Chapter 7: Land Use and Zoning

Introduction

The industrial history of the City and its surroundings continue to affect development in Escanaba today through existing land use patterns, roads, structures, and environmental contamination that may limit use of land today. In the early history of the City, many heavy industries sprung up along the waterfront, much of which is still in industrial use today. The presence of railways and other industrial infrastructure along the waterfront impedes the development of other types of uses.

The general land use patterns include dense residential areas located north and south of downtown, big box retail in the area along Lincoln Rd., and a downtown retail district along Ludington. The City also has two waterfront parks that are situated in densely populated neighborhoods.

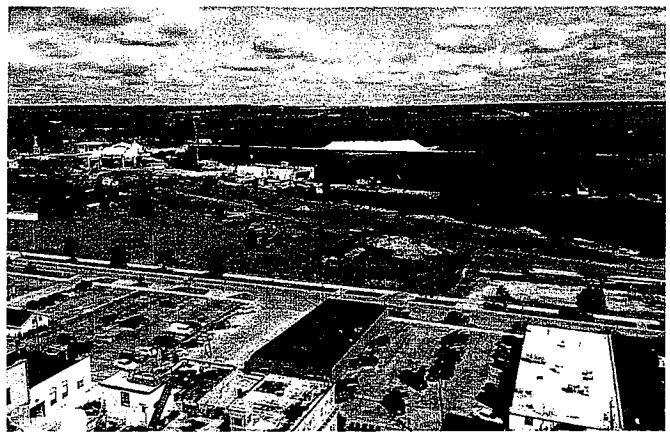


Image 7-1: Downtown North Shore Area.

7.1 Factors Affecting Land Use

The decision process regarding land use can begin almost anywhere - with a home buyer, a developer, a land speculator, a business owner, or a government unit.

The home buyer or potential business owner tends to base decisions on location, access, quality of surroundings, infrastructure, and personal satisfaction, among others factors.

Owners of businesses make decisions to start, expand, or close their operations based on economic feasibility, which depends on a variety of factors. Many of these factors, such as supply and demand for the good or service produced, are beyond local control, while other factors, such as the availability of sites or adequacy of transportation, can be affected by local decisions.

Decisions made at these levels are generally oriented towards a person's or organization's self-interest, and generally do not consider the effects of development on surrounding land uses, utilities, services, etc. This decision-making process can potentially result in discontinuous or incompatible development, since it does not necessarily take into consideration the overall development pattern for a community.

It is then left primarily to local units of government, to consider the overall compatibility and appropriateness of various land uses. Various laws and regulation have been enacted governing land use and development, and provide tools for federal, state, and local governments to use in dealing with land use issues.

The federal government exercises a number of responsibilities that affect land use through various loan and grant programs for community facilities, water, and wastewater systems, housing, economic development, and planning. Federal regulations also address environmental concerns, such as air quality, drinking water standards, etc. Although these programs and regulations do not usually directly affect land use and development, they have a significant indirect effect. For example, a community which lacks

sufficient sewage disposal capacity to serve industrial uses may be able to obtain federal funding to assist with expansion of its sewage treatment plant, which in turn may lead to industrial development.

The role of the state has traditionally been limited to providing legislation for local units of government to regulate growth and development through planning and zoning. The State of Michigan also regulates the land use and development of wetlands, floodplains, coastal areas, and other areas of environmental concern. This can have a direct affect on local land use. The state also enforces standards for municipal water systems and wastewater treatment plants which are at least as strict as federal standards, which can affect a community's ability to provide such services.

Local government can probably exert the most effective influence on land use changes through zoning ordinances, subdivision regulations, building codes, and public investment in roads, water and sewer systems, parks, etc. Local planning efforts which seek to define the most desirable and appropriate uses for the various parts of a community, and anticipate and prepare for growth, can help guide future land use decisions.

Other factors affecting land use include the existing transportation system, taxation, land values, natural features, changing technology, and market factors. Changes in lifestyles, family size, shopping habits, and consumer attitudes, also affect land use decisions.

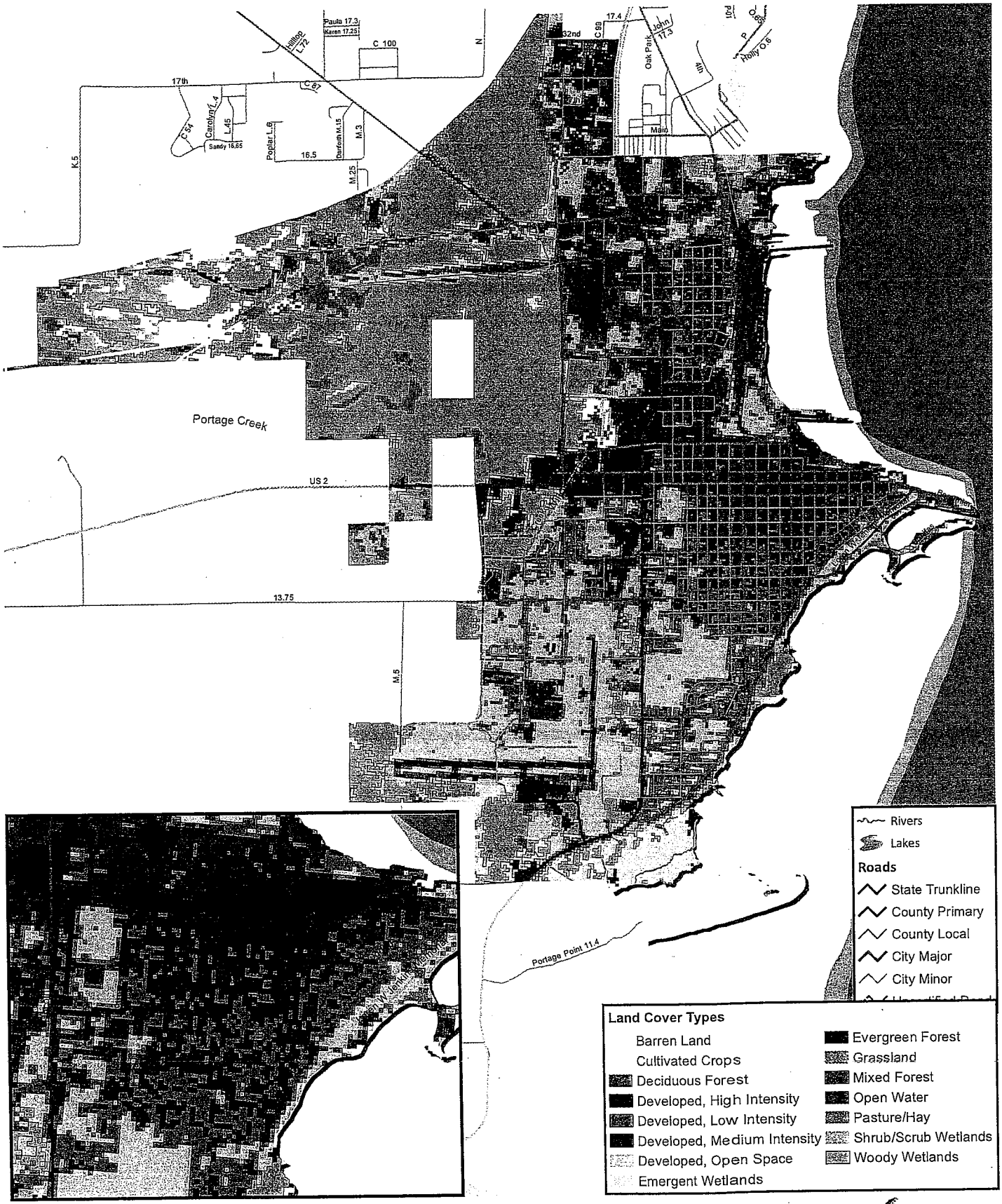
The transportation system, which serves a community, determines how quickly and easily, and at what cost, raw materials and finished goods can be shipped in and out, a crucial factor to many industries. The highway network in the region allows many people to live in rural areas and commute to jobs and shopping in more urbanized areas. This mobility has helped to facilitate the development of strip commercial areas and urban sprawl that spurs the conversion of forest and agricultural areas into development.

Taxation and land values play a part in many land use decisions. Families may move from urban areas because they feel that they are willing to trade off lower taxes or user fees for the lack of municipal services and increased distance from employment, shopping, and schools. Land values in rural areas are also generally lower and thus more attractive to residents. Commercial and industrial enterprises are generally less willing to forgo municipal services, such as water and sewer, and also tend to locate in urban, densely populated areas. However, tax rates and land values may influence a company's decision to locate in one community versus another.

As a result of technologies and the internet, some businesses and industries are able to locate in rural areas which would have previously been considered isolated. In many cases, the quality of life associated with these rural locations is an additional attraction.

7.2 Current Land Use Inventory

This section will examine the current land use patterns for the City of Escanaba and Delta County, based on the 2011 National Land Cover Database (NLCD). The inventory describes land uses and covers according to 16 classifications. The land covers in the City and County can be found on Maps 15 and 16. A breakdown of the land uses in the City is in Table 7-1.



Map 15: City of Escanaba, Land Cover, 2011

Land Cover Types

- Barren Land
- Cultivated Crops
- Deciduous Forest
- Developed, High Intensity
- Developed, Low Intensity
- Developed, Medium Intensity
- Developed, Open Space
- Emergent Wetlands
- Evergreen Forest
- Grassland
- Mixed Forest
- Open Water
- Pasture/Hay
- Shrub/Scrub Wetlands
- Woody Wetlands

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Map 16: Delta County, Land Cover, 2011

Table 7-1: Land Covers in City of Escanaba by Class			
Type	Definition	Acres	%
Barren Land	Areas of rock, sand, or clay with less than 15% vegetation	204.0	3
Deciduous Forest	Forested area (>20%) with more than 75% deciduous trees	251.2	3
Evergreen Forest	Forested area (>20%) with more than 75% evergreens	50.2	0.6
Mixed Forest	Forested area (>20%) where neither evergreen or deciduous are more than 75% of tree cover	50.7	0.6
Developed *High Intensity*	Impervious surfaces make up 80-100% of total	566.7	7
Developed *Medium Intensity*	Impervious surfaces make up 50-79% of total	1,417.6	17
Developed *Low Intensity*	Impervious surfaces make up 20-49%	1,295.2	16
Developed *Open Space*	Impervious surfaces make up less than 20% of total cover	1,490.4	18
Emergent Wetlands	Wetlands characterized by grasslike plants that stand above the water or frond surface. Includes marshes and meadows.	313.0	4
Open Water	Areas of open water, less than 25% cover of vegetation or soil	20.9	0.2
Scrub/Shrub Wetlands	Dominated by woody vegetation less than 20' tall, includes swamps and bogs	146.8	2
Woody Wetlands	Areas dominated by woody vegetation over 20' tall	2,238.0	27
Grassland	Areas where grasses make up 80% of vegetation	143.7	2
	Total	8,188.6	100
Source: National Land Cover Database, 2011			

7.3 Public and Quasi-Public Land Use

Public land uses in Escanaba include parks, public buildings, schools, and tracts of publicly owned lands. Many of these uses are discussed in more detail in other chapters of this document. However, the land use considerations associated with these uses will be discussed here.

The city owns or leases and maintains several park and recreation sites, including Ludington Park, Veteran's Park and several smaller parks throughout the city. These areas are described in detail in Chapter 9. There are also seven schools in the City, Delta County ISD, Escanaba Senior High School, Escanaba Junior High School, Escanaba Upper Elementary, Lemmer Elementary, Soo Hill Elementary and Webster Elementary. Bay de Noc Community Collage is also located in Escanaba.

Other public land uses in Escanaba include public buildings such as City Hall. Public buildings are described in Chapter 8.

Examples of quasi-public uses include churches, golf courses, and similar facilities that are owned by private enterprise, but are open to the public. These uses generate increased traffic on a seasonal, occasional, or intermittent basis, by providing facilities and services which meet the needs of local residents and contribute to the quality of life in the community. The presence of quasi-public facilities such as golf courses can also affect property values.

Churches are located throughout the city as well as in nearby communities. Escanaba residents attend churches outside the city, while churches in the city draw from the surrounding areas. In addition to serving as places of worship, churches also serve as community gathering places, for social events and local meetings. The establishment or closure of churches can affect traffic patterns as well as impact the character and cohesiveness of a community.

7.4 Brownfield and Contaminated Sites

Brownfields are sites that are difficult to develop due to contamination and can also be those that are blighted or functionally obsolete. A brownfield could be a former industrial site, a gas station, or an abandoned building. The Escanaba Brownfield Authority has developed an inventory of brownfield sites in the City in order to help facilitate redevelopment. Loans or grants are available from the Michigan Department of Quality to help fund brownfield redevelopment.

The Michigan Department of Environmental Quality is required by state law to identify, evaluate, and rank all sites of environmental contamination in Michigan. Part 201 of Public Act 451 of 1994 requires that the DEQ maintain lists of contaminated sites and identify who is responsible for the site.

From a land use stand point, the presence of environmental contamination represents a constraint on future development, as well as a threat to human health and safety. In addition to affecting a specific site, some contaminants can enter the groundwater and cause more widespread problems, such as well water contamination. It is desirable to identify and remediate contaminated sites in a timely manner, in order that potential hazards and land use constraints be removed or minimized.

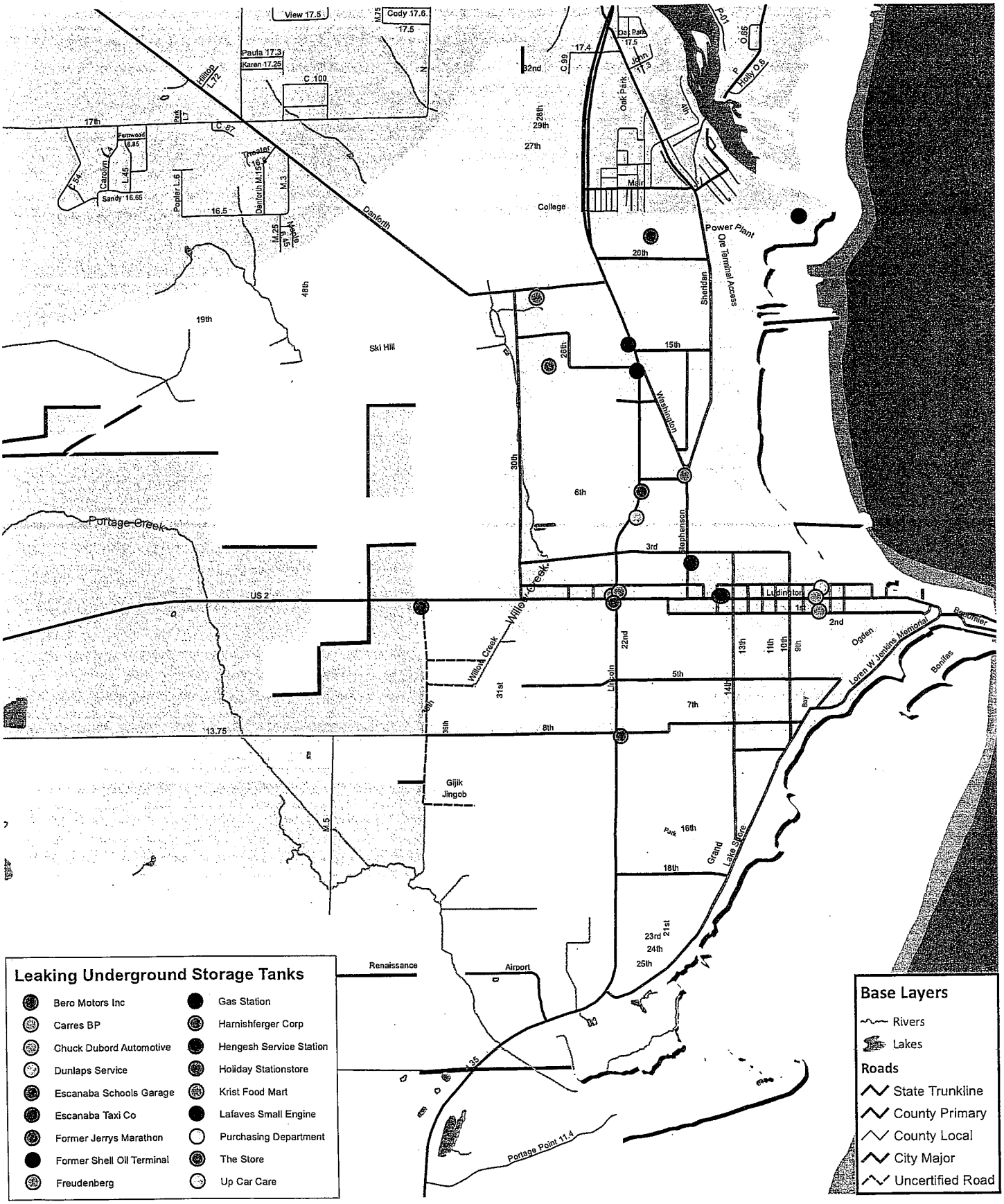
In terms of future land use decisions, it is important that decision makers are aware of the potential for certain types of land use to cause environmental contamination. Most of the sites of environmental contamination identified in Delta County are the result of past land use practices, and this illustrates even when legal and accepted land uses are undertaken, the possibility of future impacts exists.

Leaking underground fuel storage tanks have become a concern throughout the country in recent years. Many fuel tanks which were in compliance with all installation guidelines at the time they were installed have deteriorated and allowed fuel to contaminate the surrounding soil. New guidelines for installing underground fuel tanks have been implemented, and efforts are underway to identify and clean up leaking tanks.

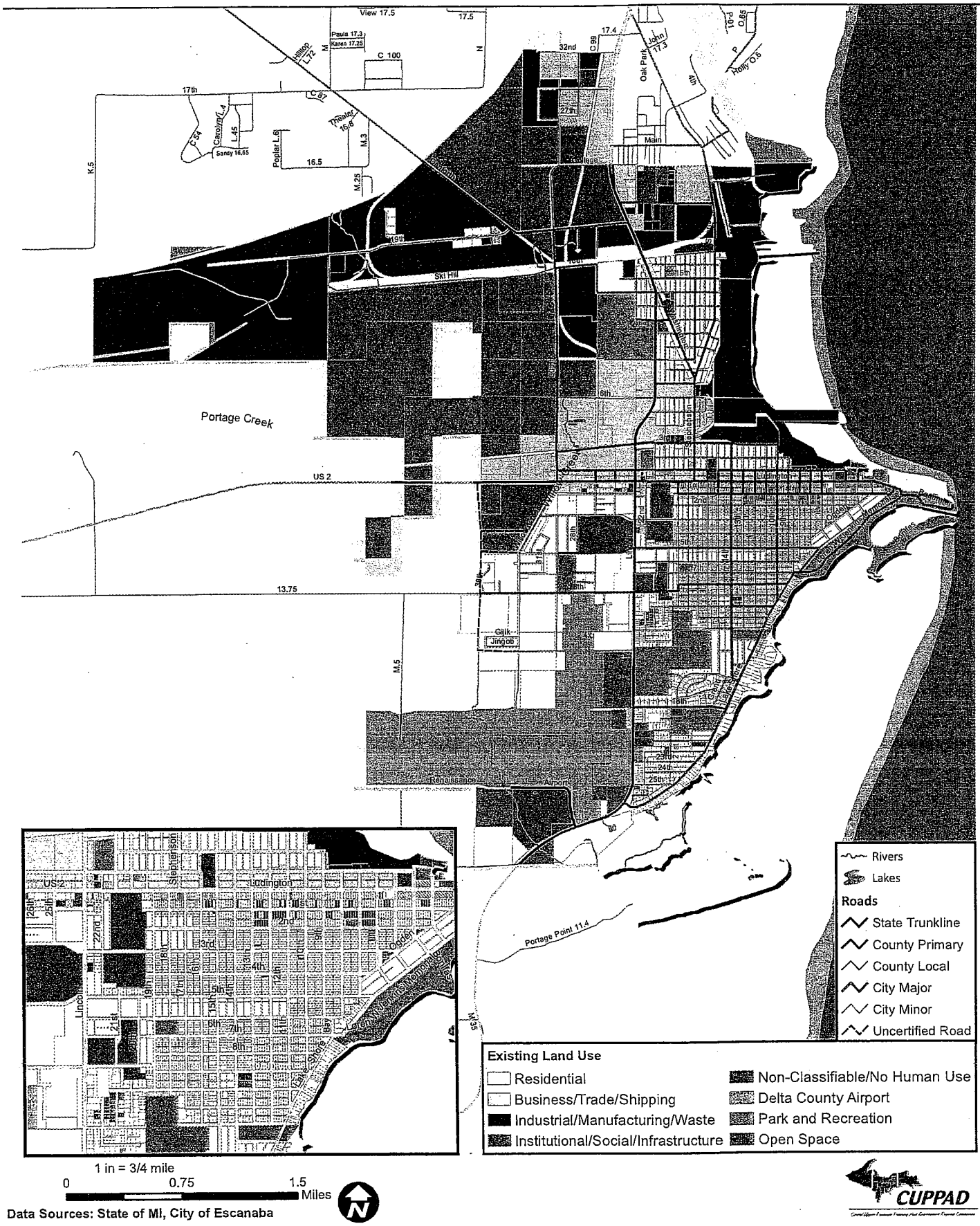
Map 17 on the next page displays the locations off all open or active leaking underground storage tanks in the city as reported by the Michigan Department of Environmental Quality in June, 2015. Sites with open or closed tanks may have restrictions on what types of future development may occur at that location.

7.5 Existing Zoning

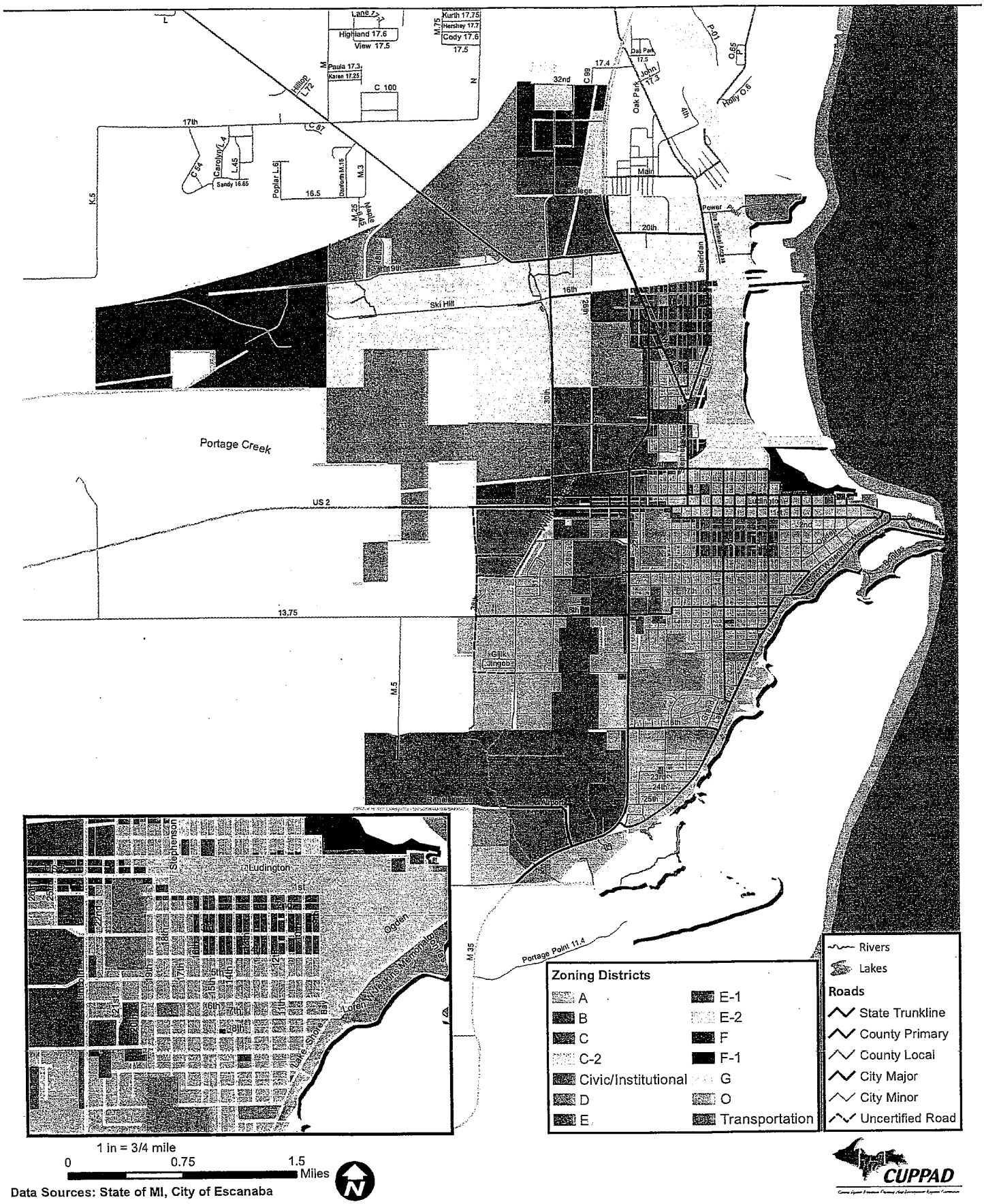
The distribution of land uses throughout Escanaba is the result of a number of factors and illustrated in Map 18. Some of these factors include, but are not limited to, proximity to lakeshore, transportation routes, location of regional shopping centers, and zoning. As Escanaba has started to rely less on shipping and industry, a number of changes have occurred in the land use patterns allowing for new uses to be developed and planned for. Table 7-2 defines each of the current zoning districts.



Map 17: City of Escanaba, Leaking Underground Storage Tanks



Map 18: City of Escanaba, Existing Land Uses



Data Sources: State of MI, City of Escanaba

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Map 19: City of Escanaba, 2014 Zoning

Table 7-2			
Zoning Classifications	Acres	Percent	Principal Uses
Residence A	757.1	11.3	One-family detached dwelling, accessory buildings, gardens, parks and playground, special care facilities, home occupations, bed and breakfasts, adult foster care
Residence B	80.1	1.1	Two-family detached dwellings, one-family dwellings, accessory buildings, nursery schools, gardens, parks and playgrounds, fire and police stations, special care facilities, home occupations, bed and breakfasts, adult foster care
Residence C	124.5	1.8	Multi-family dwellings, two-family detached dwellings, one-family dwellings, accessory buildings, nursery schools, churches, private schools, gardens, parks and playgrounds, fire and police stations, special care facilities, home occupations, bed and breakfasts, adult foster care
Residential Planned Unit Development C-2	326.9	4.8	Town-houses and condos, single, double and multifamily units, parks, trails, non-commercial clubs, accessory structure, child care centers
Local Business District D	24.8	0.3	Professional office, grocery store, bakeries, barber shop, florist, clinics, dry cleaning, funeral homes, real estate office, artist studios
Commercial District E	202.2	3.0	Professional office, grocery store, bakeries, barber shop, florist, clinics, dry cleaning, funeral homes, real estate office, artist studios, wholesale business storage, bank, cold storage, dyeing plant, ship terminal, printing plant, broadcasting station, churches, schools, hospital, community building, amusement, auto sales, rentals and repair, hotels, car washes, post offices, restaurants, labs, boat sales, government buildings
Planned Commercial Development District E-1	178.3	2.6	Professional office, grocery store, bakeries, barber shop, florist, clinics, real estate office, artist studios, art stores, banks, book stores, branch post office, camera store, drug store, gift shop, hardware store, hobby shop, jewelry store, liquor tores, restaurants, clothing stores multi family apartments, gym
Special Planned District E-2	0	0	Churches, schools, parks, special care facilities, bed and breakfast, multi and two family dwellings, financial offices, state and federal offices, funeral homes, assisted living
Light Manufacturing Districts F	137.6	2.0	Banks, office, studio, barbershop, retail, wholesale, theater, funeral home, dry cleaning, bus terminal, printing plant, police station, community garage, motels, hotels. churches, convention center, hospital, clinic, sales yards, light manufacturing, amusement, armories auto rental, sales, and repair, car washes, labs, home manufacturer, outdoor seasonal sales, post offices, research facility, equipment rental, government buildings, indoor recreation facility, boat sales, vocational schools
Industrial Park District F-1	29.5	0.4	Manufacturing, clothing manufacturing, airplane or boat assembly, government buildings, research facility, wholesale business storage, cold storage, dyeing plant, printing plant, warehousing, vocational schools, broadcasting, office complex, showrooms, labs, indoor recreation, locksmith
Heavy Manufacturing District G	649.3	9.7	Manufacturing, power plant, gas bottling or distribution, sewage treatment, fish processing, scrap yard. bus terminal, crematory, dry cleaning, funeral homes, wholesale business storage, cold storage, dyeing plant, ship terminal, printing plant, restaurants
Open Space District	803.0	12.0	Airport clear zones, golf courses, athletic fields, marina,s boat houses, outdoor pool, boat liveries, parks, cultural facilities, playgrounds, recreational facilities
Civic/ Institutional	455.4	6.8	*This district is included on the City's zoning map but is not a district defined in the zoning ordinance
Transportation	2,907.8	43.5	*This district is included on the City's zoning map, but is not a district defined in the zoning ordinance
Total	6,676.5	100	

While zoning has played a role in how communities organize specific land uses, it does not necessarily represent the actual use that exists in a particular area. Under the current zoning, (highlighted in Map 19), districts are broken into twelve classifications; single family residential, two family residential, multiple family residential, local business, commercial, light manufacturing, heavy manufacturing, planned commercial, and industrial park. A review of Maps 18 and 19 reveals the spatial patterns of these distinct zoning districts and begins to reveal the relationship of zoning and land use distribution. The northern half of Escanaba constitutes the majority of the heavy manufacturing district including the area known as the north shore. The primary area of light manufacturing is located at the Delta County Airport site. Commercial and Local Business

7.6 Issues and Opportunities

Issues:
Although much of the community is built up, there are high-quality natural areas, such as wetlands and forest areas, that must be preserved to maintain the quality of the city. A wetland management plan should be developed to guide preservation, mitigation, and recreational use of these areas.

The industrial legacy of the community continues to affect the potential for development in the city. Although there has been significant public support for waterfront redevelopment in previous plans, much of this area is privately owned and used for industrial purposes.

Opportunities:
Land use in the City has been long regulated by Euclidean zoning, which has resulted in some undesirable development patterns in the community. The lack of integration between these uses results in the development of homogeneous districts with limited pedestrian connectivity. To foster better urban design land use regulations should enable greater flexibility in uses and stricter guidelines on building form., This could be achieved through performance standards, and/or the development of zones that are regulated primarily by form. These changes would help the City in achieving the community vision.

In order to ensure the preservation of wetlands, brownfield areas may also need to be restored to allow for new development. Some areas along the lakeshore have been contaminated through the intense industrial uses in the past. In order to determine a detailed location of these sites, it is recommended that these areas be carefully evaluated. Concentrating efforts on the remediation of these sites will present Escanaba with opportunities to develop some of the more desirable land along the lakeshore. Furthermore, by opening brownfield areas within the heart of the City, demand for buildable land along the major thoroughfares will decrease limiting sprawling commercial development. An alternative use for brownfields, when feasible, could be the development of new park and recreation areas.

Chapter 8: Community Facilities

Introduction

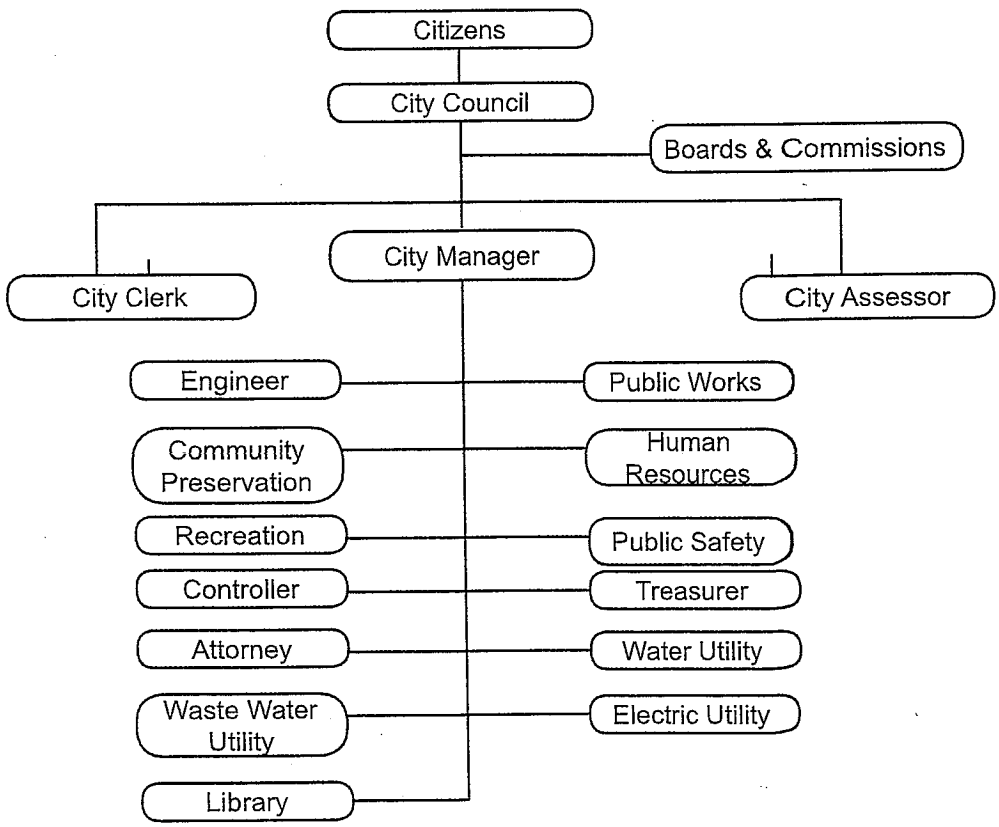
The services and facilities provided by local government are often vital elements in the community's progress and well-being. Services include police and fire protection, municipal water and wastewater systems, and recreation programs. Community facilities include libraries, parks, cemeteries, schools, and infrastructure networks.

As a part of the master planning process, the City's public and community facilities were reviewed and evaluated as to their present condition and adequacy to meet the present and future needs of the community.

8.1 Government Organization

City departments, boards and commissions include: a planning commission, zoning board of appeals, a recreation committee, wastewater treatment board, water authority. These bodies exist as appointed bodies that make recommendations to the City Council and City Manager.

The city employs around 50 full time staff and numerous part-time people. The Parks and Recreation Department and the Department of Public Works are responsible for the maintenance and improvement of over 400 acres of land. The diagram below describes the City of Escanaba's organizational chart.



8.2 Community Facilities and Services

City Hall

The present Escanaba City Hall building opened in 1995 and is located at 410 Ludington Street. This location houses many offices including those of the manager, clerk, treasurer, community development and planning, human resources, assessor, public utilities, and engineering. The Escanaba Public Library was incorporated into the City Hall building and opened in October of 1995.

The Escanaba Public Library is located on the north side of the City Hall building. The library has an extensive children's section as well as children's programming. In addition, the library has notable collections of historical resources about the State of Michigan, digital books, and a genealogy collection. Prior to 1995 the library was located on South Seventh Street in a 1902 neo-classical building donated to the City by Andrew Carnegie and later sold to a local resident.

Image 8-1: The children's area of the Escanaba library.

Public Works

The Public Works facility located at 1711 North Sheridan Road is responsible for a number of services. Some of the responsibilities include the maintenance of street lights, storm sewers, parking lots, and city parks, Additionally, the public works department facilitates yard waste disposal and snow and ice removal.

In 2016, the public works department received a Stormwater Asset Management and Wastewater (SAW) grant from the State of Michigan to allow the department to map and improve management of the storm and wastewater networks. The aging water network has been severely impacted by several deep freezes and as a result there are many leaks in the system in need of repair.

City Electric Department

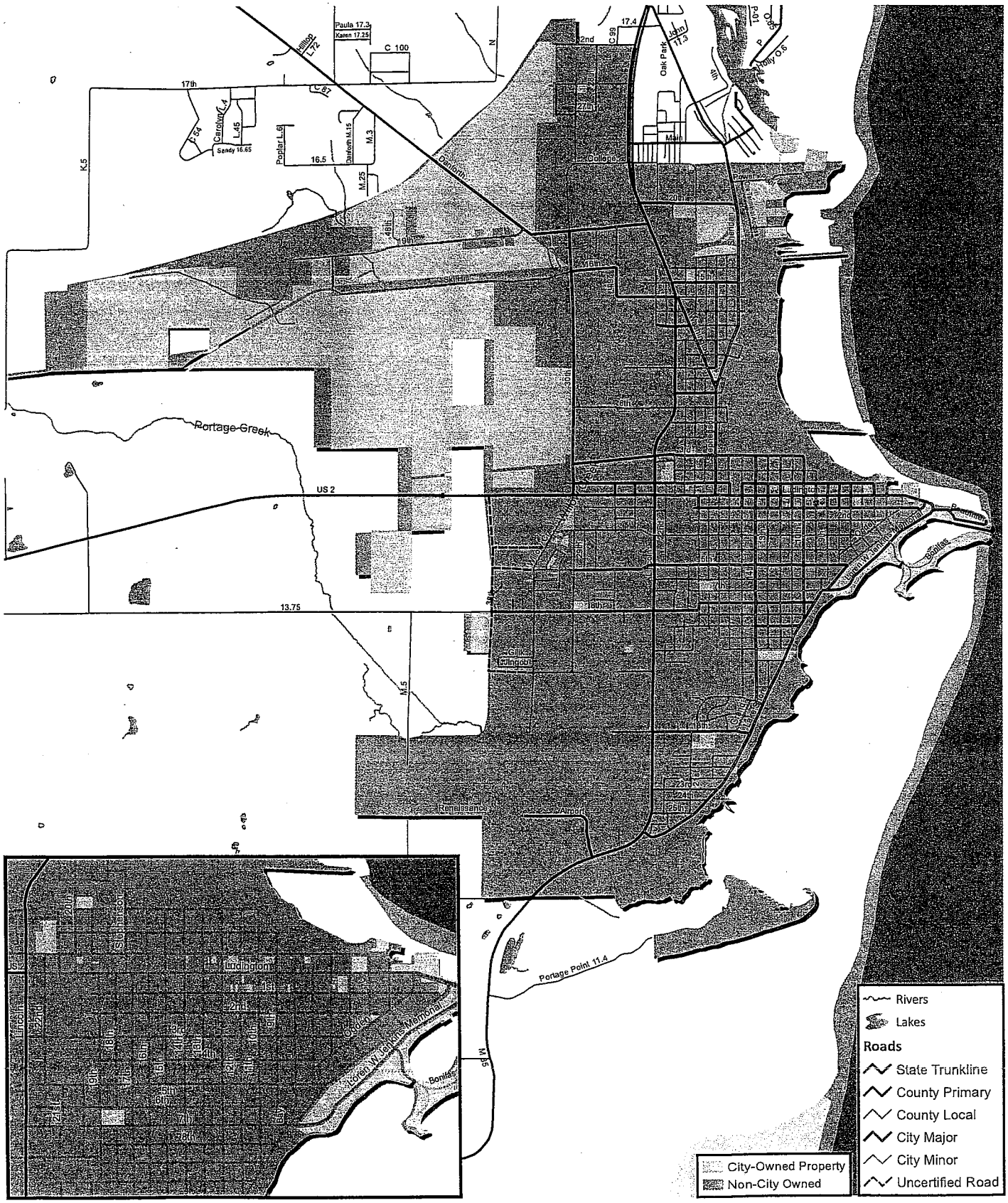
The Escanaba Electric Department is co-located with the DPW. Department duties include electrical system distribution management and maintenance, trimming of trees around electrical lines and assets, street light maintenance, temporary electrical service, set-up and removal of service, and meter installation.

Recreation

The Recreation Department is located at 225 North 21st Street in the Catherine Bonifas Civic Center. The facility was built in 1967 with funds from the Catherine Bonifas Endowment Fund and is routinely upgraded by the City of Escanaba. The Recreation Department supports a wide array of sporting, recreational, and civic events offered by the city. Recreational opportunities are offered to all citizens and are held throughout the year, including such things as basketball, aerobics, pool, and dances. Non-motorized trails are a priority for future recreation development.

Public Safety

The Escanaba Department of Public Safety is located at 1900 3rd Avenue North and was constructed in 1974. Upgrades to the facility are needed with respect to the heating system and routine building improvements. The department combines fire and police services offering residents safety and



1 in = 3/4 mile

0 0.75 1.5 Miles

Data Sources: City of Escanaba

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Map 20: City Owned Property, 2015

security. The department is made up of three primary divisions including patrol, investigations, and communications and records. The patrol division serves as the initial response team for all fire and police calls. Additionally, patrol serves as the only Weapons of Mass Destruction Team in the Upper Peninsula. Patrol is broken into four primary platoons staffed by a total of four sergeants, four lieutenants, and one captain. The investigations division, comprised of two staff detectives, performs the follow-up for all cases that require extended time. The communications and records division is responsible for maintaining all records as well as dispatch service. In 2006, central dispatch duties were transferred to a local 911 Authority. The department is served by a K-9 program consisting of one drug and one explosive K-9 unit (dog and handler), which have been used in Escanaba as well as throughout the Upper Peninsula. In the public survey, respondents citied improving public safety as a top concern.

Water Supply and Distribution

Escanaba enjoys the benefit of an abundance of available fresh water found in Little Bay De Noc of Lake Michigan. Water quality in Little Bay De Noc varies due to winds, water levels, and invasive Zebra Mussels which effect turbidity. The water treatment plant manages these variables through various processes to provide Escanaba with a safe and consistent water supply. Available ground water resources are less desirable due to the substantial hardness of the water and limited capacity. The Escanaba water treatment plant, built in 1952, serves 5,550 customers within the city limits, combined with 180 customers in Wells Township.

Escanaba's water treatment plant is located at One Water Plant Road. The plant performs complete treatment operations including taste and odor control, fluoridation, and filtration. The system operates six primary processes, each performing a unique treatment function. At the initial intake segment of the process powdered charcoal is added to facilitate the absorption of tastes and odors. The next step is the critical disinfection process, which is performed through the addition of chlorine to the water. This step kills viruses, bacteria, and other harmful organisms. Aluminum Sulfate is then added to the disinfected water, which causes particulate matter to clump together and settle to the bottom of a large tank in which the water is contained. Once the settling process is complete, sodium carbonate is added in the form of soda ash to increase pH and minimize the corrosive properties of water. At this point the water is fluoridated. The final step performed at the treatment plant before distribution is a sand filtration process removing any remaining particulates.

Following these six processes, the water is distributed through 80 miles of cast iron and ductile iron water mains of varying diameters between 4" and 16". The distribution system is maintained through 2,000 underground valves and services over 8600 fire hydrants. Currently Escanaba's treatment plan has a maximum distribution capacity of 8 million gallons per day. The maximum demand, during the summer months, reaches 4 million gallons per day with an average daily usage of 2.5 million gallons. Escanaba's total water storage capacity is 2 million gallons within three tanks, one underground tank holding 1 million gallons, and two elevated storage tanks each holding 500,000 gallons.

Escanaba continues to make improvements and conduct maintenance of the existing facilitates and distribution network. Since the implementation of the treatment plant in 1952, the City has made improvements and enhancements as technological advances allowed for better and safer water treatment operations. Recently, the City installed a new 30" intake at a cost of $3 million. In the past a challenge to the department was the growth of zebra mussels in the intake pipes. However, the department has managed to address this issue so that it is no longer a problem. An on-going problem in Escanaba, and other U.P. communities is the damage that extreme cold events, like those that occurred in the winters of 2013-2014 and 2014-2015, does to the water distribution network. These deep-freezes have resulted

in significant water losses and costly emergency repairs. The department would like to assess the entire system for the presence of leaks. The system is currently loosing a significant amount of treated water due to leaks.

The State of Michigan's assessment of Escanaba's drinking water source describes the source as 'highly susceptible' to contamination due to the types of land uses and contaminant sources in the area. Sources of potential pollution include nitrogen and phosphorus run-off from agricultural areas, urban stormwater run-off, and commercial and recreational boat traffic in the Bay.

Wastewater Treatment

Escanaba's Wastewater Department is located on 1900 Willow Creek Road, Escanaba's wastewater treatment plant was established in this current location in 1932. The facility currently operates as a Class B complete mix activated sludge plant with anaerobic digestion, liquid sludge disposal, and chlorine disinfections. Approximately 80 miles of pipe exist within the system.

The existing treatment plant has seen numerous upgrades over the course of operations. In 1973, the treatment plant undertook a three million dollar renovation which added the complete mix activated

Table 8-1
Municipal Water and Wastewater Rates

Water Monthly Rate (per 1,000 gallons)	
$2.05	up to 10,000 gallons
$1.63	up to 140,000 gallons
$1.41	up to 350,000 gallons
$1.28	over 500,000 gallons
Wastewater Monthly Rate (per 1,000 gallons)	
$2.27	n/a

City of Escanaba, 2016. Rates do not include availability charges.

sludge system, anaerobic digestion and phosphorus removal. In 1993, a new administration building and computer system were added to the treatment plant. In 1994, 300 acres of land were cleared for a sludge recycling location. Then in 1995, a 3,000-gallon tanker truck was purchased to support the sludge recycling and disposal program. During 1999, construction of a one million gallon sludge storage tank was completed. This same year the EPA awarded Escanaba with the Region 5 Award of Excellence. Later that year in October of 1999, the EPA awarded yet another honor of National Operation and Maintenance. In 2001, additional improvements were made exterior appearance of the facility. It was during this time when the plant received the Wastewater Utility of the Year Award, presented by Michigan's Rural Water Association. Throughout the history of the operation, Escanaba's wastewater plant has continuously been upgraded and maintained at the highest level of service. Needed improvements to the wastewater system include installing new pipes.

PUBLIC EDUCATION

Escanaba High School operates as a class A-B high school serving all Escanaba area high school students. For the 2014-2015 school year Escanaba High School had an enrollment of approximately 731 students from grades nine through twelve. Escanaba Junior High School provides education for

students in grades seven through eight, with an enrollment of approximately 390 students. The Upper Elementary holds grades four through six and had an enrollment of 538 students. Three elementary schools support Escanaba's younger student population and support grades kindergarten through third. Webster Elementary has an enrollment of 209, Soo Hill Elementary has an enrollment of 143, and John Lemmer Elementary has an enrollment of 380. Due to a decline in enrollment, five other public schools have closed in the past two decades.

PRIVATE EDUCATION

Holy Name School provides enrollment for students from grades kindergarten through eighth with an additional preschool program. Holy Name operates within one building which has twenty three classrooms serving over 300 students. St. Anne, St. Anthony, St. Joseph/St. Patrick and St. Thomas Parishes provide funding and services to facilitate the operations of Holy Name School.

REGIONAL INSTITUTIONS

Escanaba has three primary institutions that serve the City of Escanaba and the south central region of the Upper Peninsula; Bay College, Bonifas Arts Center, and the OSF St. Francis Hospital.

Bay College

Bay de Noc Community College is a comprehensive two-year public institution chartered in 1963. The College provides a full range of transfer, technical certificate and degree programs for the residents of the Central Upper Peninsula as well as trainings for business and industry. Home of the first Michigan Technical Education Center to open in the State of Michigan, the center provides a variety of customized and technical skill training and professional development opportunities for working age adults across the U.P.. The campus is situated on 160 acres and services about 2,000 credit students each year, including those completing baccalaureate and master degree programs sponsored by partner universities. The College also hosts more than 40,000 visitors each year in a variety of conference, training, and meeting activities, The local YMCA is co-located on the college campus, providing recreational opportunities for local residents and college students.

Bonifas Arts Center

The William Bonifas Arts Center is located on the corer of 1st Ave South and S. 7th Streets and serves as the arts and culture hub of the community. The facility has fine arts galleries that feature local artists and are open to the public. Additionally, the center offers art classes and workshops to aspiring artists. The facility also has a theater where live theater productions are put on by the Players de Noc throughout the year. Bonifas Center leadership plays a major role in promoting arts across the region.

OSF St. Francis Hospital

The Sisters of the Third Order of St. Francis, East Peoria, Illinois, established OSF St. Francis Hospital of Escanaba. This group of women started providing health care services for the region in 1884. Two fires destroyed most of the original hospital in 1889 and another in 1926. The original hospital was rebuilt and was added to periodically as demand for services increased. In 1986, the Third Order of St. Francis again demonstrated their commitment to the community by constructing a new 110 bed hospital facility located on 82 acres on the west side of Escanaba. In 2006, the Sisters of the Third Order of St. Francis opened a Magnetic Resonance Imaging (MRI) unit and a Cardiac Diagnostic Center at the hospital. In 2014, the 14,500 sq. ft. Besse Physical Rehabilitation and Wellness Center was built to improve and expand hospital services. These new services provide area residents with an enhanced level of care and keep area patients from having to travel long distances for these types of services.

The OSF St. Francis Hospital continues to operate under the original philosophy of the sisters:

> "In the spirit of Christ and the example of Francis of Assisi, the mission of OSF Health Care is to serve persons with the greatest care and love in a community that celebrates the Gift of Life."

8.3 Issues and Opportunities

Issues:
In the public survey one of the top concerns was improving public safety.

The City's water infrastructure is aging and will require significant investments in the coming years in order to remain functional and efficient. Fixing leaks in the aging pipes is a priority. The high groundwater levels in the area causes infiltration into the sewer system that is costly for the City to treat. A SAW grant of $600,000 for waterwater treatment $400,000 for storm sewers. will identify problems in these network and improve their management.

The primary treatment area of the wastewater treatment center is aging and in need of investment in order to remain functional into the future.

Little Bay de Noc is a vital resource for the City and must be protected. Although there are no reported stormwater quality problems, the City should be proactive in requiring low-impact development standards and other stormwater mitigation techniques to ensure that storm run-off from the City does not affect water quality.

Improvements and maintenance to the power, water, and wastewater systems are included in the City's Capital Improvement Plan.

In recent years the State of Michigan's statutory revenue sharing obligations have been unmet as the legislature has diverted funds to cover budget shortfalls. Revenue sharing is intended to compensate cities for the cost of providing infrastructure and other services. The reduced funding levels have caused financial hardship for the City and result in challenges to pay for infrastructure investments and other local needs.

Opportunities:
Water and electric utility rates in the City are lower than those of most Upper Peninsula communities, which may help the community attract new businesses.

Monies from the City's electrical fund could be used to develop renewable energy in the community. This would improve environmental sustainability and ensure local electrical costs are resilient to regional electric supply problems. Additionally, the fund could be used to improve the energy efficiency of homes in the community.

Chapter 9: Recreation & Open Space

Introduction

Escanaba is located in a region of the Midwest that offers many opportunities for outdoor recreation. The vast surrounding wilderness and large bodies of fresh water invite tourists and residents alike to experience all that the northern climate has to offer. With over 420 acres of park and recreation facilities, Escanaba offers a wide array of recreation and leisure opportunities to the residents.

Escanaba's location on the northern shore of Lake Michigan provides it with a unique variety of outdoor recreation opportunities. Residents have voiced interest in enhancement of these recreational facilities throughout the community. Preservation of open space for public use not only creates recreational opportunities, but also improves the community's quality of life, increases local property values, attracts more tourism investment, and sparks new life into less desirable neighborhoods.

9.1 Recreation

Image 9-1: Summer festival along the lakeshore

Escanaba's waterfront provides many recreational opportunities.; fishing, boating, sailing, kayaking, and many other water sports are easily accessible through the use of two primary access points at both the North Shore boat launch and the Ludington Park municipal marina. The North Shore boat launch was the location for the 2014 Cabela's professional walleye tournament. Five hundred fishermen in 250 boats came to Escanaba to fish the waters of Little and Big Bays De Noc. Fishing tournaments generate a great deal of revenue for the community and have been widely supported by the residents and business owners alike. Additionally, residents and tourists use the full service Ludington Park municipal marina and boat launch, offering mooring and launching for motorboats, sailboats, and kayaks. The marina offers 165 available slips. The community regards Little Bay De Noc as a primary asset, simply because it offers such a diversity of recreational and scenic resources.

The 120-Acre Ludington Park extends north and south, parallel to the lakeshore, including the municipal marina along Lakeshore Drive and Loren W. Jenkins Memorial Drive. Ludington Park includes the site of a variety of community activities as well as a pedestrian/bicycle pathway. Open 7:30am- 11:00 pm daily, Ludington Park is an active area with picnic areas, the Harbor Hideout Playground Complex, open greenspace areas, four lighted tennis courts, disc golf, six sand volleyball courts, one outdoor basketball court, a fitness circuit, a public pavilion, and public restrooms.

Ludington Park also encompasses Aronson Island, the site of the City's swimming beach, a small playground, and walking trails. The beach has a bathhouse that is open seasonally and also the location of a kayak and paddleboard outfitter.

Musical performances can be seen from the lawn or outdoor seating at the Kara Memorial Bandshell, in Ludington Park, each week throughout the summer. Additional recreational facilities of Ludington Park include the municipal beach coupled with the scenic vista of Lake Michigan. Additional parks and sports facilities are located throughout Escanaba providing a variety of opportunities for residents to enjoy the community through leisure activities. Table 9-1 represents the park and recreation facilities located throughout the city.

Table 9-1
Park and Recreation Facilities

Recreation Facilities	Ownership	Description
Ludington Park	Public	A mile-long , 120 acre park along the lakeshore. Facilities include municipal beach, marina, bandshell, pavilion, playground equipment, tennis courts, volleyball courts, walking trails, natural areas and disc golf. Owned and maintained by the City.
Catherine Bonifas Civic Center	Public	A multi-purpose building utilized for recreation programs and activities. Facility includes a gameroom, gym, and pistol/archery range. Owned and maintained by the City.
Webster Children's Pool	Public	A wading pool (9-12 inches in depth) open to children between ages 3-10. The pool is open seasonally. The facility is located next to Webster School on 19th Street and is owned and managed by the City. In winter months the land adjacent to the pool is used for public ice skating.
Rose Playground	Public	A 1 acre playground located on 6th Street, east of M-35. The park is owned and maintained by the City.
Stephenson Park	Public	The park has a ball field, basketball court, and playground equipment. It is owned and maintained by the City and located on N. 20th Street.
Royce Park	Public	A 2.5 acre site home to a ball field, tennis courts, basketball court, and playground equipment. Located between 6th and 7th Aves S. along 19th St. In the winter months the park is used for public ice skating.
West Side Playground	Public	This half acre park has a children's playground.
18th Ave S Athletic Complex	Public	An approximately 15 acres site, home to Ness baseball field, Lemerand Field, and Jefferson Playground. Owned and maintained by the City.
John D. Besse Park	Public	This 1.1 acre park has a pavilion, disc golf course, volleyball court, tether ball, and playground area. The park is owned and maintained by the City.
Sylvan Pt. Playground	Public	A 0.2 acre neighborhood tot lot.
U.P. State Fairgrounds	Public	The 90 acre fairgrounds are owned and managed by Delta County. The fairground hosts events throughout the year.
Veteran's Park	Public	This park is located along Lakeshore Drive between 12th and 13th Aves. South. The park has four tennis courts, a baseball field, natural area, playground, horseshoe courts, and picnic area.
Escanaba Country Club	Private	The 18-hole club is located along M-35 in the southern part of the City. The club is privately owned.
Great Lakes Sports and Recreation Club	Private	The club has indoor and outdoor shooting and archery facilities. Located on 19th Ave N, west of US-2/41. Privately owned and managed.
N 30th Street Trails	Public	A non-motorized trail open year round. Groomed for cross-country skiing and snow-shoeing in winter. Owned and maintained by the City.
Soccer Fields	Public	There are 2 soccer fields located on the northwest side of the Bay College campus.
Northern Lights YMCA	Private	Facility includes indoor pool, climbing wall, and fitness center as well as locker rooms. The center also offers recreational programs. The facility is located at Bay College on the north end of town.

Each summer, Delta County hosts the Upper Peninsula State Fair at the fairgrounds located on Lincoln Avenue in Escanaba. Community members voiced interest in using these facilities for other activities throughout more of the year, to optimize the use of the land.

Recreational opportunities of Escanaba are not only limited to the water and park resources found throughout the city. The Escanaba Civic Center offers programs for all ages running throughout the year. The center provides classes for seniors along with weekly meals and gatherings. Additionally, the center's gymnasium facilitates community sports leagues for all ages.

During the winter months, Escanaba continues to offer a multitude of recreational opportunities. Outdoor activities such as ice fishing, cross-country skiing, and snowmobiling are enhanced in the bright dry and sunny days and starlit nights. Seven miles of public cross country ski trails are maintained throughout the area along N 30th Street. Enhancements to this area, such as a larger parking lot and improved signage at the trailhead, would improve the use of this trail.

Festivals and Events

In addition to summertime concerts in the park, the City hosts a number of festivals and events throughout the year that make use of the waterfront and downtown areas. The events bring both residents and visitors into the heart of the community and residents have expressed a desire for more public events at Ludington Park and/or the Municipal Dock.

Table 9-2
City of Escanaba Festivals and Events

Event	Month	Location
Krusin Klassics	June	Downtown
Rock the Dock	July & August	Municipal Dock
4th of July Celebration	July	Ludington Park
Rock the Bay Music Festival	July	Municipal Dock
Waterfront Arts Festival	August	Ludington Park
Pasty Drop	December 31	Municipal Dock

Delta County Chamber of Commerce

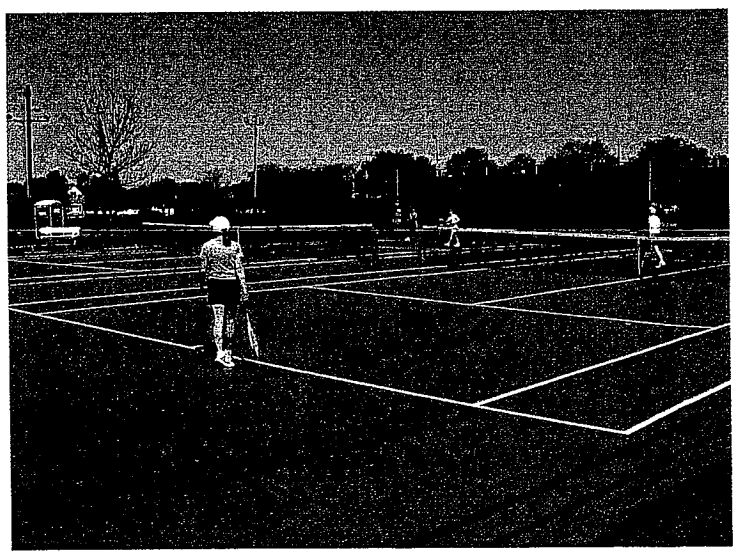


Image 9-2: Tennis courts at Ludington Park

9.2 Open Space

Open space preservation is crucial to maintaining the immense recreational opportunities available in and around Escanaba. Setting aside new areas for public use or wildlife protection enables the city to limit growth and manage development throughout the community.

Escanaba has maintained open space through parks and undeveloped areas. The community has voiced interest in continuing to preserve open space for public use in parks and common areas and for more non-motorized connectivity.

Whether land is used as open space for public use or wildlife protection, such areas may impose difficulties due to private ownership or contamination issues. These issues should be considered when the locations for open space, parks, and recreation facilities are determined. It's worth the effort to determine an area's potential as open space as this is a valuable resource that will continue to enhance and support Escanaba's vast recreation opportunities.

9.3 Issues and Opportunities

Issues:
In recent years the City has made improvements to the recreation system in order to create more accessibility. These improvements will help the city's aging population to continue to use the parks.

Through the online survey people expressed a desire for more bike and pedestrian paths, more use of the beach, concerns about the cleanliness of the beach and parks, more recreation options for all ages. People also expressed a desire for more year-round and indoor recreational facilities. Most people responded that they had ample green space in their neighborhood.

The people of Escanaba identified parks, nature, and the shoreline among the most attractive qualities of the community.

The City must continue to manage invasive species and maintain bird habit in parks and other publicly owned areas in order to maintain their quality.

Opportunities:
Non-motorized trail development should be a priority for the City. These pathways have been shown to improve public health and property and could be a strategy to attract and retain younger residents.

New funding tools, like crowd-funding, may help the City finance the development of new or improved recreational facilities.

Chapter 10: Transportation

Introduction

Transportation in Escanaba is primarily developed for vehicular traffic through the existing infrastructure of roads and streets. Connecting the community through automotive transportation is a critical element and a necessity with the existing dependency on personal automobiles for transportation. Additional means of transportation within Escanaba includes the Canadian National Railroad which provides transportation of goods to and from the Port of Escanaba. The Delta County Airport also provides passenger and freight air transportation to and from Escanaba. Non-motorized means of transportation also exist as multi-use pathways; however, improvements need to be made to ensure non-motorized, pedestrian and public transit is safe and efficient.

The City of Escanaba is located along three primary transit routes U.S. 2, U.S. 41 and M-35. These highways converge in Escanaba and connect to downtown at the intersection of Lincoln Road and Ludington Street. The existing network of streets and roads in Escanaba follows the east west and north south traditional grid pattern, with the exception of Ogden Avenue and Lakeshore Drive, developing the defined neighborhood blocks. An estimated 65% of roads and streets have associated sidewalks or pathways according to the 2003 City of Escanaba Non-Motorized Master Plan. Map 21 represents the street and road network for the entire City of Escanaba.

10.1 Road Maintenance/ Jurisdiction

In Michigan's Upper Peninsula, road systems require significant road maintenance due to the freezing and thawing processes that occur seasonally in the fall, winter, and spring. Furthermore, snow removal during the winter months poses a significant road maintenance responsibility to keep roads and streets clear and safe for travelers. Road systems provide the space within road right-of-ways to locate public utilities and infrastructure, therefore, acting as a major contributor to how and where development occurs. Maintenance and development of the road systems affects the environmental, economic and social well-being of the community's residents and overall character. As new roads are built in undeveloped areas or as roads are improved, new development becomes more likely. It is important the management of Escanaba's transportation networks perform in a manner that best serves the residents, businesses, and overall community.

The City of Escanaba Public Works department is responsible for the maintenance of all city streets. Maintenance activities are limited by available funding and include the following:

- Management of city streets and parking lots
- Street signage and pavement markings
- Annual street sweeping and curbside leaf collection
- Streetscape landscaping and tree care
- Snow and ice removal
- Crack and damage repair

The City of Escanaba has continued to focus on the enhancement of the road systems to improve the safety and efficiency of the transportation opportunities. Following the recommendations of the U.S. 2 Visual Enhancement Plan, Escanaba Lincoln Road and Ludington Street Corridor Management Plan

and Non-Motorized Plan, Escanaba has been working towards enhancing the transportation networks within the community that are managed and maintained by the Public Works Department. Residents value the appearance and views along the streets and roads and have shared the desire to continue to enhance and improve these valuable community features.

In the State of Michigan, the Michigan Department of Transportation (MDOT) maintains and manages all major state and federal highways. Consequently, U.S. 2, U.S. 41 and M-35 are all under the jurisdiction of the MDOT. However, the Delta County Road Commission is a very important factor in the accessibility and safety of the City of Escanaba roadways.

10.2 Road System

Classification

In the State of Michigan, the National Functional Classification system, or NFC, classifies all public roads. NFC is also used to determine those public roads and streets that are eligible to receive federal funding for improvements and maintenance. Within Escanaba, the NFC classification provides a look at how the network of roads and streets is utilized through intensity and use. Map 21 shows the NFC for the City of Escanaba. Within Escanaba, four classes of roadways exist and are listed as follows; Rural or Urban Local (1), Rural major or Urban Collector (2), Rural or Urban minor Arterial (3) and Rural or Urban Other Principal Arterial (4). To simplify these classifications, a description of each class is explained in the following discussion. For purposes of this discussion, the classifications will be condensed into the following classes.

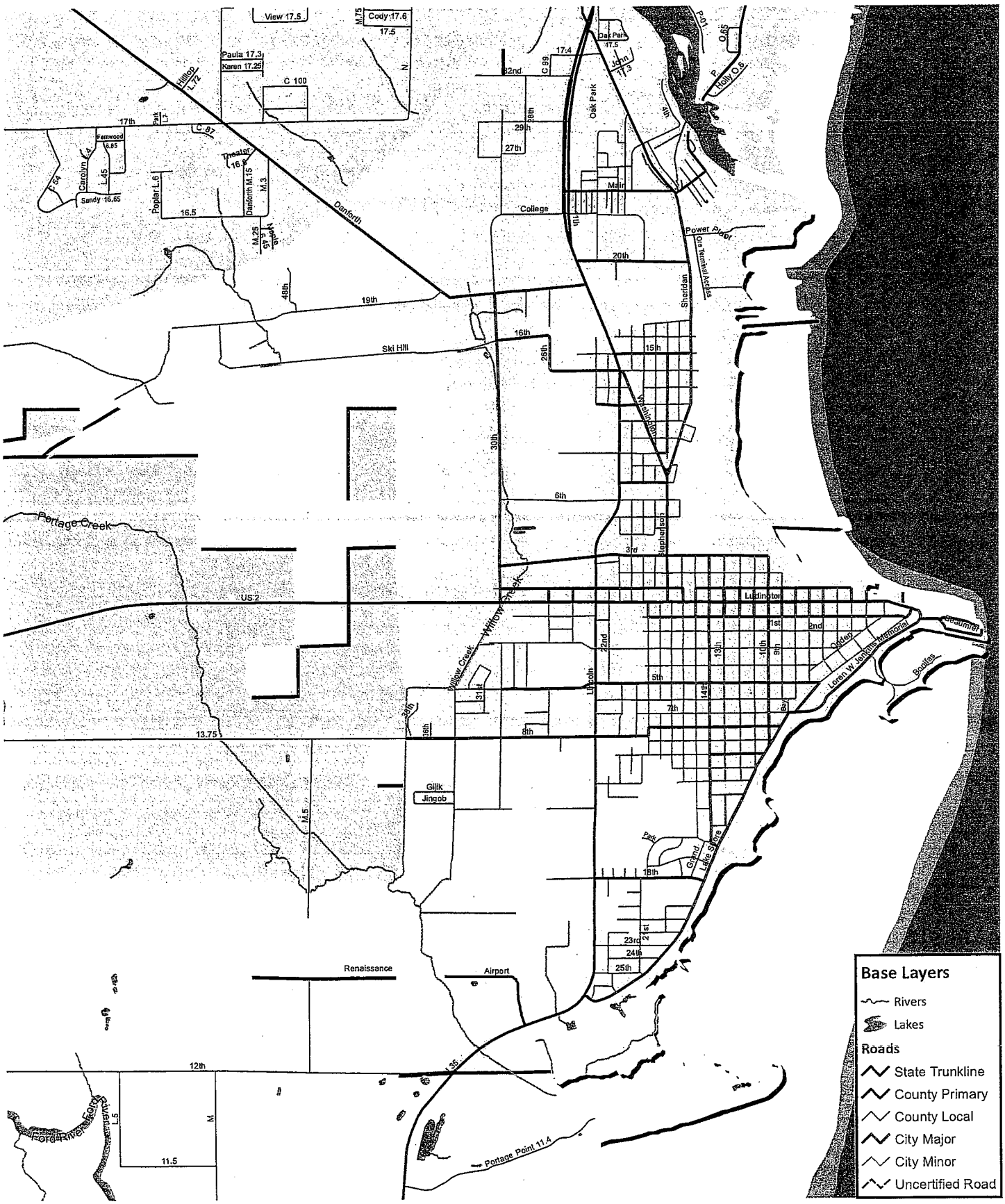
- (1) Rural or Urban Local----------Local
- (2) Rural Major or Urban Collector----------Collector
- (3) Rural or Urban Minor Arterial----------Minor Arterial
- (4) Rural or Urban Other Principal Arterial----------Principal Arterial

Local Roads

The functions performed on local roads can be of residential or non-residential nature. In Escanaba, the majority of roads in the city are classified as local roads which make up the majority of the residential areas. A local road is intended to carry local traffic only, and to provide direct access to abutting property within the interior of residential and non-residential areas. Local roads are developed in a manner which will discourage usage for through traffic by providing little access to areas outside that which is directly served. Limiting the intensity and range of traffic helps maintain low speeds and neighborhood safety. Local roads in Escanaba are characteristic of most small town residential streets with adjacent sidewalks, street trees, and low speed limits. The local road system includes far too many streets and roads to list and, therefore, are shown as depicted in the light gray lines in Map 21.

Collector Roads

Collector roads perform the function of collecting local traffic from local roads and directing this traffic to outlying destinations and roads which are designed to handle greater traffic volumes. Additionally, the collector roads draw traffic from the larger thoroughfares and distribute this traffic onto the local street network. More specifically, the collector roads act as the connection between residential and non-residential areas. Collection roads in Escanaba are primarily located within the residential neighborhoods and follow the north south, east west grid pattern of the city blocks. In Escanaba, the collector roads include: 10th Avenue S., 13.75 Road, 14th Avenue N., 16th Avenue, 18th Avenue S., 1st Avenue N. and S., 5th Avenue, S 7th Avenue S., 8th Avenue S., 9th Avenue, Airport Road, College Avenue, Willow



Map 21: City of Escanaba, Road System

Creek Road, 14th Street S., 26th Street S., N. 30th Street, S. 19th Street, N. 20th Street, and Stephenson Avenue. Collector roads are depicted in dark gray lines on Map 19.

Minor Arterial

Minor arterial roads support the next level of transportation, directing traffic along significant transit routes in a community. Minor arterials observe significant daily traffic and serve as the connection to outlying areas in the community. Minor arterials support both residential and non-residential areas. Minor arterials have higher speed limits than collector and local roads and offer more non-stop travel along significant lengths of roadway. Access to minor arterials is spread across all other classifications of roadway, therefore, serving all areas of the community. In Escanaba, minor arterials are evenly distributed through those areas in the community which have the highest concentrations of people and, therefore, serve the greatest number of travelers. Escanaba's minor arterials include 3rd Avenue, Danforth Road, Lake Shore Drive, Loren W Jenkins Memorial Drive, Ludington Street, N. and S. 10th Street, Sheridan Road, Stephenson Avenue, and Washington Avenue.

Principal Arterial

Principal arterial roads are classified as primary roads or highways that function as the transit network that supports a large volume of traffic and diversity of transportation uses. Principal arterials are primarily used for commuting traffic and commercial activities. A principal arterial is intended to collect local traffic from minor arterials and transport it throughout and beyond the community. Therefore, principal arterials carry both local and through traffic. Escanaba has two principal arterials: the U.S. 41 and U.S. 2 corridor, as well as the M-35 corridor to the south. These main thoroughfares are significant road networks throughout Escanaba as well as the entire Upper Peninsula. These major transportation corridors observe large flows of traffic and have been developed in a manner which is characteristic of these types of roadways. Commercial strip development has occurred along much of the U.S. 2 and U.S. 41 in Escanaba. Principal arterials support primarily commercial areas and, therefore, are more desirable for commercial strip development. Unfortunately, this poses traffic congestion problems with an increased number of curb cuts along various businesses. Management and enhancement of these corridors has been a focus of the Escanaba community and improvements have been made as the city implements the U.S. 2 Corridor Visual Enhancement Plan.

10.3 Traffic Volume

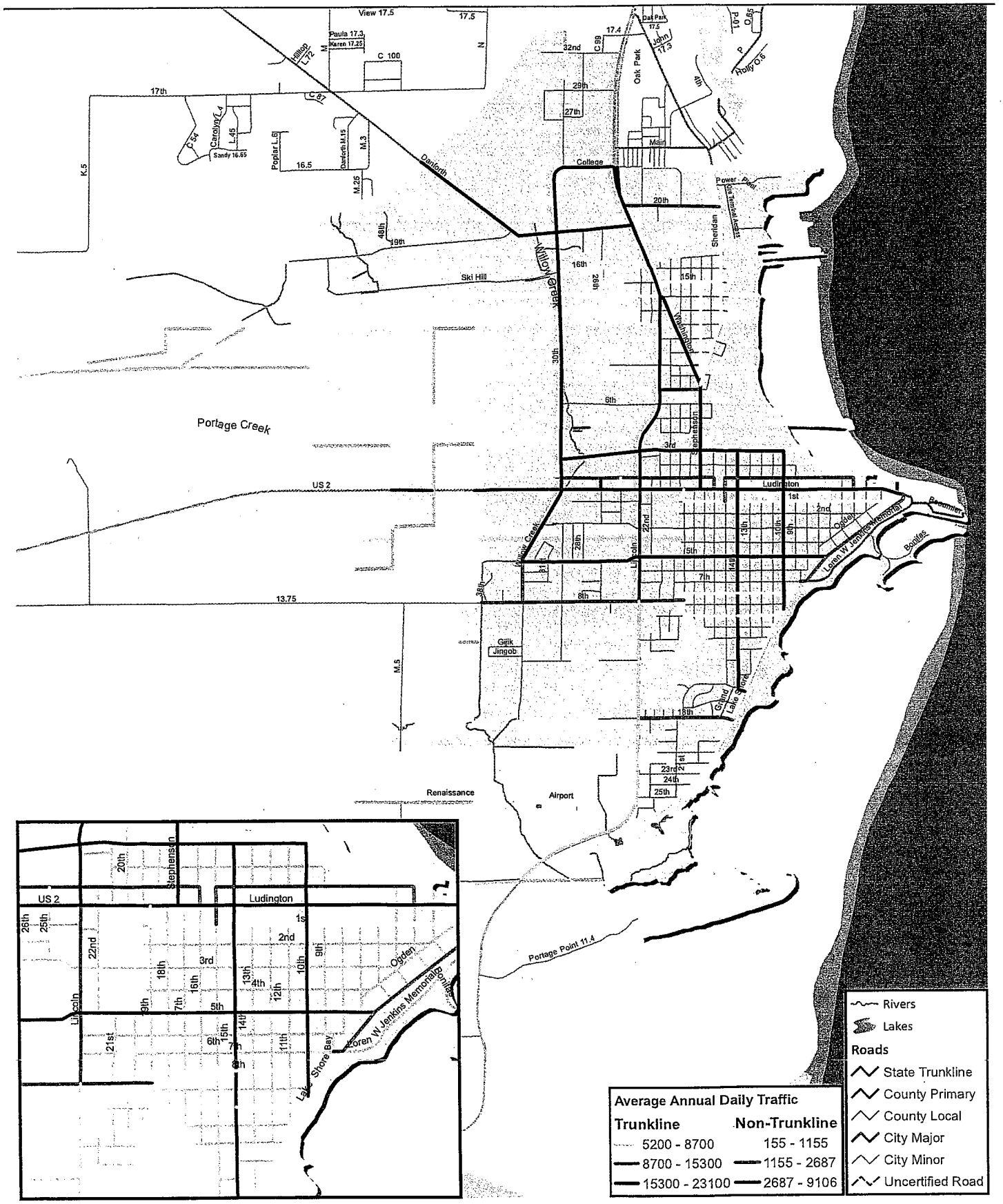
The Annual Average Daily Traffic (AADT) count is the estimated mean daily traffic volume of a particular intersection or section of roadway. This count is measured by the Michigan Department of Transportation at set points along state trunklines. Map 22 shows general traffic volume patterns in the City.

Table 10-1 displays AADT counts for five locations within the City of Escanaba from 1996 to 2014. The first segment location listed is in the southern part of the city along M-35, beginning at the widening of lanes on Lakeshore Drive until 18th Ave S. The next measured road segment is from 8th Ave S to 5th Ave S also along M-35.

The third listed traffic count location is from N 30th Street to W Junction of M-35 along U.S. 41. A spike in traffic is seen in the fourth location listed on Table 10-1 from 3rd Ave N to 12th Ave N. The increase in traffic is due to U.S. 2 and U.S. 41 merging with M-35. As the traffic counter locations move further north, the traffic volume continues to rise as seen from the Danforth Cutoff to 32nd Street traffic count.

Table 10-1 Escanaba Area, Annual Average Daily Traffic Volumes, 1996-2014					
Year	Traffic Counter Location				
	Lakeshore Dr. (wide lane) to 18th Ave S	8th Ave S. to 5th Ave S.	N 30th Street to W JCT M-35	3rd Ave N to 12th Ave N	Danforth Cutoff to 32nd Street
1996	7,412	12,559	12,719	24,112	24,197
1997	6,189	13,359	13,101	24,563	25,020
1998	6,836	12,495	13,520	25,447	25,921
1999	7,000	12,795	13,387	22,553	29,419
2000	7,274	11,696	14,200	23,004	30,007
2001	7,361	11,836	13,178	23,661	25,603
2002	6,979	12,502	13,494	24,229	26,217
2003	6,972	12,489	12,594	24,205	26,191
2004	7,178	11,517	12,644	23,482	27,775
2005	7,135	10,926	11,392	21,642	26,539
2006	5,837	10,681	11,084	21,058	25,822
2007	5,726	10,478	12,255	21,184	24,317
2008	5,363	10,655	11,176	18,387	24,606
2009	5,401	10,730	11,860	19,086	23,256
2010	5,619	10,195	12,228	19,678	23,977
2011	5,501	9,981	11,554	19,265	23,516
2012	5,534	10,041	11,623	18,990	23,657
2013	6,133	11,556	11,728	19,161	23,870
2014	6,250	11,776	11,019	19,606	23,092
Source: Michigan Department of Transportation, Annual Average Daily Traffic Report for years cited					

Table 10-2 Escanaba Area, Average Commercial Daily Traffic Volumes, 2005-2014					
Year	Traffic Counter Location				
	Lakeshore Dr. (wide lane) to 18th Ave S	8th Ave S. to 5th Ave S.	N 30th Street to W JCT M-35	3rd Ave N to 12th Ave N	Danforth Cutoff to 32nd Street
2005	709	709	651	1,216	1,216
2006	782	782	792	1,215	1,215
2007	785	785	798	1,021	1,021
2008	590	590	715	974	974
2009	525	525	660	997	997
2010	649	649	662	1,467	1,467
2011	637	637	636	1,427	1,427
2012	625	625	672	1,447	1,447
2013	666	666	566	1,412	1,412
2014	679	679	548	1,260	1,260
Source: Michigan Department of Transportation, Annual Average Daily Commercial Traffic Report for years cited					



Map 22: City of Escanaba, Average Annual Daily Traffic, 2014

The Commercial Annual Average Daily Traffic (CADT) count displayed in Table 11-2 is the estimated mean daily traffic volume for commercial vehicles as measured by the Michigan Department of Transportation. The values are calculated using the same procedures as AADT. With the exception of the decrease in commercial traffic measured in 2008 and 2009, commercial traffic volumes have remained relatively stable with the last ten years.

10.4 Evaluation of Existing Roads

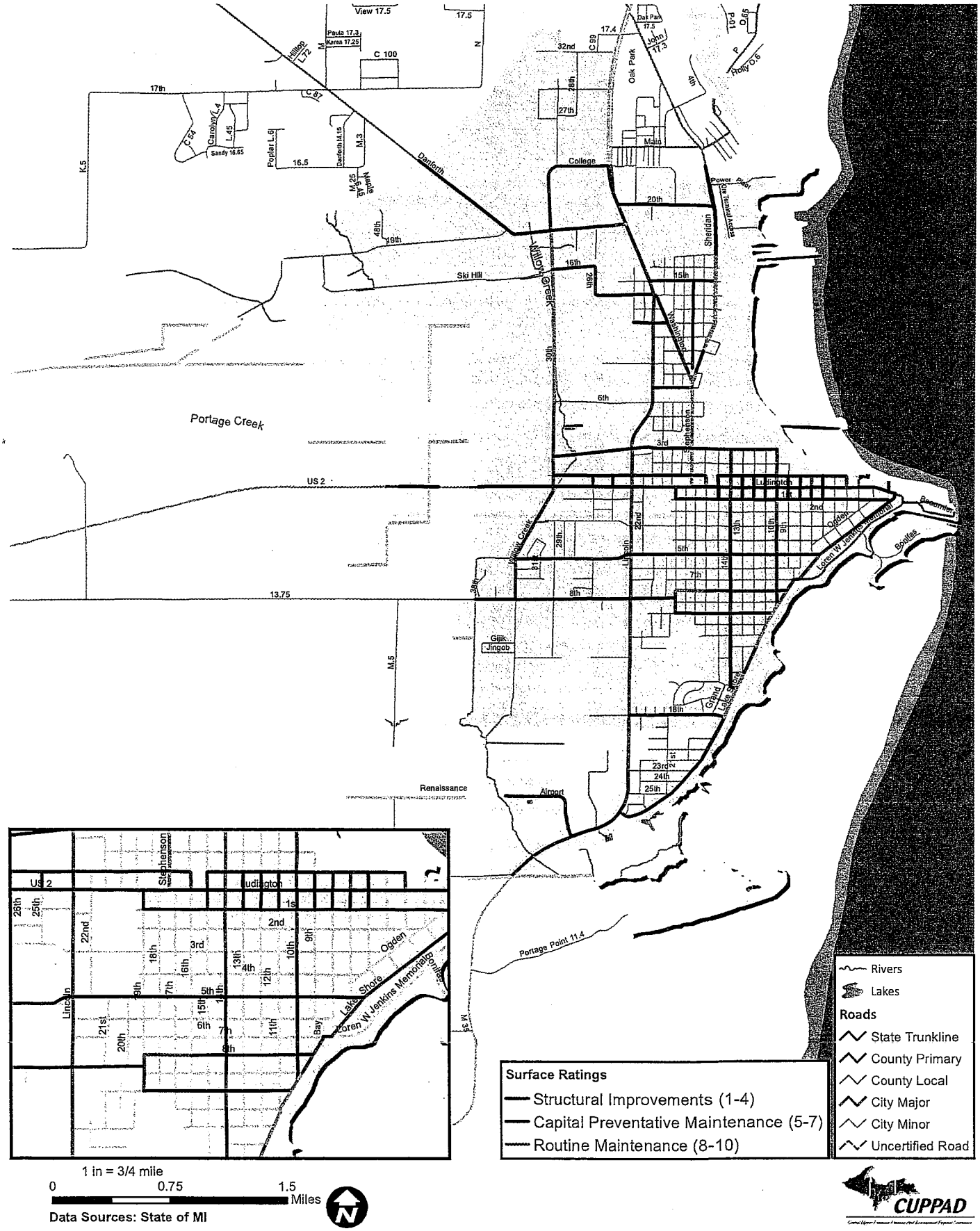
Asset management is an emerging concept in the transportation industry and takes a strategic approach to transportation. The idea is to manage infrastructure (assets) by focusing on performance. PASER is a road rating system that uses a 1 to 10 rating scale, with a value of 10 representing a new road and a value of 1 representing a failed road. Condition ratings are assigned by monitoring the type and amount of visual defects along a road segment while driving the segment. 35.7 total fed-aid centerline miles were rated within the City of Escanaba through PASER. 18.4 of those miles were rated 1-4 and are in need of structural improvements. 13.8 miles received a rating of 5-7, requiring capital preventative maintenance. Lastly, 3.47 miles were rated in the 8-10 range requiring routine maintenance. This information is displayed in Map 23.

After evaluating the existing road system in Escanaba, it is evident that Escanaba has a relatively uniform grid pattern of development throughout the transit network. This connectivity is an important factor in the quality, efficiency and practicality of any road system. To ease interpretation of the road system evaluation, a list of strengths and weaknesses is provided below to outline those assets that Escanaba can build from and add to.

Strengths
Road design which directs flow of traffic from less intensive local residential areas to more intensive arterials.
A hierarchy of roadways that allows traffic to access a diversity of land uses and access outlying destinations.
The convergence of main thoroughfares U.S. 41, U.S.2 and M-35 allowing the flow of through traffic and allowing residents access to state highways.
Utilization of the U.S. 2 Corridor Visual Enhancement Plan.
Utilization of the Escanaba Lincoln Road and Ludington Street Corridor management Plan.
Efforts towards streetscape enhancement along Ludington Street and Lincoln Road.
Utilization of site development standards and site plan review to implement access management concepts.
Weaknesses
Commercial development along the Lincoln Road Ludington Street corridors with excessive driveway access.
Visual quality of existing roads and streetscapes, especially Ludington Street and Lincoln Road.
Signage for pedestrian crossings and safe crossings along Ludington Street and Lincoln Road.
Unsafe ingress and egress from U.S. 2 and U.S. 41 corridor due to traffic speed and volume.
North entrance to the city needs to be improved.

10.5 Non-Motorized Transportation

Non-motorized transportation is an overlooked element that can greatly enhance the overall quality of life for the community's residents. Investing in trails is also a strategy that can improve public health and economic development. The availability of safe and efficient non-motorized transit routes increases access to recreation facilities, community centers, residential neighborhoods, schools, and



Map 23: City of Escanaba, PASER Ratings, 2015

local businesses. Residents that are unable to gain access to automobile transportation are given more opportunities to enjoy community resources when pathways, sidewalks and trail systems are integrated into the community. Escanaba residents have voiced strong interest for improving and building on the existing network of non-motorized transportation opportunities throughout the community.

As previously mentioned, Escanaba has a well-defined network of local roads and streets. Local streets were developed in the traditional neighborhoods in the southeastern portion of the city in conjunction with sidewalks. However, areas that have developed outside of these traditional neighborhoods have seen fewer sidewalks built in concurrence with the residential streets. While sidewalks are not the only means of non-motorized transportation, they serve the greatest number of individuals, and, therefore, are a critical asset to the connectivity of the community.

Bike trails and pathways also serve as a means for non-motorized transportation within a community. In recent years, mountain biking and snow biking have become popular activities in the region and events that draw these types of trail users have proven to be popular. Escanaba has developed non-motorized trials for pedestrians and cyclists along the lakeshore through Ludington Park. Linkages to other parks and neighborhoods via the Ludington park pathway are available by way of sidewalks along streets. However, connectivity to and between parks needs to be improved. Furthermore, access via pedestrian travel is non-existent in outlying areas and features in the community such as the YMCA, Bay Community College, and the Escanaba Senior High School.

Analysis of the pedestrian and bicycle transportation routes reveals a need for enhancement in specific areas of the community. By considering both the public participation objectives and looking at the distribution of land uses, areas that are in need of non-motorized connectivity are revealed. The following discussion presents these areas of need and focuses on possible enhancements.

Residential Neighborhoods

Pedestrian sidewalks and walkways within residential neighborhoods are a crucial feature that encourages interaction among neighbors, residents and sub-communities within Escanaba. While the majority of Escanaba does have existing sidewalks, residential areas remain that are lacking these features. The areas that do have well developed networks of sidewalks are primarily within the traditional historic neighborhoods in the southeast portion of the city. Additionally, sidewalks are developed in neighborhoods known as, "North-Town", especially between 6th and 7th Aves N., and along the downtown shopping district of Ludington Street. Connecting all of the neighborhoods through a network of pedestrian sidewalks will provide more non-motorized opportunities and allow more people access to all areas of the community. North 20th Street from 7th Avenue North to 11th Avenue North should also be a priority.

Public Schools and Community Features

The importance of safe pedestrian access to schools and other institutions cannot be over emphasized in any community. Many people expressed concern about pedestrian and bike access to Bay College and the YMCA. In addition to school aged children and senior citizens, Table 10-3 indicates that there are many in the region who do not have regular access to a vehicle. Therefore, concentrating efforts to enhance these features in areas with greater concentration children, seniors, and poverty is critical. Extending neighborhood sidewalks to reach schools and community features will be of primary concern to the development of any non-motorized transportation framework. This framework must include features to ensure safe street crossing such as: lighted cross walks, reflective road painting, traffic calming and the appointment of crossing guards at major intersections during appropriate times during the day.

Additionally, the connectivity of the neighborhood sidewalks needs to include parks, public buildings, as well as grocery stores and major employers, such as OSF and Verso.

Outlying Features

One significant concern of local residents was the lack of safe pedestrian access to Bay Community College, the YMCA, and the Escanaba Senior High School. Currently, pedestrian access to each of these institutions is routed along major thoroughfares of the M-35 and U.S. 2 and U.S. 41 corridors. The high school would benefit from increased street crossing safety measures as well as linkages to outlying residential neighborhoods. This type of pathway or sidewalk linkage would also open up access to neighborhoods which currently may not have existing sidewalks. Bay Community College students and faculty and YMCA users would also benefit from the development of pedestrian pathways along Lincoln Road into the downtown and residential areas. Currently, pedestrians accessing the Bay

Strengths	Defined network of neighborhood sidewalks in traditional residential areas and along the downtown shopping district.
	Recreation pathway for cyclists and pedestrians through Ludington park along the lakeshore.
	Strong community desire to enhance the pedestrian accessibility throughout the community.
	Implementation of the Non-Motorized Plan to develop new trail systems and enhance existing features.
Weaknesses	Lack of neighborhood sidewalks in some residential areas in the community.
	Unsafe pedestrian traffic routes along major thoroughfare corridors.
	Limited access to commercial areas and outlying features via pedestrian and other non-motorized modes of transportation.
	Limited and unsafe crossing opportunities along Ludington Street.

Community College are forced to walk along the busy highway corridor in close proximity to and with no barrier from vehicular traffic or trespass on private property. Providing access to these two crucial community features will not only enhance these features but will contribute to the overall connectivity and walkability of Escanaba.

Incorporating non-motorized pathways and sidewalks in Escanaba is not only an important planning goal, but also a step that will greatly enhance the overall quality of life for residents. The following is a list of those features that are considered to be strengths and weaknesses.

10.6 Public Transportation

Public transportation in Delta County is provided by DATA (Delta Area Transit Authority). DATA does not provide regular regional service. However, DATA does provide non-emergency medical transportation to or from most areas in the region. This service can be dedicated, shared, or demand-response. One day advanced notice is required. The cost for this service is $40.00 per hour with a two hour minimum and is available depending on resources. DATA buses can also be chartered by government or human service organizations.

DATA is funded by a millage paid for by the City of Escanaba, Escanaba Township, and the City of Gladstone, therefore DATA's transit services are primarily dedicated to these communities. The service operates from Monday through Friday from 7:00 AM until 6:00 PM. DATA is not always able to meet the needs of county residents. Although there are regular services to the rural parts of the county, the demand response services are limited to the communities of Escanaba and Gladstone. The fares to ride DATA vary by location and distance, but half price fares are available to seniors, handicapped,

Table 10-3 Delta County Demographic and Commute Data, 2013					
Population	Population Age 65+	Percent with Disability	Average Household Size	Below Poverty Level	Per Capita Income
36,967	19.6%	18%	2.29	16.4%	$22,471
Mean Household Income	Households w/ 0 Vehicles	Households w/ 1 Vehicle	Households w/ 2 Vehicles	Number of Work Commuters	Mean Travel Time to Work
51,672	7.1%	33.2%	40.3%	15,316	18 Mins
Work Outside County	Commute w/Car, drove alone	Commute w/Car, carpooled	Commute w/ public transport	Commute via walking	Worked at Home
9.8%	82.3%	10%	0.5%	2.7%	3.1%
Source: 2013 ACS 5-Year Survey					

and students. In order to qualify for the half-price fare residents must verify their status with DATA in advance.

DATA has a regular route in the City of Escanaba that services the major apartment complexes every hour on weekdays from 9:00 AM to 3:45 PM. The bus connects residents to the main shopping area and is able to stop at medical or business centers as requested. There is also a regular shuttle between Gladstone and Escanaba from 9:00 AM beginning at the Bluff areas and then goes to the areas East of US-2 & 41 & M-35 and stops at the Gladstone Senior Center at 9:20 AM. The bus heads towards the main Escanaba shopping areas and picks-up riders along the way. The bus will continue to other parts of Escanaba as needed. This service runs hourly until 3:45 PM. DATA also provides services for Escanaba residents who attend Bay College during the fall and winter semesters on weekdays from 8:00 AM to 5:40 PM. The cost of riding the Escanaba–Gladstone shuttle is $2.00.

DATA also offers regularly scheduled routes to rural communities in Delta County. Residents of these areas are charged a higher rate than Escanaba and Gladstone. There is twice daily service to the Bark River area on Tuesdays and Thursdays that leaves Escanaba at 7:30 AM and 2:30 PM. Service to the Riverland area is available at 8:15 AM Monday through Wednesday and Friday and leaves Escanaba at 2:00 PM. On Thursday, this service leaves the Riverland area at 9:30 AM and leaves Escanaba to return to Riverland at 12:00 PM. There is service to Rapid River available Monday through Friday that leaves Escanaba at 7:20 AM and arrives at 7:45 AM. On Mondays, Tuesdays, and Thursdays, there is a second bus that goes to the Rapid River area leaving Escanaba at 11:20 AM. There is service to the Ford River area on Monday through Friday that leaves Ford River at 7:45 AM and leaves Escanaba at 2:30 PM to return to Ford River. Service to the Danforth area is available Monday through Friday that leaves the Danforth area at 8:00 AM and leaves Escanaba at 1:45 PM to return to Danforth. The cost for transit for residents outside of Escanaba and Gladstone varies by distance.

In 2012 DATA provided 132,931 passenger trips and drove 434,443 miles with a fleet of 17 wheelchair accessible busses. It is unknown how many of these trips are to destinations outside of Delta County. 64% of DATA' ridership is either elderly or disabled. DATA receives requests for rides that they are unable to meet, but does not keep track of these requests.

In addition to DATA, the MichiganWorks! Office in Delta County spends about $5,000 per year in helping pay for transportation to welfare recipients who are in the PATH program that have difficulty getting to a job. The PATH program administrator has noticed that the lack of transportation in rural parts of the county is a major hurdle to obtaining or maintain a job for low income people. This money can be used to pay for taxi or bus fares, car repairs, or other means to help a person get to work.

Inter-Regional Transit
Indian Trails: Indian Trails is the only formal transit provider that offers inter-regional service across the Upper Peninsula. The service also connects to the Lower Peninsula, Wisconsin, and Minnesota as well as to airports and rail service and nationwide bus networks. Statewide data indicates that 270,000 use Indian Trail's daily routes and that out of these people 36% do not have a car and about 20% cannot drive.

In the Upper Peninsula, Indian Trails has two routes that traverse the region from east to west and north to south. In the CUP the service makes daily stops in Menominee, Powers, Escanaba, Gladstone, Iron Mountain, Marquette, Manistique, Gwinn, and Ishpeming. The service does not extend into Alger County. In order to connect with nationwide bus networks, the buses in the Upper Peninsula run during the very early hours of the morning, between approximately 1:00 AM and 8:00 AM. Indian Trail buses are handicap accessible. Indian Trails receives public funding from the Feder the al Transit Administration (FTA) and MDOT.

Table 10-4
Indian Trails Bus Ridership in the Central Upper Peninsula, 2014

Location	On	Off
Champion	14	16
Ishpeming	74	90
Marquette	1,654	1,573
Gwinn	170	166
Gladstone	31	42
Escanaba	7,455	7,463
Cedar River	4	6
Menominee	46	86
Iron Mountain	502	479
Powers	7	14
Manistique	154	172
TOTAL	10,111	10,107

Source: Indian Trails, 2015

10.7 Water, Air, and Rail Transport

Port of Escanaba
The economy of the City is tied closely to its working waterfront and the shipping of iron ore and wood products through its natural deep water port. The port is privately owned and operated. The port is currently underutilized, but a new pier that will enable larger ships to dock at the port is currently under construction. In addition to shipping and receiving good, the port is also home to a ship repair business.

The City's Northshore Development Plan that was published in 2010 focuses on the future of this area.

Railroads
Railroads were one of the dominant forces that shaped early industry and settlement in Delta County. Rail was necessary to carry iron ore from the many mines in the region to Escanaba's port, where it was then shipped to steel mils and smelters. Although it used to be possible to travel across the region via passenger rail, this service has disappeared entirely.

Three carriers provide rail freight service in the Upper Peninsula:

- Canadian National
- Escanaba and Lake Superior
- Lake Superior and Ishpeming

The Canadian National (CN) rail line which runs from Marquette County to Escanaba primarily transports iron ore pellets from the Marquette iron ore range to the ore docks in Escanaba. CN occasionally transports limestone to the mines. Since 1864, iron ore pellets from

the mining operations in Marquette County and Minnesota have been transported to Escanaba by railroad, where they are loaded onto ships and transported to steel plants along the lower Great Lakes. The CN rail line that runs east-west primarily through the southern part of the UP is an important line for transporting raw materials and supplies to paper making operations located in the U.P. and northeastern Wisconsin. From the Menominee-Marinette area, the track runs south through the cities of Peshtigo and Oconto, WI before terminating in the City of Green Bay, WI. Canadian National (CN) has a major operating hub located in the City of Gladstone. Activities occurring at this terminal facility include switching of freight cars, repairs to freight cars, and servicing of locomotives.

The Escanaba & Lake Superior Railroad (E&LS) is a privately owned short line railroad company operating in Northeastern Wisconsin and the Upper Peninsula of Michigan. The E& L.S is headquartered in Wells, MI. The facility in Wells is used for repairing cars and locomotives. The 208 mile mainline of the E&LS stretches from Ontonagon, MI to Green Bay, WI. In addition to the mainline, two key branches are the 6-mile Stiles Junction, WI to Oconto Falls, WI line and the 21-mile Crivitz, WI to Marinette, WI/Menominee, MI line. Other lines owned by the E&LS include Channing, MI to Republic, MI, and Channing to Wells. The E&LS operates on trackage rights over the Canadian National Railroad from North Escanaba, MI to Pembine, WI. The E&LS connects with the Canadian National at Green Bay, North Escanaba, Pembine, and Iron Mountain, MI.

Table 10-5
Passengers at U.P. Airports, Selected Years

Airport	1980	1990	2000	2010	2014
Marquette County (K.I. Sawyer)					
Total Scheduled Passengers	67,951	78,116	88,791	114,295	80,657
Enplaned	33,718	39,094	45,076	57,595	41,006
Deplaned	34,233	39,022	43,715	56,700	39,651
Delta County (Escanaba)					
Total Scheduled Passengers	40,269	26,094	37,662	17,810	34,176
Enplaned	21,464	13,476	19,300	8,904	17,241
Deplaned	18,805	12,618	18,362	8,906	16,935
Ford (Iron Mountain)					
Total Scheduled Passengers	38,247	21,216	17,506	14,916	20,820
Enplaned	18,676	10,634	8,729	7,331	10,608
Deplaned	19,571	10,582	8,777	7,585	10,212
Houghton County Memorial					
Total Scheduled Passengers	49,330	45,568	63,801	42,652	48,250
Enplaned	24,796	23,099	32,482	21,559	24,440
Deplaned	24,534	22,469	31,319	21,093	23,810
Chippewa County (Kinross)					
Total Scheduled Passengers	21,657	17,354	29,992	28,189	41,752
Enplaned	10,736	8,844	15,504	14,371	21,240
Deplaned	10,921	8,510	14,488	13,818	20,512
Gogebic County (Ironwood)					
Total Scheduled Passengers	23,990	10,155	4,143	1,445	4,971
Enplaned	11,533	5,072	2,075	738	2,532
Deplaned	12,457	5,083	2,068	707	2,439
Statewide Total	12,286,623	24,251,220	40,276,845	37,004,785	37,328,071
Enplaned	6,116,695	12,115,381	20,128,576	18,532,762	18,632,020
Deplaned	6,169,928	12,135,839	20,148,269	18,472,023	18,696,051

Source: Michigan Department of Transportation, years cited

Air Service
The Delta County Airport is located in the southern part of Escanaba and is accessible from M-35. The airport is part of the Federal Department of Transportation's Essential Air Service program that helps to ensure commercial service to small communities. The airport currently offers 12 weekly flights to Detroit.

As shown in Table 10-5 annual number of total scheduled passengers at the Delta Count Airport decreased significantly from 1980 to 2010, from 40,269 to 17,810 passengers. However, the number of passengers varies greatly from year to year and is influenced by many different factors. Since 2010, the number of passengers has increased to 34,176. Comparing the fluctuations in passenger traffic across Upper Peninsula do not show any clear patterns, the number of passengers has increased in some parts of the region and decreased in others. This is likely due to the differing economic drivers across the region. Statewide, the number of passengers peaked in 2000 but has since decreased by 7.4 percent.

10.8 Issues and Opportunities

Issues:
The U.S. 2 and U.S. 41 (Lincoln Road), commercial strip development has resulted in numerous curb cuts and ingress egress safety issues. Additionally, visual blight along this major transportation corridors inhibits sight distances and aesthetic appearance of roadways.

Many survey respondents expressed a desire for improved non-motorized paths and a need for improved signage and safety measures at pedestrian crossings and major intersections. In particular, safe pedestrian access along the Lincoln St. corridor is a problem. The large number of travel lanes along Ludington Street deteriorates the pedestrian environment.

Appearance of streetscape along Ludington Street and commercial areas is degenerating.

An increase in traffic on North 30th Street, that is acting as a bypass for Lincoln Road, affects the safety and use of the N. 30th bike trail.

A safe, efficient and well-designed transportation framework is the overall goal of any community's transportation plans. Escanaba has a strong existing framework to build upon and enhance transportation opportunities. The traditional grid of neighborhood streets allows efficient transit throughout residential areas. Collector roads route traffic into more heavily utilized roads that then provide access to outlying destinations in and outside the community. However, extensive commercial development along major corridors and the decline of existing streetscapes and pedestrian areas has created the need for a variety of changes. Continuing to utilize existing corridor studies and streetscape enhancement plans will be the leading factor in remedying these issues.

There is a need for additional street improvement projects throughout the city. The most recent PASER ratings for Escanaba roads indicate that more than 50% of roads are rated poorly. Additionally, residents have indicated that road repair should be a priority.

The construction of a new dock at the port may result in a need for the expansion of rail along the shoreline. The City should promote development in this area that is compatible with the vision for future land use in this area.

Opportunities:
Changes in the formula for generating road funding in the State of Michigan could impact, either positively or negatively, the amount of funding available to the City in the future.

Chapter 11: Public Participation

Introduction

Engaging people that live, work, and play in Escanaba is an essential step in ensuring that the Master Plan has meaning and truly reflects the concerns and desires of the community. Throughout the planning process City residents had a variety of opportunities to share their vision for the future of Escanaba. This chapter reflects the information collected through public participation in the community survey, master plan workshop and public engagement meeting, as well as through community outreach at public events.

11.1 Methods of Public Participation

Master Plan Workshop
This well attended evening workshop took place in November at the Upper Elementary School. City employees, community business owners, and residents joined together in sharing their knowledge of the City and addressing what opportunities lay ahead for Escanaba.

Public Engagement Meeting
This public engagement session took place after a December Planning Commission meeting. Several community members attended the public engagement session and had the opportunity to share their vision for Escanaba with the Planning Commissioners as well as with CUPPAD staff. In this meeting, the group discussed the assets and weaknesses of the area, viewed region specific demographic and economic data, and identified feasible opportunities to make Escanaba a more vibrant community.

Community Survey
Surveys were available online at the City's website and distributed at public events. In the 17-question survey, community members were asked what they believe the priorities of the City government should be, in addition to listing the City's most attractive qualities and identifying what is most in need of improvement, among other questions. Results from the survey provided a valuable look into what community members envision for the future of Escanaba. A copy of the survey and complete summary of the results can be found in Appendix A.

Master Plan Webpage
A page for the new Master Plan was created on the City's website (www.escanaba.org/2015NewMasterPlan). This page provides an online resource for those interested in learning more about the planning process. An online version of the Master Plan survey, explanation of planning process, links to general planning resources, and summaries of public engagement sessions were all available on this page. Also included is a contact form allowing individuals to sign up to receive updates on the plan and notifications of upcoming meetings via email or to voice any questions or comments.

11.2 Community Engagement Meetings

Master Plan Workshop
The Master Plan Workshop took place on November 12th at the Upper Elementary School on Ludington Street and had 35 community members in attendance. The workshop was facilitated by the Central

Upper Peninsula Planning and Development (CUPPAD) Regional Commission.

To begin the workshop, a broad vision for the future of the community was identified through an exercise asking participants if they were to leave Escanaba for 20 years, ideally, what would the city look like when they returned in 2035. With this vision in mind, the group began a S.W.O.T analysis assessing the strengths, weaknesses, opportunities, and threats facing the city.

Strengths

Workshop participants placed an emphasis on quality of life, community organizations and businesses, waterfront availability, recreational opportunities, and education as the major assets within Escanaba. Below is a complete list of strengths that were identified by participants.

• Bonifas Fine Arts Center • Waterfront • City facilities • Rich history • Small businesses • Park system • Recreational facilities • Library • Bay College • Fishing opportunities • Performing arts • Parking availability • Slow pace • Accessibility • City government • Transparency practices • Churches • Engaged Residents • Friendly residents • Schools • Harbor • Affordable housing • Safe community • Centrally located • Newspaper, radio • Historical museum • Infrastructure (port/rail) • Neighborhood character • Superior Trade Zone • Mile-long downtown • Social services • UP State Fair • Great place to raise children • Joint governmental meetings •Community organizations • Downtown business group

Weaknesses

Participants were then asked to discuss what they considered to be weaknesses that they city may be facing. The lack of economic diversity and competitive employment opportunities were identified in addition to the underutilization of the Northshore, need for path connectivity and infrastructure improvements, and the ability to attract and retain young professionals.

• Northshore underutilized • Path connectivity • Aging population • Underemployment • Rail transit • Empty buildings • Sidewalks • Growing drug problem • Community involvement • Environmental sustainability • Revenue cuts • Unemployment • Lack of demographic diversity • Lack of economic diversity • Lack of activities • Aging infrastructure • Lack of hotel convention center in downtown • Blight

Table 11-1:
Top 10 Attractive Qualities

1	Ludington Park, 168
2	Waterfront, 117
3	Friendly People, 111
4	Lake Michigan, 96
5	Small Town, 81
6	City Parks, 53
7	Recreation, 44
8	Schools, 39
9	Shops, 38
10	Nature, 37

Opportunities

After carefully reflecting upon what the group identified as strengths and weaknesses within the community, participants were then asked to identify opportunities to utilize the city's strengths while also combating its weaknesses.

• Attracting residents from out of state • Better promotion of recreational opportunities (fishing, hunting, natural resources) • Create residential units in under-utilized buildings • Take advantage of training, grants, technical assistance from State and Federal sources • Better utilizing ports and the business opportunities associated with them • Effectively advertise winter opportunities to tourists • Encourage more high-end and mixed use housing • Increase vibrancy of downtowns, particularly

in the evenings • Promote Community for a Lifetime designation • Find ways to utilize the U.P. State Fairgrounds year- round • Maintain Escanaba's historic character

Threats
Potential threats were identified to provide a realistic look into what the city may be facing in the future. Below is a list of the threats provided by workshop attendees.

- Economy • Lack of employment diversity • Resistance to change • Aging Communities
- Winter weather misconception • Costs shifted to local government • Inmates from downstate
- Federal and State mandates • Dark store tax loopholes affect on tax revenues
- Lack of regional transportation plan • Risk of losing commercial service at airport

Group Strategy Development Exercise
Utilizing the information gathered through the S.W.O.T exercise, participants divided into six focus groups to develop strategies to address an identified opportunity or threat. The following is a summary of the focus group's strategic discussions.

UTILIZING THE LAKEFRONT
Better utilizing the lakefront by developing hotels or a convention center has the potential to increase tourism, boating activity, and the local economy. It also has the potential to positively impact park use, business traffic, and area walkability. The first step towards implementation would be addressing the current zoning situation. Then, with the support of the public, a Lakefront Development Master Plan can be created. With the development of the lakefront the community will hopefully see an increase in tourism, jobs, and a more vibrant downtown.

MAINTAINING HISTORIC CHARACTER
Escanaba's rich history was listed as an asset to the city. Maintaining the historic character of the city would improve neighborhood aesthetics, increase property values, strengthen the community's sense of place, and attract families and tourists to the area.
This can be done by taking advantage of facade grants, encouraging historic restorations, and offering incentives. Educating the public on importance of historic districts and increasing awareness of available programs will play in important role in maintaining the city's historical character. Having the schools participate in historic home tours was an educational opportunity that was identified.

RECREATION
A Non-Motorized Master Plan for the county was identified as one strategy to ensure that existing recreational needs are being met. Noted priority pathways include: routes to schools, parks, Bay de Noc Community College, safe crossings for Lincoln Road, connector path from south of airport to Portage Point, connector to neighboring communities, and other points of interest such as grocery stores, hospitals, employers, and scenic areas.
Better utilization (year-round) of the North Shore launch was another group recommendation. Sand Point and the Danforth Ski Hill were presented as potential sites for dog parks. City leadership and proper funding were identified important factors in completing these projects.

ATTRACTING YOUNG ENTREPRENEURS
Escanaba has an aging population and because of this, attracting younger generations is a topic that is important to address. The promotion of the city's current assets on a national level was identified as a method to make the city a more attractive destination to live. Some of the assets that were

ATTRACTING YOUNG ENTREPRENEURS
Escanaba has an aging population and because of this, attracting younger generations is a topic that is important to address. The promotion of the city's current assets on a national level was identified as a method to make the city a more attractive destination to live. Some of the assets that were discussed include highlighting of the existing high quality education system, affordable living, and quality of life (i.e. arts, recreation).

MANUFACTURING OPPORTUNITIES
Manufacturing is an important element of the U.P. economy and increasing the amount of manufacturing opportunities has the potential to diversify the current job market and have an overall positive impact on the community. Helping existing businesses grow with the assistance of the City, EDA, and DDA was a strategy that the focus group identified as a step towards increasing manufacturing opportunities. Some barriers that may stand in the way of such growth include declining population, limited pool of industrial workers, and lack of property for facilities.

Image 11-1: Master Plan Workshop, November 2015.

U.P. STATE FAIRGROUNDS USE
The U.P. State Fairgrounds is a unique asset to the community that is often under-utilized. Future development opportunities were taken into consideration by the focus group. Some recommendations given by the group are as listed:
1. Develop Highway Frontage and increase curb appeal
2. New parking lot- possibly on the county owned property to the south (behind K-mart)
3. Expanding the racetrack
4. Hosting a Christmas drive through the light show (winter skating opportunities as well)
5. Upgrade Exhibition Building for use as meeting/training/ business facility
6. Utilizing as a regular flea market location

Attendees included: Elizabeth Keller, Blane R. DeGrave, Buffy Smith, Judy Fouts, Bob Richards, Randy Kleiman, John Anthony, Sue Packner, Daina Norden, Mark Hannemann, Kim Peterson, Melissa Becotte, Glendon Brown, Ed Legault, Bill Farrell, Glenn Vande Watter, Andrew Crispigna, Carolyn Stacey, Peter Van Steen, Emilie Schada, Jeff Lampi, Emma DeGan, Marilyn Kinsey, Brian Black, Mike Furmanski, Thomas Warstler, Stephen Buckbee, Dennis Pearson, Jon Liss, Kelvin Smyth, Paul Caswell, Matthew Sviland, Jim O'Toole, Dan Bonala

Public Engagement Meeting
The public engagement session took place after the December 10th, 2016 Planning Commission meeting. Community members participating in the public engagement session and had the opportunity to share their vision for Escanaba with the City's planning commissioners.

This meeting, facilitated by CUPPAD, guided a discussion on the assets and weaknesses of the city, viewed region specific demographic and economic data, and identified feasible opportunities to make Escanaba a more vibrant community.

Vision for the Future of Escanaba

The group began by envisioning what the city will be like 20 years from today. In 2035 Escanaba will be an attractive community with a vibrant and bustling downtown that has a strong connection to the waterfront. The City will have well-maintained, sustainable infrastructure and a diverse economic base that affords residents with a high standard of living. The City will be friendly to pedestrians and bicyclists and home to high-quality schools, tree lined streets and an accessible shoreline. The economy and lifestyle will attract young professionals.

What opportunities does the community have to achieve this vision?

- Incentives for new businesses (particularly along Ludington)
- Centralized senior housing (retirement facility, could be town house options, other assisted living within complex)
- Viable housing for young adults – need good rental options for those not ready to buy a home, mid-range housing
- Ludington/Lincoln "facelift", including non-motorized connectivity, complete streets
- Encourage more use of the fairgrounds – attract niche tourist groups
- More community involvement- bring in real, actionable suggestions, cottage meetings – will build a force to work towards change
- Projects that will excite residents – gain involvement
- More investments in building upon strength, *not just those that seek to fix weaknesses*
- Non-motorized options downtown, everywhere in the city is within a 1/2 hour walk of downtown
- Skilled young employees for incoming businesses
- Strong, reliable, sustainable infrastructure
- Attain Northshore property
- Build on quality education
- Framework of quality of life – continue to build on that

What four opportunities should be prioritized? How should the City and community partners work to achieve these priorities? Participants were asked to reflect upon the list of opportunities collected by the group and vote on what they believe should be prioritized. The following is a list of the top four priorities as ranked by the group.

1. Incentives for new businesses downtown
   - Improve tax incentives
   - Sale tax exemptions
   - Educate business owners about opportunities
   - City sponsored events

2. More Community Involvement
   - Utilize person to person communication. People who are planning on coming to public meetings could reach out to 5 friends and try to get one of them to join
   - Use apps and social media to better engage younger demographic
   - Hold cottage meetings – gather friends and neighbors in a home, coffee shop, or another small space to talk about a community issue or opportunity

3. Invest more in building upon strengths, instead of focusing on weaknesses
   - Invest in change on the lake front
   - Develop strategies to enhance fishing, winter sports, boating, golf, wildlife viewing, and other outdoor activities
   - Invest in specialized education programs
   - Marketing activities designed to attract visitors to community assets
   - Fully utilize the quality of our citizens (Hardworking, friendly, loyal)
   - Build on our unique history

4. Acquire Northshore Property
   - The group that worked on developing this idea did not agree that the City should acquire Northshore property as much of it is in use. Instead, the group thought that the city should make the best of the area and look for opportunities that are compatible with the active waterfront.

Summary of Public Meetings
The public engagement meeting and master plan workshop both provided the opportunity for community members to actively participate in the planning process. The local knowledge received by participants gives the master plan greater value in better reflecting the community that it is intended to guide.

11.3 Public Survey

Over 500 surveys were completed by people that work, live, and/or recreate in the City of Escanaba. The 17-question survey asked community members specific questions about what they value within the City while also addressing specific concerns that they may be experiencing.

The survey was available on the City's website and paper copies of the survey were also distributed at several public events.

Survey Summary
Why Escanaba? When asked to rank the top reasons why residents chose to live in the City of Escanaba the top response was to be close to family, ranked number 1 by 39.1% of respondents. The response receiving the second highest rating at 34.4% was quality of life. Quality of life can be defined as the standard of health, comfort, and happiness experienced by an individual or group. As noted from the public engagement sessions, respondents generally believe Escanaba is home to a friendly, safe community with good educational and recreational opportunities all of which play an important role in overall quality of life.

Image 11-2: Art in the Park Festival.

Attractive Qualities
Responses revealed a focus around parks, waterfront, and residents. Ludington Park was listed as Escanaba's top attractive asset by survey respondents followed by waterfront, friendly people, and Lake Michigan.

What improvements need to be made?

Economic Development
- More/ better employment opportunities
- Better utilization and improvement of downtown
- Improve or tear down mall

Local Government/Public Services
- Crime/police/ drug enforcement
- Public education
- Forward looking government

Quality of Life
- Enforce drugs/needles in community
- Year-round (indoor) activities for families, teens, and young children
- More retail/shopping opportunities

Parks and Recreation
- More walking and biking paths
- Better utilization/ clean-up of beach
- More recreational opportunities for all ages

Infrastructure & Transit
- Road and sidewalk improvements
- More lights on side streets

Housing
- Address blight, especially near downtown and Northtown
- Affordable housing for low/middle income residents
- Improve quality of rental housing

Survey respondents were asked to rank how important specific focus areas should be to city government. New commercial development (50.6%) and redevelopment of vacant or underutilized properties (45.6%) were the top ranked priorities. Ranked third was pedestrian and bicycle paths at 34.9%. Other written comments mentioned the attraction and retention of businesses, enforcing property maintenance codes, addressing community drug problems, and road repair.

Similar results were shown when asked to rate individual priorities. Respondents were asked to rate focus areas from 1 (support) to 4 (oppose). Attract and retain young professionals was ranked first, followed by attraction and retention of retail businesses and additional pedestrian and bike connectivity.
- 82% of respondents believe that there is adequate park or green space in their neighborhood
- 91% of respondents agree the city should do more to enhance the visual character of the city
- 59% of respondents agree that it is easy to get around town without a vehicle

The comments and input received throughout the planning process echoed public opinion received in previous planning efforts . This consistency should give City leaders a clear understanding of community priorities.

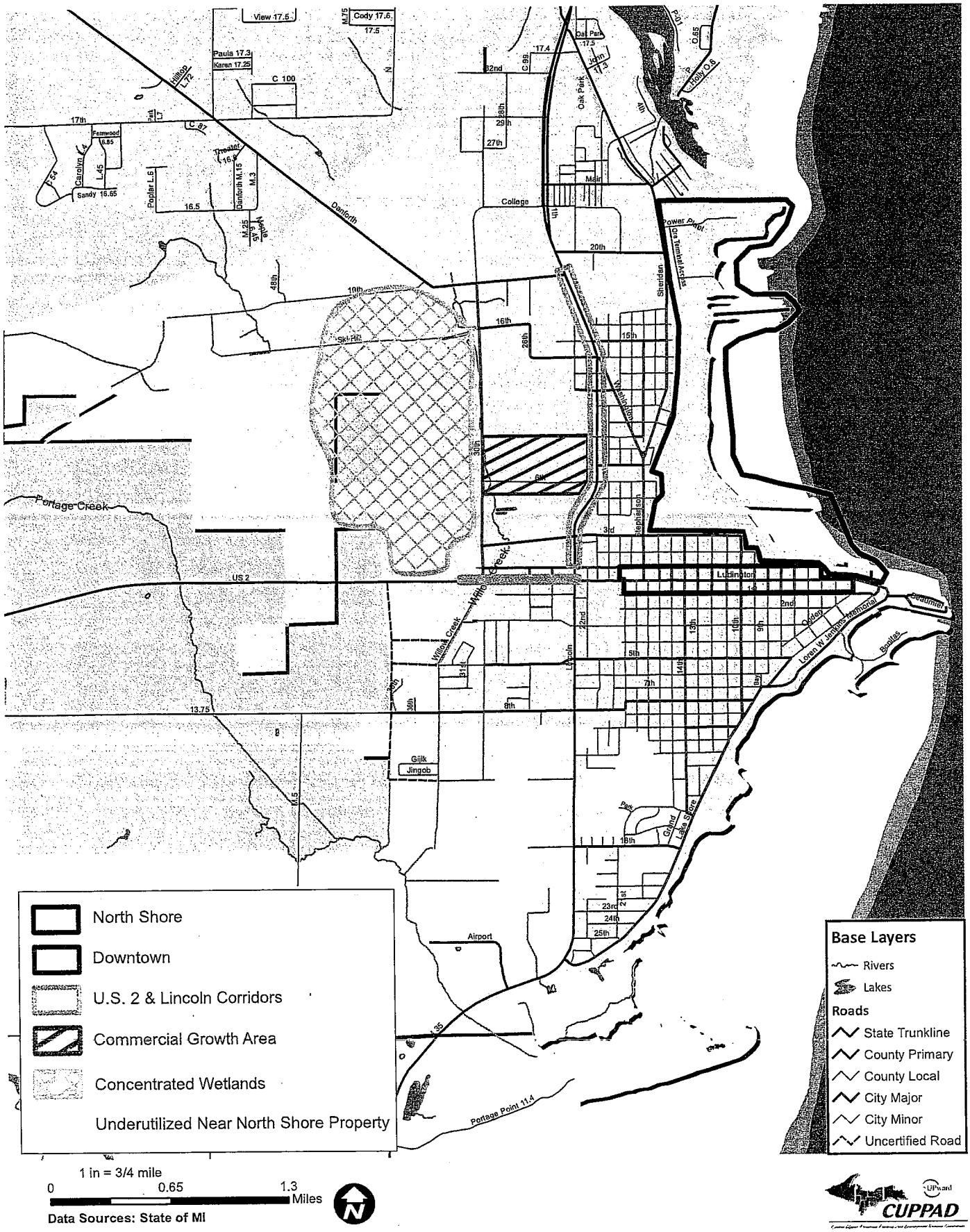
11.4 Areas of Interest

The public participation revealed ares of interest and concern within the City. Priorities for future development or enhancement are downtown, north shore waterfront, U.S. 41 commercial corridor, and regional retail zone (see Map 24). These areas have been identified over and over again by the public through different planning processes including the2006 Master Plan, the U.S. 2/41 Access Management and Visual Enhanement Plans, and the North Shore Mater Plan. Specific initiatives to address these areas are described in the implementation chapter.

People have expressed an interest in north shore redevelopment. However, within the large north shore area, varied barriers and opportunities exist across different areas and therefore each area should be considered separately. The areas within the north shore waterfront can be described as the downtown waterfront, transitional waterfront, and port waterfront. These areas are shown on Map 25. Priorities for each zone are described below.

Table 11-2
North Shore Development Goals

	Downtown Waterfront, Ludington Park to 6th Ave N
1.	Promote public access to the lake.
2.	Strategically locate development that links downtown and the waterfront, creating a critical mass for downtown.
3.	Take appropriate measures to remove blight
4.	Create additional water related recreation uses.
5.	Promote greater use of the municipal dock.
6.	Promote higher density residential development, such as townhomes and condos.
7.	Zone for mixed use development with commercial, entertainment, and residential components.
	Transitional Waterfront, 6th Ave N to 16th Ave N
1.	Ensure that public accessibility is maintained on the shoreline.
2.	Uses south of 14th Ave N would include higher density residential developments similar to the downtown waterfront, and commercial uses.
3.	Uses N of 14th Ave would include water related commercial uses, which would serve as a transition between residential and port activities.
4.	As a secondary use, light industrial uses, which are compatible with higher density residential development, can be accommodated N of 145th Ave
	Port Waterfront, 16th Ave N to City Limits
1.	Use existing deep water port for waterborne commerce.
2.	Uses would include industrial and other port related businesses



Map 24: City of Escanaba, Areas of Interest

Port Waterfront

Transitional Waterfront

Downtown Waterfront

Map 25: Escanaba Waterfront Areas

11.5 Future Public Engagement

In 2016 the City adopted a public participation plan in order to ensure that community interests continue to be included in municipal planning and actions. Public participation is also a tool to keep the public informed about local issues and concerns. A plan that reflects community needs and a well-informed public are vital to plan implementation. The following list summarizes the goals of the City's public participation plan.

- The City of Escanaba shall make participation processes accessible to anyone interested.
- The City shall seek public participation throughout the master planning process.
- The City shall strive to have a diverse group of stakeholders in planning decisions.
- The City shall encourage involvement form residents most affected by a proposed project.
- The City shall utilize as many modes of communication as possible to distribute information.
- The City shall encourage participation by making information available in a timely manner.
- The City shall record public input and make this information available to the public.
- The City shall seek to involve diverse stakeholders that are representative of the community.
- The City shall encourage improvement in the methods used to reach out to the public.

Image 11-3: Public engagement meeting, December 2015.

Chapter 12: Plan Implementation

Introduction

Throughout the preceding chapters of the plan, detailed information has been presented defining the historical trends and current situation in the City of Escanaba. This background information along with the public input has been used to develop the goals and strategies outlined below. Adherence to the implementation plan will the result in progress towards the community's vision for the future (see Page 1). Changes to the community will be the incremental and should be integrated into annual capital improvement plans.

The role of the master plan has changed over the last half century. Land use regulations were initially utilized to mitigate conflicting land uses and improve urban sanitation. Shortly after federal legislation establishing the Housing and Home Financing Agency in 1947, the predecessor of the Department of housing and Urban Development, the Housing Act of 1954 was adopted. This legislation stressed slum clearance and urban redevelopment. This act also stimulated general planning for cities under a population of 25,000 nu providing funds under Section 701 of the act. The contents of many community master plans were focused on land use arrangements, future transportation corridors and street networks, and development of community facilities to handle growing population need associated with the post-war boom. Today, planning is less focused on future land use and more concerned with redevelopment and community enhancement strategies.

Plan implementation is focused on specific steps that will result in the City becoming more unified, economically viable, and regionally competitive. It should be emphasized, however, that these goals, objectives and actions are not set in stone. While the Planning Commission has developed this plan based on the best information available and the needs of the community at a point in time, changing needs and desires within the community, or changes in the local population or economy may mean that these goals, policies, and objectives will need to be re-evaluated. The plan must remain flexible enough to respond to changing needs and conditions, while still providing a strong guide for development. The Planning Commission, City Council, and City staff, together with community groups and individuals, can use this plan as a dynamic decision-making tool, and should assure that the plan is referred to frequently and updated periodically.

To assist in understanding the nature of the goals, policies, and objectives presented on the following pages, the following definitions are made:

- **Goal:** A broad statement of a desired future condition, the generalized end toward which all efforts are directed. Goals are often stated in terms of fulfilling broad public needs, or alleviating major problems.
- **Objective:** A statement of position or course of action which provides a means of obtaining a stated goal. Policies are factual in nature, and can be measured by the impact they have on existing conditions.
- **Action:** A specific attainable end derived from a related goal or policy to be accomplished within a specific time. When attained, they represent significant and measurable progress toward a goal, thus providing a means of evaluating progress.

Each strategy has an associated time frame, which serves as a benchmark for fiscal and planning purposes. The plan implementation The time frames for implementation are:

- **Immediate** (less than 2 years) - projects and programs that usually require the effectuation of a zoning amendment, specific study, or new local legislation.
- **Short Term** (2-4 years) - projects which require a greater degree of personnel commitment, local capital improvement funding, and the procurement of private or state and federal funding.
- **Mid-Term** (4-10 Years) - projects or programs which have a greater degree of complexity and funding thresholds.
- **Long Term** (10+years) - projects that require a higher degree of project coordination and the procurement of several funding sources.

1. Local Economy

The economy of Escanaba and Delta County has long been dependent on natural resources and manufacturing. However, these industries have shrunk and the region needs to broaden and diversify its economic base. Job growth in the region has been in sectors that offer lower wages than those in the manufacturing industry. In order to spark growth in new economy industries the region must attract and retain an educated workforce. The waterfront location and historic character of the City should be used as part of an asset-based strategy to attract visitors, residents, and businesses. In particular, the City needs to attract and retain young residents in order to sustain its economy.

Goal: Build on the unique assets of the community to grow and diversify the local economy

Image 12-1: Escanaba waterfront along Ludington Street.

Objective 1.1: Norths Shore Waterfront Redevelopment

Diversify land uses along the industrial waterfront to accommodate public access, mixed-uses, and other waterfront related uses. The north shore waterfront has been repeatedly identified by community members as a priority for redevelopment. Many expressed concern that the area is underutilized and should be cleaned up, made more accessible to the public, and better integrated into downtown. In 2010 the City published a Northshore Redevelopment plan for the north shore waterfront in which it identified opportunities for potential land re-purposing and increased public access.

Action E1: *Compatible Uses* - Seek and support opportunities that are compatible with the industrial waterfront and the broader goals of the community. This could include viewing platforms, a waterfront trail, or other physical improvements to improve the character or utilization of the lakefront. These uses could be implemented in the near term.

Action E2: *North Shore Property Acquisition* - When property within the near Northshore zone becomes available, the city should pursue its purchase. Work with business owners to identify opportunities for land swaps.

Action E3: *Relocate Civic Buildings* - The county jail and chamber of commerce are poor uses of valuable Lake Michigan waterfront property. These uses should be relocated and this area of the lakeshore opened for private development.

Action E4: *Waterfront District* - Revise zoning to include a waterfront industrial zone that would seek to be promote mixed use development and improve the aesthetic character of the area.

Action E5: *Public Waterfront Path* - Maintain and enhance public lake access to facilitate year round recreation. Seek opportunities to expand the public non-motorized pathways along the waterfront.

Objective 1.2 Vibrant Public Spaces

Develop and maintain places for the community to live, work, and play.

Investing in public spaces to encourage greater interaction between residents and promote a healthier and more vibrant community, also known as 'placemaking,' and is a strategy that can be a catalyst for economic development. Placemaking helps communities attract and retain a talented workforce which makes a community more attractive to knowledge-based industries.

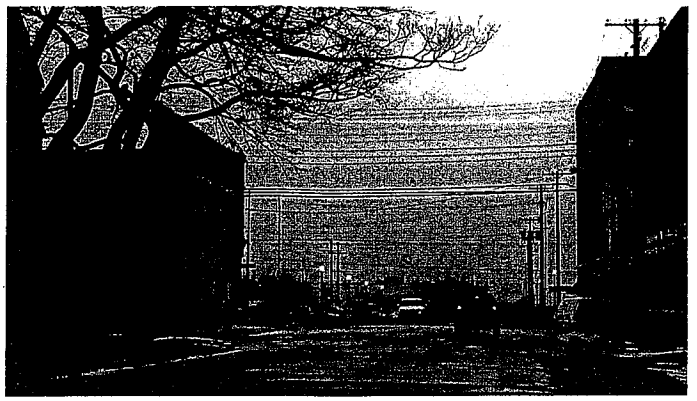


Image 13-2: Current view of waterfront from S. 7th Street, looking north. There is no visible link to the waterfront, a visitor might not know that it is there.

Action E6: *Asset Inventory and Assessment* - Develop and inventory of existing placemaking assets and identify gaps and opportunities to improve upon public areas.

Action E7: *Festivals and Events* - Throughout the year the City and DDA hold pubic events and festivals that attract residents and visitors into the downtown and waterfront area. Continue to use parks for community events.

Objective 1.3 Downtown/Waterfront Linkage

Create strong visual and physical connections between downtown and the waterfront. The Downtown Waterfront area has the strongest potential for mixed use redevelopment. New development in this area should be regulated to be integrated into the character of the existing downtown and attractive to the community. This would include pedestrian connectors and retail development.

Action E8: *Public Access* - Explore opportunities for constructing a public viewing area of harbor activities as recommended in the North Shore Master Plan. Connect the viewing platform to non-motorized network.

Objective 1.4 Expand Use of the UP State Fairgrounds

Maximize use of the fairgrounds year-round. Establish a zoning district along the commercial frontage area of the UP State Fairgrounds that targets development of uses, which compliment the fairground activities such as restaurants and entertainment venues.

Action E9: *Engage the County* - Collaborate with Delta County leaders to develop a shared vision for the future of the fairgrounds and its surroundings. Uses to keep activity at the fairgrounds year-round could include regular flea markets, winter activities such as ice skating or a lights festival, or upgrades to the exhibition building to allow for more business functions.

Objective 1.5 An Attractive and Thriving Downtown

Downtown will be a thriving, vibrant commercial district. Residents have expressed a strong desire for more investment and activity in the downtown.

Action E10: *Downtown Organization* - The downtown should continue to be organized into functional zones segments to create a sustainable critical mass for retail businesses. Zoning ordinances should be revised to enhance street traffic by limiting non-retail first floor uses. Additionally, form based guidelines should be adopted to reinforce desired use patterns. Professional offices should be limited to the upper floors and residential uses should be allowed on all floors exceot the first floor.

Action E11: *Attract Anchor Businesses to Downtown* - In order to encourage foot traffic and expand hours, the City should encourage the development of businesses that will attract people into the neighborhood. This could include large retail, entertainment, hotel, convention center, or similar type of business that is compatible with the existing businesses downtown.

Action E11: *Business Incentives* - Develop incentives, such as sales tax exemptions, to encourage new businesses downtown.

Action E12: *Re-purpose Empty Space* - Reclaim abandoned office and service buildings for as retail, residential, and commercial activities.

Action E13: *Evening Activity* - Encourage businesses to extend hours of operation to meet the needs of residents who work during the day. Encourage and recruit new entertainment downtown that will draw people to the area into evening hours.

Action E14: *Aesthetic Improvements* - Continue to pursue opportunities to enhance the streetscape to reflect the vibrant heritage of this Great Lakes City.

Action E15: *Maintain Historic Character* - Utilize grants and incentive programs to encourage the maintenance and adaptive reuse of historic structures.

Action E16: *Non-Motorized Infrastructure* - Provide safe pedestrian crossings across Ludington Street and implement traffic calming strategies.

Action E17: *Attract and Retain Young Professionals and Entrepreneurs* - Market the City's assets, such as education system, affordability, and quality of life, in order to attract and retain people in their prime working years. Expanding the non-motorized network and becoming a greener community would also help to attract a younger workforce.

Objective 1.6 Grow the Tourism and Recreation Sectors

Capitalize on natural resources and local character to attract tourists year-round. Expand tourism resources, grow complimentary businesses, and promote the community to attract more visitors to the community throughout the year.

Action E18: *Marketing* - Promote the City's cultural, wildlife, natural and recreational resources. Tie marketing to regional Pure Michigan campaign.

Image 12-3: The city has many recreational assets to att tourists. Source; Mish Watersports.

Action E19: *Trail Connections* - The community could benefit from connections to motorized and non-motorized trail networks in the region. These types of trails are shown to have many benefits, including economic development. A trail to connect Escanaba to Bay College and Gladstone would be an asset that would be valued by residents and tourists. Additionally, amenities, such as better signage and parking at trailheads where appropriate, would improve the use of the trail network.

Action E20: *Community Ambassador Programs* - Train staff at tourism related businesses to be ambassadors for the community in order to direct people to local recreational resources, natural environment, or tourist amenities. Additionally, local business leaders could be trained as community ambassadors to promote the City when traveling.

Objective 1.7 Retrofit Outdated or Underutilized Properties

Encourage alternative uses for outdated, underutilized, or vacant structures. Underutilized commercial spaces could be revitalized through the development of new uses that would bring people and activity into commercial zones.

Action E21: *Reuse Vacant Structures* - Revise zoning code to encourage creative reuses for underutilized commercial spaces. This could include increasing density guidelines and pedestrian and green infrastructure development standards.

Objective 1.8 Brownfield Redevelopment

Utilize tax incentives to promote brownfield redevelopment. Use the incentives associated with the brownfield redevelopment program as a method to redevelop environmentally distressed sites. Use this program in conjunction with the Obsolete Property Rehabilitation Act (OPRA) to increase taxable valuation and job creation opportunities in the City.

Action E22: *Brownfield Plan Implementation* - Continue to implement the City's brownfield redevelopment plan. Seek grant funding for brownfield redevelopment as needed.

Objective 1.9 Support Local Manufacturing Industry

Manufacturing business are a key component of the local economy and provide many jobs to area residents.

Action E23: *Technical Assistance* - Provide support from the EDA, DDA, and City in order to help businesses grow.

Action E24: *Workforce Development* - Promote partnerships between local industry and educational institutions to ensure an adequate workforce pipeline.

Action E25: *Recruitment* - Collaborate with Bay College, MTEC and the Delta County EDA to recruit new industry to the community.

Objective 1.10 Secondary Business District Development

Enhance business districts throughout the community in order to provide for a wide array of retail, office, and other commercial uses in the city.

Action E26: *Regional Retail* - Accommodate big box retail development in the area west of Lincoln

Road between 3rd Ave and 9th Ave North.

Action E27: *Professional Business Park at the Delta County Airport* - The renaissance zone within the Delta County Airport should be developed as a planned business park, which encourages a mix of professional office, research and li manufacturing within standardized design guidelines.

Action E28: *Northtown Business District Improvements* - This neighborhood has an ethnic heritage that should be capitalized on. The area has a defined business district and well-maintained homes. Efforts to imprve this area should be continued. Improvements would include public off street parking areas, facade loans, and standardized signage regulations.

2. Housing

The City's historic and affordable housing make home ownership in the City attainable for young families. Traditional neighborhood design makes the eastern portion of the City highly walkable. Citizens have expressed concern about the growing number of rental properties and their condition. Additionally, while there is ample supply of rental housing, much of it is unattractive for young professionals. The majority of housing in the City is detached single family housing. There is a growing market for additional types of housing including townhomes and condos.

Goal: Encourage the provision of an adequate supply of affordable, well-maintained, safe, housing that is consistent with the needs of the local population.

Objective 2.1: Expand Housing Variety

Attract new housing development that will meet the needs of a changing housing market. More housing choices will attract new residents as well as accommodate an aging population.

Action H1: *Attract New Development* - Utilize the results of the 2016 Target Market Analysis to attract and direct development opportunities. The report indicates the market for single family homes is saturated and that there is unmet demand for townhomes and multi-family housing.

Objective 2.2: Protect the Character of Historic Neighborhoods

The City's historic housing stock is an asset that should be protected. The historic stock of residential structures is an asset to the community and sets it apart from the surrounding townships. Maintaining the quality and unique character of historic homes adds to Escanaba's unique sense of place and should be protected. Include schools in home tours to educate young residents about local history.

Image 12-4: Historic homes in Escanaba.

Action H2: *Asset Inventory* - The City's historic commission should undertake a formal inventory of historic homes in the community to support the development of a historic district.

Action H3: *Neighborhood Historic Overlay* - The area between 1st Avenue South, South 7th Street,

and Lake Shore Drive to be designated as an historic overlay district, which means it has a high concentration of historic structures deserving to be preserved for the community. A neighborhood historic overlay district would provide a basis for the City to manage the appearance of the exterior of new structures and significant additions within this area. The overlay district would not be a local historic district, but a zoning tool used to preserve the architectural and historic integrity of the neighborhoods.

Objective 2.3: Neighborhood Enhancement

Address blight and maintain the quality and stability of residential neighborhoods.

Through the public survey, residents expressed a strong desire to see the consistent enforcement of housing codes to reduce blight in residential neighborhoods. In particular, the homes in the first three blocks north and south of Ludington, between 9th Street and 21st Street need enhanced code enforcement and infrastructure improvements as well as home ownership programs to increase the property values that result in stabilized neighborhoods.

Action H4: *Neighborhood Code Enforcement* - The uniform application of code enforcement activities focused on blight control and exterior maintenance of property has long term benefits for neighborhoods and the community. The key to neighborhood stability is home ownership The application of a proactive code enforcement program will dampen the trend to convert owner occupied properties to rental properties, which tend to degrade the stability of a neighborhood.

Action H5: *State and Federal Programs* - The City should pursue funding and regulatory tools to address blight in the community. The HUD Neighborhood Stabilization Program exists to help stabilize communities that are struggling to maintain high levels of home ownership. Additionally, the State of Michigan also offers grants to address blight and improve the quality. Programs to improve the energy efficiency of local housing could also be a useful strategy to reduce utility consumption costs and thus improve housing affordability for low income residents.

3. Natural Features and Resources

The natural features and beauty of the area contributes to the quality of life enjoyed by local residents. Additionally, the health of the local ecosystems creates benefits enjoyed by area residents, such as a thriving walleye fishery and wildlife populations, clean beaches, clean air and beautiful scenery. The quality of the natural resources of the area also draws recreational tourists to the community.

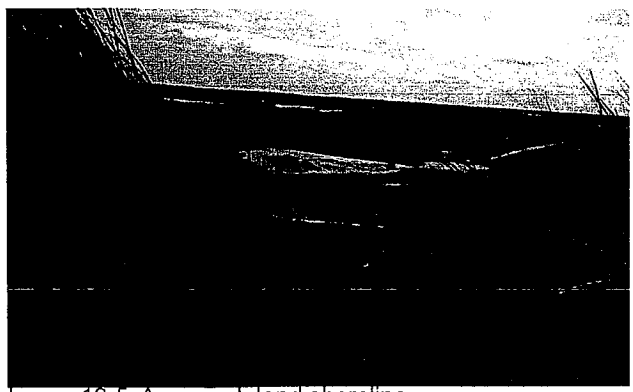


Image 12-5: Aronson Island shoreline.

Goal: Sustain the quality of the City's natural resources for the enjoyment of future generations

Objective 3.1: Protect the Quality of Little Bay de Noc

Proactively manage resources to protect the quality of the Bay. The bay is a vital asset to the region that sustains the economy and quality of life for residents. Expanding the use of green infrastructure to mitigate run-off will sustain the quality of this resource into the future.

Action N1: *Green Infrastructure* - Revise site development guidelines to improve strormwater management practices. Although development standards already require stormwater management,

additional guidelines that encourage impervious surfaces and low-impact development practices would improve environmental sustainability.

Objective 3.2: Sustain Healthy Ecosystems

Manage natural systems to promote environmental quality and sustainable economic development.

Action N2: *Wetland Management* - A 2008 study of wetlands in the City identified wetland areas and assessed their quality. The City should develop a formal wetland management plan to guide wetland banking and mitigation.

Action N3: *Sustainable Resource Management* - The integrity of forested areas owned by the City are assets that should be preserved for the enjoyment of future residents.

Action N4: *Invasive Species Mitigation and Management* - The City should develop a formal plan to manage invasive species in the community.

Action N5: *Environmental Education* - The City should partner with Bay College to develop educational resources, lectures, and events to increase public awareness of environmental and sustainability issues in the community. In the long term, this could tie into Bay College's development of a sustainability education center.

4. Land Use & Zoning

Previous plans and regulations for the City have resulted in separated land uses and auto-centric development. Due to the inertia of land use, changing the existing pattern of development to foster pedestrian scale development and economic diversity is a long term goal that will be achieved incrementally.

Goal: Land use regulations will support a wide range of development that encourages a more vibrant, sustainable, and healthy community.

Objective 4.1: Strengthen Development Standards to Promote High Quality, Sustainable Development.

Community residents have expressed a desire to see the City become greener, more walkable, safer, economically diversified, and a bustling, attractive downtown commercial district.

Action L1: *Zoning Revisions* - Include form based or performance standards in the zoning ordinance for some of the City's land-use districts to drive development that is aligned with community goals. This could include the reduction of parking standards and lot setbacks and increasing density around downtown.

5. Community Facilities and Services

The City provides vital services that support both businesses and residents. Although the City has thus far been able to provide efficient, reliable, and safe services, investments into aging infrastructure systems are needed to ensure future use.

Goal: The City will continue to provide quality and affordable services that support economic development, public health, education, and well-being.

Objective 5.1: Ensure the Reliability, Efficiency, and Sustainability of Municipal Utilities.

Action C1: *Infrastructure Funding* - Continue to aggressively pursue state and federal funds to maintain the aging water systems. Use results of SAW funded study to guide future investments.

Objective 5.2: A More Engaged Community.
Encourage citizens to become more involved in community and economic development.

Action C2: *Utilize Person to Person Communication* - Ask people who plan on coming to public meetings to reach out and bring others along. Community leaders could hold cottage meetings to talk about a particular issue or opportunity.

Action C3: *Social Media* - Continue to use social media as a tool to communicate with a broad audience.

6. Recreation

The City's parks and recreation are highly valued by residents and contribute greatly to the quality of life in the City. Additionally, the recreation system and community events attract visitors to the City and support recreation based tourism. Continuing to invest in parks and recreation is vital to the future of the community.

Goal: Escanaba's recreation system will enhance the enjoyment and health of residents and contribute to the unique character of the community.

Objective 6.1: Recreation Facilities will Meet Community Needs.
Pursue opportunities to expand the uses of recreational facilities to more ages and abilities.

Action R1: *Universal Access* - improve the accessibility of recreation sites and facilities in order to meet the needs of an aging community.

Action R2: *Regional Resource Coordination* - Coordinate the development of recreational facilities and non-motorized paths with other communities and institutions in Delta County.

Image 12-6: The pavilion at Besse Park has handicap accessible picnic tables.

Action R3: *Placemaking* - Utilize recreational and cultural resources to strengthen the City's unique sense of place. Recruit more events in existing parks throughout the year.

Action R4: *Utilize the Bay* - Continue to use Little Bay de Noc and Lake Michigan as bountiful recreation resources. In addition to watersports and fishing, this also includes spring and fall bird fly-way viewing opportunities.

Action R5: *Embrace Winter* - Promote winter sports activities along the lakeshore and on the lake. Seek opportunities for winter events.

Action R6: *Youth Activities* - Create more recreation opportunities for both young children and teenagers. Develop indoor winter activities for pre-school age children.

Action R7: *Water Access for Non-Motorized Watercraft* - Provide non-motorized boat launch access for canoes, kayaks, sailboats, and other non-motorized watercraft.

Objective 6.2: Pursue Additional Funding to Support the Development and Maintenance of Recreation Sites.

Utilize grants, crowdfunding, and other alternative funding sources to support the recreation system.

Action R9: *Recreation Plan* - the City should maintain an up-to-date DNR approved recreation plan in order to remain eligible for state funding sources.

Action R10: *Community Funding* - the City should explore opportunities for crowdfunding to support capital projects and a sponsorship program to help support the parks and recreation system.

7. Transportation

Escanaba is a major transportation hub for rail, road, air, and shipping networks. Reduced funding for road maintenance has affected local road quality. Community members have expressed concerns about the safety and connectively of non-motorized networks.

Goal: Escanaba will have a safe, efficient, and sustainable transportation network that meets the needs of residents and business.

Objective 7.1: Transportation Networks Will Support Efficient Travel and Sustainable Land Use Patterns.

Make improvements to the transportation system that promote safety, non-motorized connectivity, transit development, and efficient land use.

Action T1: *U.S. 2/41 Plan Implementation* - Continue to implement the recommendations identified in the 2009 U.S. 2/41/M-35 Access Management Plan to improve safety and pedestrian connectivity as well as the aesthetic character of the corridor.

The plan U.S. 2/41 plan prioritized actions that should be taken along the corridor to improve safety for pedestrians and bicyclists including the installation of pedestrian traffic devices, connections to non-motorized transit network, and the development of commercial clusters that are easily accessible to these types of users.

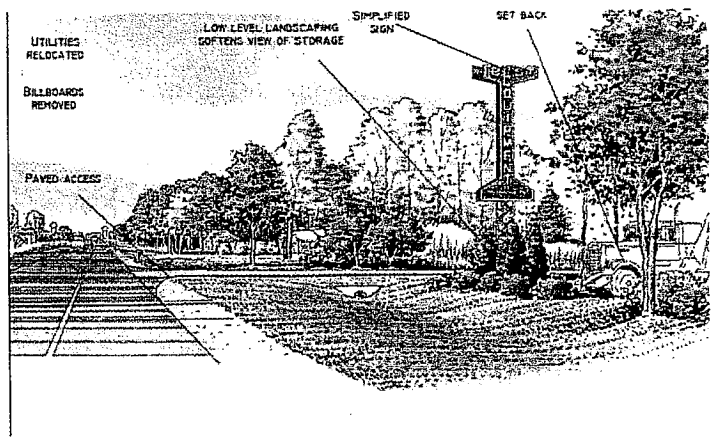


Image 12-7: Conceptual rendering from US-2/41 Access Management Plan.

Action T2: *Expand the Traditional Street Grid* - When new development occurs along the fringe areas of the community, the City should take the appropriate measures to extend the traditional

street grid pattern into these areas. This pattern has been shown to be the most advantageous means of evenly distributing traffic within a neighborhood and community.

Action T3: *Washington and Lincoln Intersection* - Redesign the intersection at Washington and Lincoln Streets as a gateway to Downtown Escanaba. The project could be partially financed through MDOT.

Action T4: *Danforth and Lincoln Intersection Reconfiguration* - Make a geometric change in the intersection configuration at U.S. 2 and Danfoth Road to accommodate truck turning radii, safe pedestrian crossing, and enhance the intersection to serve as a major gateway into the City and U.S.2 regional business district. This should also include improvements to the non-motorized network to improve access to the campus and be implemented in conjunction with Action T7.

Action T5: *Railroad Viaduct* - Seek funding and permission to redesign railroad viaducts along Lincoln Road to safely accommodate non-motorized users.

Action T6: *Sidewalks* - Expand existing sidewalk network. Create pedestrian connections between parks and recreation facilities as well different land use types.

Action T7: *Pedestrian Access to Bay College* - Create a safe non-motorized connection to the YMCA and Bay College Campus.

Action T8: *Visual Enhancements:* The 2003 U.S. 2 Corridor Visual Enhancement Plan should continue to be implemented to address safety and aesthetic issues along the route. Many of the issues and strategy in the plan are still issues of concern for area residents. The plan includes recommendations to improve the corridor, including reducing curb cuts, providing continuous sidewalks, limiting new billboards, installing distinctive streetlights and banner mounts, planting street trees, developing pocket parks at available parcels, and remove frontage parking where possible. Image 13-7 illustrates a conceptual image of what these improvements would look like.

Objective 7.2: Alternative Funding Sources

Pursue grants and other non-traditional sources to maintain or enhance roads and non-motorized networks.

Action T9: *Street Maintenance Funding* - Investigate alternative methods to fund street maintenance programs. Collaborate with other municipalities to seek funds for developing a regional non-motorized trail network.

Action T10: *Corridor Improvement Authority* - Institute a corridor improvement authority along U.S. 2/41 , which would function similarly to a DDA to improve the functionality and business climate along the highway.

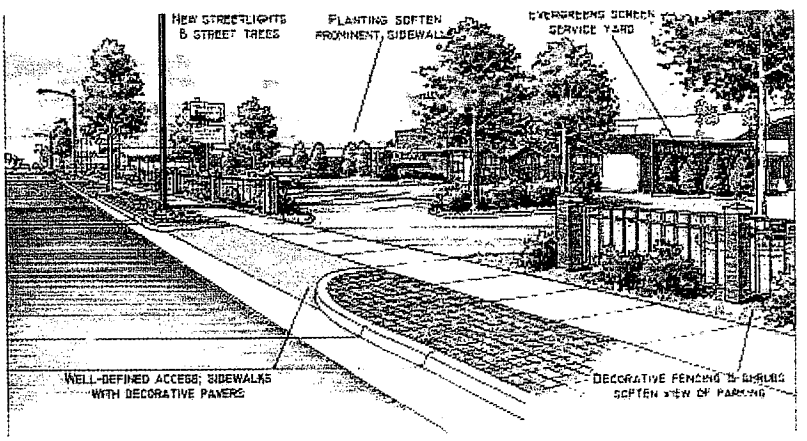


Image 12-8: Conceptual rendering from US-2/41 Visual Enhancement Plan.

12.2 Implementation Matrix

The following table summarizes the plan implementation strategies and identifies responsible parties and timelines for action. As the goals of the plan are interrelated, many of the proposed actions support multiple objectives.

Table 12-1: Implementation Matrix

Objective	Actions	Partners	Timeline
1.1: Waterfront Redevelopment	E1, E2, E3, E4, E5, E8,	Planning Commission, DDA, Brownfield Authority, business owners, Brownfield Authority, Delta County, MEDC, business owners	Long
1.2: Vibrant Public Spaces	E5, E8, E13, E14, E19, R3	Planning Commission, DDA, business owners, community groups, MEDC	Immediate
1.3: Downtown/Waterfront Link	E3, E4, E8, R5	Planning Commission, DDA, business owners	Medium
1.4: Expand Use of Fairgrounds	E9, E19, R2, T8	Delta County, Planning Commission	Short
1.5: Attractive and Thriving Downtown	E1, E3,E7, E10, E11, E12, E13, E14, E15, E16,	DDA, business owners, MEDC	Medium
1.6: Grow Tourism & Recreation Industries	E6, E7, E8, E13, E14, E18, E19, E20	Delta County EDA, business owners, MEDC	Medium
1.7: Retrofit Underutilized Properties	E21, E22, H1, T8	Planning Commission	
1.8: Brownfield Redevelopment	E22, E21	Brownfield Authority	Medium
1.9: Support Manufacturing	E23, E24, E25, C1	Delta County EDA, EDA, MEDC, MTEC, Bay College, Michigan Works	Immediate
1.10: Secondary Business Districts	E16, E26, E27, E28	Delta County, MDOT	Long
2.1: Expand Housing Variety	H1, L1	MSHDA, CUPPAD, UPCAP	Immediate
2.2: Protect Historic Neighborhoods	H2, H3, E15	Historic Commission, Planning Commission, DDA, Delta Historic Society	Short
2.3: Neighborhood Enhancement	H4. H5	City Code Enforcement, UPCAP	Short
3.1: Protect the Quality of the Bay	N1, N2, N3	Community Groups, Planning Commission, Public Works	Medium
3.2: Sustain Healthy Ecosystems	N1, N2, N3	Planning Commission, Community Groups	Medium
4.1: High-Quality, Sustainable Land Use	L1, E2,E3, E4, E5, E6, E21, E22, N1, N2, T1, C2, T8	Planning Commission	Short
5.1: Ensure Reliable, Efficient, and Sustainable Utilities	C1	Public Works, community partners,	
5.2: Engaged Community	C2, C3	Community Groups, City Commissions	Immediate
6.1: Recreation Meets Community Needs	R1, R2, R3, R4, R5, R6, R7, T6, T7	DNR, Recreation Advisory Board, Planning Commission	Medium
6.2: Pursue Additional Funding Sources for Recreation	R9, R10	MDOT, DOT, MEDC, DNR, Community sponsors	Short
7.1: Transportation Networks will Support Efficient Travel and Sustainable Land Use Patterns	T1, T2, T3, T4, T5, T6, T8	MDOT, DOT, DATA	Long
7.2: Pursue Alternative Funding Sources	T9, T10	MDOT, DOT	Short

Chapter 13: Future Land Use

Introduction

The primary goal of any Master Plan is to develop policies to guide future land use in the community. Locations of specific land uses directly effect economic growth, community character, and quality of life in a community. Map 26 identifies future land uses in the city and is intended to be a vision for the next 20 years and beyond. These proposed land uses have been determined through careful analysis of demographic and economic trends and with consideration of the public input received during the planning process. The following framework and implementation strategies identified in Chapter 12 serve as a guide for land-use management and community decision-making.

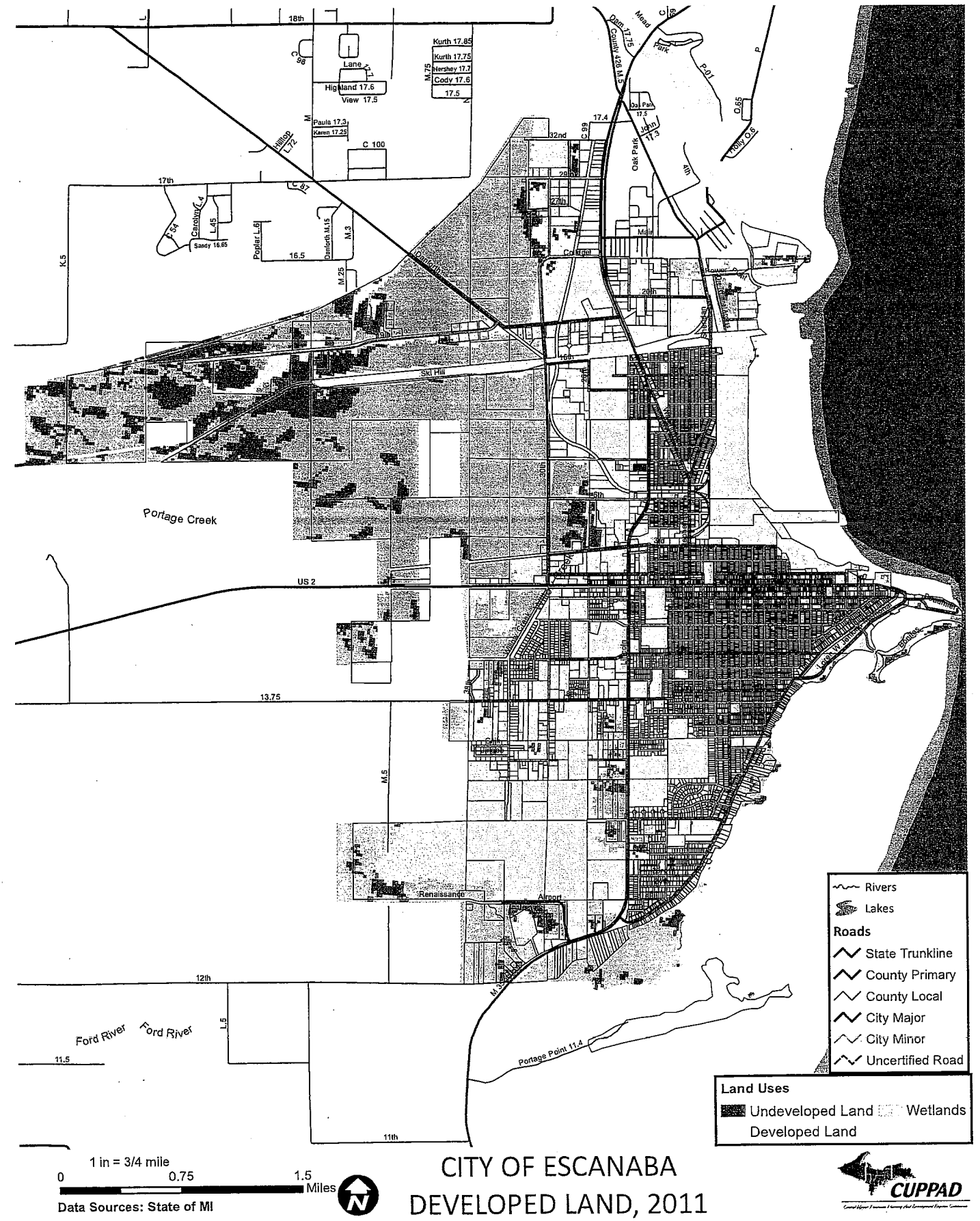
Existing Land Use

Areas for new development in the City are constrained by wetlands on the western portion of the City and Lake Michigan on the east. An assessment of the amount of undeveloped land while taking into consideration wetland areas that may limit development is shown in Map 25. Although the majority of land in the City is already developed, there are abundant opportunities for redevelopment and/or re-purposing of existing developments.

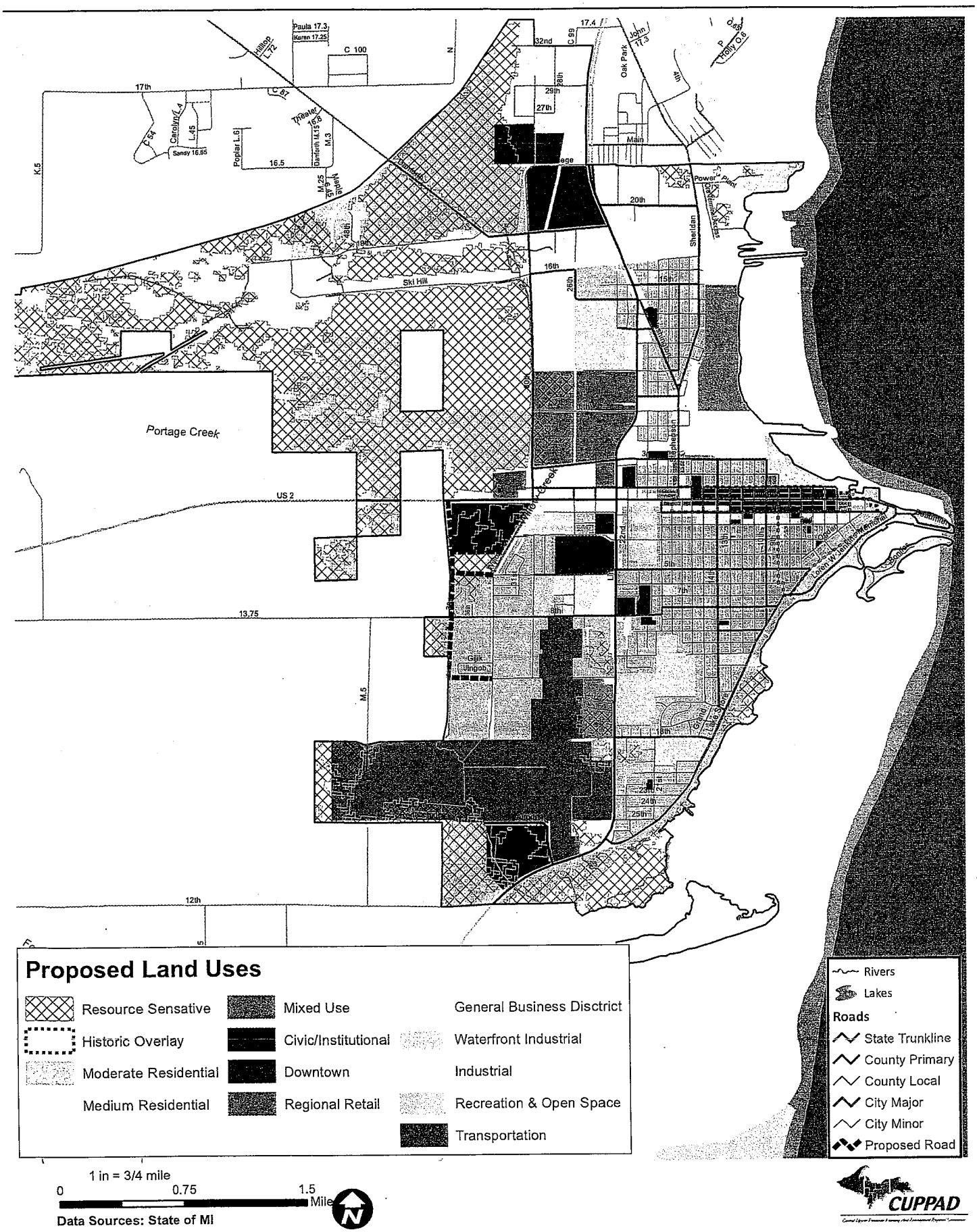
Table 13-1
Land Available for Development

Developed Areas	4,769.9 Acres	58.2%
Undeveloped Areas	720.9 Acres	8.8%
Wetland Areas	2,697.8 Acres	32.9%

Image 13-1: View of Escanaba from Google Earth.



Map 26: City of Escanaba, Areas of Developable Land



Map 27: City of Escanaba, Future Land Use

13.1 Framework for Future Land Use

Residential

Residential development comprises the majority of land use in the City and will continue to do so in the future. Within this classification, categories have been defined based on density and types of uses permitted. A variety of housing in the community is needed to meet the needs of aging residents and young professionals. Furthermore, the recent economic downturn and changing demographics have changed the demand for housing.

Image 13-1 Moderate density residential neighborhood in Escanaba.

Image 13-2 Medium density development in Marquette, MI.

Moderate Density

Moderate density residential development (1-7 units per acre) is the largest land use category in the City and includes traditional residential neighborhoods. The primary land use in this category is single family-homes, but also includes duplexes. There are few undeveloped parcels within the existing residential neighborhoods for new development. New moderate density development will occur within established neighborhoods if older homes are demolished and replaced.

Medium Density

Medium density residential zones (8 or more units per acre) provides for areas of multi-family housing units such as apartments, townhouses, and condominiums. There is a need for more market rate rental units to meet the needs of young professionals and retirees moving in the City. Areas designated for medium density residential development are currently located along 1st and 2nd Aves. South and in the neighborhood located south of the high school. The future land use map proposed to expand these areas to areas adjacent to downtown. Moderate density development should be located near amenities such non-motorized pathways and shopping areas.

Commercial

Commercial development in Escanaba is typical of many rural communities in the United States where auto-centric 'big-box' development has grown along the main highway while the downtown district has seen a decline. The City should seek to limit sprawl development while improving the quality of existing commercial areas. Residents have expressed a desire for a greater variety of shopping choices and for a more vibrant downtown. The future land use map includes three types of commercial development: a downtown, regional retail, and general business districts.

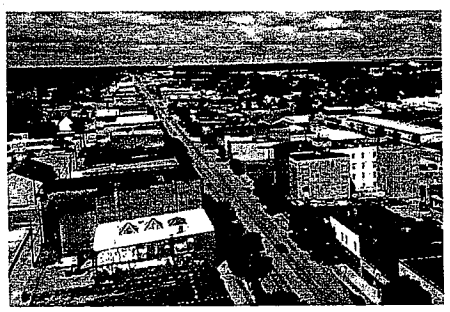


Image 13-3 Downtown Escanaba.

Downtown District

Land use guidelines in the historic commercial core of the City should promote efficient and attractive development. Maintaining a dense, walkable downtown neighborhood focuses public investment and results in a more inviting and vibrant neighborhood. Downtown land uses accommodate high density commercial and mixed use development. Planned uses in this district include, but are not limited to retail, office, entertainment, medium density residential.

However, the form and character of future development in this area should be primary concerns. Site

development guidelines should include form based guidelines that include architectural guidelines and serve to maintain the character of the neighborhoods. In addition to private development, the downtown district should also accommodate public spaces, such as pocket parks.

Historic Overlay Districts

The historic downtown and residential areas of the community contribute to the unique character and sense of place of Escanaba and should be preserved whenever possible. The purpose of the overlay is to maintain the underlying land use regulations while also protecting the aesthetic character of the community. The overlay districts would work to manage the appearance of the exterior of new structures and significant additions within these areas and be a zoning tool to preserve the architectural and historic integrity of the neighborhoods.

Image 13-4: Historic homes in Escanaba

In the downtown area the historic overlay would correspond to the historic district that was added to the National Historic Register in 2014 generally located along Ludington Street from the 200 to 1800 blocks.

The residential overlay district would be located generally between 1st Avenue South, South 7th Street, and Lake Shore Drive where there is a high concentration of historic homes.

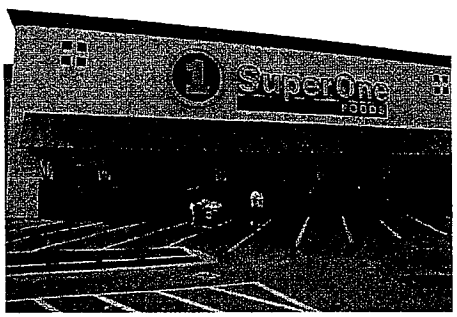


Image 13-5: Ludington Park

Image 13-6: U.S. 2/41

Regional Retail

The U.S. 2/41 corridor provides a location for large commercial land uses, including supermarkets, hotels, car dealerships, and other large retail stores. This area attracts people from outside the City of Escanaba This area will remain an appropriate place for this type of commercial land use in the future.

While this district is a highly trafficked commercial area, there are large, underutilized properties in decline and may have outlived their intended use. Many residents expressed a desire to see the demolition or re-purposing of these spaces. Large underutilized spaces in this area could be retrofitted to accommodate new uses.

Additionally, there is limited pedestrian and bicycle connectivity between residential neighborhoods and the existing commercial development along U.S. 2/41 as the highway is a significant barrier to non-motorized travel. Although there are sidewalks along the corridor, the multitude of driveways and volume of traffic, make the road unsafe for non-motorized users. Site development requirements for large commercial uses should incorporate non-motorized infrastructure.

Mixed Use

Since the mid-20th century it has been common planning practice to regulate the development of land by use. While the intention of separating land uses was to keep pollution or noisy uses from becoming a nuisance to residents, the result has been the development of low-density sprawl. Conversely, districts that incorporate a variety of compatible uses, create more vibrant and sustainable neighborhoods, and may be more attractive to retirees and young professionals moving into the area. Mixed use areas also create more pedestrian activity throughout the day, support the development of transit networks, and foster a stronger sense of place in the community.

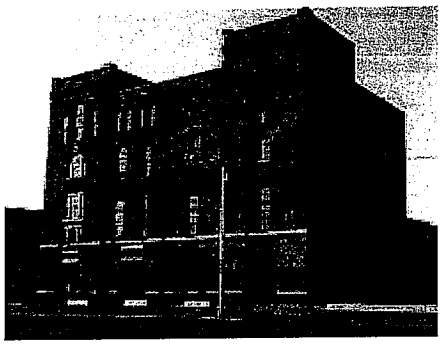


Image 13-7: Mixed Use Development

Mixed use development is suitable for areas adjacent to downtown and would help to increase pedestrian activity in this area. In the long term, mixed use development would be ideally located along the northern lakeshore. As long as the scale of the development is appropriate, mixed use developments could be used as a transition zone between dense commercial areas and residential zones.

General Business District

The purpose of areas designated as local business district is to accommodate a wide range of retail, office, and service uses that are compatible with residential neighborhoods. This land use type exists within the fabric of a traditional residential neighborhood and serves as a transition between residential areas and more intensively developed zones.

Industrial

The State of Michigan has undergone an economic transition away from manufacturing. Although the number and quality of industrial, skilled trades jobs have been in decline, it is likely the industry will remain important to the economy of Escanaba for the foreseeable future. However, in order to foster greater economic resilience, community leaders should seek other types of land uses for some of the existing industrial areas that would provide for land uses that diversify the local economy. The community has repeatedly expressed a desire to see non-industrial uses on the waterfront that would allow for more public access and attract more people to the area. The shrinking coal economy may result in new opportunities for non-industrial uses on the waterfront.

The future land use map does not include the addition of new areas for industrial use in the City. Areas identified for industrial use are those that area that are already zoned as industrial in the City's zoning map. Areas for industrial land use are located on the northern shoreline of Escanaba from 14th Avenue north, areas adjacent to downtown, and the industrial areas on the northern side of the City. The City should encourage industrial development within these designated areas to ensure other industrial sites do not develop in areas which are designed for less intensive uses. Vegetated buffers should be used to minimize land use conflicts between industrial and non-industrial land uses.

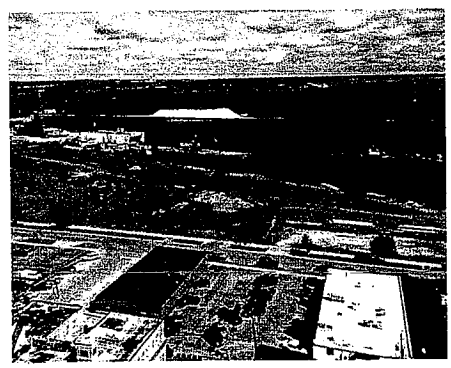


Image 13-8: Existing waterfront adjacent to downtown.

Waterfront Industrial

The portion of waterfront industrial development closest to downtown is an area that is a redevelopment priority for residents. Development regulations in this area should include standards that serve the whole

community. Site development and building form guidelines that improve the character of this area and create stronger connections between the waterfront and downtown. Views of a working waterfront will attract people into the community and requirements should be established for public access.

Institutional/Civic

These two future land use categories are combined due to the similar nature of each. Churches, schools, and community facilities fall in these categories. The future land use plan does not designate new locations for these land uses due to the nature in which they develop. As new churches or public facilities are needed, an evaluation should be done to determine the best location in order to safely serve the greatest numbers of residents. Areas of the community that are currently used for these functions will remain for similar uses in the future.

Image 13-9: Ludington Park.

Recreation & Open Space

The parks and open green spaces of the community are valuable to residents and will remain an important land use in the City into the future.

A future recreational area may be developed at the current site of the Delta County Landfill following its termination as an active dumping site. Of course, proper landfill closing procedures would needed to be implemented to ensure safety of the site, but this large tract of land may become a very usable recreation site for future residents and would connect to existing recreation areas.

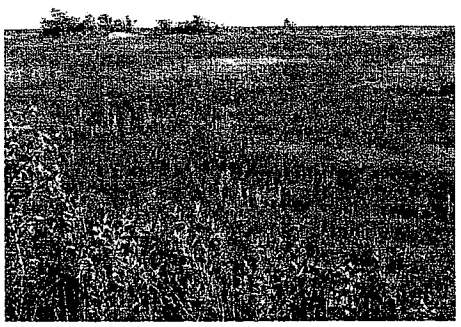


Image 13-10: Portage Marsh.

Resource Protection Overlay

The purpose of a resource protection overlay district is to manage development in environmentally sensitive areas. Since the City includes coastal and/or wetland zones, including additional restrictions in these areas would serve to promote environmental sustainability. Areas appropriate for development that lie within sensitive environmental areas should be undertaken using conservation design standards, transfer of development rights program designs, or low-impact performance standards.

An inventory and assessment of wetlands in the community was completed in 2008. However, the City does not have a formal wetland management plan.

Image 13-11: Port of Escanaba.

Transportation

Escanaba is a multi-modal transportation hub in the region, where shipping, rail, air, and road networks meet. Areas of the City that support these land uses will continue to be necessary and vital in the future. However, changes to the existing transportation network could be made in order to improve connectivity and safety.

The existing road network could be improved by continuing to expand the traditional street grid. Land should also be dedicated to improve non-motorized travel within the City and to nearby communities. The future land use map indicates proposed motorized and non-

motorized connections to local road network could be improved

Currently, large areas of land in the City are dedicated to railroad trackage. If areas of track should be abandoned in the future, the City should seek to acquire these areas and utilized them as non-motorized paths.

The Delta County airport is included as a transportation land use. However, the airport area also includes the Escanaba Renaissance Zone that accommodates light industrial uses.

Relationship Between Existing Zoning and Future Land Use

The City's zoning ordinance codifies the land use goals and objectives of the Master Plan in order to regulate development. Zoning ordinances should be based on the future land use descriptions and the future land use map. Additionally, the land use descriptions and map should be considered in the context of the entire plan. The map is not an enforceable document, rather it describes an ideal scenario for future development.

The following table lists future land use categories and their corresponding existing zoning districts. The majority of proposed land uses are contained within the existing zoning districts. The ordinance would need to be amended to include the proposed waterfront industrial and historic and resource sensitive overlay districts. Additional planning will need to be done to determine the exact locations for the overlay.

Additionally, it is recommended that the waterfront industrial and downtown areas include development guidelines that maintain or enhance the aesthetic character of the area. The planning commission should consider utilizing a form-based code for these areas in order to get the types of development

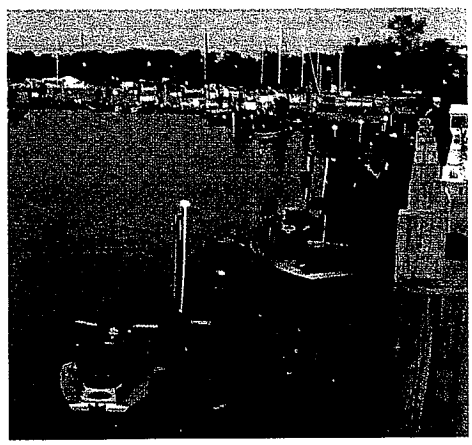
Table 13-2: Future Land Use and Existing Zoning

Future Land Use Category	Description	Zoning District
Moderate Residential	Traditional neighborhood design	A, B
Medium Residential	Higher density housing that includes apartments, townhouse, and condo development	C, C-2
Downtown District	Includes a wide range of uses, maintains form of traditional downtown	D, E-1
Historic Overlay	Design standards that preserve historic character	
Regional Retail	Auto-centric commercial development	E
Mixed Use	Residential and commercial uses	E-1
General Business District	Transition or neighborhood commercial development	D
Industrial	Areas for manufacturing, processing, and other uses that may create negative impacts for adjacent land uses	F, F1, G
Waterfront Industrial	Areas for light industrial use that include enhanced site development and building form standards	
Institutional/Civic	Government, school, and church development	A, B, C, E, E-1, E-2, F, F-1
Recreation & Open Space	Areas designated for public recreation or to remain undeveloped	OS
Resources Sensitive Overlay	Areas of special environmental significance	RS
Transportation	Areas dominated by transportation infrastructure	

most desired by the community in these areas.

13.3 Conclusion

Planning is intended to guide the forces of change in ways that encourage desirable outcomes by striking an appropriate balance with development and preservation. Planning is only the first step towards achieving the vision for the future developed by the community. The master plan should be reviewed on a yearly basis, and amending the plan as necessary will maintain its use as a reliable planning tool. State law requires that the master plan be reviewed every five years to determine if updating is necessary. The city's zoning ordinance is a tool to implement many of the strategies identified through the planning process. The next step in achieving the community vision is to update the zoning ordinance so that it is aligned with the new master plan.

As the developers and most frequent users of this document, the Planning Commission will be responsible for reviewing the objectives and progress of the Plan. Amendments that should occur include:

- Noting goals and objectives that have been accomplished.
- Adding new objectives as needs and desires arise.
- Modifying the Future Land Use Map to reflect any zoning decisions that have changed the direction of development in the City.