



**TWO
RIVERS**
WISCONSIN

PLAN COMMISSION MEETING

Monday, October 13, 2025 at 5:30 PM

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

AGENDA

1. CALL TO ORDER

2. ROLL CALL

Commission Members: Kyle Kordell, Rick Inman, Kay Koach, Kristin Lee, Matt Heckenlaible, Adam Wachowski, Pat Klein

3. ACTION ITEMS

A. Request for a Conditional Use Permit for Lakeshore Humane Society located at Columbus Street, Parcel No. 053-211-102-001.09, in the Industrial District (I-2), submitted by ACE Building Service Inc (applicant) and Lakeshore Human Society (owner).

B. Review of the proposed ordinance to amend Municipal Code Section 10-1-15 I (3), entitled "Height and Area Exceptions" to regulate fence setbacks in the front yard.

4. FOR DISCUSSION

A. Discussion of a possible re-zoning of 18th Street and Hawthorne Avenue to create residential housing.

5. ADJOURNMENT

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.

Conditional Use Application Written Description
Lakeshore Humane Society

The Lakeshore Humane Society, Inc. (LHS) is a 501(c)(3) non-profit open admission animal shelter serving the Manitowoc County area for over 45 years. The LHS mission is to ensure humane and compassionate treatment of all animals entrusted to their care, reunite lost animals with their owners, place adoptable animals in responsible and permanent homes, and extend humane education to the public.

Their initial intent was to construct a new facility to the east of the current facility on the same parcel of land, which is owned by Lakeshore Humane Society (LHS). We developed a floor plan that meets both current and future needs, a schematic building design that is both tasteful and functional, completed a design survey for the intended build site, and developed preliminary site plans. We have come to the realization that constructing a building in the intended location is impractical for several reasons.

A search was conducted for available property suitable for their unique needs and use. Their facility, by nature, produces noise that is not suitable for certain environments and is tailored by the requirements of the comprehensive zoning ordinance to be located in an Industrial zone within the City of Two Rivers. One parcel in particular stood out, and LHS is currently under contract with an accepted offer to purchase, contingent on due diligence items. One such item is the ability to obtain a conditional use for the proposed facility.

The proposed facility will cover less than two acres between the building and site development with the remainder of the 6.244-acre parcel intended to remain green space as it exists today. We plan to position the building that will allow for a modest expansion in the future should the demand require it. If the site is determined to be an export fill site, we would propose to construct an earthen berm on the southern edge of the property to provide a level of separation from adjacent properties.

LHS plans to closely mirror operational schedules after relocating. Currently, the facility is open to the public from Noon to 6:00pm on Monday, Wednesday, and Friday, from Noon to 4:00pm on Saturday, and from Noon to 3:00pm on Sunday. They are closed Tuesday and Thursday. Animals may be outside between the hours of 7:00am to 7:15pm, every day of the week in secured enclosures or in the care of volunteers who may take animals on leashed walks either on premises or public right-of-way.

LHS is in the final phase of their fundraising activities with major donor commitment and gap financing secured. Their intent is to continue fundraising efforts and proceed with the project as soon as possible, presumably with a project kick-off in spring of 2026. They are committed to the mission by which the organization was founded and wish to ensure they can continue to provide the lakeshore communities with this much needed service for decades to come. They believe the 6-acre site along Columbus Street will give them the space they need today and in the future to continue this mission.



LAND DEVELOPMENT APPLICATION

APPLICANT A.C.E. Building Service, Inc. - attn: Chris Herzog TELEPHONE (920) 682-6105

MAILING ADDRESS 3510 S 26th Street Manitowoc WI 54220
(Street) (City) (State) (Zip)

PROPERTY OWNER Lakeshore Humane Society (accepted offer pending due diligence) TELEPHONE (920) 684-5401

MAILING ADDRESS 1551 N 8th Street Manitowoc WI 54220
(Street) (City) (State) (Zip)

REQUEST FOR:

☐ Comprehensive Plan Amendment	☒ Conditional Use
☐ Site/Architectural Plan Approval	☐ Annexation Request
☐ Subdivision Plat or CSM Review	☐ Variance/Board of Appeals
☐ Zoning District Change	☐ Other

STATUS OF APPLICANT: ☐ Owner ☒ Agent ☐ Buyer ☐ Other

PROJECT LOCATION _____ TYPE OF STRUCTURE Non-combustible, protected with FP system

PRESENT ZONING I-2 Industrial District REQUESTED ZONING I-2 Industrial District

PROPOSED LAND USE New location for Lakeshore Humane Society, a not for profit organization

PARCEL # 05321110200109 ACREAGE 6.244

LEGAL DESCRIPTION LOT 2, CSM DOC 1252675, V36 P21

NOTE: Attach a one-page written description of your proposal or request.

The undersigned certifies that he/she has familiarized himself/herself with the state and local codes and procedures pertaining to this application. The undersigned further hereby certifies that the information contained in this application is true and correct.

Signed Tina J. Michael Date 10/6/2025
(Property Owner)

Fee Required

\$ 350	Comprehensive Plan Amendment
\$ t/b/d	Site/Architectural Plan Approval (Listed in Sec 1-2-1)
\$ t/b/d	CSM Review (\$10 lot/\$30 min)
	Subdivision Plat (fee to be determined)
\$ 350	Zoning District Change
\$ 350	Conditional Use
\$ t/b/d	Annexation Request (State Processing Fees Apply)
\$ 350	Variance/Board of Appeals
\$ t/b/d	Other

Schedule

Application Submittal Date	_____
Date Fee(s) Paid	_____
Plan(s) Submittal Date	_____
Plan Comm Appearance	_____

\$ _____ TOTAL FEE PAID APPLICATION, PLANS & FEE RECEIVED BY _____



**TWO
RIVERS**
WISCONSIN

COMMUNITY DEVELOPMENT

1717 E. Park Street
P.O. BOX 87
Two Rivers, WI 54241-0087

Section 3, Item A.

PLAN COMMISSION

Action: Review Conditional Use Permit Application
Location: Columbus Street (Parcel 053-211-102-001.09)
Current Zoning: Industrial District (I-2)
Date: October 13, 2025

Lakeshore Humane Society is a non-profit animal shelter that has served the Manitowoc County for over 45 years. They would like to expand operations to the City of Two Rivers and build a brand-new facility on Columbus Street.

Please see the attached written narrative and site plan from the applicant. This use requires a conditional use permit to operate. The conditions of the CUP shall be discussed / improved at the Plan Commission meeting. If approved, the applicant will return to the Plan Commission for Site and Architectural Review at a later date.

Below are comments/concerns from the City Engineer. The applicant's responses are shown in red:

- The first thing that I am noticing is that the configuration on the building layout in the site plan does not match the actual floor plan submitted. At a minimum, the floor plan should be mirrored. **Correct, we supplied the reference drawings for concept. At a previous site, the building configuration was as depicted on the plans. When it is time to submit for this site, the building will be mirrored to match the schematic site plan.**
- Where would the modest building expansion be located IF they would choose to do one in the future? **To the East.**
- Dumpster - they have a screen wall, doesn't it need a full enclosure? **If we need to fully enclose per zoning regulations, we will amend the plans.**
- Exterior lighting? Are the trails to be lit? **We did not discuss this. The trails are meant to depict a concept and may or may not be placed as depicted. I would presume that the trails would not be lit, and if they were it would be either by ground mounted bollards or overhead light poles with downward directed lighting.**



www.two-rivers.org



920.793.5564



920.793.5512



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COMMUNITY DEVELOPMENT

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Section 3, Item A.



- What is the walking path going to be constructed of? **Also did not discuss this, but I would presume that it will be constructed of limestone screenings or natural bark mulch.**
- What are they intending to do regarding landscaping the entire site? **We will comply with landscaping requirements per the zoning code.**
- The entire site is 6.2 acres, with the building, parking lot, pond, trails, spoil pile berm, I would anticipate that close to 75% of the site would be disturbed, impacted, not the 33% that they are stating. How do they anticipate keeping the disturbance down around the 33% that they have on the plans? **The site is very flat. The trails, if constructed, would match the grade directly adjacent so as to not change the contours of the entire mass area. This calculation was provided by our civil consultant, and again is schematic in nature. The main disturbance will be for the stormwater pond, parking, and building. If we need to keep spoils on-site there will be a berm. Final calcs will be forthcoming after we move into the full design and submitted for review.**
- Need to prepare, submit and receive approval of stormwater management and erosion control plans / permits. I would strongly suggest that the stormwater management plan account for the potential modest future expansion (building, parking, driveway, etc.) or be easily expandable to match the growth potential. **Acknowledged and part of our plan, pending approval of CUP and other due diligence items. We will accommodate for potential future expansion so the pond should not need to be modified (assuming that stormwater codes remain consistent)**
- Driveway dimensions? **We will comply with driveway dimensions as required per the zoning code. This as well as many other site and building elements will be dimensioned, labeled, and identified with the full project design.**



www.two-rivers.org



920.793.5564



920.793.5512

CONDITIONAL USE
PERMIT
City of Two Rivers

Document Number

Permit No. 2025-5

Before the City Council of the City of Two Rivers, Manitowoc County, Wisconsin, regarding the premises at 053-211-102-001.09 (Columbus Street) in the City of Two Rivers, Manitowoc County, State of Wisconsin, further described as:

LOT 2, CSM DOC 1252675, V36 P21

Inspections Department
City of Two Rivers
PO Box 87
Two Rivers, WI 54241-0087

Parcel ID Number: 053-211-102-001.09

Zoning Classification of the Premises is: I-2 Industrial District/Conditional Use to operate a commercial animal shelter.
Mailing Address of the Premises Operator: 1551 N 8th Street, Manitowoc, WI 54220

WHEREAS, the Zoning Code and Zoning District Map of the above named municipality, pursuant to State Statute, state that the premises may not be used for the purpose hereinafter described but that upon petition such use may be approved by the municipality as a Conditional Use in particular circumstances as defined by the standards in the Zoning Ordinance; and

Petition therefore having been made, and public hearing held thereon, and the City Council of the City of Two Rivers having determined that by reason of the nature, character and circumstances of the proposed use, and of the specific and contemporary conditions, permit of such use upon the terms and conditions hereinafter prescribed would be consistent with the requirements of the Zoning Ordinance.

Now, therefore, it is permitted, subject to compliance with the terms and conditions hereinafter stated, that the Premises may be used for the purpose of the operation of a commercial animal shelter.

Permitted by action of the City Council of the City of Two Rivers on November 3, 2025.
Original filed in the office of the City Clerk of the City of Two Rivers, Wisconsin

The Conditions of this Permit are:

1. This Permit shall become effective upon the execution and recording by the Owner of the Premises as acceptance hereof.
2. This Permit is subject to the conditions herein and is subject to amendment and termination in accordance with the provisions of the Zoning Code of this Municipality.
3. The operation of the use permitted shall be in strict conformity to the approved conditions identified with this Petition for this Permit and such plans are incorporated herein by reference as if set forth in detail herein.
4. Any substantial change to the use or site as the conditions permitted by the issuance of this Permit would require approval by the Plan Commission and City Council as an amendment to this Permit.
5. This Permit is specifically issued to Lakeshore Humane Society and shall lapse upon a change in ownership of the business, tenancy of the subject premises or if the land use ceases operation for more than 12 months. This permit may be reissued only after a proper application is made to the City as if this permit were being newly issued.
6. Conditions of Operations:
 - a. Hours of operation:
 1. Daily Care: 24 hours per day, Sunday - Saturday.
 2. Open to Public: 7AM - 7PM, Sunday – Saturday.
 3. Outdoor operations: 7AM - 8PM, Sunday - Saturday, dogs in the outdoor run shall be supervised at all times
 - b. The yard shall be maintained in a clean and odor free condition
 - c. Signage in accord with the City's Sign Code.
 - d. Inspection by the TRFD prior to opening for business
 - e. All landscaping plantings shall be maintained and kept in good health or be replaced; and, all landscaped areas shall be maintained in such a manner to be free of weeds
 - f. The City reserves the right to require privacy fencing based on future development in the area or on a complaint basis
 - g. Fencing shall be maintained in good condition

SIGNATURES OF PROPERTY OWNER(S) AND PERMITEE(S):
As Owner(s) of the Subject Property, I/we accept and understand the above-described conditions.

Printed Name: _____

Printed Name: _____

STATE OF WISCONSIN
MANITOWOC COUNTY

Personally came before me this _____ day of _____, 2024, the above named _____ and to be the person(s) who executed the foregoing instrument and acknowledge the same.

Amanda Baryenbruch
Notary Public, Manitowoc County, Wisconsin
My commission expires: _____

SIGNATURES - CITY OF TWO RIVERS

Kyle Kordell, City Manager

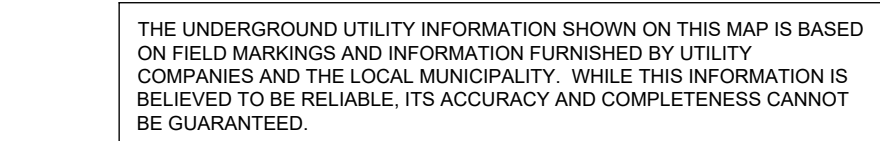
Amanda Baryenbruch, City Clerk

STATE OF WISCONSIN
MANITOWOC COUNTY

Personally, came before me this _____ day of _____ 2024, the above-named Greg Buckley and Amanda Baryenbruch known to be the person(s) who executed the foregoing instrument and acknowledge the same.

Printed Name: _____
Notary Public, Manitowoc County, Wisconsin
My commission expires: _____

THIS INSTRUMENT WAS DRAFTED BY:
Adam Taylor, Zoning Administrator



SITE PLAN

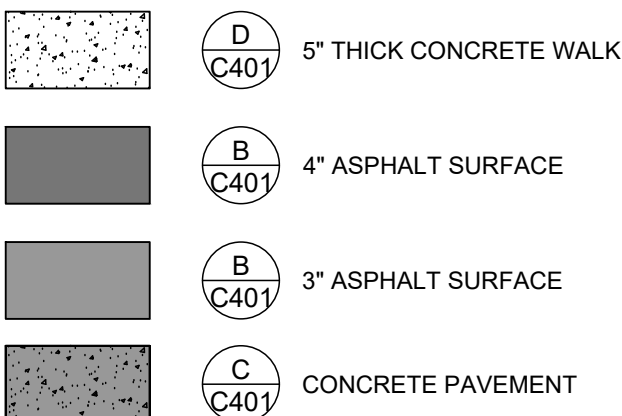
GRAPHIC SCALE



A horizontal scale bar with alternating black and white segments. It is marked with '0' at the left end, '40' at the midpoint, and '80' at the right end.

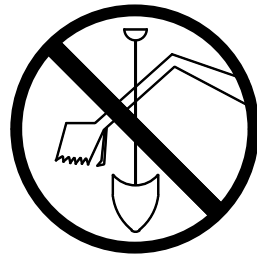
SITE INFORMATION			
SITE AREA	272000	6.244 AC	
SITE DISTURBED AREA	90000	2.066 AC	
EXISTING IMPERVIOUS AREA	0	0.000 AC	0.0 %
PROPOSED IMPERVIOUS AREA	56779	1.303 AC	20.9 %
TOTAL PARKING SPACES	39		
ADA PARKING SPACES	2		

LEGEND:



GENERAL NOTES:

1. THE UNDERGROUND UTILITY INFORMATION SHOWN ON THIS DRAWING IS BASED ON FIELD LOCATIONS AND/OR RECORDS FURNISHED BY MUNICIPALITIES AND UTILITY COMPANIES. THE LOCATION AND ACCURACY OF WHICH CANNOT BE GUARANTEED. THERE MAY BE ADDITIONAL UNDERGROUND UTILITY INSTALLATIONS WITHIN THE PROJECT AREA THAT ARE NOT SHOWN.
2. VERIFY ACTUAL LOCATIONS AND INVERTS IN THE FIELD. ANY POTENTIAL ERRORS, OMISSIONS, OR DISCREPANCIES SHALL BE BROUGHT TO THE ATTENTION OF THE ENGINEER PRIOR TO PROCEEDING WITH CONSTRUCTION.
3. WORK TO BE COMPLETED IS INDICATED IN BOLD TYPE LINES AND EXISTING CONDITIONS ARE INDICATED BY LIGHT TYPE LINES.
4. ELECTRONIC CIVIL FILES ARE AVAILABLE UPON WRITTEN REQUEST. DO NOT USE ELECTRONIC CIVIL FILES TO LAYOUT FOUNDATIONS, COLUMN LINES, LIGHT POLES, OR OTHER NON CIVIL SITE WORK. REFER TO ARCHITECTURAL DRAWINGS FOR DIMENSIONS OF BUILDING AND ARCHITECTURAL FEATURES.
5. DIMENSIONS ARE FROM FACE OF CURB OR EDGE OF PAVEMENT.
6. WORK WITHIN THE PUBLIC RIGHT OF WAY, INCLUDING BUT NOT LIMITED TO DRIVEWAY OPENINGS, SIDEWALK AND RAMPS, PAVING, AND CURB AND GUTTER SHALL BE COMPLETED PER MUNICIPAL AND/OR COUNTY REQUIREMENTS AND STANDARDS.
7. EARTHWORK SHALL BE IN ACCORDANCE WITH GEOTECHNICAL ENGINEER'S RECOMMENDATIONS.



CALL DIGGERS HOTLINE
1-800-242-8511
TOLL FREE

WS STATUTE 182.0175(1974)
REQUIRES MIN. 3 WORK DAYS
NOTICE BEFORE YOU EXCAVATE

MILW. AREA 259-1181

[illegible]

A.C.E. BUILDING SERVICE

OUR REPUTATION IS OUR FOUNDATION

510 SOUTH 26TH STREET • MANITOWOC, WISCONSIN • 54220
 PHONE: 920-682-6105 • WWW.ACEBUILDINGSERVICE.COM

SUPERVISING PROFESSIONAL:

PROJECT INFORMATION:

LAKESHORE HUMANE SOCIETY

18TH STREET
TWO RIVERS, WI 54220

THIS PLAN AND IDEAS
EXPRESSED HERE-IN ARE
THE PROPERTY OF A.C.E.
BUILDING SERVICE, INC.
THESE PLANS SHALL NOT BE
SHARED BY VISUAL MEANS
OR REPRODUCED WITHOUT
THE CONSENT OF A.C.E.
BUILDING SERVICE, INC.

SHEET INFORMATION

A.C.E. JOB NO.	260/23
----------------	--------

DATE: 12/09/2025

DRAWN BY: KJB

SCALE: 1" = 30'

SHEET

C100

9



PROJECT INFORMATION: THIS PLAN AND IDEAS EXPRESSED HERE-IN ARE THE PROPERTY OF A.C.E. BUILDING SERVICE, INC. THESE PLANS SHALL NOT BE SHARED BY VISUAL MEANS OR REPRODUCED WITHOUT THE CONSENT OF A.C.E. BUILDING SERVICE, INC. SHEET INFORMATION A.C.E. JOB NO.260/23 DATE:08/11/23 DRAWN BY:CAH SCALE:SEE PLAN SHEET A0.1 9	NEW SHELTER FACILITY LAKESHORE HUMANE SOCIETY 1551 N 8TH STREET MANITOWOC, WI 54220	 ACE BUILDING SERVICE OUR REPUTATION IS OUR FOUNDATION 3510 SOUTH 26TH STREET • MANITOWOC, WISCONSIN • 54220 PHONE: 920-682-6105 • WWW.ACEBUILDINGSERVICE.COM SUPERVISING PROFESSIONAL:	REVISION DESCRIPTION	DATE	REV. BY
			SCHEMATIC PRESENTATION	10/3/23	CAH

Sec. 10-1-15. - Height and area exceptions.

The regulations contained herein relating to the height of buildings and the size of yards and other open spaces shall be subject to the following exceptions:

Screening and vision clearance.

(1) *Statement of purpose.* This subsection is established to recognize the public and private benefits accrued from functional and aesthetic screening between areas of incompatible land uses, the increasing demand for active and passive recreational areas, the desirability of providing visual screening of certain parking lots, business and manufacturing areas, and the necessity of providing adequate vehicular vision clearance.

(2) *Off-street parking.* See [section 10-1-13](#).

(3) *Screening or fencing erected, placed, maintained or grown shall comply with the following provisions:*

(a) Screening in front yards shall not exceed a height greater than four feet above the curb level or its equivalent; provided, however, that, within ten feet from any driveway or alley crossing of a street lot line, any screening shall not exceed two feet in height unless it is at least 90 percent open for through vision.

(b) On a corner lot, screening in the street side yard may extend from the side street rear corner of the structure perpendicular to a distance four feet from the side street property line and continue along the side street to the rear property line. The height of any screening shall not exceed six feet; provided, however, that within ten feet from any driveway screening it shall not exceed two feet in height unless it is at least 90 percent open for through vision.

(c) Unless otherwise provided, a vision-barrier fence that is within four feet of the lot line shall not exceed six feet in height.

(d) Snow fences may be used temporarily, but in no case shall snow fences be left standing longer than six months during any calendar year.

(e) It shall be unlawful for any person to construct or maintain any barbed wire or razor wire fence, except that any such fence above the height of six feet may be permitted for agricultural, industrial or commercial security reasons, with permission from the zoning administrator.

(f) It shall be unlawful for any person to construct or maintain any above-ground electrical fence.

(g) Fences constructed in a manner in which a supporting framework or posts can be construed to represent a back side shall be installed so that the front side/good side faces the adjacent or abutting property.

(h) Screening or fencing shall be located in a manner that allows the owner to maintain the screening or fencing from his side of the property line.

(i) Unless a larger setback is otherwise provided, the setback for any screening or fencing erected, placed, maintained, or grown in the front yard of any property shall be 36 inches from the lot line.



PLAN COMMISSION

Action: Possible re-zone to residential
Location: Hawthorne Ave & 18th Street
Current Zoning: Industrial District (I-2)
Date: October 13, 2025

The City of Two Rivers owns the corner of 18th Street and Hawthorne Avenue. The property is currently zoned as Industrial (I-2). Staff is interested in re-zoning this property to a Residential District (R-3) to allow for more housing. There are a few different conceptual ideas on how to develop this lot. The thought currently is to keep frontage off Hawthorne Ave and 18th Street, by developing the rest of Lowell Street, to allow for a Cul-de-sac. This could create about 4 new residential lots, and possibly more if the City acquires more land. The lot could also be developed into townhouses or a multifamily facility. This idea was brought to a City Council Work Session in May of 2025, where interest was expressed. More information was needed in terms of pricing and marketing.

We can market it with Weichert for \$139,900 for the whole site. Weichert would get a 7% commission on the sale. A developer can propose how they want to subdivide the land. This is a discussion item as of now, so that we can bring this to your attention and gauge your thoughts. Any action on this matter could be taken at a future meeting.

See page 2 for aerial images of the lot. The green properties are Industrial (I-2). The purple properties are Residential (R-3). The white properties Residential (R-1). The tan properties are Residential (R-2).





Section 4, ItemA.

1717 E. Park Street
P.O. BOX 87
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