



# CITY COUNCIL WORK SESSION

Monday, March 30, 2026 at 6:00 PM

Council Chambers - City Hall, 3rd Floor  
1717 E. Park Street, Two Rivers, WI 54241

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## AGENDA

**NOTICE: Arrangements for Addressing the City Council by Telephone, During Public Hearings or Input from the Public can be made by Contacting the City Manager's Office at 920-793-5532 or City Clerk's Office at 920-793-5526 by 4:00 p.m. on the day of the meeting**

**1. CALL TO ORDER**

**2. PLEDGE OF ALLEGIANCE**

**3. ROLL CALL BY CITY CLERK**

Councilmembers: Mark Bittner, Doug Brandt, Shannon Derby, Bill LeClair, Darla LeClair, Tim Petri, Bonnie Shimulunas, Scott Stechmesser, Adam Wachowski

**4. CONSIDERATION OF ANY COUNCIL MEMBER REQUESTS TO PARTICIPATE IN THIS MEETING FROM A REMOTE LOCATION**

**5. INPUT FROM THE PUBLIC**

Limited to 3 minutes per person - Resident addresses are requested but are not required to be given

**6. DISCUSSION ITEMS**

**A. Revised Code of Conduct for Elected Officials**

**Summary:** Review and discussion of a proposed revision to the Code of Conduct for City elected officials. This revision is intended to promote ethical governance, civility, and clarity of roles under the Council–Manager form of government. The proposed draft outlines expectations for professional behavior, public engagement, and interactions with staff and the community.

The current version of the Code of Conduct is thorough but overly long and legalistic. Its detailed enforcement and complaint procedures create a formal, quasi-judicial process that could escalate conflicts rather than promote civil resolution. A revised Code of Conduct can better focus on clear expectations, civility, and roles, while remaining practical, accessible, and aligned with the Council's day-to-day work.

**B. Review of Sanitary Sewer Credit Policy**

**Summary:** The City will review a comparison of Two Rivers' current sanitary sewer credit policy with those of other communities, highlighting differences in eligibility, credit amounts, and administrative approaches. This discussion will provide context on how other municipalities handle leak-related billing adjustments and the range of policy options available. Council direction will be sought regarding potential updates to the City's existing policy.

**7. ACTION ITEMS**

**A. 26-045 Resolution Adopting Three-Year Harbor Development Statement of Intentions for 2027-2029**

**Summary:** The City will review the Three-Year Harbor Development Statement of Intentions and outline priority projects including harbor dredging, seawall reconstruction, and a future breakwater extension to improve navigation safety and support downtown redevelopment investment. Council consideration is requested to approve the resolution adopting the plan for submission to the Wisconsin Department of Transportation for planning and funding eligibility purposes.

**Recommended Action:**

Motion to waive reading and adopt the resolution

**8. FOR INFORMATION ONLY**

- **City Council Regular Meeting**, Monday, April 6, 2026, 6:00 PM
- **Public Hearing** on an ordinance to amend Section 10-4-13 entitled "Signs not requiring a permit" to regulate the use of contractor construction signs. Monday, April 6, 2026, 6:00 PM

**9. CLOSED EXECUTIVE SESSION**

The City Council reserves the right to enter into Closed Session, pursuant to Wisc. Stats 19.85(1)(c). Considering employment, promotion, compensation or performance evaluation data of a management level employee over which the Council has jurisdiction or exercises responsibility.

**10. RECONVENE IN OPEN SESSION**

To consider possible actions in follow-up to closed session discussions

**11. ADJOURNMENT**

Motion to dispense with the reading of the minutes of this meeting and adjourn

*In accordance with the requirements of Title II of the Americans with Disabilities Act (ADA), the City of Two Rivers will not discriminate against qualified individuals with disabilities on the basis of disability in its services, programs, or activities. If you need assistance or reasonable accommodations in participating in this meeting or event due to a disability as defined under the ADA, please call the City Clerk's office at 920-793-5526 or email [clerk@two-rivers.org](mailto:clerk@two-rivers.org) at least 48 hours prior to the scheduled meeting or event to request an accommodation. For additional assistance, individuals with hearing or speech disabilities can call 711 and be connected to a telephone relay system.*

*It is possible that members of and possibly a quorum of governmental bodies of the municipality may be in attendance at the above stated meeting to gather information; no other action will be taken by any governmental body at the above-stated meeting other than the governmental body specifically referred to above in this notice.*



**TWO  
RIVERS**  
WISCONSIN

CITY OF TWO RIVERS,  
WISCONSIN  
CODE OF CONDUCT FOR  
ELECTED OFFICIALS  
ADOPTED: \_\_\_\_\_

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This Code of Conduct is adopted pursuant to authority granted to the Council under Wis. Stat. §62.11(3)(a) and (e), applicable to the Council under Wis. Stat. §64.07(1), and Wis. Stat. §19.59(1m) and (4). The applicable provisions of Wis. Stat. §19.59, the statutory Code of Ethics for Local Government Officials, Employees and Candidates, and Wis. Stat. §946.13, prohibiting private interest in public contracts, are incorporated by reference in this Code.

This Code of Conduct shall apply to the Standing Committees of the Council described in Section 2-2-4 of the Municipal Code of the City, and their members.

### SECTION 1: Purpose and General Policy

It is the policy of the City of Two Rivers to uphold, promote, and demand the highest standards of ethics from its elected officials.

Accordingly, members of the City Council shall maintain the utmost standards of personal integrity, trustworthiness, honesty, and fairness in carrying out their public duties. Councilmembers must comply with all applicable laws, avoid any improprieties in their roles as public servants, and never use their City position or authority improperly or for personal gain.

This Code of Conduct has been created to ensure that all officials have clear guidelines for carrying out their responsibilities and managing their relationships with each other, City staff, the citizens of Two Rivers, and all other private and governmental entities.

### SECTION 2: Conduct with Elected Officials

- A. Civility and Decorum:** Difficult questions and criticism of ideas are legitimate elements of a free democracy, but Councilmembers must not be hostile, degrading, or defamatory when debating a contentious issue. Members should assume their

colleagues have appropriate motives and the public's interest in mind.

- B. Respectful Discourse:** Councilmembers shall not make belligerent, impertinent, slanderous, threatening, abusive, or personally disparaging comments in public meetings or individual encounters.
- C. Honor the Chair:** The Council President is responsible for keeping comments on track during meetings. Members must honor efforts to focus discussions on the current agenda.
- D. Attention to Proceedings:** Council Meetings should be devoted exclusively to the conduct of public business. Members should give their full attention to the agenda and refrain from conducting private business during meetings.

### SECTION 3: Conduct with City Staff and the Public

#### Interactions with City Staff:

- A. Professionalism:** Councilmembers should treat all staff as professionals, utilizing clear, honest communication that respects the abilities and dignity of each individual.
- B. No Public Criticism:** Councilmembers shall never demean or personally attack an employee regarding their job performance in public, including statements to the media or on social media. Performance concerns must be forwarded privately to the City Manager.
- C. Respect Administrative Authority:** The Council shall not attempt to supersede the administration's powers by giving direct orders to the City Manager, Department Heads, or subordinate staff.

#### Interactions with the Public:

- A. Welcoming Environment:** Councilmembers are expected to treat citizens with care and respect, making every effort to be fair and impartial when listening to public testimony.
- B. Clarification over Debate:** Questions directed by Councilmembers to the public should seek to clarify or expand information, not to criticize or debate.
- C. Unofficial Settings:** Councilmembers must avoid making overt or implicit promises to the public that the Council will vote a certain way or that City staff will take specific actions.

### SECTION 4: Prohibited Activity and Ethics

- A. Conflicts of Interest:** Councilmembers are expected to avoid conflicts of interest, as well as the appearance of conflicts, to ensure decisions are made in an independent and impartial manner. No member may use their position to obtain financial gain or anything of substantial value for themselves, their immediate family, or an associated organization.

- B. Anti-Discrimination and Harassment:** The City Council is committed to fostering a work and operational environment free of discrimination and harassment. No Councilmember shall harass or make offensive comments based on race, color, sex, religion, age, disability, sexual orientation, gender identity, or national origin.
- C. Representing the City:** When communicating with the media or speaking before another agency, members must clearly state whether their statement reflects a personal opinion or the official stance of the City.
- D. Closed Sessions:** Councilmembers must hold all closed session information in strict confidence. Members shall not divulge any aspect of closed session deliberations unless expressly authorized by the Council or required by law.

### SECTION 5: Complaint and Enforcement Procedure

- A. Filing a Complaint** Any person who believes an elected official has violated this Code of Conduct may file a signed, written complaint with the City Clerk. To initiate the process, the complaint must clearly identify:
  1. The complainant's name and contact information.
  2. The name of the City official accused.
  3. A brief statement of the facts constituting the alleged violation, including the dates it occurred.

Note: A person who knowingly makes a false, misleading, or unsubstantiated statement in a complaint filed in bad faith may be subject to penalty.

- B. Mandatory Public Hearing**

The enforcement of this Code relies on peer accountability and transparency rather than formal judicial or quasi-judicial proceeding.

1. **Scheduling the Public Hearing:** If the City Clerk determines the filed complaint is complete, they will forward it to the City Council to schedule a mandatory public discussion.
  2. **The Hearing:** The accused official will be called to appear before the City Council. Rather than an evidentiary trial with cross-examinations, the body will hold a guided, mandatory hearing regarding the facts of the complaint. The goal is to openly address the grievance, hear from the involved parties, clear up misunderstandings, and ensure future adherence to the Code. The Council shall allow for public comment, including comment from the complainant and the accused official, subject to the body's ordinary rules of discussion.
- C. Penalties and Sanctions** Following the discussion, the City Council will deliberate and determine what action, if any, is necessary. It is the intent of the Council to educate and, when necessary, discipline members using progressive measures. Sanctions require a majority vote (for censure) or an affirmative vote of 3/4 of the Council (for removal). Possible sanctions include:

1. An informal censure by the Council, made as part of a motion in a public meeting.
2. A formal censure by the Council, published in the City official newspaper.
3. Removal from office, as provided by state statute.

**SECTION 6: Communications and Technology**

**A. Use of Electronic Devices During Meetings**

1. **Focus on City Business:** Electronic devices may be used during meetings as an alternative to printed materials or to look up information relevant to matters being considered by the Council. However, such devices shall have their ringer turned off and shall not be used during meetings to conduct private business.
2. **Public Records Warning:** Electronic communications (e.g., text, email, or instant messaging) sent or received by Council Members during a meeting may create public records subject to disclosure under Wisconsin's Public Records Law. If they relate to matters being addressed by the Council, they must be shared with the Council as a whole.

**B. Social Media and Newsletters**

1. **Differentiating Opinions:** When communicating on social media on matters within the authority of the City, Council Members should clearly differentiate between personal opinions and the official position of the City. Each Council Member represents one vote, and until a vote is taken, their positions are merely their own.
2. **Personnel Matters:** Councilmembers should not initiate discussions of City personnel issues or other matters regarding individual City staff on social media.

**SECTION 7: Acknowledgement Statement**

Upon or prior to the swearing-in of each newly-elected or re-elected member of the City Council, the City Clerk shall provide such member with a copy of this Code of Conduct and shall request their signed acknowledgement of having received and reviewed it.

Name: \_\_\_\_\_

Signature: \_\_\_\_\_

Date: \_\_\_\_\_

Requests for a sewer credit must be made in writing and any documentation that the leak has been repaired.

### SEWER CREDIT:

#### SEWER CREDIT AMOUNT:

- The water from the leak **did not** discharge into the basement floor drain, the maximum credit would be one-third (1/3) the difference between the average of previous water usage and the usage during the leak.

### DENIAL OF A SEWER CREDIT:

- **DISCHARGE DOWN THE BASEMENT FLOOR DRAIN:** The water from the leak **did** discharged down the basement floor drain, zero credit would be applied.
- **NON- WINTER PERIOD:** The water leak occurred during the months of April, May, June, July, August, September, and October.
- **VISIBLE LEAKS:** Includes leaking faucets and hose bibs, even if the renter does not report the leak to the landlord. If the landlord does not fix the visible leaks, the tenant can move or report the landlord to the Inspection Dept. Leaking irrigation system do not qualify for a sewer credit, because they are already being bill on their winter quarter or they can install a deduct meter installed.
- **ALREADY RECEIVED A SEWER CREDIT WITHIN THE LAST 12 MONTHS**
- **FILLING SWIMMING POOLS:** Already being billed on their winter quarter or can install a deduct meter.
- **ICE RINKS:** Can adjust their winter quarter.
- **OCCUPIED BUILDINGS:** Includes frozen water pipes in the wall, broken washer hoses, leaking hose bibs and vandalism.
- **DELINQUENT PAYMENTS:** Includes renter fails to pay water bill, customer bankruptcies or foreclosures.
- **FAILER TO MAKE A WRITEN REQUEST:** The customer is required to make a request in writing for a sewer credit. The letter or e-mail should explain the reason for the water leak and include any documentation that the leak was repaired, or a reduction of water usage is reported by the Water Utility.

No sewer credit will be given until the leak has been repaired. The customer should be encouraged to pay the present water bill to prevent future penalties.

No sewer credits will be issued after the Water Utility has notified the customer of the high-water usage.

## SEWER CREDIT GUIDELINES AND REFERENCE

Version: 4/04/2023 Modifications as directed by the Public Utility Committee

Sewer credit will only be given for invisible water leaks.

The invisible water leak must have occurred during the winter period. The winter period includes the months of November, December, January, February, and March. (Note: all residential apartments no matter how many units are billed for sewer on their winter period.)

### BASIS FOR SEWER SERVICE CHARGES:

Sec. 5-2-5 B(1) Residential customers will be billed the sewer service charge for their actual water usage during the November through March period and the monthly average from the November through March period will be the maximum sewer billing for the period of April through October.

### INVISABLE LEAKS:

**LEAKING TOILETS:** The gasket between the water tank and bowl deteriorates or the float malfunctions.

**BROKEN WATER PIPES:** Buried water pipes, frozen or deteriorated and there were no visible signs on the surface. Water pipes under or in the walls of a vacant structure. This also includes broken washer hoses in a vacant structure.

**VACANT STRUCTURES:** The structure is not rented, or a portion of the structure was not occupied /utilized at the time of the leak. The structure was not occupied because of vacations, weekends, foreclosures or the place of business was closed for the day.

**EQUIPMENT LEAKS:** This includes leaking chillers, ice machines and heating humidifiers. Inquire if the water drained to the sanitary or to the storm sewer? Check the account for a deduct meter.

**VANDALISM:** When the structure was vacant an ex-renter leaves faucets running, or unknown person turns on the hose bib.

The Department of Public works will determine the amount of excess water usage for commercial accounts. Commercial accounts include two-unit apartments non-owner occupied or more, however no sewer credit will be given if the leak occurs during a non winter quarter.

Commercial accounts are charged for sewer on their total water usage. These accounts can receive a sewer credit at any time of the year.

If the excess usage occurs during the winter period, an adjustment may be made to the winter period. The winter period can be adjusted for any excess usage. (Visible or invisible leaks)

THREE-YEAR HARBOR DEVELOPMENT  
STATEMENT OF INTENTIONS

Send to: WisDOT  
Bureau of Railroads & Harbors  
P. O. Box 7914  
Madison, Wisconsin 53707-7914

Two Rivers Harbor  
Harbor Name

City of Two Rivers  
Responsible Local Unit of Government  
(County, City, Village or Town)

Improvements Proposed in Calendar Year 2027

Instructions: Complete one of these sheets for each project contemplated in each of the next three years. Include only those projects that benefit COMMERCIAL TRANSPORTATION. Examples include dredging, dredge disposal and dock wall construction.

PART I Project Description and Objective(s)

Harbor Dredging. The continued delay in dredging the Two Rivers Harbor entrance channel is creating an unacceptable situation for our community. Two Rivers is a federally authorized harbor, yet unlike larger ports, we do not have the local financial resources to independently fund navigation channel maintenance. Our harbor generally requires dredging every five years to remain safely navigable, and the last dredging occurred in 2020. Since then, the Army Corps has repeatedly delayed the next dredging cycle one year at a time while sediment continues to accumulate in the channel. Two Rivers relies on this harbor to support commercial fishing, charter fishing, and recreational boating, which are central to our local economy and identity as a lakeshore community. Commercial fishing boats have reported hitting bottom while leaving the harbor, and shoaling conditions are making navigation increasingly dangerous. We need a firm commitment to complete maintenance dredging of the Two Rivers Harbor entrance channel in 2027.

PART II Project Resources

PART III Rank & Probability

<u>Expected Funding Sources</u> (All types)	<u>Amount</u>
(b) City Match	\$220,000
(c) Harbor Assistance Program	\$880,000
(d)	
Total	<u>\$1,100,000</u>

- (a) Of the projects listed for the year noted above, this project (a) is of 1st \_\_\_ priority to the applicant.
- (b) The estimated probability of this project being started in year noted above is:  
(Circle One) **High**  
Medium  
Low

Prepared By: Kyle Kordell

THREE-YEAR HARBOR DEVELOPMENT  
STATEMENT OF INTENTIONS

Send to: WisDOT  
Bureau of Railroads & Harbors  
P. O. Box 7914  
Madison, Wisconsin 53707-7914

Two Rivers Harbor  
Harbor Name

City of Two Rivers  
Responsible Local Unit of Government  
(County, City, Village or Town)

Improvements Proposed in Calendar Year 2027

Instructions: Complete one of these sheets for each project contemplated in each of the next three years. Include only those projects that benefit COMMERCIAL TRANSPORTATION. Examples include dredging, dredge disposal and dock wall construction.

PART I Project Description and Objective(s)

Reconstruction of the East Twin River seawall adjacent to Harborview Park and the Thermo Fisher Scientific property is a critical step in unlocking one of Two Rivers’ most important redevelopment opportunities. This riverfront area, located at the confluence of the harbor and river, is currently constrained by deteriorating and blighted conditions that pose increasing risks to public safety, adjacent properties, and harbor operations.

The Thermo Fisher site is actively being pursued for redevelopment, but meaningful reinvestment cannot occur without first addressing the failing seawall infrastructure. Left unaddressed, continued deterioration will further limit economic potential and increase long-term costs.

This project will stabilize the riverbank, eliminate blighted conditions, and create a foundation for transformative redevelopment. It will also incorporate public access improvements and strengthen the infrastructure necessary to support commercial, recreational, and tourism-based harbor activity. Investing in this seawall is not only a matter of maintenance, but also a prerequisite for economic growth and long-term community revitalization.

PART II Project Resources

PART III Rank & Probability

<u>Expected Funding Sources</u> (All types)	<u>Amount</u>
(b) City Match	\$400,000
(c) Harbor Assistance Program	\$2,000,000
(d)	
Total	\$2,400,000

(a) Of the projects listed for the year noted above, this project (a) is of 2nd priority to the applicant.

(b) The estimated probability of this project being started in year noted above is:  
(Circle One)    High  
                          **Medium**  
                          Low

Prepared By: Kyle Kordell

Date: \_\_\_\_\_

THREE-YEAR HARBOR DEVELOPMENT  
STATEMENT OF INTENTIONS

Send to: WisDOT  
Bureau of Railroads & Harbors  
P. O. Box 7914  
Madison, Wisconsin 53707-7914

Two Rivers Harbor  
Harbor Name

City of Two Rivers  
Responsible Local Unit of Government  
(County, City, Village or Town)

Improvements Proposed in Calendar Year 2029

Instructions: Complete one of these sheets for each project contemplated in each of the next three years. Include only those projects that benefit COMMERCIAL TRANSPORTATION. Examples include dredging, dredge disposal and dock wall construction.

PART I Project Description and Objective(s)

Breakwater Extension. Two Rivers is experiencing increasing navigation and safety challenges at the harbor mouth due to storm surge and sediment buildup, underscoring the urgent need for a surge protection structure. During storm events, strong surges from the east and southeast create dangerous conditions that impact commercial fishing operations, U.S. Coast Guard Station Two Rivers, marina businesses, and vessels seeking refuge.

At the same time, persistent shoaling in the outer harbor, which is caused by sand migrating from the Lake Michigan lakebed, continues to constrict the navigation channel between the federal piers. This combination of wave energy and sediment accumulation presents a growing hazard for vessels, particularly under adverse weather conditions.

The City is actively advancing this solution in partnership with Stantec and the Great Lakes St. Lawrence Cities Initiative, supported by National Fish and Wildlife Foundation funding, to identify the most effective design to mitigate both surge and sedimentation. A surge protection structure will deliver safer, more reliable, all-weather access to the harbor, strengthen its function as a harbor of refuge, and reduce long-term dredging costs. This project is not only a safety improvement, it is a critical investment in the long-term economic vitality of Two Rivers and the Lake Michigan maritime network.

PART II Project Resources

PART III Rank & Probability

<u>Expected Funding Sources</u> (All types)	<u>Amount</u>
(b) City Match	\$800,000
(c) Harbor Assistance Program	\$3,200,000
(d)	
Total	\$4,000,000

(a) Of the projects listed for the year noted above, this project (a) is of 3rd priority to the applicant.

(b) The estimated probability of this project being started in year noted above is:  
(Circle One) **High**  
Medium  
Low

Prepared By: Kyle Kordell  
Date: \_\_\_\_\_

Resolution

RESOLUTION ADOPTING THREE-YEAR HARBOR DEVELOPMENT STATEMENT OF INTENTIONS FOR YEARS 2027-2029

WHEREAS, the attached Three-Year Harbor Development Statement of Intentions for 2027-2029 describes proposed improvements which are in the best interest of the Two Rivers Harbor; and

WHEREAS, the Wisconsin Department of Transportation, in accordance with State Statute, requires a statement of project intentions from local units of government intending to apply for federal and/or state aid for harbor work of any type within the next three years; and

WHEREAS, the City of Two Rivers has reviewed the estimated project costs, funding sources, physical location, and alternatives to the proposed projects; and

WHEREAS, the various projects identified are consistent with the City's Harbor Master Plan, funded in part by the Wisconsin Coastal Management Project and Wisconsin Economic Development Corporation and adopted as an amendment to the City of Two Rivers Comprehensive Plan in November 2022; and

WHEREAS, the total local matching funds required for projects indicated as being funded through the Wisconsin Harbor Assistance Program ranges from \$220,000 to \$800,000; and

WHEREAS, this Three-Year Harbor Development Statement of Intentions is used by the Wisconsin Department of Transportation for planning purposes only and it not a petition for federal and/or state aid.

NOW IT IS RESOLVED, that the City of Two River City Council approves the attached Harbor Development Statement of Intentions.

Adopted by the Council of the City of Two Rivers, Manitowoc County, Wisconsin this \_\_\_\_ day of April, 2026.

\_\_\_\_\_  
Councilmember

\_\_\_\_\_  
City Manager Kyle Kordell