing (TIF) is a tool available to cities and villages in Wisconsin under section 66.1105 of the Wisconsin Statutes for redeveloping blighted areas, promoting redevelopment through environmental remediation, and encouraging new industrial development. TIF can be used to cover costs of public works or improvements including costs for demolition, land assembly, public improvements, and new buildings.

In Two Rivers, three (3) of the existing TID districts have assisted industrial development (i.e., Metal Ware/TIF 3, Woodland Industrial Park/TIF 5, and Eggers Industries/TIF 9). The existing TID districts have assisted with redevelopment of blighted properties for residential uses.



# Map 5 Opportunity Zone

City of Two Rivers 20-Year Comprehensive Plan

**Base Map Features**

- Road
- +++ Railroad
- Building Footprint
- City of Two Rivers
- City of Manitowoc
- Town of Manitowoc & Town of Two Rivers

- Existing Industrial Parks\*
- Opportunity Zone

*\*Areas are approximate and does not reflect true boundaries*

Sources: WisDOT, 2016, 2020; U.S. Census, 2018; WDNR, 2019; WHS, 2020; Manitowoc County, 2020; City of Two Rivers, 2020; Bay-Lake RPC, 2021.  
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**OPPORTUNITY  
ZONES**

Created under the 2017 Tax Cuts and Jobs Act (TCJA), Opportunity Zones comprise 8,764 census tracts, nominated by State and Territorial executives and certified by the U.S. Department of the Treasury. The Opportunity Zones tax incentive is designed to spur economic development and job creation. Census Tract 45 in the City of Two Rivers is an eligible development zone.

Businesses that utilize Wisconsin Opportunity Zone Funds may be able to defer federal capital gains tax on the re-invested funds until Dec. 31, 2026. Businesses will have the additional benefit of being able to exclude up to 20% of the deferred gain from Wisconsin tax for investments held for at least five years and 30% from Wisconsin tax for investments held for at least seven years. Lastly, businesses will not be taxed on the appreciation of their investment by the Internal Revenue Service or the Wisconsin Department of Revenue.

Area groups that assist with business promotion and development include the Two Rivers Business Association, Progress Lakeshore, The Chamber Manitowoc County, and the New North.



**Chapter**

**5**

**Future Land Use**



**TWO  
RIVERS**  
WISCONSIN

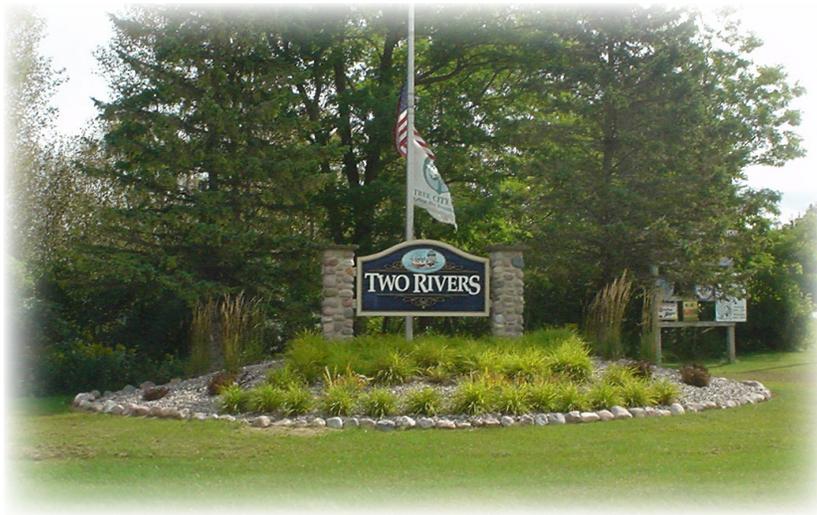


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# Future Land Use

The city's future land use plan details land use needs, along with a basic strategy and physical plan to guide the location of land use development/preservation in Two Rivers over the next 20 years.

This portion of the plan details the suggested development strategy for the city's 20-year planning period. The future land use classifications best represent the common themes for development and redevelopment in the City of Two Rivers.



## LAND USE GOAL:

To manage growth and redevelopment in the City of Two Rivers that afford opportunities for efficient development patterns, economic development, sustainable natural resources, and improved quality of life.

**20-YEAR LAND USE  
PLAN**

Two Rivers' future land use plan is called "The 20-Year Land Use Plan." It is meant to provide a visual interpretation of what the city envisions to achieve over the next 20 years and beyond within its planning area. The recommended development areas identified on the map extend into the city's three-mile extraterritorial planning area, while primarily staying within the Manitowoc-Two Rivers Sewer Service Area (SSA) boundary which would make public sewer extensions available to new growth. The design is not, however, meant to be a prediction. The map serves as a living asset which can be amended as needed to address the community's current needs and preferences.

The 20-Year Land Use Plan is illustrated in Map 6 and quantified in Table 10.

The purpose of each land use designation is documented on the pages following Map 6. Detailed actions for each land use designation (e.g., type, location, density, etc.) are further described in the Implementation portion of this document (Chapter 7).



# Map 6 20-Year Land Use Plan

City of Two Rivers 20-Year Comprehensive Plan

## Future Land Use

- Rural Residential
- Residential
- Mixed Use
- Commercial & Service Business
- Industrial
- Governmental/Institutional/Utilities
- Parks & Recreation
- Natural Areas/Open Space
- Environmental Corridor Overlay

## Base Map Features

- Municipal Boundary
- Water
- City of Two Rivers

## Priority Growth Areas/Redevelopment Sites

- 1a. Former Hamilton Factory
- 1b. Former Eggers Site
2. 24 Acre Brownfield Area along the West Twin River
3. Former Paragon Site
4. Former Hansen Floral Site
5. Former Concrete Batch Plant Site
6. Future Planned Corridor
7. Burrows and Neshotah Shores Land
8. Wilson Street Site

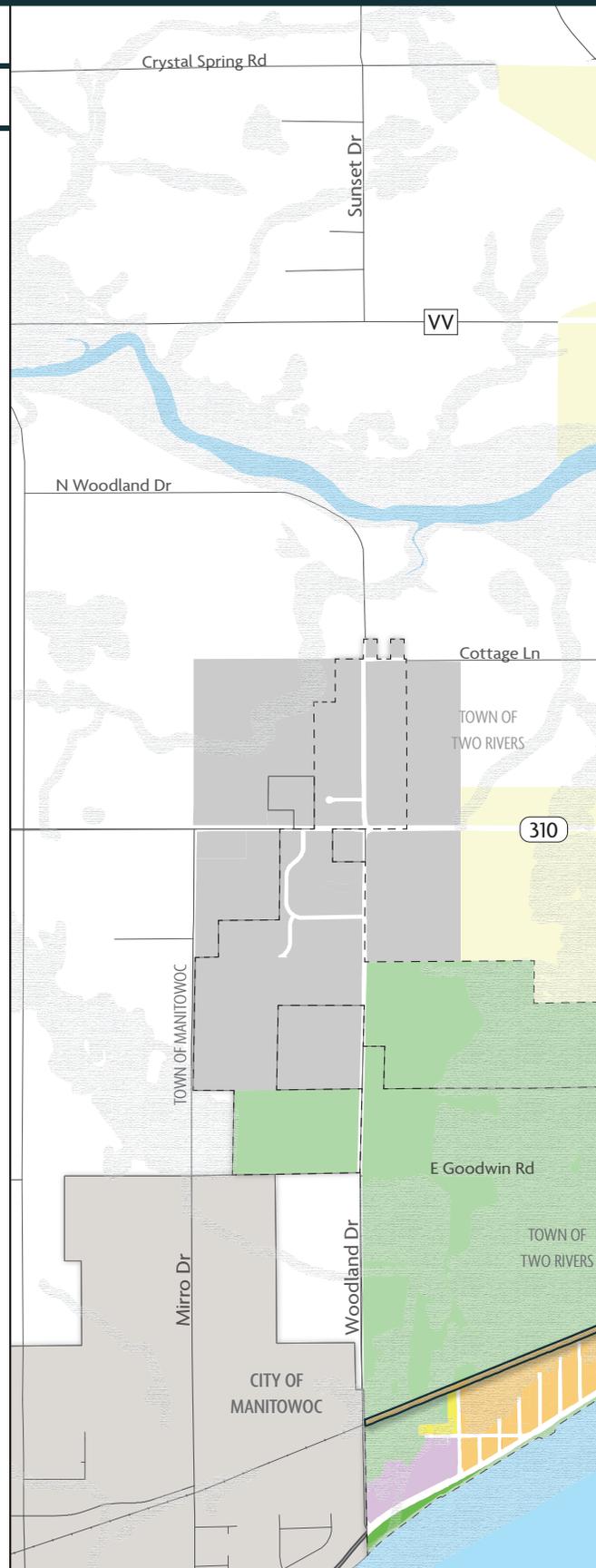


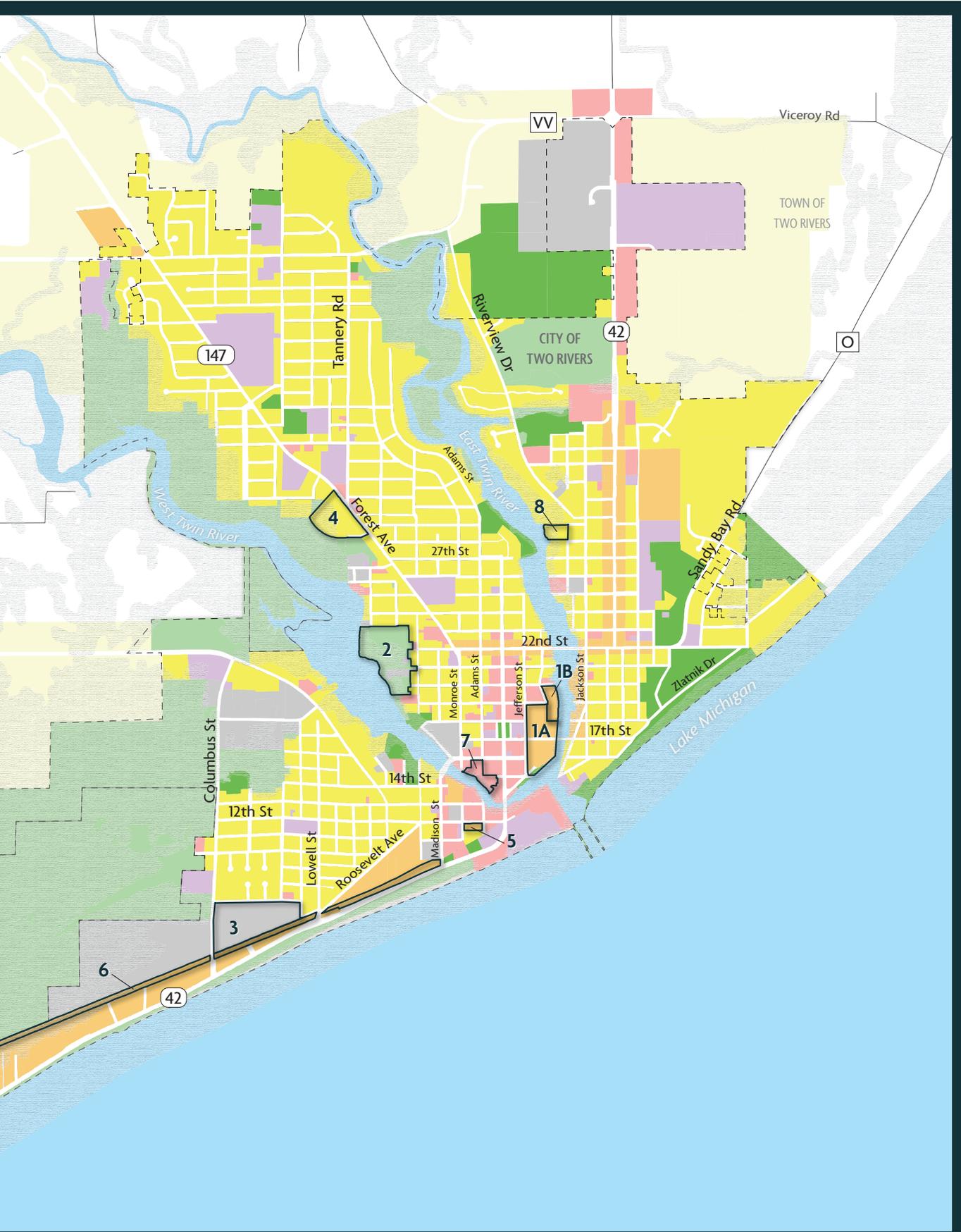
**TWO RIVERS**  
WISCONSIN

**BAY LAKE**  
Regional Planning Commission | Since 1972

Sources: WisDOT, 2016, 2020; U.S. Census, 2018; WDNR, 2019; WHS, 2020; Manitowoc County, 2020; City of Two Rivers, 2020; Bay-Lake RPC, 2021.

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**FUTURE LAND USE DESIGNATIONS**

The following presents the purpose of each of the future land use designations for the City of Two Rivers. Map 6, found earlier in this chapter, illustrates the general location within the city’s planning area where these land uses exist or are envisioned to occur.

| 20-Year Land Use Plan Designation        | Purpose   |
|--|---|
| <b>Residential</b>                       | The purpose of the Residential designation is to identify areas of the City of Two Rivers which are appropriate for comparatively higher intensity or higher density residential uses, of varying housing types.  |
| <b>Rural Residential</b>                 | The purpose of the Rural Residential designation is to identify areas on the outer fringe of the City of Two Rivers. These areas observe coordinated growth and promote orderly development patterns for comparatively lower intensity or lower density residential uses, of varying housing types.   |
| <b>Mixed Use</b>                         | The purpose of the Mixed-Use designation is to provide flexible development and redevelopment opportunities along vital corridors and subareas throughout Two Rivers. This designation can accommodate a range of development types including residential, commercial, and some institutional, and light industrial activities.   |
| <b>Commercial &amp; Service Business</b> | The purpose of the Commercial and Service Business designation is to primarily accommodate office and retail uses. This designation is concentrated in the downtown core area (i.e., Washington Street) since most of its historic character and existing commercial uses and professional services are located here. Existing developments along the STH 42, 310, and 147 corridors are also identified and provide for good accessibility and are highly visible from the major roadways. |

**FUTURE LAND USE DESIGNATIONS**

| 20-Year Land Use Plan Designation                       | Purpose  |
|---|--|
| <p><b>Industrial</b></p>                                | <p>The purpose of the Industrial designation is to accommodate a wide range of manufacturing, assembly, office and warehousing, and transportation related industries. Concentrated in the city’s industrial park, these areas provide an important employment and economic base for the community and will continue to do so for the foreseeable future.</p> <p>Industrial uses should be physically and/or visibly distanced from adjacent residential neighborhoods to reduce negative impacts.</p> |
| <p><b>Governmental/<br/>Institutional/Utilities</b></p> | <p>The purpose of the Governmental/Institutional/Utilities designation is to recognize the city’s public schools, governmental buildings, publicly operated institutions, and religious institutions as well as the public utilities and select community facilities.</p>  |
| <p><b>Transportation</b></p>                            | <p>The purpose of the Transportation designation is to identify the City of Two Rivers transportation network of streets and highways.</p>   |
| <p><b>Parks and Recreation</b></p>                      | <p>The purpose of the Parks and Recreation designation is to maintain an adequate supply of parks, trails, and other recreational facilities for the city. Parks and recreation facilities, both passive to active, provide valuable opportunities for residents and visitors of the City of Two Rivers and contribute significantly to the city’s economy.</p>  |

**FUTURE LAND USE DESIGNATIONS**

| 20-Year Land Use Plan Designation      | Purpose  |
|--|--|
| <p><b>Natural Areas/Open Space</b></p> | <p>The purpose of the Natural Areas and Open Space designation is to account for natural and undeveloped lands in and around the city. These areas are vital features that define Two Rivers' identity and offer a host of environmental benefits.</p> |

**Environmental Corridors**

The Environmental Corridors designation includes sensitive environmental areas with characteristics critical to the areas ecological stability and sustainability. The purpose of this designation is to strictly limit and strongly discourage development. Environmental corridors include major rivers and drainage ways, 100-Year floodplains, areas with steep slopes (>12%) , floodplains, and wetlands.

**Priority Growth Areas/  
Redevelopment Sites**

Priority Growth Areas/Redevelopment Sites in the City of Two Rivers are considered prime locations for development/redevelopment because they are served by existing infrastructure including sanitary sewer, water mains, storm sewers and adjacent roadways. This minimizes the need for new public investment in additional public services such as police and fire protection, snow removal, road maintenance and public transit.

The infill of these sites helps revitalize the city's older neighborhoods by incorporating new/ compatible homes or commercial development next to existing homes, schools, parks and businesses. This helps stabilize neighborhoods and induces reinvestment in these neighborhoods. Map 6 identifies the Priority Growth/ Redevelopment Areas in the City of Two Rivers.

**TABLE 10 : 20-YEAR LAND USE PLAN MAP,  
CITY OF TWO RIVERS PLANNING AREA**

| 20-Year Land Use Plan Designation        | Total (Acres) | Total Land (Percent) |
|--|---------------|----------------------|
| Rural Residential                        | 1,331         | 19.5%                |
| Residential                              | 1,348         | 19.8%                |
| Mixed Use                                | 238           | 3.5%                 |
| Commercial & Service Business            | 160           | 2.3%                 |
| Industrial                               | 820           | 12.0%                |
| Governmental/Institutional/<br>Utilities | 264           | 3.9%                 |
| Parks & Recreation                       | 295           | 4.3%                 |
| Natural Areas/Open Space                 | 1,493         | 21.9%                |
| Transportation                           | 591           | 8.7%                 |
| Water                                    | 282           | 4.1%                 |
| <b>Total</b>                             | <b>6,821</b>  | <b>100%</b>          |

Source: Bay-Lake Regional Planning Commission, 2022.



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**DEVELOPMENT  
CONSIDERATIONS**

This section summarizes a list of considerations that were used in the allocation of future land uses for the city's 20-year Land Use Plan (Map 6).

**Supply of Vacant Lands**

As detailed in the existing land use portion of this plan, many locations of the city are underdeveloped and contain ample sites for future development while preserving the city's natural features.

Over the 20-year planning period, the supply of vacant lands will decrease as development continues to occur inside city limits. Annexation may happen in the future, however, as a best practice, the city is encouraging development of lands inside city limits before annexing and developing greenfields located just outside of the city limits.

**Demand for Land**

Demand and price for land is influenced by several factors including the availability of land, the health of the overall economy, public policy and subsidies, and site characteristics (e.g., zoning, type and level of improvements, and other environmental/site constraints).

The city's proximity to larger metro areas, its transportation corridors, historic downtown, quality services, and diverse recreational opportunities make Two Rivers a desirable location to live, recreate, and/or operate a business.

As the economy and construction improves following the COVID-19 pandemic, the available supply of vacant parcels in Two Rivers will continue to decrease. As this occurs, land prices will increase, with areas within city limits or closer to services experiencing higher prices per acre.

**Redevelopment Opportunities**

The city's mixed-use neighborhoods and redevelopment sites offer opportunities for increased tax generation for the 20-year planning period. Site-specific areas primed for growth/redevelopment in Two Rivers are identified in the recommended development strategy and 20-Year Land Use Plan map (Map 6).

**FUTURE LAND USE  
NEEDS**

This section summarizes an analysis of future land needs that were used to accommodate the projected growth and development in Two Rivers over the 20-year planning period.

Wisconsin statutes require comprehensive plans to include projections, in five-year increments, for future agricultural, residential, commercial, and industrial land uses in the community over the twenty year planning period. The following summarizes this land needs analysis:

- **Residential Land Demand:** Although Wisconsin's Demographic Service Center (see Population and Housing Element), forecasts a decline in Two Rivers population through 2040, the city will still experience a desire for a variety of housing types. Development of new housing over the planning period is assumed to be accommodated within the City of Two Rivers through existing supply of vacant and residentially-designated lands, or through redevelopment of currently developed lands where housing is a permitted use.
- **Commercial Land Demand:** To accommodate forecasted employment growth in retail, office, and other commercial services (about 83 new employees by 2028), this analysis estimates that about four to six net acres of commercially-designated land will be needed through 2028. This analysis concludes that the City of Two Rivers can accommodate forecasted commercial employment growth, given the existing supply of vacant and commercially designated lands on the Two Rivers future land use plan map (roughly 45 acres).
- **Industrial Land Demand:** To accommodate forecasted employment growth in industrial uses (about 72 new employees by 2028), this analysis estimates that roughly five to eight net acres of industrially-designated land will be needed through 2040. This analysis concludes that the City of Two Rivers can accommodate forecasted industrial employment growth given its existing industrial park and its supply of vacant and industrially-designated lands on the Two Rivers future land use plan map (approximately 595 acres).
- **Agricultural Land Demand:** The supply of agricultural land in Two River city limits has declined over the last several decades in favor of urban development. Consistent with these land use trends, this analysis does not forecast a future land need for agricultural acreage inside city limits. Demand for agricultural land is assumed to be met outside of the Two Rivers city limits.

**Table 11: Commercial and Industrial Employment Estimate, Two Rivers, 2021-2028**

| Land Use Type                | New Employees | Assumed Employees per Net Acre |            | Demand for Net Acres |            |
|------------------------------|---------------|--------------------------------|------------|----------------------|------------|
|                              |               | Scenario 1                     | Scenario 2 | Scenario 1           | Scenario 2 |
| Industrial                   | 72            | 10                             | 15         | 8                    | 5          |
| Retail Commercial            | 14            | 15                             | 25         | 1                    | 1          |
| Office & Commercial Services | 69            | 15                             | 25         | 5                    | 3          |
| <b>Total</b>                 | <b>155</b>    | <b>-</b>                       | <b>-</b>   | <b>14</b>            | <b>9</b>   |

Source: Wisconsin Department of Workforce Development, QCEW Data, 2019; Wisconsin Department of Workforce Development, 2018-2028 projections for the Bay Area WDA; and Bay-Lake Regional Planning Commission, 2022.

This future land use analysis distributed demand for commercial and industrial needs through 2028 in five-year increments (see Table 12). In summary, about nine to 14 net acres of commercial and industrial lands will be needed to accommodate growth during the planning period, of which six to nine acres will be needed to accommodate growth through 2025.

The determination of acreage is only a generalized estimate to guide planning efforts and discussions. Additionally, since the state of Wisconsin has only forecasted employment growth through 2028, the City of Two Rivers should update this analysis in the next 10 years to identify additional land needs from 2028 through 2040.

**Table 12: Commercial and Industrial Land Need Projection Increments, Two Rivers, 2021-2028**

| Land Use Type                            | Demand for Net Acres |            |            |            | Total Demand for Net Acreage (2021-2028) |            |
|--|----------------------|------------|------------|------------|--|------------|
|  | 2021-2025            |            | 2026-2028  |            | Scenario 1                               | Scenario 2 |
|  | Scenario 1           | Scenario 2 | Scenario 1 | Scenario 2 |  |            |
| Industrial                               | 5                    | 3          | 3          | 2          | 8  | 5          |
| Commercial (including retail and office) | 4                    | 3          | 2          | 1          | 6  | 4          |
| <b>Total</b>                             | <b>9</b>             | <b>6</b>   | <b>5</b>   | <b>3</b>   | <b>14</b>                                | <b>9</b>   |

Source: Bay-Lake Regional Planning Commission, 2022.



# Chapter

# 6

## Systems

- **Transportation**
- **Utilities and Community Facilities/Services**
- **Parks and Recreation**



---

# Transportation

The city should continue to ensure that its transportation amenities are maintained and improved to allow for safe and efficient movement of not only vehicles, but also for bike and pedestrian traffic.

## TRANSPORTATION GOAL:

Maintain and support the development of a safe and efficient transportation system for residents and visitors.

### TRANSPORTATION CHARACTERISTICS

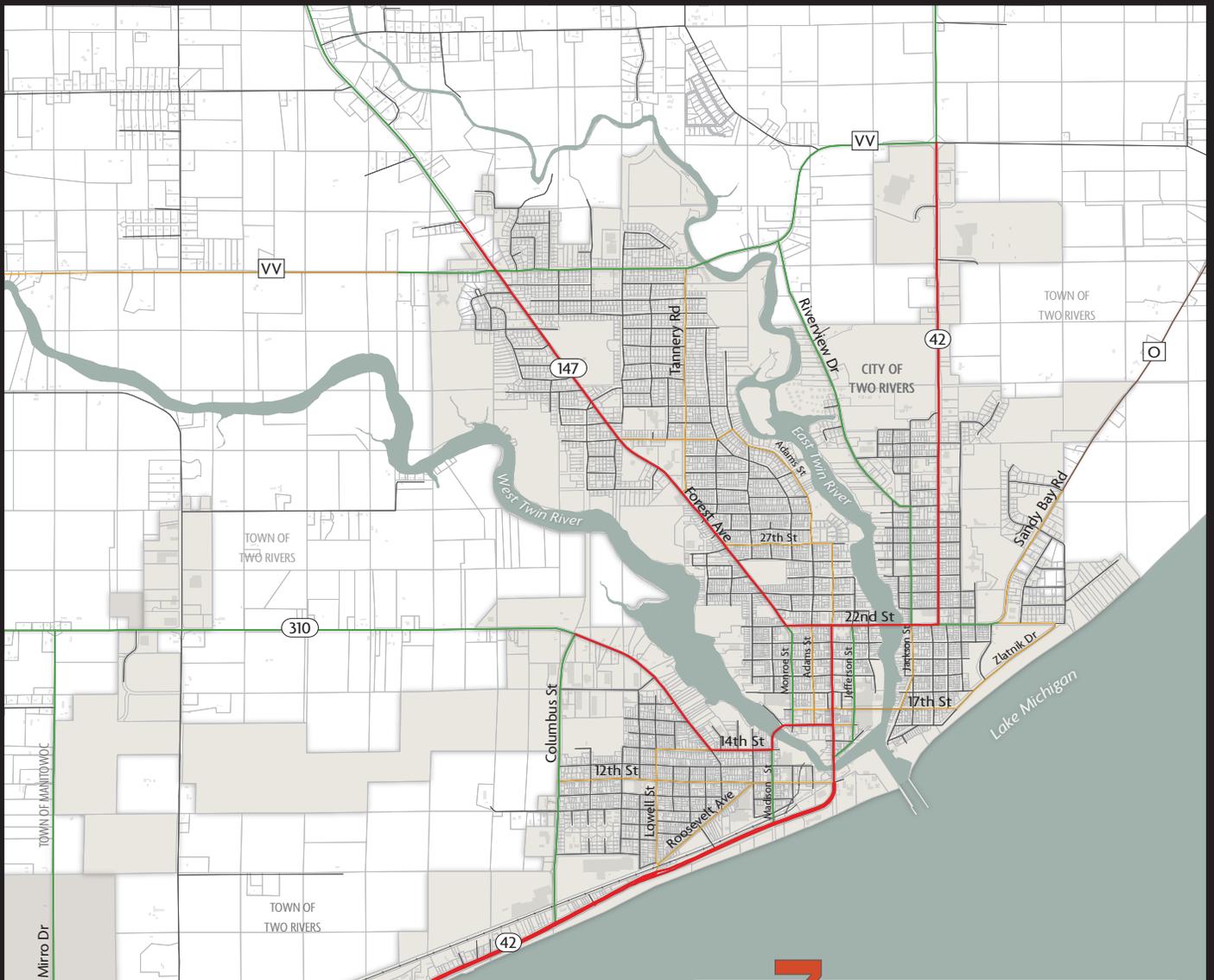
#### Streets and Highways

The City of Two Rivers contains nearly 59 miles of roadway, with the majority of the mileage being under municipal jurisdiction.

### FUNCTIONAL CLASSIFICATION

#### Functional Classification

WisDOT classifies highways and roadways according to character of service. Streets and highways can be divided into three categories: arterial, collector, and local facilities. The three categories of streets and highways are determined by the function that the street or highway in question serves. Map 7 illustrates functional classification.



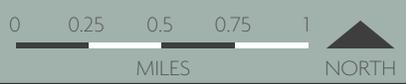
# Map 7 Functional Classification

City of Two Rivers 20-Year Comprehensive Plan

| Base Map Features                        | Functional Class*  |
|--|--------------------|
| — Road                                   | — Primary Arterial |
| +++ Railroad                             | — Minor Arterial   |
| ■ Building Footprint                     | — Collector        |
| ▭ Parcel Boundary                        | — Minor Collector  |
| ▭ City of Two Rivers                     | — Local            |
| ▭ City of Manitowoc                      |                    |
| ▭ Town of Manitowoc & Town of Two Rivers |                    |

\*WisDOT Bureau of Planning and Economic Development FHWA Approval Date: 9/29/2016.

Sources: WisDOT, 2016, 2020; WDNR, 2019; Manitowoc County, 2020; City of Two Rivers, 2020; Bay-Lake RPC, 2020.  
 Disclaimer: This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information, and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.



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## REGIONAL TRANSPORTATION SYSTEMS

### Rail

There is no rail service available to the City of Two Rivers. An out of service rail line exists between the cities of Two Rivers and Manitowoc. The nearest operating rail line is located in the City of Manitowoc, with service provided by the Canadian National Rail Company.

### Air Services

The primary commercial-passenger and air freight service for residents of Manitowoc County is provided by either General Mitchell International Airport located south of the City of Milwaukee or Austin Straubel International Airport located near the City of Green Bay and the Appleton international Airport.



The Manitowoc County Airport, located on Freedom Way in the City of Manitowoc, covers nearly 500 acres. The Airport is classified as a Transport/Corporate (T/C) Airport. According to the WisDOT Bureau of Aeronautics, T/C class airports “are intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service, and small airplanes (piston or turboprop) used in commuter air service.”

In Manitowoc County, there are five privately owned airstrips and several helipads. These small, private airport facilities offer minimal services and are generally utilized by recreational fliers. Helipads are available at Aurora Medical Center in Two Rivers and Holy Family Memorial Medical Center in the City of Manitowoc.

**LOCAL  
TRANSPORTATION  
SYSTEMS /  
FACILITIES**

**Harbor**

The Two Rivers Harbor consists of an outer harbor, an inner harbor basin, and a channel one half mile in length. Harbor uses include charter boating, one commercial fishing company and recreational boating and fishing.

**Lake Michigan Car Ferry**

The Lake Michigan Carferry (i.e., S.S. Badger) carries passengers and autos, and operates from the east side of the slip at the mouth of the Manitowoc River in the City of Manitowoc. The ferry operates between Manitowoc and Ludington, Michigan.

**Water Trails**

The Twin Rivers Water Trail connects the Village of Mishicot and the City of Two Rivers. This local water trail also leads to the Lake Michigan Water Trail at Seagull Marina in Two Rivers. This connection to Lake Michigan presents a great opportunity for experienced paddlers to transition from the river to the Lake Michigan Water Trail.

In Wisconsin, there are 523 miles of the Lake Michigan Water Trail. Paddlers on this trail have access to a number of other smaller, local water trails to the north and south of the City of Two Rivers.

**Multi-Model Transportation System**

Maritime Metro Transit through coordination with Manitowoc County offers specialized transportation services for residents throughout the City of Two Rivers.

Maritime Metro Transit also provides paratransit service and curb-to-curb transportation for ambulatory elderly individuals 65 years of age and older and ambulatory disabled individuals.

Two Rivers Buses, Inc., provides school transportation service for the city.

**Road Conditions**

Roads in Two Rivers are inspected every two years and assigned a rating from 1-10 based on appearance of the roadway and how much maintenance is likely needed. Then, each rating level is grouped together to provide a summary of Two Rivers' roadways' overall condition.



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# Walking and Biking

## WALKING AND BIKING

*The 2012 Bicycle and Pedestrian Existing Conditions Report* for the City of Two Rivers was intended to inform the Two Rivers Bike Committee of recommendations it plans to make to include in a proposed bicycle and pedestrian plan. Goals of creating an existing conditions report to be followed by a bicycle and pedestrian plan included:

- Obtain funding for bicycle/pedestrian infrastructure.
- Implement goals and objectives of the city's comprehensive plan.
- Improve transportation options and the city's transportation system.
- Make walking and biking safer.
- Increase use of bicycles and walking.
- Improve public health.
- Boost tourism in the City of Two Rivers.
- Make the City of Two Rivers a more desirable place to live.

The **Mariners Trail** is seven miles of trail connecting the cities of Manitowoc and Two Rivers along the Lake Michigan shoreline and separated from STH 42.

On the north end of Two Rivers, the **Rawley Point Trail** winds six miles through pine and hemlock forests along Lake Michigan all the way to the historic Rawley Point Lighthouse.



The city lacks on-street infrastructure specific to bicycling, but does have a conventional street grid system, even with two wide riverways converging in the city. Most of these streets are low-volume residential streets with a 25 mph speed limit with conditions suitable for bicycling, but not necessarily bicycle friendly. The principal arteries not well-suited for bicycling include Memorial Drive (STH 42), Lincoln Ave., 22nd St., and Washington St.

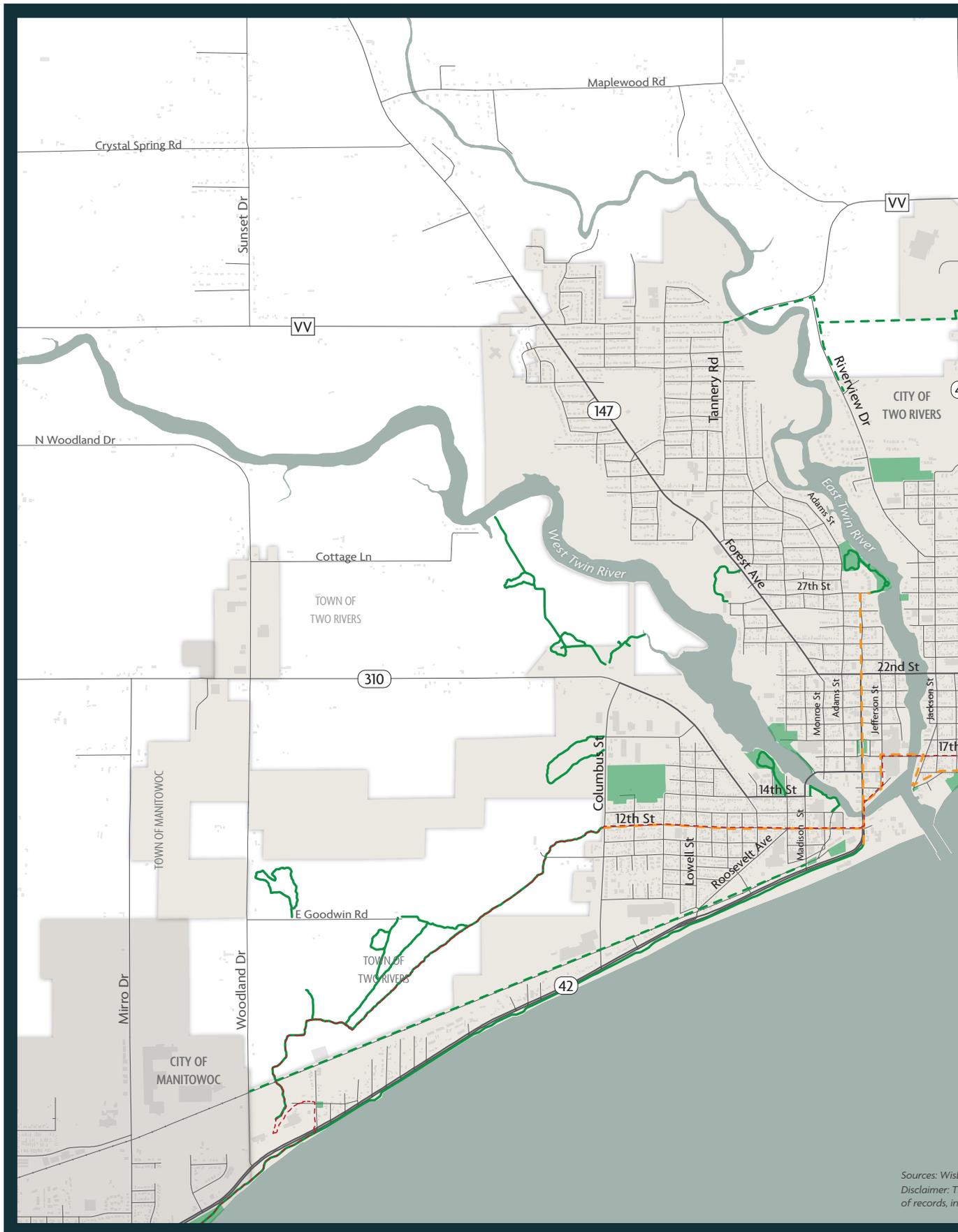
Pedestrian infrastructure overlaps bicycling infrastructure on multi-use paths and some sidewalks where bicycles are permitted. However, it is separate from bicycle infrastructure in much of Two Rivers in that bikes are typically not permitted on the sidewalk.

Bus or transit extends the geographical reach of bicycle and pedestrian transportation modes. Maritime Transit provides bus service within Two Rivers and between Two Rivers and Manitowoc. The buses are equipped to carry bikes.

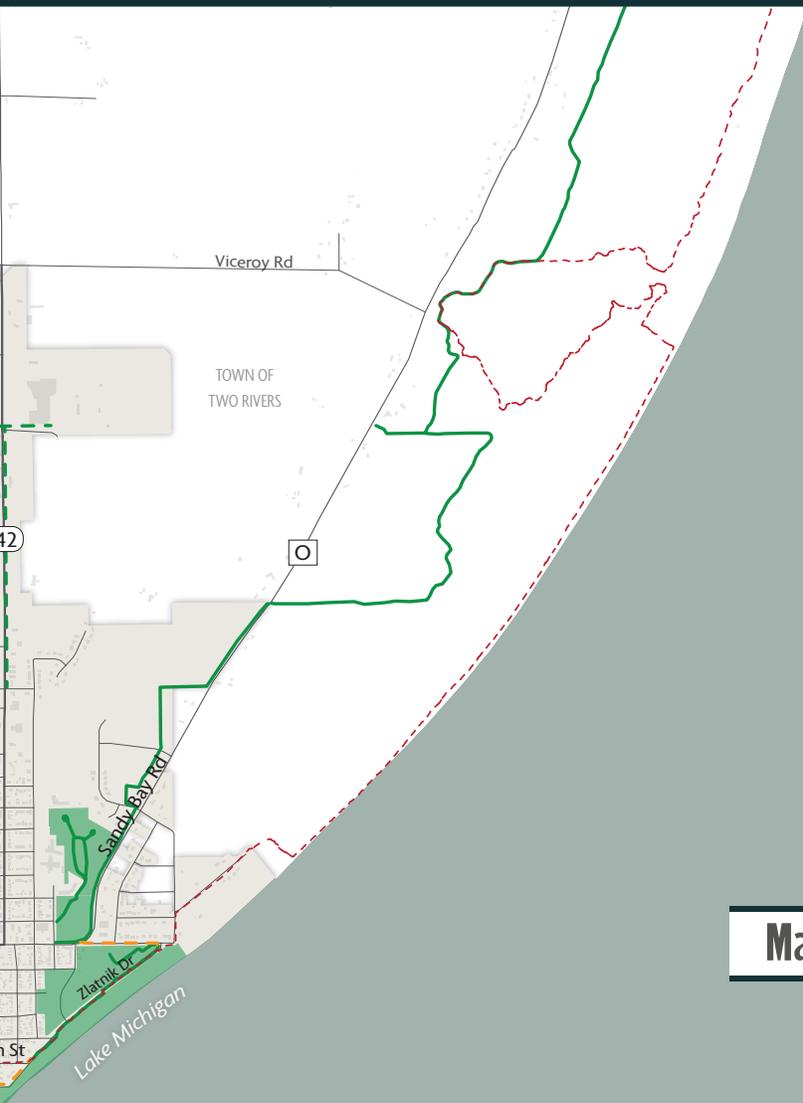
Map 8 shows potential connectivity improvements to the existing bicycle and pedestrian facilities.

Refer to the *City of Two Rivers Bicycle and Pedestrian Existing Conditions Report* for a detailed inventory of the bicycle and pedestrian network along with recommendations to improve pedestrian safety.





Sources: WisDOT  
 Disclaimer: This map is for informational purposes only and does not constitute a contract. The user assumes all responsibility for the use of this map and its contents. The user agrees to hold the City of Two Rivers, Wisconsin, and its officials harmless from any and all claims, damages, and expenses, including reasonable attorneys' fees, arising from the use of this map and its contents.

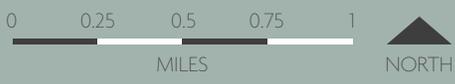


# Map 8 Connected Trail Network

City of Two Rivers 20-Year Comprehensive Plan

- Existing Trail
  - - - Proposed Trail
  - - - Proposed Street Route
  - - - Ice Age Trail
  - Park
- Base Map Features
- Road
  - Railroad
  - Building Footprint
  - City of Two Rivers
  - City of Manitowoc
  - Town of Manitowoc & Town of Two Rivers

DOT, 2016, 2020; U.S. Census, 2018; WDNR, 2019; WHS, 2020; Manitowoc County, 2020; City of Two Rivers, 2020; Bay-Lake RPC, 2021. This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of information, and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.



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# Utilities and Community Facilities/Services

An inventory and assessment of existing facilities is used to determine if there may be condition and capacity issues to meet current and future development needs. Information about the community and public facilities in the City of Two Rivers is outlined here. Map 10 illustrates the location of the community facilities within the city.

**UTILITIES AND COMMUNITY FACILITIES/SERVICES GOAL:**  
**Establish effective and efficient public facilities and service delivery systems to serve the needs of the community and for the demands of future development.**

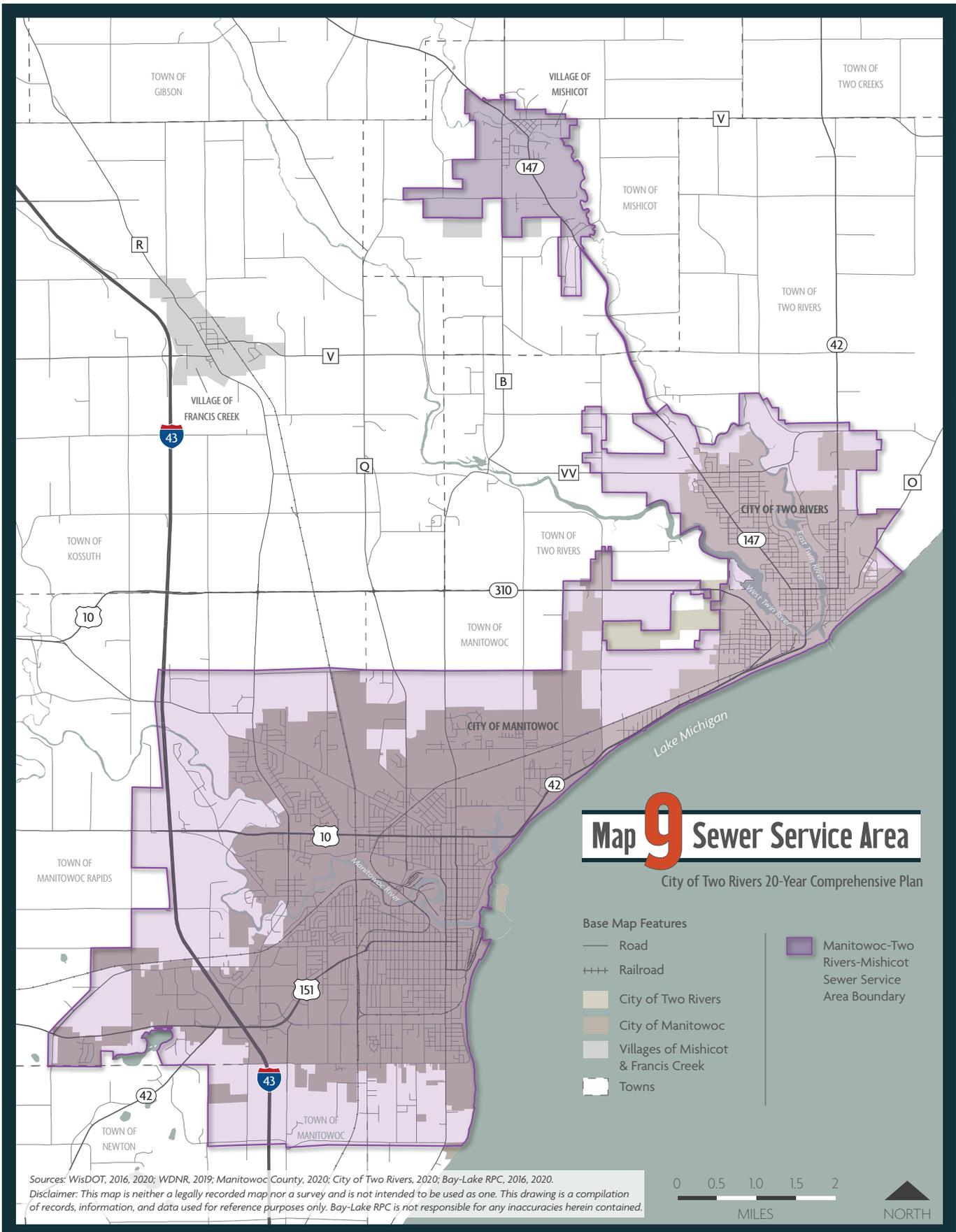
## UTILITIES INVENTORY AND ANALYSIS

### **Sanitary Sewer**

The entire City of Two Rivers is served by municipal sewer. The collection system consists of 70 miles of mains and 19 lift stations (Map 9). The municipal sewer system contains an activated sludge treatment plant with an average load of 1.3 million gallons/day, a peak load of 1.7 million gallons/day and a design load of 3.07 million gallons/day. Two Rivers also treats all wastewater from the Village of Mishicot, which pumps sewage to the city via a four-mile pipeline.

The city's sanitary sewer system capacity is considered adequate for the city's existing and future growth.

The Manitowoc-Two Rivers-Mishicot Sewer Service Area identifies the land area intended for sewer services that will be made available during the next 25-year planning period. The service area is delineated using the 25-year population projection, an acceptable residential population density, and a forecast of non-residential (i.e. commercial and industrial) growth, all of which result in acreage demand and allocation.



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**UTILITIES  
INVENTORY AND  
ANALYSIS**

**Public Water System**

Municipal water is supplied by a single inlet from Lake Michigan. The capacity of the system is 3 million gallons per day. The average usage is 1.4 million gallons per day with a peak use of about 2.5 million gallons per day. The municipal water system serves the community and its industrial parks with a ground storage capacity of 2 million gallons and an overhead storage capacity of 1 million gallons. The water distribution system consists of 70 miles of mains, ranging from 2 inches to 12 inches in diameter.

Two Rivers is currently efforting to remove the remaining lead piping that is found in the city’s water distribution system, including the replacement of private lead service lines. Anytime the city replaces a water main, property owners connected to the main would have to pay the cost to replace the water line entering their homes – if made of lead, steel, or copper. The Public Service Commission and the WDNR offer several funding options for private lead service line replacement.

**Storm Sewer System**

A majority of the city’s storm sewer system consists of curbed streets, sewer drainage and different sized mains, in addition to storm water management systems on some developed properties.

Aging storm sewer mains have been replaced in conjunction with other improvements to the infrastructure. However storm sewer inlets and storm water drainage is an ongoing challenge for a city like Two Rivers. One with environmental concerns because it contains numerous natural areas in need of protection.

The City of Two Rivers has a municipal storm water program that manages urban non-point source pollution and protects natural resource features such as the West Twin River, East Twin River, Lake Michigan and other environmentally sensitive areas.

The city references its Storm Water Management Plan and/or Resource Management Plan when considering storm water “Best Management Practices” (BMP) projects.

**Electric Service**

Citizens and businesses of Two Rivers receive their electricity from Two Rivers Water and Light. The city purchases its electric necessities from Wisconsin Public Power Inc. (WPPI) and Two Rivers Water and Light distributes to its customers. Three-phase power is also provided to the city’s industrial parks.



**ENERGY AND  
ENERGY EFFICIENCY****Natural Gas**

Wisconsin Public Service and ANR Pipeline Company supply natural gas to the area. ANR owns the main line which enters the City of Two Rivers. Wisconsin Public Service then distributes the natural gas to its customers. The capacity of the system is considered adequate for current and future growth of the area.

**Point Beach Nuclear Plant**

The Point Beach Nuclear Plant occupies 1,200 acres of land north of Two Rivers in the Town of Two Creeks. NextEra Energy Resources owns and operates the plant and other types of energy producers for electricity.

**Renewable Energy Facilities**

- Point Beach Solar Energy Center features 315,000 solar panels that convert the sun's energy into electricity, with the capacity to generate 100 megawatts of electricity. The project is located on approximately 1,300 acres in the Town of Two Creeks, just north of the City of Two Rivers.
- The Lakeshore Technical College Wind Generation Facility is located in the Village of Cleveland.

Point Beach Solar Energy Center



Source: RENEW Wisconsin

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### **Telecommunications**

Telephone service is available to the City of Two Rivers through Lakefield Communications. It offers local and long distance telephone service along with high-speed DSL Internet on an all fiber-optic digital network. Verizon Telephone also offers local and long distance service with digital switching equipment and is linked to a fiber optic/digital microwave network.

The city-wide fiber optic system has 96 strands of fiber available. The City of Two Rivers and the Two Rivers School District cooperated on the installation of the fiber optic system. All city and school buildings are connected to the shared fiber optic system. The network is also available to local businesses.

The City of Two Rivers does not endorse a specific cable or internet provider. Charter Communications along with various satellite dish providers and streaming services are available for enhanced television viewing. Internet is provided by CenturyLink, Charter Communications and satellite companies.

The telecommunication facilities and service are considered adequate for the city.

### **Solid Waste Disposal**

The city contracts with a private hauler for curbside pickup of the city's garbage.

### **Recycling Facilities**

The City of Two Rivers has a recycling program that allows for weekly curbside pickup of recyclables including: paper, cardboard, metal, glass, etc. In addition, the Manitowoc Recycling Center at 3000 Basswood Road in the Town of Manitowoc Rapids also maintains a residential recycling drop-off area that is intended for use by all county residents.

Services are considered adequate and will continue to be monitored for satisfaction and cost effectiveness.

**COMMUNITY  
FACILITIES  
INVENTORY AND  
ASSESSMENT**

Many of the City of Two Rivers’ departments and facilities are located within the city limits including government and public institutional centers, police services, fire protection and emergency rescue services, public and private schools and healthcare and assisted living facilities.



**Administrative Services**

Two Rivers City Hall, located at 1717 E. Park Street, houses the Police Department, Two Rivers Municipal Court, and other administrative offices. The building is utilized primarily for administration, community meetings, and elections. The structure is handicapped accessible, has adequate parking, and is suitable for the future needs of the city.

**Library**

Residents of the City of Two Rivers utilize the Lester Public Library located at 1001 Adams Street in Two Rivers. Lester Public Library is part of the Manitowoc-Calumet Public Library System which is a cooperative network of six (6) public libraries in east central Wisconsin.



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**PROTECTIVE  
SERVICES**

**Road and Other Maintenance**

Maintenance for the city's road network and other community facilities is provided by Two Rivers Public Works located at 1415 Lake Street. The city has the necessary machinery to conduct maintenance including snowplows, loaders, dump trucks, street sweeper, mowing equipment, and other types of equipment

The Forestry Department trims and plants trees in city parks, cemeteries, and in the terrace area of city streets.

**Police Services**

Police protection is provided by the Two Rivers Police Department. The police department is located in the Two Rivers City Hall. The Police Department has a staff of 27 full-time officers. There is an active Crime Stoppers program, bicycle patrols, school resource officer, crime prevention committee, K-9 program, and a Junior Police Cadets. Currently, the city's police protection is felt to be adequate and will continue to be evaluated as the city grows.

**Fire and Emergency Services**

Fire and emergency services are provided by Two Rivers Fire/Rescue located at 2122 Monroe Street. The fire station, constructed in 2001, is strategically located to provide rapid response time to the over six (6) square miles of city territory. The fire department performs paramedic intercepts and mutual aid with several surrounding fire and EMS providers. The department has 19 full-time personnel, 18 of which are trained to the level of EMT-Paramedic. There are 10 paid-on-call firefighters. Overall, the fire protection services and emergency medical services provided by Two Rivers Fire/Rescue are considered adequate.

The City of Two Rivers has an Insurance Service Office (ISO) rating of three (3). ISO is a rating of one to ten, with one representing the best protection. While ISO does not presume to dictate the level of fire protection services, it generally contains deficiencies found. The ISO rating is used as guide by municipal officials in planning improvements to their fire fighting services.



## EDUCATION

### Schools

The City of Two Rivers is located within the Two Rivers Public School District. Two Rivers Public Schools maintains the following facilities:

- Magee Elementary School
- Koenig Elementary School
- L. B. Clarke Middle School
- Two Rivers High School (grade 9-grade 12), 4519 Lincoln Avenue

### PRIVATE SCHOOLS

Two(2) private schools are also found in the City of Two Rivers which may be utilized by families:

- Children House of Manitowoc School
- St Johns Lutheran School

### Post-Secondary Institutions

There are three post-secondary institutions in Manitowoc County to offer City of Two Rivers residents:

- Lakeshore Technical College, 1290 North Avenue, Cleveland
- University of Wisconsin Green Bay - Manitowoc Campus  
705 Viebahn, Manitowoc

Other higher education institutions located in nearby counties include UWGB - Sheboygan Campus, Lakeland College in Sheboygan and Northeast Wisconsin Technical College and UW-Green Bay in Green Bay.

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### **Community House**

The J.E. Hamilton Community House, located at 1520 17th Street, is home to the Parks and Recreation Administrative offices, as well as to the Senior Center. The facility includes a gymnasium, racquetball court, fitness room, meeting rooms, and kitchen facilities.

## **CARE FACILITIES**

### **Health Care**

Residents of the city can utilize the Aurora Medical Center situated at 5000 Memorial Drive in the City of Two Rivers for their medical needs. Holy Family Memorial Medical Center located at 2300 Western Avenue in the City of Manitowoc also serves the community of Two Rivers. There are three medical clinics in the city along with various chiropractic, dental, and vision practitioners.

### **Child Care Facilities**

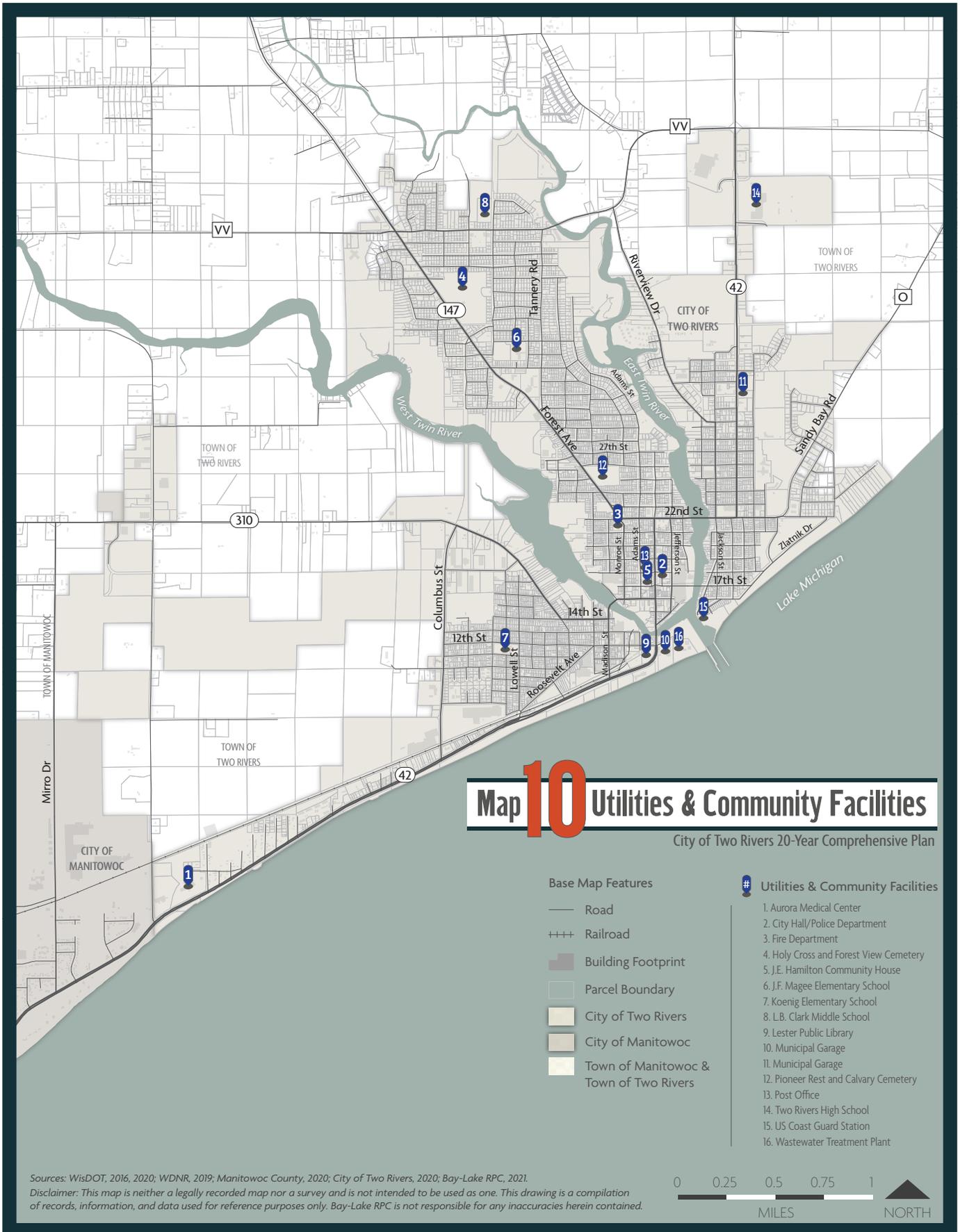
There are six (6) child day care centers and a number of in-home day care providers that serve the residents of the community.

### **Adult/Elderly Care Facilities**

The City of Two Rivers contains several long-term care and elder care facilities including a nursing home, four (4) Community Based Residential Facilities (CBRF), one (1) Adult Family Home (AFH), and one (1) Residential Care Apartment Complexes (RCAC).

## **CEMETERIES**

The City of Two Rivers operates two (2) cemeteries. The Pioneer Rest/Calvary cemetery, located at 25th Street and Forest Avenue; and the Holy Cross/Forest View cemetery located at 3801 Mishicot Road.



# Map 10 Utilities & Community Facilities

City of Two Rivers 20-Year Comprehensive Plan

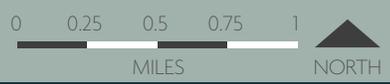
**Base Map Features**

- Road
- +++ Railroad
- Building Footprint
- ▭ Parcel Boundary
- City of Two Rivers
- City of Manitowoc
- Town of Manitowoc & Town of Two Rivers

**# Utilities & Community Facilities**

1. Aurora Medical Center
2. City Hall/Police Department
3. Fire Department
4. Holy Cross and Forest View Cemetery
5. J.E. Hamilton Community House
6. J.F. Magee Elementary School
7. Koenig Elementary School
8. L.B. Clark Middle School
9. Lester Public Library
10. Municipal Garage
11. Municipal Garage
12. Pioneer Rest and Calvary Cemetery
13. Post Office
14. Two Rivers High School
15. US Coast Guard Station
16. Wastewater Treatment Plant

Sources: WisDOT, 2016, 2020; WDNR, 2019; Manitowoc County, 2020; City of Two Rivers, 2020; Bay-Lake RPC, 2021.  
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# Parks and Recreation

Parks and open space serve several important functions in a community. Parks are a tangible reflection of the quality of life in a community. They provide identity for citizens and are a major factor in the perception of quality of life in a given community. Parks and recreation services are often cited as one of the most important factors in surveys of the livability of communities.

The City of Two Rivers provides space and facilities for active and passive outdoor recreation, including various parks that serve neighborhoods, the entire community, or the entire region. The city's recreational facilities take the form of parks, trails, beaches, and nature preserves, and offer opportunities to experience the city's vast environmental and cultural features.

This portion of the comprehensive plan provides an inventory of the city's park sites and recreation opportunities as well as recommendations on maintenance and opportunities for the city to continue its investment into its parks and recreational assets.

## Neshotah Beach



## Woodland Dunes Nature Center



Source: City of Two Rivers

Playground at Neshotah Beach



Source: City of Two Rivers Park and Recreation Department

**PARKS AND RECREATION GOAL:**  
Planning and establishing outdoor recreation facilities that accommodate the public's evolving demand, while recognizing the need for continued safety, improvements, and environmental preservation.

Central Park West 365 Project



Source: City of Two Rivers

**PARK AND RECREATION FACILITIES INVENTORY AND ASSESSMENT**

Parks in the city range from small, neighborhood parks to larger recreational areas that draw regional interest with their natural beauty and variety of recreational opportunities. Tables 13 and 14 highlight each community park and their amenities. Map 11 illustrates the locations of the local park and recreation sites in and around the City of Two Rivers.

**TABLE 13: PARK AND RECREATION FACILITIES, CITY OF TWO RIVERS**

| City Park             | Park Type          | Facilities  | Potential Needs/Improvements   |
|-----------------------|--------------------|---|--|
| Neshotah Park & Beach | Community/Regional | Softball field, volleyball and basketball courts, playgrounds, the Rawley Point bike trail, horseshoe pits, four shelters, and picnic areas with tables and grills.<br><br>Sand beach on Lake Michigan nearly three-quarters of a mile long with areas for swimming, volleyball, and launching jet skis and kayaks. | Refer to 2002 Master Plan for future design of the park.<br><br>Evaluate parking payment system options for <b>non-resident</b> visitors to the beach to assist with costs associated with trash removal, beach maintenance, bathroom facilities, and other additional costs related to tourist season.<br><br>More restrooms necessary to replace temporary restroom facilities put up each year.<br><br>Consider addition of small shelters for rent added into design of park.<br><br>Update and expansion of playground to be a destination unto itself<br><br>Lighting updates<br><br>Softball field ripe for new creative attraction<br><br>Update tennis courts |
| Washington Park       | Community          | A shelter, playground equipment, 3 tennis courts, basketball court, sledding hills, pier, and a walking trail along the West Twin River.  | Seasonal ice rink for recreational use each winter.<br><br>Pickleball courts added onto existing tennis courts.<br><br>Major playground update to create the feature playground for neighborhood parks<br><br>Expanded rental venue<br><br>Fitness equipment trail   |

**TABLE 13 (CONT.): PARK AND RECREATION FACILITIES, CITY OF TWO RIVERS**

| City Park      | Park Type | Facilities   | Potential Needs/Improvements   |
|----------------|-----------|--|--|
| Zander Park    | Community | Location of the city's dog park.<br>A shelter, volleyball and basketball courts, and picnic areas with tables and grills.                                      | Continued evaluation of park use due to wetland areas.<br>Updated fencing<br>Updated lighting<br>Additional dog park amenities such as obstacles, benches, small and large dog areas   |
| Central Park   | Community | Location for many of the city's special events.<br>The park covers both sides of Washington Street and is home to the city's band shell.                       | Redesign of Central Park with splash pad, ice rink, band stand   |
| Vet's Park     | Community | The city's major public boat launch and fish cleaning station.<br>Playground equipment, and basketball and volleyball courts, a water fountain, and a shelter. | Add a kayak launch.  |
| Paddlers Park  | Community | Launching facilities for kayaks and canoes into the East Twin River. Also a launch for larger pleasure boats.  | Add an ADA kayak launch.<br>Addition of permanent restroom facilities<br>Fishing Dock<br>Paving of parking lot and boat ramp   |
| Riverside Park | Community | Site of the city's skateboard park.<br>Fully enclosed shelter/restroom facility, playground equipment, and basketball courts.                                  | Garage added for recreation department's storage needs.<br>Re-opening of restrooms<br>Lighting<br>Updates/repairs to skate park, potentially move to more visible location or new site with capacity for a mountain bike trail<br>Signage and surface for trail along river and containment pond<br>Kayak launch<br>Fishing Dock/Board walk<br>Re-paving of parking lot and road |

**TABLE 13 (CONT.): PARK AND RECREATION FACILITIES, CITY OF TWO RIVERS**

| City Park                      | Park Type    | Facilities  | Potential Needs/Improvements  |
|--------------------------------|--------------|---|---|
| Picnic Hill                    | Community    | Heavily wooded area with areas for walking and hiking. Also contains a disc golf course.  | Continue to develop more passive recreation.<br>Re-vitalize disc golf course<br>Winter-time inner tube sled hill—fee-based<br>Forested walking trail<br>New parking and entry point from 21st street<br>Signage |
| Taylor Park                    | Neighborhood | Playground equipment and a small shelter.   |   |
| Vietnam Veterans Memorial Park | Community    | Softball fields, shelter, playground equipment, basketball hoops, and bleachers.  | New lighting at park.<br>Batting cages added to park.<br>Possible park expansion into adjacent land.  |
| Walsh Field                    | Community    | A regulation baseball field with stadium style bleachers, and a shelter with restroom facilities.<br><br>The field is home to the Two Rivers Polar Bears semi-pro baseball team and Manitowoc County Mariners semi-pro football team. | Evaluation of possible toboggan hill add-on for winter use.   |
| Lakeshore Park                 | Neighborhood | Picnic areas and playground equipment overlooking Lake Michigan.  | Update playground equipment   |
| Harbor Park                    | Neighborhood | A 425-foot sea wall built in 2016, included docking facilities along the East Twin River that include water, electric and sewer hookups.  | Landscaping of adjacent parking lot<br>Picnic shelter or rental venue in place of parking lot   |

**POTENTIAL  
CITY PARK AND  
RECREATION  
NEEDS OR  
IMPROVEMENTS**

- Continue with the addition of kiosks (information & map) for wayfinding. Two kiosks installed in 2021, one along Memorial Drive and one in the Neshotah Beach area.
- Consideration of a wayfinding plan.
- Development of a community park in the northwest area of the city, which could serve neighborhood playground and neighborhood park.
- Continuation of riverfront walkway system maintenance and improvements along Memorial Drive, along the East and West Twin Rivers, and the areas that provide for connection points to promote connectivity of the system.
- Develop land behind Public Works facilities into a green space/trail.
- Expand park along railroad right of way near Memorial Drive to connect to Manitowoc.
- Develop space in front of Hamilton Wood Type and Printing Museum into a pocket park.
- Additional planning for kayaking/paddlers in the city.
- Additional neighborhood parks in the northwest and south side locations of the city.
- Improved and new park signage where needed.

**Core Park Components that Need Attention (Clean, Safe, Natural)**

- Trees
- Increased maintenance capacity
- Preservation of larger portions of natural areas to create nature trails, cross-country ski trails, and mountain bike trails
- Lighting and increased policing/monitoring

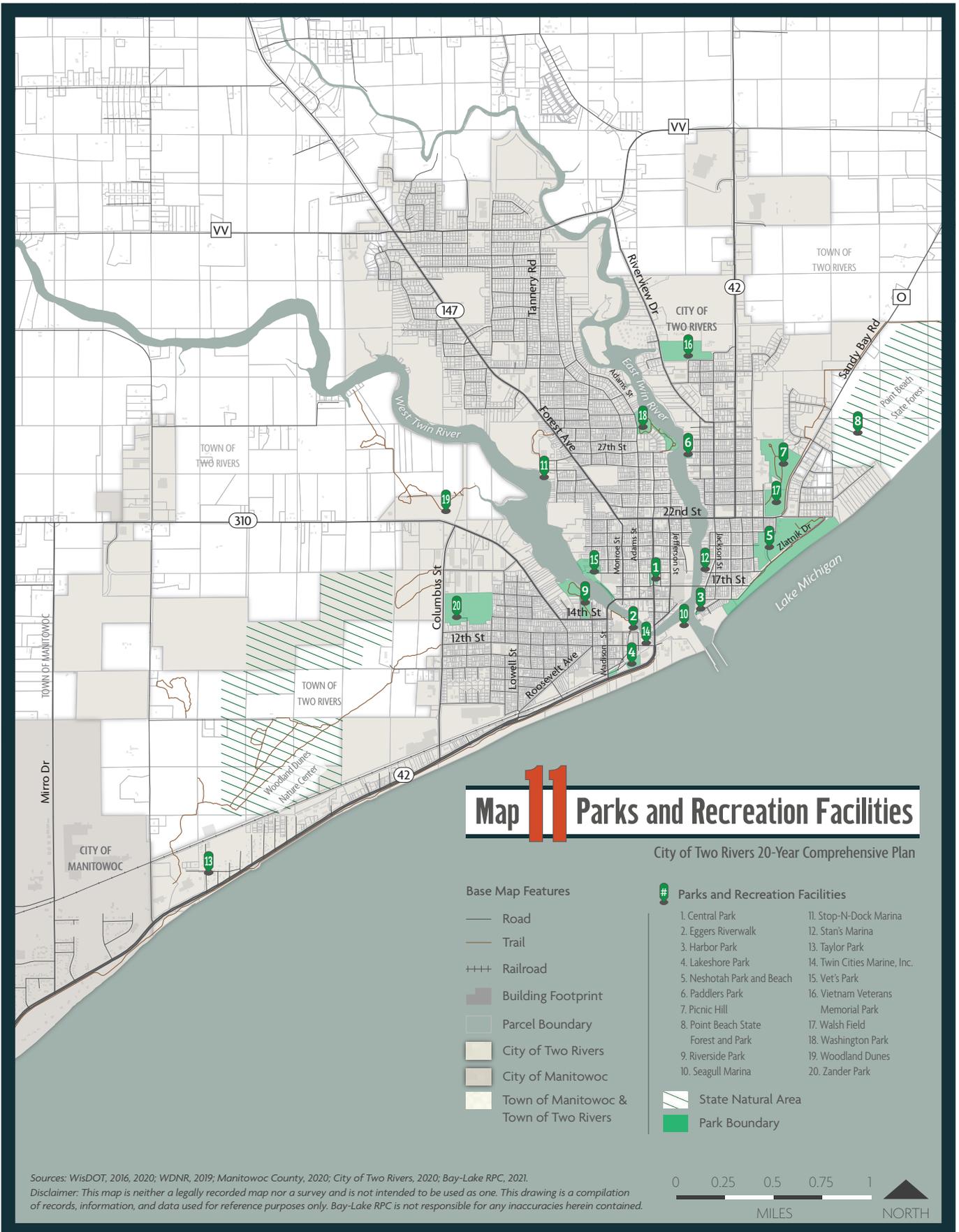
**Outdoor Culture Amenities**

- Increased staff capacity and expertise to lead outdoor skills activities and drive outdoor culture
- Addition of dirt trails and paved trails within parks
- Trail connections to existing trail systems to create several 3-mile loops
- Mobile climbing wall
- City fleet of kayaks, canoes, and stand-up paddle boards with adaptive equipment
- Archery equipment with adaptive equipment
- Bicycle parking
- Mountain bike trail and skills course
- Bike lanes and trails extending to Nature Center and Arboretum
- Indoor climbing facility
- Preservation of river front corridor properties
- Bouldering Park
- Outdoor pop-up restaurant venue/food truck park/beer garden

**TABLE 14: PARK AND RECREATION FACILITIES, CITY OF TWO RIVERS & SURROUNDING AREA**

Additional park and recreational facilities in the City of Two Rivers and surrounding area that warrant mentioning are summarized below.

| Recreation Facility                                 | Type      | Facilities  |
|---|-----------|---|
| Community Garden                                    | Community | Garden added to the Forest View/Holy Cross Cemetery land in the 2014.   |
| Eggers Riverwalk                                    | Community | Walkway along the West Twin River, just off the Madison Street bridge. Picnic area.   |
| Mariners Trail                                      | Regional  | 4.4 miles of paved trail connects the City of Manitowoc to the City of Two Rivers and north to Point Beach State Park.  |
| Ice Age National Scenic Trail                       | Regional  | <p>Passes through the city and incorporates portions of the Mariners Trail. The purpose of the trail is to tell the story of the Ice Age and continental glaciation along a scenic footpath.</p> <p><i>Actions:</i></p> <p>Add possible trail head amenities on Columbus Street access point.</p> <p>Additional signage and coordination with Ice Age Trail group for promotion about on Columbus Street trail access in Two Rivers and the access at Woodland Dunes.</p> |
| Marinas   | Regional  | <ul style="list-style-type: none"> <li>• Seagull Marina and Campgrounds</li> <li>• Beacon Marine</li> <li>• Stop-N-Dock Marina</li> <li>• Twin Cities Marine, Inc</li> <li>• Rogers Street Fishing Village</li> <li>• Stan's Marina</li> </ul>  |
| Woodland Dunes Nature Center and Preserve           | Regional  | A nature study area whose purpose is to preserve the large wooded area in its natural state. Woodland Dunes offers hiking trails, cross country ski trails, nature center, and a viewing tower.   |
| Point Beach State Forest                            | Regional  | State park located just outside the city limits of Two Rivers. Trails are available for hiking, biking, skiing and enjoying nature. Contains campgrounds and beach access on Lake Michigan.   |
| Twin Rivers Water Trail                             | Regional  | Promotes the development and safe use of a water trail for human powered watercraft along the East and West Twin Rivers.  |
| Wisconsin Shipwreck Coast National Marine Sanctuary | Regional  | <p>A 962-square-mile area of Lake Michigan designated by NOAA that protects important habitats, safeguards historic shipwrecks, and offers various outdoor recreation experiences.</p> <p><i>Actions:</i></p> <p>Work with federal and state agencies to promote the sanctuary designation.</p> <p>If possible, add the sanctuary as a part of a local visitor center destination and component of funding.</p>   |



# Chapter

# 7

- Intergovernmental Cooperation
- Implementation



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# Intergovernmental Cooperation

The City of Two Rivers relationship with overlapping and adjacent jurisdictions can impact city residents in terms of taxation, planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of shared decision-making efforts can help the city address these circumstances productively. Further, to ensure that the city is cooperating well with overlapping and adjacent jurisdictions, Two Rivers will need to continuously evaluate how it fosters cooperation and how its decisions impact the broader region. Accordingly, this element is the starting place for future collaborative planning efforts in and around the City of Two Rivers.

## INVENTORY OF OVERLAPPING & ADJACENT JURISDICTIONS

### **Adjacent Communities**

The City of Manitowoc is located south of Two Rivers. The communities have a mutual aid agreement in place to provide emergency services on an as needed basis. Two Rivers share a constructive relationship with the City of Manitowoc working with the city on some tourism related activities.

The City of Two Rivers shares its borders with the towns of Two Rivers and Manitowoc. The City of Two Rivers maintains a good working relationship with them. The City of Two Rivers has the authority to annex lands within these towns, while the surrounding towns do not. Therefore, the borders between the City and the towns are fixed until such a time that the City accepts lands to be annexed. The City of Two Rivers extra-territorial planning area also extends three miles beyond its city limits (i.e., into the towns of Two Rivers and Manitowoc). The City is willing to participate in future planning activities of its neighbors to ensure future compatibility of goals and visions.

**School District**

The City of Two Rivers is located within the Two Rivers Public School District along with the Lakeshore Technical College (LTC) District. The city's relationship with the districts is considered good. The city and its residents can provide input on school activities and future development projects.

**Manitowoc County**

The City of Two Rivers and Manitowoc County maintain a good working relationship with each. The City is willing to participate in all county-wide planning efforts or other initiatives aimed at promoting or improving the region.

**Region**

The city is in Manitowoc County, which is a member of the Bay-Lake Regional Planning Commission (BLRPC). The BLRPC is the regional, governmental entity of northeast Wisconsin. Two Rivers has a role to play in the region, and will consider participating in regional planning efforts as they arise.

**State**

Two Rivers relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (in coordination with the Wisconsin Department of Transportation) and natural resources (in coordination with the Wisconsin Department of Natural Resources).

In addition, the Two Rivers maintains a good working relationship with the state by adhering to state laws, policies, and requirements. The City will also consider its participation in state-led initiatives as they arise.

**Federal**

The city's relationship with the US government is one which deals primarily with funding opportunities. The City maintains a good working relationship with the US government by adhering to federal laws and requirements.

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**INVENTORY OF  
EXISTING PLANS  
AND AGREEMENTS**

**Annexation Plans**

Wisconsin Statute 66.021 provides the regulatory framework for Two Rivers to annex lands. Annexation is the transfer of one or more tax parcels from a town to a city or village. Consent of property owners is but one of the procedures in annexation.

**Extra-Territorial Subdivision Regulation**

State Statutes allows cities to extend extra-territorial plat review over surrounding unincorporated areas. This helps cities protect land uses near its boundaries from conflicting uses outside its limits. For cities over 10,000 people, the extra-territorial area extends three miles; accordingly, the City of Two Rivers has an Extra-Territorial Plat Review jurisdiction of three miles. This area extends into the Town of Two Rivers and Town of Manitowoc.

**Extra-Territorial Zoning**

State Statutes allows cities to extend extra-territorial zoning over surrounding unincorporated areas. Two Rivers extra-territorial area extends three miles into the Town of Two Rivers and Town of Manitowoc. However, the city does not have extra-territorial zoning agreements with the surrounding towns.

**Intergovernmental Agreements**

Intergovernmental agreements enable cooperation between governmental jurisdictions, quasi-governmental jurisdictions, and districts. Intergovernmental agreements are the most common form of agreement made between communities (usually regarding police, fire, and rescue services). Intergovernmental agreements are also available for revenue sharing, determining land use within a designated area, and in setting temporary municipal boundaries. Two Rivers has several intergovernmental agreements in place.

**EFFORTS FOR  
COLLECTIVE  
DECISION-MAKING**

The following is a list of efforts or services requiring or potentially requiring collaboration/collective decision-making between the City of Two Rivers and other jurisdictions.

- Shared emergency services (such as fire, police, ambulance)
- Preservation, promotion, and enhancement of natural resources and outdoor, recreational facilities
- Development adjacent to the waterfront and in extra-territorial areas
- Preservation of historic character
- Protection of ground and surface water quality
- Economic development
- Official mapping, including planned street network and other applicable future infrastructure or utilities.
- Annexation services

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# Implementation

The Implementation Element provides a framework for the City of Two Rivers to implement this Comprehensive Plan. Implementation can take many forms, including:

- Carrying out the action plan, recommended on subsequent pages.
- Using the plan's content to guide public and private decision-making on matters that relate to the development of the city and the prioritization of public revenues.
- Reviewing, evaluating, and amending the plan as demographics, the economy, political climates, or fiscal realities change.

## ROLE OF CITY STAFF

Predominately, city staff, the city's plan commissioners, and the city's elected officials will carry out implementation of this plan. Their specific roles include:

- **Role of City Staff:** city staff, in various departments, will typically carry out the day-to-day operations of implementation. For example, staff may administer new program(s), facilitate presentations to discuss regulatory changes, or coordinate amongst partners to finance capital projects as recommended by the plan. Staff often provide technical advice to Plan Commissioners and elected officials to inform decision-making on topics related to the comprehensive plan.
- **Role of City Plan Commissioners:** The Plan Commission's primary responsibility is to implement the comprehensive plan and to ensure supporting city ordinances are consistent with the plan. When reviewing any petition or when amending any land control within the city, the comprehensive plan shall be reviewed and a recommendation will derive from its goals, objectives, and 20-Year Land Use Plan. If a decision needs to be made in which it is inconsistent with the comprehensive plan, the comprehensive plan must be amended before the decision can take effect. The Plan Commission will need to ensure that the comprehensive plan is updated every 10 years. An annual review of the plan is recommended so the Plan Commission may stay familiarized with the plan's maps, content, goals, objectives, and actions.
- **Role of Elected Officials:** The city's elected officials make decisions from the standpoint of overall community impact—tempered by specific, situational factors. Elected officials balance recommendations made by plans and policies, the objectives of applicants and the public, technical advice from staff, recommendations of advisory boards, and their own judgment. The comprehensive plan provides much of the information elected officials need to make a decision. While the prime responsibility of implementing and updating the comprehensive plan falls on the city's Plan Commission, elected officials should become familiar with this plan and assert that resources are maintained to keep the comprehensive plan current and viable.

**ACTION PLAN**

The following pages present the comprehensive plan’s action plan to ensure progress is made after the comprehensive plan is adopted. The action plan identifies activities to implement the goals of this plan and ultimately achieve the city’s vision.

Note that this action plan is intended to be implemented over the planning period in a flexible manner. Many actions require additional exploration prior to implementation. Upon further exploration, some actions may not be implemented. Other actions, not documented in the action plan, can also be pursued.

**ENVIRONMENTAL AND CULTURAL RESOURCES**

| Action   |
|--|
| <p>Identify priority sites and infrastructure in shoreland areas that needs for resiliency projects that could reduce coastal hazard risks.</p> <ul style="list-style-type: none"> <li>• The shoreline area surrounding the wastewater treatment plant</li> <li>• Shoreline area around the Harbor Park (formerly named Lot F Park)</li> <li>• Beach area sand dune planting to secure the beach from blowing</li> </ul>   |
| <p>Continue to work with funding agencies and organizations to support projects that protect environmental resources and the community that are vulnerable to the changing climate.</p> <ul style="list-style-type: none"> <li>• These agencies include FEMA, WDNR, Fund for Lake Michigan and others that can potentially assist with shoreline erosion, flooding, rising water levels and issues related to being a Lakeshore community</li> </ul>   |
| <p>Continue to pursue projects that address the significant impacts of the Lake Michigan wave action.</p> <ul style="list-style-type: none"> <li>• Projects to address surge and shoaling action. The water surges up the channel which damages the steel sheet piling that surrounds the harbor</li> </ul>  |
| <p>Employ surface water best management practices to protect the water quality of rivers, lake, and the groundwater.</p> <ul style="list-style-type: none"> <li>• Best management practices to be incorporated for surface water drainage when projects are being designed.</li> <li>• Tree planning, native plantings, and removal of invasive species assist with these practices while also benefitting pollinators, birds, and beautify the areas where they are implemented.                             <ul style="list-style-type: none"> <li>◦ Continue partnering and working with Woodland Dunes in projects that involve native plantings and environmental resource enhancements.</li> </ul> </li> </ul> |
| <p>Many properties within the city were former industrial sites that are now brownfields. Continue to redevelop and pursue funding opportunities to prepare these sites for re-use through the Wisconsin DNR and the U.S. EPA.</p>   |
| <p>Continue working with these organizations on projects, However, expand the emphasis on cultural and artistic opportunities and public art displays in the City.</p> <ul style="list-style-type: none"> <li>• Two Rivers Historical Society: Expand dialog with the Historical Society.</li> <li>• Rogers Street Fishing Village: Pursue connection with this group to work with them regarding their vision of the fishing village.</li> <li>• Hamilton Wood Type Museum: Continue working with the museum as a partner to expand and integrate its reach into the community in forms of public art, its positive impact on tourism and culture within the City of Two Rivers.</li> </ul>                         |

## HOUSING AND NEIGHBORHOODS

### Action

Consider a range of housing needs as indicated by survey results and day-to-day interactions.

- Work with the area real estate community, developers, and investors to promote housing development in Two Rivers.
- These housing types include new single family, improved existing single family, new multi-family residential, new condominium residential, and affordable housing.

Strengthen neighborhoods, or areas of the city, by developing tools and programs to assist property owners with improvements to housing structures.

- Promote the City's Housing Loan Program and the Northeast Wisconsin Regional Housing Loan Program that is available to income qualified individuals for home improvements.
- Promote the "Transform Two River's Program" that uses affordable housing funds from tax incremental districts that have been extended an additional year for affordable housing purposes.

Consider the application of streetscaping, terrace plantings, or other beautification techniques within neighborhood street corridors when street design projects are being planned. There are "gateway" areas in the City along entryway corridors where some of these techniques may be very impactful:

- Hawthorn Street to 14th Street
- 14th Street
- 12th Street
- Forest Avenue and 45th Street (CTH VV)
- 22nd Street

Explore ways to place overhead utility lines underground when construction projects are occurring.

Review the maintenance code for the exterior of buildings, outdoor storage, and yard appearance as it relates to residential buildings.

- Review potential for additional time and budget allocated to outreach and enforcement of the City's building maintains code.
- Evaluate the code enforcement options such as community service officer(s) or housing inspector(s) position.

Promote available public and private sites identified for development and redevelopment. Survey results indicated support for single family residential, condominium style units, additional apartments, and workforce/affordable housing units.

- Consider use of financial incentive tools to facilitate housing development such as Tax Incentive Financing for infrastructure costs.
- Use of the Tax Incentive Financing affordable housing funds set aside from TIDs that have been extended for a year through City Council approval.
- Working with the private development community to facility construction in both greenfield sites and redevelopment areas.
- Pursue funding assistance at the state and federal level where possible to facilitate additional housing development within the City.

**HOUSING AND NEIGHBORHOODS (cont.)**

**Action**

Recommended residential development focus areas:

- The City owned Sandy Bay Highland Subdivision has approximately 17 acres to the north remaining within the subdivision that has not been platted. Phase three should be designed and subdivided for future development as Phase 1 and 2 are almost completely developed.
- Land adjacent to Sandy Bay Highland subdivision is also recommended areas for future residential development
- The area south of the Two Rivers High School adjacent to Lincoln Avenue includes areas land areas recommended for future housing and mixed uses.
- Redevelopment sites along waterfront locations that may in some cases be brownfields are recommended for reuse for residential and mixed use in the future.
- The existing housing stock where there are small lot sizes, or homes that are extremely small. These existing homes may fill a niche for the demand for “small” homes as there are homes that are 1,200 square feet in some cases. Upgrading these homes with modern amenities is encouraged.
- There are homes that have been left in disrepair, abandoned, and then put up for sale in some cases for a price under \$20,000. It is recommended the City’s Community Development Authority (CDA) consider potential purchase(s) of these types of properties. Otherwise there remains a negative, spiraling effect of homes purchased at these prices with little investment made beyond minimal cosmetic changes. Unfortunately, this is not a solution to the City’s limited supply of quality first time homes available for purchase.

**ECONOMIC DEVELOPMENT**

**Action**

Promote the redevelopment of properties. There are some properties within the City of Two Rivers that are targeted for redevelopment and may also be identified as brownfields and in need of redevelopment.

- Priority redevelopment areas are identified on Map 6.
- Continue to use and pursue resources such as site assessment grants and other resources for investing in brownfield clean-up for future development opportunities.

Facilitate development to support and grow the city’s tax base while providing new opportunities for business and residential expansion

- Strategically use tax incremental financing, grant programs, the city’s economic development loan program, and other grant/loan resources to support the ongoing process of development in the City.
- Promote other tools including the City’s Economic Development Loan program and the Façade Improvement Program both of which are intended to assist businesses when additional funds for investment are needed.

Continue work on marketing the City’s area for development.

- Build marketing information for the city owned Woodland and Columbus industrial park property.
- Identify and market areas in accordance with planning documents for future development opportunities.

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## ECONOMIC DEVELOPMENT (cont.)

### Action

The City owned industrial buildings located at Wentker Court need maintenance and improvements. These buildings provide an opportunity for incubator-type uses for new businesses in the community.

- Explore Economic Development Administration (EDA) and other funding opportunities that are potential sources to improve these buildings to fully provide the incubator services and space for startups in the city

Build relationships with businesses to understand retention and attraction needs for their operations.

- Continue outreach to companies independently and through the Manitowoc Chamber of Commerce, the Two Rivers Business Association, Two Rivers Main Street, Lakeshore Technical College and other organizations to facilitate assistance to community businesses

Provide resources on the City's website to assist businesses and entrepreneurs.

### ECONOMIC DEVELOPMENT - Downtown Two Rivers

Work with the City's Main Street organization to enhance the downtown area and support businesses.

When applicable, support streetscaping and beautification efforts to enhance the downtown experience and appearance. These include but are not limited to hanging planters, painting of wastebaskets, and public artwork.

Facilitate the full use of buildings as the economy evolves. Examples include light manufacturing, for example food production, paired with a retail component.

### ECONOMIC DEVELOPMENT - Tourism

Promote the City's tourism efforts as the model for service delivery changes for the community.

Continue support for the hospitality industry including but not limited to lodging, restaurants, and retail providers with marketing materials, and updated website information.

Engage in the use of social media to promote events and assets for residents and visitors.

Continue the implementation of outdoor trail plans, public access to water, recreational amenities and activities that both residents and visitors enjoy.

Continue beach maintenance, and expansion plans for public access to and enjoyment of Lake Michigan and the East and West Twin Rivers.

Two Rivers is part of the National Marine Shipwreck Sanctuary and this designation provides a partnership with NOAA and significant tourism opportunities with the community and visitors.

**TRANSPORTATION**

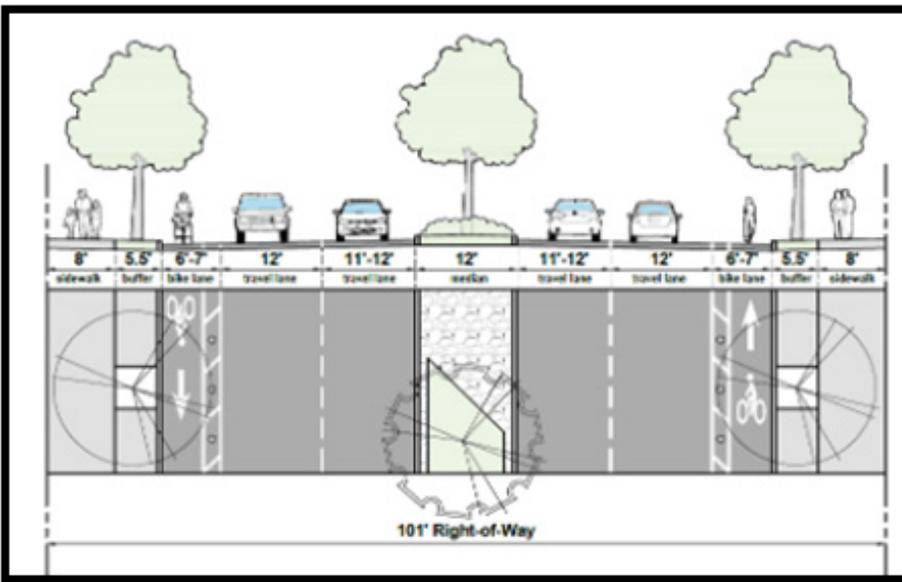
**Action**

Develop a transportation system that provides for all transportation modes.

Identify areas where traffic and/or safety issues have been raised.

- The intersection of Washington Street and 12th Street
- The intersection of Forest Avenue and Tannery Road

When the design of a street is in process, consider the attributes of a “complete street” such as curb, gutter, sidewalk, terrace, bicycle lane, and vehicle lane widths all of which contribute to the varying ways in the public travels.



Continue the use of the Pavement Surface Evaluation and Rating (PASER) system to assess the overall condition of roadways and to determine the road maintenance, restoration, and construction needs.

Continue availability of Maritime Metro Transit, evaluate the need for and use of paratransit providers and access for residents to alternative transportation services. Aging populations and those with mobility constraints will continue to have transportation needs.

Conduct periodic bicycle traffic counts on key bicycle routes and trails to evaluate usage, particularly Mariners Trail . This information is helpful for funding opportunities for the trail and other planning activities related to the trail and the users of it.

Improve signage and information indicating bicycle routes and trail connectivity including the connection from Mariners Trail to the Rawley Point trails.

Update the information available to the public about bicycle routes and trail access.

## TRANSPORTATION (cont.)

| Action  |
|---|
| Expand existing bicycle and pedestrian trail system with new trail connections. <ul style="list-style-type: none"><li>• Additional trails include a trail between the Washington Street Bridge to the 17th Street Bridge along the waterfront.</li><li>• An extension of the trail from Two Rivers High School to the south. Adding light to the trail would also be helpful to the trail users</li></ul> |
| Evaluate and update the Bicycle and Pedestrian Plan.  |
| Evaluate the Harbor Master Plan and update as needed.   |
| Promote information about the “water trail”, and public access to water transportation, availability of public docking and launching locations.   |
| The evaluation of and preparation for the increased presence of electric vehicles (EV) and bicycles presence and the impacts of them within the transportation system.  |

## UTILITIES & COMMUNITY FACILITIES/SERVICES

| Action   |
|--|
| Provide quality services, maintain system infrastructure, and seek out ways to modernize service delivery.   |
| Continue to replace lead pipes within the water distribution system for safe drinking water quality in the community.  |
| The City’s Water and Light Utility will continue to modernize the provision of service and customer service features for the city’s residents.   |
| Preparing for the presence of electric vehicles (EV) is necessary. An assessment for the possibility of providing a charging station(s) in coordination with WPPI.   |
| Monitor the electric transmission poles and transmission system with respect to climate variability and rising intensity. In addition, evaluate the potential to remove poles and replace with underground services when construction is occurring to enhance service provision and aesthetics.  |
| Work with broadband providers to support and improve broadband services, the “Cool City” Wi-Fi network and the telecommunication network overall for services to residents and businesses.   |
| Previous plans have identified conducting a study of relocating the public works facility from its current location, across from Lake Michigan, a prime location for development to another location. Conducting a vulnerability assessment for this location and a needs assessment study for the public works facility is recommended. |

**LAND USE**

**Action**

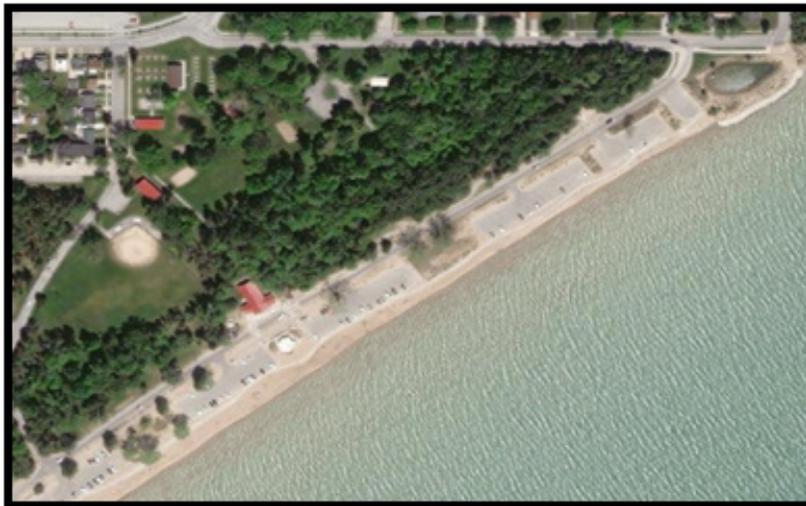
Review the adopted, future land use map annually.

Consider area development plans or plans specific to some locations within the City to address needs specific to the area. Some suggested areas are below:

- Area bounded by Madison Street on the east, 14th Street on the south and Wentker Court on the west, and West Twin River to the North



- Neshotah Beach: Bounded by 22nd Street to the north, Pierce Street to the west and Zlatnik to the south.



Modify the zoning ordinance when needed for consistency with the comprehensive plan and in cases where it needs to be updated to keep for modernization purposes.

## INTERGOVERNMENTAL COOPERATION

### Action

Develop a list of resources and services that are formally or informally shared between entities.

Invite neighboring communities (e.g., Manitowoc County, towns of Two Rivers and Manitowoc, City of Manitowoc) to attend meetings and workshops regarding topics with a regional focus or impact.

Share completed plans and project success summaries with neighboring communities (e.g., Manitowoc County, towns of Two Rivers and Manitowoc, City of Manitowoc) as part of an ongoing initiative to improve communication.

Develop boundary agreements with the towns of Two Rivers and Manitowoc to catalyze the future planning of Two Rivers' extra-territorial areas.

## IMPLEMENTATION

### Action

Update Two Rivers comprehensive plan every 10 years.

Hold community meetings and education efforts with the public, local schools, the media, and stakeholders to publicize and communicate planning projects identified in this plan, and to gather feedback.

Maintain a comprehensive plan web page (on the City's website) that includes the adopted plan, documentation of all comprehensive plan amendments, and updates and summaries of ongoing projects/actions related to the comprehensive plan.

Update the city's zoning ordinance, as needed, so it is consistent with the 20-year land use plan map and any amendments.

In addition to addressing matters of the comprehensive plan as they arise, the Plan Commission may select a meeting, at least once per year, to broadly discuss the comprehensive plan goals, objectives, and actions to collect public comment on a reoccurring basis and otherwise discuss any potential issues or conflicts with current practices.

Require amendments to the future land use plan map to include an analysis of externalities of the changing parcels.

Evaluate future possibilities and issues when comprehensive plan amendments are requested, especially to the future land use plan map.





# TWO RIVERS WISCONSIN



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