

Status Report on 2020 City Goals  
Prepared by City Manager's Office  
December 11, 2020  
Updated December 30, 2020

**Updated June 9, 2021**

**Updated June 14, 2021, following Personnel & Finance Committee Review**

Objectives identified as "New for 2021" were identified during December 28, 2020 review of progress on 2020 Goal and Objectives and recommended for adding in 2021; not intended to be a comprehensive listing of new 2021 objectives.

## **City of Two Rivers Strategic Goals and Objectives (Adopted by City Council \_\_\_\_\_, 2021)**

The following goals and objectives are presented for discussion and adoption by the Two Rivers City Council to provide clear direction for the City through 2021 and into 2022.

The City Council is not only responsible for adopting these goals and objectives, but for monitoring the City's progress in pursuit of these goals and supporting the City Manager and staff as they develop and implement policies, programmatic initiatives and capital investment in support of these goals and objectives.

The City Manager, as appointed Chief Executive Officer for the City, is responsible for coordinating city government's actions and leading City staff in pursuit of these goals and objectives; he is accountable to the City Council for success in achieving these goals and objectives.

Every City department must be aware of these goals and objectives and is expected to contribute to their pursuit and attainment. City staff will review these goals and objectives with the various citizen boards and committees of the City, seeking members' objective feedback and support for these efforts.

The City Council and City Manager recognize that the effective pursuit of these goals and objectives requires not only the support, hard work and cooperation of the City Council, City Manager, Department Heads and staff, but also requires the cooperation and support of many community partners.

After all WE ARE TWO RIVERS!

## 2021 Strategic Goals & Objectives

- I. **Focus relentlessly on fiscal new revenue streams and operational sustainability.** (Ongoing)
  - A. Encourage and facilitate projects that will increase City tax base—both new construction and increase in market value of existing properties (Ongoing)
    - Actively market available development and redevelopment sites, both City-owned and privately owned.
    - Continue development and marketing of the Sandy Bay Subdivision by the City and its realtor. Five residential lot sales in 2020. \$129,834 in revenue from sales. Construction of new homes on those lots should add at least \$1.5 million in tax base.
    - Seek private developer for Phase 3 of Sandy Bay Subdivision, for either single family home sites or as a planned unit development of detached single family homes and two-family residences, maintaining a high-quality residential character.
    - Work with developer Abbey Ridge III, LLC to assure completion of at least three additional duplex condo structures at Washington Highlands in 2021; actively encourage development on the three remaining building sites.
    - Actively pursue development of market rate housing, both condominiums and apartments, with emphasis on downtown waterfront sites.
    - Pursue funding assistance for and undertake a housing market study.
    - Implement Transform Two Rivers housing improvement initiative through CDA and Community Development Office.
    - Make use of TID 13 (created 2020), TID 8 (amended 2020) and TID 12 (amended 2021) to encourage redevelopment activities in the downtown area.
    - Implement TID 14 at the Woodland Industrial Park, to assist business prospect pursuing 2021 construction and to provide possible incentives for further development and for extension of public street and utility infrastructure.
    - City Manager and Community Development Director to continue to meet with prospective developers over the course of 2021, regarding several key redevelopment sites and greenfield sites in the city, including:
      - Former Hansen the Florist site
      - Former Eggers West plant
      - Former Eggers East site
      - Former Paragon site
      - Various properties on Washington Street

- NE corner of Monroe and 16<sup>th</sup> Streets (former Ginny's Resale)
- SW corner of Washington and 22<sup>nd</sup> Streets
- Former M & M Restaurant
- Burrows waterfront property on the West Twin downtown (behind Kurtz's)
- Former Ralph Schroeder property on Garfield Street
- Undeveloped portion of East Point
- Sites in the Columbus and Woodland Industrial Parks

- Strive for at least three percent annual increase in the City's equalized valuation, 2020-2021 and ongoing.

- B. Recruit businesses that can take advantage of available water and wastewater treatment capacity, to help stabilize or reduce rates for those utilities. Develop a targeted strategy for marketing these assets: high quality water and available water and sewer capacity.
- C. Increase the General Fund's Unrestricted Fund Balance to \$2.2 million—improve by at least \$200,000 per year (Ongoing).

NOTE: General Fund Balance at end of 2020 was \$2,278,708 (unaudited), up from \$2,088,101 at 2019 year-end. Unrestricted Fund Balance (net of advances to other funds with deficit balances) was (\$910,661) at 2019 year-end—projected to improve to a positive number at 2020 year-end.

- D. Eliminate Water Utility deficit—reduce by at least \$200,000 per year. NOTE: Water Utility Deficit Cash Balance was \$1,913,413 at 2019 year-end; was reduced to \$948,537 at 2020 year-end. Of that reduction of \$964,876, \$500,000 was attributable to an inter-fund loan, \$448,537 to 2020 operations.
- E. Capitalize on sale/development of City-owned properties—short-term revenue from sales; long-term property tax and utility revenue from redevelopment
- See earlier comment on Sandy Bay Subdivision lot sales and possible sale of Phase 3 land area.
  - Community Development office and City Manager continue to engage with several prospects showing interest in residential development on the City-owned former Eggers East site.
- F. Pursue the current purchase contract on the former Paragon Electric property, acquired through foreclosure in October 2019, to closing on or before July 26, 2021.
- G. Market for redevelopment the City-owned former gas station/convenience store at 2023 Washington Street, acquired for redevelopment in May 2020. Language has been included in project plans for TID's 8 and 13 for possible funding assistance for redevelopment. Property is listed with Berkshire Hathaway Real Estate.
- H. New for 2021: Pursue acquisition for redevelopment of the vacant, tax-delinquent parcel fronting on south side of 12<sup>th</sup> Street, between Adams and Monroe Streets.

- I. Continue to educate City Council and community on the fiscal constraints placed on cities by Wisconsin's statutory and institutional framework for financing local government; work through the WI League of Municipalities and other state-level organizations to bring about changes in the system for financing local services. (Ongoing)
  - Address through Legislative/Intergovernmental update at regular Council meetings.
  - Address through informational videos on City Government.
- J. Highlight cost containment and efficiency measures achieved by the City.

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

- A. Develop, implement and act upon feedback mechanisms for local residents and businesses (Ongoing)
  - Pursue re-engineering/reinvigorating Two Rivers' Citizen Academy—a program started in the Police Department in the 1980's. The City of Two Rivers was a national pioneer in the development of Citizen Academy. Evaluate virtual academy options, to either replace or supplement traditional classroom and hands-on approach to Citizen Academy.
  - Implement regularly-scheduled community forums, with participation by City Council, City Manager and Department Heads. Begin in third quarter 2021.
  - Resume "Coffee With a Cop" at local coffee shop, post-COVID. Consider similar initiatives by other City departments.
  - Enhance opportunities for citizen outreach to City Council, City Manager and Department Heads through messaging via the City's website.
  - Create a mechanism for citizens to provide "Input from the Public" in advance of City Council meetings, via the City's website.
- B. Invest in technology to drive delivery of quality services and to achieve economies (Ongoing)
  - Fully implement agenda and minutes components Granicus software for Council meetings and other public meetings by the end of July--will be a significant enhancement for the public to access what goes on at public meetings.
  - Continue to develop and expand the "EXPLORETWORIVERS.COM" website. Encourage more local businesses to submit events; add more features on

local attractions; encourage use of the site by local businesses in order to maximize the business impact of special events.

- Advance other digital and social media initiatives, currently in process, include a “Made in Two Rivers” website, aimed at providing resources to local companies who want to leverage City branding resources and assist the City in communicating its brand story, and recently-established Instagram and Twitter accounts.
  - Add cameras in parks to enhance public safety, deter vandalism and pursue ordinance violations when they occur (vandalism, illegal dumping, other offenses): Add signage about presence of cameras, as an advisory to the public and deterrent to criminal activity.
- C. Develop and implement a strategy for better informing the public about city services and infrastructure and their contribution to economic development and community quality of life.
- Presentations to community groups and service clubs by City Manager and Department Heads are ongoing.
  - Continue to implement short informational videos on various City services, produced by Communications Coordinator.

### **III. Drive strategic community development.**

- A. Secure the former Hamilton property for redevelopment by 2021 year-end.
- B. Emphasize continued redevelopment in the City’s downtown and downtown waterfront areas
- Secure developer for that portion of the former Eggers East property not being used for storm water management facilities.
  - Construct “Phase 2” of South Breakwater Trail project—a trail segment south along the shoreline, behind DWP and back out to Mariners Trail just north of the Lighthouse Inn property. Pursue possible funding assistance from Friends of Mariners Trail.
  - 2021 Budget provides funding for downtown façade and sign grants, \$22,000 to supplement to Main Street funds. Work with Main Street to publicize these programs and show tangible improvements downtown.
  - 2021 Budget provides funding for planning and preliminary design for proposed downtown splash pad and ice skating rink.

Citizen committee was appointed in January and is working with park planning consultant to develop conceptual plans and cost estimates.

Preferred site is Central Park West; project would involve a complete redesign and reconstruction of the park as a focal point for downtown activities year-round.

Finalize plans and cost estimates for “Central Park West 365” project by end of July; develop and implement funding strategy aimed at 2022 project construction of this project as a major community quality of life and economic development project:

- Emphasize project as a quality of life amenity for local residents, reinforcing downtown as Two Rivers’ central gathering place and enhancing its sense of place.
  - Emphasize the importance of the project to year-round tourism, as a visitor amenity.
  - Emphasize the project’s role in strengthening downtown revitalization efforts, as a focal point for activities 365 days per year.
- City Council rep and City Manager actively participate as members of the Main Street Board: 2021 projects initiatives include expanded façade/sign grant program in cooperation with City; grant program for start-up businesses; new hanging planters downtown and informational kiosks at Neshotah Beach and Memorial Drive Wayside. Push to make these things happen.
  - Add for 2021: Place high priority on development of new, market-rate housing (rental or condo) on the downtown waterfront to aid in revitalizing downtown.
- C. Develop and implement programs to encourage reinvestment in existing housing stock. Implement “Restore Two Rivers” housing program, drawing on TIF Affordable Housing Resources as well as funding from regional CDBG housing grant program and other sources.
- D. Emphasize redevelopment investment along Memorial Drive
- Develop master plan for upgrades to Spirit of the Rivers Wayside and adjacent lands acquired by City in January 2020
  - Complete Phase 2 of Mariners Trail rehabilitation project
  - Pursue funding for rehabilitating the balance of that portion of Mariners Trail located in Two Rivers and for replacing split rail fence along trail.
  - Pursue development of a safe crossing location to Mariners Trail at 12<sup>th</sup>, Madison or Columbus Street; needs to be pursued in 2021.
  - Complete improvements between Washington Street bridge and Jefferson Street (East Gateway Corridor), which included an improved, off-street trail; this \$100,000 improvement needs to be completed in 2021. Include plans for permanent display of Coast Guard motor lifeboat.
  - Aggressively pursue acquisition of CN Railroad right-of-way to aid in redevelopment in this corridor.

- E. Invest in critical infrastructure, leveraging available funding from non-City sources to maximize investment.
- Complete street/utility reconstruction projects budgeted for 2021, total approximately **\$4,250,000**. Of that amount:
    - \$251,325** of public sewer infrastructure will be funded through Clean Water Fund Program principal forgiveness
    - \$348,800** of public water infrastructure will be funded through Safe Drinking Water Fund principal forgiveness
    - \$250,000** of private water lateral costs will be funded through Safe Drinking Water Fund principal forgiveness

Anticipate TID No. 8 funding for **\$1,200,000** out of total borrowing of \$1,650,000 for public water and sewer infrastructure

These funding sources account for \$2,050,152, or about 48 percent of project costs.
  - Continue to aggressively pursue funding for lead water service lateral replacement throughout the city.
  - Implement CDBG grant-funded project for drive-up window at Senior Center \$88,000 in grant funding to cover 100 percent of project costs.
  - Develop plans for effective use of American Rescue Plan Act funds; work with County to pursue possible use of ARPA funds for city infrastructure.
- F. Complete update of 2010 Comprehensive Plan and related City plans by year-end; emphasize community development and redevelopment needs and priorities in new Comp Plan.
- G. Develop a renewed economic development strategy, to include resources formerly devoted to the City's participation in Progress Lakeshore.
- H. Pursue a new Tourism Services Agreement with the City of Manitowoc and the Manitowoc Area Visitor and Convention Bureau, by September 1, 2021 (current five-year agreement expires December 31, 2021). Provide for improved strategic planning and performance measures for area tourism development efforts. Be ready to implement a strategy specific to Two Rivers if a new Tourism Services Agreement cannot be negotiated.
- I. In pursuit of all the above goals, make strategic use of development incentives
- Make strategic use of TIF for housing initiative cited above and for 2021 infrastructure work cited above. Will be reviewing opportunities for additional activities to be funded by TID 7 (Old Hospital), such as neighborhood infrastructure and Neshotah Park improvements. This TIF should have the ability to fund up to \$1 million in additional neighborhood investment. (Ongoing)

- Stay on top of State and Federal funding programs that may assist with local development, including Community Development Block Grant funding and various funding programs offered through the WEDC (Idle Sites, Community Development Investment Grants, etc.), any special COVID relief funding.

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

- A. Address the need for additional tools (ordinances, policies, grant and loan programs) and enforcement resources (possible additional personnel) to address deteriorated and blighted properties.
- B. Develop design standards and incentives for investment in historic properties This goal has been a subject of discussion at several meetings of the TR Main Street Design Committee, including consultation with representatives of the State Historical Society. A current topic with that committee.
- C. Develop design standards and incentives for new development and redevelopment in the downtown and downtown waterfront areas.
- D. Develop and adopt a local historic preservation ordinance including creation of a City Historical Commission. (Ongoing)  
  
In process. in tandem with B and C above.
- E. Update and continue implementation of 2013 Bike/Ped Facilities Plan
- F. Update 2014 Park and Open Space Plan.
- G. Foster development of the local arts community as an integral component of community quality of life and economic development
- H. New for 2021: New music festival, expanded street banner art, downtown mural(s)—initiatives under the umbrella of the Two Rivers Main Street Program, with the cooperation of the City.

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

- A. Recruit and retain employees whose professional and educational backgrounds and interests are consistent with the City's goals
- B. Retain good employees by encouraging ongoing professional development, supported by City budgeted resources and through active pursuit of grant funding.



- C. Ongoing emphasis on staff development. New for 2021: Highlight professional development activities through periodic reports at City Council meetings.
- D. Recruit and retain good employees by maintaining competitive, market-based pay scales.
- E. New for 2021: Lay groundwork to implement performance appraisal process and merit pay adjustments at department head level in 2022.
- F. Develop and maintain succession plans for positions of City Manager, department heads and other key positions.
  - More work is needed in the area of employee succession, for other key management positions. Emphasis in 2021: Succession planning for City Manager position.

**VI. Enhance and promote the City's identity and brand story throughout the region.**  
(Ongoing)

- A. Tell Two Rivers' story through effective implementation of branding strategy, using the most effective communication channels, digital and traditional
  - Branding Committee and City Staff developed and implemented a cost-effective implementation plan for initial introduction of the City's brand identity; that plan is being updated to identify 2021 activities to further promote the City's brand.
  - Introduced the community to the brand story at "Celebrate Two Rivers" event in August—event was well-attended and generated positive feedback. Second annual Celebrate Two Rivers being planned for 2021
  - Expand logowear offerings to offer Summer and beach wear, through continued partnership with local retail outlets; net profits benefits Parks and Rec programming
- B. Target message to drive economic development, new residential growth, and tourism.
- C. Continue to expand "Made in Two Rivers" initiative; create "Made in Two Rivers" link on EXPLORETWORIVERS.COM website.
- D. Leverage community and regional resources to help promote Two Rivers' brand story, including:
  - TRBA
  - Two Rivers Main Street
  - Two Rivers Historical Society
  - Hamilton Wood Type and Printing Museum
  - Woodland Dunes Nature Center

- Local Arts Community
- Area Realtors—need to set up event in early 2021
- Local Employers—meetings about “Made in Two Rivers” by Brand Ambassadors
- Progress Lakeshore
- Manitowoc Area Visitor and Convention Bureau
- Chamber of Manitowoc County

E. Convene a Brand Summit with local businesses and organizations, to better leverage community resources in promoting Two Rivers’ brand.