



PLANNING COMMISSION  
REGULAR MEETING AGENDA  
March 18, 2015, at 6:00 p.m.

**PLEASE NOTE THE CHANGE OF  
MEETING LOCATION TO THE  
CATHERINE BONIFAS CIVIC CENTER**

*Patrick Connor, Chairperson  
Kel Smyth, Vice-Chairperson  
Roy Webber, Secretary  
Brian Black, Commissioner  
Tom Warstler, Commissioner  
James Hellermann, Commissioner*

*Christine Williams, Commissioner  
Steve Buckbee, Commissioner  
VACANCY*

*James V. O'Toole, City Manager  
Ronald Beauchamp, City Council Liaison*

Catherine Bonifas Civic Center, 225 North 21<sup>st</sup> Street, Escanaba, MI 49829

**Wednesday, March 18, 2015, at 6:00 p.m.**

CALL TO ORDER

ROLL CALL

APPROVAL/CORRECTION(S) TO MINUTES – February 12, 2015

APPROVAL/ADJUSTMENTS TO THE AGENDA

CONFLICT OF INTEREST DECLARATION

UNFINISHED BUSINESS - None

PUBLIC HEARING(S)

**1. Site Plan Review – Meijer – 505 North 26<sup>th</sup> Street – Between 3<sup>rd</sup> Avenue North and 6<sup>th</sup> Avenue North.**

**Explanation:** Meijer is proposing to construct a 208,447 square foot retail, grocery facility along with a 2,509 s.f. gas station at property owned and/or controlled by Marvin R. Pouliot & Frank Stropich, a Michigan Corporation. A public hearing on the site plan will take place so that there is a public understanding of the project.

**2. 2015-20 Planning Commission Capital Improvement Plan.**

**Explanation:** Annually the Planning Commission is required to prepare a Capital Improvement Plan (CIP) for the evaluation and identification of capital infrastructure projects in need of renovation, repair and/or construction. The CIP relates these capital project needs to the financial resources that will support the realization of an improvement and the timeframe in which both the financing and work will take place. A public hearing on the proposed plan will take place.

NEW BUSINESS

**1. Review – City of Gladstone Master Plan.**

**Explanation:** The City of Gladstone is in the process of updating their community Master Plan. Pursuant to the requirements of Section 125.3839(2) of the Michigan Planning Enabling Act, the City of Gladstone is requesting the City of Escanaba review and comment on any items within their proposed plan that may impact or affect the City of Escanaba.

**2. Project Updates:**

- a. Zoning Board of Appeals Hearings/Decisions.
- b. Michigan (MEDC) Redevelopment Ready Communities Program/Superior Trade Zone Update/ MSHDA/SHPO Certified Local Government Program Update.
- c. Delta County Planning Commission Update. The Planning Commission will be updated on the activities at the latest Delta County Planning Commission Meeting.
- d. Zoning/Land Use Permit Update.
- e. Various.

GENERAL PUBLIC COMMENT  
COMMISSION/STAFF COMMENT AND ANNOUNCEMENTS  
ADJOURNMENT

The City of Escanaba will provide all necessary, reasonable aids and services, such as signers for the hearing impaired and audiotapes of printed materials being considered at the meeting to individuals with disabilities at the meeting/hearing upon five days notice to the City of Escanaba. Individuals with disabilities requiring auxiliary aids or services should contact the City of Escanaba by writing or calling City Hall at (906) 786-9402.

Respectfully Submitted,

Patrick Connor, Chairperson  
Planning Commission

**PLANNING COMMISSION MEETING  
ESCANABA, MICHIGAN  
February 12, 2015**

A meeting of the Escanaba Planning Commission was held on Thursday, February 12, 2015, at 6:00 p.m. in Room C101 at City Hall, 410 Ludington Street, Escanaba, MI 49829.

**PRESENT:** Chairperson Patrick Connor, Vice Chairperson Kelvin Smyth, Commissioners Roy Webber, Brian Black, James Hellermann, Stephen Buckbee and Tom Warstler

**ALSO PRESENT:** City Manager Jim O'Toole, Executive Secretary Kim Peterson, and CUPPAD Representative Rhiannon Haller

**EXCUSED ABSENT:** Commissioner Christine Williams

Chairperson Connor called the meeting to order at 6:02 p.m.

**Roll Call**

Executive Kim Peterson conducted the roll call.

**Approval/Correction of the January 22, 2015, Planning Commission Meeting Minutes**

A motion was made by Commissioner Buckbee, seconded by Commissioner Warstler, to approve the January 22, 2015, Meeting Minutes. Ayes were unanimous.

**Approval/Adjustments to the Agenda**

A motion was made by Commissioner Buckbee, seconded by Commissioner Hellermann, to accept the meeting agenda as submitted. Ayes were unanimous.

**Conflict of Interest Declarations**

None.

**UNFINISHED BUSINESS**

None.

**PUBLIC HEARING**

None.

**PUBLIC COMMENT**

None.

## NEW BUSINESS

### **Discussion – Community Master Plan Process.**

City Manager O'Toole stated administration and Planning Commission will discuss the process and schedule that is needed to update the Community Master Plan and review of the Zoning Ordinance. The City Council approved the contract with CUPPAD in the amount of \$12,600 for these services.

CUPPAD Representative Rhiannon Haller reviewed the timeline with an anticipated completion date of February 2016.

City Manager O'Toole will be scheduling a meeting with all Boards, Commissions and Committees to obtain input. The process will also be discussed at the monthly Joint Government Meetings. There will be public engagement sessions held early on and throughout the process. Internet surveys will be done, along with physically asking for input. The Rock the Dock Events planned for this summer would be a great opportunity to set up a booth and get the public involved (events to take place 07/03/15 and 08/01/15).

Discussion took place on social media being utilized. Ms. Haller stated she would like to set up at Farmer's Markets, events, and have an open house at City Hall to get public input. The draft plan will be on line so citizens can follow the process.

There will be a 63 day public review period on the draft plan before the Planning Commission can recommend adoption by the City Council.

City Manager O'Toole stated monthly discussions on the process will take place at the regularly scheduled Planning Commission Meetings, along with approximately three special meetings being scheduled throughout the 12-16 month period.

**A motion was made by Commissioner Black, seconded by Commissioner Hellermann, to authorize CUPPAD to proceed with the Community Master Plan Update notification process to neighboring property owners, schools, agencies, etc. Ayes were unanimous.**

Ms. Haller stated the notification letters will be mailed early next week.

### **Project Updates:**

- A. Zoning Board of Appeals Hearings/Decisions – None.
- B. Michigan (MEDC) Redevelopment Ready Communities Program – City Manager O'Toole stated the process has begun with the review process and will probably take up to six months.
- C. Delta County Planning Commission Update – Did not meet.
- D. Zoning/Land Use Permit Update – One cold storage facility valued at \$22,000 and one demolition permit for the former Arby's restaurant in the amount of \$20,000.

- E. Various – City Manager O’Toole stated the Superior Trade Zone application had been submitted to MEDC on 02/06/15 and are pushing to get on the 02/24/15 agenda and he plans on going to Lansing for such. The MSHDA/SHPO Local Certified Government received verbal approval and they are waiting for the signed document.

**GENERAL PUBLIC COMMENT**

Ms. Haller stated the 2015 Regional Prosperity Initiative received a grant for \$336,000. This will also incorporate the asset mapping that can be used for the Superior Trade Zone. Discussed using the grant as matched leverage for the Superior Trade Zone. Ms. Haller stated she would forward more information along to the Planning Commissioners.

**COMMISSION/STAFF COMMENT AND ANNOUNCEMENTS**

None.

**ADJOURNMENT**

**A motion was made by Commissioner Warstler, seconded by Commissioner Webber, to adjourn the meeting. The meeting adjourned at 6:27 p.m. Ayes were unanimous.**

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Patrick Connor, Chairperson  
Escanaba Planning Commission

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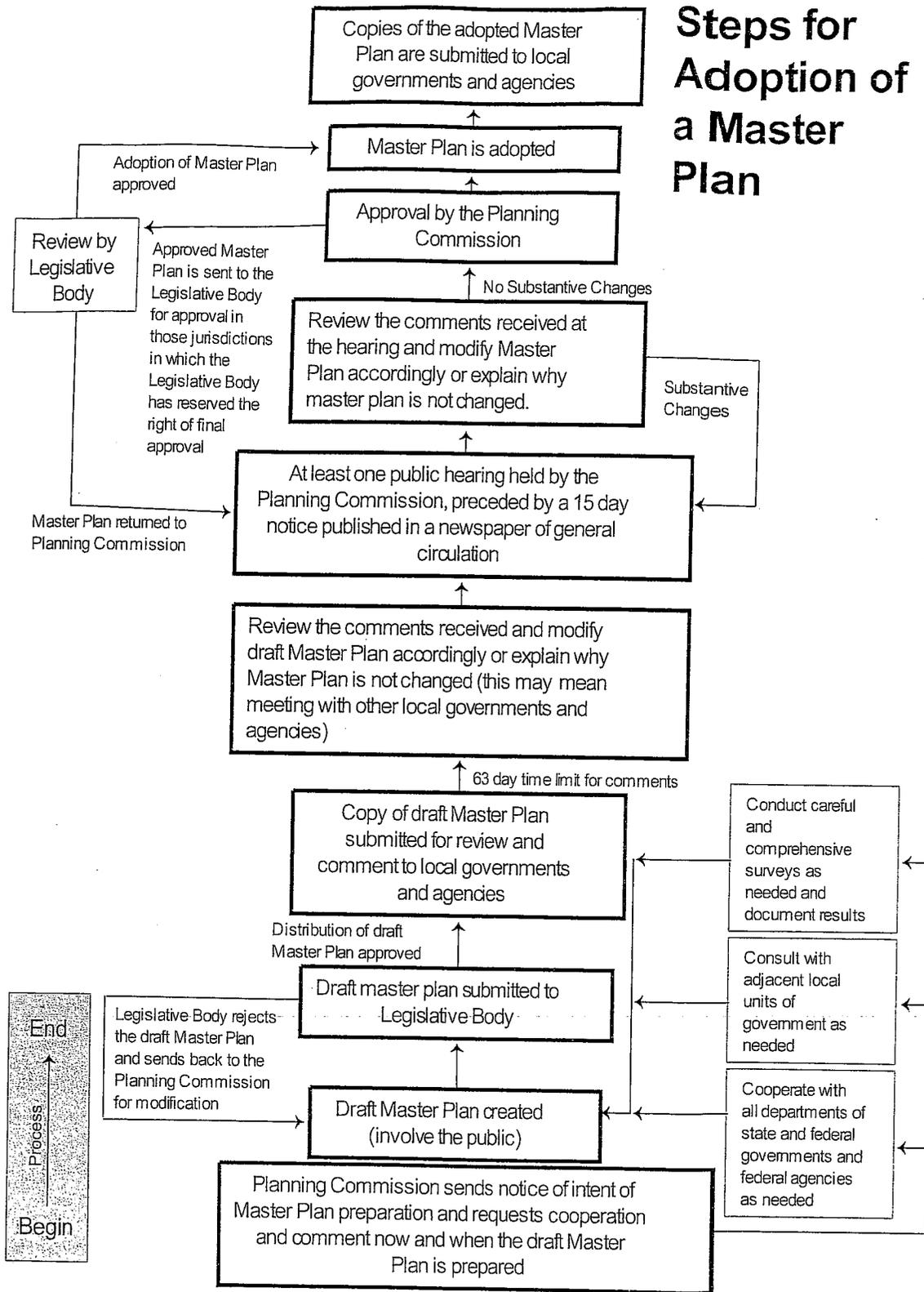
James V. O’Toole, City Manager  
City of Escanaba

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Roy Webber, Secretary  
Escanaba Planning Commission

Figure 3

# Steps for Adoption of a Master Plan





K.H.  
P.C. 3/18/15

CITY OF ESCANABA  
SITE PLAN REVIEW REPORT  
CASE NO. PC 031815-01

REFERENCE: 505 North 26<sup>th</sup> Street, Escanaba, MI 49829

DATE: March 11, 2015

PROPERTY OWNER/APPLICANT ADDRESS:

Mr. Cris Jones  
Meijer, Inc.  
2929 Walker Ave, NW  
Grand Rapids, MI 49544

TYPE OF REQUEST:

In accordance with Section 1801.3 Site Plan Required of Escanaba's Zoning Ordinance, a site plan review for Land Use Permit must be conducted prior to the use permit issuance.

CURRENT ZONING:

Light Manufacturing "F".

ORDINANCE:

Ordinance No.1028 Escanaba Zoning Ordinance.

DESCRIPTION OF PROPOSED PROJECT:

Mr. Cris Jones has submitted an application for zoning land use approval for property they own and/or control or have option on at 505 North 26<sup>th</sup> Street, Escanaba, MI. In the application, Meijer proposes to construct a 208,447 s.f. retail/grocery store and a 2,509 s.f. gas station.

COMPLIANCE WITH DEVELOPMENT STANDARDS:

1. The proposed construction (building) will be located on property which is zoned Light Manufacturing "F". The proposed use is a permitted use by right as defined in section 1302.1.B. and 1302.1.S. of the Escanaba Zoning Ordinance.
2. The proposed construction will meet Zoning Ordinance standards for a Light Manufacturing "F" District.

3. The proposed construction site plan diagram complies with Chapter 18. Site Plan and Sketch Plan Standards, Section 1802 Site Plan Diagram/Requirements; paragraph 1802.2 Site Plan Diagram Requirements, subparagraphs A-X.
4. In accordance with the requirements found in Chapter 18., Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph 1803.1.1.1. Two Pre-Application Conferences were scheduled and conducted. Once on October 21, 2014 and once on February 25, 2015.
5. In accordance with the requirements found in Chapter 18. Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph Section 1803.1.1.2 Application, the applicant applied for site plan consideration as required.
6. All fee and notification requirements of the Ordinance have been accommodated.

### **DUTIES OF THE PLANNING COMMISSION**

In accordance with Chapter 18., Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph 1803.2 Public Hearing Requirement, prior to voting on a final site plan, the Planning Commission must hold a Public Hearing so as to facilitate public review and understanding of the proposed development.

In accordance with Chapter 18., Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph 1803.3. Planning commission Review, once a site plan is forwarded to the Planning Commission, the Planning Commission is required to review the site plan according to the standards and requirements of Chapter 18., Site Plan and Sketch Plan Standards. The Planning Commission must approve or deny the site plan according to the standards and requirements of the Zoning Ordinance within 45 days of submission of said plan.

In accordance with Chapter 18., Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph 1803.4. Site Plan Approval, should the Planning Commission approve the site plan, the applicant, the owner of record, or the legal representative thereof, the Planning Commission Chairperson and one other member of the Planning Commission shall each sign four copies of the approved site plan. The Planning Commission shall transmit one signed copy of the plan and any conditions attached to the Code Official, and one signed copy each to the office of the City Clerk and the applicant. One signed copy shall be retained in the Planning Commission file.

In accordance with Chapter 18., Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph 1803.5.1 Site Plan Rejection, should the Planning Commission reject the site plan, the property owner may appeal the decision to the Zoning Board of Appeals.

## **SITE PLAN APPROVAL STANDARDS**

In accordance with Section 1804. Site Plan Approval Standards of Escanaba's Zoning Ordinance, the proposed site conforms to the following site development standards:

- A. The main entrance faces 3<sup>rd</sup> Avenue North of both the retail store and the gas station.
- B. All roof mounted equipment will be screened.
- C. Reasonable and visible sound mitigation measures have been taken.
- D. The building is arranged to permit adequate emergency access to all sides of both buildings.
- E. The development has legal access to two public streets.
- F. The development provides for vehicular and pedestrian circulation.
- G. A pedestrian circulation system is provided.
- H. All parking areas are designed to facilitate safe and efficient vehicular and pedestrian circulation.
- I. Unnecessary curb cuts were eliminated
- J. All loading and unloading areas and outside storage areas shall be adequately screened.
- K. Exterior lights shall be reflected downward and away from adjacent properties and right of ways.
- L. Adequate utilities will be provided and placed underground.
- M. All premises will be graded to prevent accumulation of stagnant water.

## **STAFF FINDINGS, COMMENT, GENERAL PLAN GOALS AND CONDITIONS OF APPROVAL:**

- A. The proposed use is consistent with the surrounding uses of the area.
- B. The proposed use is a permitted use by right as defined in Section 1302.1.B. of the Escanaba Zoning Ordinance and Section 1302.1.S.
- C. In accordance with the Comprehensive Plan, Page 45, Major Areas of Interest, the property is identified as a "Commercial Growth Area". Additionally, the Comprehensive Plan, Page 111 designates the area as a short term priority in creating a "Regional Retail Hub" which would accommodate regional retail big box stores.

**FISCAL IMPACT:**

Estimated Taxing Entity Revenue - Meijers Store, Escanaba, Michigan

		ESTIMATED VALUE		ESTIMATED VALUE		
		store	-	gas station		
		estimate	3,500,000	estimate	400,000	
			3,500,000		400,000	
Taxing Entity	Millage	Estimated revenue		Estimated Revenue		Total
School Operating	18.0000	63,000.00		7,200.00		\$ 70,200.00
State Ed	6.0000	21,000.00		2,400.00		\$ 23,400.00
City Services	17.0000	59,500.00		6,800.00		\$ 66,300.00
Delta County	6.8317	23,910.95		2,732.68		\$ 26,643.63
Escanaba School	4.7500	16,625.00		1,900.00		\$ 18,525.00
Bay College	3.3076	11,576.60		1,323.04		\$ 12,899.64
ISD	2.3851	8,347.85		954.04		\$ 9,301.89
DATA	0.6000	2,100.00		240.00		\$ 2,340.00
Total Millage	58.8744	\$ 206,060.40		\$ 23,549.76		\$ 229,610.16

**PUBLIC CONTACT:**

Notice of Public Hearing was published in the Escanaba Daily Press Newspaper and meeting notices were mailed to the adjacent property owners of the project site.

Staff report was posted on the City of Escanaba website for public review.

The meeting agenda was posted on the City's official notice bulletin board and the City of Escanaba's website.

**STANDARDS AND QUESTIONS (FINDING OF FACTS):**

In accordance with Chapter 18., Site Plan and Sketch Plan Standards, Section 1801 General, paragraph 1801.1. Purpose, the Planning Commission must ensure that the plan outlines the use and development of the property and is designed to provide for the future growth and development of business that seek and aesthetically attractive working environment.

1. Is the development designed to integrate well with adjacent developments?
2. Is the development designed to minimize nuisance impacts on adjoining parcels?
3. Is the development designed to ensure safe and functional traffic access and parking?
4. Is the development designed to minimize impacts on sensitive environmental resources?

**ALTERNATIVES:**

Not applicable.

**ENFORCEMENT HISTORY:**

None.

**OTHER CONSIDERATIONS:**

None

**BACK-UP INFORMATION:**

1. Application for Zoning Land Use Approval
2. Site Plan Diagram
3. Assessor's Property Information Card
4. Zoning Review Ordinance Site Plan Review Correction Punch List
5. Sign Ordinance Review Punch List
6. Site Photographs
7. 300' radius property owner/tenant notification letter
8. 300' radius labels

**NOTES/COMMENTS:**

**APPLICATION FOR ZONING LAND USE APPROVAL  
CITY OF ESCANABA, ESCANABA, MI 49829**

2/25/15 (RP)  
#200 -  
Rec. 2/19/15

We, the undersigned, owner(s)/agent(s) of the following described property hereby apply to you for a Zoning Land Use Permit, with a plan drawn to scale, showing actual dimensions and shape of the lot, exact sizes and locations of existing buildings on the lot, and locations and dimensions of the proposed buildings or alterations. The property owner(s) shall verify any existing easement(s) and/or right-of-way(s). The applicant certifies the information submitted is accurate. The applicant states that he/she has the property owner's authority to execute this agreement and permit. The undersigned, owner(s)/agent(s) further understand and have received a Development Handbook for Site Plan Standards and Parking and Circulation requirements as found in Escanaba's Zoning Ordinance. Any certificate issued upon a false statement of any fact which is material to the issuance hereof, shall be void. All questions must be answered.

**LEGAL DESCRIPTION OF PROPERTY:** See Drawing Set Cover Sheet

**LOT INFORMATION:** \_\_\_\_\_ **ASSESSOR #:** 051-420-2825-200-001

**PROPERTY OWNER(S):** Marvin R. Poulton & Frank Stropich, A Michigan Co-Partnership

**PHONE NUMBER:** NA **E-MAIL ADDRESS:** NA

**PROPERTY ADDRESS:** 305 North 30th Street

**TYPE OF LOT: (circle one)** Corner Lot Interior Lot Other Entire Block

\*Please note the dimensions on your site plan as well

**SIZE OF LOT:** 47.86 Acres **LENGTH OF LOT:** 1745' **WIDTH OF LOT:** 1250'

**IRREGULAR LOT:** Yes **PROPERTY ZONED:** Zoned I - Commercial

**BUILDING INFORMATION:**

**TYPE OF BUILDING: (check one)**

Multi-family building containing 5 or more dwelling units

A building conversion from a commercial use to any other use on Ludington Street between Lincoln Road and 2<sup>nd</sup> Street

A principal nonresidential building or structures permitted in a residential district

A communication tower

A commercial building 5,000 square feet or more in size

A Residential Planned-Unit Development

Planned Commercial Development

Change of Use: FROM \_\_\_\_\_ TO \_\_\_\_\_

Other: \_\_\_\_\_

Industrial building and/or use

Special Land Use Permit Request

Special Planned District Development

**SIZE OF BUILDING:** 208,447 Square Feet **EXISTING FLOOR AREA:** 0

**PROPOSED PERCENTAGE OF LOT COVERED BY STRUCTURE(S):** 10.1%

**PROPOSED USE:** Commercial - Retail

**# OF STORIES:** 1 **HEIGHT OF BUILDING: (feet and stories)** 39' 7"

**ROOF TYPE: (circle one)** Gambrel Mansard Flat Gable Hip

**SETBACKS: (from property line) FRONT:** 0 **SIDES:** 0 and 0 **REAR:** 25'

**IS THE PROPERTY IN A 100 YEAR FLOOD PLAIN?** NO  YES \_\_\_\_\_ **PANEL #** 06141 **PANEL DATE** 06-08-98

**ESTIMATED VALUE OF CONSTRUCTION:** 7000,000

**APPROVED VARIANCES:** None

I certify that the information contained herein is true and accurate: (Please print)

**COMPANY NAME/APPLICANT:** Mener, Curtis Jones, REAL ESTATE MANAGER **DATE:** 2/19/15

**SUBMITTED BY:** U.P. Engineers & Architects, Inc.

**SIGNATURE:** \_\_\_\_\_ **PHONE:** 616-735-7992

**OFFICE USE ONLY:**

**DATE RECEIVED:** \_\_\_\_\_ **APPROVED:** \_\_\_\_\_ **DISAPPROVED:** \_\_\_\_\_

**IF APPLICATION IS DENIED, REASON FOR DENIAL:** \_\_\_\_\_

**SPECIAL REQUIREMENTS OF APPROVAL:** \_\_\_\_\_

**SIGNATURE OF REVIEWER:** \_\_\_\_\_ **DATE:** \_\_\_\_\_

**NOTES**

1. NO PORTIONS SHALL BE EXCLUDED FROM THE UNLESS INDICATED BY A DASHED LINE.
2. EXISTING AND PROPOSED CONDUITS AND UTILITIES SHALL BE SHOWN AS SHOWN ON THE ATTACHED UTILITIES DRAWING. ALL UTILITIES SHALL BE DEEPENED TO A MINIMUM OF 48" BELOW FINISHED GRADE UNLESS OTHERWISE NOTED.
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PARKING SUMMARY	
MINI STORE	12
TOTAL PARKING SPACES	12
STANDARD PASSENGER	12
BIKE	12
TOTAL	24

ACREAGE SUMMARY	
MINI STORE	0.12
BIKE	0.12
TOTAL	0.24

CONCRETE SUMMARY	
CONCRETE	100
REINFORCEMENT	100
TOTAL	200

STEEL SUMMARY	
STEEL	100
TOTAL	100

GRAPHIC SCALE	
1" = 100'	1" = 100'
1" = 200'	1" = 200'
1" = 300'	1" = 300'
1" = 400'	1" = 400'
1" = 500'	1" = 500'
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LEGEND	
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CONCRETE SUMMARY	
CONCRETE	100
REINFORCEMENT	100
TOTAL	200

STEEL SUMMARY	
STEEL	100
TOTAL	100

GRAPHIC SCALE	
1" = 100'	1" = 100'
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CONCRETE SUMMARY	
CONCRETE	100
REINFORCEMENT	100
TOTAL	200

STEEL SUMMARY	
STEEL	100
TOTAL	100

GRAPHIC SCALE	
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23	STANDARD PASSENGER
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93	STANDARD PASSENGER
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96	BIKE
97	STANDARD PASSENGER
98	BIKE
99	STANDARD PASSENGER
100	BIKE

**meijer**  
MEIJER DS19 ECB

200 MANAGER AVENUE  
GRAND RAPIDS, MICHIGAN 49504  
(616) 954-9111

2014 & 300 AVENUE  
ESCAMBA, MI 48829

**ECB**

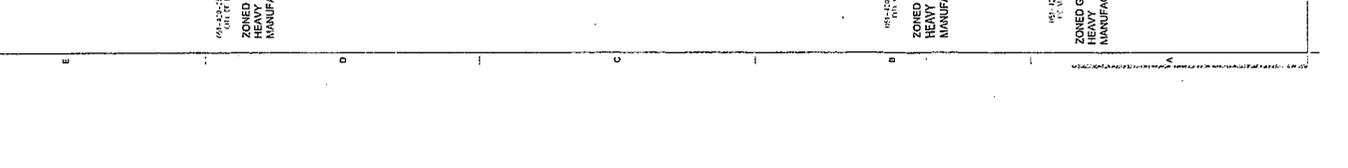
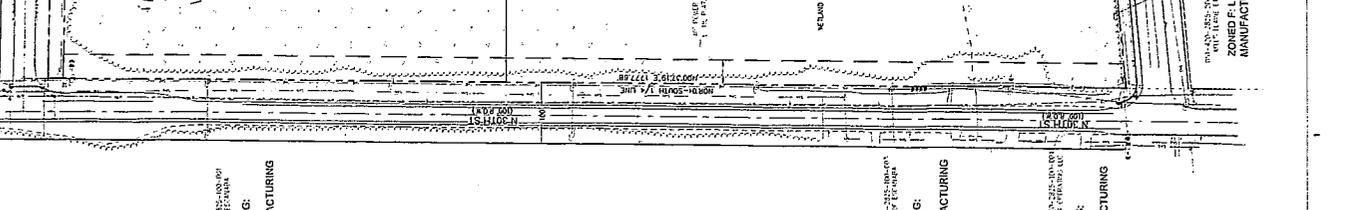
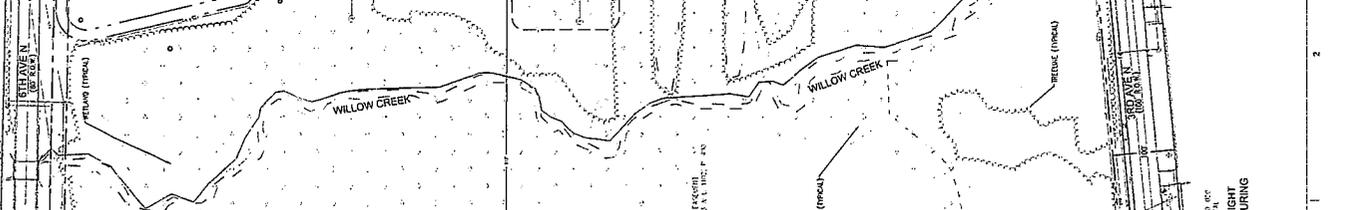
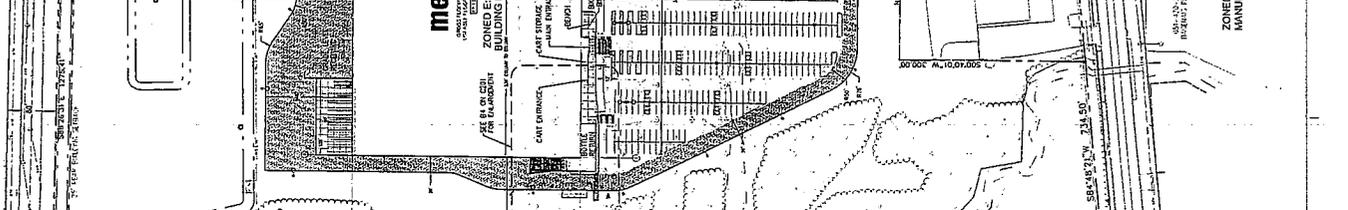
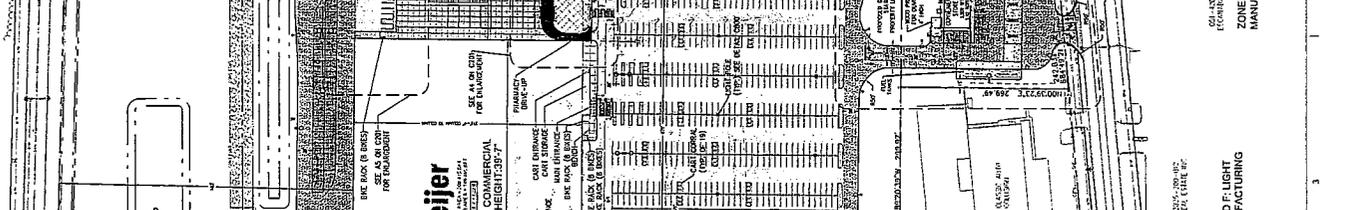
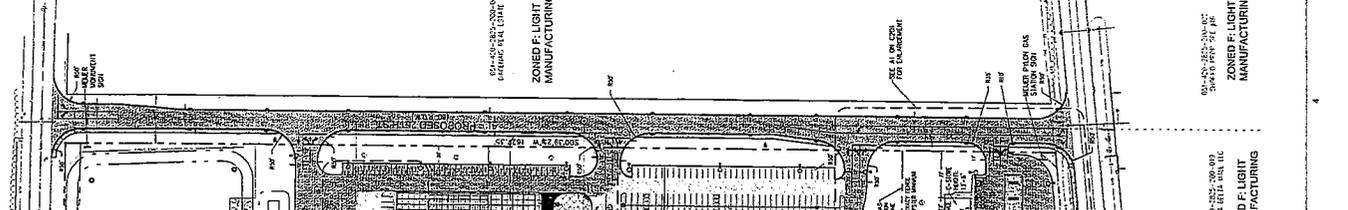
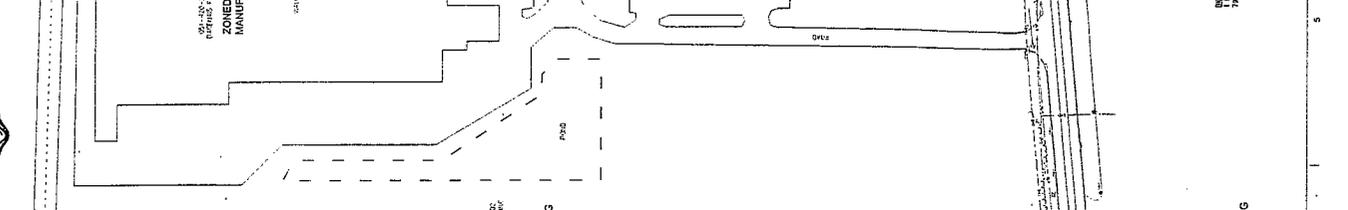
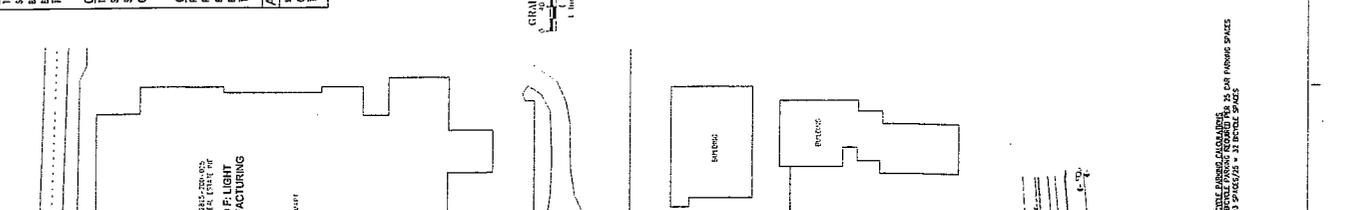
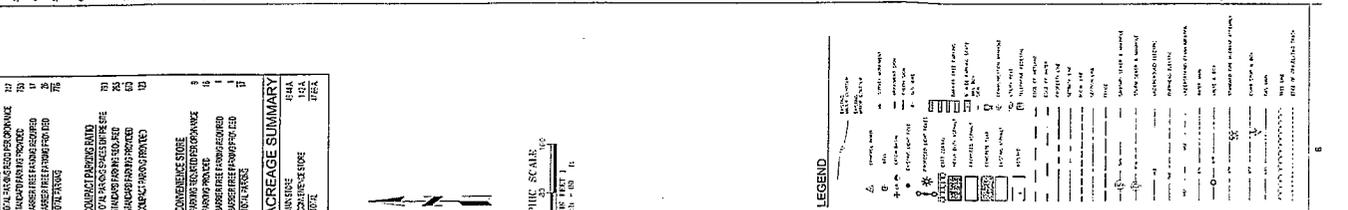
1. MEIJER  
2. SKI SKETCH  
3. SKI PLAN  
4. REVIEW

UP ENGINEERS & ARCHITECTS, INC.  
10000 GRAND RAPIDS AVENUE, SUITE 100  
GRAND RAPIDS, MI 49508  
(616) 954-9111

**SITELAYOUT & PAVEMENT PLAN**

1. LIGHT  
2. LIGHT  
3. LIGHT

C200  
10000 GRAND RAPIDS AVENUE, SUITE 100  
GRAND RAPIDS, MI 49508  
(616) 954-9111











2020 WALKER AVENUE  
GRAND RAPIDS, MICHIGAN 49504  
(616) 955-5711

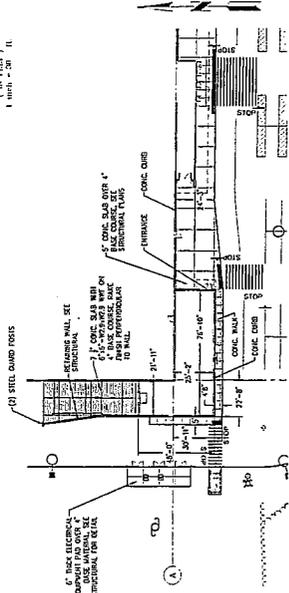
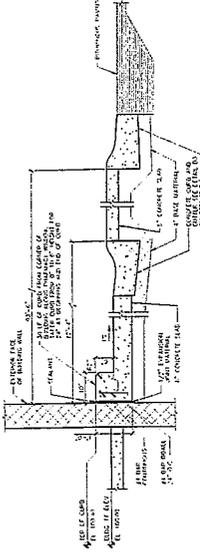
ECB

- 1 SKETCH
- 2 AS-BUILT
- 3 REVIEW

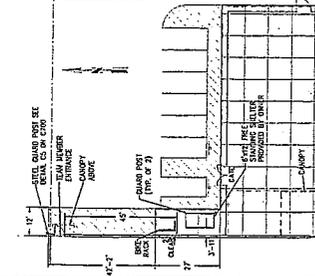
2814 K 3RD AVENUE  
EDWARDSVILLE, IL 60120

ENLARGED SITE LAYOUT PLANS  
C201

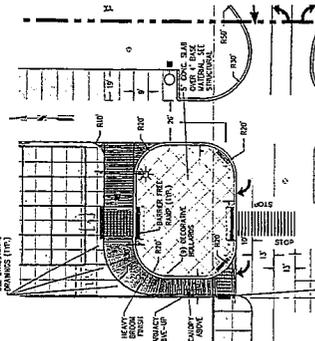
LEGEND



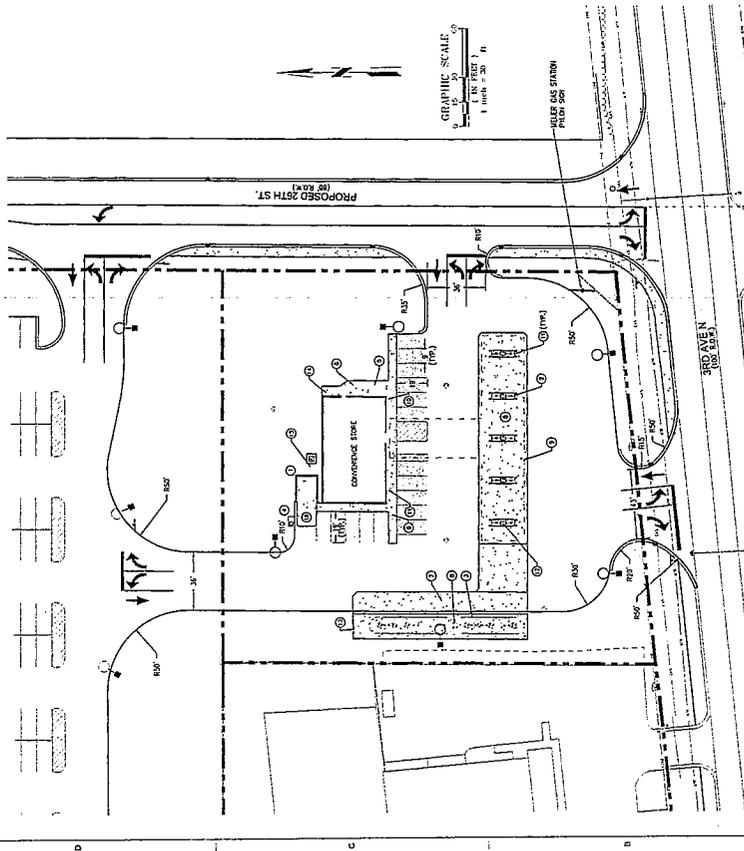
**B4 ENLARGED BOTTLE RETURN**  
SCALE: 1" = 30"  
DWG C201



**A4 ENLARGED PHARMACY DRIVE-UP**  
SCALE: 1" = 30"  
DWG C201



**A5 ENLARGED SMOKING SHELTER**  
SCALE: 1" = 30"  
DWG C201



- CONVENIENCE STORE KEY NOTES:**
- 1. BASE NUMBERING AND ALL NOTES TO REFER TO WITH GAS STATION, EXCEPT FOR FUEL STATION.
  - 2. CONCRETE ON 4" ASPHALT OR FEA STONE BASE.
  - 3. FUEL SYSTEM CONTRACTOR TO BE PROVIDED BY FUEL SYSTEM CONTRACTOR (REFER TO FUEL SYSTEM CONTRACTOR'S DRAWINGS).
  - 4. CONCRETE ON 4" ASPHALT OR FEA STONE BASE.
  - 5. CONCRETE ON 4" ASPHALT OR FEA STONE BASE.
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  - 99. CONCRETE ON 4" ASPHALT OR FEA STONE BASE.
  - 100. CONCRETE ON 4" ASPHALT OR FEA STONE BASE.

**A1 ENLARGED CONVENIENCE STORE**  
SCALE: 1" = 30"  
DWG C201



**GRADING NOTES**

1. ALL GRADES SHALL BE TO FINISH UNLESS OTHERWISE NOTED.
2. ALL GRADES SHALL BE TO FINISH UNLESS OTHERWISE NOTED.
3. PROPOSED GRADES SHALL BE TO FINISH UNLESS OTHERWISE NOTED.
4. FOR ALL GRADES, USE THE FOLLOWING GRADING NOTES TO BE IN A CONFORMANCE WITH THE ILLINOIS ENGINEERING AND SURVEYING ACT.
5. SET TYPICAL FINISH AT THE END OF EACH OF THE STRUCTURE.
6. FINISH GRADES SHALL BE TO FINISH UNLESS OTHERWISE NOTED.
7. FINISH GRADES SHALL BE TO FINISH UNLESS OTHERWISE NOTED.
8. FINISH GRADES SHALL BE TO FINISH UNLESS OTHERWISE NOTED.
9. FINISH GRADES SHALL BE TO FINISH UNLESS OTHERWISE NOTED.
10. FINISH GRADES SHALL BE TO FINISH UNLESS OTHERWISE NOTED.



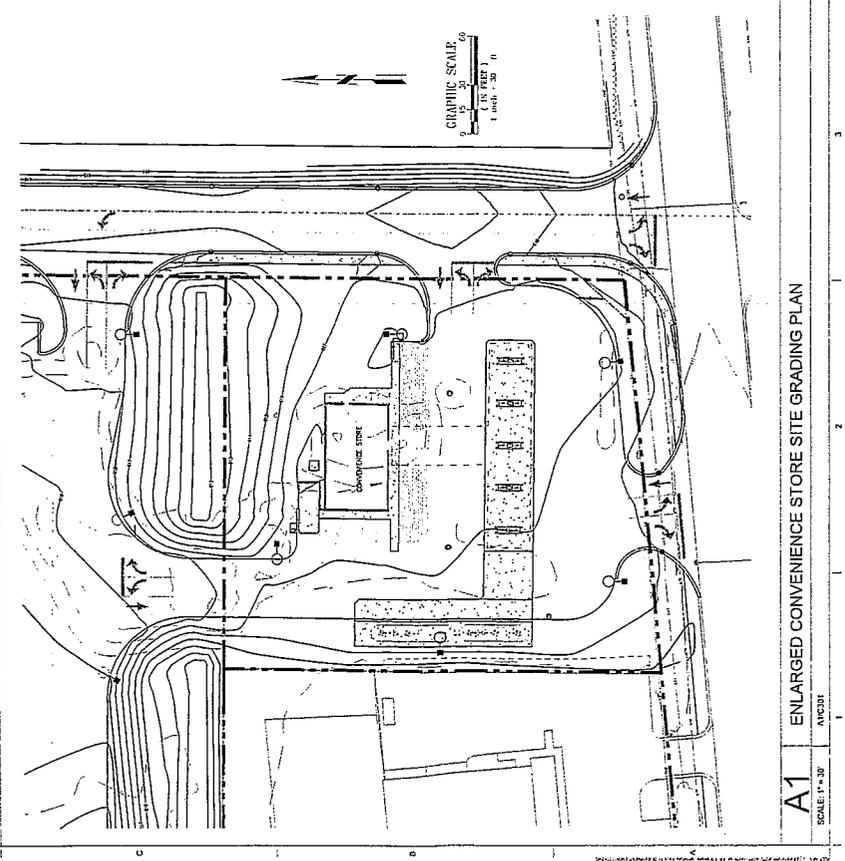
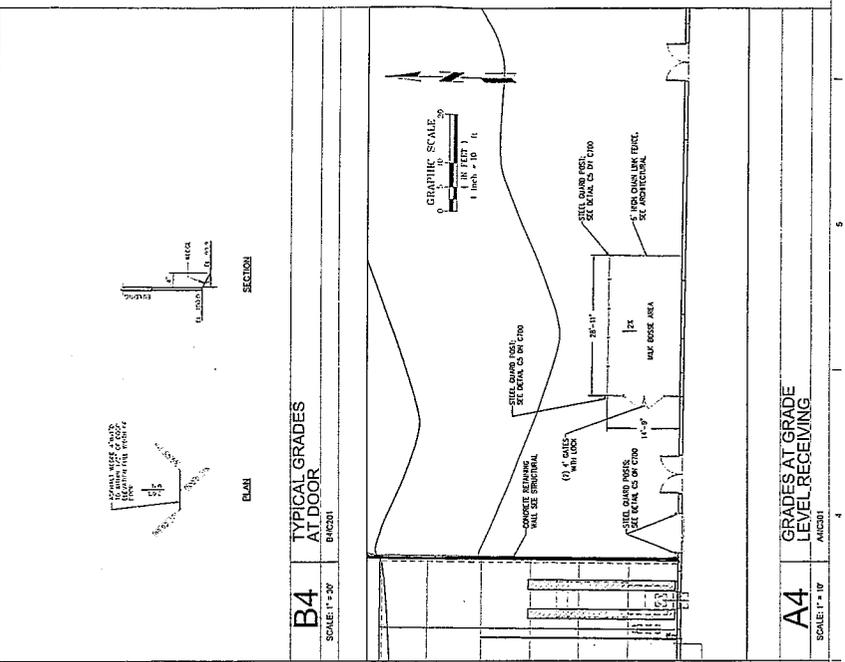
**meijer**  
MEIJER DS19 ECB

2814 W. 300 AVENUE  
GRAND RAPIDS, MICHIGAN 49524  
(616) 954-7111

**ECB**  
2814 W. 300 AVENUE  
GRAND RAPIDS, MICHIGAN 49524  
(616) 954-7111

DATE	DESCRIPTION
1	SKETCH
2	AS-BUILT PLAN
3	REVIEW

**ENLARGED SITE GRADING PLANS**  
C301  
DATE: 07/20/15  
DRAWN BY: J. B. BROWN  
CHECKED BY: J. B. BROWN  
SCALE: AS SHOWN



**B4** TYPICAL GRADES AT DOOR  
SCALE: 1" = 30'

**A4** GRADES AT GRADE LEVEL RECEIVING  
SCALE: 1" = 10'

**A1** ENLARGED CONVENIENCE STORE SITE GRADING PLAN  
SCALE: 1" = 30'

AWC331



**GRADING NOTES**

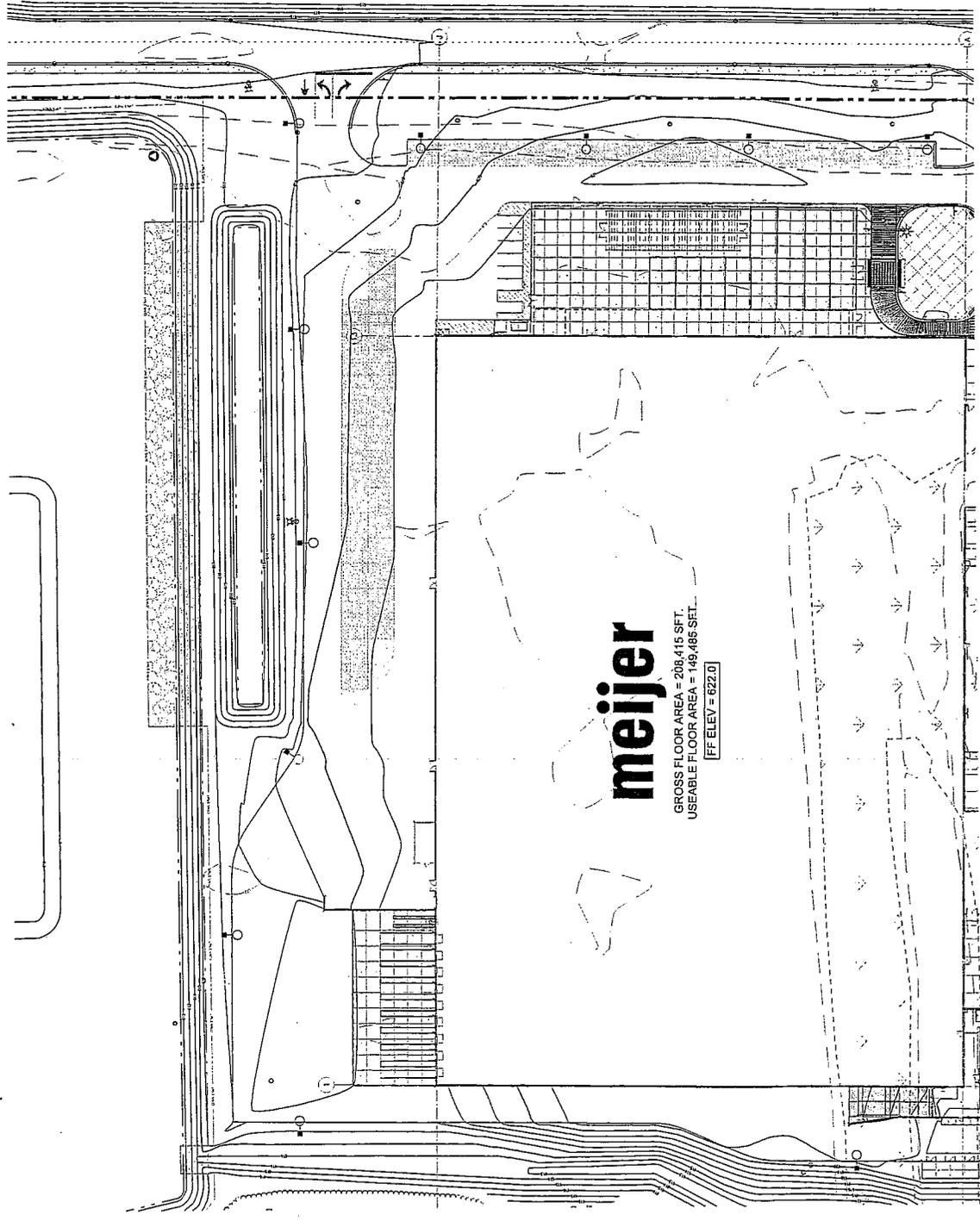
1. ALL ELEVATIONS ARE IN FEET UNLESS OTHERWISE NOTED.
2. FINISH GRADE SHALL BE AS SHOWN UNLESS OTHERWISE NOTED.
3. FINISH GRADE SHALL BE AS SHOWN UNLESS OTHERWISE NOTED.
4. ALL ELEVATIONS SHALL BE TO THE TOP OF CURB OR TO THE TOP OF FINISH GRADE UNLESS OTHERWISE NOTED.
5. THE FINISH GRADE AT THE END OF EACH SECTION OF CURB SHALL BE TO THE TOP OF CURB UNLESS OTHERWISE NOTED.
6. THE FINISH GRADE AT THE END OF EACH SECTION OF CURB SHALL BE TO THE TOP OF CURB UNLESS OTHERWISE NOTED.
7. THE FINISH GRADE AT THE END OF EACH SECTION OF CURB SHALL BE TO THE TOP OF CURB UNLESS OTHERWISE NOTED.
8. THE FINISH GRADE AT THE END OF EACH SECTION OF CURB SHALL BE TO THE TOP OF CURB UNLESS OTHERWISE NOTED.



**GRAPHIC SCALE**  
 0 10 20 30 40 50  
 1" = 20' 0"

**meijer**

GROSS FLOOR AREA = 208,415 SFT.  
 USEABLE FLOOR AREA = 149,485 SFT.  
 FF ELEV = 622.0



**meijer**

MEIJER DS1.9 ECB

228 VALLEY AVENUE  
 GRAND RAPIDS, MICHIGAN 49504  
 616.5526.11

**ECB**

20711 & 210 AVENUE  
 ESCANABA, MI 49829

- 1. SKETCH
- 2. PRELIMINARY
- 3. REVIEW

NO.	DATE	DESCRIPTION
1	08/24/14	SKETCH
2	10/23/14	PRELIMINARY
3	01/09/15	REVIEW

**ENLARGED NORTH SITE GRADING PLAN**  
 C-302  
 811  
 616.5526.11  
 1485-1485





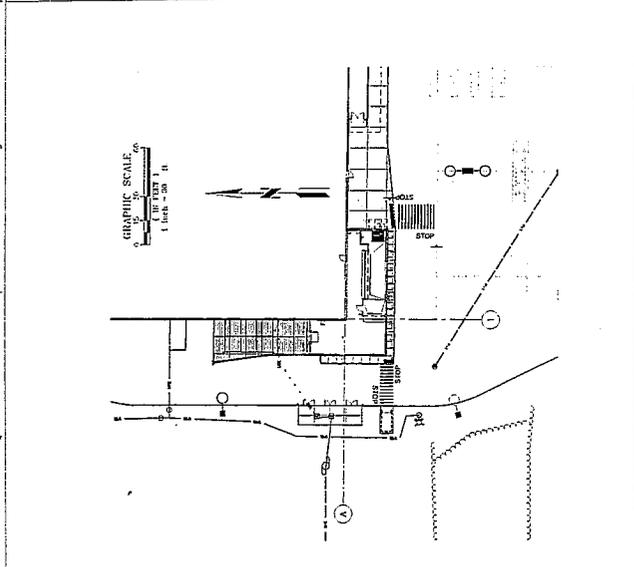




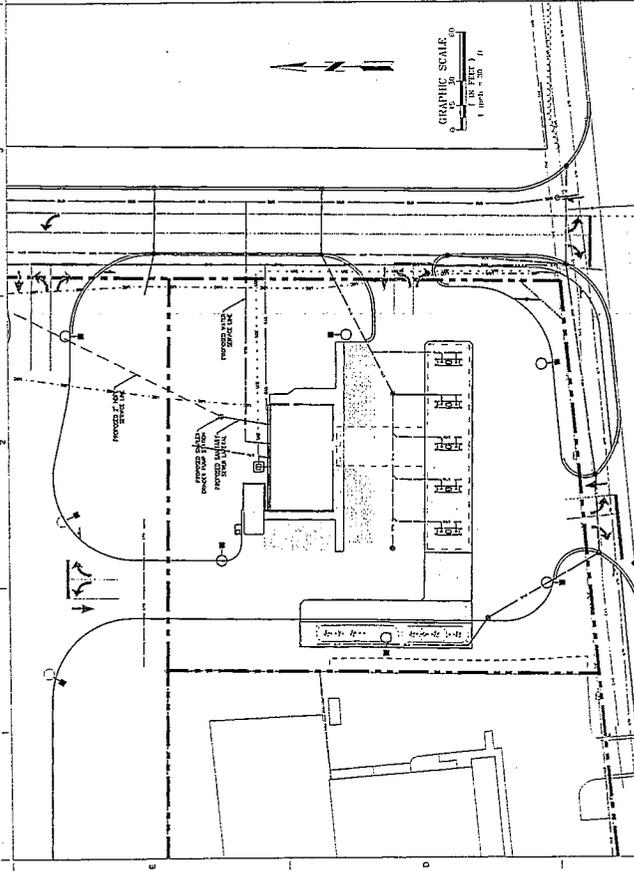


LEGEND

1	18" DIA. SANITARY SEWER
2	12" DIA. SANITARY SEWER
3	8" DIA. SANITARY SEWER
4	6" DIA. SANITARY SEWER
5	4" DIA. SANITARY SEWER
6	3" DIA. SANITARY SEWER
7	2" DIA. SANITARY SEWER
8	1" DIA. SANITARY SEWER
9	1/2" DIA. SANITARY SEWER
10	1/4" DIA. SANITARY SEWER
11	1/8" DIA. SANITARY SEWER
12	1/4" DIA. WATER MAIN
13	1/2" DIA. WATER MAIN
14	3/4" DIA. WATER MAIN
15	1" DIA. WATER MAIN
16	1 1/2" DIA. WATER MAIN
17	2" DIA. WATER MAIN
18	3" DIA. WATER MAIN
19	4" DIA. WATER MAIN
20	6" DIA. WATER MAIN
21	8" DIA. WATER MAIN
22	12" DIA. WATER MAIN
23	18" DIA. WATER MAIN
24	24" DIA. WATER MAIN
25	30" DIA. WATER MAIN
26	36" DIA. WATER MAIN
27	42" DIA. WATER MAIN
28	48" DIA. WATER MAIN
29	54" DIA. WATER MAIN
30	60" DIA. WATER MAIN
31	66" DIA. WATER MAIN
32	72" DIA. WATER MAIN
33	78" DIA. WATER MAIN
34	84" DIA. WATER MAIN
35	90" DIA. WATER MAIN
36	96" DIA. WATER MAIN
37	102" DIA. WATER MAIN
38	108" DIA. WATER MAIN
39	114" DIA. WATER MAIN
40	120" DIA. WATER MAIN
41	126" DIA. WATER MAIN
42	132" DIA. WATER MAIN
43	138" DIA. WATER MAIN
44	144" DIA. WATER MAIN
45	150" DIA. WATER MAIN
46	156" DIA. WATER MAIN
47	162" DIA. WATER MAIN
48	168" DIA. WATER MAIN
49	174" DIA. WATER MAIN
50	180" DIA. WATER MAIN
51	186" DIA. WATER MAIN
52	192" DIA. WATER MAIN
53	198" DIA. WATER MAIN
54	204" DIA. WATER MAIN
55	210" DIA. WATER MAIN
56	216" DIA. WATER MAIN
57	222" DIA. WATER MAIN
58	228" DIA. WATER MAIN
59	234" DIA. WATER MAIN
60	240" DIA. WATER MAIN
61	246" DIA. WATER MAIN
62	252" DIA. WATER MAIN
63	258" DIA. WATER MAIN
64	264" DIA. WATER MAIN
65	270" DIA. WATER MAIN
66	276" DIA. WATER MAIN
67	282" DIA. WATER MAIN
68	288" DIA. WATER MAIN
69	294" DIA. WATER MAIN
70	300" DIA. WATER MAIN
71	306" DIA. WATER MAIN
72	312" DIA. WATER MAIN
73	318" DIA. WATER MAIN
74	324" DIA. WATER MAIN
75	330" DIA. WATER MAIN
76	336" DIA. WATER MAIN
77	342" DIA. WATER MAIN
78	348" DIA. WATER MAIN
79	354" DIA. WATER MAIN
80	360" DIA. WATER MAIN
81	366" DIA. WATER MAIN
82	372" DIA. WATER MAIN
83	378" DIA. WATER MAIN
84	384" DIA. WATER MAIN
85	390" DIA. WATER MAIN
86	396" DIA. WATER MAIN
87	402" DIA. WATER MAIN
88	408" DIA. WATER MAIN
89	414" DIA. WATER MAIN
90	420" DIA. WATER MAIN
91	426" DIA. WATER MAIN
92	432" DIA. WATER MAIN
93	438" DIA. WATER MAIN
94	444" DIA. WATER MAIN
95	450" DIA. WATER MAIN
96	456" DIA. WATER MAIN
97	462" DIA. WATER MAIN
98	468" DIA. WATER MAIN
99	474" DIA. WATER MAIN
100	480" DIA. WATER MAIN



D3 ENLARGED BOTTLE RETURN UTILITIES  
SCALE: 1" = 30'  
A11C000



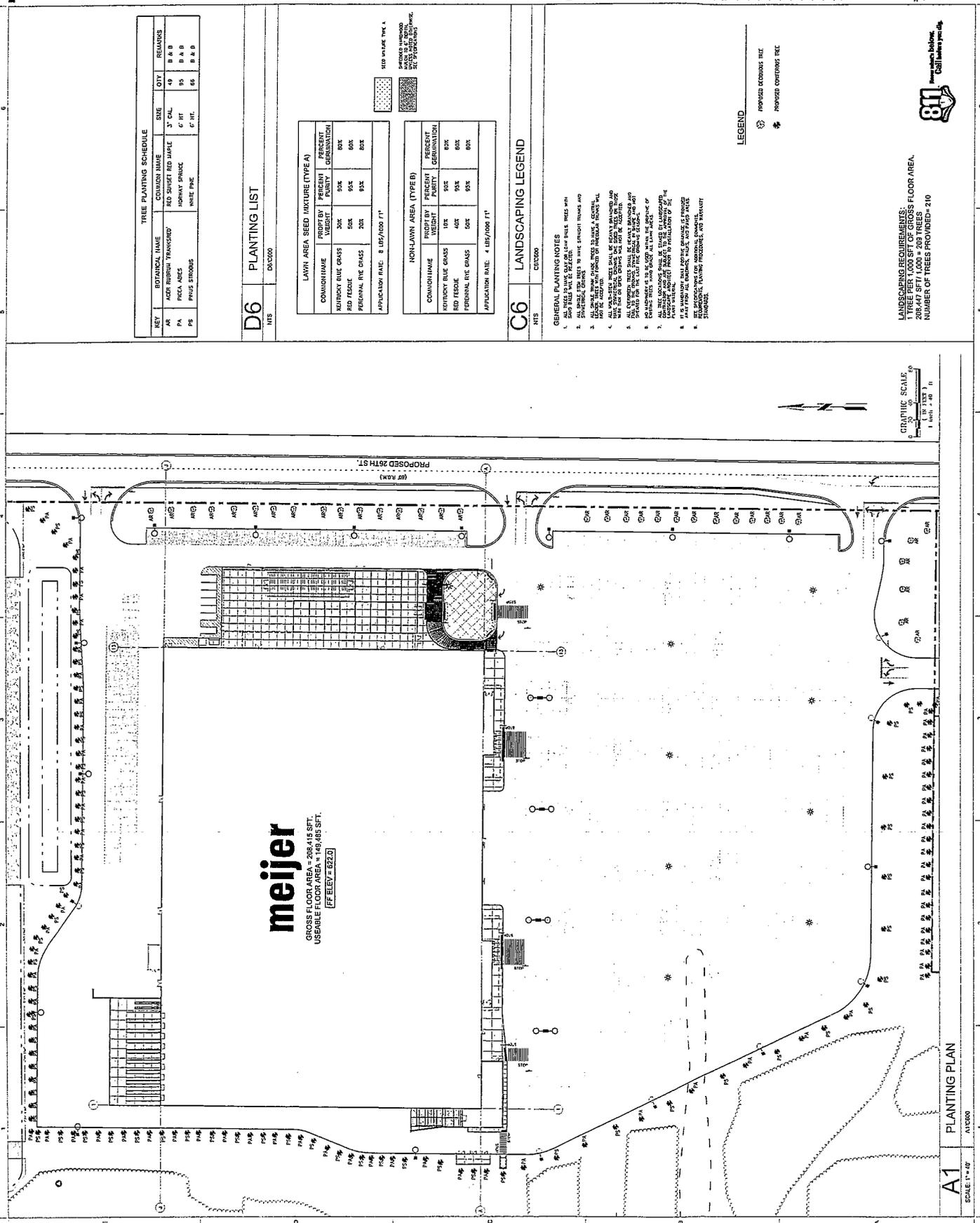
D1 ENLARGED CONVENIENCE STORE UTILITIES  
SCALE: 1" = 30'  
A11C000



A1 SANITARY SEWER PROFILE  
SCALE: 1" = 30'  
A11C001







**meijer**  
 GROSS FLOOR AREA = 208,418 SFT.  
 USABLE FLOOR AREA = 143,163 SFT.  
 FF ELEV = 522.0

**TREE PLANTING SCHEDULE**

KEY	BOTANICAL NAME	COMMON NAME	SIZE	QTY	REMARKS
AR	RED BURBARK TRANSPARENT	RED SUNSET RED MAPLE	3" CAL	49	B & B
PA	PRINCE ARBORS	HORWAY SPRUCE	6" HT.	95	B & B
PS	PRINCE STRONGS	WHITE PINE	6" HT.	66	B & B

**D6** PLANTING LIST  
 NTS  
 DS1/000

**LAWN AREA SEED MIXTURE (TYPE A)**

COMMON NAME	PRODT BY	PERCENT	PERCENT
		SEED	GERMINATION
KENTUCKY BLUE GRASS	100	90%	90%
RED FESCUE	500	90%	90%
PERENNIAL RYE GRASS	200	90%	90%

APPLICATION RATE: 8 LBS/1000 FT<sup>2</sup>

**NON-LAWN AREA (TYPE B)**

COMMON NAME	PRODT BY	PERCENT	PERCENT
		PURITY	GERMINATION
KENTUCKY BLUE GRASS	100	90%	90%
RED FESCUE	400	90%	90%
PERENNIAL RYE GRASS	500	90%	90%

APPLICATION RATE: 4 LBS/1000 FT<sup>2</sup>

**C6** LANDSCAPING LEGEND  
 NTS  
 CS1/000

- GENERAL PLANTING NOTES**
1. ALL TREES SHALL BE PLANTED WITH PROPER SPACING AND MAINTENANCE.
  2. ALL TREES SHALL BE PLANTED WITH PROPER SOIL AND FERTILIZATION.
  3. ALL TREES SHALL BE PLANTED WITH PROPER MULCHING AND WATERING.
  4. ALL TREES SHALL BE PLANTED WITH PROPER PRUNING AND TRAINING.
  5. ALL TREES SHALL BE PLANTED WITH PROPER STAKING AND SUPPORT.
  6. ALL TREES SHALL BE PLANTED WITH PROPER LABELING AND IDENTIFICATION.
  7. ALL TREES SHALL BE PLANTED WITH PROPER RECORDING AND DOCUMENTATION.
  8. ALL TREES SHALL BE PLANTED WITH PROPER PROTECTION AND SECURITY.
  9. ALL TREES SHALL BE PLANTED WITH PROPER IRRIGATION AND DRAINAGE.
  10. ALL TREES SHALL BE PLANTED WITH PROPER MAINTENANCE AND CARE.

- LEGEND**
- PROPOSED OCCUPANCY TREE
  - PROPOSED CONFIRMED TREE

**LANDSCAPING REQUIREMENTS:**  
 208,418 SFT FLOOR AREA  
 208,418 SFT FLOOR AREA  
 NUMBER OF TREES PROVIDED = 210

**A1** PLANTING PLAN  
 SCALE: 1" = 40'  
 A1/000

**meijer**  
 MEIJER DS1.9 ECB

2200 WALKER AVENUE  
 SUITE 100  
 BIRMINGHAM, AL 35202

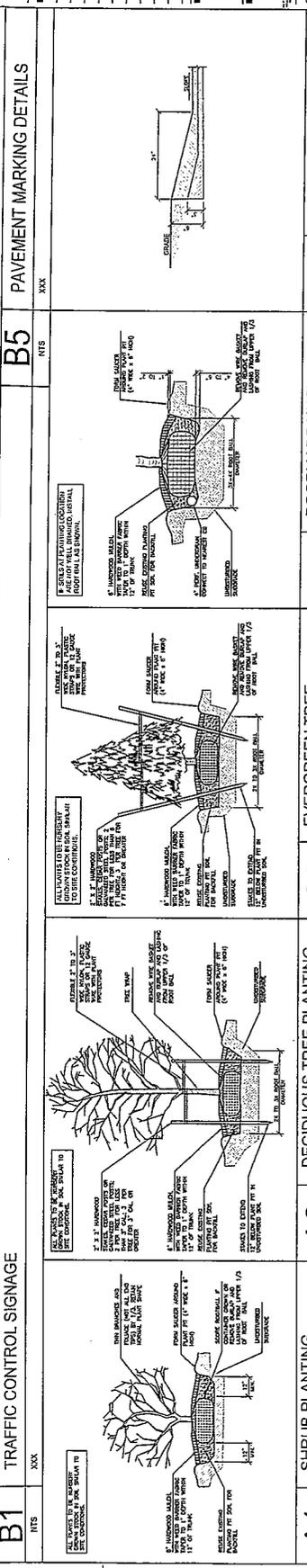
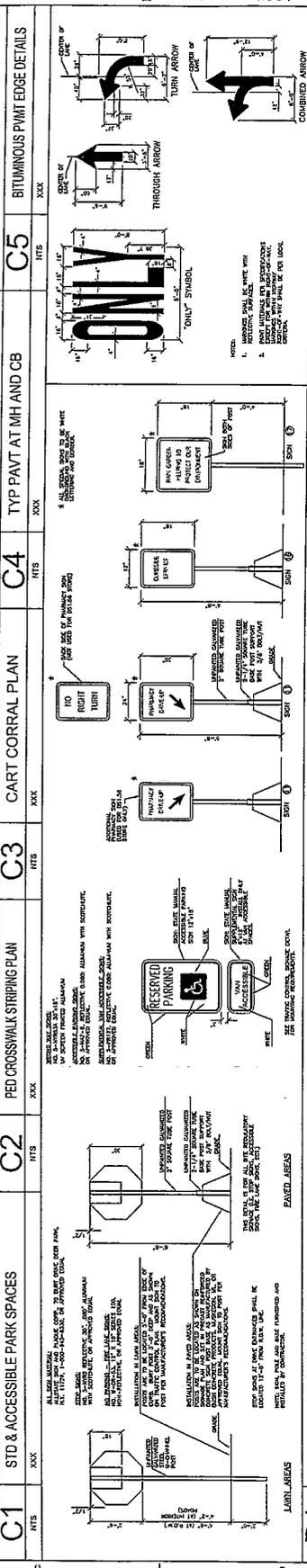
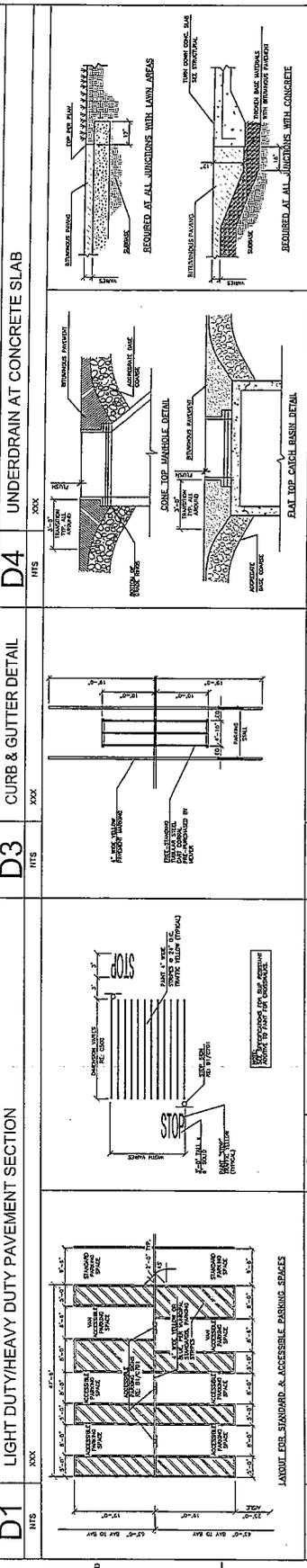
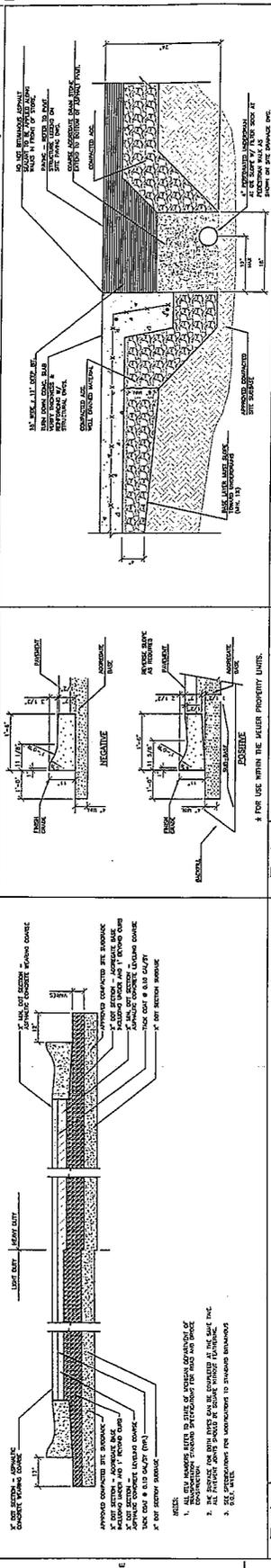
**ECB** 2014 RED WOODS  
 ESCORTMENT, AL 35202

NO.	DATE	DESCRIPTION
1	02/27/14	SUBMITTAL
2	02/27/14	REVISION
3	02/27/14	REVISION

**LANDSCAPE PLAN**  
 C600  
 1200-1450







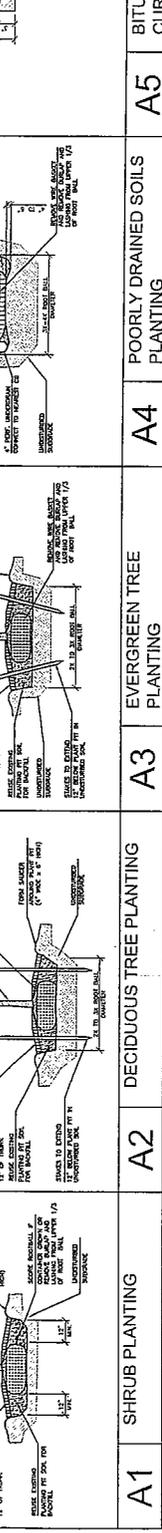
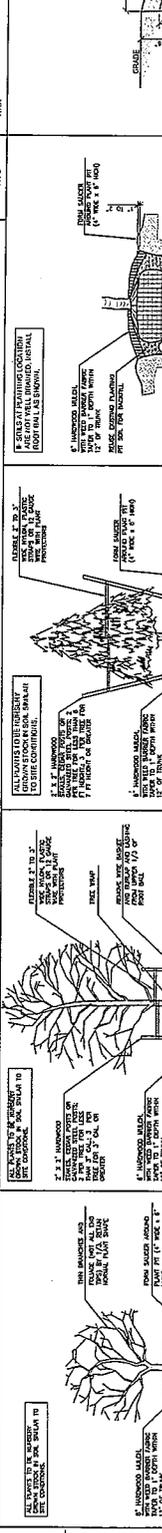
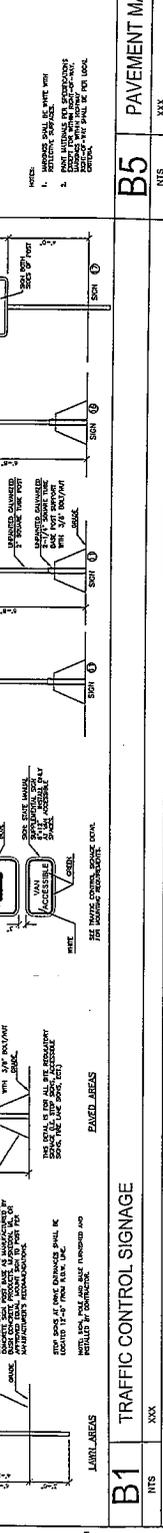
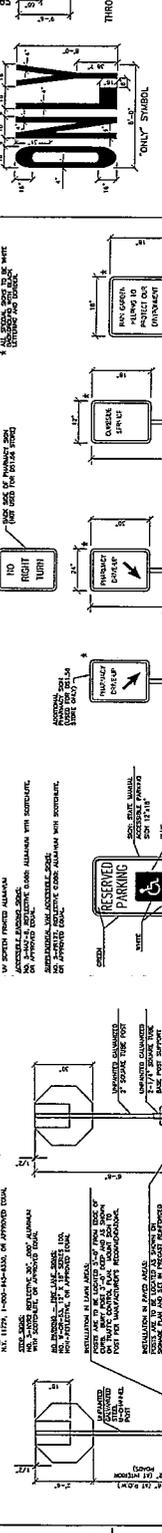
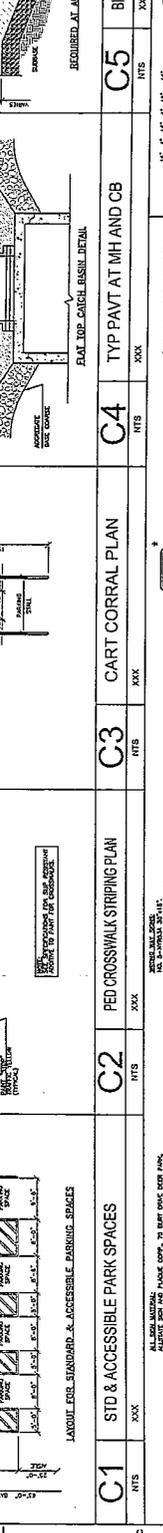
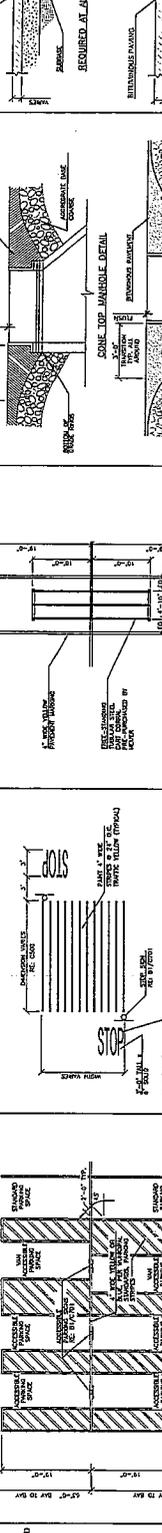
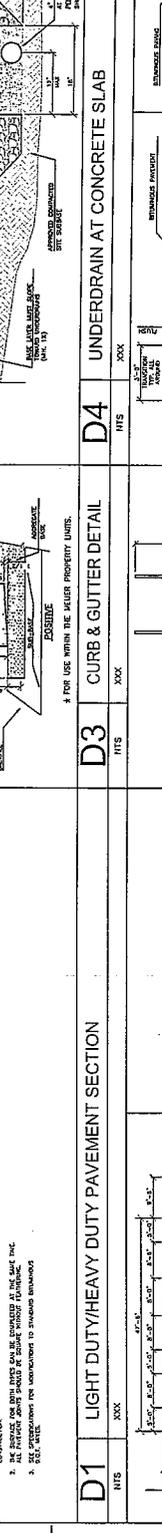
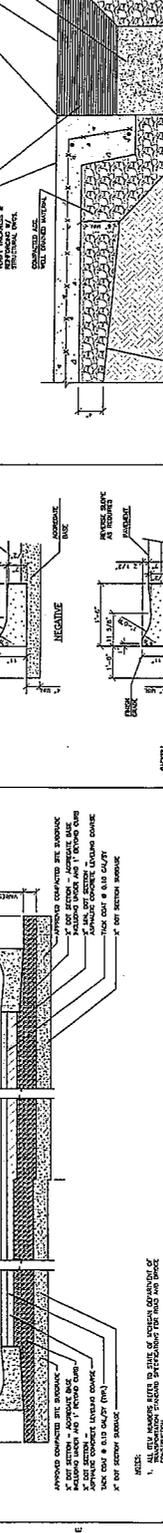
**meijer**  
MEIJER DS1.9 ECB  
2015 WALKER AVENUE  
GRAND RAPIDS, MICHIGAN 49504  
CALL 616-445-1111

**ECB**  
2015 3RD AVENUE  
ESCHONDA, IL 60125

1	SKY-BRICK	08/24/14
2	ISSUE PLAN	08/24/14
3	REVIEW	08/28/14

**DETAILS**  
C701  
08/28/14  
08/28/14  
08/28/14  
08/28/14

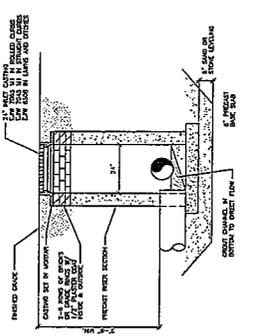
**B1 TRAFFIC CONTROL SIGNAGE**



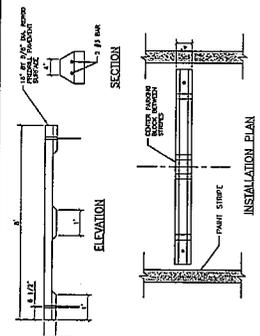
1	ISSUE	10/22/14
2	REVISION	02/18/15
3	REVISION	02/18/15
4	REVISION	02/18/15
5	REVISION	02/18/15

UP CONTRACTORS & ARCHITECTS, INC.  
10000 WALKER AVENUE  
GRAND HAVEN, MI 49424  
616-556-6111

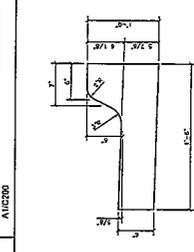
**DETAILS**  
LGN  
GAWESJ  
C702  
02/18/15  
02/18/15  
02/18/15



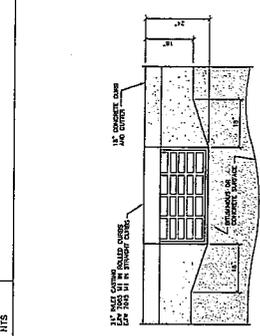
**D4** 24" DIA. CATCH BASIN  
NTS



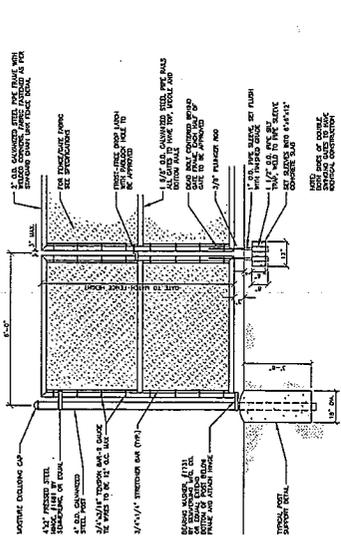
**C4** PRECAST CONCRETE PARKING BLOCK  
NTS



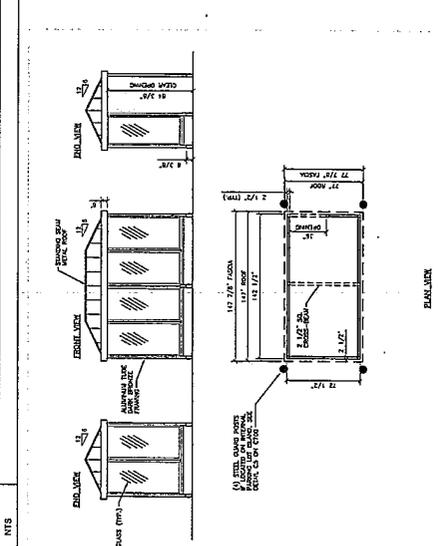
**B4** STRAIGHT CURB  
NTS



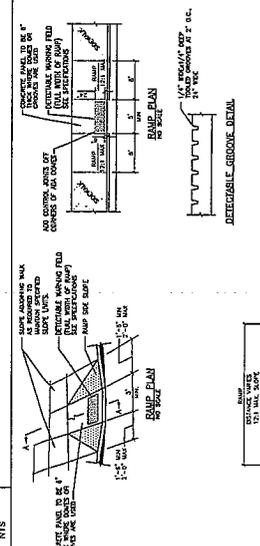
**A4** CURB TRANSITION DETAIL  
NTS



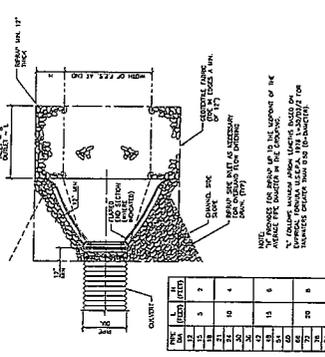
**D2** DOUBLE GATE CHAIN LINK FENCE DETAIL  
NTS



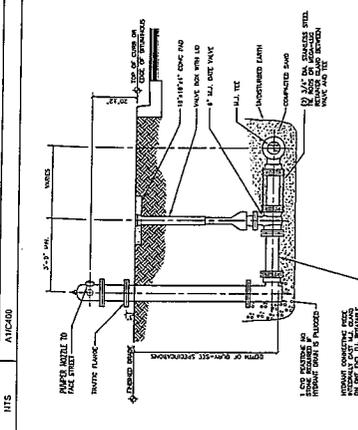
**B2** SMOKING SHELTER / BUS SHELTER  
NTS



**A2** SIDEWALK RAMP DETAILS  
NTS



**B5** RIPRAP END TREATMENT DETAIL  
NTS

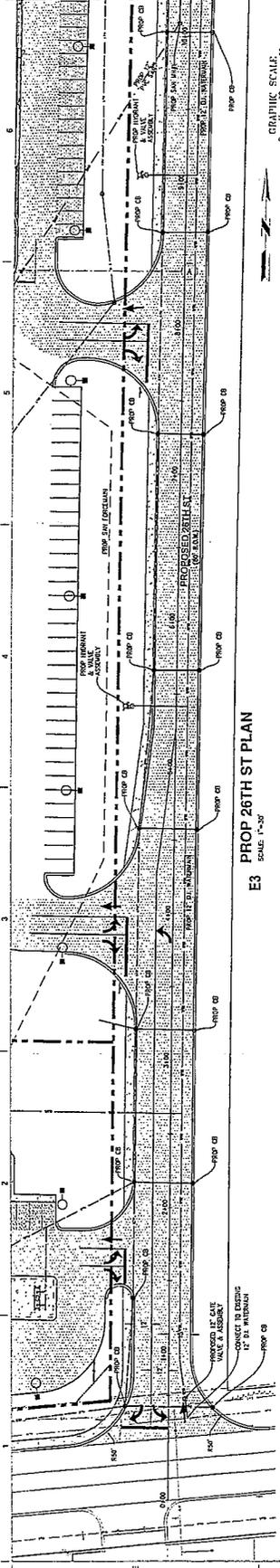


**A5** HYDRANT ASSEMBLY DETAIL  
NTS

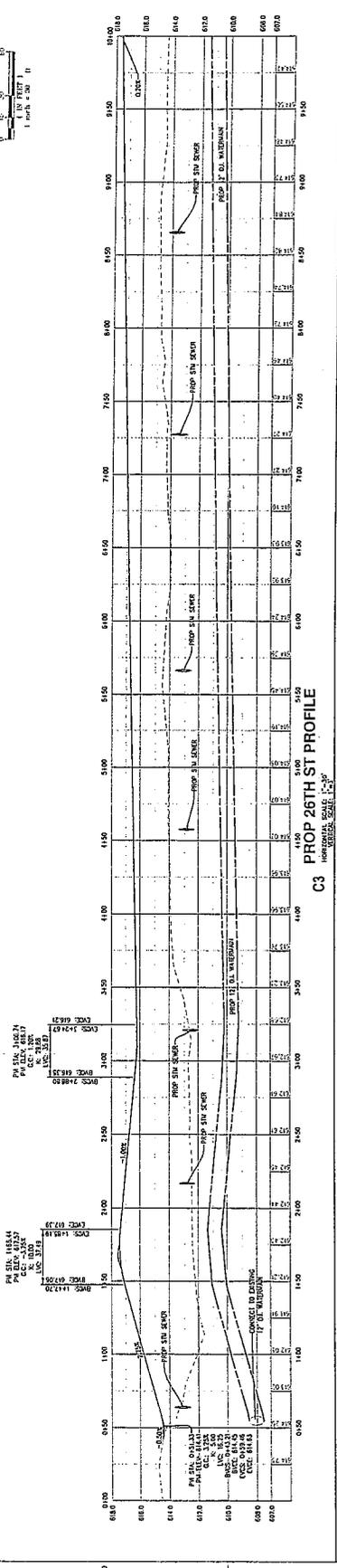
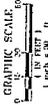




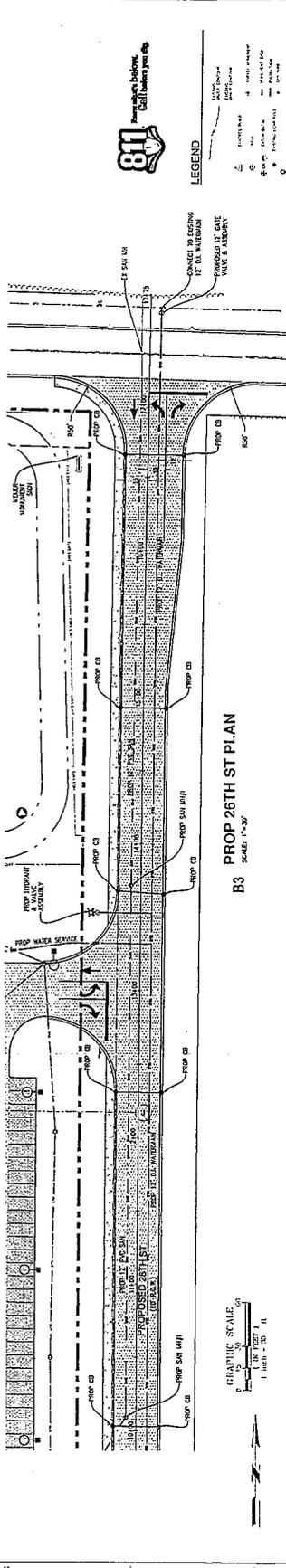




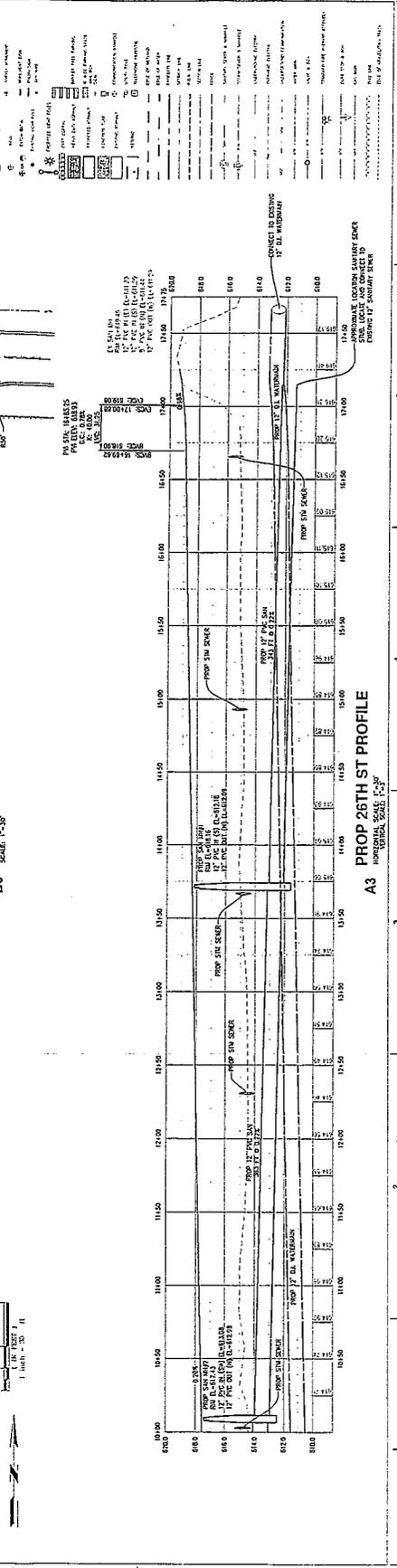
**E3 PROP 26TH ST PLAN**  
SCALE: 1"=30'



**C3 PROP 26TH ST PROFILE**  
HORIZONTAL SCALE: 1"=30'  
VERTICAL SCALE: 1"=3'



**B3 PROP 26TH ST PLAN**  
SCALE: 1"=30'



**A3 PROP 26TH ST PROFILE**  
HORIZONTAL SCALE: 1"=30'  
VERTICAL SCALE: 1"=3'



MEIJER DS1.9 ECB

2328 WALKER AVENUE  
GRAND RAPIDS, MICHIGAN 49504  
(616) 526-9711

ECB 20TH & 3RD AVENUE  
ESCAMBIA, MI 49829

- 1 SKETCH 02/24/14
- 2 AS-1 PLAN 10/22/14
- 3 REVIEW 03/19/15

NO.	DATE	DESCRIPTION
1	02/24/14	SKETCH
2	10/22/14	AS-1 PLAN
3	03/19/15	REVIEW

PROPOSED 26TH ST. PLAN & PROFILE  
 LIGHT  
 GRADE  
 C900  
 15% MAXIMUM SLOPE

NO.	DATE	DESCRIPTION
1	02/24/14	SKETCH
2	10/22/14	AS-1 PLAN
3	03/19/15	REVIEW

LEGEND  
 PROPOSED 12\"/>



March 2, 2015

ESCANABA PLANNING COMMISSION  
ESCANABA MICHIGAN 49829

Dear Property Owner/Occupant:

A scheduled meeting of the Escanaba Planning Commission has been scheduled for March 18, 2015, at 6:00 p.m. at the Catherine Bonifas Civic Center, 225 North 21<sup>st</sup> Street. The following item will be on the agenda:

**SITE PLAN REVIEW – 505 North 26<sup>th</sup> Street – Meijer, Inc.**

Meijer, Inc. is proposing to construct a 208,447 s.f. retail, grocery facility and gas station at property owned and/or controlled by Marvin R. Pouliot & Frank Stropich, a Michigan Co-partnership.

You are cordially invited to attend this meeting should you have any comments concerning this project. If you have comments, but are unable to attend this meeting, please submit your written comments to the City of Escanaba Planning Commission prior to March 18, 2015. All written and signed comments will be read into the public record.

The City of Escanaba will provide all necessary, reasonable aids and services, such as signers for the hearing impaired and audio tapes of printed materials being considered at the meeting to individuals with disabilities at the meeting/hearing upon five (5) days notice to the City of Escanaba. Individuals with disabilities requiring auxiliary aids or services should contact the City of Escanaba by writing or calling the City of Escanaba at (906) 786-9402. A copy of the proposed site plan for the referenced project can be viewed at City Hall, Second Floor, 410 Ludington Street, Escanaba, MI, Monday through Friday, 7:30 a.m. to 4:00 p.m.

Sincerely,

Patrick Connor, Chairperson  
Escanaba Planning Commission

PROOF OF SERVICE - MAILING  
This document was enclosed in  
sealed envelope, first class postage  
fully prepaid, and deposited in the  
US Government Mail.  
Address (s) of Property  
Domenec Escanaba  
John SDI of Project  
Mailing Date: 3/2/15  
Mailed To By: KP

**Mission Statement:**



Enhancing the enjoyment and livability of our community by providing quality municipal services to our citizens.  
*The City of Escanaba is an equal opportunity employer and provider.*





ESCANABA DELTA MALL LLC  
AMICUS MANAGEMENT  
977 ADA PLACE DRIVE  
GRAND RAPIDS, MI 49546

PENINSULA FEDERAL CU  
301 NORTH 30TH STREET  
ESCANABA, MI 49829

SHOPKO PROP SPE #16  
2530 1ST AVENUE NORTH  
ESCANABA, MI 49829

CITY OF ESCANABA  
410 LUDINGTON STREET  
ESCANABA, MI 49829

POULIOT M & STROPICH F  
7124 P ROAD  
GLADSTONE, MI 49837

DAGENAIS REAL ESTATE INC  
1505 NORTH LINCOLN ROAD  
ESCANABA, MI 49829

LINCOLN ESTATES INC  
7508 CLUBHOUSE DRIVE  
GLADSTONE, MI 49837

DAGENAIS REAL ESTATE INC  
1505 NORTH LINCOLN ROAD  
ESCANABA, MI 49829

CLASSIC AUTO COLLISION INC  
2702 3RD AVENUE NORTH  
ESCANABA, MI 49829

DELTA COUNTY  
310 LUDINGTON STREET  
ESCANABA, MI 49829

HALBINSEL VOLKSWAGON INC  
200 NORTH 30TH STREET  
ESCANABA, MI 49829

DAGENAIS REAL ESTATE INC  
1505 NORTH LINCOLN ROAD  
ESCANABA, MI 49829

DELTA COUNTY  
310 LUDINGTON STREET  
ESCANABA, MI 49829

POLOWSKI ROBERT G & DIANE G  
2720 1ST AVENUE NORTH  
ESCANABA, MI 49829

DAGENAIS REAL ESTATE INC  
1505 NORTH LINCOLN ROAD  
ESCANABA, MI 49829

CITY OF ESCANABA  
410 LUDINGTON STREET  
ESCANABA, MI 49829

DAGENAIS REAL ESTATE INC  
1505 NORTH LINCOLN ROAD  
ESCANABA, MI 49829

*Walmart  
601 NLR*

CITY OF ESCANABA  
P O BOX 948  
ESCANABA, MI 49829

CARNE WILLARD & ARLENE  
2700 1ST AVENUE NORTH  
ESCANABA, MI 49829

*tenant  
2720 1st Av  
#1-5*

CC VIII OPERATING LLC  
401 NORTH 30TH STREET  
ESCANABA, MI 49829

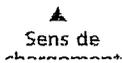
NATIONAL RETAIL PROPERTIES LP  
RYAN LLC  
PO BOX 56607  
ATLANTA, GA 30343

SANDS MIKE MANAGEMENT INC  
331 NORTH 30TH STREET  
ESCANABA, MI 49829

ESCANABA DELTA MALL LLC  
AMICUS MANAGEMENT  
977 ADA PLACE DRIVE  
GRAND RAPIDS, MI 49546

MENARDS INC #3256  
3300 LUDINGTON STREET  
ESCANABA, MI 49829

MILLS ELAINE ETAL  
5983 NORWAY PINE 19.65 LN  
GLADSTONE, MI 49837





**CITY OF ESCANABA  
PLANNING COMMISSION**

At a meeting of the Escanaba Planning Commission scheduled for March 18, 2015, at 6:00 p.m. at the Catherine Bonifas Civic Center, 225 North 21<sup>st</sup> Street, Escanaba, MI 49829, a public hearing will be conducted on the following:

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**2015-2020 Capital Improvement Plan**

Annually, a Capital Improvement Plan (CIP) of public structures and improvements must be created by the Administration and brought before the Escanaba Planning Commission for public hearing. A public hearing of the 2015-2020 Capital Improvement Plan will be conducted.

You are cordially invited to attend this meeting should you have any comments concerning any of the agenda items. If you have comments, but are unable to attend this meeting, please submit your written concerns to the City of Escanaba, P.O. Box 948, 410 Ludington Street, Escanaba, MI 49829, prior to March 18, 2015. All written correspondence will be entered into the public record.

Patrick Connor, Chairperson  
Escanaba Planning Commission

---

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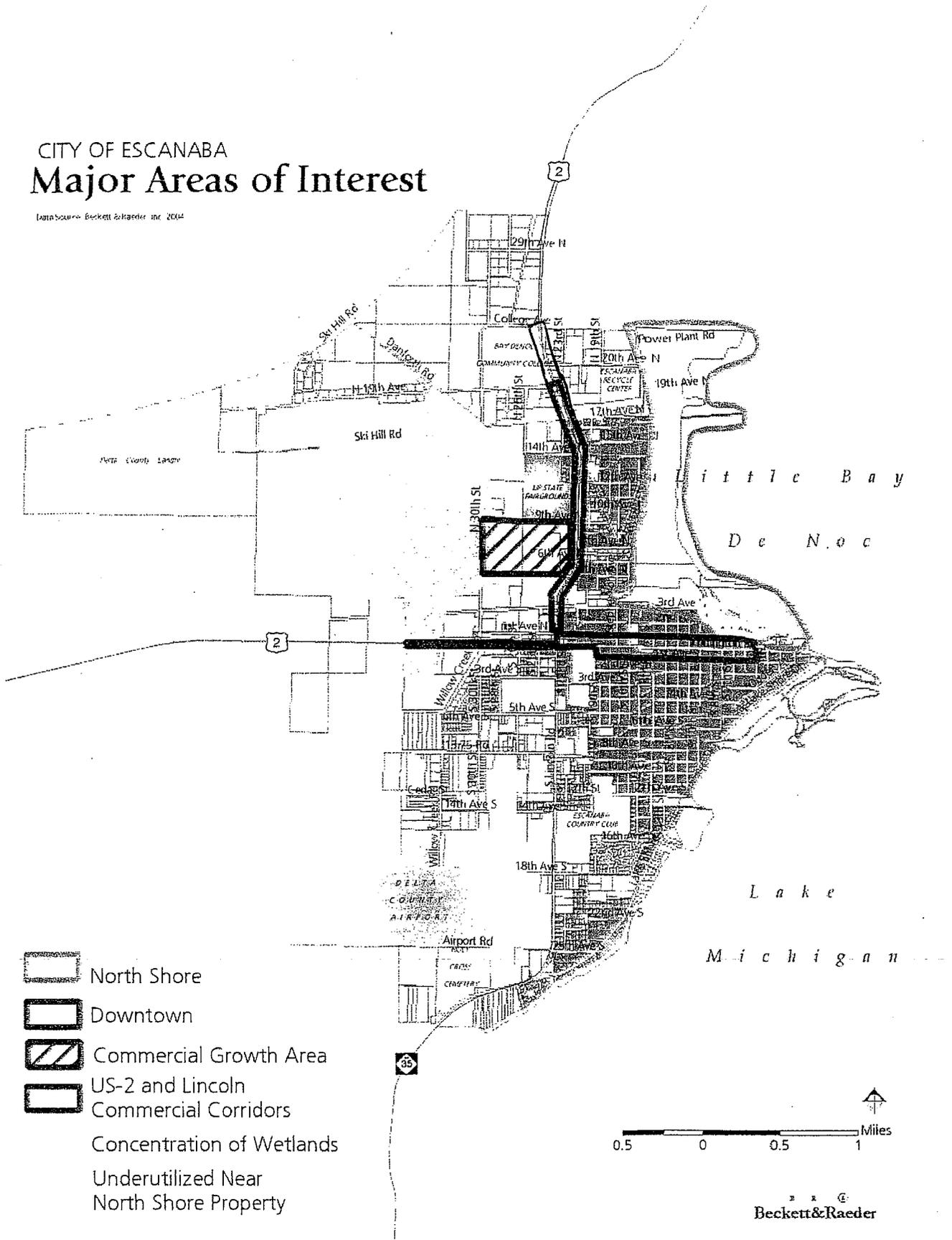
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Patrick Connor, Chairperson  
Escanaba Planning Commission

3/6/15

# CITY OF ESCANABA Major Areas of Interest

Data Source: Beckett & Raeder Inc. 2004



**E3 Regional Retail Hub****Short Term**

There is sufficient land in the City along Lincoln Road (US-2) to accommodate regional retail big boxes. These uses can be aggregated in one defined area west of US-2 between 6<sup>th</sup> Ave North and 9<sup>th</sup> Avenue North. It is recommended that 6<sup>th</sup> Ave. North and 9<sup>th</sup> Avenue North be extended westerly to connect with N 30<sup>th</sup> Street in order to accommodate traffic utilizing these facilities.

**E4 Downtown / Waterfront Linkage****Short Term**

The Downtown Waterfront area has the highest potential for mixed-use redevelopment. When the site is redeveloped, appropriate measures such as streetscape connections should be incorporated into the design and development to connect with downtown. Further, building uses, which share patrons, should be strongly encouraged. These would include restaurants, lodging facilities, and residential uses.

**E5 Expand Use of the UP State Fairgrounds**  
**Short Term**

Establish a zoning district along the commercial frontage area of the UP State Fairgrounds that targets development of uses, which complement the fairground activities such as restaurants and entertainment venues.

**E6 Downtown Streetscape****Short Term**

Implement the proposed streetscape design along Ludington Street in the downtown area.

**E7 Retail / Entertainment Anchors for Downtown****Short Term**

The encouragement of retail and entertainment anchors in the downtown ties in with the reorganization of the downtown into definable districts. Downtowns have a difficult time competing with regional and national franchise stores but they seem to excel in specialty retail, restaurants, and entertainment businesses. Ludington Street between 9<sup>th</sup> and 15<sup>th</sup> Streets is designated, as the retail core of the downtown and recruitment efforts through the Downtown Development Authority should focus on these types of sustainable businesses.

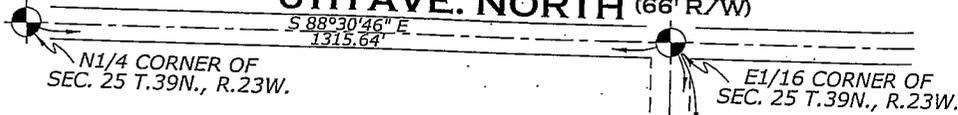
**E8 Convention Center****Short Term**

Perform a feasibility study to assess the market demand for a Conference Center and Hotel located along the waterfront in the North Shore Redevelopment Area adjacent to downtown.

**E9 Professional Business Park at the Delta County Airport****Short Term**

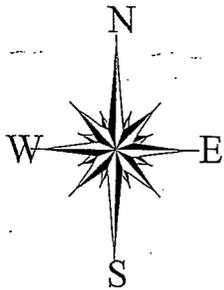
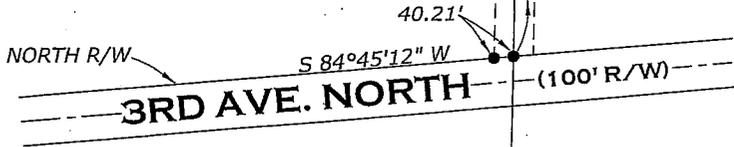
The renaissance zone within the Delta County Airport should be developed as a planned business park, which encourages a mix of professional office, research, and light manufacturing with standardized designed guidelines.

**6TH AVE. NORTH (66' R/W)**



**FUTURE NORTH 26TH STREET**

**Plat of Survey of  
Part of NE1/4 of  
Section 25 T.39N., R.23W.  
City of Escanaba  
Delta County, Michigan**



SCALE: 1"=300'

SURVEY FOR	CITY OF ESCANABA	JOB NUMBER	07266-0709
SUBJECT	ALIGNMENT SURVEY		
DATE OF SURVEY	SEPTEMBER 18, 2007		
DATE OF MAPPING	SEPTEMBER 19, 2007		
CERTIFICATE OF SURVEY TO:	CITY OF ESCANABA		
	I, TERENCE S. WANIC, A PROFESSIONAL SURVEYOR IN THE STATE OF MICHIGAN, HEREBY CERTIFY; THAT I HAVE MADE A SURVEY OF THE ABOVE DESCRIBED LANDS, THAT IRON MONUMENTS, TOGETHER WITH THOSE FOUND HAVE BEEN PLACED OR LOCATED AT THE POSITIONS INDICATED HEREON, THAT THERE ARE NO VISIBLE PHYSICAL ENCROACHMENTS EITHER WAY ACROSS PROPERTY LINES, EXCEPT AS SHOWN, THAT THE RELATIVE ERROR OR CLOSURE OF THE UNADJUSTED FIELD MEASUREMENTS OF THE SURVEY IS LESS THAN THE RATIO OF 1 PART IN 10,000.		
	TERENCE S. WANIC, Professional Surveyor No. 44296		

**LEGEND**

- INDICATES A LINE NOT DRAWN TO SCALE
- IRON MONUMENTS SET
- IRON MONUMENTS FOUND
- CONC. MONUMENTS SET
- CONC. MONUMENTS FOUND
- CHISELED CROSS IN CONCRETE
- MEASURED DISTANCE AND/OR BEARINGS
- RECORDED DISTANCE AND/OR BEARINGS
- SECTION CONTROL CORNERS

**TERENCE S. WANIC**  
 1410 Ludington Street  
 Escanaba, Michigan 49829  
 Phone (906)786-1755,  
 Fax 786-6487

LAND SURVEYORS, P.C.

ESCANABA PLANNING COMMISSION RECOMMENDED  
CAPITAL IMPROVEMENT PLAN  
FISCAL YEAR 2015-2020

What is the Capital Improvement Program?

ADH 2  
3/18/15

The City's Capital Improvement Program (CIP) is a multi-year planning instrument that drives the evaluation in identification of capital infrastructure projects in need of renovation, repair and/or construction. Capital projects range from road maintenance, road construction to the renovation of municipal facilities, to watermain and sewage system repair. The CIP relates these capital project needs to the financial sources that will support the realization and the timeframe in which both the financing and work will take place. The CIP is designed to report to City Council, the public, City Staff, and other interested parties the capital management and planning strategies of the City. To guide the City in making necessary physical public improvements, Chapter 21 Planning, of the Code of Ordinances and the Michigan Planning Enabling Act, P.A. 33 of 2008, as amended, requires the Planning Commission to annually prepare a recommended Capital Improvement Program (CIP). A capital improvement is any improvement and direct engineering cost which involves the construction, purchase, or renovation and/or replacement of a public way, space, building, structure, or utility. A capital improvement must have a useful life of five or more years. A capital improvement is not a recurring capital outlay expense item (such as a motor vehicle or a fire engine) or a general maintenance expense.

In considering the many benefits of capital improvement programming, it is important to highlight the fact that this document should be considered fluid and referenced as a guide for future growth and development. Most importantly, the proposed list of capital projects must reflect the overall goals and vision of the adopted Community Master Plan.

**Elements of a good Capital Improvement Plan.**

1. A good plan provides a means for coordinating and consolidating various departmental requests, thereby preventing duplication of projects and equipment.
2. A good plan establishes a system of examining and prioritizing the needs of the City, assuring that the most essential improvements are provided first.
3. A good plan provides an important implementation device for growth management.
4. A good plan coordinates physical planning with financial planning, allowing maximum benefit from available public funds.
5. A good plan allows sufficient time for investigation of project financing and implementation measures and proper technical design.
6. A good plan coordinates an equitable distribution of public improvements throughout the City.

**PLANNING COMMISSION CAPITAL IMPROVEMENT PLAN EVALUATION STANDARDS.**

- When reviewing the proposed projects the planning commission should at a minimum consider the following issues:
- \* The project must be in conformance with the Master Plan, development policies of the city, and goals and objectives of the community.
  - \* The project must be necessary to correct a dangerous and/or blighting condition.
  - \* The project must be necessary to protect public health and/or safety.
  - \* The project must be necessary to implement a priority housing or economic development project or opportunity.
  - \* The project directly supports a priority City program.
  - \* The project fulfills a State or Federal mandate.
  - \* The project fulfills an approved, prior commitment of City funds.
  - \* Adequate project details and justification have been provided.
  - \* The project provides for the renewal and replacement of, and improvements to, existing public infrastructure and physical assets.
  - \* The project implements the Goals, Objectives, and Policies of other Plan Elements of the Master Plan.
  - \* The project is desirable in that it will enhance the desirability of the City of Escanaba as a place to live and invest.

Planning Commission Recommended Approval: \_\_\_\_\_

**CITY MANAGER'S CAPITAL IMPROVEMENT OBJECTIVES:**

- \* Make Escanaba a safe, viable and progressive City.
- \* Increase transportation, recreation and other public improvement opportunities for the citizens of Escanaba and visitors to Escanaba.
- \* Strengthen Escanaba's economy by increasing the tax base of the community so new growth can occur and the existing tax base can expand.
- \* Make City Government more responsive, accountable and cost-effective.
- \* Eliminate and/or correct public hazards and/or existing deficiencies within the City.

**PRIORITY ASSESSMENT RATING SYSTEM:**

1. **MANDATORY/CRITICAL** The project is operationally essential for the well-being and advancement of the community.
2. **NECESSARY** The project is a high priority for the advancement of the community.
3. **DESIRED** The project is not necessarily critical or necessary (but desired) in the community.
4. **OPPORTUNITY** The project cannot be funded under current economic conditions, but are desired provided a funding source becomes available.

**SIGNIFICANT REVENUE SOURCES:**

General Fund - The General Fund is the general operating fund of the City. It is used to account for all financial resources except those required to be accounted for in another fund.

Major Street Fund - This fund accounts for revenues and expenditures in connection with the street system designated as major streets by the State of Michigan. This fund is required under state law.

Local Street Fund - This fund accounts for revenues and expenditures in connection with the street system designated as local streets by the State of Michigan. This fund is required under state law.

Brownfield Fund - This fund accounts for the revenues and expenditures in connection with developing and maintaining contaminated properties in the Brownfield zone (city-wide). The major source of revenue is tax assessed on the growth and development of properties within the plan.

Grants Fund - This fund accounts for revenues from various sources, including City matching shares, received under one-time grants. Expenditures are restricted to accomplishing the goals as defined in the individual grant offers.

Land Development Fund - This fund accounts for revenues and expenditures in connection with the development and sale of City-owned land. It was established to provide on-going financing for water, sewer, storm sewer and street development on City-owned properties.

Gas Retirement Fund - This fund accounts for funds received from the sale of the City's gas utility in June 1965 to Michigan Consolidated Gas Company. By a vote referendum on November 2, 1965, the City is prohibited from expending any principal resulting from the sale. Additionally, the interest earned from the investment of the principal must be spent on "capital improvements" only.

Electric Utility Fund - This fund is used to record the operations of an electrical system.

Water Utility Fund - This fund is used to record the operations of a water system.

Wastewater Utility Fund - This fund is used to record the operations of a wastewater system.

Marina Fund - This fund is used to record the operations of a marina.

Downtown Development Authority Fund - This fund is used to record the operations of the Downtown Development Authority.

**CAPITAL IMPROVEMENT PLAN 2015-16**

FISCAL YEAR	PROPOSED ACTIVITY	FUND DESCRIPTION	OPINION OF COST	PRIORITY	REQUESTED BUDGETED AMOUNT	ACTUAL BUDGETED AMOUNT
2015-16	<b>Resurfacing and Curb Repair City Wide – Major Streets</b> Description: The City has a responsibility to maintain, resurface and curb streets as they become deteriorated throughout the community. Routine resurfacing and curbing repairs as required. Street evaluation, prioritization, ranking and surface treatment type will be determined at a later date and a public hearing before the Planning Commission will be conducted prior to June 30, 2015.	Major Street Fund General Fund	\$100,000	1	\$100,000	
2015-16	<b>Resurfacing and Curb Repair City Wide – Local Streets</b> Description: The City has a responsibility to maintain, resurface and curb streets as they become deteriorated throughout the community. Routine resurfacing and curbing repairs as required. Street evaluation, prioritization, ranking and surface treatment type will be determined at a later date and a public hearing before the Planning Commission will be conducted prior to June 30, 2015.	Local Street Fund General Fund	\$100,000	1	\$100,000	
2015-16	<b>Sidewalk Repair and Maintenance Program - City Wide</b> Description: Routine repair and maintenance of existing sidewalk is needed City wide.	General Fund	\$5,000	1	\$5,000	
2015-16	<b>West Side Cross Country/Snow Shoeing/Hiking Recreational Trail Upgrades</b> Description: Look to upgrade the non-motorized recreational trail system and improve the conditions of the trail where possible. With significant increase in activity over the past couple of years, the City is also looking to relocate the current trail head to behind the Rod and Gun Club or by the Comfort Suites off of US 2-41. The increased activity has created a safety concern at the current trail head location.	Land Development Fund Private Donations Grants	\$2,500	3	\$2,500	
2015-16	<b>DDA District Curb Repair Program</b> Description: Funding to be allocated to repair most critical infrastructure repairs in the DDA District which could include street resurfacing, curb, brick pavers, sidewalk, and tree related problems-removal/replacement. Project evaluations, prioritization and ranking will be determined at a later date at a public hearing before the Downtown Development Authority Board of Trustees and Planning Commission.	DDA	\$25,000	1	\$25,000	
2015-16	<b>Downtown Building Facade Improvement Program - Rehabilitation</b> Description: Commercial building facades (located within the DDA District) will be upgraded and improved. Through these renovations, the City/DDA hopes to stimulate economic growth and redevelopment and add on improved visual quality of existing commercial properties.	DDA/Grants /Private Funds	\$400,000	1	\$0	

2015-16	<b>Downtown Building Facade Improvement Program- Design Services</b> Description: Commercial building facades (located within the DDA District) will be upgraded and improved. Through these renovations, the City/DDA hopes to stimulate economic growth and redevelopment and add on improved visual quality of existing commercial properties.	DDA Funds	\$25,000	1	\$25,000	
2015-16	<b>Downtown Property Acquisition, Purchase and Demolition Program</b> Description: Funding will be set aside for opportunity property acquisition, clearance/demolition and blight elimination with the intent to reuse, rebuild, repurpose or preserve future uses of the property. Additionally, funding is being set aside for property acquisition to accommodate the possible relocation of the DDA Market Place project.	DDA	\$35,000 \$170,000	2 1	\$35,000 \$170,000	
2015-16	<b>Power Pole Replacement</b> Description: The expected useable life of wooden poles is forty years. Within the Escanaba distribution system, many poles are approaching or have exceeded their expected life. Pole inspectors have identified poles within our system that need to be replaced.	Electric Fund	\$250,000	1	\$250,000	
2015-16	<b>Street Light Replacement</b> Description: There have been great advancements made in LED street lighting over the past few years. These advancements resulted in better products and more affordable fixtures. Replacement of the existing HID street lights and dusk-to-dawn lights with LED equivalents is planned. This project will take multiple years to complete. The City has approximately 1,550 street lights and 300 dusk-to-dawn lights on the distribution system.	Electric Fund	\$100,000	1	\$100,000	
2015-16	<b>Veteran's Park Tennis Courts Resurfacing</b> Description: Resurfacing of Veteran's Tennis Courts (2).	General Fund/ Donation	\$12,000	2	\$12,000	
2015-16	<b>Parking Lot Improvements - All DDA Parking Lots</b> Description: The DDA controlled parking facilities located at 100 block of 1 <sup>st</sup> Avenue South, 1100 block of 1 <sup>st</sup> Avenue North, North 14 <sup>th</sup> Street and 1 <sup>st</sup> Avenue North, South 10 <sup>th</sup> Street and 1 <sup>st</sup> Avenue South, North 9 <sup>th</sup> Street and 1 <sup>st</sup> Avenue North, South 8 <sup>th</sup> Street and 1 <sup>st</sup> Avenue South, 1 <sup>st</sup> Avenue South and South 7 <sup>th</sup> Street, 700 block 1 <sup>st</sup> Avenue North and 600 block and 1 <sup>st</sup> Avenue North will have new themed signage and general maintenance and restriping of parking surfaces. Signs for Ludington Street directing public to the off Ludington Street parking area will also be included.	DDA	\$40,000	2	\$40,000	
2015-16	<b>Market Place Construction</b> Description: The Escanaba's Farmer's Market has been in operation in downtown Escanaba since the 19 <sup>th</sup> century. The Farmer's Market functions as a vital economic and social link between families, businesses, farmers and crafts people of the community. Project construction will take place either at the current site of the Farmer's Market on North 9 <sup>th</sup> Street and 1 <sup>st</sup> Avenue North or on Ludington Street and South 15 <sup>th</sup> Street.	DDA Grants Private Funds	\$900,000	2	To Be Determined	
2015-16	<b>DDA Center Court Facility and Grounds Improvement</b> Description: Improvements to the existing building and grounds to restore water damage will take place.	DDA	\$45,000	1	\$45,000	

2015-16	<b>Wastewater Headwork's Building Roof</b> Description: The existing roof covering the Headwork's Building will be repaired or replaced.	Wastewater Fund	\$56,000	1	\$56,000	
2015-16	<b>Sanitary Sewer Main Replacement or Repair – Alley Between 22<sup>nd</sup> Avenue South and 23<sup>rd</sup> Avenue South Extending From Lake Shore Drive to 23<sup>rd</sup> Avenue South Lift Station</b> Description: The current sanitary sewer main is in need of repair or replacement.	Wastewater Fund	\$120,000	1	\$120,000	
2015-16	<b>Sanitary Sewer Main Replacement or Repair – Mall Parking Lot Extending From or Around 2300 Ludington Street North to the 2500 Block 3<sup>rd</sup> Avenue North</b> Description: The current sanitary sewer main is in need of repair or replacement. Additionally, the replacement main will be lowered in grade and increased in diameter.	Wastewater Fund	\$140,000	1	\$140,000	
2015-16	<b>Sanitary Sewer Main Replacement or Repair – Alley West of South 19<sup>th</sup> Street Extending From 8<sup>th</sup> Avenue South to 10<sup>th</sup> Avenue South</b> Description: The current sanitary sewer main is in need of repair or replacement.	Wastewater Fund	\$105,000	1	\$105,000	
2015-16	<b>Emergency Back Up Generator – Catherine Bonifas Civic Center</b> Description: The Catherine Bonifas Civic Center is in need of a 120/240 volts A/C single-phase, 60 Hz, 50 kW minimum back-up generator. The generator would allow the Catherine Bonifas Civic Center to be transformed into an emergency shelter facility if there is ever a need before, during or after a disaster.	Military Surplus Grants	\$50,000	2	\$0	
2015-16	<b>Marina Sidewalk Replacement</b> Description: Replacement sidewalk of approximately 430 feet by 8 feet wide must be installed at the Marina west seawall between docks one and two due to the settling and cracking of the existing sidewalk.	Marina Fund	\$20,000	2	\$20,000	
2015-16	<b>Electrical Substation</b> Description: A new substation will be constructed to replace the substation currently in service at the Power Plant. The substation will be built in the area of the old compost site off of 20 <sup>th</sup> Avenue North. The substation will consist of two main transformers, which will feed up to eight circuits. This project will take approximately two years to complete.	Electric Fund	\$2,500,000	1	\$2,500,000	\$2,500,000
2015-16	<b>Substation Upgrade – West Side Substation – North 30<sup>th</sup> Street</b> Description: The West Side Substation is a primary distribution point for electrical customers on the west side of the City. Additional circuits are needed in the event that one of the existing circuits fails. All cables fail eventually, and having a spare circuit in place before we experience a failure will greatly reduce the outage that results from a failure.	Electric Fund	\$150,000	1	\$150,000	
2015-16	<b>Electrical Distribution System Repair – Ford River (along South M35)</b> Description: The City of Escanaba provides electricity to parts of Ford River along South M-35. A 2,000' section of underground distribution wire (cable, not wire) located on the Breezy Point curve will be replaced with new 1/0 15KV cable.	Electric Fund	\$80,000	2	\$80,000	

**CAPITAL IMPROVEMENT PLAN 2016-17**

2016-17	<p><b>Resurfacing and Curb Repair City Wide – Major Streets</b></p> <p><b>Description:</b> The City has a responsibility to maintain, resurface and curb streets as they become deteriorated throughout the community. Routine resurfacing and curbing repairs as required. Street evaluation, prioritization, ranking and surface treatment type will be determined at a later date and a public hearing before the Planning Commission will be conducted prior to June 30, 2017.</p>	Major Street Fund General Fund	To Be Determined	1		
2016-17	<p><b>Resurfacing and Curb Repair City Wide – Local Streets</b></p> <p><b>Description:</b> The City has a responsibility to maintain, resurface and curb streets as they become deteriorated throughout the community. Routine resurfacing and curbing repairs as required. Street evaluation, prioritization, ranking and surface treatment type will be determined at a later date and a public hearing before the Planning Commission will be conducted prior to June 30, 2017.</p>	Local Street Fund General Fund	To Be Determined	1		
2016-17	<p><b>Sidewalk Repair and Maintenance Program - City Wide</b></p> <p><b>Description:</b> Routine repair and maintenance of existing sidewalk is needed City wide.</p>	General Fund	To Be Determined	1		
2016-17	<p><b>West Side Cross Country/Snow Shoeing/Hiking Recreational Trail Upgrades</b></p> <p><b>Description:</b> Look to upgrade the non-motorized recreational trail system and improve the conditions of the trail where possible by either: redirecting the trail to avoid the swamp where possible or adding to the trail. The addition of lighting where possible would provide the opportunity to use the trail more in the evening hours especially when the daylight season is shorter.</p>	Land Development Fund Private Donations Grants	To Be Determined	3		
2016-17	<p><b>DDA District Curb Repair Program</b></p> <p><b>Description:</b> Funding to be allocated to repair most critical infrastructure repairs in the DDA District which could include curb, brick pavers, sidewalk, and tree related problems – removal/replacement. Project evaluations, prioritization and ranking will be determined at a later date at a public hearing before Downtown Development Authority board Trustees and Planning Commission.</p>	DDA	\$25,000	1		
2016-17	<p><b>Downtown Building Facade Improvement Program</b></p> <p><b>Description:</b> Commercial building facades (located within the DDA District) will be upgraded and improved. Through these renovations, the City/DDA hopes to stimulate economic growth and redevelopment and add on improved visual quality of existing commercial properties.</p>	DDA Grants Private Funds	To Be Determined	1		
2016-17	<p><b>Downtown Pocket Parks</b></p> <p><b>Description:</b> Underutilized properties on Ludington Street will be designated as potential pocket park public space which would tie the publically owned parking lots located on 1<sup>st</sup> Avenues North and South to Ludington Street. The space would also serve as a public space during downtown special events.</p>	DDA Grant	\$120,000	3		

2016-17	<b>Power Pole Replacement</b> <b>Description:</b> The expected useable life of wooden poles is forty years. Within the Escanaba distribution system, many poles are approaching or have exceeded their expected life. Pole inspectors have identified poles within our system that need to be replaced.	Electric Fund	\$250,000	1		
2016-17	<b>Street Light Replacement</b> <b>Description:</b> There have been great advancements made in LED street lighting over the past few years. These advancements resulted in better products and more affordable fixtures. Replacement of the existing HID street lights and dusk-to-dawn lights with LED equivalents is planned. This project will take multiple years to complete. The City has approximately 1,550 street lights and 300 dusk-to-dawn lights on the distribution system.	Electric Fund	\$100,000	1		
2016-17	<b>Downtown Storm Sewer Project (SAW)</b> <b>Description:</b> Design and construction of a storm sewer project to alleviate flooding in the central retail corridor of Ludington Street along with repaving, curbing and construction of crosswalks to meet the current ADA Standards.	DDA/City/MDOT Grants	To Be Determined	1		
2016-17	<b>Construct North 26<sup>th</sup> Street Connecting 3<sup>rd</sup> Avenue North With 6<sup>th</sup> Avenue North</b> <b>Description:</b> The City continues to grow to the west and very developable commercial property needs to be opened up for future commercial developments and surrounding properties. Because the Wal-Mart Super Center is located in the general vicinity and will become a destination location, the North 26 <sup>th</sup> Street expansion is needed so that additional property can be developed so that our economic base can be increased and traffic congestion can be diverted away from North Lincoln Road. This will also be a phase of construction to develop a grid of streets and utilities for future economic growth in the area.	Special Assessment Private	\$1 million	1		
2016-17	<b>City of Escanaba Non-Motorized Pathway Design</b> <b>Description:</b> As part of the City of Escanaba Non-Motorized Pathway System Master Plan, a 10' wide pathway system will be engineered to include project costs for the following areas: 1) Willow Creek Road between 8 <sup>th</sup> Avenue South to Ludington Street, 2) Municipal Dock to North 4 <sup>th</sup> Street, 3) North 10 <sup>th</sup> Street from 1 <sup>st</sup> Avenue North to 3 <sup>rd</sup> Avenue North, 4) 3 <sup>rd</sup> Avenue North from North 10 <sup>th</sup> Street to Stephenson Avenue, 5) Stephenson Avenue to Sheridan Road, 6) Sheridan Road to City limit, 7) North 26 <sup>th</sup> Street and 16 <sup>th</sup> Avenue North to North 26 <sup>th</sup> Street to Danforth Road, 8) 5 <sup>th</sup> Avenue South from South Lincoln Road to Ludington Park, 9) Lake Shore Drive from Ludington Park to M35.					
<b>CAPITAL IMPROVEMENT PLAN 2017-18</b>						
2017-18	<b>Resurfacing and Curb Repair City Wide - Major Streets</b> <b>Description:</b> The City has a responsibility to maintain, resurface and curb streets as they become deteriorated throughout the community. Routine resurfacing and curbing repairs as required. Street evaluation, prioritization, ranking and surface treatment type will be determined at a later date and a public hearing before the Planning Commission will be conducted prior to June 30, 2018.	Major Street Fund General Fund	To Be Determined	1		

2017-18	<b>Resurfacing and Curb Repair City Wide – Local Streets</b> <b>Description:</b> The City has a responsibility to maintain, resurface and curb streets as they become deteriorated throughout the community. Routine resurfacing and curbing repairs as required. Street evaluation, prioritization, ranking and surface treatment type will be determined at a later date and a public hearing before the Planning Commission will be conducted prior to June 30, 2018.	Local Street Fund General Fund	To Be Determined	1		
2017-18	<b>Sidewalk Repair and Maintenance Program - City Wide</b> <b>Description:</b> Routine repair and maintenance of existing sidewalk is needed City wide.	General Fund	To Be Determined	1		
2017-18	<b>West Side Cross Country/Snow Shoeing/Hiking Recreational Trail Upgrades</b> <b>Description:</b> Look to upgrade the non-motorized recreational trail system and improve the conditions of the trail where possible by either redirecting the trail to avoid the swamps, where possible, or adding to the trail. The addition of lighting, where possible, would provide the opportunity to use the trail more in the evening hours especially when the daylight season is shorter.	Land Development Fund Private Donations Grants	To Be Determined	3		
2017-18	<b>DDA District Curb Repair Program</b> <b>Description:</b> Funding to be allocated to repair most critical infrastructure repairs in the DDA District which could include curb, brick pavers, sidewalk, and tree related problems – removal/replacement. Project evaluations, prioritization and ranking will be determined at a later date at a public hearing before Downtown Development Authority board Trustees and Planning Commission.	DDA	\$25,000	1		
2017-18	<b>Downtown Building Facade Improvement Program</b> <b>Description:</b> Commercial building facades (located within the DDA District) will be upgraded and improved. Through these renovations, the City/DDA hopes to stimulate economic growth and redevelopment and add on improved visual quality of existing commercial properties.	DDA Grants Private Funds	To Be Determined	1		
2017-18	<b>Downtown Side Street Facelift – 100 Block Stephenson Avenue to 6<sup>th</sup> Street</b> <b>Description:</b> Rehabilitation/returfacing project will include repaving of the 100 blocks off of Ludington Street from Stephenson Avenue to 6 <sup>th</sup> Street and will include repaving along with constructing crosswalks to meet the current ADA standards. Bad sidewalks and curbing as budget allows will also be addressed. This project will be done in phases to minimize disruption to businesses.	DDA City MDOT Grants	\$500,000	1		
2017-18	<b>Power Pole Replacement</b> <b>Description:</b> The expected useable life of wooden poles is forty years. Within the Escanaba distribution system, many poles are approaching or have exceeded their expected life. Pole inspectors have identified poles within our system that need to be replaced.	Electric Fund	\$250,000	1		

2017-18	<b>Street Light Replacement</b> <b>Description:</b> There have been great advancements made in LED street lighting over the past few years. These advancements resulted in better products and more affordable fixtures. Replacement of the existing HID street lights and dusk-to-dawn lights with LED equivalents is planned. This project will take multiple years to complete. The City has approximately 1,550 street lights and 300 dusk-to-dawn lights on the distribution system.	Electric Fund	\$100,000	1		
2017-18	<b>Water Treatment Plant Garage Construction</b> <b>Description:</b> The Water Department is in need of a garage to house its fleet of City-owned vehicles. A garage is essential to provide a secure and safe location for vehicles used by the Department. These vehicles are required to respond to emergency call-outs 24 hours a day and need protection from the environment.	Water Fund/Grant Availability				
2017-18	<b>Escanaba-Hermansville Rail Trail</b> <b>Description:</b> The 23.76 mile inactive railroad corridor from Escanaba to Hermansville was acquired by the State of Michigan in December 2007. The State of Michigan Natural Resources Forest Management Division has land management responsibility for the corridor and is planning for use as a recreational rail trail. As part of this development, a trail connector linking the Fairgrounds property to the rail trail is being evaluated.	Michigan Forest Resources Management Division	To Be Determined	3		
<b>CAPITAL IMPROVEMENT PLAN 2018-19</b>						
2018-19	<b>Resurfacing and Curb Repair- City Wide - Major Streets</b> <b>Description:</b> The City has a responsibility to maintain, resurface and curb streets as they become deteriorated throughout the community. Routine resurfacing and curbing repairs as required. Street evaluation, prioritization, ranking and surface treatment type will be determined at a later date and a public hearing before the Planning Commission will be conducted prior to June 30, 2019.	Major Street Fund General Fund	To Be Determined	1		
2018-19	<b>Resurfacing and Curb Repair- City Wide - Local Streets</b> <b>Description:</b> The City has a responsibility to maintain, resurface and curb streets as they become deteriorated throughout the community. Routine resurfacing and curbing repairs as required. Street evaluation, prioritization, ranking and surface treatment type will be determined at a later date and a public hearing before the Planning Commission will be conducted prior to June 30, 2019.	Local Street Fund General Fund	To Be Determined	1		
2018-19	<b>Sidewalk Repair and Maintenance Program - City Wide</b> <b>Description:</b> Routine repair and maintenance of existing sidewalk is needed City wide.	General Fund	To Be Determined	1		
2018-19	<b>West Side Cross Country/Snow Shoeing/Hiking Recreational Trail Upgrades</b> <b>Description:</b> Look to upgrade the non-motorized recreational trail system and improve the conditions of the trail where possible by either redirecting the trail to avoid the swamp, where possible, or adding to the trail. The addition of lighting, where possible, would provide the opportunity to use the trail more in the evening hours especially when the daylight season is shorter.	Land Development Fund Private Donations Grants	To Be Determined	3		

2018-19	<b>DDA District Curb Repair Program</b> <b>Description:</b> Funding to be allocated to repair most critical infrastructure repairs in the DDA District which could include curb, brick pavers, sidewalk, and tree related problems – removal/replacement. Project evaluations, prioritization and ranking will be determined at a later date at a public hearing before Downtown Development Authority board Trustees and Planning Commission.	DDA	\$25,000	1		
2018-19	<b>Downtown Building Facade Improvement Program</b> <b>Description:</b> Commercial building facades (located within the DDA District) will be upgraded and improved. Through these renovations, the City/DDA hopes to stimulate economic growth and redevelopment and add on improved visual quality of existing commercial properties.	DDA Grants Private Funds	To Be Determined	1		
2018-19	<b>Power Pole Replacement</b> <b>Description:</b> The expected useable life of wooden poles is forty years. Within the Escanaba distribution system, many poles are approaching or have exceeded their expected life. Pole inspectors have identified poles within our system that need to be replaced.	Electric Fund	\$250,000	1		
2018-19	<b>Street Light Replacement</b> <b>Description:</b> There have been great advancements made in LED street lighting over the past few years. These advancements resulted in better products and more affordable fixtures. Replacement of the existing HID street lights and dusk-to-dawn lights with LED equivalents is planned. This project will take multiple years to complete. The City has approximately 1,550 street lights and 300 dusk-to-dawn lights on the distribution system.	Electric Fund	\$100,000	1		
2018-19	<b>Neighborhood Historic Overlay – 1<sup>st</sup> Avenue South, South 7<sup>th</sup> Street and Lake Shore Drive</b> <b>Description:</b> The historic stock of residential structures sets the City apart from surrounding townships. The area between 1 <sup>st</sup> Avenue South, South 7 <sup>th</sup> Street and Lake Shore Drive is to be designated as an historic overlay district, which means it poses 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 neighborhood.	General Fund	To Be Determined	3		
2018-19	<b>Neighborhood Enhancement Area</b> <b>Description:</b> There are two neighborhood enhancement areas identified in the Escanaba Comprehensive Plan. These areas are located on the east side of Lincoln Road to Stephenson Avenue and on both sides of Ludington Street from Ludington Street to 3 <sup>rd</sup> Avenues North and South. The intent of the Neighborhood Enhancement Area is to concentrate code enforcement, infrastructure improvements, and home ownership programs to increase property value resulting in stabilized neighborhoods.	General Fund	To Be Determined	2		

**CAPITAL IMPROVEMENT PLAN 2019-20**

2018-19	<p><b>Neighborhood Historic Overlay – 1300 – 1700 Sheridan Road</b></p> <p><b>Description:</b> The historic culture of this north side neighborhood sets the neighborhood apart from surrounding neighborhoods of the community. The area between 1300 - 1700 Sheridan Road is to be designated as an historic overlay district, which means it possesses a historical value 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 neighborhood.</p>	General Fund	To Be Determined	2		
2019-20	<p><b>Resurfacing and Curb Repair City Wide – Major Streets</b></p> <p><b>Description:</b> The City has a responsibility to maintain, resurface and curb streets as they become deteriorated throughout the community. Routine resurfacing and curbing repairs as required. Street evaluation, prioritization, ranking and surface treatment type will be determined at a later date and a public hearing before the Planning Commission will be conducted prior to June 30, 2020.</p>	Major Street Fund General Fund	To Be Determined	1		
2019-20	<p><b>Resurfacing and Curb Repair City Wide – Local Streets</b></p> <p><b>Description:</b> The City has a responsibility to maintain, resurface and curb streets as they become deteriorated throughout the community. Routine resurfacing and curbing repairs as required. Street evaluation, prioritization, ranking and surface treatment type will be determined at a later date and a public hearing before the Planning Commission will be conducted prior to June 30, 2020.</p>	Local Street Fund General Fund	To Be Determined	1		
2019-20	<p><b>Sidewalk Repair and Maintenance Program - City Wide</b></p> <p><b>Description:</b> Routine repair and maintenance of existing sidewalk is needed City wide.</p>	General Fund	To Be Determined	1		
2019-20	<p><b>West Side Cross Country/Snow Shoeing/Hiking Recreational Trail Upgrades</b></p> <p><b>Description:</b> Look to upgrade the non-motorized recreational trail system and improve the conditions of the trail where possible by either redirecting the trail to avoid the swamp, where possible, or adding to the trail. The addition of lighting, where possible, would provide the opportunity to use the trail more in the evening hours especially when the daylight season is shorter.</p>	Land Development Fund Private Donations Grants	To Be Determined	3		
2019-20	<p><b>DDA District Curb Repair Program</b></p> <p><b>Description:</b> Funding to be allocated to repair most critical infrastructure repairs in the DDA District which could include curb, brick pavers, sidewalks, and tree related problems – removal/replacement. Project evaluations, prioritization and ranking will be determined at a later date at a public hearing before Downtown Development Authority board Trustees and Planning Commission.</p>	DDA	\$25,000	1		

2019-20	<b>Downtown Building Facade Improvement Program</b> Description: Commercial building facades (located within the DDA District) will be upgraded and improved. Through these renovations, the City/DDA hopes to stimulate economic growth and redevelopment and add on improved visual quality of existing commercial properties.	DDA Grants Private Funds	To Be Determined	1		
2019-20	<b>Power Pole Replacement</b> Description: The expected useable life of wooden poles is forty years. Within the Escanaba distribution system, many poles are approaching or have exceeded their expected life. Pole inspectors have identified poles within our system that need to be replaced.	Electric Fund	\$250,000	1		
2019-20	<b>Street Light Replacement</b> Description: There have been great advancements made in LED street lighting over the past few years. These advancements resulted in better products and more affordable fixtures. Replacement of the existing HID street lights and dusk-to-dawn lights with LED equivalents is planned. This project will take multiple years to complete. The City has approximately 1,550 street lights and 300 dusk-to-dawn lights on the distribution system.	Electric Fund	\$100,000	1		
<b>OPPORTUNITY IMPROVEMENTS SHOULD FUNDING SOURCE BECOME AVAILABLE</b>						
<b>Ludington Street Reconstruction – Projected Estimate \$25 million</b>						
Description: Designed streetscape and upgrade all utilities of the East Ludington Street Corridor from Stephenson Avenue to 2 <sup>nd</sup> Street, include side streets to 1 <sup>st</sup> Avenues North and South.						
<b>Wastewater Plant Expansion – Projected Estimate: \$10.5 million</b>						
Description: The existing Escanaba Wastewater Treatment Plant handles all of the residential, commercial and industrial wastewater generated in the City. The plant was built in 1933 and is rated at 2.2 million gallons per day. A major treatment upgrade was done in 1973, but the capacity remained the same. The existing flows at certain times of the year approach and often exceed the design capacity. Additionally, the City of Escanaba will exceed design capacity more frequently when the ground water level rises. This is due to the poor condition of the old sanitary sewer collection system.						
<b>3<sup>rd</sup> Avenue South Pocket Park (1<sup>st</sup> and 3<sup>rd</sup> Avenues South and South 30<sup>th</sup> Street – 3.93 Acres) – Projected Estimate \$150,000</b>						
Description: The parcel located between 1 <sup>st</sup> and 3 <sup>rd</sup> Avenues South and South 30 <sup>th</sup> Street consists of 3.93 acres of land bordered by a floodplain and consisting of a naturally wooded area. The purpose of this nature area is to accommodate a natural or park like setting with the installation of walking trails, benches, portable restroom facilities and such.						
<b>Ness Field Stadium – Projected Estimate: \$200,000</b>						
Description: It has been proposed to construct a baseball stadium that would include approximately 200 stadium seats, handicapped accessibility to the stadium, a roof, a new press box, and improved landscaping.						
<b>Dickson Field Improvements – Projected Estimate: \$5,000</b>						
Description: Plumbing upgrades need to be addressed so the concession area can be run properly.						
<b>Northshore Industrial Park – Preliminary Engineering and Layout – Projected Estimate: To Be Determined</b>						
Description: As part of the Northshore Redevelopment Master Plan, an Industrial Park will be developed to retain, grow and develop a new manufacturing base surrounding the Power Plant which will create industrial synergies with the potential conversion of the Power Plant. A preliminary engineering study is needed to determine the best physical layout of an Industrial Park surrounding the Power Plant to include the identification of needed infrastructure and proper sizing.						
<b>Willow Creek East Subdivision Paving and Curbing – Projected Estimate: To Be Determined</b>						
Description: The curbing and paving of this street will complete the Willow Creek East Phase 2 Subdivision.						
<b>Marvic Subdivision Paving and Curbing – Projected Estimate: To Be Determined</b>						
Description: The curbing and paving of 20 <sup>th</sup> Avenue South and 21 <sup>st</sup> Avenue South connected by South 19 <sup>th</sup> Street of the Marvic Subdivision.						

**Restroom Upgrade - Municipal Dock - Project Estimate: \$40,000**

Description: The municipal dock bathrooms are in need of major renovations. This project will completely upgrade and redo the men's and women's bathroom.

**Pier 3 Restroom Facility - Projected Estimate: \$80,000**

Description: The Marina is looking to build a 19' x 34' permanent structure bathroom south of pier 3. This bathroom would be useful to slip holders on the south end of the harbor as well as fishing tournaments.

**L-Dock Reconstruction - Projected Estimate: To Be Determined**

Description: The Marina will need to repair or demolish the existing L-dock structure as the first phase of dock replacement. If we chose to repair the existing L-dock, we would sheet pile, fill and resurface. Demolition of the L-dock would leave the new bridge as an attachment for a new pier two.

**Public Works Cold Storage Building/Lean-To - Projected Estimate: \$80,000**

Description: This would be a 50' x 100' pole style building within the existing Department of Public Works fence. This building would also house the sign shop in conjunction with the building modification project. The project would also be done with Department of Public Works labor. Another option has been looked at for construction of a lean-to off the side of the building. A lean-to at 200' long and 24' wide. To cut the lean-to size in half would be approximately half the cost.

**Sheridan Road Improvement Program - 1300 block to 1700 block - Off-Street Parking Lot Installation - Projected Estimate: \$102,000**

Description: As part of the Comprehensive Plan, a strategy exists to improve the 1300 to 1700 blocks of Sheridan Road. The neighborhood has an ethnic heritage which will be capitalized on. The area has a defined neighborhood business district with well-maintained homes. Efforts to improve and demarcate the business district are being planned.

**Lemerand/Ness Complex (Playground Facilities) - Projected Estimate: \$30,000**

Description: Because of the recreational use, and the area being the far southside major playground facility, improvements to equipment is needed for the health, safety and welfare of the citizens.

**Escanaba Heritage Walking Tour - Projected Estimate: \$15,000**

Description: A Heritage Walking Tour of the downtown area and parts of the City of Escanaba celebrating historic building, homes, and landmarks will be developed.

**Concrete Slabs for Royce and Webster Parks - Projected Estimate: \$40,000 Each**

Description: The Recreation Department is proposing to develop a designated area for cement slabs at the Webster and Royce Ice Rinks to utilize the area for year round use. With the proposed slabs, participants could use the area for inline skating in the summer months and for ice skating in the winter months (year around use).

**18<sup>th</sup> Avenue South Athletic Complex Parking - Projected Estimate: To Be Determined**

Description: With the continuing development of these fields and the strong fan interest, this has created a serious vehicle parking problem. We would like to provide a combined parking/roadway for these facilities to reduce traffic/pedestrian accident hazards. Paved parking will be installed in the 18<sup>th</sup> Avenue South Athletic Complex which will serve the Ness Baseball Field, Lemerand Park and Escanaba Public Schools Athletic Field.

**Monument to Labor Project - Eskv 150 Project - Projected Estimate: \$20,000**

Description: As part of the Escanaba Sesquicentennial, the history of labor is significant in the City of Escanaba. In the course of demolishing the former Department of Public Works Facility in the early 1990's, four historical reliefs were salvaged for inclusion into a public monument to labor in a public space at Rose Park.

**Liberty Tree Project at Veteran's Memorial - Eskv 150 Project - Projected Estimate: \$20,000**

Description: As part of the Escanaba Sesquicentennial, "A Liberty Tree" Victory Garden will be erected at Veteran's Park as a reminder of the liberty and freedoms we as a City value.



"Year Round Playground"

## CITY OF GLADSTONE, MICHIGAN

CITY HALL, 1100 DELTA AVENUE

P.O. BOX 32

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www.gladstonemi.org

*MARCH. P.C.  
Mtg.*

January 13<sup>th</sup>, 2015

Canadian National Railway  
935 de La Gauchetière Street West  
Montreal, Quebec  
H3B 2M9  
Canada

### RE: Draft City of Gladstone Master Plan Update

To Whom It May Concern:

Pursuant to the requirements of Section 125.3839 (2) of the Michigan Planning Enabling Act, please find enclosed a copy of the draft City of Gladstone Master Plan Update. Pursuant to the requirements of the Act, we are requesting your review and comment in advance of the City's public hearing. The plan is also available for download at:

<http://www.clearzoning.com/clearzoning-clients/gladstone-michigan-master-plan-update/>

The Act provides surrounding communities and other respondents with 42 days to provide comments on the proposed Plan. Your comments must be submitted no later than 42 days after you receive this notice. Please submit comments to:

**City of Gladstone Planning Commission**  
**c/o Renee Barron, Director of Community Development/Zoning Administrator**  
**1100 Delta Avenue, Gladstone, Michigan 49837**  
**or [rbarron@gladstonemi.org](mailto:rbarron@gladstonemi.org)**

Thank you in advance for your cooperation and timely response in reviewing the draft Master Plan. Comments offered during this review process will be taken into account in adjusting and refining the Plan. Please feel free to contact Renee Barron at (906) 428-4586 if you have any questions. We look forward to your input.

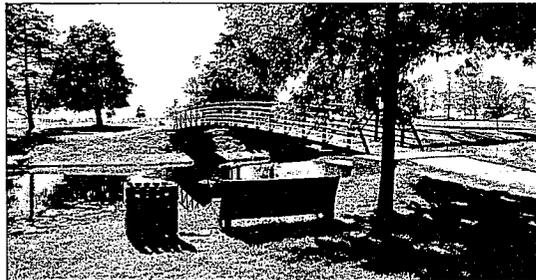
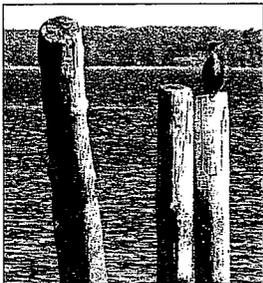
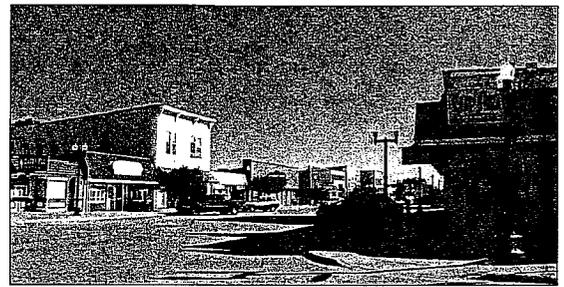
Sincerely,  
CITY OF GLADSTONE

Brad Mantela  
Planning Commission Chair

 A WPPI Energy community

 The City of Gladstone is an equal opportunity employer and provider.

# CITY OF GLADSTONE MASTER PLAN UPDATE 2014



Draft, December 2, 2014

Assisted by:

*clearzoning*

# ACKNOWLEDGEMENTS

## Gladstone Planning Commission

Brad Mantela, Chairperson

John Noreus, Vice Chair

Judy Granger

Naomi Hult

Jack Sepic

Alger Strom

Dave Woodworth

## Gladstone City Commission

Joe Maki, Mayor

Hugo Mattonen, Mayor Pro tem

Jay Bostwick

Matt Gay

Dave Nemacheck

## Gladstone Staff and Department Heads

Renee Barron, Community Development/Zoning Administration

Kim Berry, City Clerk

Eric Buckman, Water & Waste Water Superintendent

Darla Falcon, City Manager

Paul Geyer, Public Safety Director

Mark Polega, Electric & Public Works Director

Nicole Sanderson, Director of Parks & Recreation

Jason Davis, Parks & Recreation

## Citizens of Gladstone

Clearzoning, Inc.



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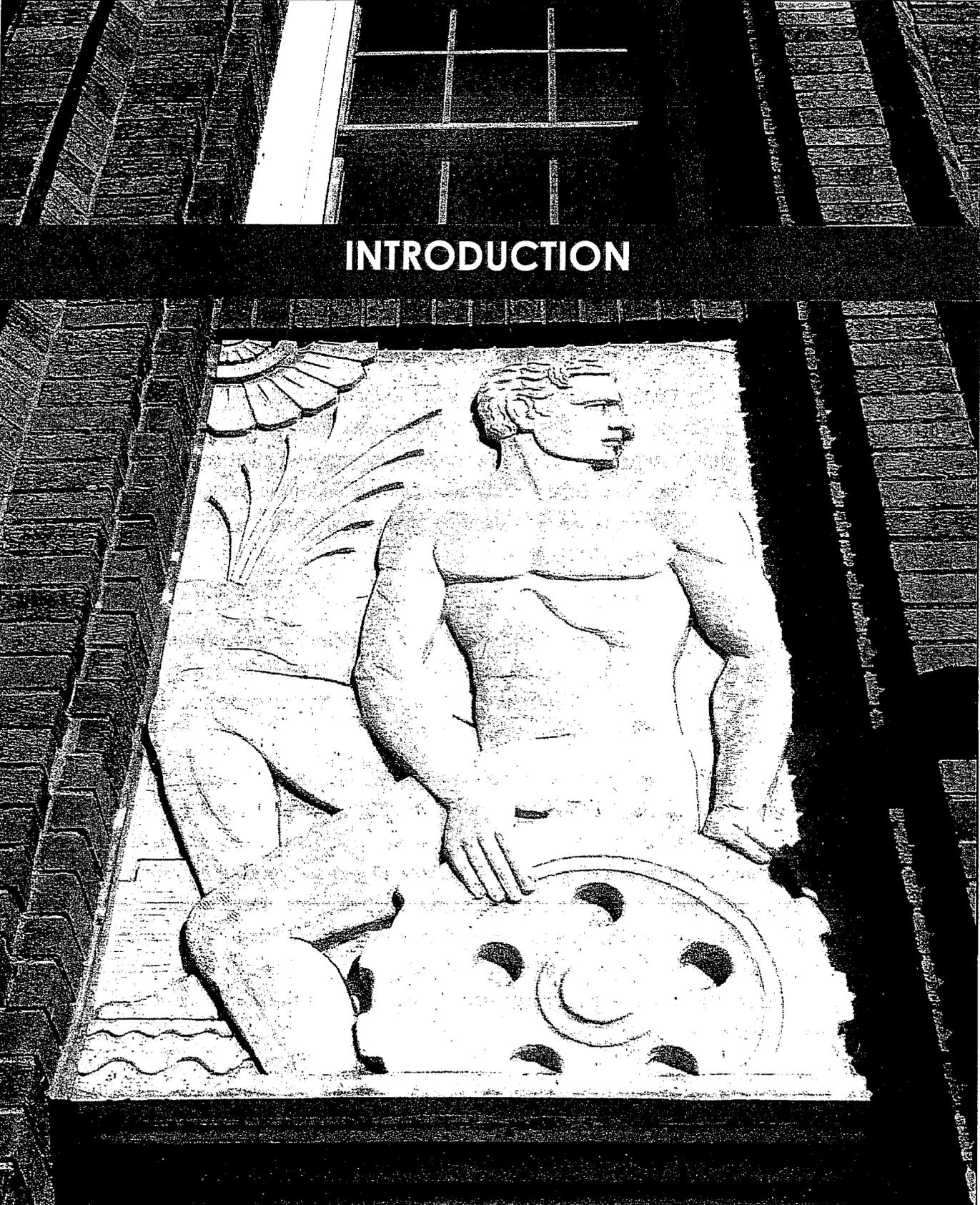
B. Complete Streets Plan

C. Zoning Plan



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# INTRODUCTION



This 2014 Master Plan is an update to the vision established in the city’s 2007 Master Plan. It assesses the plan’s vision and direction in the context of current demographic data and provides updated information about existing conditions.

The City of Gladstone Master Plan offers an opportunity to direct new development in the city through the establishment of goals, objectives, strategies, and plans. The Master Plan is comprehensive, providing for future land use, housing, preservation, and transportation in a coordinated fashion. It is a clear statement of community goals and objectives that establishes a vision of the future, and includes plans to achieve the vision. In addition, the Plan promotes a land use pattern that is consistent with the community’s goals.

The information and concepts presented in the Master Plan are used by the Planning Commission and City Commission to guide local decisions regarding public and private uses of land and the provision of public facilities and services. The Master Plan, however, is a living set of policies, strategies and plans to enhance and improve a community over a long planning horizon. While the Zoning Ordinance and Zoning Map regulate current and proposed land use, it is the Master Plan, its maps, and policy statements that guide land use decision-making for the next 10-20 years.

**Why Prepare a Master Plan?**

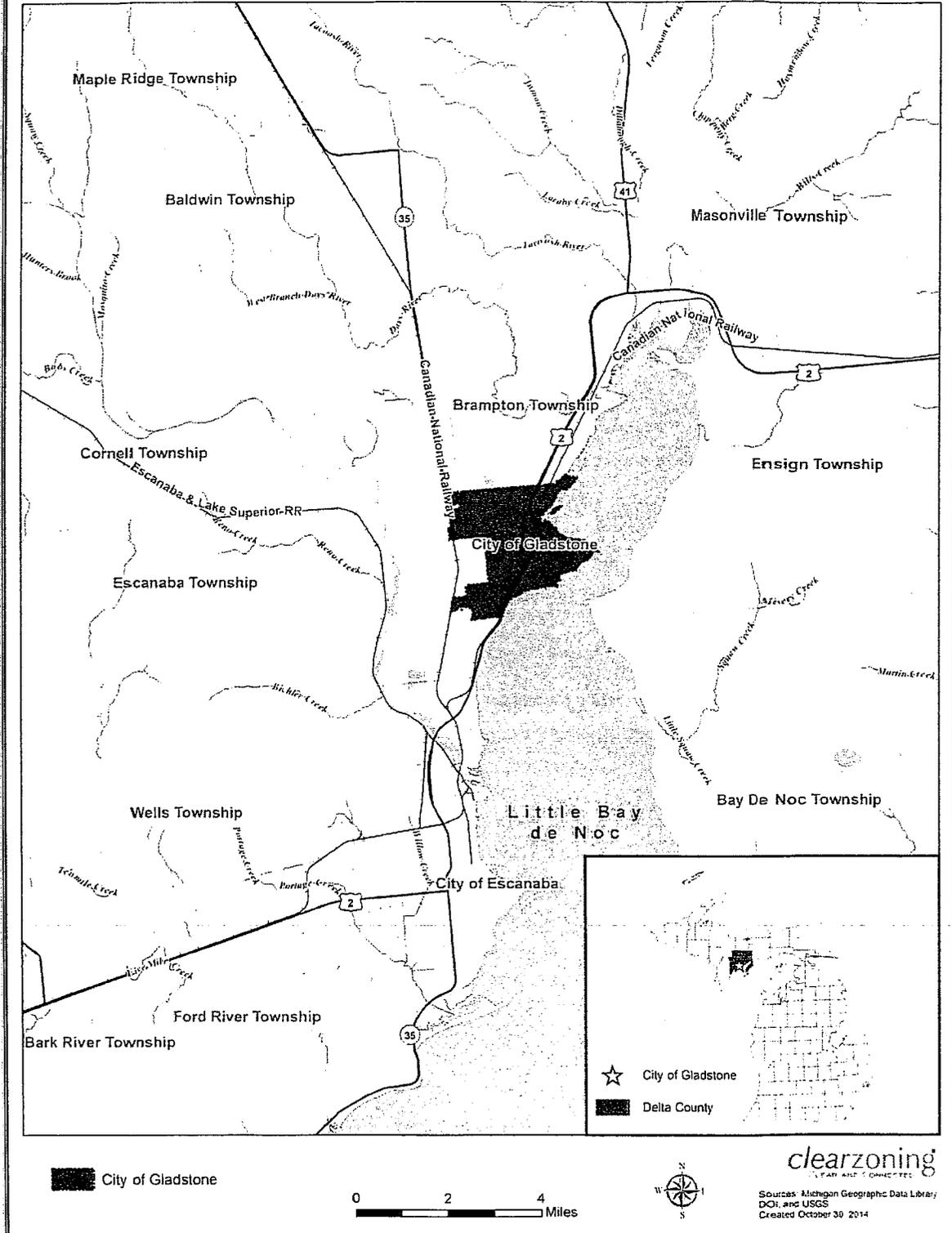
Per the Michigan Planning Enabling Act of 2008, “A local unit of government may adopt, amend, and implement a master plan as provided in this act.” The Michigan Zoning Enabling Act of 2006 additionally requires that the zoning ordinance be based upon a plan designed to promote the public health, safety, and general welfare.

Zoning is a regulatory mechanism for controlling the classification and regulation of land use. It has the force of law. The Master Plan is not an ordinance, does not change the zoning of anyone’s property, and does not have the force of law. It is a set of policies, strategies and plans to enhance and improve the community over a long-range planning horizon. While the Zoning Ordinance and Zoning Map regulate current land use, the Master Plan and its maps and policy statements are intended to guide future land use decision-making. The Master Plan is the community’s “vision,” while the Zoning Ordinance governs the path to that vision. With a Master Plan in place, zoning decisions consistent with the Plan and Ordinance are presumed by the courts to be valid.



# Location Map

City of Gladstone  
Delta County, Michigan



1 INTRODUCTION

2 BACKGROUND

3 VISION & GOALS

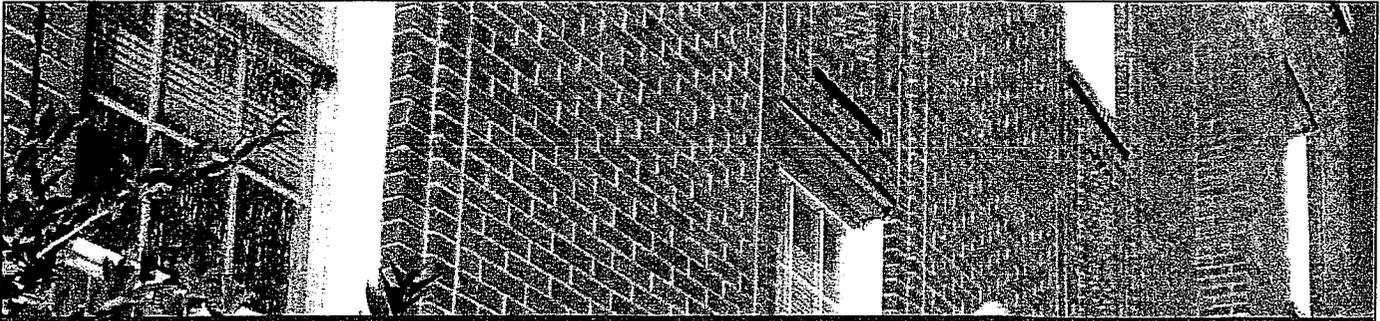
4 FUTURE LAND USE

5 IMPLEMENTATION

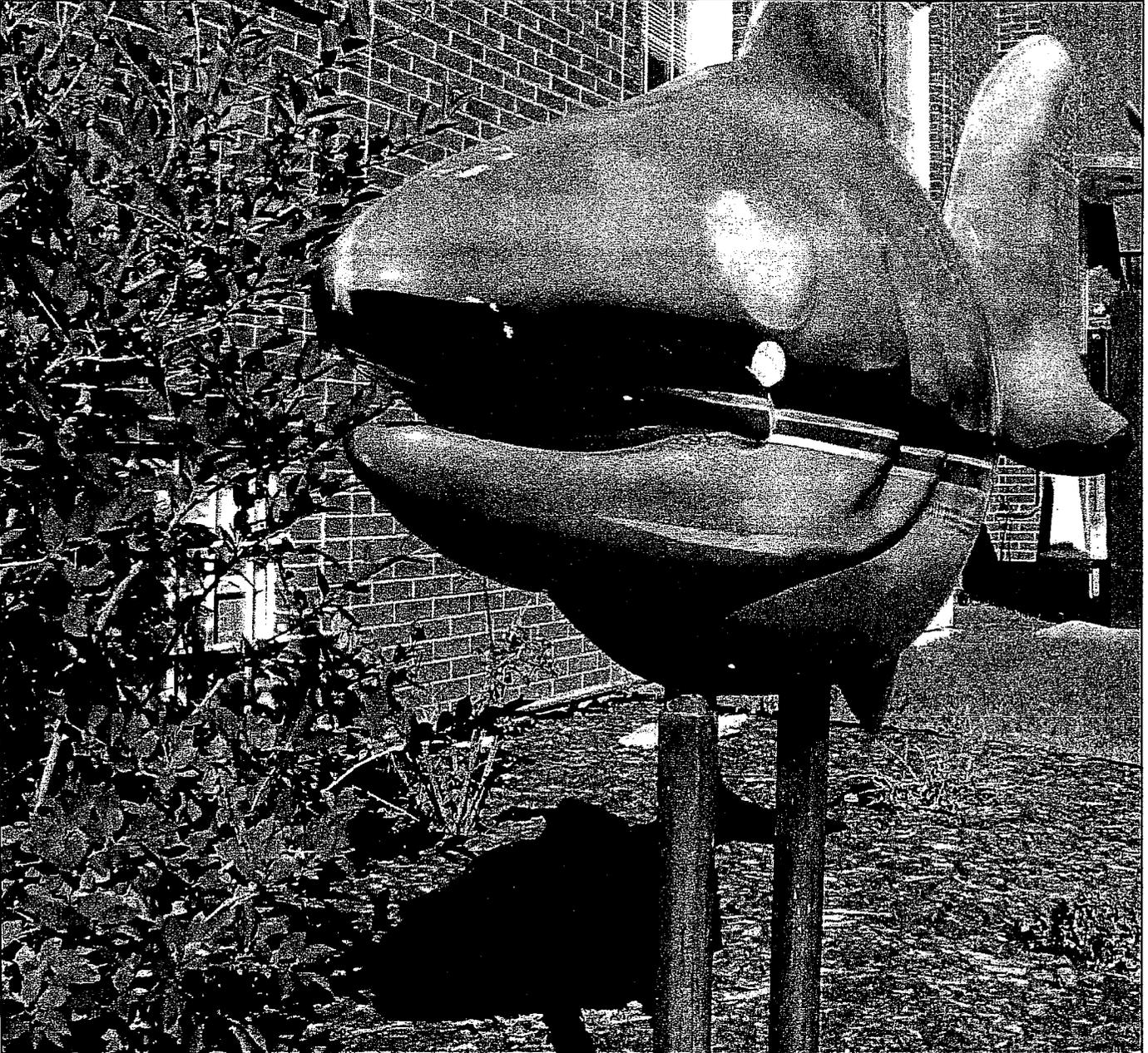


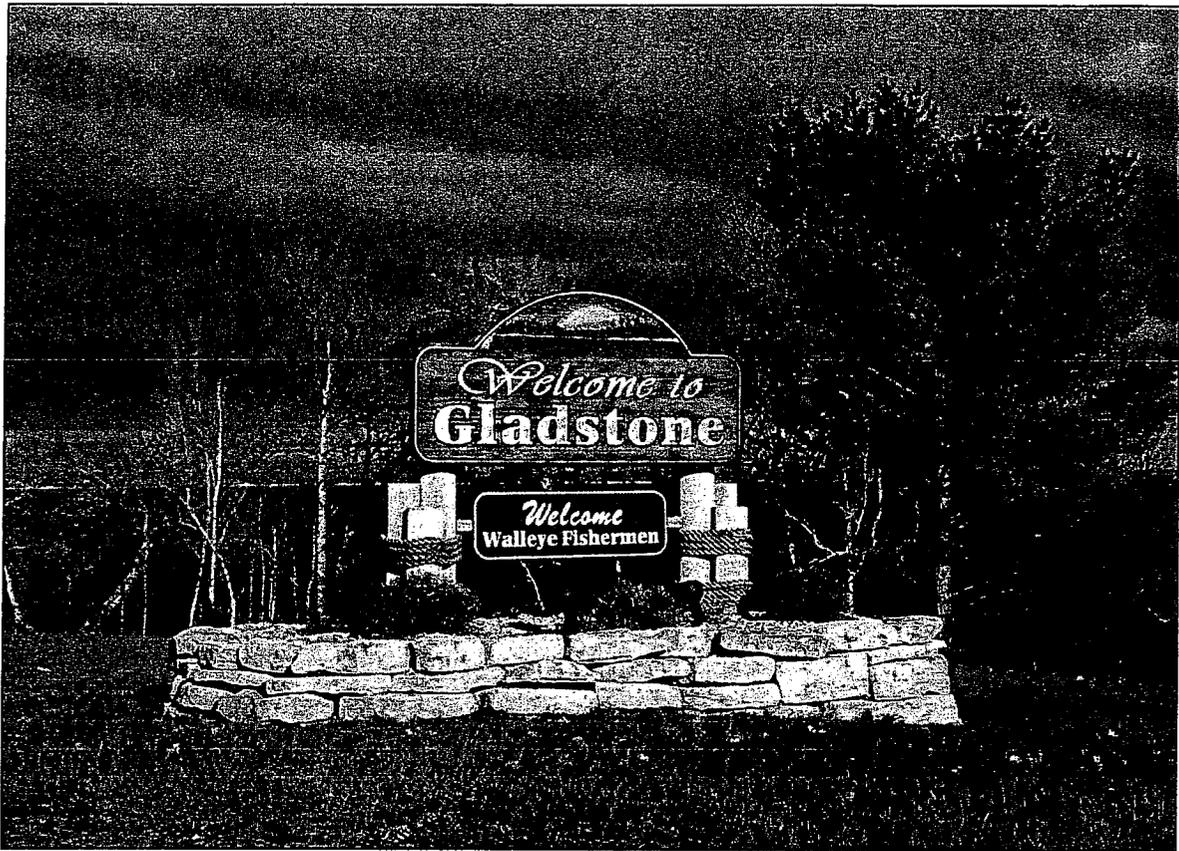
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# BACKGROUND & EXISTING CONDITIONS





### A. City Character & Regional Setting

Located in Delta County on Lake Michigan's Little Bay de Noc, the City of Gladstone is a small town with a long history as a hub of the Upper Peninsula's resource-based economy. First settled in 1859 and incorporated as a city in 1889, Gladstone boasts scenic shoreline, a traditional downtown, and excellent access to natural areas. Split into eastern and western halves by a dramatic bluff, the city is largely residential in character, with a significant industrial corridor centered on US Route 2/41 and the Canadian National Railroad, which run parallel to each other through the city below the bluff.

The only other major population center in Delta County is the City of Escanaba, located seven miles to the south on US Route 2/41. Many Gladstone residents work in Escanaba, and the two cities have both experienced difficulty at times due to the decline of the industrial and resource economies. Gladstone has worked to diversify its economy, and after a population recovery during the 1990s, has remained relatively stable and resilient, weathering the 2008 economic crisis more strongly than much of Michigan.

Though Gladstone's location is remote, the railroad, US highways, nearby Delta County Airport, Michigan Route 35, and a natural deep water port connect the city strongly to the rest of the United States. The city is among the premier walleye fishing destinations in the country, and its location on the Lake Michigan shore lends it a warmer climate than much of the rest of the Upper Peninsula.



**B. Demographics**

**Table 1: Population Change in Gladstone and Surrounding Communities, 1990-2010**

Population	1990	2000	% Change	2010	% Change
Gladstone	4,565	5,032	10.2%	4,973	-1.2%
Escanaba	13,659	13,140	-3.8%	12,616	-4.0%
Escanaba Township	3,340	3,587	7.4%	3,482	-2.9%
Brampton Township	1,142	1,090	-4.6%	1,050	-3.7%
Wells Township	5,159	5,044	-2.2%	4,885	-3.2%
Delta County	37,780	38,520	2.0%	37,069	-3.8%
Michigan	9,295,297	9,938,444	6.9%	9,883,640	-0.6%

Source: US Census, 1990, 2000, 2010

The City of Gladstone’s population has fluctuated over the decades, rebounding in the 1990s after a sharp decline during the 1970s. From 2000 to 2010, the city lost 59 residents, or 1.2% of its population. Gladstone’s population loss outpaced that of Michigan, but was less severe than any of the surrounding communities or Delta County as a whole, as seen in Table 1.

**Table 2: Population by Age, City of Gladstone, 2000 and 2010**

	2000	% Total	2010	% Total	% Change
Under 5 Years	315	6.3%	293	5.9%	-7.0%
5-9 Years	323	6.4%	303	6.1%	-6.2%
10-14 Years	382	7.6%	345	6.9%	-9.7%
15-19 Years	373	7.4%	306	6.2%	-18.0%
20-24 Years	228	4.5%	202	4.1%	-11.4%
25-34 Years	547	10.9%	792	15.9%	44.8%
35-44 Years	747	14.8%	577	11.6%	-22.8%
45-54 Years	676	13.4%	698	14.0%	3.3%
55-64 Years	487	9.7%	670	13.5%	37.6%
65-74 Years	478	9.5%	486	9.8%	1.7%
75 Years +	476	9.5%	563	11.3%	18.3%
Total	5,032		4,973		-1.2%

Source: US Census, 2000, 2010

While the city’s population changed very little in size from 2000 to 2010, changes within the population saw the city getting older, with a ten percent increase in the senior population and a ten percent decrease in the population aged 0-19. This is roughly in line with shifts across Michigan and the United States, which show a generally aging population.



**Table 3: Children, Seniors, and 25-34s, Gladstone and Michigan**

	2000	% Total	2010	% Total	% Change
Gladstone 0-19	1,393	27.7%	1,247	25.1%	-10.5%
Michigan 0-19	2,884,065	29.0%	2,648,885	26.8%	-8.2%
Gladstone 25-34	547	10.9%	792	15.9%	44.8%
Michigan 25-34	1,362,171	13.7%	1,164,149	11.8%	-14.5%
Gladstone 65+	954	19.0%	1,049	21.1%	10.0%
Michigan 65+	1,219,018	12.3%	1,361,530	13.8%	11.7%

Source: US Census, 2000, 2010

However, while the state saw a 14.5% decrease in the population aged 25-34, Gladstone saw a substantial increase in this age group, as shown in Table 3. This age group includes the population that is most likely to be starting families. Gladstone Area Public Schools serve the City of Gladstone, Brampton Township, and Escanaba Township with a total enrollment of about 1500 in the 2012-2013 school year; population loss in all three jurisdictions threatens to hurt enrollment in the school system. If the city can retain a significant portion of its current 25-34 population and continue to attract new residents in this age group, it is possible that the rate of decrease in the population of children could slow or even reverse over the long term.

Furthermore, the population of 25 to 34-year-olds in Gladstone has completed a college degree at a much higher rate (24.3 percent) than the general population of Delta County (17.9 percent) and the Upper Peninsula (14.5 percent). This relatively high level of educational attainment could be of interest to employers who require college degrees for certain positions and are seeking to locate facilities in the region. Gladstone may be able to capture some of these firms with the right outreach strategy.

#### Race and Ethnicity

Over 95 percent of the population of Gladstone is white. The most common racial identity other than white is Native American, with 1.9 percent of the population identifying itself in this category. When mixed-race individuals claiming some Native American ancestry are included, this number rises to three percent. One percent of Gladstone's population identifies as Hispanic or Latino.



**C. Housing**

Gladstone had modest homebuilding activity from 2000 to 2010 for a community of its size, adding about 150 units. However, this expansion of the housing inventory coincided with a slight loss of population, spurring a rise in vacancy. One in ten housing units in Gladstone was vacant in 2010, as shown in Table 4.

**Table 4: Housing Units**

	2000	% Total	2010	% Total	% Change
Occupied	2,126	93.1%	2,182	89.8%	2.6%
Vacant	163	7.1%	249	10.2%	52.8%
Owner-Occupied	1,683	79.2%	1,676	76.8%	-0.4%
Renter-Occupied	443	20.8%	506	23.2%	14.2%
Total	2,284		2,431		6.4%

Source: US Census, 2000, 2010

The city's rental rate rose slightly from 2000 to 2010, reflecting a nationwide increase. Still, the vast majority of homes in the city remain owner-occupied, at nearly 77 percent. As shown in Table 5, nearly four out of every five homes in the city is a single-family detached structure. Overall, less than ten percent of Gladstone's housing stock was built since 2000; nearly a third of all homes in the city were built prior to 1940.

**Table 5: Housing Units by Type**

	Number	% Total
Total	2,498	
Single-Family Detached	1,971	78.9%
Multi-Family	366	14.7%
Mobile Home	161	6.4%

Source: 2011 American Community Survey



Multi-family housing on Lake Shore Drive.

## D. Economics

When reviewing economic figures spanning the years from 2000 to 2010, it is important to frame them in the context of the 2008 global economic downturn, which negatively affected the vast majority of cities in the United States.

### Income

Median household income dropped across the United States from 2000 to 2010, and Gladstone also experienced a decrease. However, Gladstone's losses in income were not nearly as severe as the losses of Michigan as a whole (see Table 6).

**Table 6: Income, 2000-2010**

	2000*	2010	% Change
<b>Gladstone</b>			
Median Household Income	\$43,990	\$41,458	-5.8%
Per Capita Income	\$22,759	\$20,629	-9.4%
<b>Delta County</b>			
Median Household Income	\$44,637	\$41,951	-6.0%
Per Capita Income	\$23,638	\$22,064	-6.7%
<b>Michigan</b>			
Median Household Income	\$56,392	\$48,432	-14.1%
Per Capita Income	\$28,071	\$25,135	-10.5%

\*All dollar figures in 2010 dollars.

Source: US Census, 2000, 2010

Though it weathered the economic storm relatively well, Gladstone still saw an increase in its poverty rate (see Table 7). Children in particular are more likely to be living in poverty today than in 2000. Unusually, Gladstone actually saw the rate of poverty among seniors decrease from 2000 to 2010. In general, Gladstone has fared better than both Michigan and the Upper Peninsula as a whole.

**Table 7: Poverty Rate, 2000-2010**

	2000 Overall	2010 Overall	2000 65 +	2010 65+	2000 Under 18	2010 Under 18
Gladstone	10.2%	12.7%	9.5%	7.2%	14.2%	18.9%
Delta County	9.5%	12.7%	9.2%	8.1%	11.1%	16.4%
Michigan	10.5%	14.8%	8.2%	8.3%	13.9%	20.5%

Source: US Census, 2000, 2010



Employment

While the economic crisis did not spare Gladstone, the city’s job market has rebounded well, with unemployment falling to 5.5 percent by 2012, less than half the statewide rate of 12.6 percent (see Table 8).

**Table 8: Employment Status, 2012**

	Total Pop over 16	In Labor Force	Employed	Unemploy- ment Rate
Gladstone	3,820	55.7%	52.6%	5.5%
Michigan	7,849,558	62.3%	54.4%	12.6%

Source: 2012 American Community Survey, 5-year average

**Table 9: Employment by Industry: Gladstone**

Most Common Industries, Male, 2007-2011		Most Common Industries, Female, 2007-2011	
Manufacturing	20%	Accommodation & Food Services	20%
Transportation and Warehousing	13%	Retail Trade	20%
Construction	11%	Health Care & Social Assistance	17%
Educational Services	10%	Other Services, except Public Administration	9%
Retail Trade	10%	Finance and Insurance	7%
Health Care & Social Assistance	9%	Administrative & Support and Waste Manage- ment	6%
Agriculture, Forestry, Fishing, Hunting	6%	Educational Services	6%

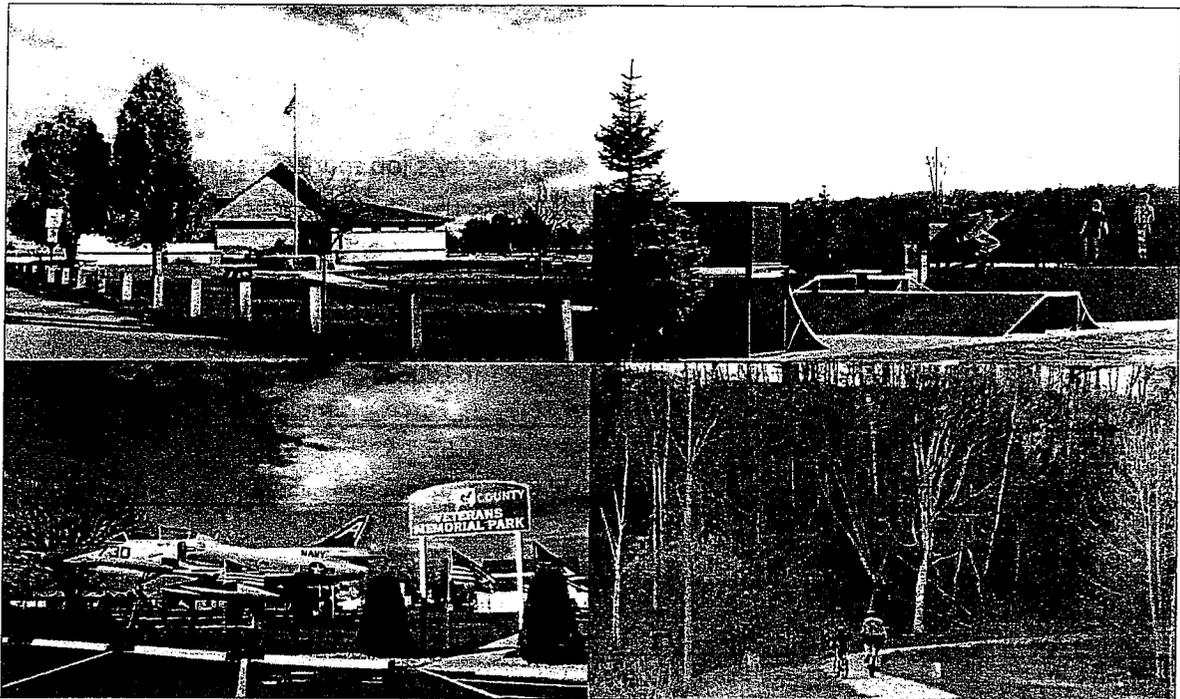
Source: City Data

Delta County’s largest employers are located in Escanaba, though Gladstone has a significant industrial employment base, centered on the rail corridor and in the 110-acre North Bluff Industrial Park. Countywide, the largest industries by employment are education, health and social services (19.6 percent of all employees), manufacturing (18.9 percent), retail (13.2 percent), and tourism (10.9 percent).

Commuters

Gladstone residents who do not work at home have generally short commutes, with over 80 percent taking less than half an hour to get to work, and 22 percent reaching work in less than ten minutes.





### E. City Facilities and Services

The City of Gladstone's current character and future development are both dependent on maintaining a wide array of high-quality city facilities and services.

#### City Buildings and Parks

The public and administrative buildings of Gladstone are concentrated in the downtown area. City Hall is in the heart of downtown on Delta Avenue and houses most of the city's administrative offices. Public Safety is located on 4<sup>th</sup> Ave., the Department of Public Works is near the waterfront at the end of Michigan Avenue, and the Public Library and Recreation Building are on 10<sup>th</sup> Street, along the main route between downtown and the waterfront.

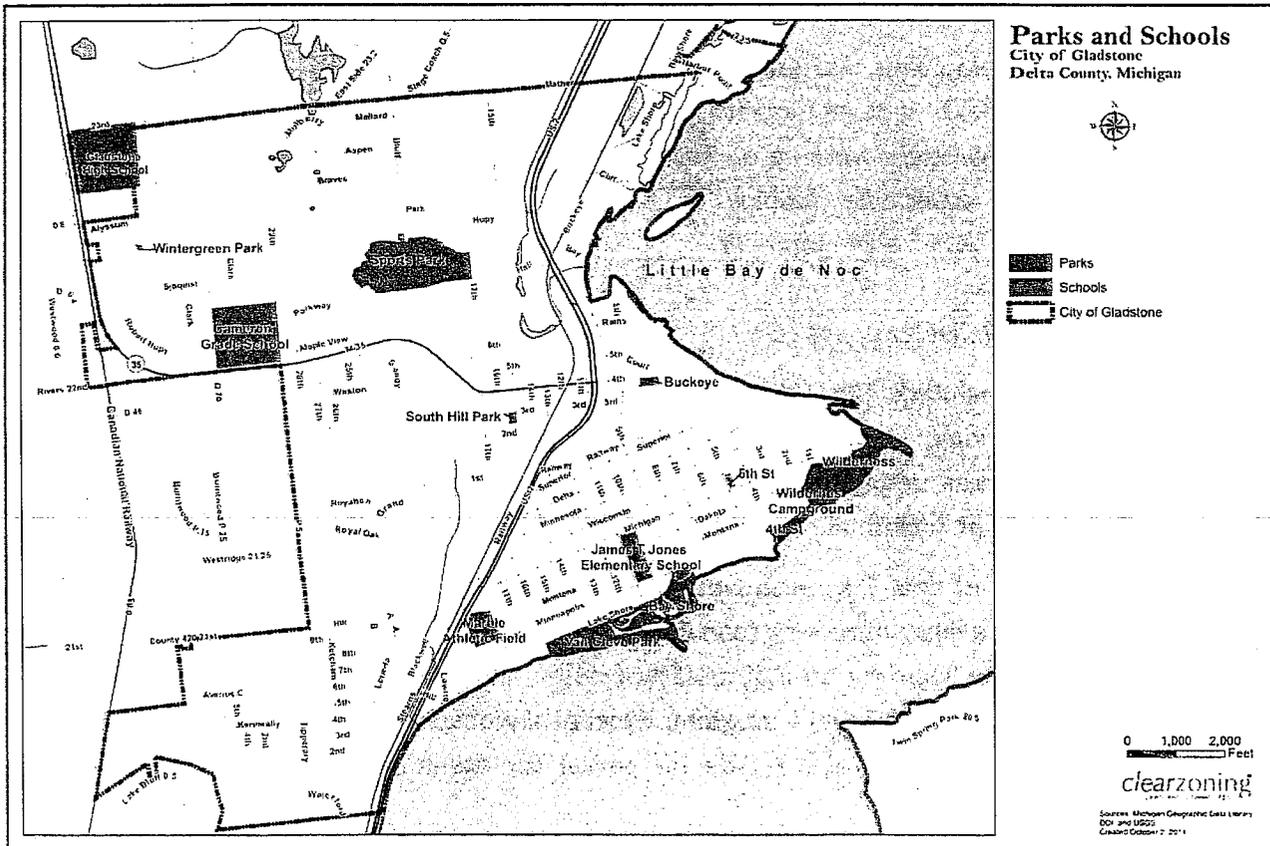
City facilities also include an extensive network of parks throughout the city, including a sports park with ski and tubing hill and ball fields, Gladstone Bay Campground, Van Cleve Park on the waterfront, which includes a playground, beach, skateboarding park and trails, Gladstone Harbor, which includes a marina and boat launch, and Fernwood Cemetery. The city also has several facilities for rent; the Ski Chalet and Beach House offer indoor facilities for private events, while the East End Pavilion, Kids' Kingdom Pavilion, and Gazebo accommodate outdoor events. The Beach House is home to an annual summer concert series. A portion of the Days River Pathway passes through Gladstone. Other unique facilities include the Lighthouse and the fishing pier and fish cleaning station.



### Utilities

The City of Gladstone Water Department serves the whole city, as well as some areas beyond city limits. It operates a filtration plant, and maintains 37 miles of water main, 265 fire hydrants, a booster station, and 1,700,000 gallons of storage capacity. The city's wastewater treatment plant has a daily capacity of one million gallons, and collects wastewater from as far as thirty miles away, including most wastewater from the community of Rapid River.

The city also operates its own non-profit electrical utility. The City of Gladstone Department of Power & Light serves the entire city. In partnership with Alger Delta Electric, the Department of Power & Light offers incentives for solar panels and wind turbines, and has net metering capabilities for wind, solar, geothermal, biomass and hydroelectric power systems. In addition to state incentives, the city partners with a number of local agencies to help local residents and businesses improve energy efficiency.



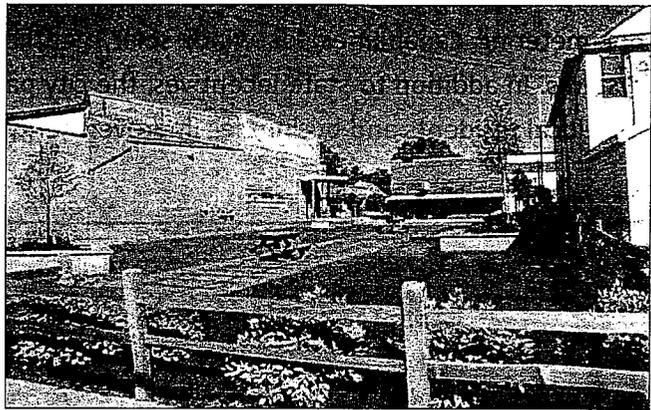
## Community and Economic Development

The future shape of Gladstone as a community is strongly tied to the city's ability to maintain its existing economic base while continuing to diversify and attract new employers. The city has made a concerted effort toward this goal already, and some of the economic and community development tools the city has used are summarized below.

**Downtown Development Authority:** The DDA's development area covers most of the waterfront, the downtown, and the US-2/41 Corridor. The DDA guides development and redevelopment activity in the city's commercial areas, including streetscape improvements and property acquisition, and prepares tax increment financing plans to fund its activities.

### **Downtown Farmer's Market:**

Established in 2013, the Farmer's Market provides a sales outlet for local growers as well as a focal point for community activity during its active season.



Downtown Farmer's Market

### **Brownfield Redevelopment Authority:**

The city's Brownfield Redevelopment Authority helps developers working on eligible properties determine funding sources to assist with redevelopment projects. Delta County's Brownfield Authority distributes funds for environmental assessment of brownfield properties.

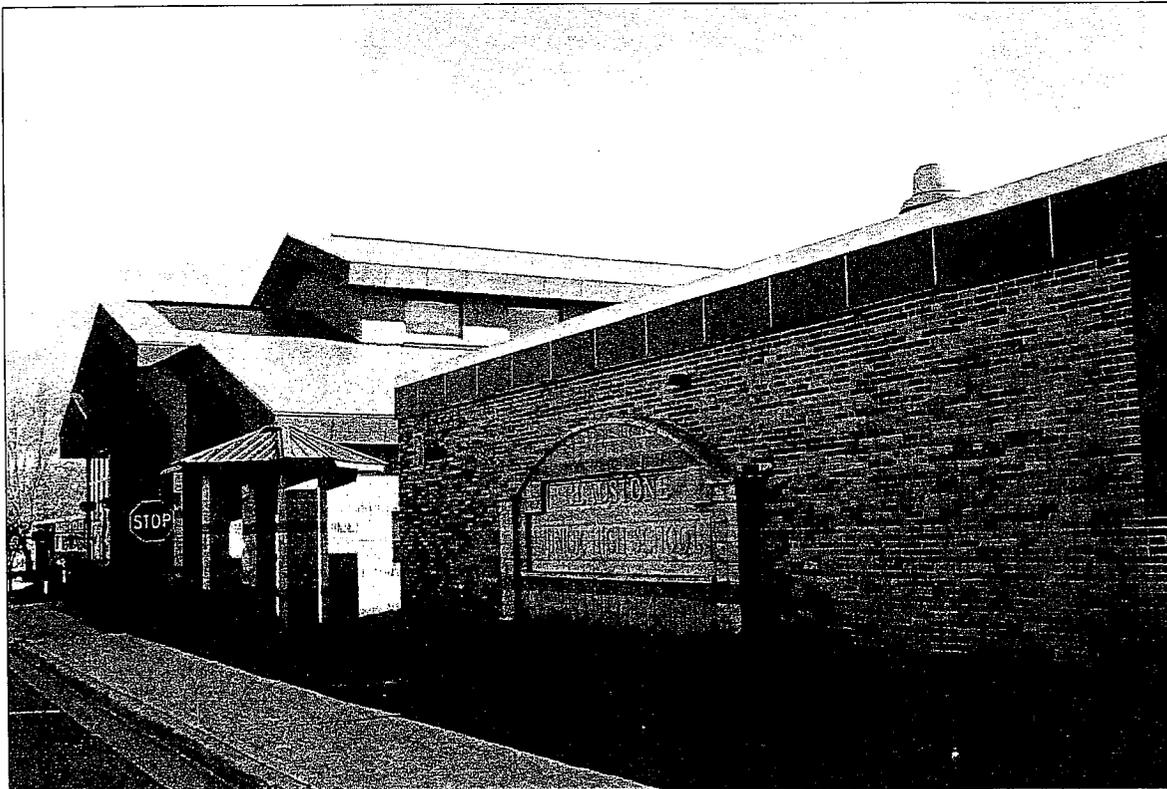
**North Bluff Industrial Park:** This 110-acre industrial park is located in the northwest portion of the city and is home to some of the city's largest employers. The city provides utility services, and the area designated for the industrial park has available land to house a substantial number of additional industrial tenants.

**Revolving Loan Fund and Tax Incentives:** Gladstone actively uses financial incentives to attract business. The city's Revolving Loan Fund uses Community Development Block Grant funds to provide gap financing for industrial businesses, and takes advantage of the state's Industrial Property Tax Abatement program. Functionally obsolete commercial and mixed use properties in Gladstone are eligible for partial tax exemption under the Obsolete Property Rehabilitation Act.



## Gladstone Area Public Schools

Gladstone Area Public Schools serve the City of Gladstone and the surrounding townships, with a total student population of about 1500 and a teaching staff of 87. The school district operates four schools: Cameron Elementary, which includes a preschool and teaches kindergarten through second grade, James T. Jones Elementary, which houses grades 3 through 5, Gladstone Middle School, and Gladstone High School. The district participates in the Delta-Schoolcraft Intermediate School District, which offers Gladstone students access to the Learning Center for students with disabilities, Vocational Technical Center for occupational programs, Alternative High School for non-traditional students, and a teen parenting program. James T. Jones Elementary and the Middle School are both located next to the Public Library, which offers educational support services to both schools. The district covers a land area of over 87 square miles, and provides bus service for its students.



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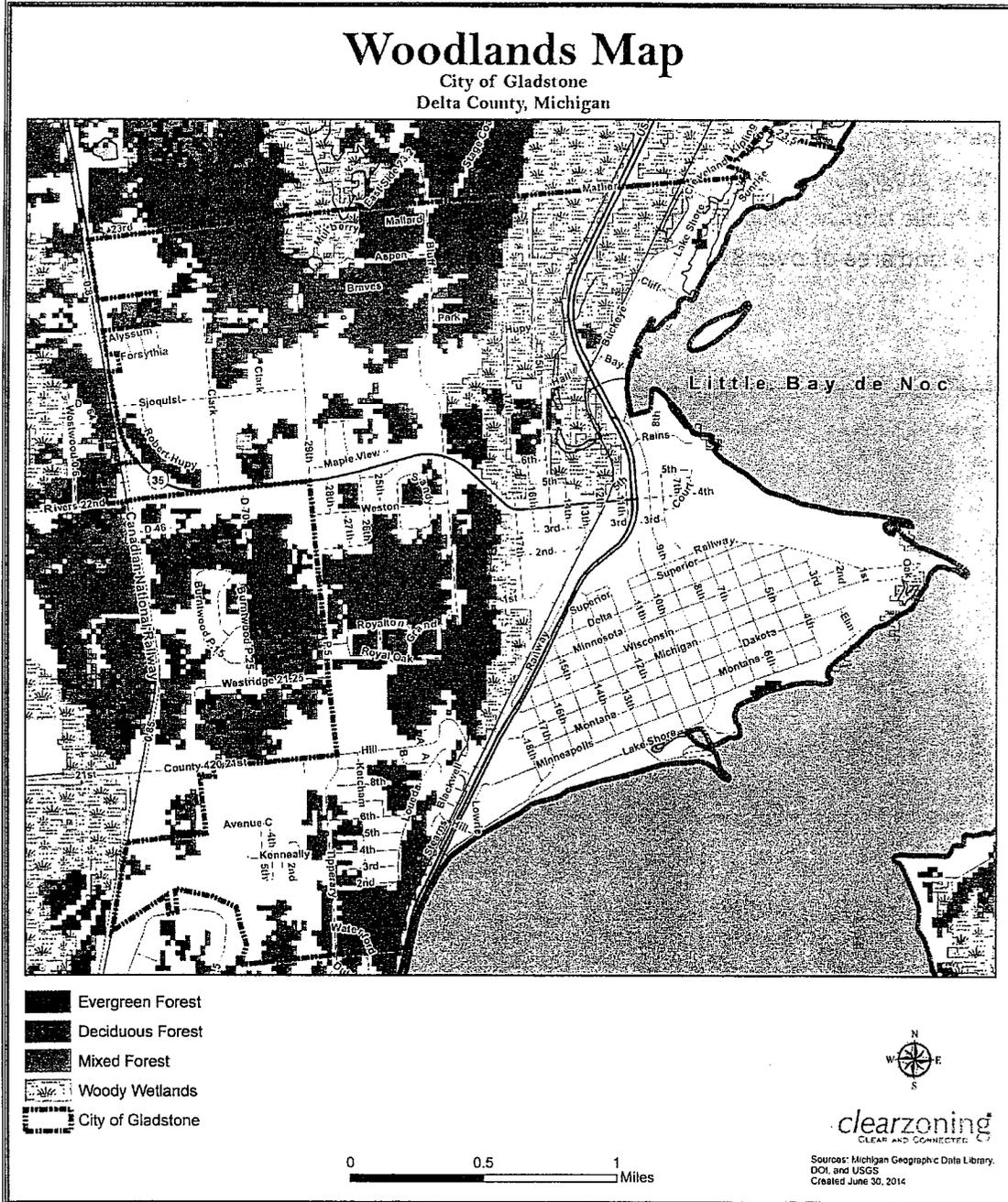
5 IMPLEMENTATION



F. Natural Features

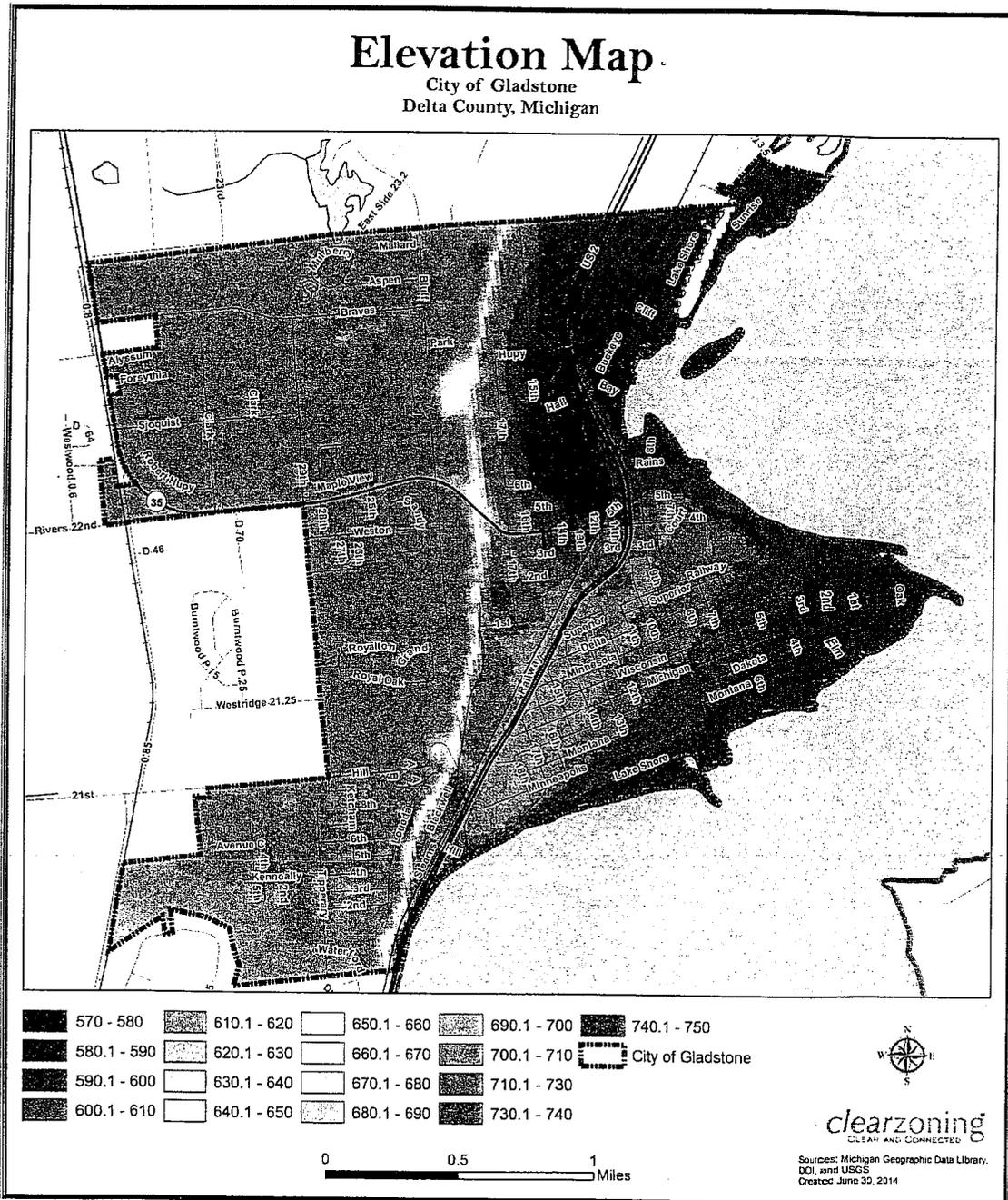
Wetlands & Woodlands

Among Gladstone’s assets is a large amount of open land within the city’s boundaries. The northeastern portion of the city is dominated by wetlands, while the rest of the city’s open land is predominantly forested. A primary challenge for future development will be to develop in harmony with the landscape, retaining the city’s natural character.



The Bluff

This elevation map clearly shows how dramatically the one hundred foot bluff cuts through the center of the city and defines its two halves. While the bluff poses connectivity challenges, it is also an asset, providing views and geographic definition of the city's spaces. Future development both below and upon the bluff should consider how best to take advantage of this unique feature.



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HERSCHAL G.  
EDWARD R.  
PHILLIP  
KOREA  
LAURENCE H.  
MATTHEWS

### VISION & GOALS

HARTWICK T.  
DONALD C.  
PETTS EDWIN  
PORTER  
ROGERS  
WILLIAMS

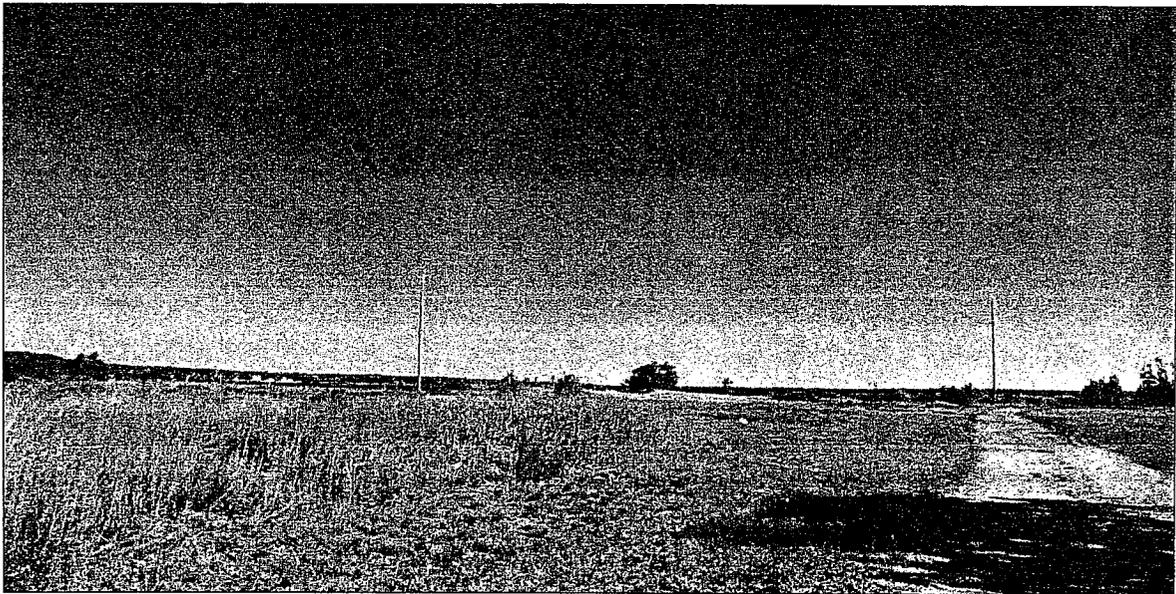
FREDSON WILLIAM R.  
ADRIAN J.  
LEO  
RODGER P.  
JAMES J.  
BRUCE  
WILLIAM H.  
JAMES A.  
GLOBAL WAR ON TERROR



## Community Vision

Over the next 20 years, the City of Gladstone will expand its assets, offering a better quality of life and maintaining its hometown atmosphere. Gladstone will continue to be a desirable residential community, offer a range of housing options, support a mix of small businesses that serve resident and visitor alike, and work to expand employment opportunities for all residents. Parks and cultural facilities will be expanded, and the city will continue to work with neighboring communities to provide more efficient services and improved facilities. The city will work to maximize the potential of the waterfront.

- Goal 1:** Redevelop the waterfront in a way that strengthens the city's connection to the lake and maintains public access to the water.
- a. Establish a 100-foot walkway/greenbelt along all city-owned lakefront
  - b. Develop zoning regulations and consider development incentives that support the creation of walkways and greenbelts along the shore for all future private developments
  - c. Develop vacant land on the waterfront
    - i. Identify targeted locations for redevelopment
    - ii. Create a plan for development of a district on the large vacant waterfront area that supports connections to downtown and access to the waterfront
    - iii. Support the development plan with revisions to the Zoning Ordinance
  - d. Develop screening standards for legacy industrial uses on the waterfront
  - e. Promote mixed-use development along North Lake Shore Drive that will not compete with the downtown district
    - i. Amend the Zoning Ordinance and map to support this style of development



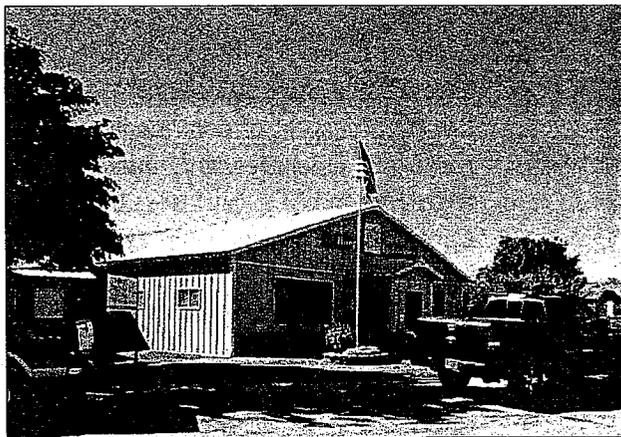
**Goal 2:** Develop downtown Gladstone into a regional shopping destination.

- a. Support specialty retailing
- b. Improve wayfinding signage on US 2/41 and M-35 directing people to downtown
- c. Support Downtown Development Authority
  - i. Continue DDA façade improvement program
  - ii. Streetscape improvements, including greening and crosswalks
- d. Promote residential and office uses on upper stories of downtown buildings
- e. Continue to push for a left turn signal on southbound US 2/41 at 4th Avenue
- f. Consider ways to promote Gladstone outside of Delta County
- g. Create a link between the waterfront and downtown
  - i. Further develop non-motorized corridor on 10<sup>th</sup> Street



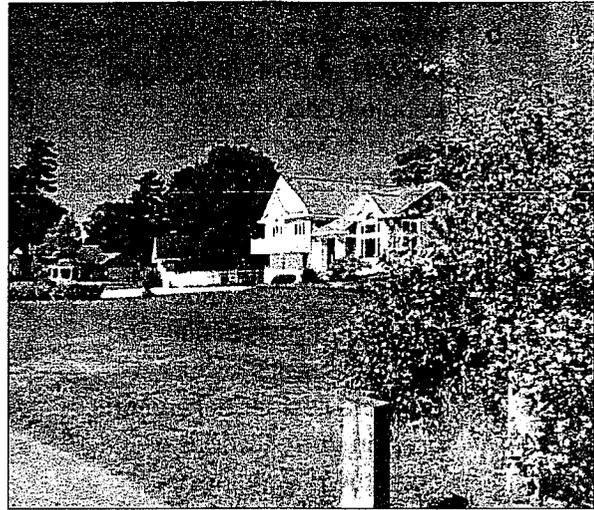
**Goal 3:** Develop Gladstone’s business environment to encourage industry, expand the job market, diversify the local economy, and foster commerce.

- a. Attract new industry
- b. Retain and expand existing industry
- c. Develop tourism industry
  - i. Emphasize recreation opportunities (local and regional) and natural assets
- d. Improve off-street parking facilities regulations
- e. Improve access to businesses along US-2/41
- f. Develop a zoning map and districts that create distinct yet complementary commercial districts in the downtown and along US-2/41



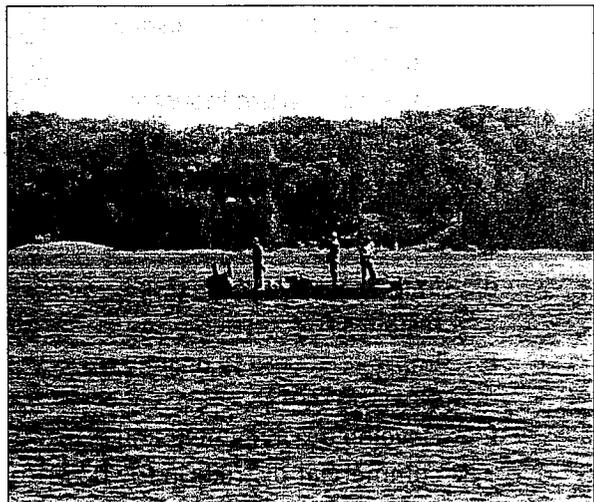
**Goal 4:** Plan for future residential development in a way that makes Gladstone attractive to potential new residents from all walks of life.

- a. Expand the range of housing options
  - i. Amend the Zoning Ordinance to allow for a variety of single and multi-family residential uses, as well as mixed-use structures in appropriate areas
- b. Maintain and rehabilitate existing housing stock
  - i. Continue seeking funding through state and federal agencies such as MSHDA (Michigan State Housing Development Authority) to continue Homeowner & Rental Rehabilitation Programs
- c. Plan for open space in future subdivisions
  - i. Develop a Conservation Subdivision section for the Zoning Ordinance



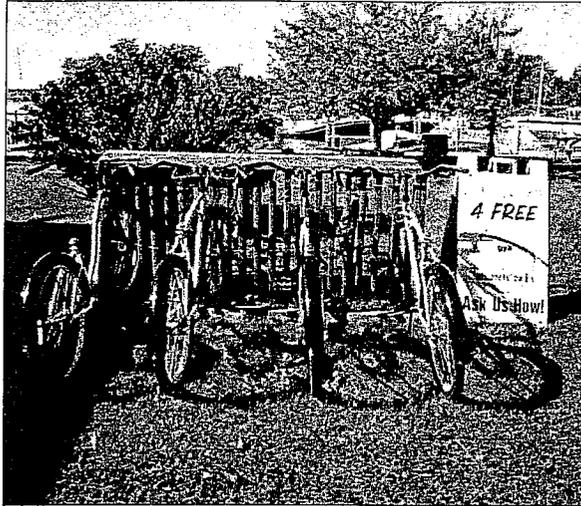
**Goal 5:** Develop the city's recreation options for locals and visitors.

- a. Continue implementation of the city's 2013 Recreation Plan
- b. Create a system of neighborhood recreation facilities, and link it together to the extent possible
- c. Continue to improve the waterfront
- d. Develop a year-round recreation environment
- e. Promote Gladstone's "Walleye Capital of the World" status



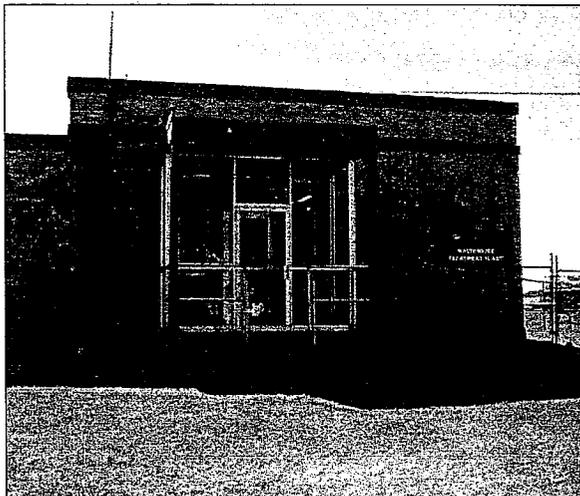
**Goal 6:** Improve non-motorized transportation options, connectivity, and streetscapes across the city.

- a. Develop a comprehensive Complete Streets plan
- b. Improve connectivity between the bluff and the rest of the city
  - i. Address the rail crossing on Blackwell



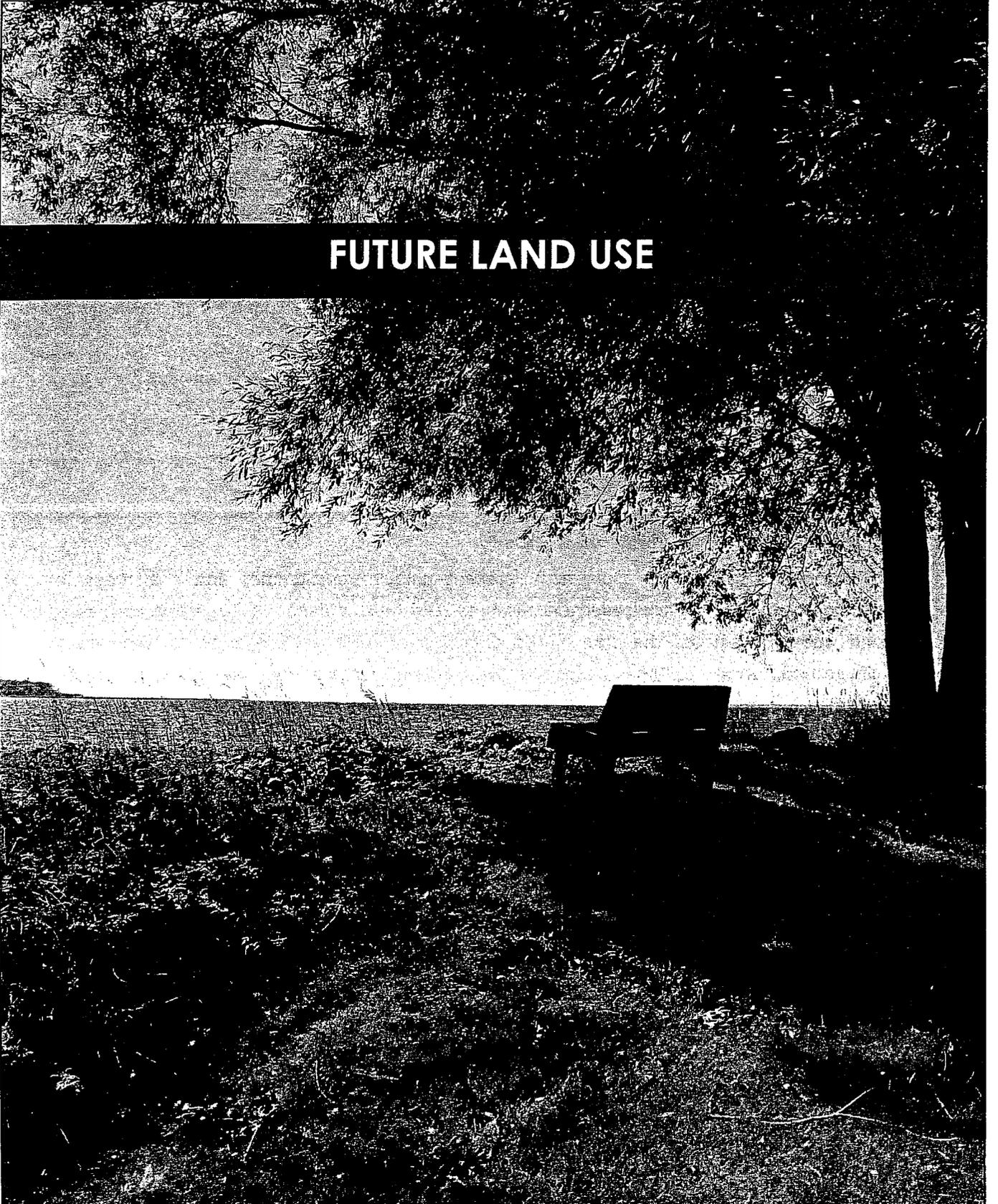
**Goal 7:** Plan for long-term sustainability and provision of city services.

- a. Plan for the managed extension of public water and sanitary sewer
- b. Develop a street maintenance plan
- c. Create alternative energy production opportunities
  - i. Develop zoning regulations for solar and wind energy systems
- d. Adopt best practices for stormwater management
- e. Develop a comprehensive Capital Improvement Plan
  - i. Include the existing Water Department CIP



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## FUTURE LAND USE



### A. Future Land Use Plan

The Future Land Use Plan is a guiding document intended to record the goals and intentions of the city regarding land use and future development. Future decisions regarding the city zoning ordinance and map will reference the framework provided by this plan. This chapter addresses seven areas:

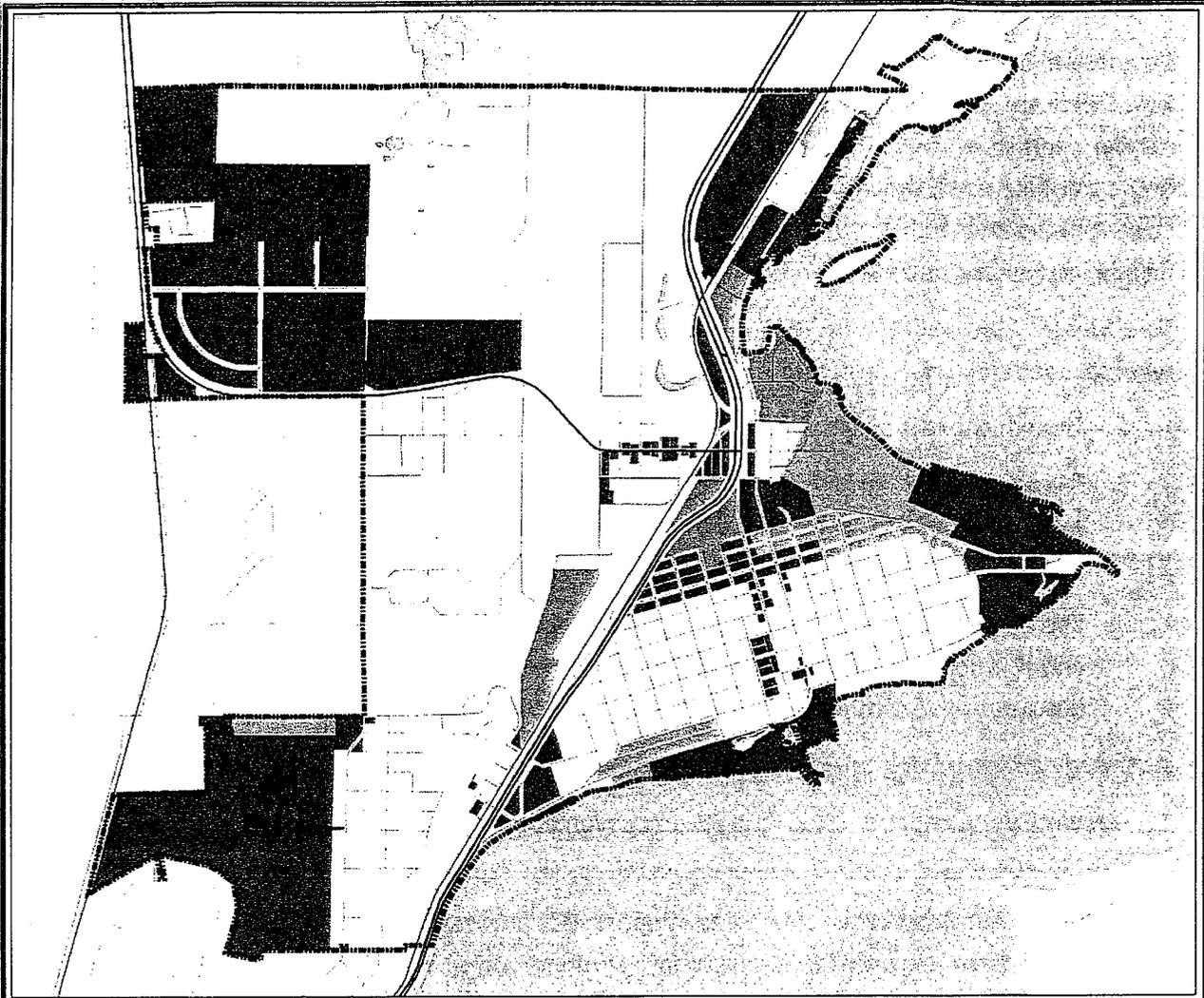
1. Downtown Gladstone & Wayfinding
2. Residential Areas
3. Commercial Areas
4. Currently Vacant Waterfront
5. Open Spaces
6. Complete Streets
7. Industrial Areas

### B. Overall Factors to Consider

Gladstone's location and topography present unique opportunities and challenges to development. The city acknowledged this in its 2007 Master Plan. In its branding, marketing and outreach efforts, the city should continue to build an image as a "year-round playground," an image that is supported by Gladstone's range of recreational opportunities, which include assets outside of the city's boundaries, including Hiawatha National Forest and other natural resource areas.

The individual plans that follow are designed to support the goals and objectives that precede this chapter. The map on the facing page shows Gladstone's current zoning. The Future Land Use map follows at the end of this chapter.





**Zoning Map - 2014**

City of Gladstone  
Delta County, Michigan

Sources: Michigan Geographic Data Library,  
Delta County  
Created October 30, 2014

0 950 1,900 3,800  
Feet



- R-1
- R-2
- R-3
- R-4
- B-2
- I-1
- I-2
- PUB
- City of Gladstone



# DOWNTOWN & WAYFINDING

Downtown Gladstone is the city's historic heart and primary retail district. City Hall and the Post Office are both located downtown, which otherwise hosts a mix of general and specialty retailers and small restaurants in one and two-story buildings. Upper floors are most often home to office uses, though upper floor residential uses are permitted. The district does not have a prevailing architectural style, but the Downtown Development Authority's ongoing façade improvement program has helped rehabilitate several building exteriors.

This Master Plan retains the 2007 plan's goal of developing downtown Gladstone into a regional specialty retail destination. The downtown faces several challenges:

1. Though there is a grocery store to the north, the downtown proper has no anchor.
2. Though downtown is surrounded by the city's densest neighborhoods, it has very few residents; downtown residents often provide local businesses with their most reliable source of customers.
3. The downtown has locational disadvantages: it is located away from the waterfront, and it is located off the main highway. Consequently, many visitors may miss what downtown Gladstone has to offer.

A strategy for improving the downtown going forward should incorporate several elements:

**Aesthetics:** Continue the façade improvement program and make incremental streetscape improvements, including street trees and crosswalks as funding allows.

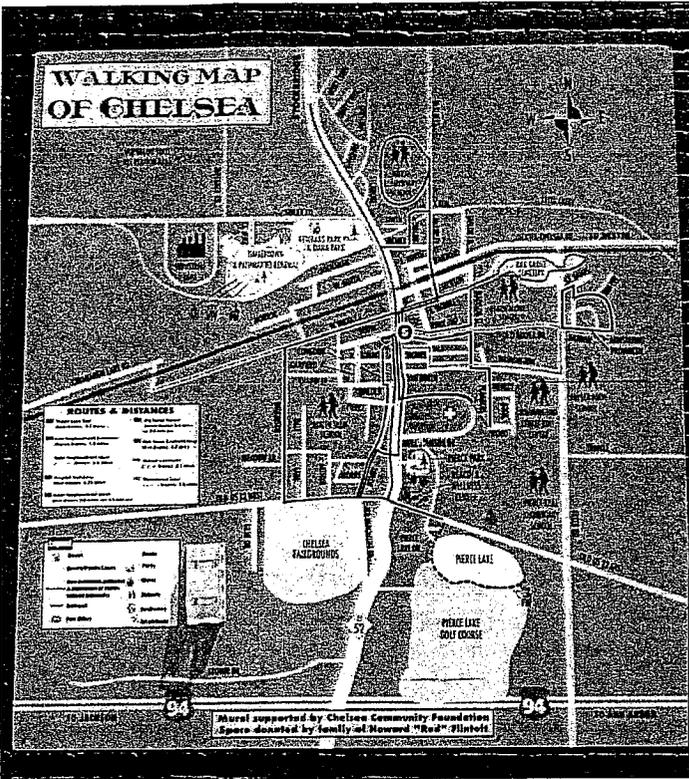
**Business Development:** Continue to support specialty retailers, but work also to bring in potential anchors, such as a pharmacy, clothing store, or mid-size family restaurant. Develop a brochure with a corresponding online version touting downtown businesses.

**Connectivity:** The 10th Street Corridor project improved the downtown's most direct connection to the water; a similar project at the west end of Delta Ave could improve the connection to US-2/41.

**Residents:** Promote upper floor living in the downtown.

**Visibility:** Though downtown Gladstone is removed from the highway and waterfront, it is not far from either. Simple signage on the highway, in the district, and at other destination points in the city, such as the sports park, could direct people to the downtown and increase awareness of its presence. The facing page elaborates on this.





### Wayfinding Signage

The examples at lower left show conceptually what highway signage on US-2/41 might convey, while the example above shows how a sign could make downtown feel more navigable for a visitor. The walking map at top left is located in Chelsea, Michigan and gives walking distances; district maps can be a lively, living part of the district, incorporated into the built environment.

At bottom is a sign that already exists near Van Cleve Park; this type of signage is valuable to visitors and residents alike. In considering how best to promote the downtown through signage, the city already has an example on which to pattern future work.

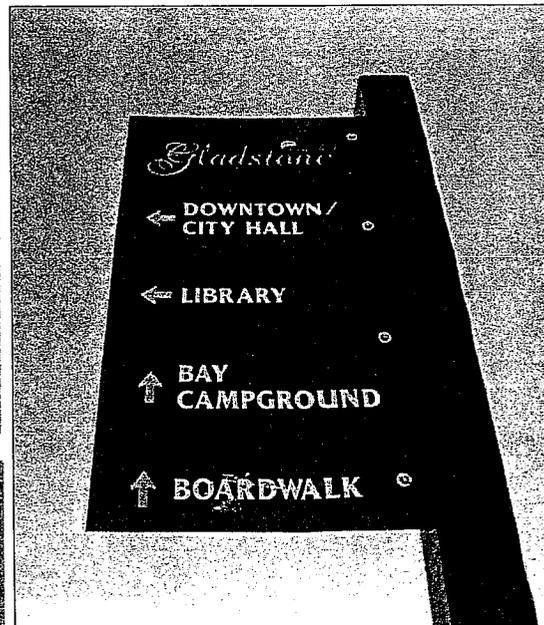
## Downtown Gladstone

10th & Delta

	Walking
↖ Veterans' Memorial Park	5 min
↗ Van Cleve Park/Waterfront	10 min
↕ Gladstone Bay Campground	20 min
↘ City Hall	2 min

**DOWNTOWN GLADSTONE** →

**CAMPGROUND PLAYGROUND SHORE PARK** →



# RESIDENTIAL AREAS

Gladstone has several different types of residential neighborhoods. The older portion of the city, in the area below the bluff surrounding downtown, features a grid pattern of small blocks, homes on smaller lots, with rear alleys (despite this, many have front driveways) and mature trees. On the bluff, many neighborhoods feature larger, wooded lots and a generally more suburban or exurban atmosphere. There are two manufactured housing parks and one retirement community on the bluff. Much of the rest of the city's housing is in small multi-family complexes near the lakeshore and on the bluff. About a quarter of Gladstone households rent.

The city's goal is to provide a mix of housing options that will attract new residents from all walks of life. The existing mix is fairly eclectic; however, this plan notes several areas of potential opportunity or need:

- **Downtown Living:** Residents provide a downtown with a consumer base, increase property owner revenue, and contribute to a 24-hour activity level in the district. Allowing somewhat higher-density housing development and encouraging upper floor residential uses in the downtown are two potential paths to promoting downtown living. Upper floor living and the conversion of vacant space to apartments can be incentivized financially using tax credits, tax stabilization or reduction measures, or Community Development Block Grant funding.



- **Other Mixed Use Residential:** There may exist opportunities for mixed commercial/residential structures outside of downtown, particularly in the currently undeveloped waterfront areas designated for Flexible Development in this plan.
- **Attached Single Family Housing:** Maximizing the development potential of high-value areas such as the waterfront may call for allowing higher density single family housing options such as townhomes, rowhouses, and attached condominiums. These housing types are suited to both year-round and seasonal residents, and may offer a pathway to providing a wider range of affordable housing options within the city. Higher-density districts with close access to commercial uses are senior-friendly as well, and may be attractive to Millennials and retirement-age Baby Boomers seeking alternatives to typical suburban development.
- **Multi-family:** The city has a modest amount of multi-family rental housing at present, and this type of housing should be in the mix when considering potential uses for undeveloped waterfront. As with attached single family housing, multi-family housing can provide opportunities for affordable housing, senior living, empty nesters wishing to downsize, and young adults.
- **Cluster/Open Space Housing:** Cluster or open space subdivisions can help preserve the wooded, rural character of the areas in which they are built. The city should consider developing a zoning provision specific to this development option, which is currently an option under the Planned Unit Development provision, which sets minimal standards for this type of development.
- **Flexible Development Areas:** As discussed above and in the Waterfront Plan, multifamily and attached single family development can address multiple housing needs. The Flexible Development Areas identified in this plan are designed to allow these areas to respond nimbly to demand for multiple types of housing, from single family to mixed-use buildings.

#### Homeowner & Rental Rehabilitation/Vacant Homes

The city operates a Homeowner & Rental Rehabilitation program, which should be continued and expanded when possible. The city's fairly high vacancy rate (around ten percent) increases the risk that unoccupied homes will fall into disrepair. The city should consider ways to ensure that these homes are maintained; these may include communication with absentee owners, code enforcement, liens, and direct funding for upkeep. The city should consider developing neighborhood beautification awards for exemplary home sites.



# COMMERCIAL AREAS

The fairly small population of the region and the fact that Gladstone is smaller than its only neighbor, Escanaba, are major factors affecting the city's commercial landscape. Escanaba is home to the big box and general retail uses typically found at the urban fringe across the country; these businesses draw clientele from a large area of the Upper Peninsula, and most are within a fifteen-minute drive of much of Gladstone.

With fewer than 40,000 residents, the area around Gladstone has a ceiling on the number of commercial uses it can support; tourism raises this ceiling somewhat, particularly where dining, hospitality, and specialty retail are concerned.

According to data compiled by ESRI from Dun & Bradstreet, most retail market categories are underserved within a five-minute drive time of downtown Gladstone. However, when the drive time area is expanded to fifteen minutes, we find that the number of retail market categories that remain underserved falls dramatically. Underserved retail market categories within a fifteen minute drive time of downtown Gladstone are listed in the box below:

Auto dealers	Luggage and leather goods
Electronics and appliances	Sporting goods/hobby/musical instruments
Lawn & garden equipment and supply	"Other general merchandise"
Beer, wine and liquor	Florists
Clothing & shoes	Special food services
Jewelry	Drinking places

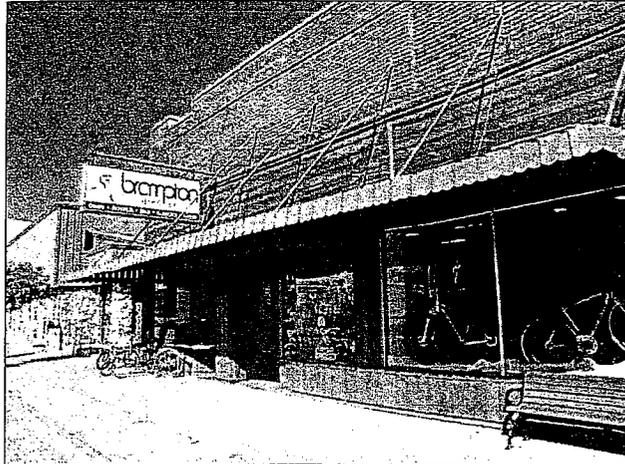
Not all of these market categories are equally appropriate for Gladstone, but this list provides a starting point for identifying entrepreneurial opportunities and gaps that outside businesses might fill.

Given limitations on demand for retail, this plan considers two types of retail: freeway service retail, including gas stations, convenience stores, and fast food, and local/specialty retail. Currently, the city's zoning map has a single zoning classification for all commercial uses, with very large areas of land along US-2/41 designated for commercial use. The 2007 Master Plan reduced the amount of land in northern Gladstone planned for commercial use and expanded commercial areas in southern Gladstone and west of the M-35/US-2/41 junction. In general, this plan builds on the previous plan, with one important distinction: the commercial uses in the downtown core have been distinguished from the commercial uses along the state and US routes with a separate commercial zoning classification.



General Commercial

Located mainly on M-35 and US-2/41, the General Commercial district accommodates the types of freeway service businesses that capture much of their clientele from pass-through traffic, as well as restaurants and necessities such as grocery stores.



Central Business District

Located primarily along Delta Avenue, the Central Business District is the city's downtown, and accommodates a wide range of businesses, with a focus on specialty retail, restaurants, and other businesses that serve local residents while also drawing visitors. Office uses are also concentrated here. Freeway service-type uses, such as drive-thrus, are not permitted in this district.



Commercial Uses in Flex Development Areas

Specialty commercial uses and office uses should be permitted in the Flexible Development areas as part of planned developments.

Gladstone's primary commercial district is its downtown (top), but auto-oriented, suburban-style commercial development (bottom) also occupies a meaningful niche in the city's land use.

Seasonal Commercial Uses

While the focus of economic development efforts will likely be on attracting and supporting uses that serve the community year-round, the city must recognize that certain seasonal commercial establishments are appropriate and beneficial as well.

Tourism

The city's tourism industry, centered around the outdoor recreation opportunities that abound in the region, should be a focus of the city's future marketing. As tourism grows, opportunities for specialty retailers may grow along with it.



# THE WATERFRONT



One of Gladstone's most unique features is the very large area of undeveloped waterfront that lies northeast of downtown. With the right plan, this area could be an enormous asset for the city and the location of a vibrant and distinctive district. The waterfront of North Lake Shore Drive, while partially developed today, also offers tremendous opportunity for future development.

This plan proposes the establishment of a Flexible Development district in these areas. This zoning classification is designed to attract development by providing potential developers with the ability to design innovative and interesting projects that maximize the use of the waterfront and expand the city's tax base. Elements of such a district should include:

1. Allow a mix of detached or attached single family and multi-family residential, small commercial, small office, and public or quasi-public uses. Allow higher density development.
2. Encourage Planned Unit Development.
3. Businesses that strongly support the tourism industry, such as hotels, should be permitted uses, subject to clear standards. If people come to play in Gladstone, they should be able to stay in Gladstone.
4. Innovative design that responds to changing markets should be encouraged. For instance, a multi-story building may be designed with a tall ground floor that can initially be occupied by residential uses but later be converted to commercial uses as demand arises.
5. Non-motorized road users should be accommodated from the start, via off-street pathways, sidewalks, and other facilities, such as bike lanes and bike parking.
6. Consider how to develop height limits that work with the site's naturally stepped terrain.
7. Consider developing simple design standards to guide the development of a unified district.
8. Integrate public amenities into the district:
  - Establish a publicly accessible greenbelt along the water's edge.
  - Work to connect the greenbelt to the city's other waterfront walkway systems.
  - Consider a focal point for the district, such as a central square or pier.
  - Identify areas where and ways in which tourism activities, such as kayaking or sport fishing, might be accommodated.





Shoreline of the undeveloped waterfront area, with commanding view of Little Bay de Noc.

Development of these areas may take time, but developing a plan for the area will help the city communicate to developers what it wants and that it is receptive to good ideas. In the meantime, building an understanding at the municipal level of potential challenges to development in the area, including property disposition, site history, and public attitudes toward potential projects on the site could help smooth the way for a future project.

While it is a smaller area with existing development, North Lake Shore Drive offers potential for redevelopment as its own district and may warrant future treatment as its own special study area.



The view from the fishing pier on North Lake Shore Drive.



# OPEN SPACES

Gladstone has an abundance of open space, ranging from tiny playground parks in the neighborhoods to large, well-groomed facilities such as the sports park and Van Cleve Park, and undeveloped wetland and woodland. The city's park and recreation facilities total over 1,000 acres. These spaces contribute to the city's overall image as a place in harmony with its natural setting.

Gladstone adopted its most recent Recreation Plan in 2013. This plan adopts the goals of that plan by reference, and offers several complementary ideas, particularly regarding the city's undeveloped open space.

## Stewardship of Natural Places

Gladstone's boundaries encompass several large areas that to this point have been left in their natural states. Developing a vision for whether and how these areas should be developed is important to maintaining the community's character. Preservation of large wetland areas such as those in the city's northeast should be prioritized. Future housing development on the bluff should be encouraged to use the open space subdivision model, designating unspoiled open space to remain open in perpetuity.

Adoption of stormwater management best practices as outlined by the EPA can provide guidelines for developers as to how best to mitigate runoff, an important consideration given the city's proximity to Lake Michigan and the fact that the water helps support the tourist economy.

## Waterfront Access

As outlined elsewhere in this plan, maintaining public access to as much of the waterfront as possible offers environmental and economic benefits. Provisions for the Flexible Development Areas should emphasize the importance of keeping this asset available to everyone. Where development already exists, the city should work with private stakeholders to find ways to complete the public waterfront.

## Managed Open Spaces/Parks & Recreation

The city should pursue the implementation schedule of its adopted Recreation Plan and continue working to expand its non-motorized pathways system, creating regional links where possible and seeking to link its own facilities to each other. The city already possesses enviable public amenities, and Van Cleve Park can rightly be called a regional jewel; future improvements will be building on some of the community's most outwardly evident strengths.





Van Cleve Park, looking toward Kids' Kingdom



Saunders Point

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# COMPLETE STREETS

Complete Streets is a term used to describe a transportation network that includes accommodation for vehicles, pedestrians, cyclists, and other legal users. Complete Streets provide transportation choices, allowing people to move about their communities safely and easily. As the community's population ages, Complete Streets will become ever more essential to preserving the mobility of its residents.

Gladstone has some elements of a comprehensive Complete Streets approach in place already, including several off-street multi-use paths and boardwalks that offer non-motorized connections to locations around the city. Connections to regional trail systems should be expanded going forward, and the city should continue to explore a potential non-motorized connection to Escanaba. As it continues to grow, this network will be an asset to residents and visitors alike.

Gladstone publishes a snowmobile map and a parks and trails map, both of which enhance the ability of non-automobile transportation users to navigate the city. Combining these maps and including preferred bike routes through the city could offer an even stronger guide to the city; such a guide should also publicize the presence of the Gladstone Yellow Bikes, seasonally available bikes that anyone can borrow free of charge from the Harbormaster to ride around town. These bikes offer a convenient and quick way for guests visiting by boat to get from the marina to downtown, parks, and other public amenities.

## Complete Streets Downtown

Downtown Gladstone is a hub of community activity and should be a focal point for long-term Complete Streets planning. Within the downtown itself, improving bicycle parking options in conjunction with businesses will help facilitate non-motorized visits to the district, while developing the network of signed bicycle routes mentioned above could help encourage cycling by improving perceptions of safety and accessibility. Such a network could also feed into a system of wayfinding signage. In particular, establishing the preferred bicycle route between downtown and Van Cleve Park, either on or parallel to 10th Street, could improve interactivity between the two areas.

With regards to safety, more prominent and sharply visible crosswalk striping is one method of improving safety for pedestrians, and this can be applied throughout the city as well. However, a striping style distinctive to downtown can help broadcast the district's unique identity and pedestrian orientation.



## Other Considerations

In areas of the city with longer, higher-speed streets, ensuring that ample shoulder or sidewalks are present to accommodate non-motorized users minimizes conflicts with vehicles. Striped or separated bicycle lanes may be appropriate for certain streets.

In certain neighborhoods, some curbs have not been updated to comply with the standards of the Americans With Disabilities Act. The development of a future Capital Improvement Plan should identify these locations and schedule the installation of ramps over a reasonable timeframe.

Complete Streets strategies also consider the circulation and safety of vehicles. Major challenges to vehicle circulation include the lack of a left turn signal for southbound travelers on US-2/41 at 4th Avenue and the rail crossing. The city has worked to address delays on Blackwell by installing signage that signals when a train is moving through the crossing, but additional remedies may be available; discovering them will require coordination with Canadian National.



People cycling downtown must have secure places to park their bicycles and should have confidence in the safety of the routes they choose. More prominent crosswalk striping could help improve safety for non-motorized users. As they mature, street trees will also help complete the street by providing shade, softening the hardscape and bolstering pedestrians' sense of enclosure while using the sidewalk.

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# INDUSTRIAL AREAS

Gladstone's industrial areas provide vital tax base and employment for the community. Most industrial development is concentrated in the rail corridor and in the industrial park. Two of the city's most prominent industrial companies, Besse Paper Products and Upper Lakes Coal Company, occupy sites on the shore of Little Bay de Noc. Hoegh Pet Casket Company offers popular tours of its factory, an interesting example of the tourism industry dovetailing neatly with general industry.

Important considerations for industrial areas going forward are focused in three areas:

- Maintaining the existing industrial base.
- Drawing new industry to the city and achieving full occupancy of the industrial park.
- Developing standards to help industry coexist aesthetically with neighboring uses.

## Maintaining the Existing Industrial Base

Land currently zoned industrial in the city will remain designated for industrial activity. While these areas are not expanded on the Future Land Use map, many current tenants of these sites have room to grow and there are vacancies in the industrial park. Keeping businesses engaged in the city is important to business retention. The city should consider creating a schedule for annual engagement with each of its industrial businesses.



The Canadian National Railway provides local industry with a connection to distant markets.

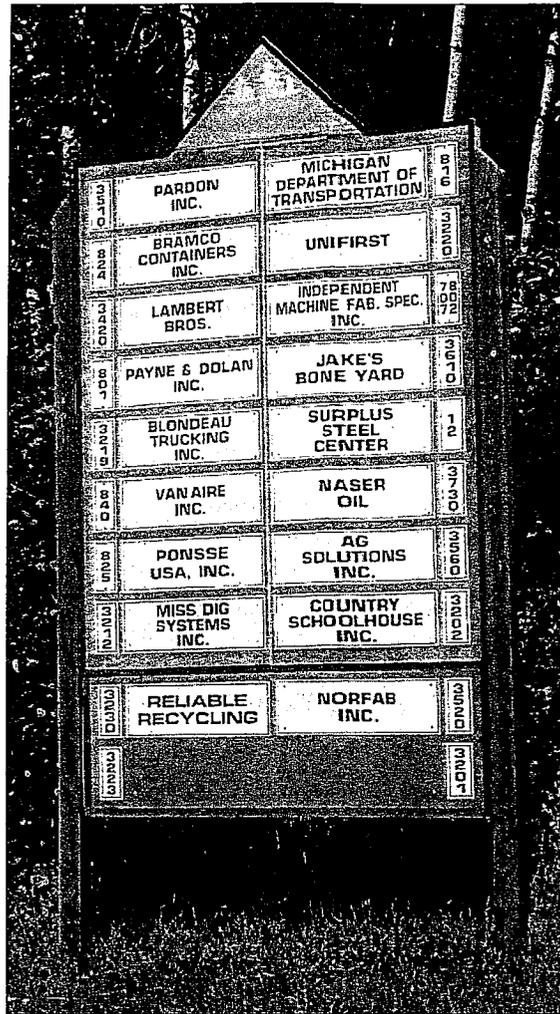


### Filling Out the Industrial Park

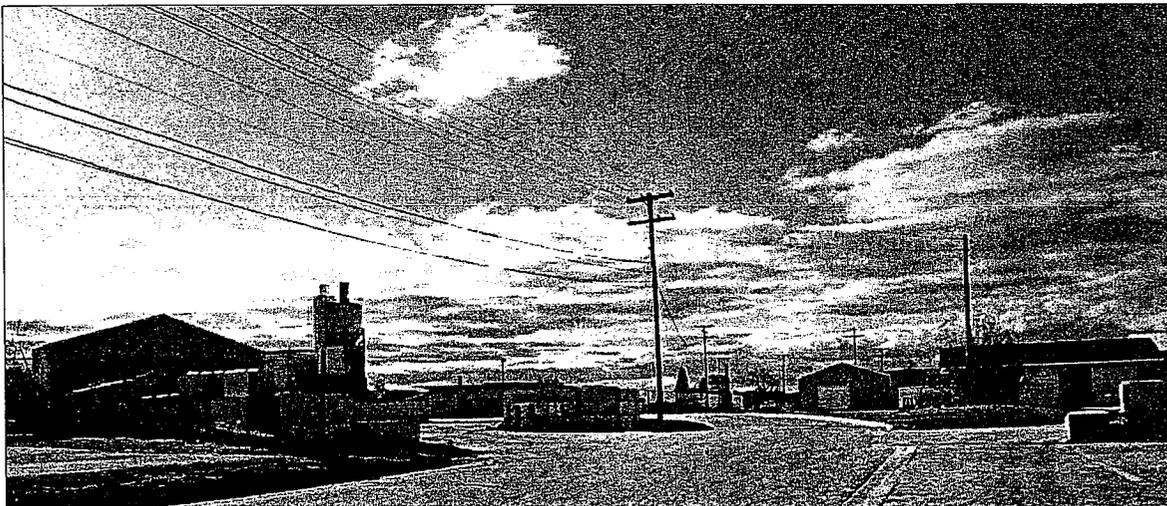
North Bluff Industrial park is a state-certified industrial park located on the bluff at the western edge of the city. There remain a number of vacant sites within the park; each site is potential employment and tax revenue for the city. Gladstone already owns several of these sites and should consider acquiring others for the right price in order to ensure that land will be available. Streamlining approval processes and actively marketing the land will help attract new tenants.

### Screening Standards for Industrial Uses

Industrial uses below the bluff are by and large not well-screened from other uses or the roadway. Entering the city from the north on US -2/41, visitors are presented with scattered industrial buildings before seeing the central city. Developing screening standards that use plantings and landscaping to screen these uses will help improve Gladstone’s aesthetic environment.



Directory of the Certified Industrial Park on the bluff.



Stronger screening standards could help certain industrial uses integrate more harmoniously with surrounding areas.

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# FUTURE LAND USE MAP

The Future Land Use map considers the preceding plans and provides a generalized set of land use classifications. The classifications on this map do not correspond one-to-one with the districts on the current zoning map, but are rather intended to guide future changes to the zoning map and districts established by the Zoning Ordinance. The map divides the city into the following future land use classifications:

**LDR: Low Density Residential** areas are planned for single family homes on modest-to-large lots and open space conservation developments. Special land uses such as places of worship, unlighted golf courses, and group child care homes are also accommodated in these areas.

**MDR: Medium Density Residential** areas are planned for single family homes on relatively small lots, attached single family housing, and planned developments such as site condominiums and manufactured housing parks.

**HDR: High Density Residential** areas are planned for multi-family housing.

**FLEX: Flexible Development** areas are planned for mixed-use development, including retail, hospitality, restaurant, office, high density residential, and public or private open space uses. One possible development tool for these areas is planned unit development, but a new zoning district for these areas would be designed to respond to market demand for varying types of development.

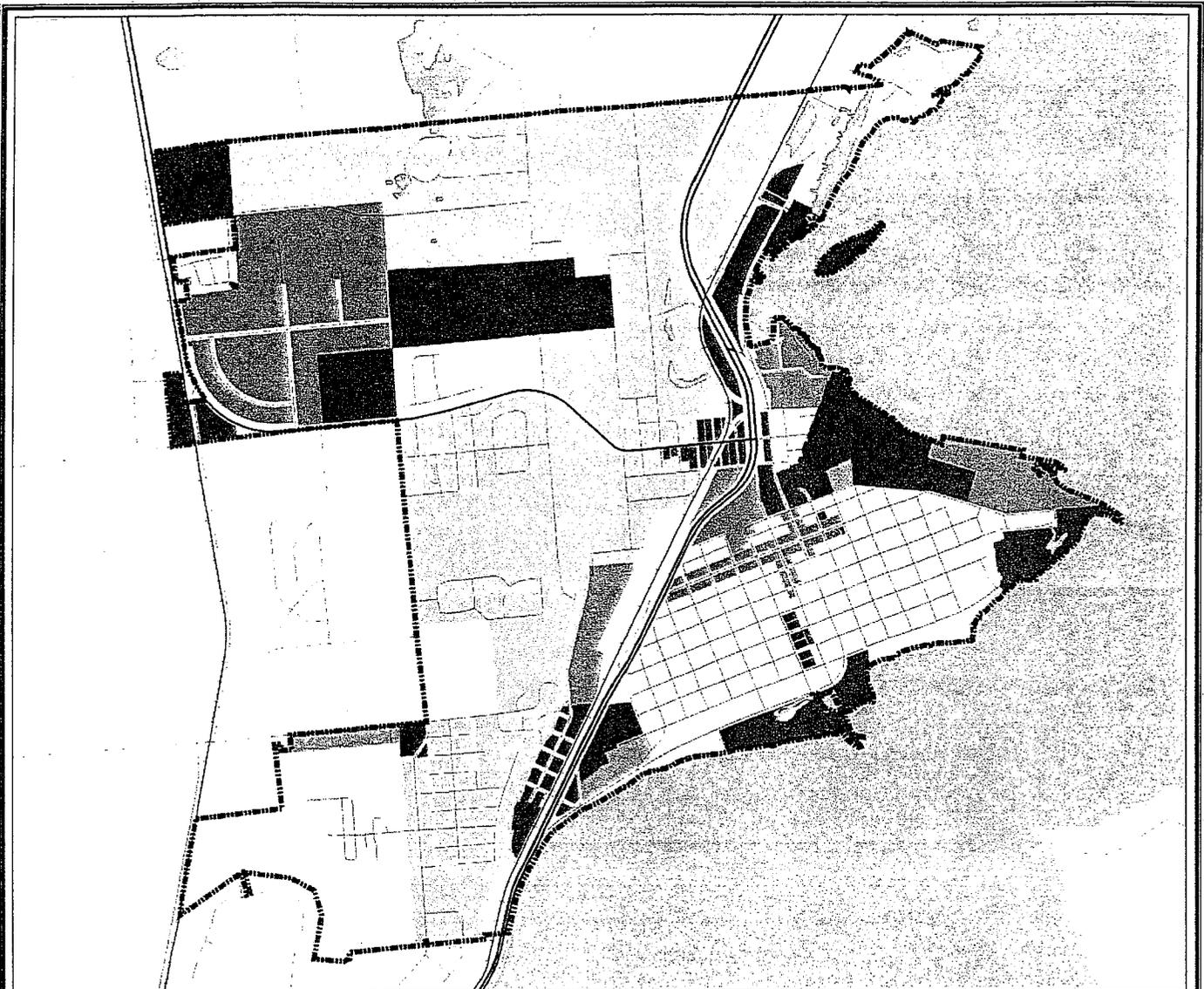
**C: Commercial** areas are planned primarily for automobile-oriented retail uses, including grocery stores, gas stations, branch banks, convenience and general merchandise stores, and quick-service restaurants. Office uses, including medical offices, are also appropriate for these areas.

**CBD: The Central Business District** is Downtown Gladstone. It is planned for mixed use, with a primary focus on municipal uses, specialty retail, galleries, entertainment, quick-service and full-service restaurants, bars, small offices, personal services, and upper floor residential.

**I: Industrial** areas are planned for industrial uses, including resource processing, manufacturing, assembly, transportation, logistics, construction, recycling, research, technology, and other more intensive activities.

**PQP: Public/Quasi Public** areas include schools, parks, playgrounds, the public library, the campground, and miscellaneous municipal uses





## Future Land Use - 2014

City of Gladstone  
Delta County, Michigan

0 1,000 2,000 4,000  
Feet

 City of Gladstone



**clearzoning**  
CLEAR AND CONNECTED

Sources: Michigan Geographic Data Library,  
Delta County  
Created October 7, 2014

-  LDR Low Density Residential
-  MDR Medium Density Residential
-  HDR High Density Residential
-  FLEX Flexible Development
-  C Commercial
-  I Industrial
-  PQP Public/Quasi Public
-  CBD Central Business District

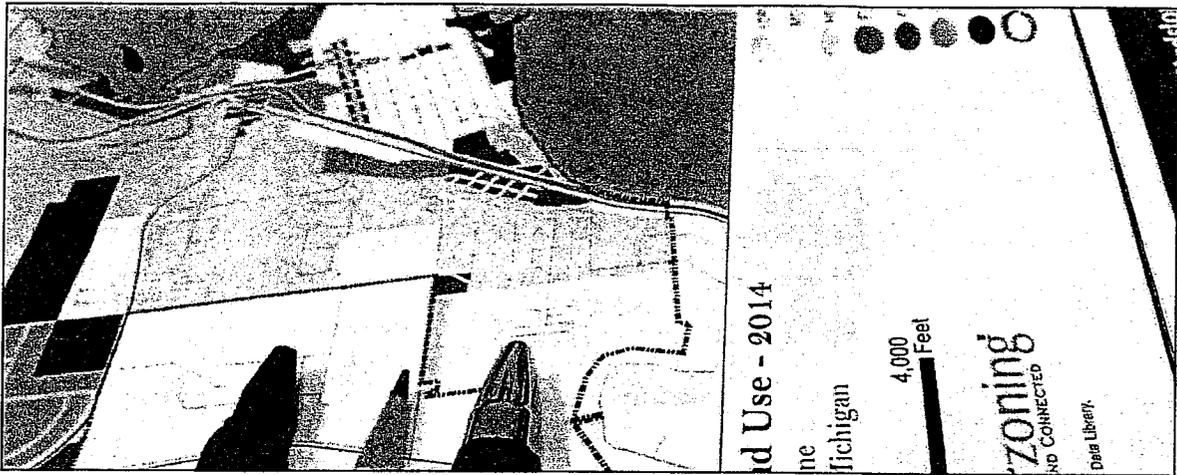


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# IMPLEMENTATION





The implementation strategies of this chapter will assist the city in putting the key recommendations of the Master Plan to work. This chapter first discusses the tools that will allow the city to pursue its goals, then follows with an implementation program. The implementation program sets priorities and correlates specific plan proposals with the appropriate implementation tools. These tools should be referred to frequently and used systematically so that the outcome is a consistent program of implementation over whatever period of time is required to achieve the Master Plan recommendations.

### Implementation Tools

#### Zoning Ordinance Standards

The most effective tool to implement the land use arrangement of the Master Plan is zoning standards and districts. A zoning ordinance is not meant to be a static document. The experiences communities undergo in the application of their zoning rules and the review of unusual new land uses constantly change the body of professional knowledge related to planning and zoning standards. Periodic review of the zoning ordinance will result in the application of the most up-to-date standards in the design of new uses and the maintenance of existing developments.

#### Special Design Plans and Functional Plans

Sometimes a Master Plan must be followed by more detailed design studies in order to illustrate specific concepts that can only be covered briefly in the plan. Functional plans can also help to implement certain ideals outlined in the plan.

#### Code Enforcement

Simple code enforcement can often turn the tide with regard to the image of an area.



Subdivision and Condominium Regulations

Subdivision Regulations and Condominium Regulations are valuable tools in achieving the type of residential development desired by the city. These ordinances should be periodically reviewed and updated to incorporate effective standards that will result in high quality, attractive residential developments.

Site Plan, Special Land Use, and Rezoning Approval

Many essential components of the plan will be the subject of a site plan or special land use application, in some cases preceded by an application for rezoning. The standards for site plan and special land use review should clearly set forth any discretionary powers the city feels it must reserve. Once such standards are in place, the Planning Commission must adhere to them consistently when reviewing development proposals. The implementation of the Plan is likely to take 20 years or longer. In order to maintain the vision, consistent application of design criteria and development standards will be essential.

Federal and State Grant Programs

Federal and State grants are much smaller and more competitive than in their heyday during the 1950's through the mid-1980's. There are still programs in place, however, particularly for pollution abatement (sanitary sewers), pedestrian enhancements (related to roadway projects), and parks and recreation. Proper planning in advance is generally the key to success in securing these grants. Often, the granting agency is particularly interested in innovative projects that stretch the grant dollars or present a concept that is transferable to other communities. Projects that involve two or more neighboring municipalities often receive priority for funding.

Re-evaluation and Adjustment of the Plan

The final—and sometimes most difficult—step in the planning process is re-evaluation and adjustment. The process is continuous. A community's population, economic status, goals, land uses, land use problems, and political climate are constantly changing. It is important to assess how well the Plan is addressing the present land use issues in the community, and whether amendments should be made to keep the Plan relevant and make it the most appropriate guide for the community's future land use. If the Plan no longer reflects the vision of the community, the Planning Commission can then begin the planning process again.

## Implementation Program

Implementation approaches to the goals and recommendations of this plan are outlined on the following pages. These strategies constitute actions or series of actions that can be taken to reach a stated objective, after which the work will typically change to achieve a follow-up objective.

This chapter addresses strategies for implementing this plan, establishing priorities and general timeframes. Complete Streets implementation strategies are broken out into a Complete Streets Strategy. A Zoning Plan then addresses necessary changes to the ordinance and map and establishes a framework for implementing those changes. Goals and objectives presented here do not precisely match those presented earlier in this plan, as certain items have been organized as part of the Complete Streets, Zoning or Marketing & Wayfinding strategies.

## Implementation Strategies

Objective	Strategy	Priority	Timeframe
<b>Goal 1: Waterfront Redevelopment: Strengthen the city's connection to the lake</b>			
Preserve public access to the water.	Establish a 100-foot walkway/greenbelt along all city-owned waterfront.		Mid-term
	Consider incentives to opening access to the privately owned lakefront.		Mid-term
	Develop regulations to preserve water access in future development.		Mid-term
Plan for development of vacant waterfront property.	Identify targeted locations for redevelopment.		Near-term
	Create a plan for development of a district on the large vacant waterfront area that supports connections to downtown and access to the waterfront, including a regulatory framework.		Mid-term
	Support the development plan with revisions to the Zoning Ordinance.		Mid-term
Promote harmony between industrial and non-industrial uses on the lakefront.	Develop screening standards for industrial uses.		Near-term
Understand potential challenges to development of the waterfront.	Inventory property disposition, site history, and public attitudes toward potential projects on the site.		Near-term



Objective	Strategy	Priority	Timeframe
<b>Goal 2: Downtown Gladstone</b> - Develop downtown into a regional shopping destination.			
Nurture a mix of specialty and anchor businesses that serve both residents and visitors.	Develop a business recruitment strategy and action plan, including a business recruitment package.		Mid-term
	Allow innovative uses such as shared kitchens, pop-ups, and entrepreneurship incubators.		Near-term
	Explore property owner/business owner interest in establishing a Business Improvement District.		Near-term
	Develop online and print tools to promote awareness of downtown businesses.		Near-term
Promote upper floor residential.	Seek capital to fund matching loans for life safety and other upper floor improvements that enable residential conversions.		Mid-term
	Promote upper floor redevelopment to downtown property owners, highlighting financial benefits.		Mid-term
Improve gateways to downtown.	Consider a similar project to the 10th Street improvements on Delta Avenue.		Long-term
	Pursue the wayfinding plan found later in this chapter.		Near-term
<b>Goal 3: Economic Base</b> - Encourage industry, expand the job market, diversity, and foster commerce.			
Expand job opportunities industry through attraction, retention, and expansion.	Develop a schedule of retention visits to all industrial tenants in the city.		Near-term
	Consider acquiring additional vacant industrial sites.		Near-term
	Streamline approval processes for upgrades and expansions to existing facilities.		Mid-term
	Actively market industrial properties via the MEDC and to trade groups.		Near-term
Promote harmonious relationships between land uses.	Improve off-street parking regulations.		Mid-term
	Develop screening and lighting standards for non-residential sites.		Mid-term



**Implementation Strategies, continued**

Objective	Strategy	Priority	Timeframe
<b>Goal 4: Residential Development. Make Gladstone attractive to new residents.</b>			
Shore up future population levels.	Market the city as a family-friendly place with excellent schools.		Near-term
Accommodate the city's growing senior population.	Enable residential retrofits for accessibility and plan for a diversity of housing styles. Adopt standards for adult foster care.		Near-term
Expand the range of housing options.	Amend the Zoning Ordinance to allow for a variety of single and multi-family residential uses, as well as mixed-use structures in appropriate areas, as determined by the Planning Commission.		Mid-term
Maintain and rehabilitate existing housing stock.	Re-establish the city's Homeowner & Rental Rehabilitation programs.		Mid-term
	Enhance code enforcement for residential properties, emphasizing vacant homes.		Near-term
	Develop a set of neighborhood beautification awards.		Near-term
Plan for open space in future subdivisions.	Adopt fuller standards for open space subdivisions.		Mid-term
<b>Goal 5: Environment &amp; Recreation. Develop recreation for locals and visitors; consider natural spaces.</b>			
Develop a year-round recreation environment.	Pursue grants to execute the city's adopted recreation plan.		Near-term
Plan for the future of undeveloped land in the city.	Establish a public input process for developing a vision regarding whether and how to develop remaining natural spaces within the city.		Mid-term
Protect the city's water assets.	Adopt stormwater management best practices, as outlined by the EPA.		Long-term
<b>Goal 6: Complete Streets. See the Complete Streets plan later in this chapter.</b>			
<b>Goal 7: Sustainability and Services.</b>			
Plan for the managed extension of city services and maintenance of existing assets.	Develop a comprehensive Capital Improvement Plan for the city.		Near-term



## Marketing & Wayfinding Strategies

Marketing the city is a key to expanding the tourism industry, and can also support expansion of retail options and the commercial and industrial job base. Improving wayfinding and directional signage in the city strongly complements a good marketing plan by making the city easy to navigate for visitors.

Objective	Strategy	Priority	Timeframe
<b>Marketing</b>			
Promote Gladstone outside of Delta County.	Build on the city's "Walleye Capital of the World" status to attract sportsmen.		
	Develop the city's complementary "Year-Round Playground" message to highlight the wide range of other recreation opportunities the city offers.		
Attract families to live in the city.	Promote the city's recreation options and strong school system.		
	Position Gladstone as a community that promotes healthy outdoor living.		
Bring higher-income jobs to the city.	Leverage the fact that Gladstone residents are on average more highly educated than other residents of the region.		
<b>Wayfinding</b>			
Highlight the location of downtown Gladstone and the city's many recreation facilities to travelers on M-53 and US-2/41.	Work with MDOT and other relevant agencies to determine the best locations for directional signage; develop a style acceptable to the road agencies that will stand out to drivers passing through the area.		Near-term
Develop a system of in-town wayfinding and directional signage.	Inventory the important sites and districts in the city that might benefit from signage-guiding visitors to them.		
	Identify locations where wayfinding signs are appropriate and determine the destinations to place on each sign. As a first step, consider using a free service such as <a href="http://walkyourcity.org">walkyourcity.org</a> to gauge the effectiveness of signage locations.		Near-term
	Place a map with walking distances in an appropriate location downtown.		



## Complete Streets Strategy

Gladstone's goal is to provide safe, efficient and well-maintained roadways that accommodate all modes of transportation throughout the city. These Complete Streets implementation strategies offer several methods for working toward this goal.

Objective	Strategy	Priority	Timeframe
Determine how best to apply Complete Streets principles in different areas of the city.	Identify road types and develop a set of standards for non-motorized accommodations on each type.		Near-term
Ensure equal access for all users in new developments.	Develop Complete Streets guidelines for new developments, including those that may occur in areas designated FLEX.		Near-term
Plan for the long-term accommodation of all road users.	Develop guidelines for the rebuilding of existing roadways in a manner that accommodates all users and modes.		Mid-term
	Set traffic volume thresholds for the addition of paved shoulders, shared lane markings, bike lanes, off-street paths, lighted crossings, and other non-motorized accommodations.		Long-term
Educate drivers, bicyclists, and pedestrians about road users' duty to share.	Produce small handouts to distribute at City Hall and to driver's education students in the city.		Near-term
Publicize the city's non-motorized network	Combine the snowmobile and parks & trails maps with other information to make a comprehensive online & print brochure.		Mid-term
Increase safety on city roads for bicyclists.	Establish bike routes marked with signs to focus bicycle travel onto the most appropriate roads; include a Downtown-Van Cleve connector.		Mid-term
	Continue developing the off-street path network.		
	Maintain shoulders on higher-speed roads.		
Establish or improve connections to regional trails and neighboring communities.	Study the most feasible routes for future pathways, considering connections to other non-motorized facilities.		Mid-term
	Establish a public engagement process to study routes and secure buy-in from owners whose property falls along potential routes.		Mid-term



Objective	Strategy	Priority	Timeframe
Improve secure bicycle parking options.	Work with businesses and Parks & Rec to determine the best locations and funding partnerships.		Near-term
Enhance pedestrian safety.	Stripe intersections with high-visibility crosswalks; use a distinctive style downtown to distinguish the district.		Near-term
Improve accessibility.	Identify those few curbs not yet compliant with ADA regulations; schedule installation of ramps as part of a Capital Improvement Plan.		Mid-term

**1**

**INTRODUCTION**

**2**

**BACKGROUND**

**3**

**VISION & GOALS**

**4**

**FUTURE LAND USE**

**5**

**IMPLEMENTATION**



## Zoning Plan

The Zoning Plan shows how the city’s long-range land use plan will be implemented through changes to the Zoning Ordinance and map. The table at right shows how the land uses of the Future Land Use map generally align with the city’s existing zoning districts. Several new districts will be needed over the long-term. The text below outlines and prioritizes Zoning Ordinance amendments.

Land Use	Zoning District
LDR Low Density Residential	R-1, R-1A, R-4
MDR Medium Density Residential	R-2
HDR High Density Residential	R-3
FLEX Flexible Development	No equivalent
C Commercial	B-1, B-2
CBD Central Business District	No equivalent
Industrial	I-1, I-2
PQP Public/Quasi Public	Park/Public

### Establishing New Districts

Many of the districts in the city’s current Zoning Ordinance contain the seeds of the new zoning classifications envisioned in this plan. However, the Future Land Use Plan outlined zoning classifications that would, when implemented, guide the development of much more distinct districts within the city. Implementation of the Future Land Use Map proceeds in five steps:

1. Identifying the desired standards for each district.
2. Drafting standards for each district, including any needed graphics.
3. Holding a public hearing on the draft standards.
4. Adoption of the standards.
5. Changing the map.

Step 5 is crucial to conveying to developers what the city hopes to be in the future. The individual Future Land Use Plan pages of this plan outline some specific recommendations for future district standards.

### New Provisions

Gladstone’s electrical utility has some progressive capabilities, including metering capabilities for numerous types of renewable energy systems. Certain of these systems, such as wind energy conversion and solar collectors, require the construction of on-site infrastructure. The city should consider adopting standards for these uses.



If the city decides that certain of its woodland and wetland areas should be maintained in their natural state rather than developed, conservation or natural resource protection overlays can be a useful tool to accomplish this.

Screening standards for industrial uses can dramatically improve the aesthetic environment of a city. Some existing industrial uses will be non-conforming after adoption of such standards, and the city can work with these property owners to determine a course of action for improved screening. This may include pursuing funding for plantings.

The establishment of the CBD Central Business District zoning classification is intended to provide the city with an opportunity to differentiate the commercial uses and intent of this area from the more general uses currently provided for in the B-2 classification; the B-1 classification is not used on the city's current zoning map.

Broader Changes to the Zoning Ordinance

Generally, the current Zoning Ordinance lacks strong site standards for landscaping, screening, lighting, flexibility for off-street parking, and building materials. The city may decide that in some of these areas additional standards are not appropriate, but in many cases even a few simple provisions to give stronger guidance to developers could go very far in improving the city's overall appearance. Additional regulation needn't be anti-development, and in fact a well-crafted regulation can help promote development by ensuring predictability and giving a developer confidence that the quality of subsequent development will match the quality of his or her project.

The ordinance also does not provide standards for the majority of uses permitted in the city, either as principal uses or as conditional uses. Special land uses in particular should be governed by clear standards.

In general, incorporating more visual aids and performing some minor reorganization, such as collecting use standards in one section and site standards in another, or relocating all definitions to one section where currently some appear in other parts of the ordinance, could help make the ordinance easier for potential developers to navigate and use. Design standards and provisions for publicly accessible space may be appropriate for the FLEX districts.

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# APPENDIX

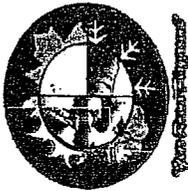


CITY OF GLADSTONE  
DELTA COUNTY, MICHIGAN



Satellite view, 2013

**GLADSTONE**



**City of Gladstone**  
**Capital Improvement Plan (CIP)**  
**FY 2015-2020**

A Five Year CIP is an actual Plan as the title suggests. Capital projects included in the CIP are defined as physical improvements that are planned for the City. Capital improvements are also defined as infrastructure improvements, although infrastructure improvements more often refer to "in ground" improvements such as water and sewer distribution lines. The CIP identifies specific projects that are planned and prioritized over a five year period for planning, design, engineering and construction. The costs associated with each project are estimated and may very well change as projects are actually designed and bid for construction.

Each year the CIP is revised to reflect the current status of projects. The first year of the CIP is FY 2016 and the most significant year as it identifies both costs and actual sources of funds that are authorized to be spent in FY 2016 on approved projects. The adoption of this CIP for the "out years", FY 2017-2020 represents a "different type of commitment" in that funds for the out years are not actually authorized. Funding for projects identified in the CIP that are to be completed in the out years or begin in the out years require a commitment to identify and seek funding in those years before actual implementation of projects.

Why prepare a capital improvement plan?

A Capital improvement Plan:

- Matches capital needs with limited resources
- Optimizes use of taxpayer dollars
- Coordinates projects internally and externally
- Establishes basis for borrowing
- Encourages efficient government administration
- Focuses attention on community goals and needs
- Maintains and enhances quality of life
- Provides orderly replacement of capital assets
- Satisfies bond market requirements
- Avoids surprises!

## Capital Outlay List 2015-2016

Department	Status	Project	Amount	Funding Source
City Hall		Data Server	\$ 8,000.00	Dr. Cretens - Imp. to City
		Emergency Generator	\$ 11,000.00	General Fund
		Heaters for Back Garage	\$ 5,000.00	General Fund
		Windows main floor	\$ 10,000.00	General Fund
		<b>City Hall Total</b>	<b>\$ 34,000.00</b>	
Parks & Recreation		Change Machine at Launch	\$ 3,000.00	Harbor Fund/Cretens
		Retaining Wall Beach	\$ 45,000.00	General Fund, Cretens
		Add Tubing Runs	\$ 75,000.00	MNRTF/General Fund
		Pavilion at Campground	\$ 15,000.00	General Fund, Cretens
		Asphalt Repair at Skate Park/Boat Launch	\$ 75,000.00	General Fund, Cretens
		Asphalt Repair at Van Cleve Parkway	\$ 65,000.00	General Fund, Cretens
		Snow Cat	\$ 95,000.00	MNRTF/local/General Fund
		Interpretive Sign at Lighthouse	\$ 5,000.00	Dr. Mary Cretens
		Ballfields Pavilion, Restrooms, Concession & Fields - Phase 1	\$ 20,000.00	MNRTF & CMA
		Change Machine at Boat Launch	\$ 3,000.00	General Fund
		Deck at Beach House	\$ 10,000.00	General Fund
		Climbing Equipment at Tot Lot	\$ 10,000.00	General Fund
		Signage for Parks	\$ 1,500	General Fund
		Rebuild back ballfield and improve Howes ballfield	\$ 20,000	MNRTF, Local, General Fund
		Snow Gun - 1	\$ 10,000	Grants & General Fund
		Disk Golf	\$ 15,000	MNRTF, Local, General Fund
		Non-motorized path from Gladstone to P.5 Road	\$ 1,800,000	Local, MDOT, MNRTF, GLFTF
		<b>Parks &amp; Recreation Total</b>	<b>\$ 2,267,500.00</b>	
Cemetery		Develop Cemetary Master Plan with Budget	\$ 10,000.00	
		Pave Roads	\$ 35,000.00	General Fund, Cretens
		<b>Cemetery Total</b>	<b>\$ 45,000.00</b>	
Public Safety		Replace Patrol Car #60	\$ 35,000.00	General - Reserve
		Replace Engine 65 w/ equipment & SCBA	\$ 550,000.00	General, Grants?, Loan
		Replace 2 800 mghz radios	\$ 6,000.00	Olson Trust
		Replace 3 MDT units in patrol Cars	\$ 15,000	Olson Trust
		<b>Public Safety Total</b>	<b>\$ 606,000.00</b>	

Streets	Storm Drain Improvements	\$	8,000.00	Local/Major Streets
	Road Reconstruction--Locals 1 Block (Dakota 900)	\$	80,000.00	
	Street Striping - Majors	\$	17,000.00	Major Streets
	Signage updates / improvements	\$	11,000.00	Local/Major Streets
	<b>Streets Total</b>	\$	<b>116,000.00</b>	
Wastewater	Replace Boilers	\$	50,000.00	Rates
	Sewer Truck	\$	200,000.00	Rates
	East End Lift Station	\$	30,000.00	Rates
	Start Sewer Plant Study	\$	60,000.00	Rates
	<b>Wastewater Total</b>	\$	<b>340,000.00</b>	
Water	GIS/Mapping	\$	10,000.00	Rates
	Intake Inspection	\$	16,000.00	Rates
	Pickup Truck	\$	25,000.00	Rates
	CDBG Projects	\$	300,000.00	DDA,Roads & Water
	Finish 3rd Avenue-RR Tracks	\$	70,000.00	Rates and DDA
	<b>Water Total</b>	\$	<b>421,000.00</b>	
DPW	Concrete Pad / Salt Storage	\$	5,000.00	
	Develop Asset Management Plan	\$	10,000.00	
	Install 4 new garage doors	\$	15,000.00	
	<b>DPW Total</b>	\$	<b>30,000.00</b>	
Solid Waste	Plant Trees in Right of Way	\$	10,000.00	Solid Waste, Residents
	Alley Improvements	\$	10,000.00	
	<b>Equipment Total</b>	\$	<b>20,000.00</b>	
Equipment	6 X 4 13 Yd Dump Truck w/scraper and wing	\$	200,000.00	
	<b>Equipment Total</b>	\$	<b>200,000.00</b>	
Electric	Paving at storage facility - North Bluff Industrial Park	\$	15,000.00	Rates
	Primary replacement - Woodworth Resid.	\$	5,000.00	Rates
	New Meters - Replace hybrid	\$	10,000.00	Rates
	LED Lighting	\$	30,000.00	Rates
	<b>Electric Total</b>	\$	<b>60,000.00</b>	
	<b>Total for Capital Improvements for FY 2015-2016</b>	\$	<b>4,139,500.00</b>	

**Capital Outlay List  
2016-2017**

Department	Status	Project	Amount	Funding Source
City Hall		Electrical Upgrade	\$ 30,000.00	General Fund
		<b>City Hall Total</b>	<b>\$ 30,000.00</b>	
Parks & Recreation		Harbor Docks	\$ 200,000.00	Waterways/DDA
		Fitness Trail Improvements	\$ 5,000.00	General Fund, Creten
		Pavilion and Climbing Equipment for Buckeye	\$ 10,000.00	General Fund, Creten
		Restroom/concession Sports Park Ball Fields	\$ 850,000.00	MNRTF/local/General Fund
		Purchase Jones Property	\$ 500,000.00	MNRTF/local/General Fund
		Amenities at Ballfields	\$ 75,000.00	MNRTF/local/General Fund
		Lagoon Dyke/Dredging	\$ 150,000.00	Lions, Community Donations
		Snow guns/pole cat	\$ 15,000.00	General Fund, Grants
		Disk Golf	\$ 15,000.00	MNRTF/local/General Fund
		<b>Parks &amp; Recreation Total</b>	<b>\$ 1,880,000.00</b>	
Cemetery		Pave Roads	\$ 35,000.00	General Fund - Creten
		Improvements based on Master Plan	\$ 20,000.00	General Fund - Creten
		<b>Cemetery Total</b>	<b>\$ 55,000.00</b>	
Public Safety		Replace Patrol Car #61	\$ 35,000.00	General Fund - Reserve
		Replace Car #69	\$ 20,000.00	General Fund - Reserve
		Replace 2 800 mghz radios	\$ 6,000.00	General Fund
		Replace Fire Hose, Engine 64	\$ 25,000.00	General Fund
		<b>Public Safety Total</b>	<b>\$ 86,000.00</b>	
Streets		Road Reconstruction - Local 1 Block(Dakota - 8th to	\$ 80,000.00	Federal Aid; Street Funds; DDA; Special Assmt
		Road Reconstruction - Major 1 Mile	\$ 180,000.00	Federal Aid; Street Funds; DDA; Special Assmt
		Chip Sealing - Majors 1 Mile	\$ 20,000.00	Street Funds, Special Assmt, DDA
		Chip Sealing - Locals 1 Mile	\$ 20,000.00	Street Funds, Special Assmt, DDA
		Signage	\$ 10,000.00	Street Funds, DDA
		Storm Drain	\$ 10,000.00	Street Funds, DDA
		<b>Streets Total</b>	<b>\$ 320,000.00</b>	

Wastewater	Plant Upgrade	\$ 6,000,000.00	Rates, Loans
	Distribution Upgrades	\$ 60,000.00	Rates, Loans
	Lift Station Upgrade	\$ 25,000.00	Rates, Loans
	<b>Wastewater Total</b>	<b>\$ 6,085,000.00</b>	
Water	Fence Water Plant Property	\$ 24,000.00	Rates
	Roof Replacement	\$ 45,000.00	Rates
	2nd Transmission Main from Plant - Stage 1	\$ 60,000.00	Rates
	Backwash/Hi Service Header	\$ 15,000.00	Rates
	Plant Study	\$ 60,000.00	Rates
	<b>Water Total</b>	<b>\$ 204,000.00</b>	
DPW	New Facility	\$ 1,500,000.00	Equipment Fund
	Building Improvements	\$ 20,000.00	Equipment Fund
	<b>DPW Total</b>	<b>\$ 1,520,000.00</b>	
Equipment	Ford F250 with plow and toolbox	\$45,000	Equipment Fund
	SnoGo WK800 with ACS Hitch	\$120,000	Equipment Fund
	<b>Equipment Total</b>	<b>\$165,000</b>	
Electric	LED Lighting	\$ 30,000.00	Rates
	Recloser - Industrial Circuit	\$ 30,000.00	Rates
	Doors on storage facility	\$ 10,000.00	Rates
	Digger Dirrick truck	\$ 200,000.00	Rates
	<b>Electric Total</b>	<b>\$ 270,000.00</b>	
Solid Waste	Plant Trees in Right of Ways	\$ 10,000.00	Solid Waste, Resident
	Alley Improvements	\$ 20,000.00	Solid Waste
	<b>Solid Waste Total</b>	<b>\$ 30,000.00</b>	
	<b>Total for Capital Improvements for FY 2016-2017</b>	<b>\$ 10,645,000.00</b>	

**Capital Outlay List  
2017-2018**

Department	Status	Project	Amount	Funding Source
City Hall		Restroom Modifications	\$ 33,400.00	General Fund
		<b>City Hall Total</b>	<b>\$ 33,400.00</b>	
Parks & Recreation		Harbor Docks, Over Pass Hwy Sports Park Building Purchase Jones Property Pavilion at Campground Asphalt repair at Skate Park /Boat Launch Change Machine at Launch Lagoon Dyke/Dredging	\$ 200,000.00 \$ 1,500,000.00 \$ 1,500,000.00 \$ 500,000.00 \$ 15,000.00 \$ 75,000.00 \$ 15,000.00 \$ 150,000.00	Waterways, DDA M-Dot/Local MNRTF MNRTF/local/General Fund MNRTF/local/General Fund General Fund/Cretens General Fund/Cretens Harbor Fund/Cretens Lions, Community Donations
		<b>Parks &amp; Recreation Total</b>	<b>\$ 4,021,800.00</b>	
Cemetery		Pave Roads Improvements based on Master Plan	\$ 35,000.00 \$ 15,000.00	General Fund - Cretens General Fund - Cretens
		<b>Cemetery Total</b>	<b>\$ 50,000.00</b>	
Public Safety		Replace Patrol Car #62 Compressor System for SCBA's Replace Car #69 <b>Public Safety Total</b>	\$ 35,000.00 \$ 15,000.00 \$ 20,000.00 <b>\$ 70,000.00</b>	General Fund - Reserve General Fund General Fund - Reserve
Streets		Road Reconstruction - Local 1 Block Road Reconstruction - Major 1 Mile Chip Sealing - Majors 1 Mile Chip Sealing - Locals 1 Mile Signage Storm Drain Street, Non-Motorized and Stormwater Planning Street Striping	\$ 80,000.00 \$ 180,000.00 \$ 20,000.00 \$ 20,000.00 \$ 10,000.00 \$ 10,000.00 \$ 20,000.00 \$ 20,000.00	Federal Aid; Street Funds; DDA; Special Assmt Federal Aid; Street Funds; DDA; Special Assmt Street Funds, Special Assmt, DDA Street Funds, Special Assmt, DDA Street Funds, DDA Street Funds, DDA Street Funds, Grants Street Funds
		<b>Streets Total</b>	<b>\$ 360,000.00</b>	

**Capital Outlay List  
2017-2018**

Wastewater	New Sludge Tanker	\$ 100,000.00	Rates, Loans
	Distribution Upgrades	\$ 60,000.00	Rates, Loans
	Lift Station Upgrade	\$ 25,000.00	Rates, Loans
	<b>Wastewater Total</b>	<b>\$ 185,000.00</b>	
Water	Plant Upgrades	\$ 4,000,000.00	Rates
	2nd Avenue to North 17th Street Main	\$ 80,000.00	Rates
	<b>Water Total</b>	<b>\$ 4,080,000.00</b>	
Solid Waste	Plant Trees in Right of Ways	\$ 10,000.00	Solid Waste, Resident
	Alley Improvements	\$ 20,000.00	Solid Waste
	Fence Compost Site	\$ 40,000.00	Solid Waste
	<b>Solid Waste Total</b>	<b>\$ 70,000.00</b>	
DPW	Building Improvements	\$ 20,000.00	
	<b>DPW Total</b>	<b>\$ 20,000.00</b>	
Equipment	John Deere Backhoe Loader	\$ 100,000.00	Equipment Fund
	<b>Equipment Total</b>	<b>\$ 100,000.00</b>	
Electric	Recloser - Kipping Circuit	\$ 30,000.00	Rates
	LED Lighting Project	\$ 30,000.00	Rates
	Substation Security	\$ 50,000.00	Rates
	Update GIS Mapping and Archive	\$ 10,000.00	Rates
	<b>Electric Total</b>	<b>\$ 120,000.00</b>	
	<b>Total for Capital Improvements for FY 2017-2018</b>	<b>\$ 9,110,200.00</b>	

**Capital Outlay List  
2018-2019**

Department	Status	Project	Amount	Funding Source
City Hall		Exterior Tuck Pointing	\$ 11,000.00	General Fund
		<b>City Hall Total</b>	<b>\$ 11,000.00</b>	
Parks & Recreation		Roadways/Parking Lots Sports Park	\$ 500,000.00	MNRTF/Local/General Fund
		Warming Hut Tubing	\$ 200,000.00	MNRTF/Local/General Fund
		Break Wall by Pram	\$ 800,000.00	MNRTF/Local/General Fund
		Summer Tubing	\$ 300,000.00	MNRTF/Local/General Fund
		Zip Line	\$ 400,000.00	MNRTF/Local/General Fund
		Harbor Docks	\$ 200,000.00	Waterways/DDA
		Over Pass Hwy	\$ 1,500,000.00	Mdot/Local/MNRTF
		Sports Park Building	\$ 1,500,000.00	MNRTF/Local/General Fund
		<b>Parks &amp; Recreation Total</b>	<b>\$ 5,422,000.00</b>	
Cemetery		Pave Roads	\$ 15,000.00	General Fund - Cretens
		Improvements based on Master Plan	\$ 20,000.00	General Fund - Cretens
		<b>Cemetery Total</b>	<b>\$ 35,000.00</b>	
Public Safety		Replace Patrol Car #62	\$35,000	General Fund - Reserve
		Replace Patrol Car #60	\$35,000	General Fund - Reserve
		Replace 4 800 mghz radios	\$12,000	General Fund
		Replace Roof, Public Safety Facility	\$45,000	General Fund
		<b>Public Safety Total</b>	<b>\$ 127,000.00</b>	
Streets		Road Reconstruction - Local 1 Block	\$ 80,000.00	Federal Aid; Street Funds; DDA; Special Assmt
		Road Reconstruction - Major 1 Mile	\$ 180,000.00	Federal Aid; Street Funds; DDA; Special Assmt
		Chip Sealing - Majors 1 Mile	\$ 20,000.00	Street Funds, Special Assmt, DDA
		Chip Sealing - Locals 1 Mile	\$ 20,000.00	Street Funds, Special Assmt, DDA
		Signage	\$ 10,000.00	Street Funds, DDA
		Storm Drain	\$ 10,000.00	Street Funds, DDA
		<b>Streets Total</b>	<b>\$ 320,000.00</b>	

**Capital Outlay List  
2018-2019**

Wastewater	Distribution Upgrades	\$ 60,000.00	Rates, Loans
	Lift Station Upgrades	\$ 25,000.00	Rates, Loans
	<b>Wastewater Total</b>	<b>\$ 85,000.00</b>	
Water	Plant Upgrades	\$ 2,000,000.00	Rates
	North 17th Street Main	\$ 80,000.00	Rates
	Paint Cameron Tank	\$ 60,000.00	Rates
	<b>Water Total</b>	<b>\$ 2,140,000.00</b>	
DPW	Building Improvements	\$ 20,000.00	Equipment Fund
	<b>DPW Total</b>	<b>\$ 20,000.00</b>	
Equipment	6x4 13 Yd. Dump Truck w/ scraper and wing	\$ 190,000.00	Equipment Fund
	<b>Equipment Total</b>	<b>\$ 190,000.00</b>	
Electric	LED Lighting Project	\$ 15,000.00	Rates
	Sub Station - Regulator bypass switches	\$ 50,000.00	Rates
	<b>Electric Total</b>	<b>\$ 65,000.00</b>	
Solid Waste	Plant Trees in Right of Ways	\$ 10,000.00	Solid Waste, Resident
	Alley Improvements	\$ 20,000.00	Solid Waste
	<b>Solid Waste Total</b>	<b>\$ 30,000.00</b>	
	<b>Total for Capital Improvements for FY 2018-2019</b>	<b>\$ 8,445,000.00</b>	

**Capital Outlay List  
2019-2020**

Department	Status	Project	Amount	Funding Source	
City Hall		Additional Security Cameras	\$ 10,000.00	General Fund	
		Remodel front lobby/main floor	\$ 20,000.00	General Fund	
		<b>City Hall Total</b>	<b>\$ 30,000.00</b>		
Parks & Recreation		Roadways/Parking Lots Sports Park	\$500,000	MNRTF/local/General Fund	
		Warming Hut Tubing	\$200,000	MNRTF/local/General Fund	
		Break wall By Pram	\$800,000	MNRTF/local/General Fund	
		Summer Tubing	\$300,000	MNRTF/local/General Fund	
		Zip-Line	\$400,000	MNRTF/local/General Fund	
		Purchase Jones Property	\$500,000	MNRTF/local/General Fund	
		<b>Parks &amp; Recreation Total</b>	<b>\$ 2,760,000.00</b>		
Cemetery		Pave Roads	\$15,000	General Fund-Cretens	
		Improvements based on Master Plan	\$20,000	General Fund-Cretens	
		<b>Cemetery Total</b>	<b>\$35,000</b>		
Public Safety		Replace Patrol Car #60	\$35,000	General Fund / Reserve	
		Replace 2 800 Mghz Radio's	\$6,000	General Fund	
		Replace #63 Utility w/Multi Purpose Grass Rig	\$75,000	General Fund	
		<b>Public Safety Total</b>	<b>\$ 116,000.00</b>		
Streets		Road Reconstruction - Local 1 Block	\$ 80,000.00	Federal Aid; Street Funds; DDA; Special Assmt	
		Road Reconstruction - Major 1 Mile	\$ 180,000.00	Federal Aid; Street Funds; DDA; Special Assmt	
		Chip Sealing - Majors 1 Mile	\$ 20,000.00	Street Funds, Special Assmt, DDA	
		Chip Sealing - Locals 1 Mile	\$ 20,000.00	Street Funds, Special Assmt, DDA	
		Signage	\$ 10,000.00	Street Funds, DDA	
		Storm Drain	\$ 10,000.00	Street Funds, DDA	
		Stormwater Improvements	\$ 400,000.00	Street Funds, Grants	
		Street Striping	\$ 20,000.00	Street Funds	
			<b>Streets Total</b>	<b>\$ 740,000.00</b>	

## Capital Outlay List 2019-2020

Wastewater	Distribution Upgrades	\$ 100,000.00	Rates, Loans
	Lift Station Upgrade	\$ 25,000.00	Rates, Loans
	<b>Wastewater Total</b>	<b>\$ 125,000.00</b>	
Water	Paint Ground Storage Tank	\$ 60,000.00	Rates
	North 17th Street to Reservoir	\$ 100,000.00	Rates
	<b>Water Total</b>	<b>\$ 160,000.00</b>	
DPW	Building Improvements	\$ 20,000.00	Equipment Fund
	<b>DPW Total</b>	<b>\$ 20,000.00</b>	
	6x4 Dump Truck w/ scraper and wing	\$ 190,000.00	Equipment Fund
Equipment	<b>Equipment Total</b>	<b>\$ 190,000.00</b>	
	Replace E-7	\$ 250,000.00	Rates
	Pave Storage Facility	\$ 30,000.00	Rates
Electric	Technology Upgrades - Metering, etc.	\$ 100,000.00	Rates
	<b>Electric Total</b>	<b>\$ 380,000.00</b>	
	Plant Trees in Right of Ways	\$ 10,000.00	Solid Waste, Resident
Solid Waste	Alley Improvements	\$ 20,000.00	Solid Waste
	<b>Solid Waste Total</b>	<b>\$ 30,000.00</b>	
	<b>Total for Capital Improvements for FY 2019-2020</b>	<b>\$ 4,586,000.00</b>	

## PART III – MAKING ZONING DECISIONS

### PUBLIC NOTICE

One of the most important steps in ordinance adoption and amendment, special land use, PUD, and variance procedures is the public hearing. Public hearings provide the principal opportunity for citizens to be heard on zoning matters that may affect their interests. It is absolutely essential that required notices of public hearings be published and distributed as specified in the zoning ordinance and the Michigan Zoning Enabling Act. Changes to the public hearing notice requirements are probably the most significant changes made by consolidating the three former zoning enabling acts. One common notice requirement now applies to most zoning public notices.

The table on the next page summarizes the public notice requirements under the Michigan Zoning Enabling Act. Every public hearing notice must be published in a newspaper of general circulation in the community not less than 15 days before the public hearing. Also, the applicant, property owners and, one occupant in every structure within 300 feet must be notified individually, unless otherwise indicated on Table 2. Each public notice must include the following information as required by Section 103 (MCL 125.3103):

- Describe the nature of the request.
- Indicate the property that is the subject of the request by address (if the property has an address); that includes all properties in the request if it is a rezoning and less than 11 properties are affected.
- State when and where the request will be considered.
- Indicate when and where written comments will be received concerning the request.

### PUBLIC HEARINGS

It is very important that every interested person be given the opportunity to be heard at public hearings. But this does not mean the process is spontaneous. A hearing should be conducted in a consistent and orderly fashion.

The hearing body should not have its decision governed by the public applause meter. The hearing body should not be interested simply in whether neighbors are in favor of or opposed to a given proposal. Rather, the interest is in why they feel that way—what relevant information do they offer within the context of ordinance requirements that will assist in making a decision? The primary purpose of the hearing is to gather facts and information relevant to making a decision on an applicant's request. Thus, a hearing process must be established that insures an open, objective atmosphere exists for orderly presentations. However, it need not be one of paralyzing formality, since it is not a court proceeding.

The need for public confidence in the honesty and integrity of the hearing body dictates that if any of its members has even a remote conflict of interest in the outcome of a proceeding, he or she should disqualify themselves from participation in the hearing.

#### Conflict of Interest

The need for public confidence in the honesty and integrity of the hearing and decision body dictates that if any member has even a remote conflict of interest in the outcome of a proceeding, that member should disqualify himself or herself from participation in the hearing. Obvious conflicts of interest for a member of the hearing or decision body include a financial interest in the outcome or a close business

**Table 2  
Public Notice Requirements**

<b>Zoning Activity</b>	<b>Section 103 Newspaper Notice* &amp; Applicant/Abutting Resident Notice**</b>	<b>Additional Requirements</b>
<b>Zoning Ordinance Adoption/Amendments/Rezoning/Conditional Rezoning when 11 or more properties are involved</b> (Section 202(3))	Not less than 15 days before the public hearing; but, individual notice to the applicant and other persons within 300 feet is <b>not</b> required (Section 202(3))  Notices must include the places and times at which the proposed text and any maps may be examined. (Section 306(3))	Notice to each electric, gas and pipeline public utility company, telecommunication service provider, railroad, and airport manager that registers its name with the clerk of the legislative body for the purpose of receiving public hearing notices (Section 306(2))
<b>Amendments/Rezoning/Conditional Rezoning when 10 or fewer properties are involved</b> (Section 202(2))	Not less than 15 days before the public hearing	Addresses of all properties subject of the request must be listed in the public hearing notice (Section 103(4)(b)).
<b>Site Plan Reviews</b> (Section 501)	<i>No separate public hearing is required</i>	
<b>Special Land Uses – notice that an application has been received and a public hearing can be requested</b> (Section 505(2))	Not less than 15 days before the public hearing	Addresses of all properties subject of the request must be listed in the public hearing notice (Section 103(4)(b)).
<b>Special Land Uses – notice of a public hearing</b> (Section 502(3))	Not less than 15 days before the public hearing	Addresses of all properties subject of the request must be listed in the public hearing notice (Section 103(4)(b)).
<b>Planned Unit Developments</b> (Section 503(7))	Not less than 15 days before the public hearing	Addresses of all properties subject of the request must be listed in the public hearing notice (Section 103(4)(b)).
<b>Open Space Preservation Clusters</b> (Section 506)	<i>This is a use by right, no public hearing is required</i>	
<b>Appeals to ZBA</b> (Section 604(5))	Not less than 15 days before the public hearing	Only the applicant notice, as per Sections 103(2), and 103(3), and the notice published in a newspaper of general circulation within the local unit of government, as per Section 103(1), not less than 15 days before the hearing, are required on a general appeal or interpretation question.
<b>Ordinance Interpretations to ZBA</b> (Section 604(5))	Not less than 15 days before the public hearing	Same as appeal to ZBA above.
<b>Variations by the ZBA</b> (Section 604(4))	Not less than 15 days before the public hearing	Addresses of all properties subject of the request must be listed in the public hearing notice (Section 103(4)(b)).

NOTES:

\* in a newspaper of general circulation in the local unit of government.

\*\* by mail, deposited during normal business hours for delivery with the United States Postal Service or other public or private delivery service, or personal delivery to the owners of property for which approval is being considered, to all persons to whom real property is assessed within 300 feet of the property, and to one occupant of each structure within 300 feet of the property. This individual notice is required unless specified otherwise in the Table.

or family relationship with the applicant, his or her attorney or any expert witness. The new Michigan Planning Enabling Act requires a Planning Commission to include conflict of interest provisions in their bylaws if the community has not otherwise adopted conflict of interest requirements. (MCL 125.3815(9).)

The member with a conflict of interest should disqualify him/herself at the outset of the hearing (or sooner if the conflict is identified earlier). It is not sufficient to participate in the hearing and merely abstain from voting. If a member has a conflict, that member should leave the meeting and should avoid conversations on the issue with other members until the case is over. Every member has an obligation to vote on every issue before the body, unless that member has a conflict of interest, in which case they are not permitted to vote on the matter. Voting when one has a conflict of interest is considered malfeasance if a ZBA member is involved (see Section 601(9), MCL 125.3601(9)). That would make the action grounds for removal by the legislative body.

### Open Meetings Act

All meetings of a planning commission or zoning board/commission or of a legislative body or ZBA on zoning matters are subject to the Open Meetings Act, P.A. 267 of 1976. This means that every notice must be posted, meeting advertised, and minutes prepared pursuant to the requirements of the OMA.

For more information consult Michigan Open Meetings Act by Kenneth VerBurg, January 2000, MSU Extension State and Local Government Area of Expertise Team.

The general rule to follow if there is a doubt about a conflict of interest is: When in doubt—step down. The rules of procedure (bylaws) of the hearing and decision body should spell out the procedures for handling conflicts of interest if no general ordinance applicable to all local appointed bodies adopted by the legislative body.

### General Hearing Procedure

The following general hearing procedure is suggested as a guide to developing one in your community. Whatever procedure is developed, the procedure should be made clear to all in attendance and adhered to consistently. A simple handout sheet or large board visibly displaying the hearing procedure will serve this purpose well. Hearings should begin at the time advertised in the public notice although they may simply be one element of the agenda. Typically, the hearing procedure is as follows:

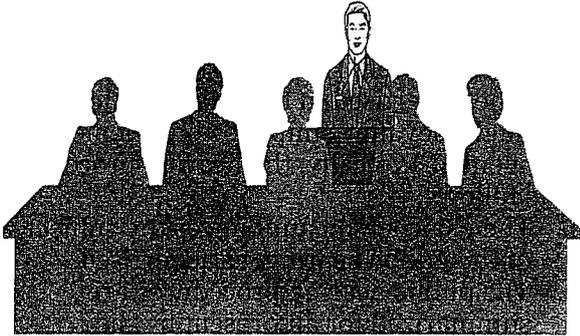
1. The chairperson announces the subject of the public hearing, as advertised.
2. The public hearing procedures are summarized for all present by the chairperson. A suggested opening statement might be:

*"This public hearing to receive public input on the following matter \_\_\_\_\_ in accordance with official notice, is now open. The (name of hearing body) would like to make clear that it is bound by rules and laws when making a decision on this application. In order to conduct the hearing within a reasonable time and to keep to the subject at hand, you are asked to observe the following rules:*

- *After the staff presentation, the applicant will state his/her case fully and furnish us with pertinent information concerning the property.*
- *Those who favor the proposed change will be heard next, and those who are opposed will be heard last.*
  - *Each person making a statement will be asked to state his or her name and address.*
  - *Please refrain from repeating what has been said before you, and please do not make comments on personalities or the character of any person involved.*
  - *Be as factual as possible.*
  - *We (name of hearing body) reserve the right to question any speaker.*
  - *All statements or questions must be directed to me (the*

*chairperson) at the appropriate time.*

- *We (name of hearing body) will (or will not if that is the case) make a decision on this matter at today's meeting following the close of the hearing."*



3. The staff is then asked to present the substance of the application and of any staff reports and to answer technical questions of the hearing body.
4. Individuals wishing to speak in support of the subject of the hearing are recognized by the chairperson beginning with the applicant(s) or their representative(s).
5. Individuals wishing to speak in opposition to the subject of the hearing are next recognized by the chairperson. If there are numerous people in the audience who would like to participate on the issue, and it is known that all represent the same opinion, it is advised that a spokesperson be selected to speak for the entire group. That person should be permitted to speak for a reasonable length of time and to present a complete case. If this arrangement cannot be made, it may be necessary for the chairperson to restrict each speaker to a limited time in order that all may be heard. If this is done, it must be according to previously adopted rules. The hearing body must permit comments from all interested or affected individuals and organizations (regardless of where they live or are located—even if it is outside the community), and it should be stressed that consideration will be given to all comments or suggestions made. Irrelevant and off-the-subject comments

6. should be quickly and forcefully ruled out of order by the chairperson.
6. The chairperson may, within reasonable limits, allow questions, cross-examination or rebuttal. All comments should be addressed to the subject of the hearing through the chairperson and not be stated directly to any other individuals. The hearing body should refrain from debating or arguing with persons commenting. However, they should ask any pertinent questions at this point. The function of the hearing is to gather facts—not to carry on an adversarial relationship.
7. The chairperson should, upon his/her motion or the motion of any member, announce the close of the public portion of the hearing. Alternatively, the chairperson may announce the continuation of the public hearing to another specified date, time and place if the hour is late or additional pertinent information must be obtained.

#### **BANANA, NIMBY and NIMTOO**

Following are acronyms that are increasingly used to describe participants in the zoning process. While not helpful to rational discourse, they are humorous.

BANANA – Build Absolutely Nothing Anywhere Near Anything

BANYs – Builders Against NIMBYs

CAVEMen – Citizens Against Virtually Everything

DUDE – Developer Under Delusions of Entitlement

NIMBY – Not In My Back Yard

NIMD – Not In My District

NIMEY – Not In My Election Year

NIMFOS – Not In My Field Of Sight

NIMFYE – Not In My Front Yard Either

NIMTOO – Not In My Term of Office

NITL – Not In This Lifetime

NOPE – Not On Planet Earth

NORF – No Observable Redeeming Features

NOT – None Of That

NOTE – Not Over There Either

PIITBY – Put It In Their Back Yard

WIIFM – What's In It For Me?

YIMBY – Yes In My Back Yard

8. The hearing body then deliberates on the matter. All deliberations must be conducted in an open public meeting.

### Fact Finding and Deliberation

Deliberation typically revolves around fact finding before a motion is made. Facts are nothing more than information that is pertinent to making a decision. Important sources of facts include:

- The application
- Ordinance requirements
- Physical characteristics of the lot and adjacent parcels
- Staff reports and agency reports regarding impacts on:
  - Public services
  - Natural resources
  - Character of area
  - Streets, parking and traffic
- Input from neighbors.

### DECISION MAKING CONSIDERATIONS

In making zoning decisions it is always important to remember the following responsibilities:

- To *fairly and consistently apply* all adopted standards and regulations.
- To look out for the *best interests of the entire community*, not just the people at a public hearing, or an applicant or an opponent. In other words, decisions should not be made based on the *applause meter*.

Additionally, decisions must not be exclusionary of lawful land uses and must not result in irresponsible environmental degradation. Courts have held that planning commissions, zoning boards/commissions, ZBAs and legislative bodies have the same responsibility as any other administrative body to ensure that their decisions do not have the effect of unlawfully polluting, impairing, or destroying the air, water, and other natural resources of the state and the public trust therein (see the Michigan Natural Resources and Environmental Protection Act, P.A. 451 of 1994, specifically Part 17, MCL 324.1701 – 324.1706; and Committee for Sensible Land Use v. Garfield Township, 124 Mich App 559, 1983).

### Discussion

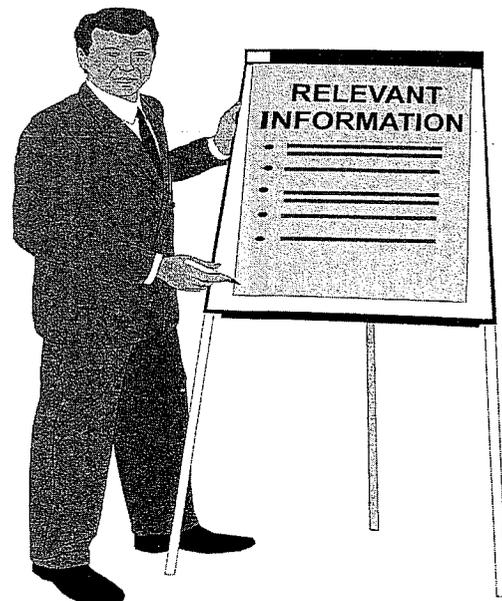
The purpose of discussion is to review pertinent facts from all information presented and to seek a majority viewpoint. In doing so remember:

- All discussion must occur in public.
- The public is not involved in the discussion unless you bring them into it (not a good idea—the public opportunity for comment was during the public hearing phase).
- The discussion should focus on ensuring conformance with ordinance standards.

The discussion should continue long enough for someone to feel confident in proposing a complete motion that embodies most of the important findings. Alternatively, action can be taken on findings of fact first, and then a separate motion would be made to approve the application, deny it, or approve it with conditions.

### Motions

The motion to approve, deny or approve with conditions should state the conclusion, and the rationale for the conclusion. That is, it should indicate how the facts support the conclusion that was reached. It is okay to vote first on a set of findings of fact before making a motion to approve, deny or approve with conditions.



In some communities, either staff or legal counsel prepares a motion or several motions in advance with space for additions/deletions. This is not a good idea. It is too difficult for staff to anticipate relevant information that will appear at the public hearing.

Remember, the decision may have to withstand scrutiny by a court and should be carefully prepared. Be sure conditions are detailed so the zoning administrator knows what is expected. Minutes need to include relevant information including findings of fact, a motion, and discussion on the motion (see also *Hearing Records* on the next page).

**Conditions**

- Conditions may be imposed providing:
- They are designed to protect natural resources; the health, safety and welfare; and, the social and economic well being of people.
  - They are related to a valid exercise of the police power.
  - They are necessary to meet the intent and purpose of the zoning ordinance, are related to the standards established in the ordinance for the land use or activity under consideration, and are necessary to insure compliance with those standards. (Section 504(2), MCL 125.3504(2)).

This last point is especially pertinent. It is not appropriate to impose conditions unrelated to specific ordinance requirements. The figure at the bottom of this page illustrates how conditions should relate to ordinance standards.

**Performance Guarantees**

The community can collect a performance guarantee to insure required improvements are built. Choices include:

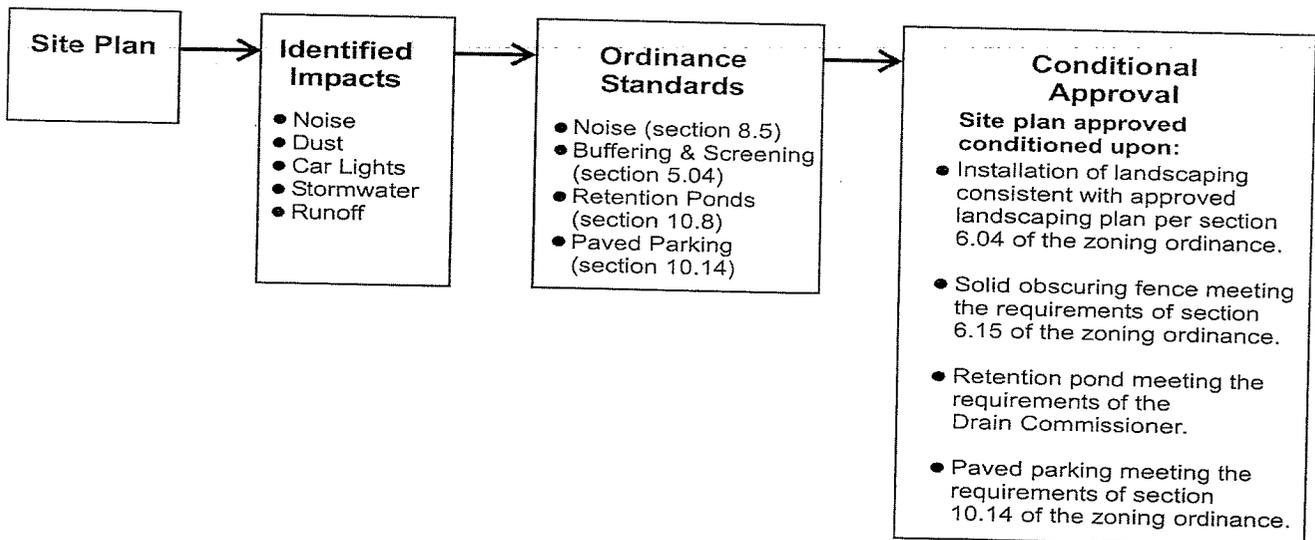
- Cash,
- Certified check,
- Letter of credit, and
- Surety bond.

*Improvements* include (but are not limited to) roadways, lighting, utilities, sidewalks, screening, and drainage. Improvements do not include the value of the entire project. (See definition of *improvements* in Section 102 (l) in the Michigan Zoning Enabling Act).

Any money collected must be rebated in proportion to the ratio of the work completed. The ordinance should detail the standards for collection, use and return of performance guarantees.

**Note: Section references in graphic below are hypothetical.**

**Relationship of a Site Plan to Ordinance Standards on Conditional Approvals**



## **FREEDOM OF INFORMATION ACT**

P.A. 442 of 1976 (MCL 15.231 *et seq.*), also known as the Freedom of Information Act, establishes the right of citizens to public documents and procedures that must be followed in filing and responding to a FOIA request. Local planning and zoning files are all subject to FOIA requests. For more information: [Michigan Freedom of Information Act](#) by Kenneth VerBurg, 1992, MSU Extension State and Local Government Area of Expertise Team.

### **Hearing Records**

The point that a hearing record is necessary is indisputable; the question that arises is how such a record should be made. Obviously, the most complete record can be obtained by using a court stenographer; however, this is very costly. Many communities have adopted the practice of tape recording each meeting. It is essential that speakers identify themselves in order to determine at a later time who said what. The extensive notes taken by a secretary or clerk of the hearing body should also be retained and be made a formal part of the record, after their review and correction if necessary, by a vote of the hearing body. The approved minutes should be the only version of the minutes kept (not copies of tapes or secretaries preliminary notes).

A complete record of the hearing will typically contain the following:

1. The applicant's request on a properly completed form.
2. The records of any action on this request by an administrative official or body including all past records regarding the property (such as an earlier request for variance, special land use approval, or a record of nonconforming status).
3. Records that verify due notice to the appropriate parties and to neighboring property owners has been given. Any newspaper notice and the affidavit of publishing thereof must also be retained.
4. Any relevant maps, drawings, or photographs presented as evidence, or as a part of the application.
5. Copies of any correspondence received or sent out with regard to this request.

6. A complete record of all public input made at the hearing.
7. A record of what the hearing body saw on any visit it made to the property in question and a summary of any conversations between the hearing body and parties with an interest in the application. (Such a visit by the hearing body must be advertised under the Open Meetings Act and any interested persons must be allowed to attend).
8. A copy of references to relevant ordinance requirements.
9. The findings of fact, the conclusions reached and the recommendation or decision made on the request by the hearing body.
10. A copy of any other correspondence to or from the petitioner regarding the decision.

Also see "How to Take Minutes for Administrative Decisions," *Planning & Zoning News*, January 2000, pages 5-9 (also as Land Use Series, February 11, 2000, from the MSU Extension Land Use Team).

The crucial elements of this record are, of course, the findings, conclusion, and decision (or recommendation) of the hearing body. The decision must be in writing and include all conditions that are associated with the decision. The decision or recommendation should not be a mere conclusion or a statement. Each decision should be accompanied by specific findings of fact. These findings should be related to the specific standards stated in the ordinance which the applicant must satisfy.

It is not sufficient, for example, for a ZBA to merely repeat the general statutory requirements that a "*practical difficulty or unnecessary hardship exists*"—this is not a finding, it is a conclusion. The specific facts which led the ZBA to reach this conclusion consistent with ordinance and statutory standards must be identified to support the conclusion reached.

These decisions may have to withstand challenge in a regular court of law, where detailed findings of fact must be presented, and the conclusions of law based upon those facts must follow. Clear and uniform

## DECISION MAKING REMINDERS

General reminders to aid decision making:

1. When in doubt--check it out! But,
2. Don't delay when the decision can be made.
3. Remember that permits, approvals and zoning districts run with the property and not the owner.
4. When all standards stated in the ordinance have been met, the permit must be issued.
5. Consistency is very important, but mistakes should not be perpetuated.
6. Permits are of little value if there is no monitoring to ensure ordinance compliance.
7. The planning commission, zoning board/commission and zoning board of appeals should adopt rules of procedure (bylaws), follow them, and keep them current.
8. A simple public hearing procedure should be adopted, clearly pointed out to citizens at each public hearing, and consistently adhered to.
9. Good records of all meetings of the body on which you serve should be maintained.
10. All decisions must be documented. The facts uncovered in the process of reviewing the application, making the analysis and the facts presented at the public hearing should be explicitly related to ordinance standards and documented along with the conclusions reached on the matter.
11. If a procedural error is made such as the wrong number of days notice in a required newspaper notice, the process should be stopped and begun again with the deficiencies corrected.
12. No decision on a zoning request should be made by vote of less than a majority of the total membership of the decision body (a majority of those present is not adequate).
13. When technical assistance of the community planner, municipal attorney, consultants, or other professionals is needed, get it.
14. Remember your job is to protect the public interest as embodied in the zoning ordinance. Required procedures and standards must be adhered to. If the zoning ordinance is inadequate to the task, then it should be amended. As a general rule, the zoning ordinance should be thoroughly reviewed and updated at least once every 5 years. Annual updates are even better.

hearing procedures assist a hearing body in properly carrying out its responsibilities. On occasion, however, the assistance of the municipal attorney is needed. It should be sought when needed. Likewise, before adopting any rules of procedure or public hearing rules, the advice of the municipal attorney should be sought. Sample bylaws for planning commissions are available from the Michigan Association of Planning at <http://www.planningmi.org/resources4066936.asp>, see bulletin on "Planning Commission Guidelines: Bylaws, Public Hearings, Conflicts of Interest." (See also Land Use Series "Sample County Planning Commission Rules of Procedure," November 8, 2004, MSU Extension Land Use Team.)

## Liability

Many planning commissioners, zoning board/commission members and zoning board of appeals members do not realize that the decisions they make potentially expose the community and themselves to liability. This typically occurs only when the hearing or decision body violates protected constitutional rights of applicants or opponents. The most serious problems occur when a person's race, religion, sex, national origin or character are attacked, or a person's due process rights are violated. If communities conduct public hearings using the procedures in this guidebook, stick only to the land use issues at hand, and always take actions in *good faith*, then their decisions should be appropriate and easily defended if challenged. If a legal challenge is likely even before a matter is heard or decided, be sure to involve the municipal attorney at the first indication of a possible lawsuit. The accompanying sidebar contains a list of key actions that can be taken to minimize liability. For more information consult the insurance company that protects your community when lawsuits allege liability or takings.

## Dispute Resolution

In many cases, land use conflicts that are not resolved before a decision is made on a request result in a lawsuit. This is very time consuming and costly for everyone. Many parties are increasingly looking for alternatives. There are a growing range of dispute resolution techniques and services

available to developers and communities to resolve disputes out-of-court. Contact the Dispute Resolution Association of Michigan ([www.michiganresolution.org](http://www.michiganresolution.org)), and see *Planning & Zoning News*, November 2004, pages 7-12 and (April 2008, pages 10-11) for further information.

### **GUIDELINES TO MINIMIZE LIABILITY**

- Find good reasons for acting and discuss them in public.
- Know the rules of procedure and follow them.
- Resolve questions of doubt before taking action.
- Know the limits of your authority.
- Review your insurance policies.
- If sued, hire competent legal counsel.
- Immediately correct any situations which could be/are found liable.
- Keep informed.
- Don't try to steal or extort property by zoning—buy it.
- The decision body must always act within the scope of its authority and each member with *good faith*.

### **Periodic Review and Updating the Zoning Ordinance**

A land use plan and zoning ordinance begin to grow old and dated as soon as they are adopted. In rapid growth communities, they often become outdated sooner than expected.

How does a community keep the master plan and zoning ordinance from becoming obsolete? The best way is through periodic assessment every three to five years, by the planning commission. At that time, the following questions should be asked:

1. To what extent is the master plan being actively implemented:
  - through zoning?
  - through public improvements?
  - through other efforts?
2. Is implementation taking place as scheduled? If not, why not?
3. Does the settlement pattern of recent development actively coincide with the future land use map and the recommended land use intensities? If

not, why not? What should be done—change the map or increase enforcement of the law?

4. Do the goals and policies still reflect the community's major concerns? If not, what should be changed? Is change realistic?
5. Is the community character, as identified in the master plan, being adequately protected by zoning?
6. Is the zoning map consistent with the future land use map without being identical? The future land use map should reflect future land use 20-30 years in the future while the zoning map should reflect the existing situation, with room for not more than 3-5 years growth without rezonings. However, if the community is nearly built out, the future land use map and zoning map will likely look nearly the same (unless substantial redevelopment into new uses is planned).
7. Are unexpected land use conflicts being created by the zoning ordinance which are not addressed by the land use policies?

Based on the answers to the above questions, the planning commission must decide whether there is a need to revise the master plan. If the plan needs to be revised, then after the revision is made, the zoning ordinance and map should also be reviewed and amended as needed. However, many master plans and zoning ordinances are updated and amended on a *stop-gap* basis when faced with what appears to be a *crisis*. Periodic reassessment will reduce the need to react in this manner and will provide a mechanism with which a community can proactively maintain control of its future.

### **Zoning is Worth Doing Well**

Zoning is a job worth doing, as the long term community benefits can be great, and thus, is worth doing well. Consequently, everyone involved in zoning decisions should be knowledgeable about their responsibilities and zoning procedures, and the local master plan and zoning ordinance should be kept up-to-date.

## **EFFECTIVE ZONING**

Zoning can be successful if:

- It is based on a sound understanding of the community's needs and reflects the citizens' desires and concepts of what the community should be;
- Competent legal and other technical planning and zoning assistance is sought as needed;
- It is based on a properly structured and enacted master plan and zoning ordinance;
- It is consistently, fairly, and impartially administered and enforced;
- It is administered in strict compliance with procedures required by statutes and all procedures specified in the zoning ordinance;
- It is periodically reviewed and updated (at least once every 5 years);
- It is understood and supported by the public; and
- It is an integral part of the mechanisms adopted by the community to implement community plans and growth management or redevelopment programs.