



**TWO
RIVERS**
WISCONSIN

CITY COUNCIL WORK SESSION

Monday, September 29, 2025 at 6:00 PM

Neshotah Beach Concession Stand
2111 Pierce Street, Two Rivers, WI 54241

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. ROLL CALL BY CITY CLERK

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

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

4. ACTION ITEMS

- A. 25-188** Resolution to Opt Into the Wisconsin Public Employers Group Health Insurance Program Effective January 1, 2026

Recommended Action:

Motion to waive reading and adopt the resolution

5. DISCUSSION ITEMS

- A.** Tour of Neshotah Beach Concession Stand

- B.** Future building investment and beach parking

- C.** Discuss date, time, and venue for next Listening Session in November

6. 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 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.

RESOLUTION

A Resolution to opt into the Wisconsin Public Employers Group Health Insurance Program
Effective January 1, 2026

WHEREAS, the City of Two Rivers (“Employer”) is a municipal employer within the meaning of Wis. Stat. §40.02(28); and

WHEREAS, pursuant to Wis. Stat. §40.51(7), a local governmental unit may elect to participate in the Wisconsin Public Employers (WPE) Group Health Insurance Program, administered by the Wisconsin Department of Employee Trust Funds (ETF); and

WHEREAS, the Employer wishes to provide access to group health insurance coverage for its eligible employees through the EPE Group Health Insurance Program effective January 1, 2026; and

WHEREAS, ETF requires that form ET-1324, Employer Resolution to Participate in the WPE Group Health Insurance Program, be completed and filed by the Employer’s authorized representative; and

WHEREAS, the Employer acknowledges that participation is subject to ETF underwriting, and that this election may be rescinded following completion of underwriting should the Employer determine it is not in the best interest to proceed.

NOW, THEREFORE, BE IT RESOLVED that the City of Two Rivers Common Council hereby elects to participate in the Wisconsin Public Employers Group Health Insurance Program, effective January 1, 2026, and authorizes the Human Resources Director (Employer’s authorized representative) to complete and submit Form ET-1324.

BE IT FURTHER RESOLVED that the City reserves the right to rescind this election following completion of ETF underwriting if participation is not deemed to be in the best interest of the Employer.

Adopted this 29th day of September, 2025.

Scott Stechmesser
President, City Council

Kyle Kordell
City Manager

Neshotah Beach Pavilion Options

Introduction

The Neshotah Beach Pavilion serves as a central hub for recreation, community engagement, and revenue generation during the summer season. As the City evaluates future investments in this facility, three distinct options are under consideration: Minimum Updates, Major Interior Reconfiguration, and New Building Construction. Each option offers varying levels of investment, operational potential, and long-term revenue opportunities. The following sections provide a detailed overview of each scenario, including cost estimates, projected benefits, and operational considerations.

Option 1 – Minimum Updates

Overview

The first and most cost-effective option involves addressing only the essential needs of the existing concession stand to bring it up to health code standards and improve operational efficiency. These upgrades would enhance the City’s ability to operate the concession stand directly and modestly increase revenue potential. However, they are unlikely to create conditions that would allow a private concessionaire to operate profitably and provide the city with financial returns to support operations.

Scope of Work

The proposed minimum updates include installing a drop ceiling with new lighting, covering exposed interior walls, sealing and caulking the floor, and adding a three-compartment sink to meet current health requirements. In addition to structural updates, improvements to concession equipment would make day-to-day operations more effective and user-friendly.

Estimated Costs

Item	Estimate
New Credit Card Reader/Tablet/Two Mobile Readers	\$3,500
New Storage Racks	\$2,500
New Commercial Freezers (x2)	\$4,000
New Commercial Refrigerator	\$2,000
Drop Ceiling with Electrical	\$14,000
New Counters, Cabinets, & Wall Covering	\$15,000
New Sink	\$2,500
Floor Painting & Caulking	\$500
Total Estimated Cost	\$43,000

Operational Impact

These modest upgrades would streamline operations for city staff and reduce inefficiencies. While revenue potential would remain limited, improved functionality could lead to more consistent concession performance.

Concession Stand Revenue History

Year	Net Revenue
2021 YE	\$3,650
2022 YE	\$18,336
2023 YE	\$5,846
2024 YE	\$9,221
2025 YTD	\$11,187

Operational Context

- 2021: Operated by Ice Clouds LLC, with the City receiving 10% of sales revenue.
- 2022: City assumed direct operation, with staff costs covered by the general fund.
- 2023: Continued city operation with seasonal staff costs covered by sales; poor weather negatively impacted revenue.
- 2024: Similar operational model with improved seasonal performance.
- 2025: City operation continues, with approximately 5% of a full-time staff member’s salary and all seasonal staffing covered by sales. Operational efficiency has improved significantly.

Revenue & Beer Sales

The best opportunity for greatly expanding our revenue earning potential is to sell canned beer. In the past, the Parks and Recreation Department explored selling beer at special events and concerts. We did not pursue this because we needed to purchase additional insurance coverage. The coverage would have greatly reduced our net revenue. The City administrative team has been exploring new carriers for our insurance and there may be an opportunity to include this coverage in a new insurance package. Only individuals 18 or older can serve beer. If everything works out, we could pilot these efforts on weekends in 2026.

Option 2 – Major Interior Reconfiguration

Overview

The second option involves a more substantial interior renovation that would significantly expand the facility’s capabilities. This approach aims to create conditions under which a private operator could successfully manage the concession stand, generate higher revenue and reduce operational burdens on the City. Haman Construction provided an estimate of \$360,636 for renovation. This estimate does not include making the exterior access restroom a year-round restroom because it is unclear what the depth of the water line is. It is feasible to make the exterior restroom year-round, but the budget may be closer to \$400,000. See attached floor layout for a renovated facility.

Proposed Improvements

This plan includes doubling restroom capacity and adding individual changing rooms to better serve beach visitors. The concession area would be expanded and redesigned to accommodate a more diverse menu and food service options, including the potential installation of a commercial range with a hood system and/or a fryer. These enhancements would make the facility more appealing to private vendors and potentially increase rental interest.

Potential Outcomes

While this option would require a larger upfront investment, it would substantially increase revenue potential and improve visitor experience. The City could choose to continue operations or lease the facility to a third party, potentially generating recurring revenue without direct staffing costs.

Option 3 – New Building Construction

Overview

The most ambitious approach is the construction of a brand-new facility that significantly expands the pavilion’s amenities and revenue-generating opportunities. This option represents a long-term investment in the future of Neshotah Beach as a premier recreational destination. This option would likely cost around \$2 million. A major community fundraising campaign would be needed to reduce the city investment.

Key Features

A new building would include doubled restroom capacity and a fully modernized concession facility designed for either city operation or private management. The design would also incorporate dedicated indoor rental space, an amenity currently unavailable in any park, which could support a wide range of community events, gatherings, and private rentals. The indoor rental space would be available year-round, as well as separate exterior restrooms for park visitor use.

Revenue Potential

Beyond concession sales, the addition of rental space could provide a major new revenue stream. Combined with the adjacent picnic shelter and Rotary Pavilion, the new facility would create a highly desirable location for weddings, reunions, corporate outings, and other events, strengthening Neshotah Beach’s role as a year-round community asset. Initial estimates for net revenue generation from the rental facility and expanded concessions facility range from \$40,000 to \$60,000 per year.

Conclusion

Each option offers distinct advantages depending on the City’s budget, long-term vision, and operational priorities:

- Option 1 delivers essential improvements at a relatively low cost, enhancing City-run operations without substantially increasing revenue potential.
- Option 2 represents a strategic middle ground, enabling private operation and expanded services while improving visitor amenities.
- Option 3 provides the most transformative potential, positioning Neshotah Beach as a premier destination with diverse revenue streams but requiring the largest investment.

Careful consideration of current budget capacity, community needs, and long-term revenue goals will guide the selection of the most appropriate path forward.

4613 Custer St.
Manitowoc, WI 54221-0245
(920) 973-3786 (Mobile)
(920) 683-3459 (Fax)
(920) 682-8282 (Office)
bimhoff@hamann.com

Budgetary Estimate

Name: City of Two Rivers – Neshotah Park	Attn: Mike Mathis	Date: September 26, 2025
Street Address: 2111 Pierce St., Two Rivers		

Description: Neshotah Park Beach Concession Building

Clarifications and exclusions:

- **Remodeling of the existing building per Concept “A” plan dated attached**
 - Male Restroom - Summary
 - The existing urinals on the west wall and sinks and countertops on the east wall to remain as is
 - Remove the existing wood partition wall at the south entrance.
 - Add new CMU partition walls to create the storage room
 - Add (5) new toilets with new solid plastic partition walls
 - (1) ADA stall with code compliant grab bars
 - Add (3) new wall hung lavatory sinks and faucets
 - Install the new closet door
 - Infill the existing opening to the previous toilet room
 - Paint all the new and existing walls
 - Prepare and apply epoxy coating to the floor
 - Female Restroom - Summary
 - Actual layout is different than the drawing, existing lavatory sinks and countertops are on the north wall
 - The existing (4) toilets, on the south wall, and sinks and countertops, on the north wall to remain as is
 - Remove the wood partition wall at the south entrance
 - Add new CMU partition walls to create the (2) unisex restrooms
 - Install (4) new toilets and solid plastic toilet partitions
 - (1) ADA stall with code compliant grab bars
 - Install (2) new wall hung lavatory sinks and faucets
 - Paint the existing and new walls
 - Prepare and apply epoxy coating on the floor
 - (2) ADA Accessible Unisex Restroom - Summary
 - Rework the south wall to create two new openings and install new hollow metal door units
 - Install (1) new toilet, (1) wall hung lavatory sink and faucet in each restroom
 - Install code compliant grab bars in each restroom
 - Install a drywall ceiling in each rest room
 - Paint the new and existing walls, and the ceilings
 - Prepare and apply epoxy coating on the floors
 - Install new concrete stoop on new concrete frost walls
 - Concession Area - Summary
 - Remove CMU units as necessary to create the new wall openings per plan
 - Rework the north wall to create (1) new opening and install (1) new hollow metal exterior door unit
 - Construct a new CMU wall for the new janitor closet space
 - Infill the east door opening

- Install new 2' x 2' suspended ceiling with vinyl covered tiles
- Install new laminate cabinets with laminate counter tops on the south and east walls per the plan
- Paint the walls
- Prepare and apply epoxy coating to the floor
- Install (1) new two compartment kitchen sink and faucet
- Install (1) new hand wash sink
- Install new three compartment sink
- Does not include any kitchen appliances
- Does not include storage shelving in the back room
- Does not include cooking equipment and/or exhaust hood
- General Comments
 - The wood ceilings in the two restrooms to remain as is
 - Blacked out panels will be installed in front of the (2) north windows prior to building the plumbing walls. Glass block to remain as is
 - Where new CMU walls intersect the existing glass block, the glass block will remain as is and new walls will abut the glass block
 - We will do our best to source new brick that will match, as close as possible, to the existing.
 - Remove the existing vinyl base through and replace with new vinyl base
 - Includes (1) new water heater

Budget Estimate

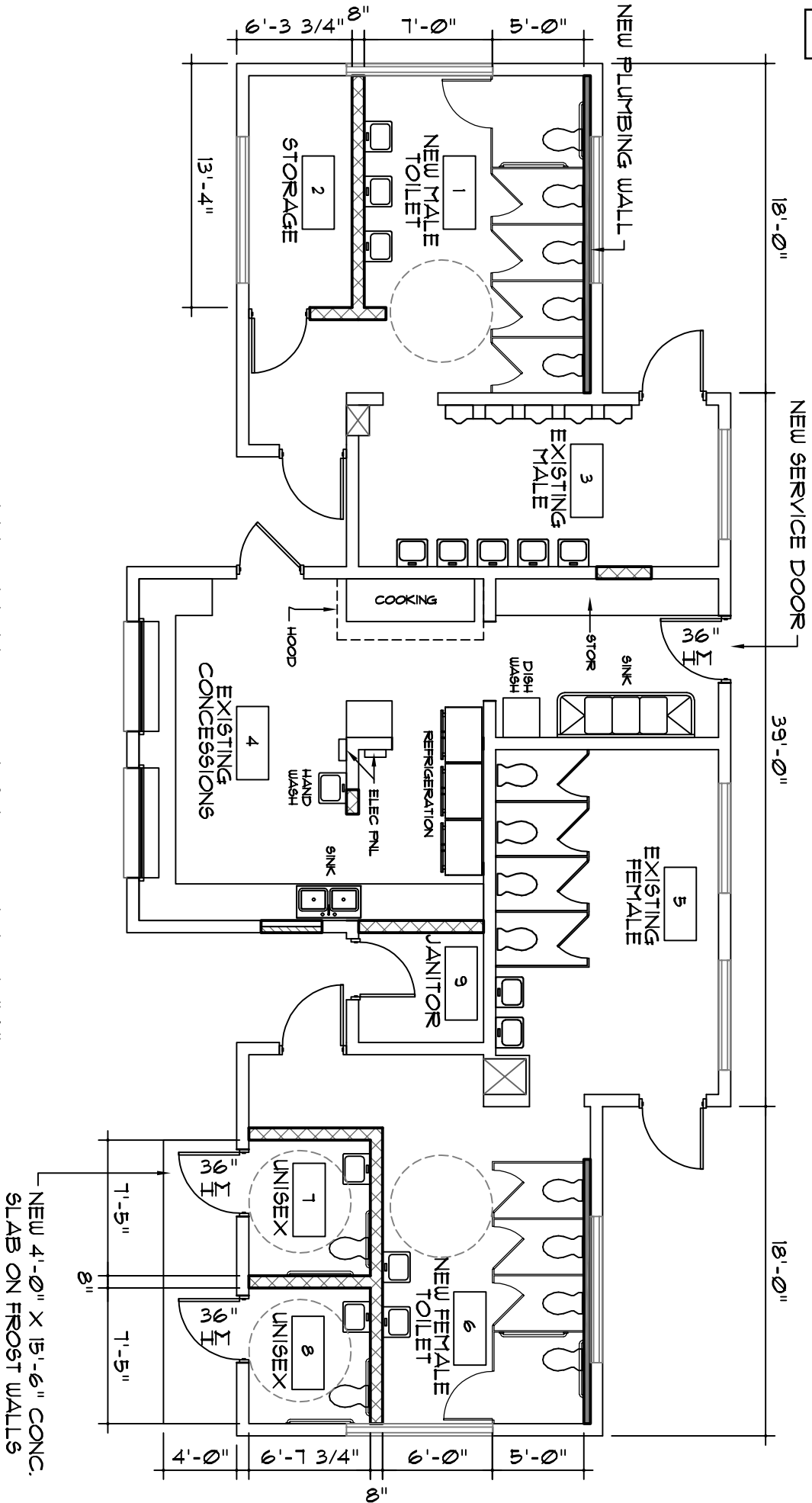
\$360,636.00

This is a budgetary estimate only. Actual cost may vary depending on design and/or conditions changes.

Sincerely,

Bryan Imhoff
Project Manager / Estimator

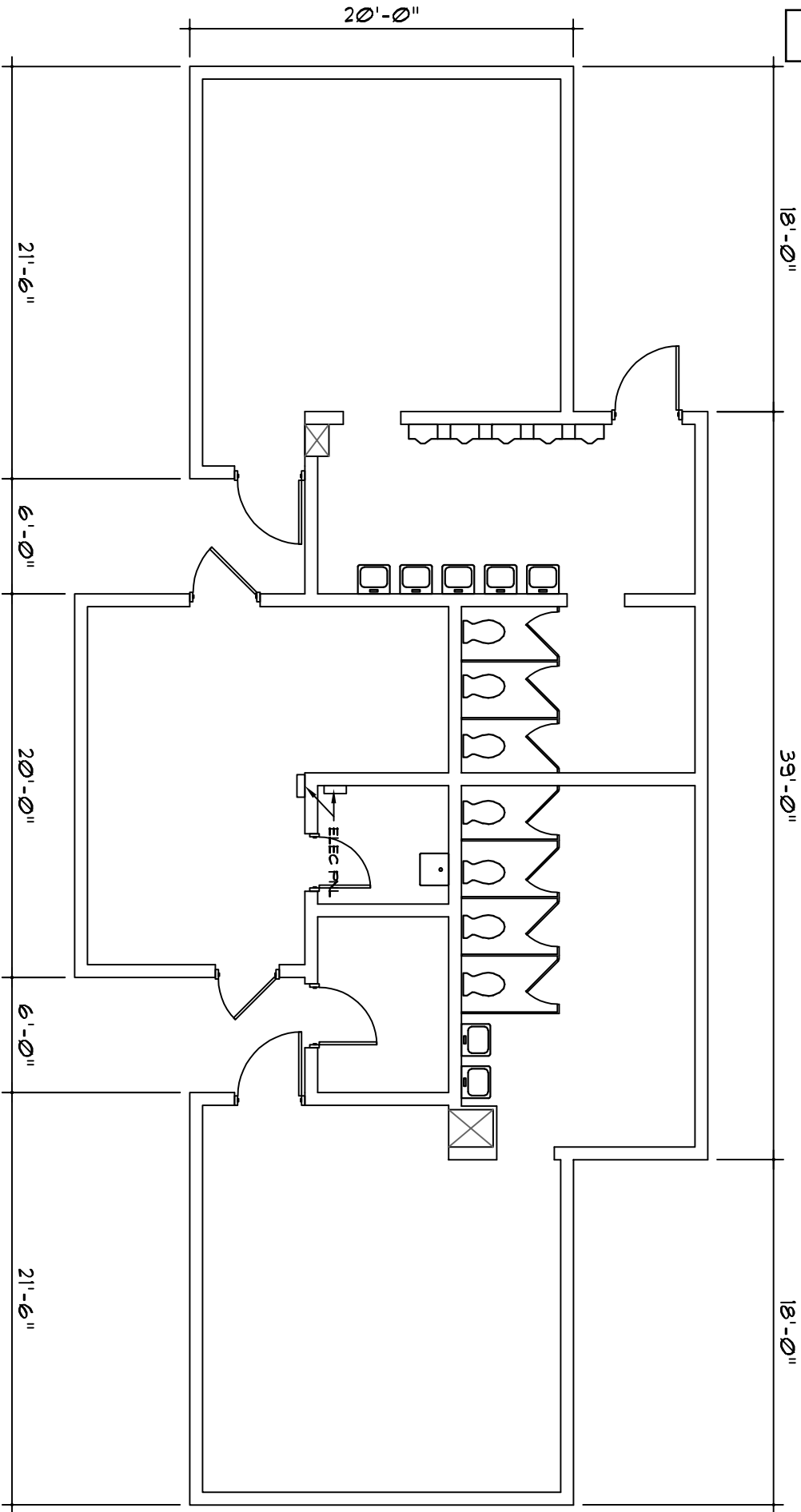
REMODEL FLOOR PLAN - CONCEPT "A"
1/8" = 1'-0"





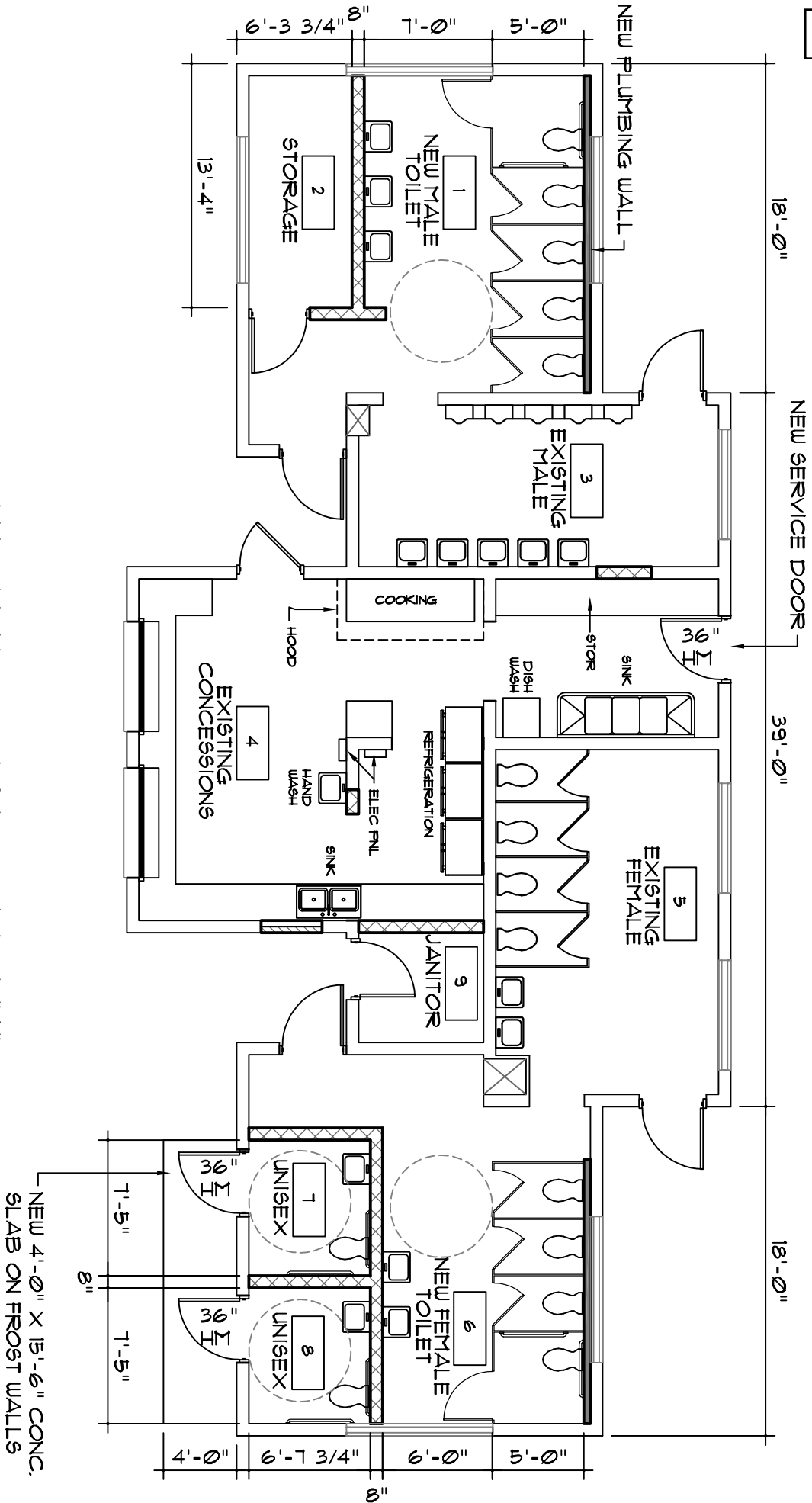


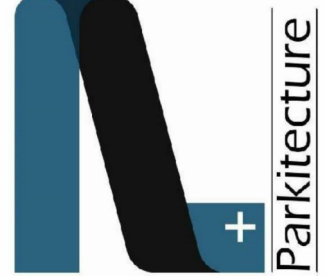




EXISTING FLOOR PLAN
1/8" = 1'-0"

REMODEL FLOOR PLAN - CONCEPT "A"
1/8" = 1'-0"





Project Name: **NESHOTAH PARK BEACH BUILDING**

2111 Pierce St
Two Rivers, WI 54241

Revisions:

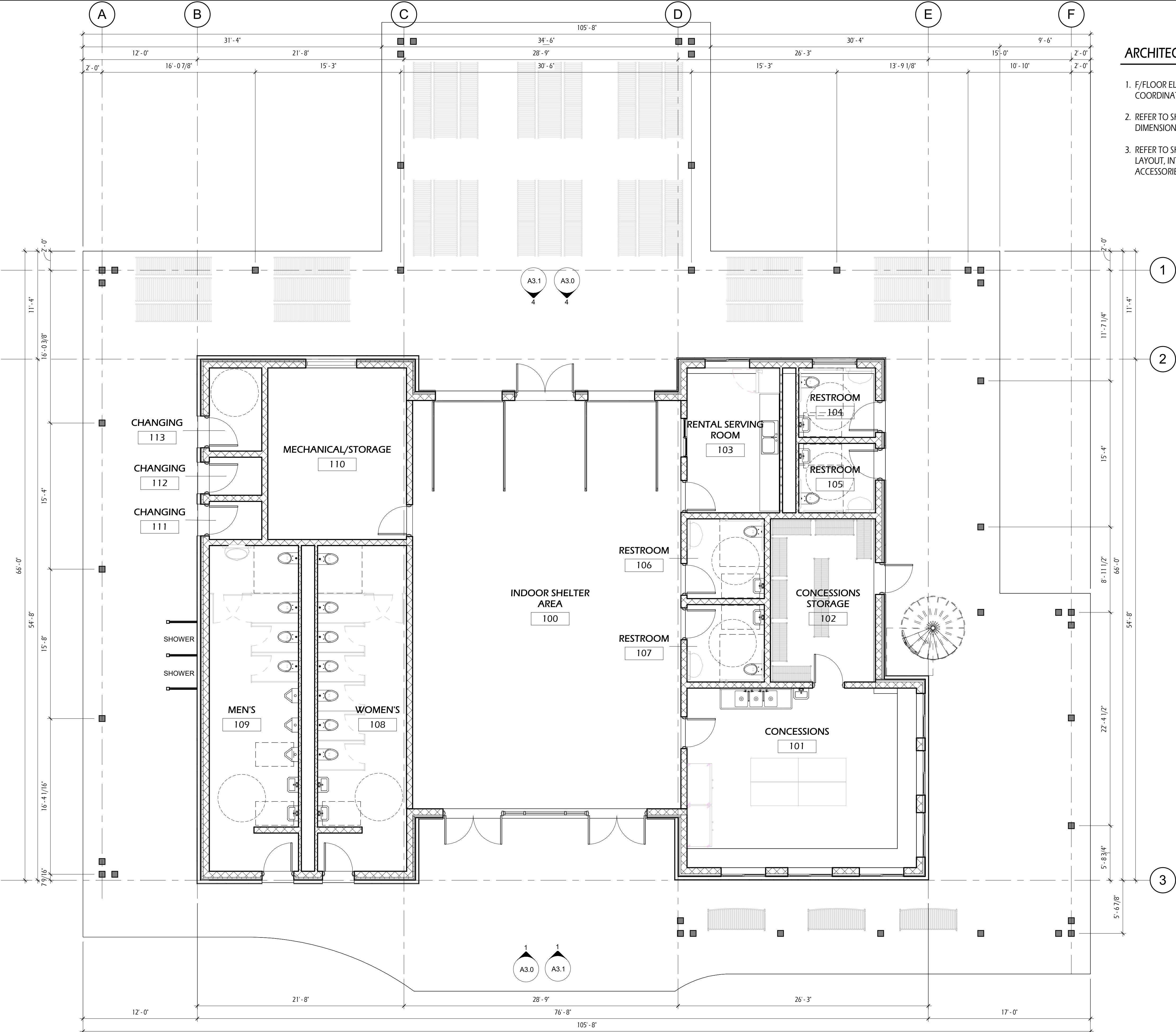
Project #: **24.013**
Issued For: **Review**
Date: **10/9/2024**

Sheet Number

A100

ARCHITECTURAL FLOOR PLAN NOTES

1. F/FLOOR ELEVATION 100'-0" = SITE DATUM ELEVATION XXX.XX FT. COORDINATE ELEVATIONS WITH CIVIL GRADING PLANS.
2. REFER TO SHEET A1.1 FOR FULL PLAN OF INTERIOR AND EXTERIOR BUILDING DIMENSIONS.
3. REFER TO SHEET A6.0 FOR ENLARGED PLANS OF RESTROOMS FOR FIXTURE LAYOUT, INTERIOR ELEVATIONS, PARTITION DIMENSIONS AND BATHROOM ACCESSORIES.



FLOOR PLAN

3/16" = 1'-0"

Beach Support Fee-Based Parking Proposal

Overview

To support beach maintenance and operations while generating revenue for the City, we propose implementing a fee-based parking program in Parking Lots 2 and 3 during 10 peak beach days in 2026. This initiative would charge a \$10 daily parking fee and be staffed by seasonal employees or community organizations, with the latter eligible to earn a percentage of revenue as a fundraising opportunity.

Program Details

- Parking Fee: \$10 per vehicle per day (cash or credit card)
- Payment System: Manual collection with two mobile credit card readers (low upfront cost compared to high-tech infrastructure)
- Trial Duration: 10 peak beach days
- Lot Capacity:
 - Lot 2: 55 spaces
 - Lot 3: 66 spaces
- Turnover Assumption: Each space will be used more than once daily (approx. 200 cars/day)

Legal & Operational Considerations

- Resident vs. Non-Resident Fees: State law prohibits charging non-residents while allowing residents to park for free. A resident can be charged a discounted rate.
- It is not recommended to provide a resident discount in the trial period because it presents significant challenges to verifying residency in a timely and cost-effective manner.
- Technology Evaluation: Business planning around license plate scanners, kiosks, meters, and QR code systems revealed that a full-scale, high-tech parking fee system may not be financially viable once infrastructure and operational costs are considered.
- Alternative Models: A potential large-scale solution could involve blocking Zlatnik Drive with a staffed ticket booth to collect fees from all vehicles. However, this could cause significant traffic congestion and still presents challenges in verifying residency or applying discounted rates.
- A low-input, manual trial period provides an opportunity to collect data, assess demand, and mitigate financial and operational risks before pursuing larger infrastructure investments.

Revenue Projection

Days	Daily Fee	Avg. Cars/Day	Total Revenue
10	\$10	200	\$20,000

Staffing Plan

- Operating Hours: 8:00 AM – 4:00 PM (two 4-hour shifts)
- Staffing: 3 staff per shift (to allow for rotation and breaks)
- Wage: \$15/hour

# Hours/Shift	#/Shifts	Days	Wage/Hour	# Staff/Shift	FICA	Total
4.5	2	10	\$15	3	\$309.83	\$4,359.83

- Estimated City staffing cost per shift: ~\$217
- If operated by a community organization, they could receive 25% of revenue as a fundraiser.
Example: \$1,000 shift revenue × 25% = \$250 for the nonprofit.

Traffic Considerations

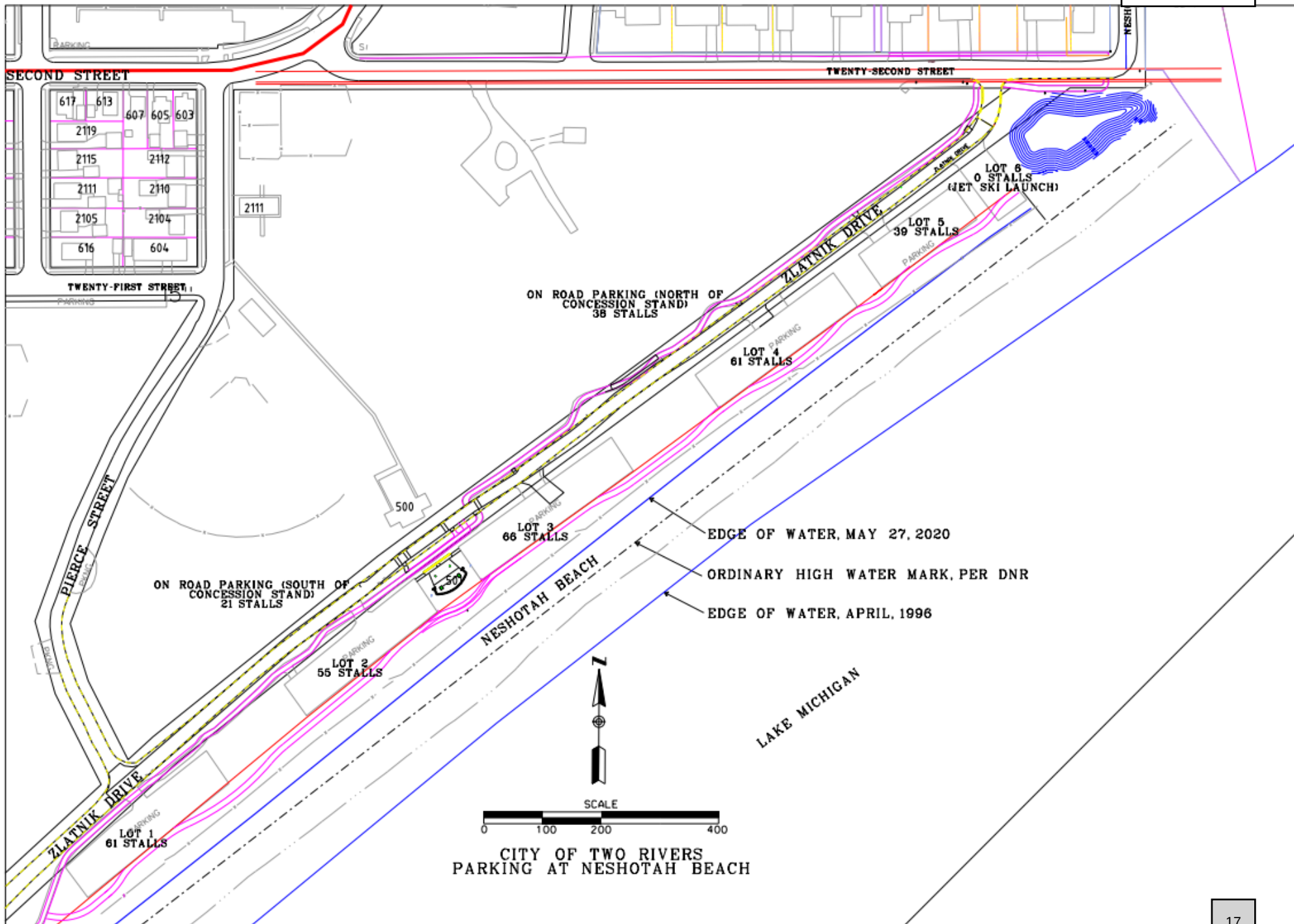
Because Zlatnik Drive already experiences slowdowns on peak days, parking fee collection could increase congestion. One idea to address this issue would be to create a bypass lane to the left of the main driving lane. This would eliminate approximately 15 free parallel parking spots along Zlatnik. Staffing strategies, signage, and queue management plans will need to be developed to minimize traffic impacts.

Additional Considerations

- Resident Parking: Lot 1 could be designated residents only and be free or have a small fee. Residents would need to visit the Parks and Recreation Department front desk to have their residency verified and to pick up a window sticker.
- Individuals who park in the resident only lot without a sticker would be ticketed and potentially towed by the police department. One of the three parking attendants would occasionally check the lot and call the police department when enforcement is needed.
- Free Parking: Lot 4, lot 5 and parallel parking along Zlatnik would remain free and open to the public.
- The trial period would require very little support from the police department for enforcement. If a person refuses to pay, the police department would be called to address the issue.

Conclusion

The Beach Support Parking Program offers a low-cost, revenue-generating opportunity to support beach operations, engage community partners, and test a fee-based parking model without significant upfront investment. A low-input trial period will allow the City to gather data, understand revenue potential, and evaluate long-term options before committing to a larger-scale system.



CITY OF TWO RIVERS
PARKING AT NESHOTAH BEACH