NB#2 P.C. 2/11/16

COMMUNITY PARTICIPATION PLAN

A GENERAL OUTLINE FOR HOW THE COMMUNITY CAN PARTICIPATE IN THE PLANNING PROCESS FOR THE CREATION OF THE MASTER PLAN

WEBSITE INFORMATION

The following detailed information can be found online:

- Property Tax Information
- Escanaba GIS Information
- Webcast of Live Meetings
- City Council Meeting Agendas and Minutes
- City Newsletters
- News Releases
- City Codes and Charter
- City Department E-mail Access
- Budget Process Explanation
- 2015-16 City Budget
- 2010/11, 2011/12, 2012/13 and 2013/2014 Audits
- All Board, Commission and Committee Meeting Agendas and Minutes
- Calendar
- EVIP - 2015 Dollars and Sense

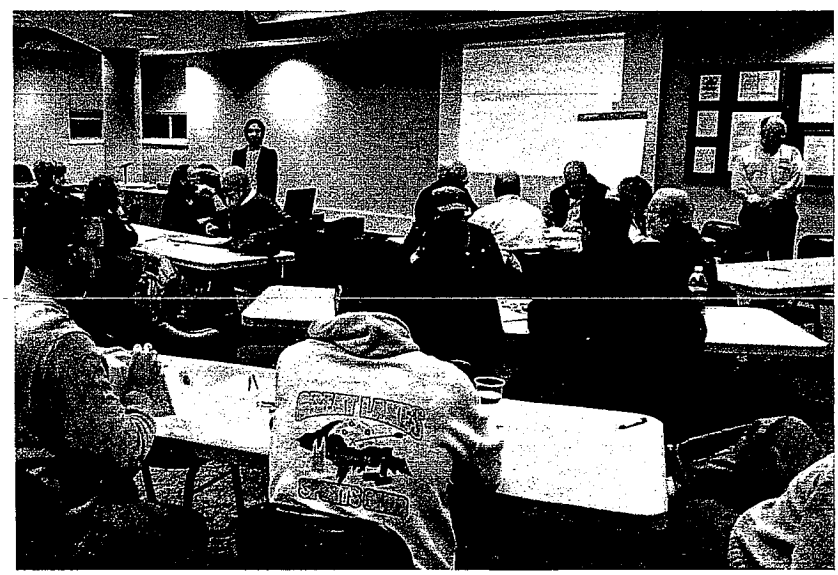
www.escanaba.org

INTRODUCTION

Imagine Escanaba in the year 2036 and how different it will be. Then ask yourself these questions, "What kind of City do we want the City of Escanaba to become by 2036 as residents? What do we have to do to become the City we envision? What steps will get us there?"

During 2016 the City of Escanaba will continue updating its Community Master Plan, along with other planning and development processes. Wide reaching representative community involvement is needed so that everyone is included in the various planning processes. It's our roadmap to the future!

As part of the planning process of designing and developing our community, a Public Participation Plan is also being developed. This Plan is an essential tool for outlining how Elected Officials, Appointed Officials, and Boards and Commissions engage the public throughout the planning and development process. The Plan also acts as a tool for accountability and transparency requiring a municipality to seek public input as well as record the results to the people.

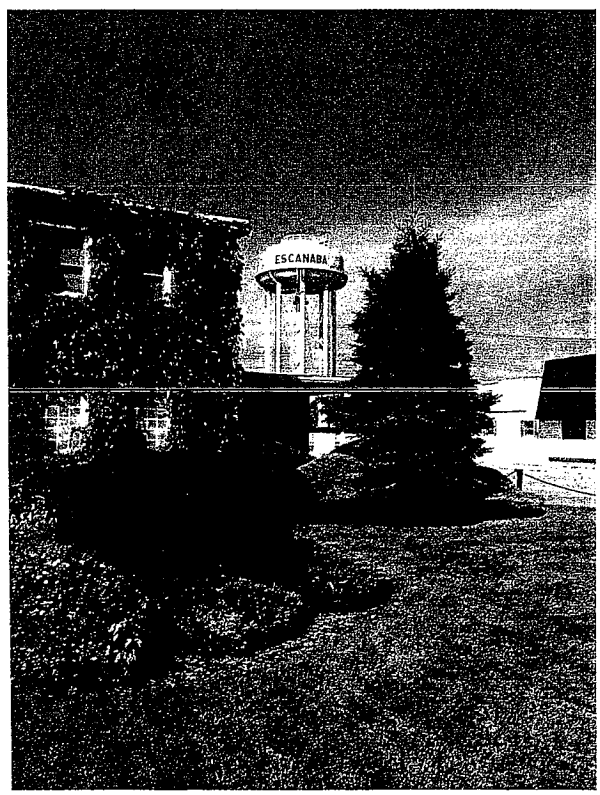


INTRODUCTION (Cont.)

In preparing a Community Master Plan, it is important to work with Citizens to identify the issues and challenges unique to the community. As part of the Community Public Participation Plan, we as a community, must evaluate our current strengths and needs followed by a vision for the future. The City of Escanaba's Public Participation Plan strategy is to encourage community members to take part in the planning process in an effort to gain support for the collective community vision and produce a plan that best reflects the overall vison of the community. In short, the Community Master Plan will express the City's vision short- and long-term, both to make this great city even better over the next 20 years.

PUBLIC PARTICIPATION GUIDING GOALS AND OBJECTIVES

- The City of Escanaba shall oversee all aspects of citizen/public participation in an open manner, by making the participation process accessible to anyone interested in taking part.
- The City of Escanaba shall seek out public participation in each phase of the master planning process.
- The City of Escanaba shall strive to have a diverse group of stakeholders in planning, land use, and development decisions.
- The City of Escanaba shall encourage the involvement of residents most affected by the proposed planning, land use, or development project(s).
- The City of Escanaba shall make all efforts to ensure involvement of citizens throughout all stages of the planning and review process.
- The City of Escanaba shall use all forms of communication possible for distributing information and receiving comments and feedback.
- The City of Escanaba shall support and encourage participation by making information available in a timely manner, allowing the citizens/public to take part in important decisions at various stages of the review and approval processes.
- The City of Escanaba shall record results of public participation, and report all results of records to the citizens/public.
- The City of Escanaba shall seek broad identification and representative involvement of all residents of the community. The diverse characteristics and needs of residents require different communication and outreach techniques.
- The City of Escanaba shall support and encourage continuous improvement in the methods used to meet the public need for information and involvement. Public information and involvement methods are continually evolving. The municipality is committed to seek new and innovative ways to engage and keep the public involved throughout the process.



PUBLIC PARTICIPATION HISTORY

Over the last decade, The City of Escanaba has had an extensive history with on-going public participation in all of their planning work. The public has been actively involved in such things as the City's Downtown Federal Historic Designation Report, the Northshore Master Plan, and the Downtown 2020 Vision Plan to name a few. The City realizes and understands public participation and support is critical in having a good Plan.

PUBLIC ACCESS TO INFORMATION

As required by law, the City of Escanaba will provide the public reasonable and timely access to information and records relating to the Community Master Plan, Public Participation Plan, and Amendments to any of the plans.

Interested stakeholders are encouraged to check the City's website at www.escanaba.org, or social media pages such as Facebook (https://www.facebook.com/cityofescanaba) in order to be kept informed of any meeting/hearing changes or cancellations. All meetings/hearings that take place in the Escanaba City Hall Council Chambers are live streamed through the City's website. In addition, all regularly scheduled Escanaba City Council meetings are televised on Charter Public Channel 191. Meeting/hearing agendas and packets are available ahead of time either on the City's website, or through City Clerk's Office. Meeting/hearing minutes are posted on the City's website following approval.

The Escanaba City Council and all other regularly scheduled Boards and Commissions meetings are streamed live. Meeting agendas and packets of the City Council, Planning Commission, and other Boards and Commissions shall be made available on the City's website in advance of the meeting.

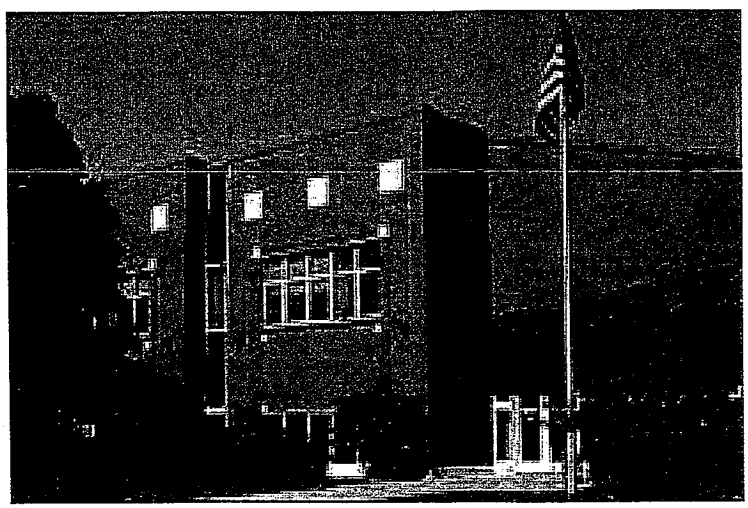
Copies of the documents will be available at the following locations:

- Escanaba City Hall - 410 Ludington Street, Escanaba, MI 49829
- Escanaba Library - 410 Ludington Street, Escanaba, MI 49829
- Catherine Bonifas Civic Center - 225 North 21st Street, Escanaba, MI 49829
- On The City's website - www.escanaba.org

Please Note: Documents will be made available in a format accessible to persons with disabilities upon request

facebook

https://www.facebook.com/cityofescanaba



KEY STAKEHOLDERS

- City Council
- City's Boards and Commissions
- City Residents
- Escanaba Area Public Schools
- Bay de Noc Community College
- Delta County Chamber of Commerce
- Central U.P. Planning and Development Regional Commission
- Delta County Economic Development Alliance
- Next Michigan Superior Trade Zone
- U.P. Economic Development Alliance
- Escanaba Downtown Development Authority
- Escanaba Downtown Partners in Business
- Commercial Business Owners
- Commercial Brokers and Real Estate Professionals
- Potential Investors and Developers
- Senior Citizens
- Public Employees
- Major Local Employers
- Civic and Social Organizations
- Students and Student Groups
- Environmental Groups
- Delta Area Transport Authority
- Relevant State Agencies
- Neighborhood Groups
- Religious Groups
- William Bonifas Fine Arts Center
- Any Other Relevant Stakeholders

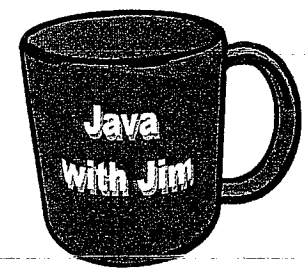
PUBLIC INVOLEMENT STRATEGIES

The following traditional public involvement strategies will be used by the City of Escanaba as part of public outreach:

- Public Meetings
- Community Town Hall Meetings
- Community Task Force Meetings
- Newspaper Postings
- Person to Person Communications
- Website Posting and Apps
- Public Announcements
- Utility Bill Notices
- City Cable Television Notices
- Surveys and Public Event Outreach

In addition to the traditional methods used by the City of Escanaba to get citizens involved in the decision making process that will shape the future of the community, the following non-traditional methods will also be used to reach out to the citizens of the community:

Java with Jim



Each month the City Manager will conduct an informal public gathering at a local restaurant. The program is called "Java with Jim", and is scheduled for every third Wednesday of each month from 8:30 a.m. to 9:30 a.m.

Manager's Call

On the first and third Thursday of each month at 6:00 p.m. the City Manager will conduct "Manager's Call", which is broadcast live on the City cable television channel (Charter Community Channel 191) and webcast live through the City website located at www.escanaba.org. The purpose of this program is to disseminate information to the citizens of Escanaba concerning the day-to-day activities in the city, as well as update on upcoming meetings, programs, events, and celebrations.

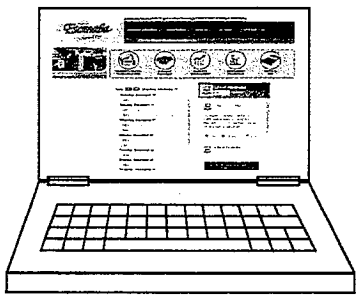
PUBLIC INVOLEMENT STRATEGIES (Cont.)

Radio Shows

On the first and third Friday of each month, in the morning, the City Manager will be a guest on two (2) local radio station talk shows to talk about "All Things City".

Joint Governmental Roundtable Meeting

On the second Wednesday of each month, the City Manager along with representatives from the various local units of the government, schools, and federal agencies in Delta County will meet at 12:00 p.m. The purpose of these informal sessions is designed so that all local units of government schools, and other public agencies can collaborate on items, situations, and projects of a community wide interest. Another purpose of this regularly scheduled meeting is to review forth-coming programs of various entities, receive progress reports on current programs and initiatives, and receive other similar information from various community leaders and citizens.



Social Media

These social media sites will be routinely used to update the citizens of the community as part of the public involvement strategy:

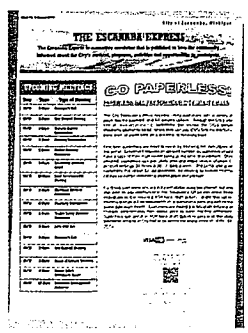
- Facebook (https://www.facebook.com/cityofescanaba/)
- Twitter (https://twitter.com/cityofescanaba)
- The City of Escanaba's Website (www.escanaba.org)

Internet Access

The City of Escanaba webpage (www.escanaba.org) will be continually updated throughout the planning process. All documents distributed at meetings and community events will be included on the webpage, including such items as draft maps, the planning process, schedules, frequently asked questions, related links and an interactive page were the public would have an opportunity to provide comments and make suggestions.

Monthly Newsletter

The City of Escanaba issues a monthly newsletter which contains information about upcoming community meetings, and other public involvement / informational opportunities and schedules.



PUBLIC INVOLEMENT STRATEGIES (Cont.)

Cottage Meetings

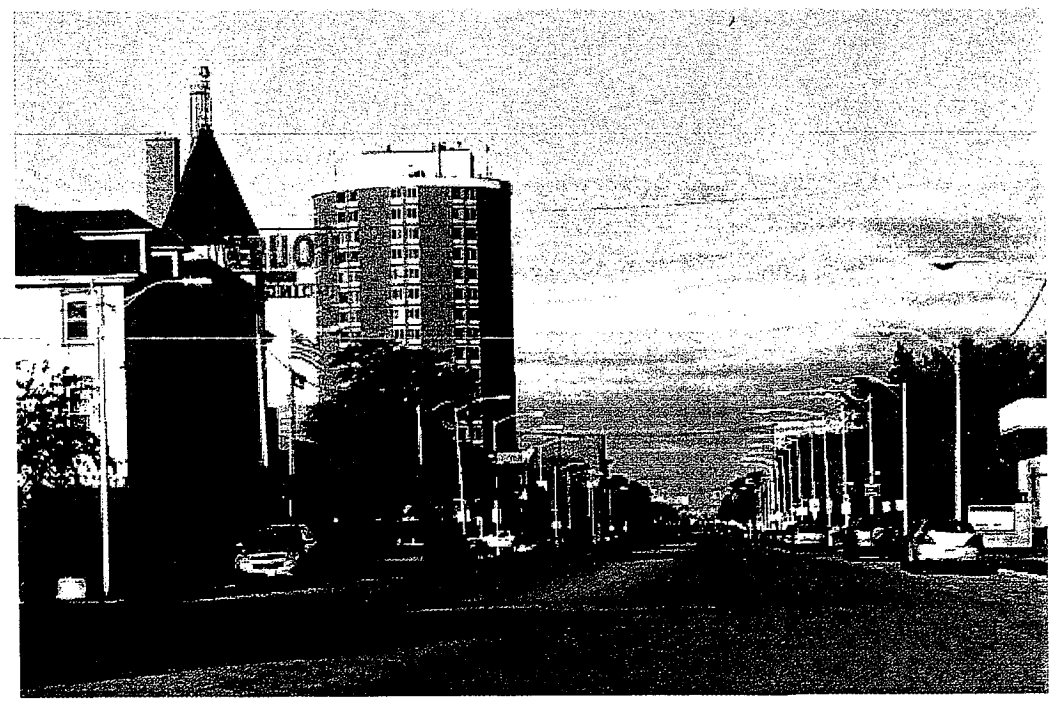
The City of Escanaba will also encourage cottage meetings to give the public an opportunity to gather in a comfortable space in the community to share information about the community.

By implementing these programs the overall quality of our plan and the development of our community should result in a partnership which defines the values of the community and a spirit to work together to accomplish our goals.

GOVERNING LOCAL AND STATE REGULATIONS

The City of Escanaba follows the Local and State regulations listed below. This includes a list for the public review process, public participation, and public meetings/hearings.

- Home Rule City Act (P.A. 279 of 1909 as amended)
- The Plant Rehabilitation and Industrial Development Districts Act (known as the Industrial Facilities Exemption) (P.A. 198 of 1974 as amended)
- Michigan Zoning Enabling Act (P.A. 110 of 2006 as amended)
- Downtown Development Authority Act (P.A. 197 of 1975 as amended)
- The Michigan Open Meeting Act (P.A. 267 of 1976 as amended)
- Brownfield Redevelopment Financing Act (P.A. 381 of 1996 as amended)
- The New Personal Property Exception Act (P.A. 328 of 1998 as amended)
- The Corridor Improvement Act (P.A. 280 of 2005 as amended)
- The Michigan Planning Enabling Act (P.A. 33 of 2008 as amended)
- The City of Escanaba's City Charter (Adopted August 29, 1921 as amended)
- The City of Escanaba's Code of Ordinances (Adopted August 29, 1921 as amended)
- Any Other Local and State Legislations



DEVELOPMENT REVIEW BODIES / PUBLIC MEETINGS AND HEARING

Escanaba City Council

The City Council is comprised of five elected at large citizens to serve four-year terms. City Council elections are held on the first Tuesday following the first Monday in November each odd-numbered year. Candidates must be U.S. citizens and a City of Escanaba resident. They are nominated at large by petitions, signed by not less than 50 qualified electors, and shall be filed with the City Clerk. The Council constitutes the legislative and governing body of the City, possessing all powers and authority to pass ordinances and adopt resolutions as they shall deem proper in order to exercise any or all powers held by the City.

After receiving a recommendation on the Master Plan by the Planning Commission, the Master Plan shall be forwarded to the City Council at the next regular meeting to be introduced and set for public hearing. Futhermore, the City Council shall, on receipt of the report of the Planning Commission, set a date for a public hearing for consideration of any proposed Zoning Code amendment, supplement or change (rezoning). The City Council shall hold public hearings as required for the review of business tax or financial assistance applications, following the notice requirements set in the local and state legislation.

Meeting Dates for 2016: Jan. 7 & 21, Feb. 4 & 18, March 3 & 17, April 7 & 21, May 5 & 19, June 2 & 16, July 7 & 21, Aug. 4 & 18, Sept. 1 & 15, Oct. 6 & 20, Nov. 3 & 17, Dec. 1 & 15

The City of Escanaba Planning Commission

It has been the ongoing practice of the Planning Commission to hold public hearings for all land use and development applications (site plan, special use permit, rezoning, Master Plan updates, etc.) that come before them, as required by the Escanaba Zoning Ordinance, and other applicable regulations. Another primary objective is to develop and oversee a master plan for the physical development of the City. The Commission recommends action to the City Council on preliminary plat applications, reviews and makes recommendations concerning proposed, rezoning, or amendments to the Zoning Ordinance. Nine members are appointed for three-year terms.

The Planning Commission and City Staff schedules and publishes the notification of a public hearing before the Planning Commission in a newspaper of general distribution in the City not less than 15 days prior to the hearing on a site plan application as mandated by the commission's bylaws and the City of Escanaba Zoning Ordinance. Additionally, land use and development application notifications shall be sent by mail to the applicant, the owner of the subject property, and the owners of property within 300 feet of the subject property.

The Planning Commission meeting agenda and meeting packet shall be made available on the City's website (www.escanaba.org), and on the City's Facebook Page (https://www.facebook.com/cityofescanaba) in advance of the meeting, usually the Friday the week before the scheduled meeting.

Meeting Dates for 2016: Jan. 14, Feb. 11, March 10, April 14, May 12, June 9, July 14, Aug. 11, Sept. 8, Oct. 13, Nov. 10, Dec. 8

DEVELOPMENT REVIEW BODIES / PUBLIC MEETINGS AND HEARING (Cont.)

The City of Escanaba Planning Commission (Cont.)

Annually, at the regularly scheduled January meeting of the Planning Commission, the Administration will update the Planning Commission on planning issues and matters brought before the Planning Commission in the previous calendar year. Additionally, on an annual basis, at the second regularly scheduled January meeting of the City Council, the Planning Commission Chairperson will present the Planning Commission Year-End Report for review and consideration. This year-end report can be access on the City of Escanaba Website by clicking the following link - Planning Commission Year-End Report.

OTHER BOARDS AND COMMISSIONS

The City encourages participation in local government planning and policy decisions. Therefore, all citizens are invited to apply for appointments to City Boards and Commissions. Through these opportunities, civic minded citizens become involved in their local government, these groups provide recommendations to the City Council on a variety of topics and issues. The members of the Boards and Commissions help to analyze options and influence important decisions on behalf of the community. As a result, the City benefits from the vast knowledge, experience and expertise of its citizens.

In general, depending on the nature and location of the project, many of the Boards and Commissions may review a proposed plan or specific aspect of a land use project. These Boards and Commissions function in two distinct capacities in the public policy process in the City of Escanaba - advisory and administrative. Some will serve in both capacities.

Each advisory Board or Commission makes recommendations to the City Council based on the scope of its particular service area. Typically, advisory Boards and Commissions have a work agenda in place for a calendar year during which it undertakes projects, deliberates on issues, and hosts special events. The City Council is responsible for making the final decisions on most issues or topics, but it will look to these groups for advice, background information, and analysis. As the elected body, the City Council has discretion to accept advice in full, in part, or not at all. Certain Boards and Commissions have an additional administrative role. This means that they are permitted or required by charter, statute or ordinance to conduct formal reviews and issue administrative decisions. These decisions are then sent to the City Council as official recommendations.

Board and Commission Member positions are all voluntary and are appointed by the Mayor, with the consensus of City Council. Once appointed, the time commitment for each Board and Commission varies, some meet on a regular schedule, others on an as needed basis. Preparation for some meetings may require additional time obligations. Once committed, attendance at all regularly scheduled meetings is critical.

OTHER BOARDS AND COMMISSIONS (Cont.)

How to Apply for Boards and Commissions

1. Review the list of preferences and areas of interest and determine your top choices. Every effort will be made to accommodate your first preference, but vacancies vary and demand for some boards may be higher than others.
2. Complete the required Boards and Commissions Application Form online or mail/fax it, along with your resume to: Office of the City Clerk, P. O. Box 948, 410 Ludington Street, Escanaba, MI 49829 or fax (906) 786-4755 or e-mail to clerk@escanaba.org.
3. As vacancies occur, applications are reviewed.
4. All members of Boards and Commissions must be residents of the City of Escanaba, unless directed by the Escanaba City Council to waive the requirement or as specified in the bylaws of the Board or Commission or as mandated by State Law. Members may not serve more than two full, consecutive terms and are expected to attend all regular and special meetings.
5. Applications will remain on file for one calendar year. A new application is required each year.
6. The Application may be access on the City of Escanaba Website by clicking the following link - Board and Commissions Application.

Board of Appeals

The Board of Appeals has the power to hear and decide appeals on matters where the Zoning Ordinance provides for review of an administrative interpretation, exception, or special approval permit. The Board can also authorize a variance from the strict application of the Zoning Ordinance. Six members are appointed for three-year terms.

Meetings: Are called when needed.

Board of Equalization and Review

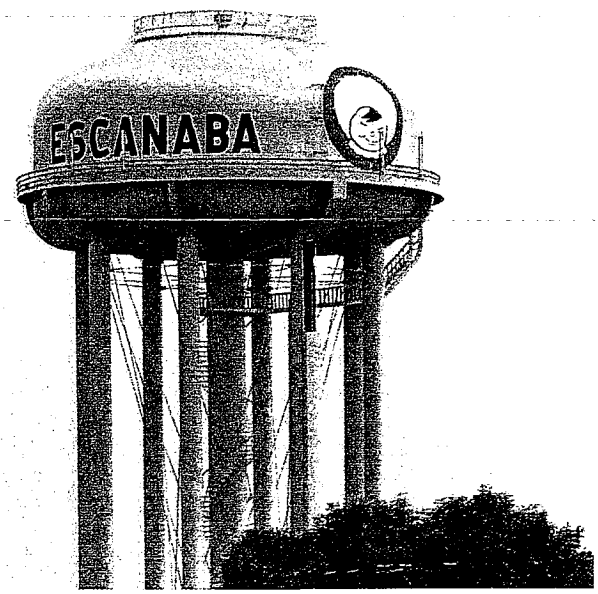
The Board of Equalization and Review hears appeals from all property owners who feel their property has been inaccurately assessed and has the power to make appropriate corrections in the tax roll. Consists of the Mayor and four members, two/thirds (2/3) which shall be tax-paying electors of the City. Board Members have indefinite terms and are reappointed every two years.

Meeting Date for 2016: March 8

Brownfield Redevelopment Authority

The Brownfield Redevelopment Authority facilitates the implementation of brownfield plans relating to the designation and treatment of brownfield redevelopment zones and to promote the revitalization of environmentally distressed areas in the community served by the City of Escanaba pursuant to Act 381. Five members are appointed for three-year terms.

Meetings: Are called when needed.



OTHER BOARDS AND COMMISSIONS (Cont.)

Citizens' Environmental Advisory Committee

The Citizens' Environmental Advisory Committee accumulates and coordinates citizen concerns as they pertain to environmental impacts within the City of Escanaba. Five members are appointed for three-year terms.

Meetings: Are called when needed.

Downtown Development Authority (DDA)

The Downtown Development Authority (DDA) established under P. A. 197, 1975, is made up of the Mayor and 7 members to be appointed by the Mayor with Council concurrence. Not less than a majority of the members shall be persons having an interest in property located in the downtown district. Not less than one of the members shall be a resident of the downtown district, as the Escanaba area has over 100 people residing within the area. The establishment of the DDA is to correct and prevent deterioration in the business district, as described in P. A. No. 197, 1975. The Mayor and City Manager will serve for an indefinite period. The seven members meeting the criteria set forth serve for a four-year period.

Meeting Dates for 2016: Jan. 6, Feb. 3, March 2, April 6, May 4, June 1, July 6, Aug. 3, Sept. 7, Oct. 5, Nov. 2, Dec. 7

Electrical Advisory Committee

The Electrical Advisory Committee was created to provide continuous information and recommendations to the Escanaba City Council on current electrical trends, operations, and needs in our community. Seven members are appointed for three-year terms.

Meeting Dates for 2016: Jan. 13, Feb. 10, March 9, April 13, May 11, June 8, July 13, Aug. 10, Sept. 14, Oct. 12, Nov. 9, Dec. 14

Harbor Advisory Committee

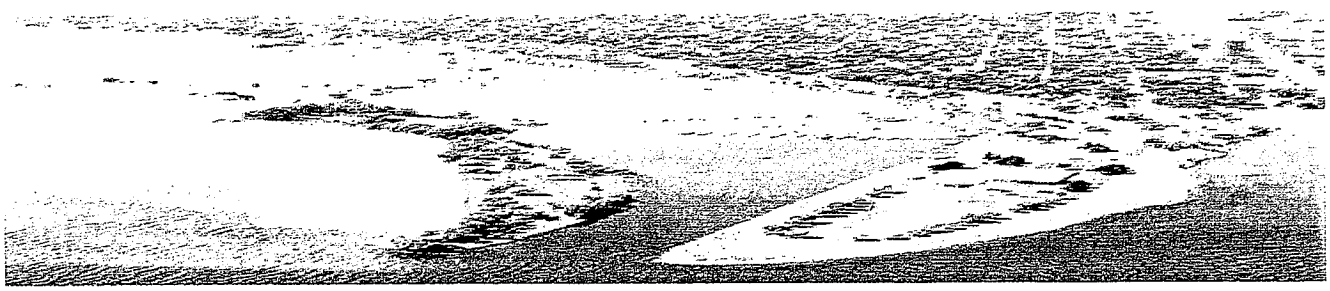
The Harbor Advisory Committee was created for the purpose to advise Administration concerning the operation and development of the Municipal Marina. Five members are appointed for three-year terms.

Meeting Dates for 2016: Jan. 12, Feb. 9, March 1, April 12, May 10, June 14, July 12, Aug. 9, Sept. 13, Oct. 11, Nov. 1, Dec. 13

Historical District Commission

The Historical District Commission was created to regulate the construction, addition, alteration, repair, moving, excavation and demolition of potentially historic resources in historic district within the City limits. Seven members are appointed for three-year terms.

Meeting Dates for 2016: Jan. 18, Feb. 8, March 21, April 18, May 16, June 20, July 18, Aug. 15, Sept. 19, Oct. 17, Nov. 21, Dec. 19



OTHER BOARDS AND COMMISSIONS (Cont.)

Loan Administration Board (LAB)

The Loan Administration Board (LAB) is the City's approval body for economic development loans. Loan requests that meet federal, state, and local requirements are presented to the Loan Administration Board for approval, modification, or denial. Five members are appointed for six-year terms.

Meeting Dates for 2016: Jan. 21, April 21, July 21, Oct. 20

Recreation Advisory Board

The Recreation Advisory Board advises the City Council and Administration about all phases of recreation in the City, including current operations, long-term planning, and expenditures. Five members are appointed for three-year terms.

Meeting Dates for 2016: Jan. 12, Feb. 9, March 1, April 12, May 10, June 14, July 12, Aug. 9, Sept. 13, Oct. 11, Nov. 1, Dec. 13

Traffic Safety Advisory Committee

The Traffic Safety Advisory Committee serves the City Council and Administration in an advisory capacity, particularly for concerns related to vehicular traffic in the City. This includes traffic flow, parking restrictions, street cuts, and sidewalk planning. Five members serve three-year terms.

Meeting Dates for 2016: Feb. 16, April 19, June 21, Aug. 16, Oct. 18, Dec. 20

PUBLIC ACCESS TO CITY MEETINGS
(Number indicates how many times the specific Board or Committee met)

	2013	2014	2015
Regular City Council	24	24	24
Special / Joint City Council	27	25	23
Regular Planning Commission	8	9	11
Special / Joint Planning Commission	2	2	2
Regular Recreation Advisory Committee	6	6	6
Special / Joint Recreation Advisory Committee	1	0	3
Regular Electrical Advisory Committee	0	0	0
Special / Joint Electrical Advisory Committee	13	12	11
Regular Citizen's Environmental Advisory Committee	0	0	0
Special / Joint Citizen's Environmental Advisory Committee	0	0	2
Regular Downtown Development Authority	12	11	12
Special / Joint Downtown Development Authority	4	3	2
Regular Loan Administration Board	2	3	1
Special / Joint Loan Administration Board	1	0	3
Regular Board of Appeals	0	1	0
Special / Joint Board Appeals	0	0	4

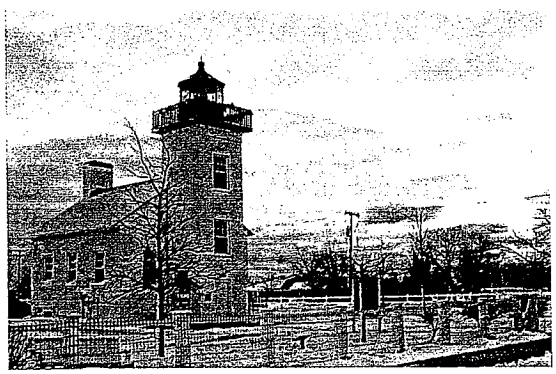
OTHER BOARDS AND COMMISSIONS (Cont.)

PUBLIC ACCESS TO CITY MEETINGS (Cont.) (Number indicates how many times the specific Board or Committee met)			
	2013	2014	2015
Regular Traffic Safety Advisory	2	3	0
Special / Joint Traffic Safety Advisory	0	1	2
Regular Harbor Advisory Committee	5	6	4
Special / Joint Harbor Advisory Committee	0	0	2
Regular Public Safety Retirement Board	11	9	7
Special / Joint Public Safety Retirement Board	0	0	2
Regular Board of Equalization and Review	6	5	5
Special / Joint Board of Equalization and Review	0	0	2
Regular Board of Library Trustees	10	10	8
Special / Joint Board of Library Trustees	0	0	2
Regular Brownfield Redevelopment Authority	2	3	0
Special / Joint Brownfield Redevelopment Authority	1	0	2
Regular Historic District Commission	2	6	3
Special / Joint Historic District Commission	1	2	4
Regular Liquor Review Board	2	1	0
Special / Joint Liquor License Review Board	0	0	2

PERTINENT STATE REGULATIONS

Michigan Open Meetings Act

In accordance with the Michigan Open Meetings Act (PA 267 of 1976), the City of Escanaba will hold meetings in the City Hall located at 410 Ludington Street, which is accessible to the general public. The public will be notified within 10 days of the first meeting of the public body in each calendar or fiscal year; the body will publicly post a list stating the dates, times, and places of all its regular meeting at its principle office. If there is a change in schedule, within three days of the meeting in which the change is made, the public body will post a notice stating the new dates, times, and places of regular meetings. For special and irregular meetings, public bodies will post a notice indicating the date, time, and place at least 18 hours before the meeting. Note: A regular meeting of a public body which is recessed for more than 36 hours, can only be convened if a notice is posted 18 hours in advance. Public bodies will hold emergency sessions without a written notice or time constraints if the public health, safety, or welfare is severely threatened and if two-thirds of the body's members vote to hold the emergency meeting. Any citizen can request that public bodies put them on a mailing list so that they are notified in advance of all meetings by contacting the City Clerk's Office at P.O. Box 948, 410 Ludington Street, Escanaba, MI 49829, by phone (906) 786-9402, or e-mail to clerk@escanaba.org.



PERTINENT STATE REGULATIONS (Cont.)

Michigan Planning Enabling Act

In Michigan, the Michigan Planning Enabling Act determines the rules and regulations local governments must follow when preparing the Master Plan. In accordance with the Michigan Planning Enabling Act (PA 33 of 2008) the following parties will be notified via first class mail, personal delivery, or electronic mail by the Planning Commission of the intent to plan and request the recipient's cooperation and comment:

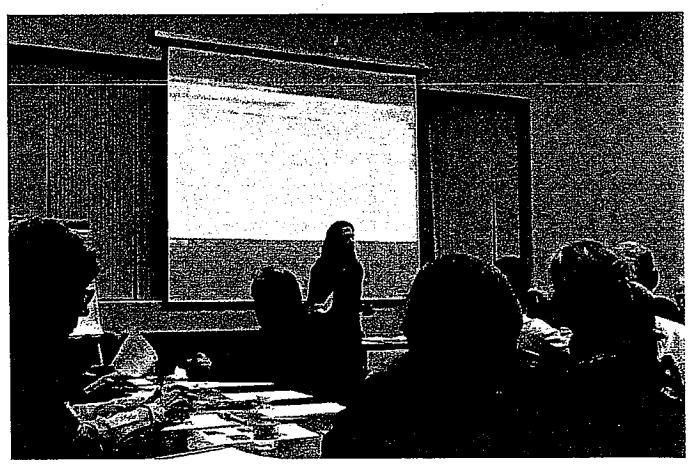
- The county in which the municipality is located.
- The regional planning commission for the region in which the municipality is located, if there is no county planning commission for the county in which that municipality is located. If there is a county planning commission, the municipal planning commission may consult with the regional planning commission but is not required to do so.
- The county planning commission, or if there is no county planning commission, the county board of commissioners for the county in which that municipality is located.
- Each public utility company, railroad company, and public transportation agency owning and operating a public utility, railroad, or public transportation system within the local unit of government, and any government entity that registers its name and mailing address for the purpose with the planning commission.
- If the master plan will include a master street plan, the county road commission and the state transportation department.

MASTER PLAN ADOPTION PROCESS

The City of Escanaba will follow, at a minimum, the provisions of Michigan Public Act 33 of 2008, as amended (the Michigan Planning Enabling Act, M.C.L. 125.3801 et. seq.) for the adoption of a new Master Plan or of an update to the existing Master Plan.

The Planning Commission will send a notice to all stakeholders as listed in the State enabling legislation; the notice will explain that the Planning Commission intends to prepare a plan and request cooperation and comment on the plan now and when the plan is drafted.

The Planning Commission and the City will then begin work on drafting or updating the plan. They shall involve the public through many of the methods listed in the section 'Public Involvement Strategies,' including, but not limited to, steering committees, open houses, community meetings, community walks and tours, website updates, social media, and surveys. The City shall encourage the involvement and participation of all stakeholders, including any marginalized groups that may be typically less involved in the planning process. Stakeholder involvement is encouraged from the beginning and the results of such public participation are made available to the community and participants and incorporated as much as is reasonably possible in the drafted plan or plan amendment.



MASTER PLAN ADOPTION PROCESS (Cont.)

In preparation, studies of existing conditions and probable growth should be done for the basis of the plan. The Planning Commission may make use of expert advice and information from Federal, State, County, and Municipal officials, departments, and agencies having information, maps, and data pertinent to the City. The City may consult with representatives of adjacent local units of government with respect to their planning so that conflicts in master plans and zoning may be avoided. The City may cooperate with all departments of the State and Federal governments, public transportation agencies, and other public agencies concerned with programs for economic, social, and physical development within the planning jurisdiction and seek the maximum coordination of the local unit of government's programs with these agencies.

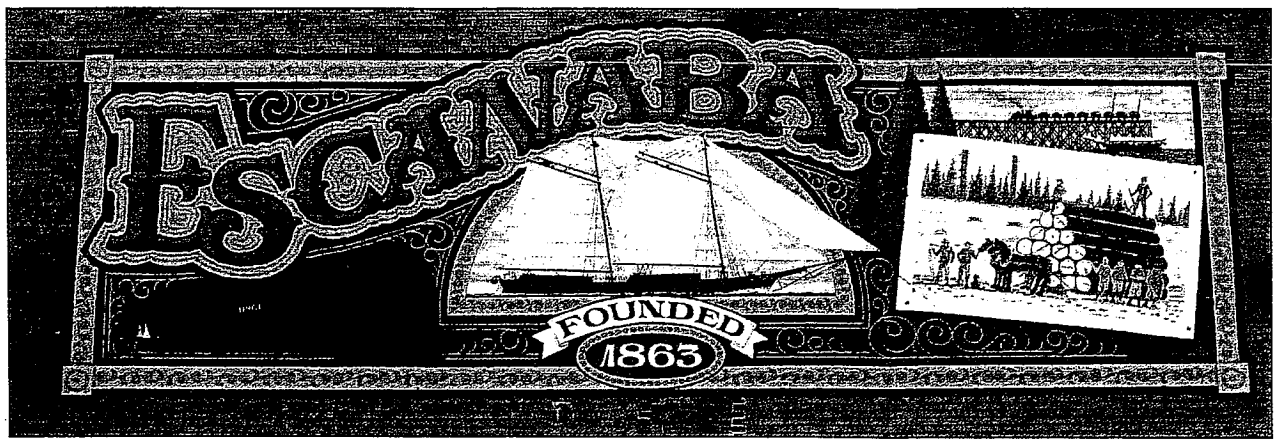
The City shall encourage and track the public participation through a variety of means, including minutes, public recording of meetings, comment cards, sign-up sheets, and input received verbally, through written correspondence or through website comments, and other means as appropriate.

The Planning Commission will act to submit the proposed plan to the City Council for review and comment. The process of adopting the Comprehensive Plan shall not proceed further unless the City Council approves the distribution of the proposed plan.

The City Council shall act on the proposed plan during a public meeting held in accordance with the Open Meetings Act. The City Council shall decide on the approval of the distribution of the proposed plan to local governments and agencies for review and comments.

If the City Council approves the distribution of the proposed plan, it shall notify the Planning Commission, in the manner provided by the State enabling law a copy of the proposed plan, for review and comment, to all of the units listed in the State enabling law. These entities may submit comments on the proposed plan to the Planning Commission within 63 days after the proposed plan was submitted to that entity.

Before approving the proposed Master Plan, the Planning Commission shall hold not less than one public hearing on the proposed plan. The hearing shall be held after the expiration of the deadline for comment. The Planning Commission shall give notice of the time and place of the public hearing not less than 15 days before the hearing by publication in a newspaper of general circulation within Escanaba. The Planning Commission shall also submit notice of the public hearing to the entities that received initial communication.



MASTER PLAN ADOPTION PROCESS (Cont.)

The proposed plan must be approved by resolution of the Planning Commission carried by the affirmative votes of not less than 2/3 of the members. A statement recording the Planning Commission's approval of the plan, signed by the chairperson or secretary of the Planning Commission, shall be included on the inside of the front or back cover of the Master Plan. Following approval of the proposed Master Plan, the secretary of the Planning Commission shall submit a copy of the plan to the City Council.

Approval of the proposed plan by the Planning Commission is the final step for adoption of the plan, unless the City Council by resolution has asserted the right to approve or reject the plan. In that case, after approval of the proposed plan by the Planning Commission, the City Council shall approve or reject the proposed plan. A statement recording the City Council's approval of the Master Plan, signed by the City Clerk, shall be included on the inside of the front or back cover of the Master Plan if the City Council takes action on the Plan. After the adoption of the Master Plan, the City of Escanaba may publish and distribute copies of the Master Plan, any supporting reports, and employ means of publicity and education.

UPDATE TO THE ZONING CODE

The City Council may of its own motion, or shall upon petition signed by the owners of a majority of the property proposed for rezoning, prepare an ordinance amending or changing the district boundaries or district regulations. In most cases, applications are due 21 days before the next meeting of the Planning Commission in order to meet the public hearing notice requirements.

The ordinance shall be introduced by City Council and then referred to the Planning Commission for review and recommendation. It may be necessary for the Planning Commission and/or the City Council to defer action on the application to one or more subsequent meetings to gather further information or to accommodate additional review and debate. The owner, applicant, or their representative will be advised in advance of any change in the review schedule. If the application involves property which falls within a wetland, historic district, floodplain, or downtown boundaries, review by one or more other boards or commissions will likely be required and may affect the overall review schedule.

Prior to submitting its recommendation to the City Council, the Planning Commission will hold a public hearing. The City Council will, on receipt of the report of the Planning Commission, set a date for a second public hearing for consideration of the proposed amendment, supplement or change. After the public hearing, the City Council may act upon the adoption thereof, with or without amendment. Whenever a written protest against such proposed amendment, supplement or change, signed by the owners of 20 percent or more of the area of land proposed to be altered or by the owners of 20 percent of the area of land within 100 feet of any part of the boundary of the land proposed to be altered, excluding any publicly-owned land from either calculation, shall be filed with the City Council, the rezoning ordinance shall not be passed except by at least a two-thirds vote of all members of the City Council.

The ordinance will be noticed in a newspaper of general distribution in the City at least 15 days prior to the hearing. The notification will also be sent by mail to the applicant, the owner of the subject property, and the owners of property within 300 feet of the subject property.

UPDATE TO THE ZONING CODE (Cont.)

Following adoption of the ordinance to amend, supplement or change the district boundaries or the district regulations, the ordinance will be filed with the City Clerk, and a notice of the ordinance adoption will be published in a newspaper of general circulation in the City of Escanaba within 15 days after adoption. The ordinance will take effect upon the expiration of seven days after its publication, unless a later effective date is specified by the City Council, or unless a notice of intent to file a petition seeking to submit the ordinance to the electors of the City for action is filed with the City Clerk within seven days after publication of the zoning ordinance.

Copies of the proposed plan will be made available for viewing at the City of Escanaba Library, the City Manager's Office, City Clerk's Office and on the City's website (www.escanaba.org), at the time the public hearing notice is published. Any duplication costs will be incurred by the person requesting such duplication.

After the notice of this hearing has been published, written comments on the Plan may be forwarded to the City Manager's Office. Written comments will be accepted up to one week prior of the public hearing and will be address at the hearing.

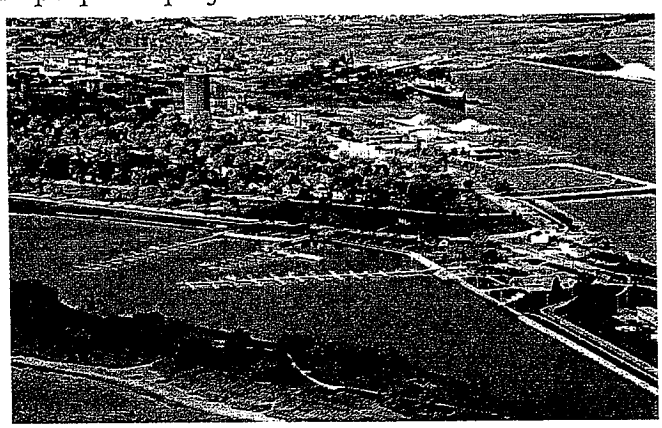
Any proposed revisions after the Plan has been presented to the Planning Commission hearing or at the first City Council hearing will be held in the meeting minutes and posted on the internet site prior to the final public hearing.

CONCLUSION

The City of Escanaba strives to follow a transparent planning and development review process and share relevant information with community members and any other stakeholders, including the following:

- Published meeting schedules, minutes, and agendas are posted on the City's website.
- Meeting agenda packets are mailed to applicants, in the case of public hearing notices.
- Public hearing notices are sent to applicants and affected stakeholders.
- The City's website includes a variety of topics and information pertaining to the development review process, including the City Charter, the City Code of Ordinances, resolutions, strategies and planning documents, applications and fee information, maps, and much more.
- Individual webpages will be created for significant projects; these webpages will include related information and documents about the proposed projects.

In conclusion, the Public Participation Plan effort is intended to provide opportunities for the citizens of the City of Escanaba to participate meaningfully in the development of the updated Community Master Plan as well as other community driven initiatives. As the process unfolds, the process will be reviewed periodically and revisions may be made to assure that this intent is realized.



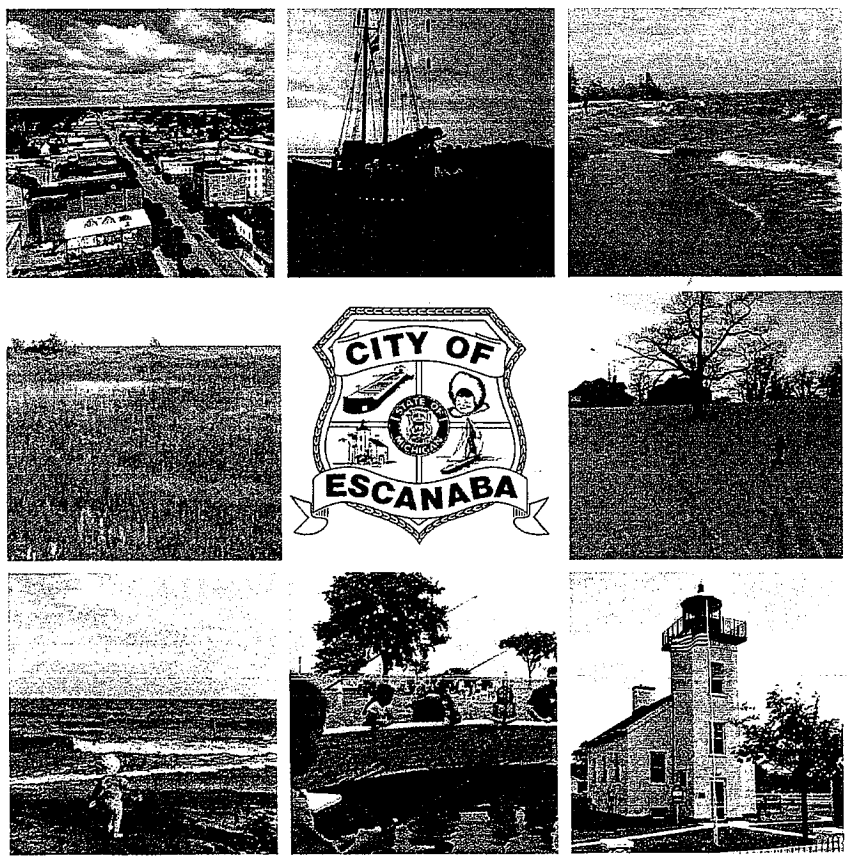
PUBLIC FEEDBACK

In order to serve the citizens of the City of Escanaba better, we require feedback/input regarding how the City's citizens would like us to communicate information, this information will also be used to help develop the Public Involvement Strategies for the upcoming Master Plan.

This program will be updated as conditions change or additional resources to support outreach activities become available. The City of Escanaba is committed to providing feedback to our citizens by using such tools as personal e-mail, telephone calls, exit surveys and such. To provide feedback on any City program or planning initiative, citizens are encouraged to complete an Internal Public Participation Evaluation form or Community Event Satisfaction Survey form located on our website, or by clicking the links.

City of Escanaba

2016 Master Plan



Zimbra **jotoole@escanaba.org**

Fwd: Revised and Edited Public Participation Survey

From : Jim O'Toole - City Manager <jotoole@escanaba.org> Fri, Feb 05, 2016 07:45 AM
Subject : Fwd: Revised and Edited Public Participation Survey
To : Jim O'Toole - City Manager <jotoole@escanaba.org>

From: "Michelle Parkkonen (MEDC)"
To: "Lisa Glish" <lglish@escanaba.org>, "Jim O'Toole - City Manager" <jotoole@escanaba.org>
Cc: "DDA Edward" <edwarddda@att.net>, "Blaine Degrave" <bdegrave@escanaba.org>
Sent: Thursday, February 4, 2016 4:18:02 PM
Subject: Revised and Edited Public Participation Survey

Good afternoon all,
Thanks for the opportunity to review the plan after the updates, I don't have any additional comments.

Great job with the public participation plan...we'll be using this as an example to share with other communities!

Michelle Parkkonen
RRC Planner, Redevelopment Ready Communities®
Collaborative Community Development
Michigan Economic Development Corporation
300 N. Washington Square | Lansing, MI 48913
Mobile: 517.599.8796
parkkonenm@michigan.org

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DRAFT Feb 2016

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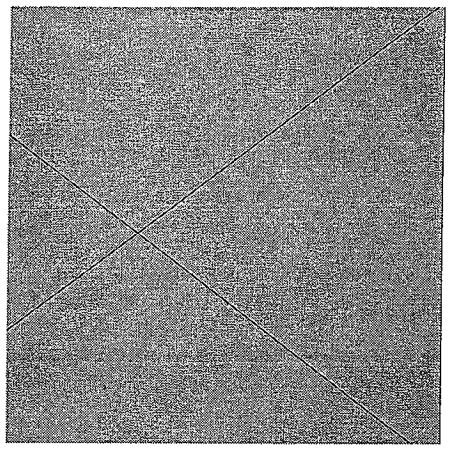
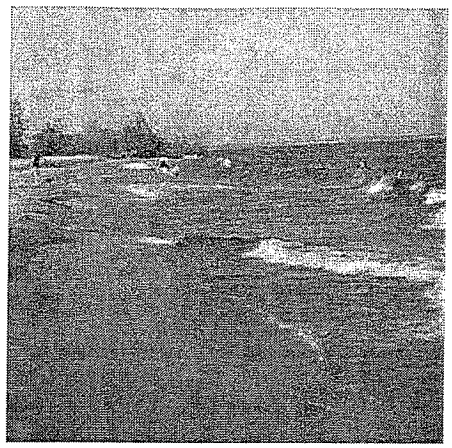
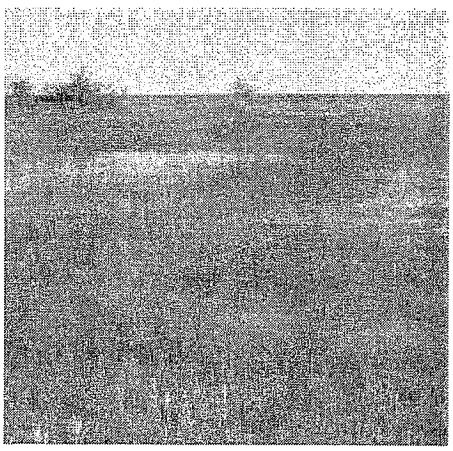
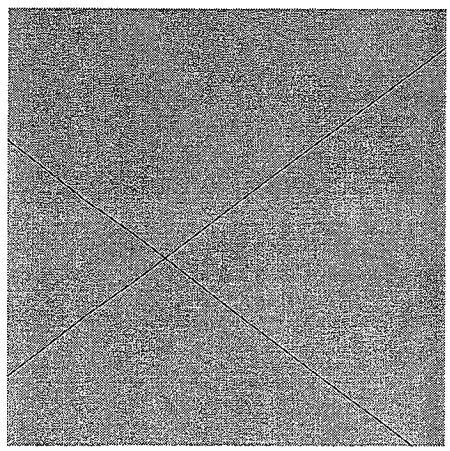
City of Escanaba

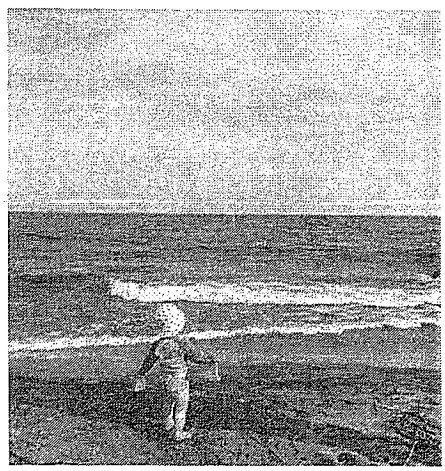
2016 Master Plan

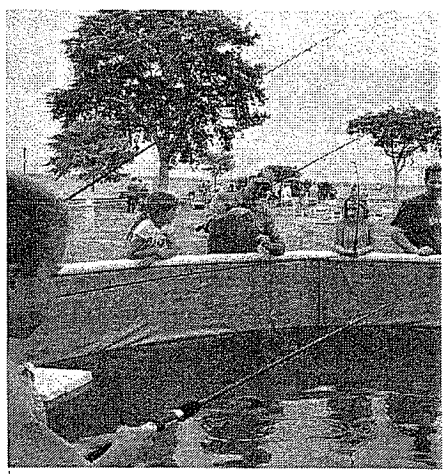












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Acknowledgments

This plan could not have been developed without the collaboration and cooperation between community leaders, businesses, and residents. The people listed below dedicated their expertise and many hours of their time in order to complete this project.

City of Escanaba Staff
Jim O'Toole, City Manager
Buffy Smith, Executive Assistant
Robert Richards, City Clerk
Blaine DeGrave, Community Development and Planning Director
Kim Peterson, Recreation Director
Jeff Lampi, Water and Wastewater Superintendent
Bill Farrell, City Engineer

Planning Commission
Patrick Connor
Kel Smyth
Roy Webber
Brian Black
Tom Warstler
James Hellermann
Christine Williams
Steve Buckbee
Paul Caswell

UPward
CUPPAD
Central Upper Peninsula Planning And Development Regional Commission

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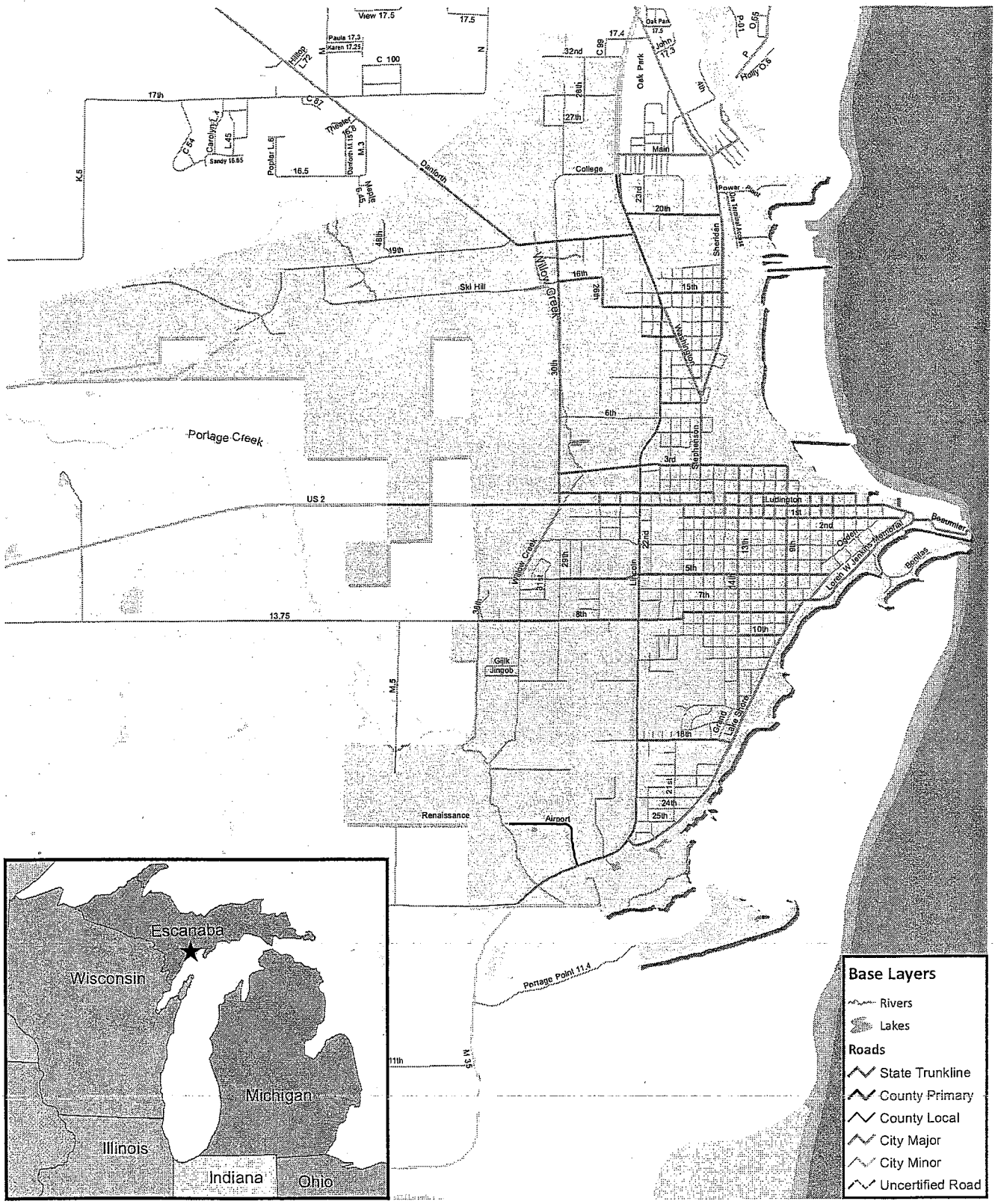
Appendix A: Public Participation



Map 1: City of Escanaba

Chapter 1: Introduction

Residents of Escanaba enjoy the beautiful setting and rich character that the region and city offer. Acknowledging the value of these attributes has led to a strong commitment by the residents and city officials to concentrate efforts to maintain and enhance Escanaba as a premier waterfront city in Michigan's Upper Peninsula. Residents understand the importance of planning for a livable and enjoyable community and have taken an active role in shaping the way in which the community grows and develops. Residents and city officials have worked jointly to gain an understanding and appreciation for those elements that pose challenges and the community is meeting those challenges head on.

What is a Master Plan?

This City of Escanaba Master Plan addresses the need to plan for future land uses, infrastructure, public facilities, and development of the community to sustain its vibrancy. A master plan is a long-term planning document that provides a framework for decision-making and investment. The Michigan Planning Enabling Act of 2008, as amended empowers communities to prepare community plans and regulate land. The law requires communities to prepare or amend a master plan every five years. The plan combines goals from city leaders and community members and provides a realistic schedule for implementation.

This planning document represents the culmination of discussion and study by the City of Escanaba Planning Commission with technical assistance from the CUPPAD Regional Commission. This plan also builds upon information from other previous planning efforts in the City, such as a 2006 Master Plan, a 2010 North Shore Redevelopment Plan, and a Downtown Development Authority Development Plan completed in 2011. As part of this process the City also sought input from the community throughout the development of the plan to ensure that the outcome would reflect the people of Escanaba.

In addition to providing a general framework for development, the goals, policies, and objectives contained in the plan will also serve as a guide to the Planning Commission for updating the zoning ordinances in order to reflect the desired future and to review proposed public improvements in accordance with the Michigan Municipal Planning Act.

The initial sections of this Master Plan present an analysis of the current conditions of Escanaba including a brief history, demographic statistics, economic climate, current land use, and other useful data about the community. The remaining chapters of the plan are designed around the key issues highlighted by the residents and city officials. Recommendations for how Escanaba should address these key issues are outlined in detail through a summary of necessary steps and an implementation strategy. The Master Plan provides a strong guideline for achieving the community's goals by balancing current conditions with the desired vision.

MASTER PLAN GOALS

Community Overview

The City of Escanaba is located at the heart of Michigan's Upper Peninsula along the north shore of Lake Michigan on the western shore of Little Bay De Noc. Bounded by the bay to the east, Wells Township to the north and west and Ford River Township to the south, Escanaba serves as both the county seat and

largest community in Delta County.

Escanaba covers roughly twelve square miles of land area within city limits. The City of Escanaba is a small northern town that prides itself in its community values and natural beauty. Escanaba hopes to maintain and improve its small town character while expanding education and employment opportunities to further enhance the quality of life for the residents.

With a population of 12,562 (2013 ACS Survey), Escanaba is one of the largest cities in Michigan's Upper Peninsula. It is the service and shopping center for the south-central region of the Upper Peninsula. Additionally, Bay College and St. Francis Hospital offer educational and health care services as well as employment opportunities. Verso Corporation is the primary employer in Delta County and has long benefited from the rich forest resources throughout the Upper Peninsula. The deep water port of Escanaba serves as a major point of shipping for natural resource based industries in the region.

Escanaba is renowned for water recreation opportunities found in the waters of Lake Michigan's Little Bay De Noc. Fisherman and recreational boaters are drawn to the rich resources and natural beauty of the bay. Escanaba's northern climate also provides winter recreation opportunities that draw a multitude of ice and snow sport enthusiasts. These recreational resources are a primary asset for the community and provide economic stability to the area.

Escanaba has historically relied heavily on the natural resource industries of wood and mining. These activities have diminished over the past decades, creating demand for new economic activities to drive the local economy. Manufacturing, tourism, and health care. It hopes to attract new and innovative industries offering good paying jobs and sustainable employment opportunities.

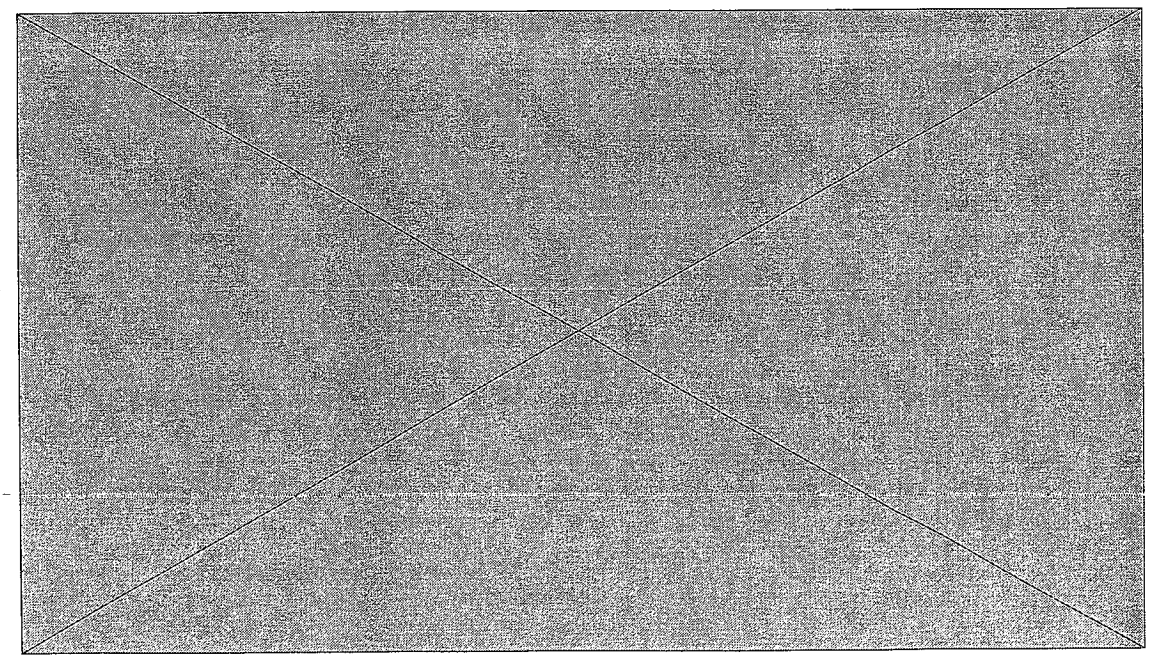


Figure 1-1: Escanaba beach on Aronson Island

Chapter 2: History of Escanaba

Escanaba was established as a shipping port, supporting the iron ore, copper, and lumber industries in the early to mid 1800's. Iron ore was discovered in Marquette County in 1844 and mining began Delta County was formally established in 1861. During the Civil War, iron ore from the Marquette Iron Range was shipped from Escanaba to be made into steel cannons and supplies to support the northern armies. It would continue to grow as a primary shipping port in northern Lake Michigan. After being incorporated as a city in 1883, Escanaba became the regional city of activity and economic hub of the in the south central portion of the Upper Peninsula.

Before European settlement of the Upper Peninsula there is evidence that he region was inhabited by Native Americans for at least 5,000 years. Among the Native peoples of there area were the Nokes, or Noquets, for whom the Bays de Noc are named. The explorer Henry Schoolcraft in his survey of the region in 1832 noted that there were several seasonal villages along the northern shore of Green Bay, with a total population of 210. The first European settlement of the area took place around 1830 and first called the Escanaba area 'Sand Point' .

Before Escanaba established itself as the primary port city on the northern shore of Lake Michigan, activity in the region was growing. The town of Flat Rock was positioned along the Escanaba River and was the center for trade and commerce during the 1840's and 1850's before Escanaba was built. Flat Rock functioned as a staging area for travelers and traders heading north to Marquette for the trade of goods with Native American groups and settlers. In 1844, Jon and Joseph Smith built a steam-powered mill near the mouth of the Escanaba River. They later sold the mill to the N. Ludington Co. in 1851. The N. Ludington Co. owned the area known as Sand Point that would later become the site of the town of Escanaba. Native Americans frequented Flat Rock to trade furs and pelts for manufactured goods and food. The settlement of Flat Rock supported the development of Escanaba and served as the initial destination of the northern shore of the Lake.

Eli P. Royce, a land surveyor, was hired by the N. Ludington Company to layout the city plan. He designed the first plat of Escanaba in 1862. Royce would go on to become one f Escanaba's founding citizens, involved in the first position in city office. Royce was asked to lay out the city with liberal provisions for the citizens and railroad, which is still evident today in the wide streets and the traditional neighborhood layouts. With the assistance of Royce, Escanaba quickly became one of the great northern boom towns benefiting from the rich copper and timber resources found to the north and west. Royce and the N. Ludington Co. were the primary founders during this boom and played a significant role in shaping the city's future.

With increasing demand for Iron Ore during the Civil War, new transportation networks were needed to provide a connection from the iron mines north of Escanaba to the steel mills in the southeast. William B. Ogden saw the opportunity to extend existing rail lines and open up the iron rich reserves of the Upper Peninsula to the nation. In 1859, Ogden and investors organized the Chicago & North Western Railway Co., would connect Escanaba to the Jackson Mine of Negaunee by the end of 1863. Once in Escanaba, the iron ore was shipped by steam shipped to Green Bay, Wisconsin where the Northwestern line was positioned to transport the ore to final destinations. The development of the railroad had a significant impact on Escanaba by transforming the small lakeshore town into a booming hub of economic activity. The population growth of the City is described in Table 1-1.

Table 1-1: Population of Escanaba since 1880														
Year	1880	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010
Pop.	3,026	9,549	9,549	13,194	13,103	14,524	14,830	15,170	15,391	15,368	14,355	13,659	13,140	12,616
Source: U.S. Census, Years Cited														

As Escanaba and the shipping industry grew, immigrants flocked to the prosperous community. This influx of people brought the emergence of businesses and industries that supported the mining and shipping operations, rapidly expanding the economic activities throughout the city. As more people came, more housing was constructed, and Escanaba was established as a thriving and vibrant Northern Great Lakes City.

Figure 2-1: Ludington Street, downtown Escanaba, 2015

Chapter 3: Demographics

Introduction

Demographics Population demographics – age, income, gender, education, and occupation, combined with other factors – shape the development of a community as well as its growth. This chapter examines the demographic trends in the city that will affect the future of the community. Analysis of trends and patterns is a useful way to determine the needs and demands of the future population of Escanaba. Included in this section is a thorough review of the current population, historic population trends, population projections, and age distribution. Concluding the chapter is a description and explanation of the foreseen impacts of the analysis.

3.1 Population Trends

Escanaba is experiencing a demographic change that is common in urban areas in the rural counties of Michigan and throughout the United States. The population of the City has slowly decreased over the last few decades. Although the total population of the State has increased, the populations of many rural cities have decreased. The decline in population is in-part a result of the shrinking of the mining and timber industries. Although the population of Escanaba decreased, the populations of many of the surrounding townships have grown. The growth in population for these townships is attributed to the desire for lower taxes and user fees, lower development costs, and a desire for rural lifestyles.

Table 3-1:
Population 1960-2010, Selected Areas

	1960	1970	1980	1990	2000	2010
Escanaba	15,391	15,368	14,355	13,659	13,148	12,616
% Change		-0.2	-6.6	-4.9	-3.7	4.0
City of Gladstone	5,267	5,237	4,533	4,565	5,042	4,973
% Change		-0.6	-13.4	0.7	10.5	1.4
Ford River Twp..	1,308	1,762	2,136	2,002	2,241	2,054
% Change		34.7	21.2	-6.3%	11.9	8.3
Wells Twp.	3,295	4,003	5,181	5,159	5,044	4,885
% Change		21.5	29.4	-0.4	-2.2	3.2
Escanaba Twp.	1,485	1,948	3,229	3,340	3,587	3,482
% Change		31.2%	65.8	3.4	7.4	2.9
Brampton Twp.	589	737	1,113	1,142	1,090	1,050
% Change		25.1	51.0	2.6	-4.6	3.7
Bark River Twp.	1,361	1,299	1,571	1,548	1,650	1,578
% Change		-4.6	20.9	-1.5	6.6	4.4
Delta County	34,298	35,924	38,947	37,780	38,520	37,069
% Change		4.7	8.4	-3.0	2.0	3.8
State of Michigan	7,824,965	8,875,083	9,262,078	9,295,297	9,938,444	9,883,640
% Change		13.4	4.4	0.4	6.9	0.6

Source: U.S. Census, Years Cited

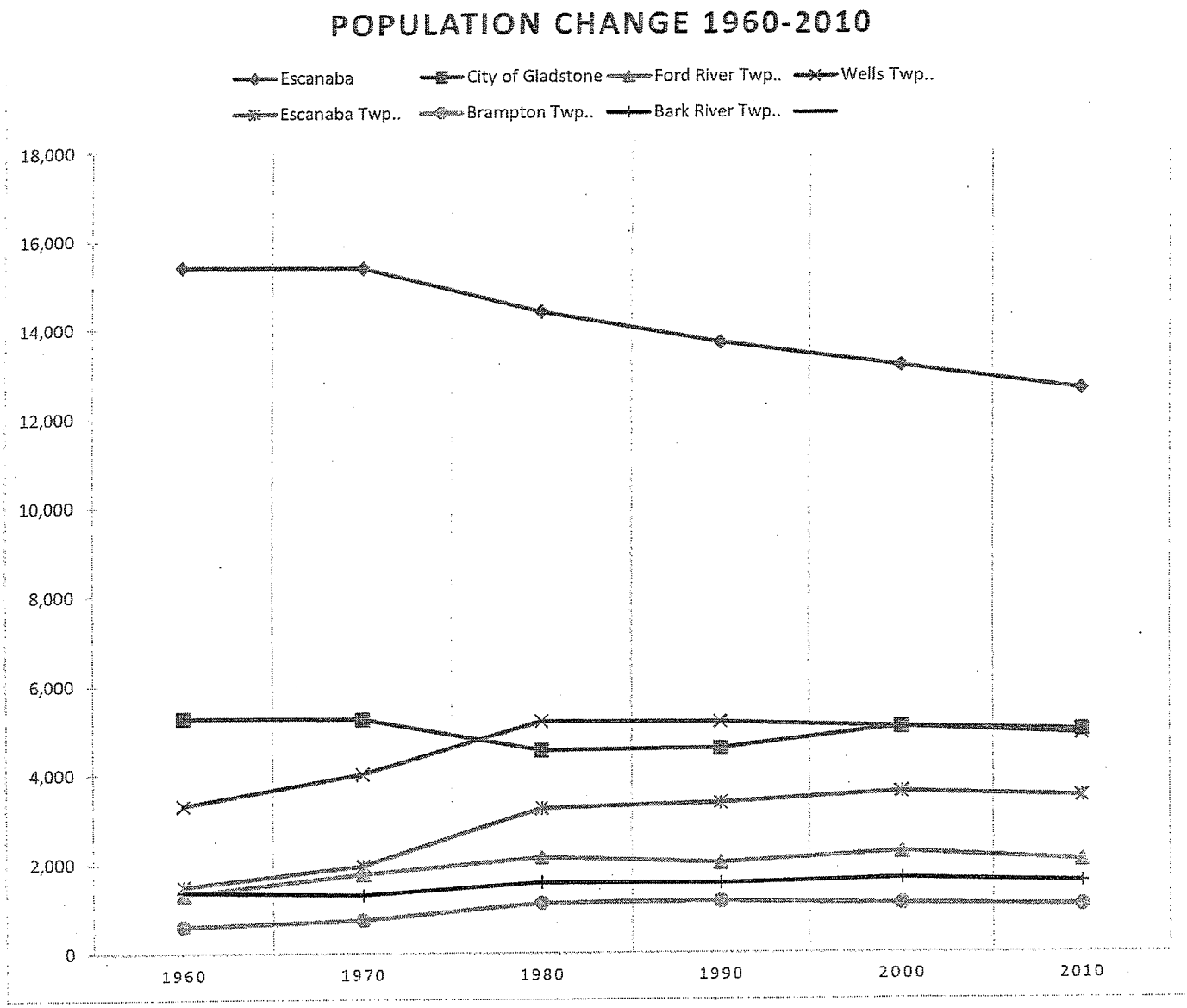


Table 3-2 shows the components of population change in Delta County. The most concerning trend affecting the area is the loss of population due to migration. Many people are leaving in their mid-20s to pursue economic opportunities in other parts of the country. People from Escanaba who leave are not replaced by migrants from other parts of the country or by immigrants, resulting in a net loss of population.

Table 3-2: Components of Pop Change, Delta County

	1990-1999	2000-2009	2010-2014
Births	3,918	3,818	1,537
Deaths	3,562	3,796	1,847
International	32	54	13
Domestic	810	-1,448	-171
Net Migration	842	-1,394	-158
Total Change	1,068	-1,602	-510

U.S. Census Bureau, Population Division

Population Estimates

Between decennial censuses the U.S. Bureau of the Census prepares estimates of relevant data through the American Community Survey (ACS). The most recent data available is a 2009-2013 five year estimation, summarized in Table 3-3.

Table 3-3: Population Estimates

	2010 Census	2011	2012	2013
Escanaba	12,616	12,678	12,608	12,569
% Change		-0.5	0.6	0.3
City of Gladstone	4,973	4,990	4,960	4,952
% Change		-0.3	0.6	0.2
Ford River Twp..	2,054	2,068	2,076	2,122
% Change		-0.7	-0.4	-2.2
Wells Twp.	4,885	4,914	4,901	4,873
% Change		-0.6	0.6	0.6
Escanaba Twp..	3,482	3,482	3,474	3,469
% Change		0	0.2	0.1
Brampton Twp.	1,050	1,002	948	788
% Change		4.6	5.4	16.9
Bark River Twp.	1,578	1,689	1,583	1,673
% Change		-7.0	6.3	-5.7
Delta County	37,069	37,248	37,075	36,967
% Change		-0.5	0.5	0.3
State of Michigan	9,883,640	9,876,187	9,883,360	9,895,622
% Change		-0.1	0.1	0.1

Source, ACS 2007-2011, 2008-2012, & 2009-2013

Projected Population

The State of Michigan most recently developed population projections for each county in the state in 1996 (Table 3-4). The estimates made at that time indicated that the population for Delta County in 2010 would be 39,100. The actual census count for 2010 was 37,075, an over-estimate of over 2,000 people or 9.5%. A study done by the University of Michigan for MDOT in 2012 did not develop precise numbers, but used existing economic conditions to forecast that between 2010 and 2040 the population of the county will decline.

Table 3-4: Population Projections

Year	1980 Census	1990 Est	2000 Est	2010 Est	2020 Est
Estimate	38,947	37,780	38,800	39,100	39,400

State of Michigan, Office of State Demographer, 1996

Population Density

Relative to most other communities in the Upper Peninsula, Escanaba is a dense urban community (Table 3-5). However, the nearby community of Gladstone is slightly more dense than Escanaba. The density of the population is not uniform throughout the city, most of the population is concentrated east of Lincoln. The density of this area is close to 980 persons per square mile. However, other parts of the city contain large undeveloped tracts of land, such as the Portage Marsh and cross-country ski trail area, where there are no structures. There are also areas of the city where residential homes are zoned to be less dense than the older neighborhoods closer to downtown.

Table 3-5:
Population Density, Selected Areas, 2010

	Land Area	Population	Persons/Sq Mi
City of Escanaba	12.9	12,616	979.5
City of Gladstone	5.0	4,973	994.6
Escanaba Township	59.6	3,482	58.4
Wells Township	39.5	4,885	123.7
Ford River Township	64.8	2,054	31.7
Bark River Township	45.6	1,578	34.6
Brampton Township	23.7	1,050	44.3
Delta County	820	37,069	45.2
Michigan	56,809.20	9,883,640	173.9

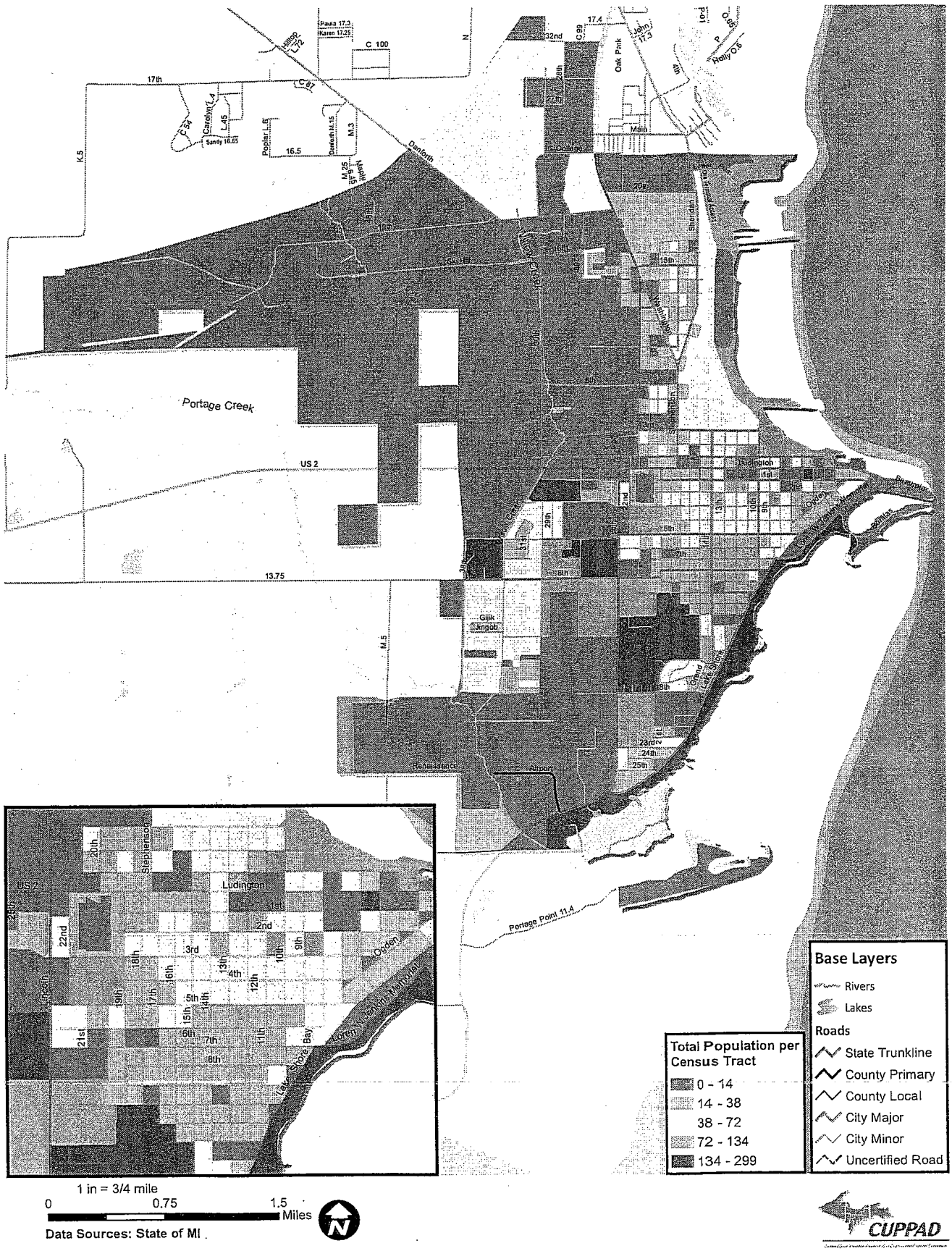
3.2 Age and Gender Distribution

Age distribution, in conjunction with population dynamics, helps identify which age groups are staying in Escanaba and what groups are declining in numbers. Table 3-5 shows people in the 25-44 age cohort. This trend affects the ability of employers to attract and retain a young, educated workforce. The geographic concentration of age groups also helps to identify those areas that may require specific amenities and facilities. Determining which areas of the city have higher populations of elderly or young people helps city leaders to locate specific facilities, such as parks, recreation centers, or schools. In addition, walkability, safety, and recreation opportunities are important characteristics that need to be recognized for the vitality of any area. Furthermore, by assessing the age distribution of Escanaba, health care demands and school enrollment can be predicted.

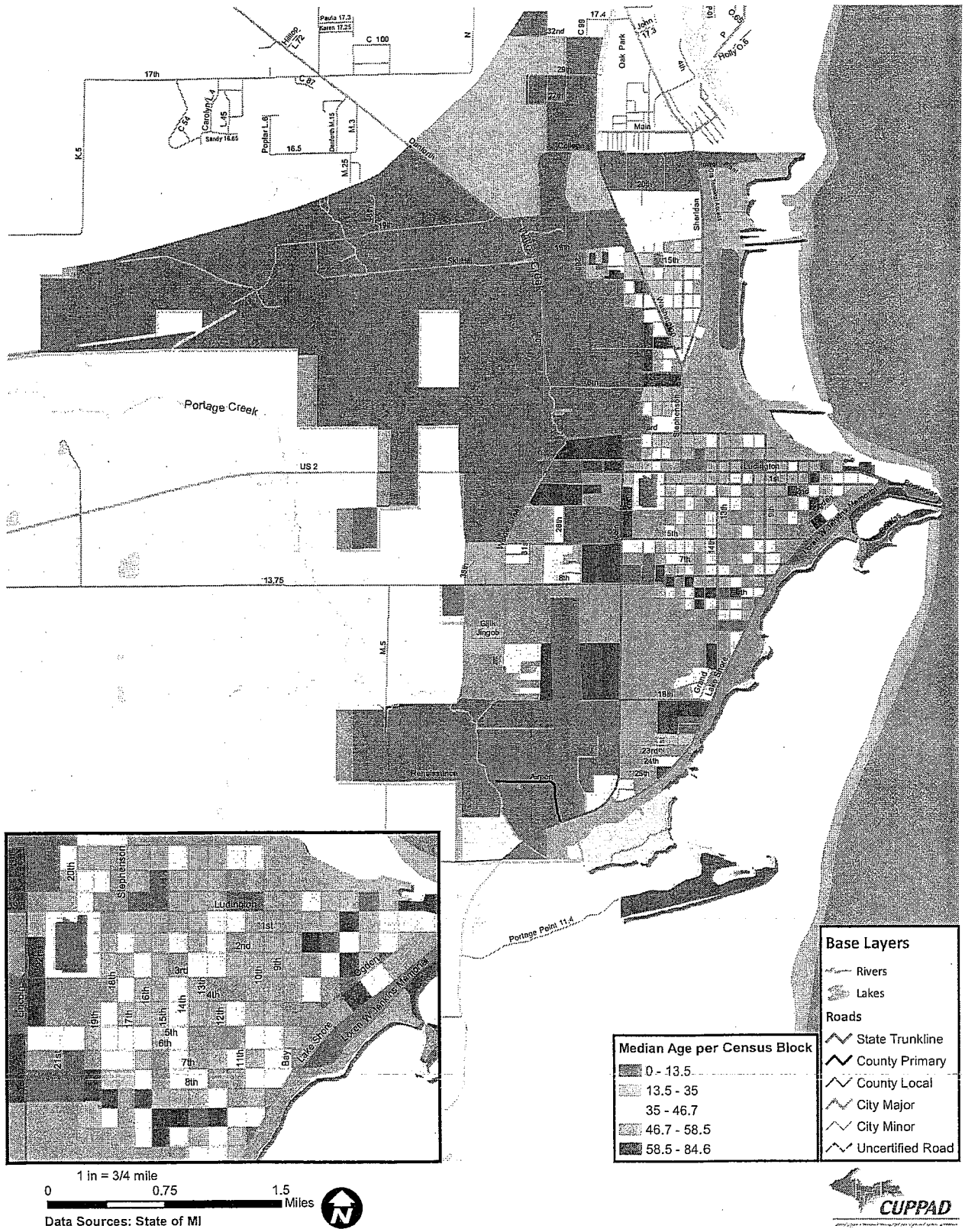
Table 3-5:
Age Distribution, City of Escanaba, 1990-2010

	1990		2000			2010		
Age Group	Number	%	Number	%	% Change	Number	%	% Change
Total	13,659	100	13,148	100	-3.7	12,616	100	-4.0
Under 5	956	7	762	5.8	-20.3	821	6.5	7.7
5-20	2,950	21.6	2,612	25.7	-11.5	2282	18.1	-12.6
21-24	704	5.2	873	6.6	-24	852	6.8	-2.4
25-44	3,849	28.2	3,296	25.1	-14.4	2858	22.7	-13.3
45-54	1,231	9	1,648	12.5	33.9	1765	14	7.1
55-59	635	4.7	582	4.4	-8.3	874	6.9	50.2
60-64	713	5.2	551	4.2	-22.7	690	5.5	25.2
65-74	1,360	10	1,233	9.4	-9.3	1012	8.0	-18
75-84	905	6.6	1,048	8	15.8	959	7.6	-8.5
85 and +	356	2.6	535	4.1	50.3	503	4.0	-6.0

Source: U.S. Census, Years Cited



Map 2: City of Escanaba Population 2010



Map 3: City of Escanaba Median Age 2010

Research done by the University of Michigan for the State of Michigan (shown in figure 3-) indicates that by 2040 those aged 65 and over will comprise nearly a quarter of the population.

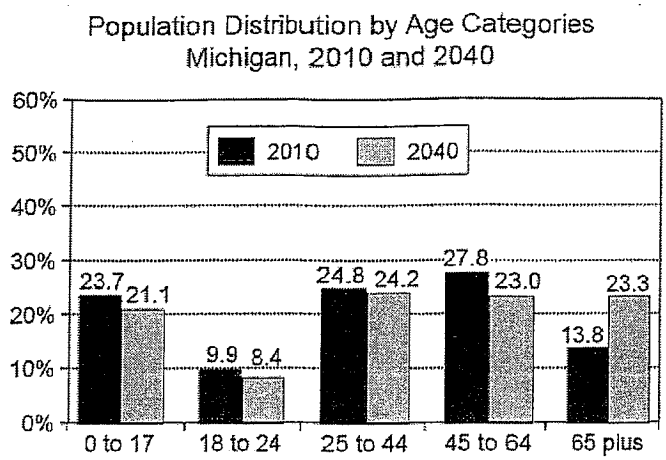


Figure 3-: Projected population changes in Michigan. Source: Grimes and Fulton (2012).

3.3 Racial Composition

The racial make-up of the City of Escanaba, like the rest of northern Michigan, is primarily white. The largest minority racial group in the area is American Indian, Eskimo, & Aleuts. The number of ethnic Latino people living in the community has increased from 87 in 200 to 154 in 2010. People who identify themselves as Latino can be of any race. A breakdown of the number of residents by racial groups is provided in Table 3-6.

Table 3-6: City of Escanaba, Persons by Race

Race	2000	2010
White	12,570	11,696
Black	14	49
American Indian or Alaska Native	343	321
Asian	43	73
Native Hawaiian or Pacific Islander	3	0
Other	24	5
People of Two or More Races	143	302
Hispanic or Latino	87	154
Not Hispanic or Latino	13,953	12,462

Source: U.S. Census, Years Cited

3.4 Education Attainment

The 2013 ACS survey indicates that 10.7% of Escanaba adults 25 and over do not have a high school diploma or its equivalence. This percent is higher than that of Delta County as a whole, but lower than the average for the State of Michigan. Fewer Escanaba residents hold bachelor's degrees (12.4%) than do Delta County residents on average (12.9%) or the State of Michigan (15.9%). Only 6.0% of residents hold graduate or professional degrees, which is slightly higher than that of the Delta County average (5.8%) but less than the State of Michigan average (10%). 12.4% of Escanaba residents have a bachelor's degree or higher, which is slightly less than average for Delta County (12.9%) and less than the state average (15.9%).

Two of the largest employers in the county are Verso and education, both of these fields require advanced training or degrees. Even fields which may have not required advanced training in the past now seek employees with post-high school education. Many employers seek to locate in areas that have a highly-trained workforce.

3.5 Household Characteristics

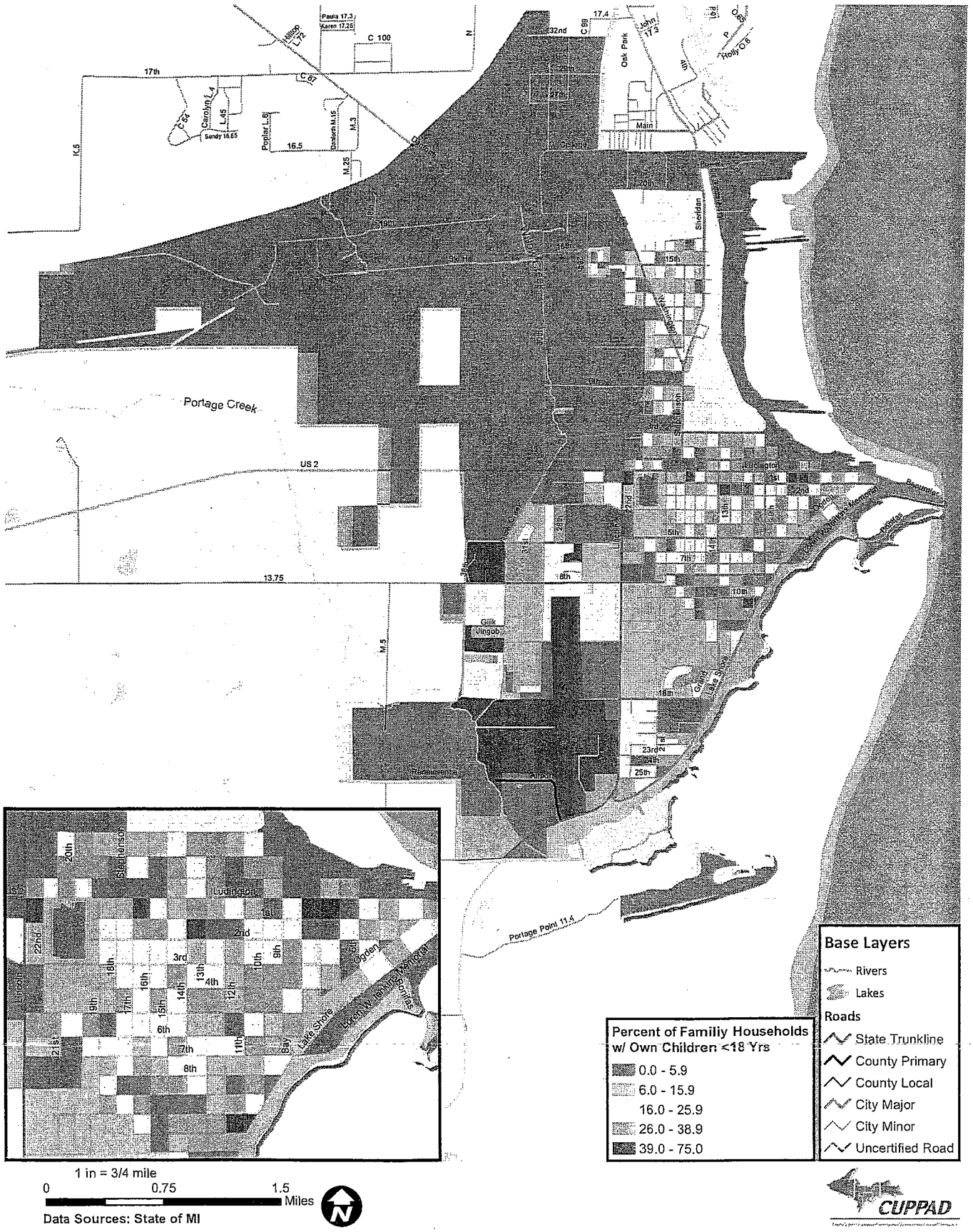
An evaluation of the changes in household characteristics in a community can often provide additional insights about population trends. Household relationships often reflect changing social values, economic conditions, and demographic changes and may signal the need for policy changes to respond to community needs.

The U.S. Census defines a household as all persons who occupy a housing unit. For example, a household

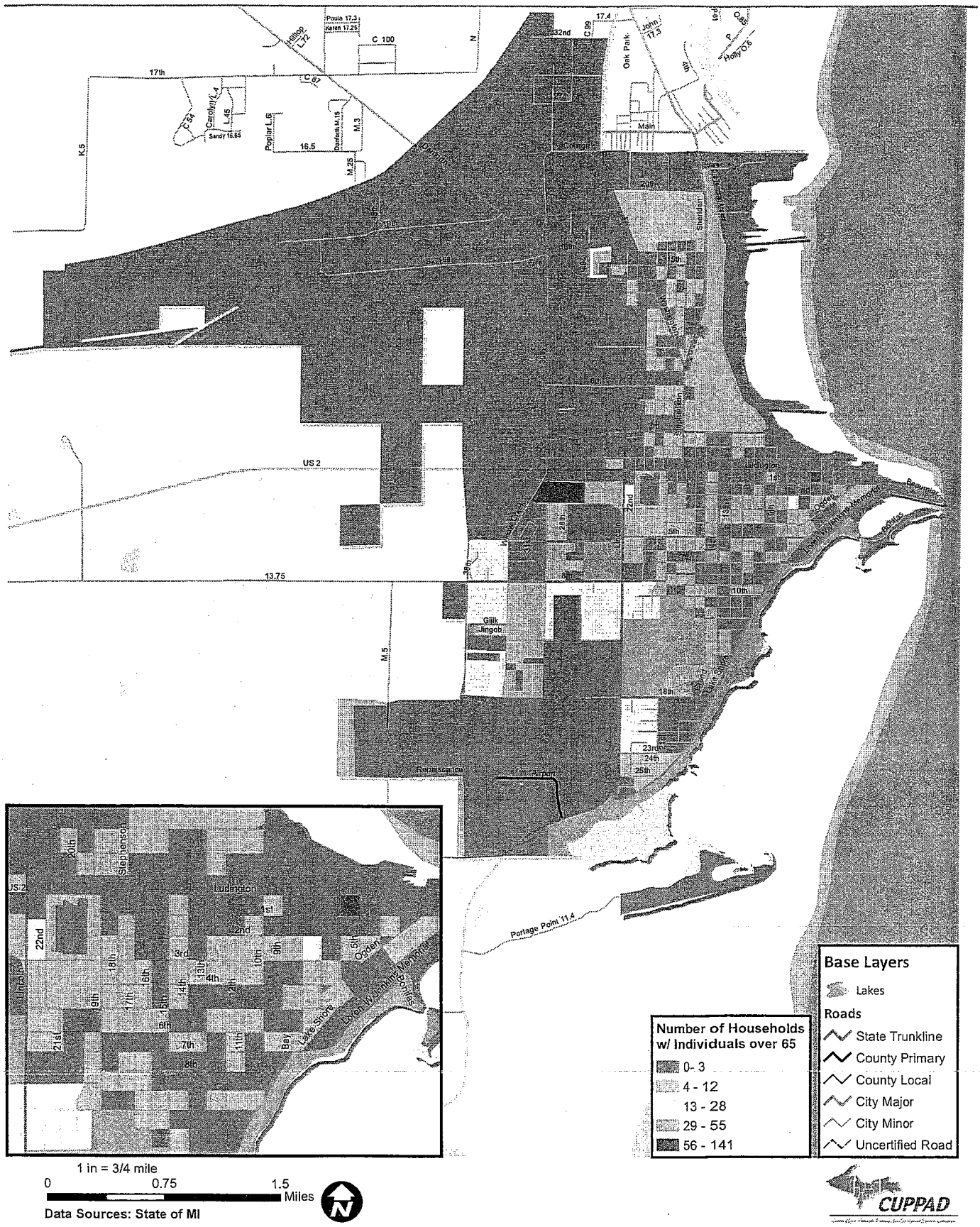
Table 3-7: Educational Attainment for Persons 25 and Over, 2010			
Educational Level	Escanaba	Delta County	Michigan
Less than 9th Grade	3.4	3.0	3.4
9th-12th Grade, No Diploma	7.3	6.4	7.7
High School Diploma	38.6	38.4	30.4
Some College, No Degree	21.4	22.3	24
Associates Degree	10.9	11.2	8.6
Bachelor's Degree	12.4	12.9	15.9
Graduate or Professional Degree	6.0	5.8	10
High School Graduate or Higher	89.3	90.6	88.9
Bachelor's Degree or Higher	18.4	18.7	25.9
Source: 2009-2013 ACS 5 Year Estimate			

Table 3-8: Household Characteristics, 2000 & 2010				
	2000		2010	
Household Characteristics	Number	%	Number	%
Total Households	5,800	100	5,622	100
Family Households	3,297	56.8	3,090	55
w/own children under 18	1,544	26.6	1,375	24.5
Married Couple Family	2,445	42.2	2,071	36.8
w/children under 18	979	16.9	705	12.5
Non-Family Households	2,603	42	2,532	45
Householder Living Alone	2,148	37	2,145	38.2
Aged 65+	1,049	18.1	993	17.7
Households w/ under 18	1,629	28.1	1,470	26.1
Households w/ over 65	1,918	33.1	1,742	31
Average Household Size	2.19		2.14	
Average family size	2.88		2.82	
U.S. Census Bureau, Census 2000 Summary File 1				

could consist of a single family, one person living alone, two or more families living together, or any group of related or unrelated people sharing living quarters. A family consists of a householder and one or more persons living in the same household who are related by birth, marriage, or adoption. A non family household could be one person living alone, or any combination of people not related by blood, marriage, or adoption. The average households size and average family size decreased slightly 2000 Census, which is aligned with state and national trends. The number of married couple families decreased by 5.4% and the number of married couple families with children under 18 decreased by 4.4%. The number of non-family households increased by 3%. This may be attributed to the overall decrease in people between ages 25-44. The number of householders living along increased by 1.2%, which is aligned with the decrease in average household size.



Map 4: City of Escanaba Families with Own Children 2010



Map 4: City of Escanaba Families with Own Children 2010

3.6 Issues and Opportunities

While the 2010 Census shows that the population of Escanaba has declined by 18% since 1960, recent data indicates that this decline has stabilized. Since the 2000 Census the population has only changed by -0.4%, and the data from the 2011-2013 American Community Surveys shows that the population has not changed significantly since 2010.

Census data also indicates that Escanaba's population is aging, which is aligned with regional, state, and national trends. An aging population may affect the demand for services, such as health care and public transportation. In addition, people in the community may find that their existing home or neighborhood no longer meets their needs and may look to move to a smaller home or to senior apartments.

The population density is high compared to most of the surrounding communities. Although the traditional layout of the neighborhoods creates a dense, walkable City, many of the desirable destinations have moved out of downtown area, to the highway, which not inviting, or safe, for pedestrians.

The changing household characteristics that indicate that more residents of the city are living alone and that there are more homes with people over 65 than there are with children under 18 may affect local housing needs, recreation needs, school enrollment, and the demand for transit services.

Chapter 4: Local Economy

Introduction

Escanaba was established through the utilization and harvest of the natural resources that were bountiful throughout the region. Lumber and iron ore mining operations provided jobs and a sustainable source of revenue for Escanaba and it's residents. Historically, Escanaba has maintained these primary economic activities in conjunction with the shipping opportunities of Lake Michigan to grow and build a strong vibrant community. More current economic trends reveal a depletion of mineral reserves initiating an increased reliance in other industries and employment opportunities. This transition from a primarily industrial economy to one centered more in service and manufacturing will continue as more mining and timber facilities discontinue operations.

Information is provided for the City of Escanaba whenever it is available, but many statistics are only collected for the Delta County. Where local information is available, the data for the City may not accurately reflect the local economy. Residents of the Escanaba area move freely and may purchase goods and services in one community while living and working in others.

4.1 Labor Force & Employment

The information summarized in Table 4-1 describes unemployment trends in Delta County, the central U.P. region, the entire U.P., the State of Michigan, and the United States from 2004-2014. This data indicates that Delta County has generally had a higher unemployment rate than that of the central U.P. region, the State of Michigan. and the U.S. Unemployment was at its peak in 2009 and 2010, which was also the peak period of unemployment measured at national and state levels.

The overall number of people in the labor force, employed or unemployed, as decreased since 2004.. This is due in-part to people who are unemployed dropping out of the labor force and in-part by people moving out of the state as a result of the recession that began in the end of 2008.

Table 4-1:
Delta County Labor Force and Unemployment

	County Civilian Labor Force			Unemployment Rate (%)				
Year	**Employed**	**Unemployed**	**Total**	**Delta County**	**Central U.P. Region**	**U.P.**	**MI**	**US**
2004	18,700	1,599	20,299	7.9	7.3	7.4	7.1	5.5
2005	18,819	1,481	20,300	7.3	6.8	7	6.8	5.1
2006	19,014	1,527	1,546	7.4	7.1	7.1	6.9	4.6
2007	18,599	1,546	20,145	7.7	7.1	7.4	7.1	4.6
2008	18,067	1,625	19,692	8.3	7.8	8.2	8.3	5.8
2009	17,108	2,390	19,498	12.3	11.8	12	13.5	9.3
2010	15,898	2,279	18,177	12.5	11.3	11.8	12.7	9.6
2011	15,892	1,926	17,818	10.8	9.8	10.2	10.4	8.9
2012	15,789	1,731	17,520	9.9	8.9	9.2	9.1	8.1
2013	15,763	1,799	17,562	10.2	9.1	9.7	8.8	7.4
2014	16,078	1,452	17,530	8.3	7.6	8	7.2	6.2

Source: Michigan Dept of Mgmt and Budget, Labor Market Information

4.2 Employment by Sector

The employment patterns in Delta County have changed over the last decade. Overall, the number of jobs in the county has decreased by 15%. The biggest changes are the decreases in the relative importance of the finance and manufacturing industries in the county. However, the decrease in manufacturing has also been a state-wide and national trend. The percent of people working in the construction, wholesale trade, information, public administration, arts, education, retail trade, and transportation sectors have also decreased since 1970.

The professional and agriculture sectors have grown in importance to the local economy.

Table 4-2:
Delta County Employment by Industry

Sector	Number, 2000	%, 2000	Number, 2013	%, 2013	% Change
Employed civilian population 16 years & over	5,782	100	4,905	100	-15.2
Agriculture, forestry, fishing, hunting, mining	60	1	74	1.5	23.3
Construction	263	4.5	224	4.6	-14.8
Manufacturing	845	14.6	613	12.5	-27.5
Wholesale trade	146	2.5	97	2	-33.6
Retail trade	810	14	680	13.9	-16.1
Transportation, warehousing, and utilities	292	5.1	215	4.4	-26.4
Information	142	2.5	94	1.9	-33.8
Finance, insurance, real estate, rental & leasing	280	4.8	119	2.4	-57.5
Professional, scientific, management, administration, & waste management service	311	5.4	371	7.6	19.3
Education, health, & social services	1,227	21.2	1,148	23.4	-6.4
Arts, entertainment, recreation, accommodation & food service	821	14.2	763	15.6	-7.1
Other services (except public admin)	339	5.9	350	7.1	3.2
Public administration	246	4.3	157	3.2	-36.2

Source: U.S. Census 2000, ACS Survey 2013

Table 4-3:
Employment by Occupation

	Number, 2000	%, 2000	2013, Number	%, 2013	% Change
Employed civilian population 16 years & over	5,782	100	4,905	100	-15.2
Management, business, science, & arts	1,482	25.6	1,226	25	-17.3
Service occupations	1,301	22.5	1,239	25.3	-4.8
Sales and office occupations	1,396	24.1	1,186	24.2	-15
Natural resources, construction, maintenance occupations	481	8.3	383	7.8	-20.4
Production, transportation, & material moving occupations	1,122	7.7	871	17.8	-22.4

Source: Source: U.S. Census 2000, ACS Survey 2013

Traded and Local Industry Clusters

In order to understand the economic importance of the industries in Delta County it is useful to compare the concentration of local industries in the county to other counties and state or national averages. Concentrations of inter-related businesses in a particular industry creates a competitive advantage for a region. This concentration of related companies in a particular area is an industry cluster, which can be defined as either traded or local. The industries are categorized by through the North American Industry Classification System (NAICS). Traded industry clusters are those that are concentrated in a few geographic areas and produce goods or services that are sold widely across the nation or internationally. In Delta County, the largest industry clusters by the number of employees are paper and packaging, production technology, downstream metals, wood products, forestry, water transport, furniture, printing, medical devices, recreational goods, and trailers and appliances. Local clusters are those that are present in most locations and sell to local buyers. The largest local industry clusters include health services, hospitality, retail, commercial services, and real estate and development, local motor vehicle products and services.

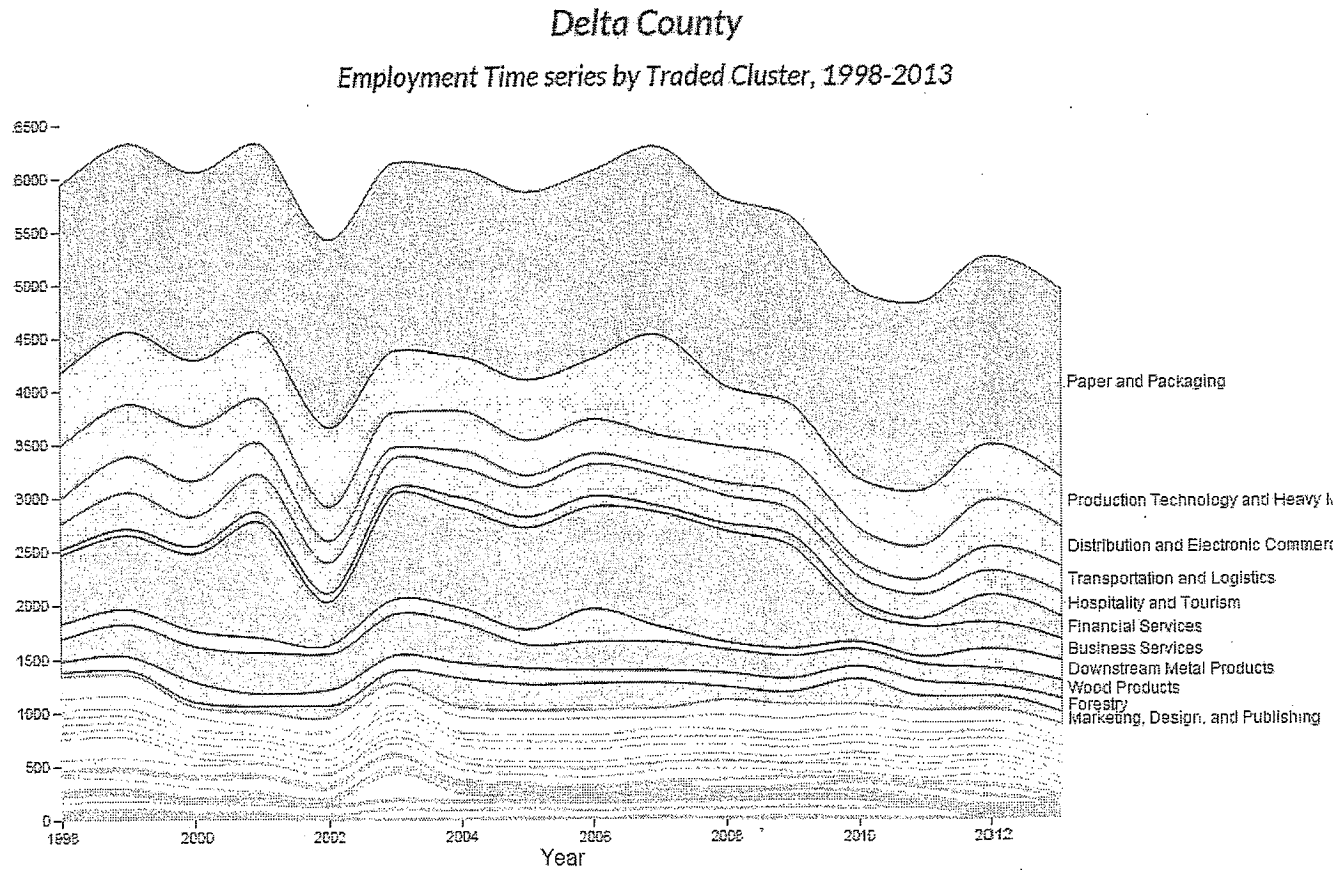


Figure 4-1: Number of people employed in Delta County traded industry clusters. Clustermapping.org

Economic projections for the state as a whole predict declines in the retail-trade, transportation, and utility sectors and growth in leisure and hospitality services, government, and financial services. Figure 4-2 describes state-wide projections for employment.

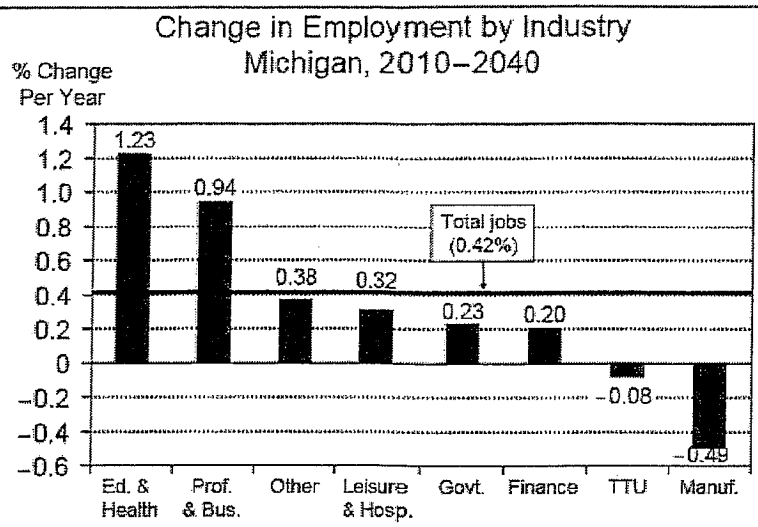


Figure 4-2: Projected employment trends. University of Michigan.

4.5 Major County Employers

Most of the major employers in the area are located within or near the Cities of Escanaba and Gladstone.

Hannahville Indian Community, the largest employer in the county, operates a casino and resort in the eastern-most part of Delta County.

Table 4-5 shows that a relatively high proportion of Delta County residents (28.4%) work outside the county. This may be due to people who commute to the large number of jobs in the region located in Marquette County.

Table 4-5: Employment by Place of Work, Delta County Residents, 2013

Work in MI	98.0%
Work in Delta County	69.6%
Work outside Delta County	28.4%
Work outside MI	2.0%

ACS Survey 2013

Table 4-4: Major County Employers, 2011

Employer	# of Employees
Hannahville Community & Enterprises	1084
Verso	1000
OSF Hospital	603
Escanaba Schools	434
EMP	400
Walmart	400
Bay College	275
Elmer's	150
Bishop Noa	150
Gladstone Schools	148
Menard's	135
Christian Park	116
Delta County	115
City of Escanaba	113
Niagra Logistics	110
A.M. Express	105
Delta Schoolcraft ISD	101
Escanaba & Lake Superior Railroad	94
Andex	85
Northern MI Bank	84
Canadian National	82
Pathways	82
Shopko	80
Marquette Medical	80
VanAire	73
Besse Forest Products	60
US Forest Service	50

Source: Delta County EDA

4.5 Incomes

Comparing local income trends with those of state and national averages provides information about the amount of wealth that is available locally for expenditures on goods and services. The trends reflect the compensation paid to local workers. Income is measured in three ways: per capita income, which is derived from the total income reported for a community divided by the total population; household income, the average income reported for all households, including families; and family income, which includes married-couple families and other households made up of persons related by blood, marriage or adoption, but does not include persons living alone, unrelated persons sharing living quarters, or other non-family households.

Table 4-6 shows that incomes in the City of Escanaba are generally lower than the county and state average. Comparing data from 2000 and 2013 shows the impact that the recession had on the state. In Michigan, Delta County, and Escanaba the per capita, median household, and median family incomes have all decreased significantly since 2000.

Table 4-6: Income Levels, 2000 - 2013 (In 2013 dollars)

Per Capita Income	2000 actual	2000 adj. for inflation	2010 actual	2010 adj. for inflation	2013	% Change 2000-2013
Escanaba	17,589	23,795	19,199	20,511	19,556	-18
Delta County	18,667	25,253	22,064	23,572	22,471	-11
Michigan	22,168	29,989	23,622	25,236	25,681	-14
Median Household Income						
Escanaba	29,125	39,401	29,130	31,121	27,328	-31
Delta County	35,511	48,040	41,951	44,818	42,676	-11
Michigan	44,667	60,427	45,413	48,516	48,411	-20
Median Family Income						
Escanaba	36,995	50,048	43,048	45,990	45,721	-9
Delta County	45,079	60,984	51,442	54,957	53,489	-12
Michigan	53,457	72,318	56,101	59,935	60,793	-16

Source: 2000 US Census, 2010 ACS Survey 5-Year Estimates, 2013 ACS Survey 5-year Estimates.

Table 4-7: Households by Annual Income, 2013

	Escanaba		Delta		Michigan	
	Number	Percent	Number	Percent	Number	Percent
Less than $10,000	794	13.8	1,350	8.5	320,953	8.4
$10,000 to $14,999	684	11.9	1,175	7.4	237,074	6.2
$15,000 to $24,999	1,219	21.2	2,478	15.6	489,200	12.9
$25,000 to $34,999	667	11.6	1,795	11.3	436,343	11.5
$35,000 to $49,999	713	12.4	2,446	15.4	583,142	15.3
$50,000 to $74,999	834	14.5	3,145	19.8	719,773	18.9
$75,000 to $99,999	431	7.5	1,938	12.2	427,891	11.2
$100,000 to $149,999	276	4.8	1,080	6.8	382,961	10.1
$150,000 to $199,999	86	1.5	318	2.0	118,836	3.1
$200,000 or more	46	0.8	159	1.0	90,448	2.4
Total	5,750	100	15,885	100	3,806,621	100

Source: 2009-2013 ACS Survey, 5 Year Estimates.

Table 4-8:
Households with Income by Income Type, 2013

	Escanaba		Delta	Michigan
Income	Number	Percent	Percent	Percent
Wage or Salary	3,618	62.9	67.3	73.9
Supplemental Security	446	7.8	5.6	5.5
Social Security	2,208	38.4	39.9	32.3
Public Assistance	330	5.7	3.4	3.9
Retirement	1,136	19.8	24.2	22.7
Food Stamp/SNAP	1,470	25.6	15.8	16.7

2010 ACS Survey 5-Year Estimates

Table 4-9:
Poverty Rates

Escanaba	2013
All People	26.8
Under 18	38.2
Female Householder families	51.2
Families w/ children under 5	48.3
65 and over	11.9
Delta County	
All People	16.4
Under 18	23.7
Female Householder families	39.1
Families w/ children under 5	23.6
65 and over	9.4
Michigan	
All People	16.8
Under 18	23.6
Female Householder families	34.3
Families w/ children under 5	19.8
65 and over	8.2

Source: 2000 US Census, 2010 ACS Survey, 5-Year Estimates

Table 4-7 describes the annual incomes of people in Escanaba, Delta County, and Michigan by household. Escanaba has a higher percent of lower income households and a smaller percentage of higher income households than in Delta County and Michigan on average.

4.6 Poverty

Another way to compare the relative wealth of communities is to compare poverty rates. The poverty level for a particular year is determined by the Bureau of the Census and is based on a complex formula that includes 48 different thresholds. In 2013 the poverty level for a family of four was $23,550.

Comparing the poverty rates for different groups shows that Escanaba has poverty rates much higher than that of the County and State.

4.7 Issues and Opportunities

The economy of the region is suffered with the decline of highly-paid manufacturing and natural resource industry jobs. Public survey respondents identified the need for more and better jobs in the community as the thing most in need of improvement in the City.

Although many mining and manufacturing jobs have left the region, the county has attracted other high-wage sectors such as health care and a small number of scientific and technical jobs.

There are relatively high numbers of people in the community that rely upon social security, retirement savings, and supplemental security incomes. Additionally, income levels in Escanaba are lower than those of the county and state averages. This indicates that many residents do not have the disposable income that other communities would have and that there are also many residents who may be reliant upon other community resources such as public transportation.

Chapter 5: Housing

Introduction

Escanaba residents and officials see the neighborhoods and housing quality as the building block of the community. Diversity of housing types and availability of quality housing are a very important factor in Escanaba and the quality of life it offers to its residents. Therefore, it is important to highlight those areas that may be in need of improvement and those that may be of importance to the community. Amenities within each neighborhood such as walkability and open space are also important factors adding to the quality of life and should be looked at as an important element in the community

The information in this chapter provides city leaders with information about the current housing stock, including important changes that have occurred since the development of the previous plan. This chapter also includes information about structural and occupancy characteristics.

5.1 Housing Characteristics

According to the 2010 Census there are 6,178 housing units within the city. This is a -1.3% decrease in the number of units since 2000, but an increase of 22% since 1970. In Delta County the number of housing units increased to 20,214, a 5.1% increase from 2000 and a 53.2% increase from 1970. The central Upper Peninsula six county region also saw an increase in the number of housing units to 95,629, a 54.7% increase since 1970. These trends are detailed in Table 5-1.

Table 5-1
Total Housing Units, Selected Areas, 1970-2010

Area	1970	1980	Percent Change	1990	Percent Change	2000	Percent Change	2010	Percent Change	Percent Change 1970-2010
Escanaba	5,057	5,856	15.8	6,063	3.5	6,258	3.2	6,178	-1.3	22.2
Delta County	13,185	16,905	28.2	17,928	6.1	19,223	7.2	20,214	5.1	53.3
CUPPAD Region	61,798	80,271	29.9	85,650	6.7	91,115	6.4	95,629	5.0	54.7
Michigan	2,957,303	3,589,898	21.4	3,847,926	7.2	4,234,279	7.0	4,532,233	7.0	53.4

Source: US Census, Years Cited

Table 5-2 describes the occupancy characteristics of housing units in Escanaba, Delta County, and the State of Michigan as a whole. A large majority of housing units in the city are occupied (91.0%). This percent is larger than the percent of occupied in the county (79.1%) and in the state (85.4%). Additionally, the majority of units are owner occupied (61.3%), which is less than the percentages of owner occupied units in the county and state. More than one-third of occupied units are occupied by renters, which is well above the state average. This may be because Escanaba is a relatively dense, walkable community with public transportation and multi-family housing units, these amenities are often not found in more rural areas of the state.

Looking at vacant units, the City of Escanaba has a much higher rate of vacant rental units (26.3%) than Delta County (6.5%) or Michigan as a whole 21.6%). Additionally, the city has a higher rate of vacant units that are for sale (14.7%) than the county (7.2%) or the state (11.7%). The higher vacancy rate for rental units compared to the county as a whole may be attributed to lower rents in outlying areas.
In Escanaba, 4.0% of vacant units had been bought or rented but were not yet occupied. Additionally,

10.4% of the vacant units were for seasonal use only. The number of vacant units attributed to seasonal use in the city is much smaller than the percent for Delta County and Michigan. This is due to the fact that Escanaba is a built-up, urban area and seasonal dwellings tend to be in rural, isolated areas. The percentage of vacant housing that is for sale is high when compared to the county and state. The majority of housing units in the city are single-family detached homes, as shown in Table 5-3.

Table 5-2
Occupancy and Tenure of Housing Units, 2010

Units	City of Escanaba		Delta County		Michigan	
	Number	Percent	Number	Percent	Number	Percent
Total	6,178	100	20,214	100	4,532,233	100
Occupied	5,622	91.0	15,992	79.1	3,872,508	85.4
Owner	3,448	61.3	12,636	79.0	2,793,342	72.1
Renter	2,174	38.7	3,356	20.9	1,079,166	27.9
Vacant	556	9.0	4,222	20.9	659,725	14.6
For Rent	146	26.3	274	6.5	141,687	21.6
For Sale	82	14.7	303	7.2	77,080	11.7
Rented or Sold, Not Occupied	22	4.0	84	2.0	24,662	17.4
Seasonal or Occasional Use	58	10.4	2,872	68.0	263,071	39.9
Other	248	44.6	688	16.3	151,452	23

Source: US Census, 2010

The a large percentage of homes in Escanaba were built prior to 1939, as shown in Table 5-4. This is due to the mining and timber booms in the area in the late 1800's. In comparison to other areas, the percent of older homes is much greater than that of the county or the state. While this adds a unique charm to the community, it may also pose a challenge as older homes tend to be more costly to heat and maintain. Additionally, the sizes, styles, and amenities of older homes may not meet the demands of the current housing market. Because of Escanaba's aging demographics, older homes that are large and costly to maintain may make them a poor fit for their current residents.

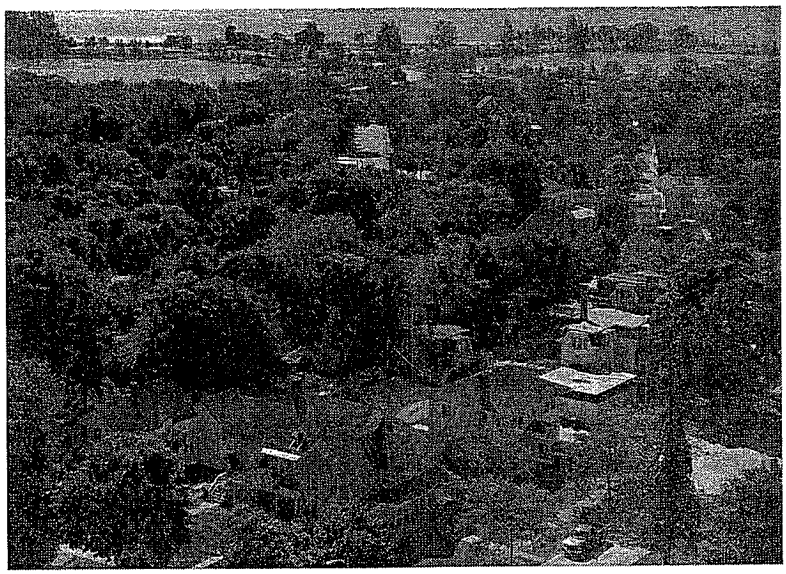
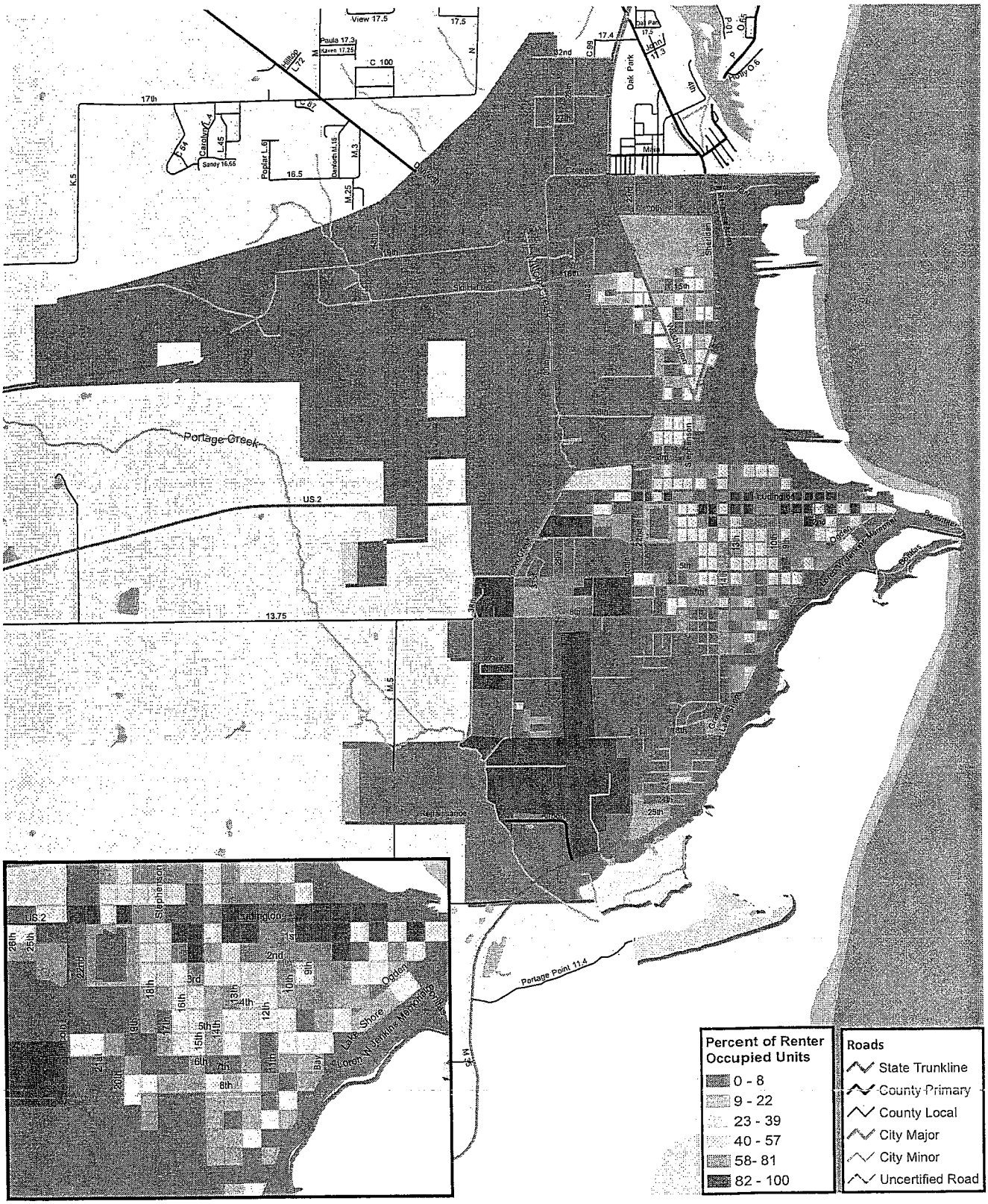


Figure 5-1: Residential neighborhood in Escanaba

Table 5-3:
Units in Structure, 2013 Occupied Housing Units

	Escanaba		Delta County		Michigan	
Units in Structure	Percent Owner Occupied	Percent Renter	Percent Owner Occupied	Percent Renter	Percent Owner Occupied	Percent Renter
1, Detached	89.9	25.6	91.7	37.5	88	33.4
1, Attached	0.2	5.7	0.5	3.9	4.3	6.2
2 Apartments	1.9	20.0	0.7	14.4	0.1	6.5
3 or 4 Apartments	0.2	11.8	0.1	9.5	0.5	7.5
5 to 9 Apartments	0.0	9.2	0.0	6.7	0.5	13.8
10 or more	0.0	26.4	0.1	21.0	0.6	29
Mobile home or other	7.8	1.3	6.9	7.0	5.5	3.6
Total	100%	100%	100%	100%	100%	100%

Source: 2013 ACS Survey, 5 Year Estimates



Map 5: City of Escanaba Percent of Renter Occupied Units 2010

Table 5-4: Age of Housing, Occupied Housing Units, 2013						
	City of Escanaba		Delta County		Michigan	
	Owner Occupied %	Renter Occupied %	Owner Occupied %	Renter Occupied %	Owner Occupied %	Renter Occupied %
2010 or Later	0.0	0.0	0.0	0.0	0.2	0.3
2000 to 2009	2.7	7.4	9.6	1.6	11.4	8.5
1980 to 1999	11.0	7.1	22.5	12.7	23.2	23.1
1960 to 1979	13.1	33.3	24.1	32.0	26.5	31.7
1940 to 1959	28.8	16.3	19.4	18.1	24.5	20.9
1939 or Earlier	44.4	35.8	24.2	31.2	14.21	15.5
Source: 2013 ACS Survey, 5-Year Estimates						

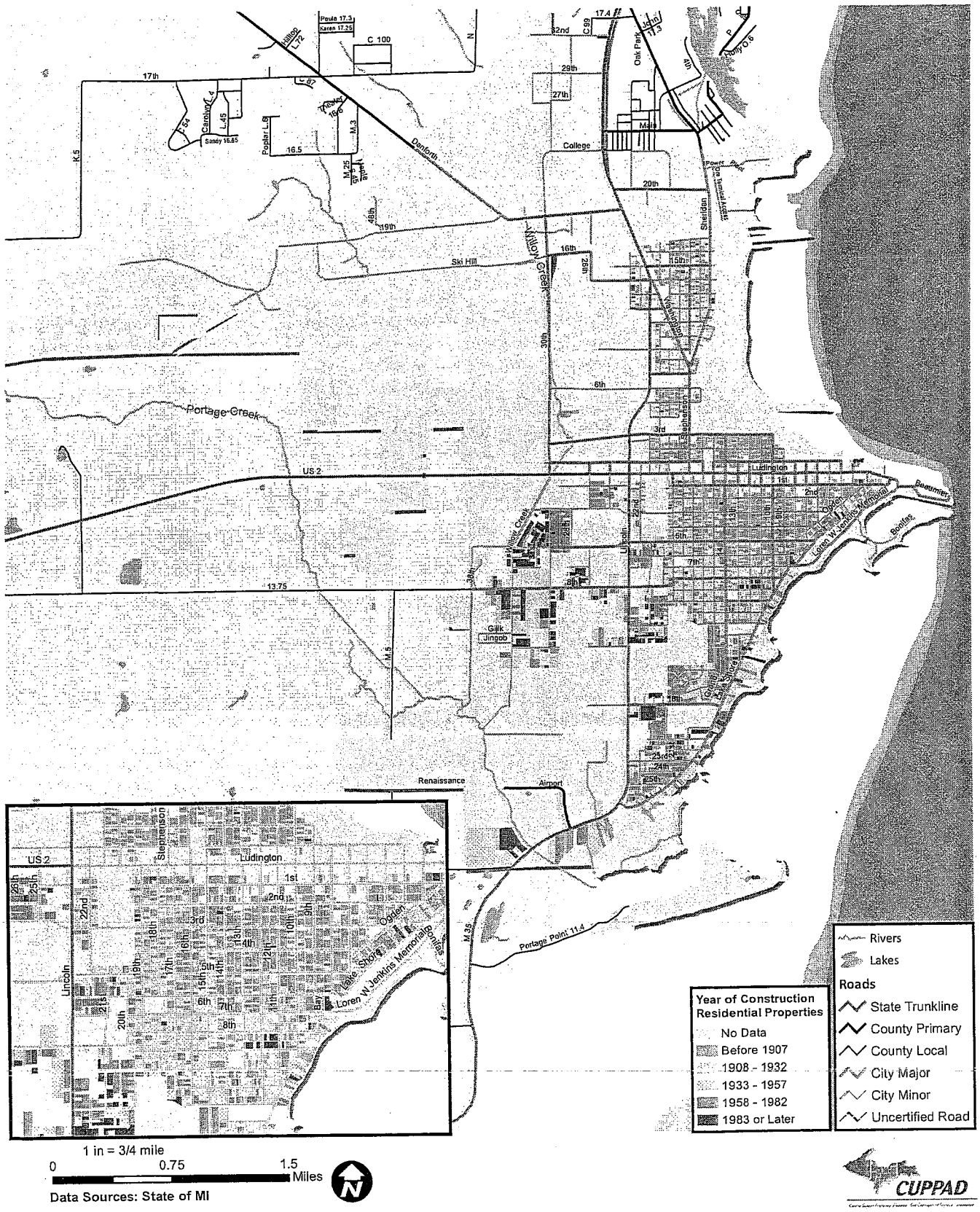
Table 5-6 describes the household relationships in Escanaba, Delta County, and the State of Michigan. One of the most significant differences between Escanaba and the other areas is that there is a smaller percent of householders living with their spouse within Escanaba (16.4%) than there are in Delta County or Michigan. Additionally, In Escanaba there is a greater portion of people living in group quarters (4.4%) than there is in Delta County (1.7%) or the State (2.3%) This is likely due to the presence of the county jail and the Bay Pines Detention Center.

Table 5-7 compares household characteristics for the city of Escanaba in 2000 and 2010. Table 5-8 shows the change in average household size for selected areas since 2000. The trends that can be seen of the city are similar to those seen in other parts of the state and nation. The average household size has gotten smaller in Escanaba, Michigan, and the United States. For Escanaba, it has decreased from 2.63 in 1980 to 2.14 in 2010. This helps to explain why in spite of a population decrease there is no surge in abandoned homes in the community.

Table 5-6: Household Type and Relationship, 2010						
	Escanaba		Delta County		Michigan	
	Number	Percent	Number	Percent	Number	Percent
Total Population	12,616	100	37,069	100	9,883,640	100
In Households	12,056	95.6	36,446	98.3	9,654,572	97.7
Householder	5,622	44.6	15,992	43.1	3,872,508	39.2
Spouse	2,071	16.4	8,274	22.3	1,857,127	18.8
Child	3,248	25.7	9,492	25.6	2,892,845	29.3
Other Relatives	317	2.5	925	2.5	493,487	5
Non-Relatives	798	6.3	1,763	4.8	538,605	5.4
In Group Quarters	560	4.4	623	1.7	229,068	2.3
Institution	373	3.0	391	1.1	109,867	1.1
Other	187	1.5	232	0.6	119,201	1.2
Source: 2010 US Census						

Table 5-8: Average Household Size, Selected Areas, 200 - 2010		
Average Household Size	2000	2010
City of Escanaba	2.19	2.14
Michigan	2.56	2.49
U.S.	2.59	2.58
Source: US Census, Years Cited		

Table 5-7: Household Characteristics, City of Escanaba 2000 - 2010				
	2000		2010	
Type	Number	Percent	Number	Percent
Family Households	3,297	56.8	3,090	55.0
Husband-Wife Family	2,445	42.2	2,071	36.8
Female Householder	651	11.2	762	13.6
Non-Family Households	2,503	43.2	2,532	45.0
Householder Living Alone	2,148	37	2,145	38.2
Households w/ persons 65+	1,918	33.1	1,742	31.0
Total Households	5,800	100	5,622	100
Source: 2000 & 2010 US Census				



Map 6: City of Escanaba, Age of Residential Properties, 2014

The community is less densely populated than it once was, which may mean that there is less of a demand for some local services. This follows a nationwide trend toward smaller households that is attributed to more one person households and smaller families.

The percentage of husband-wife families has decreased in the city to 36.8%, which may be due to the difficult economy in the decade of 2000-2009. The percent of people living alone has increased from 37% in 2000 to 38.2% in 2010 and the percent of households with persons 65 or over and over has also decreased from 33.1% in 2000 to 31% in 2010.

5.2 Financial Characteristics

Table 5-8 describes the rents that are paid in renter-occupied housing units in Escanaba, Delta County, and Michigan. By comparing the median rent paid in each of these areas indicates that Escanaba and Delta County have significantly lower housing costs than the state as a whole. The rents paid in Escanaba and Delta County are not significantly different, with the median rent in Delta County being six dollars more than the median rent in Escanaba.

Table 5-9 illustrates the affordability of rental housing in Escanaba. Affordable rent is considered to be less than 30% of a renter's monthly income. Table 5-8 shows that there is a wide range in the monthly rent costs in the city and that the rents are more affordable than the state average. However, the majority of renters pay more than 30% of household income on rent. People with lower incomes are more likely to have difficulty paying renter and owner costs.

Table 5-8:
Contract Rent (in Dollars), Renter-Occupied Housing Units, 2013

	Escanaba		Delta County		Michigan	
Value	Number	Percent	Number	Percent	Number	Percent
Less than $100	32	1.6	39	1.2	4,938	0.5
$100 to $149	21	1.0	41	1.2	4,883	0.5
$150 to $199	135	6.7	145	4.4	10,415	1.0
$200 to $249	198	9.8	272	8.3	23,561	2.2
$250 to $299	114	5.6	159	4.8	16,667	1.6
$300 to $349	131	6.5	238	7.2	16,941	1.6
$350 to $399	216	10.7	446	13.5	18,469	1.7
$400 to $449	180	8.9	245	7.4	26,306	2.5
$450 to $499	232	11.5	341	10.4	37,587	3.53
$500 to $549	328	16.2	505	15.3	47,475	4.45
$550 to $599	124	6.1	179	5.4	58,860	5.52
$600 to $649	60	3.0	138	4.2	69,315	6.50
$650 to $699	118	5.8	220	10.9	70,850	6.64
$700 to $749	10	0.5	21	0.6	73,551	6.90
$750 to $799	27	1.3	29	0.9	66,976	6.28
$800 to $899	0	0.0	42	1.3	116,894	10.96
$900 to $999	8	0.3	8	0.2	92,432	8.67
More than $1,000	21	1.0	23	0.7	482,474	45.25
No Cash Rent	64	3.1	201	6.1	59,147	5.55
Total	2,019	100	3,292	100	1,066,218	100.00
Median Rent	436		442		623	

Source: ACS 2013, 5-Year Estimates, Table B25063

Table 5-9: Gross Rent* by Percentage of Household Income, City of Escanaba 2013				
Household Income	% in income bracket	<20%	20 - 29%	30%<
Less than $20,000	65.4	1.9	12.1	51.4
$20,000 to $34,999	19.6	1.0	10.8	7.7
$35,000 to $49,999	6.3	4.7	1.6	0.0
$50,000 to $74,999	2.9	2.0	0.5	0.3
$75,000 or more	0.9	0.9	0.0	0.0
Total		10.5	25.0	59.4
*Gross rent is the sum of rent and utilities, 2013 ACS Survey, 5-year Estimates				

Table 5-10: Households by Selected Monthly Owner Costs, As Percentage of Household Income, City of Escanaba 2013				
Household Income	% in income bracket	<20%	20 - 29%	30%<
Less than $20,000	22.1	1.2	7.2	13.7
$20,000 to $34,999	19.1	7.1	3.7	8.4
$35,000 to $49,999	15.5	8.4	4.5	2.6
$50,000 to $74,999	20.7	13.1	6.7	0.9
$75,000 or more	22.0	18.6	3.4	0.0
Total		48.4	25.5	25.6
*Gross rent is the sum of rent and utilities, 2013 ACS Survey, 5-year Estimates				

Comparing renter and owner data shows that home owners generally have higher incomes and are more able to afford housing costs.

Public Housing: There is one public housing development, Harbor Tower, within the city that is administered by the City of Escanaba Housing Commission. It is located at 110 S 5th Street and contains 175 one bedroom apartments for low-income residents.

Income: Income levels in the City of Escanaba, as indicated in the most recent ACS survey, are somewhat lower than that of Delta County and Michigan as a whole. Table 5-11 shows that a higher percent of Escanaba residents live below 200% of the poverty level than in Delta County or Michigan.

Table 5-12 compares income levels between the city, county, and state. The city has a lower levels of median household, family, and per capita incomes than Delta County and the State of Michigan.

Table 5-11:
Persons by Poverty Status

	Escanaba		Delta County		Michigan	
	Number	%	Number	%	Number	%
50 Percent of Poverty Level	948	7.8	1,774	4.9	774,782	6.5
125 Percent of Poverty Level	4,409	36.5	8,091	22.3	2,067,179	17.3
150 Percent of Poverty Level	5,427	44.9	10,021	27.6	2,518,330	21.1
185 Percent of Poverty Level	6,163	51.0	12,614	34.7	3,156,046	26.5
200 Percent of Poverty Level	6,476	53.6	13,926	38.3	3,415,155	28.6

Source: ACS 2013, 5-Year Estimates

Table 5-12:
Income Levels by Area, 2013 *(In Dollars)*

	Median Income		Per Capita	Income Below Poverty Level	
Area	Household	Family		% of Persons	% of Families
City of Escanaba	27,328	45,721	19,556	26.8	11.2
Delta County	42,676	53,489	22,471	16.4	18.5
Michigan	48,411	60,793	25,681	16.8	12

Source: 2013 ACS Survey, 5-year Estimates

5.4 Issues and Opportunities

The majority of housing units in the city are single-family detached units, although relative to the surrounding rural areas, the city has a high percentage of multi-family structures.

The majority of homes in the city were built prior to 1940. While the older homes contribute to the aesthetic character of the community, they are also more costly to heat and maintain.

Along with most other areas in the country, the number of people per household has slowly decreased over the last several decades. While the total number of people living in Escanaba has declined, there has not been a surge in vacant homes, there are simply fewer people in each house.

In public surveys, residents indicated that improving the quality of housing, especially in the downtown area, to be a primary concern.

Chapter 6: Natural Features and Resources

Introduction

Recognizing and highlighting the natural features of an area is critical for making land use decisions. Therefore, the following sections will highlight some of the natural features of the city. Escanaba is located along the north shore of Lake Michigan, sheltered by Little Bay de Noc, in a region known for its abundant natural resources. The Little Bay de Noc is surrounded by forests and wetlands that help to maintain the high quality waters that empty into the bay. The different landscapes of the region support a diverse ecosystem with a wide range of wildlife. The residents of Escanaba value these rich natural resources and have enjoyed these features for generations.

6.1 Climate

According to the Koppen Climate Classification system, Escanaba has a humid continental climate, described as an area with large seasonal temperature swings, with warm or hot and humid summers and cold to frigid winters with precipitation occurring somewhat regularly throughout the year. The climate in and around the City of Escanaba is heavily influenced by the proximity of Lake Michigan and Lake Superior. The Escanaba is situated in region with long, cold winters and relatively cool summers. The lakes help to keep summer temperatures cool and winter temperatures warmer than inland areas. The proximity of the lakes also creates lake effect snow, although not as much as the northern part of the region The lake effect snow results from cool air masses moving over the relatively warm waters of the lakes. When these air masses reach the cooler land areas, the moisture picked up from the lake is deposited as snow. The average annual temperature is 42 F. The average high and low temperatures range from a high of 25 F and 7 F in January to 76 F and 57 F in July. The city receives approximately 28.51 per year, with the wettest month in September and the driest month in February.

6.2 Topography

As with the rest of the Upper Peninsula, Escanaba was shaped by glacial activity and the Great Lakes. Escanaba is located in a gently sloping region in the ancient lakebed of Lake Michigan. Escanaba drains toward Lake Michigan and is situated in a low-lying area with little slope or elevation change. Further north and west, elevation begins to rise and greater slopes begin to occur. Overall, Escanaba contains few areas with steep slopes, and has a gentle elevation increase moving toward the inland regions.

6.3 Geology

The bedrock surface of Delta County is formed by Paleozoic rocks of Ordovican and Silurian age. A glacial drift of varying thickness was deposited on the bedrock during the Pleistocene era. Many of the physical features of the county were formed during this era. Rocks from this era that are under the area include limestone, dolomite, shale, sandstone, and gypsum deposited by shallow seas. In in the northeastern part of the county, glacial deposits form areas of higher elevation. The Escanaba area was once covered by an early glacial lake, as seen from the plains, beaches, and dunes of the area. The period of glaciation was followed by a period of erosion. The uplift of land after the last ice age formed the present shoreline of the area.

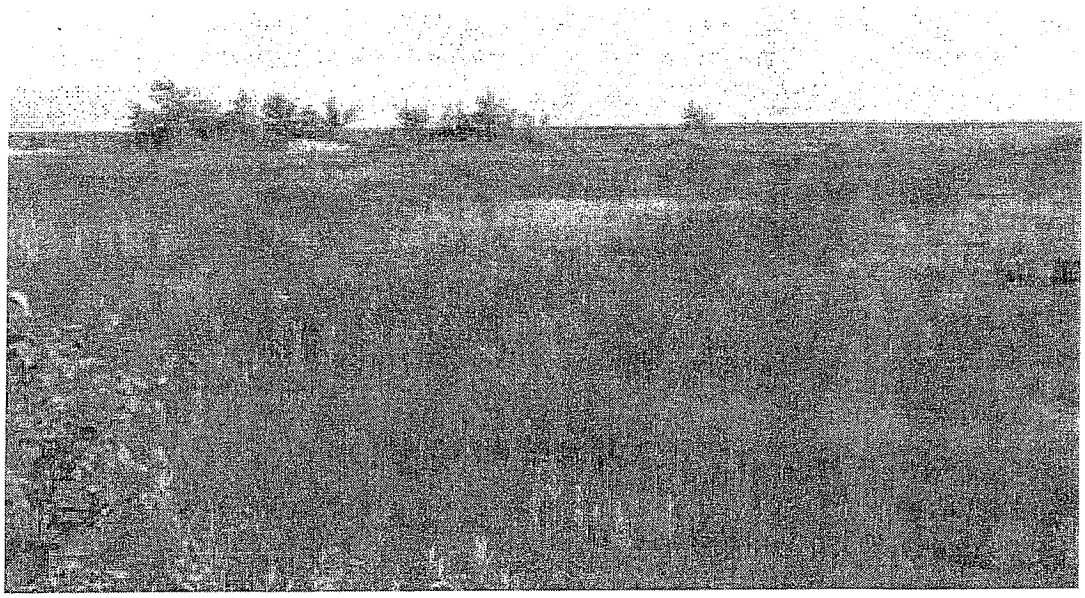


Image 6-1: Portage Point Marsh

6.4 Water Resources

Little Bay de Noc, along with Big Bay de Noc to the east, is located in the most northwestern portion of Lake Michigan, in Green Bay. The Stonington Peninsula and borders Little Bay de Noc on its eastern shore. Escanaba and Gladstone are located on the western shore. The northern extent of Little Bay de Noc culminates at the town of Rapid River where five rivers, the Whitefish, Black George, Rapid River, Tacoosh, and the Days Rivers, empty into the bay. Each of these rivers contribute to the ecological diversity and abundant wildlife supported by the Little Bay de Noc region. Little Bay de Noc is one of the top walleye sport fisheries in the world, along with the nearby Big Bay de Noc. Water temperatures, depth, spawning habitat, and forage facilitate and ecosystem that supports the growth of large walleye populations, and other Great Lakes fish species.

Combined with all of the tributaries, Little Bay de Noc provides Escanaba residents with a unique fresh water resources that is strongly appreciated by the community as well as visitors. Preservation of and access to this hydrological resource is a community concern as should be a major consideration for future planning.

The only rivers or streams within the city are Portage and Willow Creeks, which flow from the northwest portion of the city southeast into Lake Michigan at Portage Point. Stormwater falling in the city limits drains directly to Little Bay de Noc, or first to Willow or Portage Creek which then empties into the bay at Portage Point.

Escanaba lies within between two major watersheds, the Ford River that empties into Lake Michigan on the south side of the city, and the Escanaba River, that empties into the lake on the north side of the city. The Escanaba River watershed is extensive and expands into the north and west into Menominee, Dickinson, and Marquette Counties. The Ford River watershed extends northwest into Delta, Menominee Dickinson, Marquette, and Iron Counties. Each of these watersheds contain diverse hydrological systems that numerous streams and tributaries.

As previously mentioned above, each of the two primary watersheds near Escanaba contains a number of tributaries. Each of the rivers and tributaries converge and empty into Little Bay de Noc of Lake Michigan. The Escanaba River is one of the Upper Peninsula's longest rivers. The Escanaba River contains hydroelectric dams owned and operated by the Upper Peninsula Power Company (UPPCO)and Cleveland Cliffs International. The river supports brook, brown, and rainbow trout along with a variety of warm water species such as northern pike, smallmouth bass, and walleye.

Just south of Escanaba's southern border, the Ford River empties into Little Bay de Noc. The Ford River is similar in size and has a similar ecosystem to that of the Escanaba River.

Wetlands

Wetlands are defined by the US Fish and Wildlife Service as:

"...lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water. For purposes of this classification, wetlands must have one or more of the following three attributes: (1) at least periodically, the land supports predominately hydrophytes; (2) the substrate is predominantly undrained hydric soil; and (3) the substrate is nonsoil and is saturated with water or covered by shallow water at some time during the growing season of the year."

A more general definition would be land that is regularly wet or flooded with a water table at ground level or above for the majority of the year. The quantity and types of wetlands in the city are described in Chapter 7. Wetlands are one of the most biologically productive ecosystems in the world, and therefore perform a variety of functions. They provide fish and wildlife habitat, control storm water and flooding, improve water quality, provide water recharge areas, aid in shoreline erosion control, and support a diverse biological ecosystem. Protection of these significant ecosystems falls under the Goemaere-Anderson Wetlands Act of 1979. The State of Michigan oversees regulation and permitting of wetland uses.

Wetlands are prevalent throughout the western quarter of Escanaba, totaling 2,697.8 acres, or 33% of total city acreage.

The most significant wetland area in the city is Portland Marsh, located in the south-east portion of the city along Lake Michigan where the Portage Creek empties into the Portage Bay, Portage Marsh is a 600 acre wetland complex that has a variety of wetland habitats to support an abundance of wildlife. The area is easily accessible by foot as there is a trail through the area for hiking and wildlife viewing.

6.6 Forested Areas

The wooded areas of Escanaba are representative of the northern lowland climates along the Lake Michigan shoreline. Historically, the area was predominantly tall coniferous forest. Following European settlement, the region changed dramatically with primary impact evident in the woodland landscape. Heavy logging operations led to the reduction in red and white pine as well as the white cedar. Intensive logging activities promoted the growth of more upland conifers, as well as hardwood stands.

The existing woodland landscape consists primarily of coniferous and deciduous trees that thrive on the low-lying poorly drained soils. Stands of white cedars are still predominant throughout the region,

interrupted by beach ridges of sandy well-drained soils supporting populations of white pine, hemlock, and spruce. Higher, better drained areas of lacustrine or sandy soils support populations of hardwoods, such as sugar maple and beech. The majority of the undeveloped shoreline of Escanaba is composed of a marshy habitat of native grasses. The inland wooded areas beyond the city limits are primarily composed of upland conifers with more intermittent hardwood populations scattered with jack pine stand throughout.

6.7 Wildlife

The City of Escanaba lies along bird migration routes and the species of birds in the area include bald eagles, Caspian and common terns, gulls, ducks, and cranes. A variety of amphibians can be found in shoreline areas. Mammal species in the city include deer, raccoons, skunks, and rabbits.

6.8 Issues and Opportunities

The abundance of natural resources throughout Escanaba is contributes to the quality of life and aesthetic character of the community. The utilization and preservation of these scenic resources is a primary focus of enhancing the high quality of life residents and visitors experience.

Little Bay De Noc and the Escanaba River are two water resources that truly enhance the quality of life for the residents of Escanaba. Recreation activities common within each of these features include boating, fishing, sight-seeing, and other water sports. The existence of both the Escanaba River and Little Bay De Noc provides the City of Escanaba with a great potential to enhance the community and local economy through the utilization of the waterfront and water recreation opportunities plentiful throughout.

The City of Escanaba, along with other communities around Little Bay de Noc should work to maintain the water and habitat quality of the Bay.

The City has actively pursued opportunities with the Environmental Protection Agency to obtain funding to further study the quality and management of wetlands within the community and along their jurisdictional boundaries. Furthermore, in 2008 a wetland study will was completed to identify wetlands to evaluate their hydrologic and biologic functions as well as determine the biodiversity of the wetland. Escanaba will continue to evaluate the wetland areas to ensure the protection and management of these vulnerable and valuable resources.

In order to ensure the preservation of wetlands, brownfield areas may also need to be restored to allow for new development.

Chapter 7: Land Use and Zoning

Introduction

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

The general land use patterns include dense residential areas located north and south of downtown, big box retail in the area along Lincoln Rd., and a downtown retail district along Ludingtion.

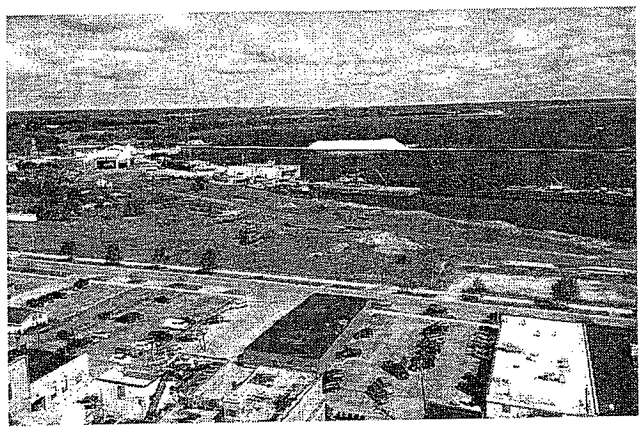


Image 7-1: Escanaba's industrial waterfront

7.1 Factors Affecting Land Use

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

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

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

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

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

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

assist with expansion of its sewage treatment plant, which in turn may lead to industrial development.

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

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

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

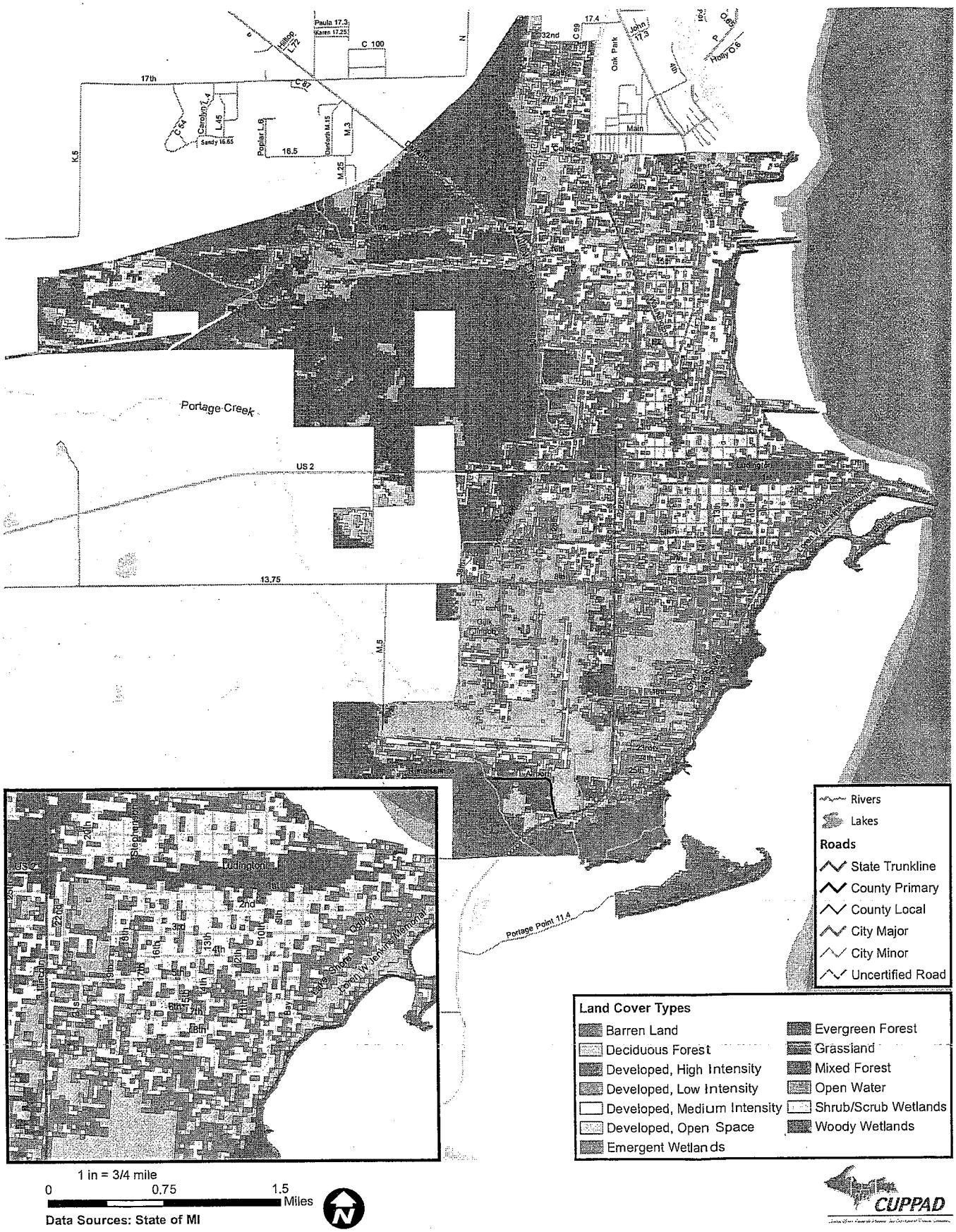
The transportation system which serves a community determines how quickly and easily, and at what cost, raw materials and finished goods can be shipped in and out, a crucial factor to many industries. The highway network in the region allows many people to live in rural areas and commute to a jobs and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

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

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

7.2 Current Land Use Inventory

This section will examine the current land use patterns for the City of Negaunee and Marquette County, based on the 2011 National Land Cover Database (NLCD). The inventory describes land uses and covers according to 16 classifications. A map of the land covers in the City can be found on page 36. A breakdown of the land uses in the City is in Table 7-1.



Map 7: City of Escanaba, Land Cover, 2011

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

7.3 Public and Quasi-Public Land Use

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

The city owns or leases and maintains several park and recreation sites, including Ludington Park and several smaller parks throughout the city. These area are described in detail in Chapter 9. There are also seven schools in the City, Delta County ISD, Escanaba Senior High School, Escanaba Junior High School, Escanaba Upper Elementary, Lemmer Elementary, Soo Hill Elementary and Webster Elementary.

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

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

Churches are located throughout the city as well as in nearby communities. Escanaba residents attend churches outside the city, while churches in the city draw from the surrounding areas. In addition to

serving as places of worship, churches also serve as community gathering places, for social events and local meetings. The establishment or closure of churches can affect traffic patterns as well as impact the character and cohesiveness of a community.

7.4 Brownfield and Contaminated Sites

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

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

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

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

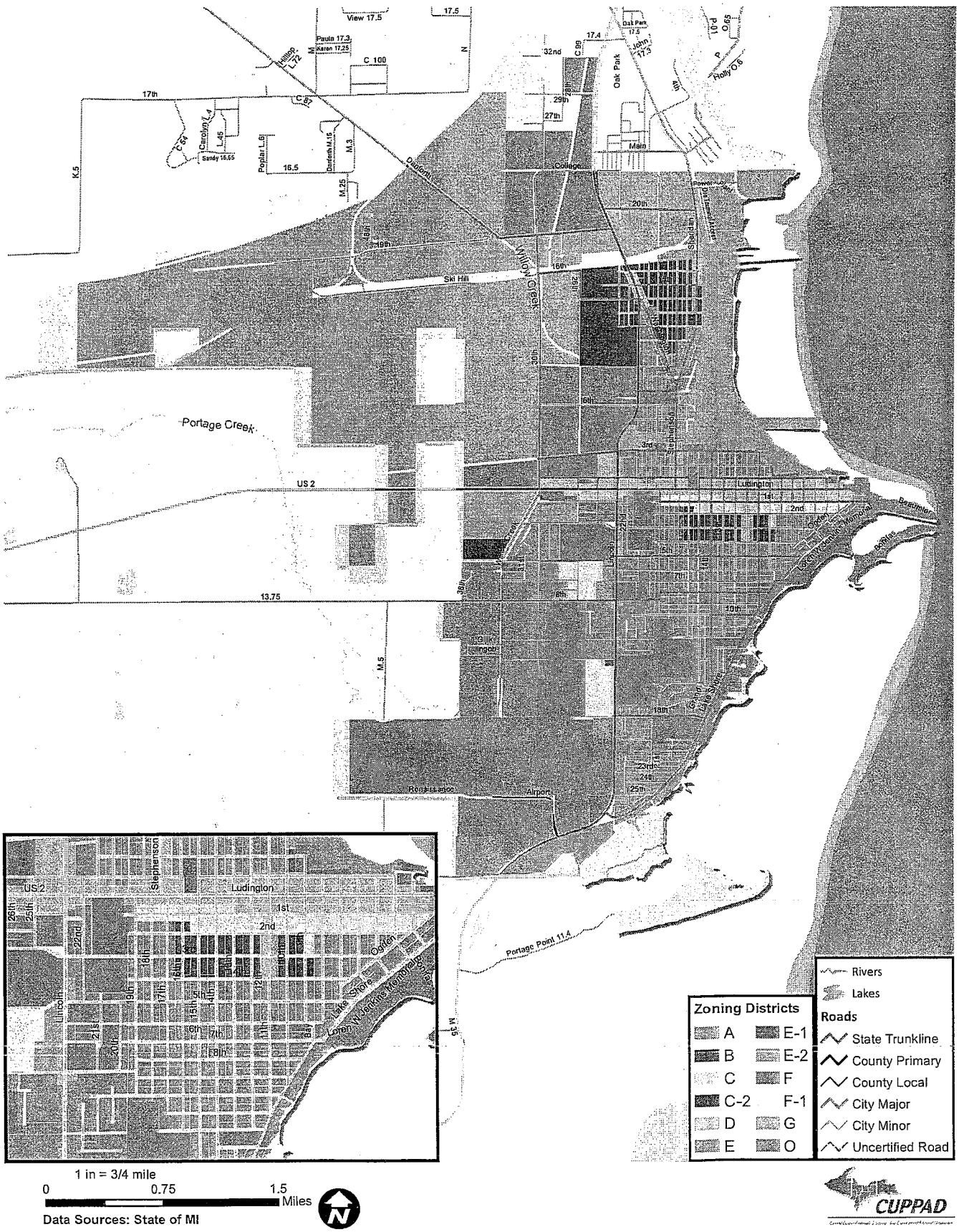
Leaking underground fuel storage tanks have become a concern throughout the country in recent years. Many fuel tanks which were in compliance with all installation guidelines at the time they were installed have deteriorated and allowed fuel to contaminate the surrounding soil. New guidelines for installing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

The Michigan Department of Environmental Quality lists 27 sites with Leaking Underground Storage Tanks (LUST) in Escanaba as of October, 2015.

7.5 Current Zoning

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

While zoning has played a role in how communities organize specific land uses, it does not necessarily represent the actual use that exists in a particular area. Under the current zoning, (highlighted in Map 8), districts are broken into twelve classifications; single family residential, two family residential, multiple



Map 8: City of Escanaba, Zoning, 2014

family residential, local business, commercial, light manufacturing, heavy manufacturing, planned commercial, and industrial park. A review of Map 8 reveals the spatial patterns of these distinct zoning districts and begins to reveal the relationship of zoning and land use distribution. The northern half of Escanaba constitutes the majority of the heavy manufacturing district including the area known as the north shore. The primary area of light manufacturing is located at the Delta County Airport site. Commercial and Local Business districts are focused primarily in the downtown with the exception of a large area along Lincoln Road. Residential districts are located primarily south of 3rd Avenue North in addition to some residential areas to the north, east of Lincoln Road.

Table 7-2

Zoning Classifications	Principal Uses
Residence A	One-family detached dwelling, accessory buildings, gardens, parks and playground, special care facilities, home occupations, bed and breakfasts, adult foster care
Residence B	Two-family detached dwellings, one-family dwellings, accessory buildings, nursery schools, gardens, parks and playgrounds, fire and police stations, special care facilities, home occupations, bed and breakfasts, adult foster care
Residence C	Multi-family dwellings, two-family detached dwellings, one-family dwellings, accessory buildings, nursery schools, churches, private schools, gardens, parks and playgrounds, fire and police stations, special care facilities, home occupations, bed and breakfasts, adult foster care
Residential Planned Unit Development C-2	Town-houses and condos, single, double and multifamily units, parks, trails, non-commercial clubs, accessory structure, child care centers
Local Business District D	Professional office, grocery store, bakeries, barber shop, florist, clinics, dry cleaning, funeral homes, real estate office, artist studios
Commercial District E	Professional office, grocery store, bakeries, barber shop, florist, clinics, dry cleaning, funeral homes, real estate office, artist studios, wholesale business storage, bank, cold storage, dyeing plant, ship terminal, printing plant, broadcasting station, churches, schools, hospital, community building, amusement, auto sales, rentals and repair, hotels, car washes, post offices, restaurants, labs, boat sales, government buildings
Planned Commercial Development District E-1	Professional office, grocery store, bakeries, barber shop, florist, clinics, real estate office, artist studios, art stores, banks, book stores, branch post office, camera store, drug store, gift shop, hardware store, hobby shop, jewelry store, liquor tores, restaurants, clothing stores multi family apartments, gym
Special Planned District E-2	Churches, schools, parks, special care facilities, bed and breakfast, multi and two family dwellings, financial offices, state and federal offices, funeral homes, assisted living
Light Manufacturing Districts F	Banks, office, studio, barbershop, retail, wholesale, theater, funeral home, dry cleaning, bus terminal, printing plant, police station, community garage, motels, hotels. churches, convention center, hospital, clinic, sales yards, light manufacturing, amusement, armories auto rental, sales, and repair, car washes, labs, home manufacturer, outdoor seasonal sales, post offices, research facility, equipment rental, government buildings, indoor recreation facility, boat sales, vocational schools
Industrial Park District F-1	Manufacturing, clothing manufacturing, airplane or boat assembly, government buildings, research facility, wholesale business storage, cold storage, dyeing plant, printing plant, warehousing, vocational schools, broadcasting, office complex, showrooms, labs, indoor recreation, locksmith,
Heavy Manufacturing District G	Manufacturing, power plant, gas bottling or distribution, sewage treatment, fish processing, scrap yard. bus terminal, crematory, dry cleaning, funeral homes, wholesale business storage, cold storage, dyeing plant, ship terminal, printing plant, restaurants
Open Space District	Airport clear zones, golf courses, athletic fields, marina,s boat houses, outdoor pool, boat liveries, parks, cultural facilities, playgrounds, recreational facilities

7.6 Issues and Opportunities

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

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

Although much of the community is built up, there are high-quality natural areas, such as wetlands and forest areas, that should be preserved to maintain the quality of the city.

Chapter 8: Community Facilities

Introduction

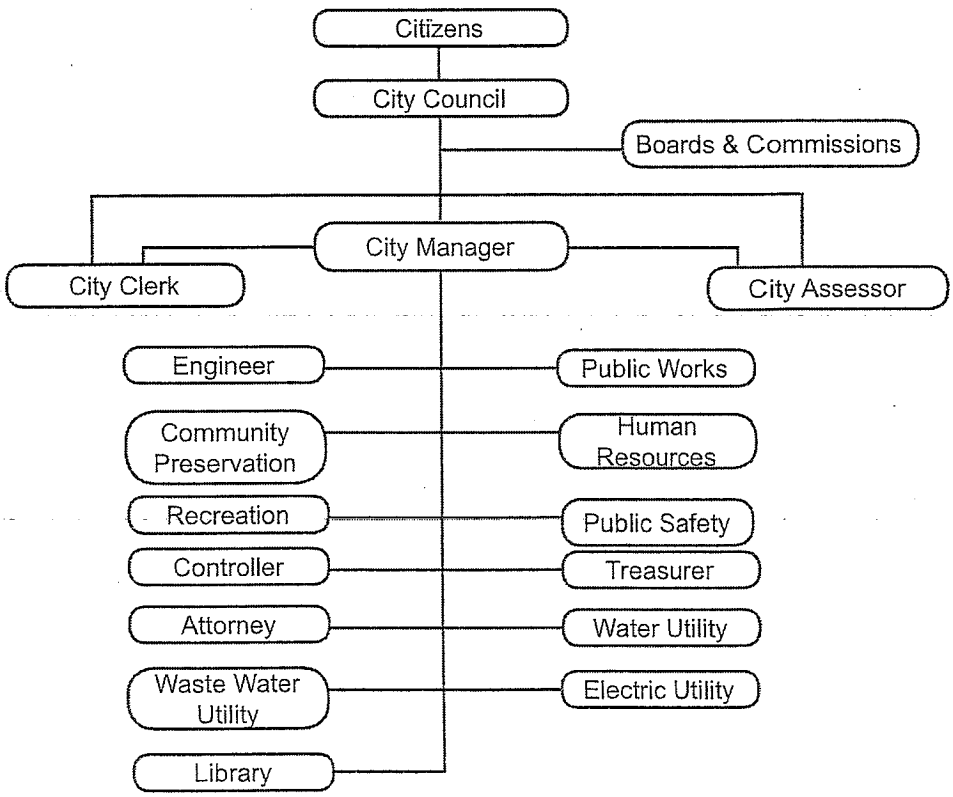
The services and facilities provided by local government are often vital elements in the community's progress and well-being. Services include police and fire protection, municipal water and wastewater systems, and recreation programs. Community facilities include libraries, parks, cemeteries, schools,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

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

8.1 Government Organization

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

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



8.2 Community Facilities and Services

City Hall

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

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

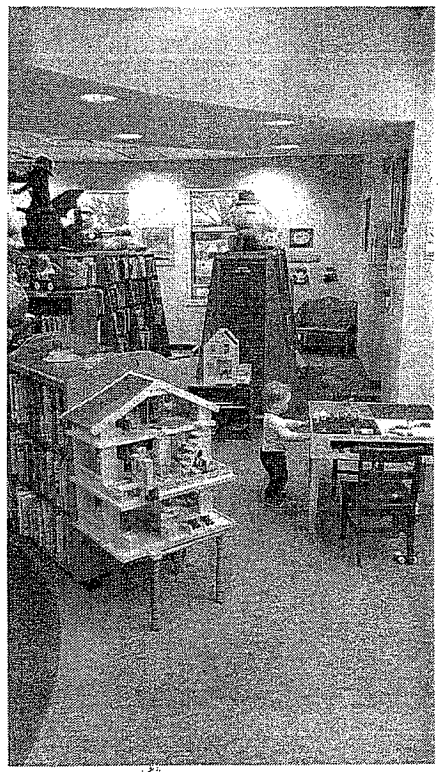


Image8-1: The children's area of the Escanaba library.

Public Works

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

Recreation

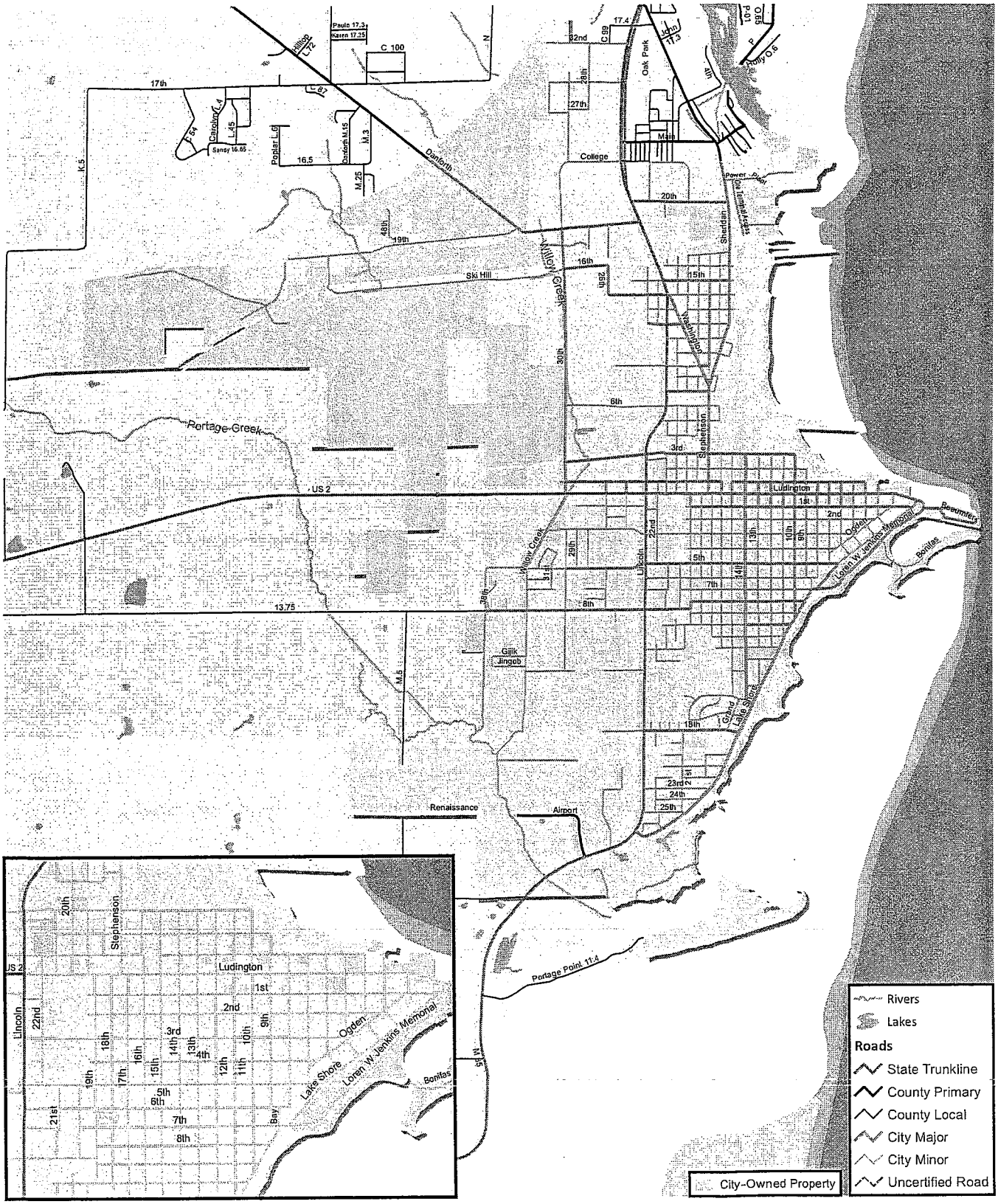
The Recreation Department is located at 225 North 21st Street in the Catherine Bonifas Civic Center. The facility was built in 1967 with the funds from the Catherine Bonifas Endowment Fund and is routinely upgraded by the City of Escanaba. The Recreation Department supports a wide array of sporting,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

City Electric Department

The Escanaba Electric Department, a facility located within another facility, is located at 1711 Sheridan Road and was constructed in 1992. Department duties include electrical system distribution management and maintenance, trimming of trees around electrical lines and assets, street light maintenance, temporary electrical service, set-up and removal of service, and meter installation.

Public Safety

The Escanaba Department of Public Safety is located at 1900 3rd Avenue North and was constructed in 1974. Upgrades to the facility are needed with respect to the heating system and routine building improvements. The department combines fire and police services offering residents the utmost level of safety and security. The department is made up of three primary divisions including patrol, investigations, and communications and records. The patrol division serves as the initial response team for all fire and police calls. Additionally, patrol serves as the only Weapons of Mass Destruction Team in the Upper Peninsula. Patrol is broken into four primary platoons staffed by a total of four sergeants, four lieutenants, and one captain. The investigations division, comprised of two staff detectives, performs



Map 9: City Owned Property, 2015

the follow-up for all cases that require extended time. The communications and records division is responsible for maintaining all records as well as dispatch service. In 2006, central dispatch duties was transferred to a local 911 Authority. The department is also served by a K-9 program consisting of one drug and one explosive K-9 unit (dog and handler), which have been used in Escanaba as well as throughout the Upper Peninsula. In the public survey responses one of the top concerns was about improving public safety.

Water Supply and Distribution

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

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

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

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

The State of Michigan's assessment of Escanaba's drinking water source describes the source as 'highly

susceptible' to contamination due to the types of land uses and contaminant sources in the area. Sources of potential pollution include nitrogen and phosphorus run-off from agricultural areas, urban stormwater run-off, and commercial and recreational boat traffic in the Bay.

Wastewater Treatment

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

The existing treatment plant has seen numerous upgrades over the course of operations. In 1973, the treatment plant undertook a three million dollar renovation which added the complete mix activated sludge system, anaerobic digestion and phosphorus removal. In 1993, a new administration building and computer system were added to the treatment plant. In 1994, 300 acres of land were cleared for a sludge recycling location. Then in 1995, a 3,000-gallon tanker truck was purchased to support the sludge recycling and disposal program. During 1999, construction of a one million gallon sludge

Table 8-1
Municipal Water and Wastewater Rates

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

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

storage tank was completed. This same year the EPA awarded Escanaba with the Region 5 Award of Excellence. Later that year in October of 1999, the EPA awarded yet another honor of National Operation and Maintenance, in 2001, additional improvements were made to the wastewater treatment plant and the exterior appearance of the facility. It was during this time when the plant received the Wastewater Utility of the year Award, presented by Michigan's Rural Water Association. Throughout the history of the operation, Escanaba's wastewater plant has continuously been upgraded and maintained at the highest level of service. Needed improvements to the wastewater system include installing new pipes.

PUBLIC EDUCATION

Escanaba High School operates as a class A-B high school serving all Escanaba area high school students. For the 2014-2015 school year Escanaba High School had an enrollment of approximately 731 students from grades nine through twelve. Escanaba Junior High School provides education for students in grades seven through eight, with an enrollment of approximately 390 students. The Upper Elementary holds grades four through six had and enrollment of 538 students. Three elementary schools support Escanaba's younger student population and support grades kindergarten through third. Webster Elementary has an enrollment of 209, Soo Hill Elementary has an enrollment of 143, and John Lemmer Elementary has an enrollment of 380.

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

Regional Institutions
Escanaba has two primary institutions that serve the City of Escanaba and the south central region of the Upper Peninsula, Bay College and the OSF St. Francis Hospital.

Bay College
Bay de Noc Community College is a comprehensive two-year public institution chartered in 1963. The College provides a full range of transfer, technical certificate and degree programs, as well as lifelong learning and community service opportunities for the residents of the Central Upper Peninsula. Home of the first Michigan Technical Education Center to open in the State of Michigan, the center provides a variety of customized and technical skill training and professional development opportunities for working age adults across the U.P. The campus is situated on 160 acres and services over 5,000 credit students each year, including those completing baccalaureate and master degree programs sponsored by partner universities. The College also hosts more than 40,000 visitors each year in a variety of conference, training, and meeting activities, The local YMCA is co-located on the college campus, providing recreational opportunities for local residents and college students.

OSF St. Francis Hospital
The Sisters of the Third Order of St. Francis, East Peoria, Illinois, establish OSF St. Francis Hospital of Escanaba. This group of women started providing health care services for the region in 1884. Two fires destroyed most of the original hospital in 1889 and another in 1926. The original hospital was rebuilt and was added to periodically as demand for services increased. In 1986, the Third Order of St. Francis again demonstrated their commitment to the community by constructing a new 110 bed hospital facility located on 82 acres of property on the west side of Escanaba. In 2006, the Sisters of the Third Order of St. Francis completed construction of a new permanent Magnetic Resonance Imaging (MRI) unit and a new Cardiac Diagnostic Center which will provide enhanced cardiology and cardiovascular services. These new services will provide area residents with an enhanced level of care and keep area patients from having to travel long distances for these types of services.

The OSP St. Francis Hospital continues to operate under the original philosophy of the sisters and have outlined their mission as follows:

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

8.3 Issues and Opportunities

In the public survey responses one of the top concerns was about improving public safety.

Chapter 9: Recreation & Open Space

Introduction

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

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

9.1 Recreation

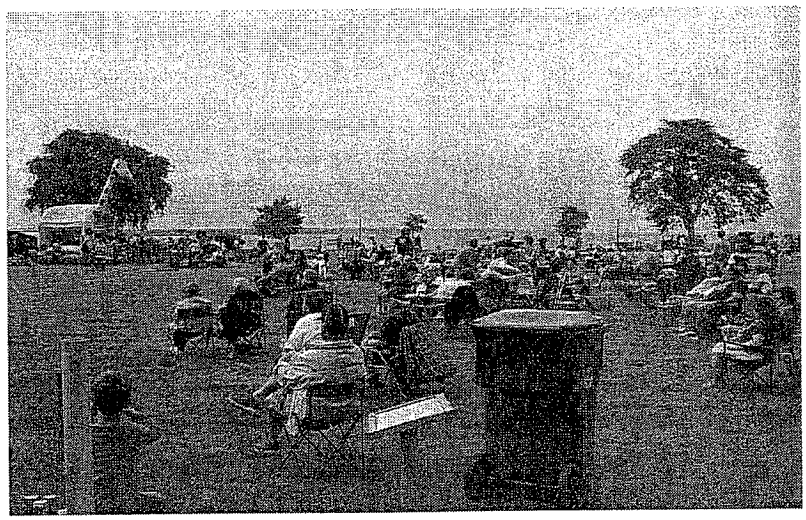


Image 9-1: Summer festival along the lakeshore

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

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

Musical performances can be seen from the lawn or outdoor seating at the Kara Memorial Bandshell, in Ludington Park, each week throughout the summer. Additional recreational facilities of Ludington Park include the municipal beach coupled with the scenic vista of Lake Michigan. Additional parks and sports facilities are located throughout Escanaba providing a variety of opportunities for residents to

enjoy the community through leisure activities. Table 9-1 represents the park and recreation facilities located throughout the city.

Table 9-1
Park and Recreation Facilities

Recreation Facilities	Description
Ludington Park	A mile-long park along the lakeshore. Facilities include municipal beach, marina, bandshell, pavilion, playground equipment, tennis courts, volleyball courts, and disc golf. Owned and maintained by the City.
Catherine Bonifas Civic Center	A multi-purpose building utilized for recreation programs and activities. Facility includes a gameroom, gym, and pistol/archery range. Owned and maintained by the City.
Webster Children's Pool	A wading pool (9-12 inches in depth) open to children between ages 3-10. The pool is open seasonally. The facility is located next to Webster School on 19th Street ans is owned an managed by the City. In winter months the land adjacent to the pool is used for public ice skating.
Rose Playground	A small playground located on 6th Street, east of M-35. The park is owned and maintained by the City.
Stephenson Park	The park has a ball field, basketball court, and playground equipment. It is owned and maintained by the City and located on N. 20th Street.
Royce Park	Home to a ball field, tennis courts, basketball court, and playground equipment. Located between 6th and 7th Aves S. along 19th St. In the winter months the park is used for public ice skating.
18th Ave S Athletic Complex	Ness baseball field, Lemerand Field, and Jefferson Playground. Owned and maintained by the City.
John D. Besse Park	This park has a pavilion, disc golf course, volleyball court, tether ball, and playground area. The park is owned and maintained by the City.
U.P. State Fairgrounds	The fairgrounds are owned and managed by Delta County.
Portage Point Park	The park is a 600 acre wetland that can be accessed by trails. Owned and maintained by the State of Michigan.
Escanaba Country Club	The 18-hole club is located along M-35 in the southern part of the City. The club is privately owned.
Great Lakes Sports and Recreation Club	The club has indoor and outdoor shooting and archery facilities. Located on 19th Ave N, west of US-2/41. Privately owned and managed.
N 30th Street Trails	A non-motorized trail open year round. Groomed for cross-country skiing in winter. Owned and maintained by the City.
Northern Lights YMCA	Facility includes indoor pool, climbing wall, and fitness center as well as locker rooms. The facility is located at Bay College on the north end of town.

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

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

During the winter months, Escanaba continues to offer a multitude of recreational opportunities. Outdoor activities such as ice fishing, cross-country skiing, dog sledding, and snowmobiling are enhanced in the

bright dry and sunny days and starlit nights. 7 Miles of public cross country ski trails are maintained throughout the area along N 30th Street.

Festivals and Events

In addition to summertime concerts in the park, the City hosts a number of festivals and events throughout the year that make use of the waterfront and downtown areas. The events bring both residents and visitors into the heart of the community and residents have expressed a desire to see this happen more often.

Table 9-2
City of Escanaba Festivals and Events

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

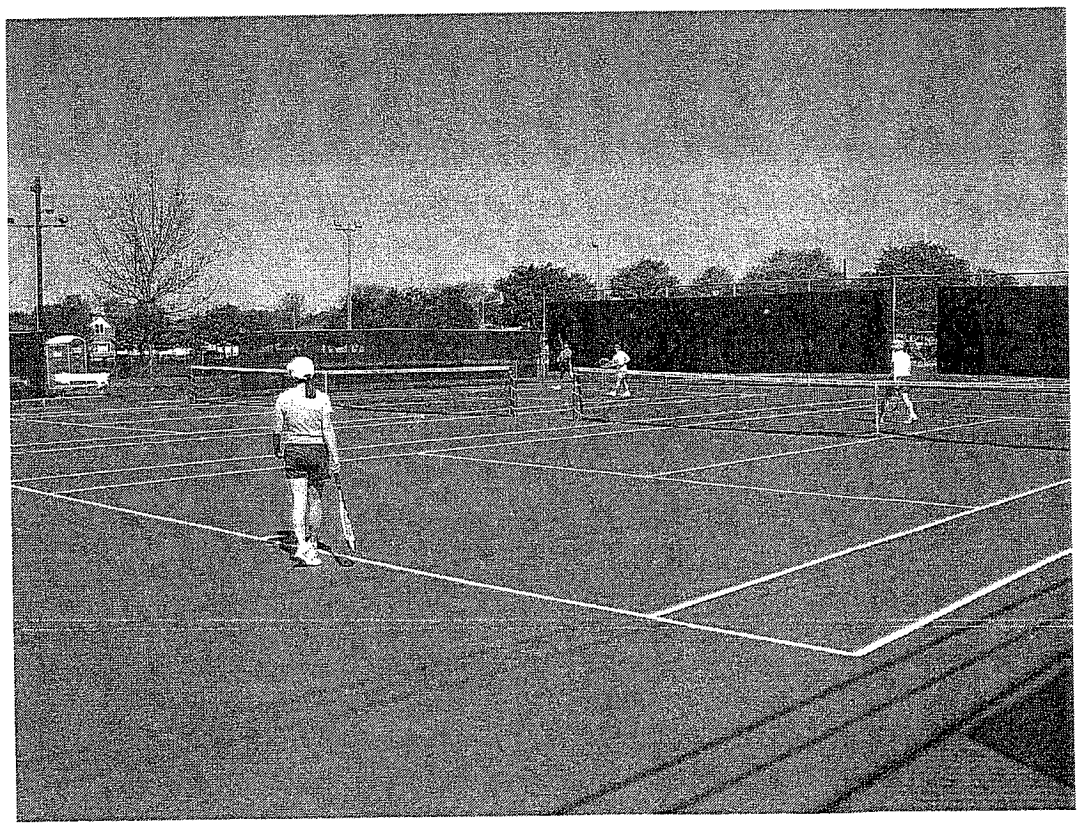


Image 9-2: Tennis courts at Ludington Park

9.2 Open Space

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

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

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

9.3 Issues and Opportunities

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

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

People rated parks, nature, and the shoreline as attractive qualities of the community.

Chapter 10: Transportation

Introduction

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

The City of Escanaba is located along three primary transit routes U.S. 2, U.S. 41 and M-35. These highways converge in Escanaba and connect to downtown at the intersection of Lincoln Road and Ludington Street. The existing network of streets and roads in Escanaba follows the east west and north south traditional grid pattern, with the exception of Ogden Avenue and Lakeshore Drive, developing the defined neighborhood blocks. An estimated 65% of roads and streets have associated sidewalks or pathways according to the 2003 City of Escanaba Non-Motorized Master Plan. Map 11.1 represents the street and road network for the entire City of Escanaba.

10.1 Road Maintenance/ Jurisdiction

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

The City of Escanaba Public Works department is responsible for the maintenance of all city streets. Maintenance activities include the following:

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

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

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

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

10.2 Road System

Classification

In the State of Michigan, the National Functional Classification system, or NFC, classifies all public roads. NFC is also used to determine those public roads and streets that are eligible to receive federal funding for improvements and maintenance. Within Escanaba, the NFC classification provides a look at how the network of roads and streets is utilized through intensity and use. Map 11.2 shows the NFC for the City of Escanaba. Within Escanaba, four classes of roadways exist and are listed as follows, Rural or Urban Local (1), Rural major or Urban Collector (2), Rural or Urban minor Arterial (3) and Rural or Urban Other Principal Arterial (4). To simplify these classifications, a description of each class is explained in the following discussion. For purposes of this discussion, the classifications will be condensed into the following classes.

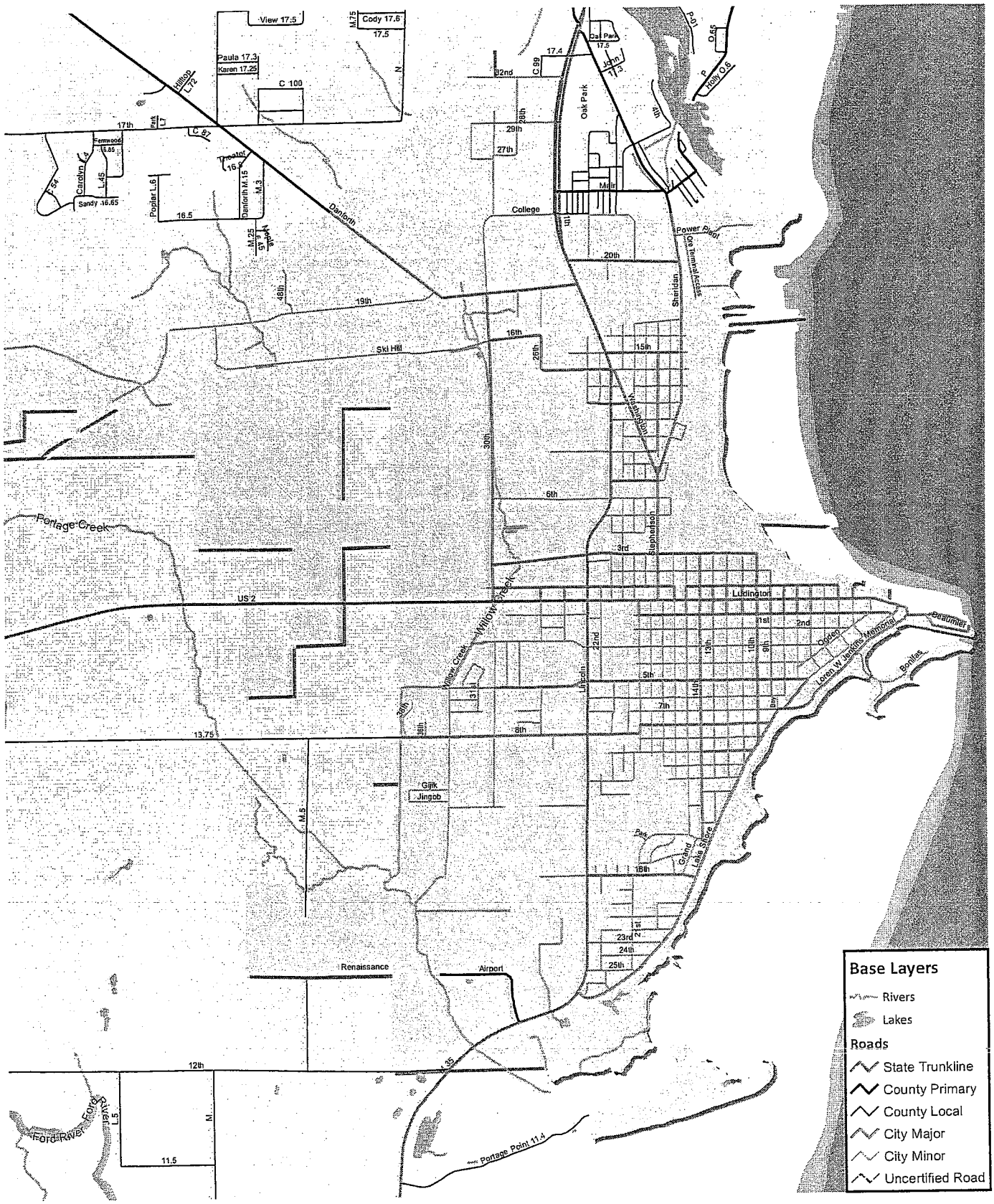
- (1) Rural or Urban Local----------Local
- (2) Rural Major or Urban Collector---------- Collector
- (3) Rural or Urban Minor Arterial---------- Minor Arterial
- (4) Rural or Urban Other Principal Arterial----------Principal Arterial

Local Roads

The functions performed on local roads can be of residential or non-residential nature. In Escanaba, The majority of roads in the city are classified as local roads which make up the majority of the residential areas. A local road is intended to carry local traffic only, and to provide direct access to abutting property within the interior of residential and non-residential areas. Local roads are developed in a manner which will discourage usage for through traffic by providing little access to areas outside that which is directly served. Limiting the intensity and range of traffic helps maintain low speeds and neighborhood safety. Local roads in Escanaba are characteristic of most small town residential streets with adjacent sidewalks, street trees and low speed limits. The local road system includes far too many streets and roads to list and, therefore, will be shown as depicted in the light gray colored lines in Map8.

Collector Roads

Collector roads perform the function of collecting local traffic from local roads and directing this traffic to outlying destinations and roads which are designed to handle greater traffic volumes. Additionally, the collector roads draw traffic from the larger thoroughfares and distribute this traffic onto the local street network. More specifically, the collector roads act as the connection between residential and non-residential areas. Collection roads in Escanaba are primarily located within the residential neighborhoods and follow the north south, east west grid pattern of the city blocks. In Escanaba, the collector roads include: 10th Avenue, 13.75 Road, 14th Avenue, 16th Avenue, 18th Avenue, 1st Avenue, 5th Avenue, 7th Avenue, 8th Avenue, 9th Avenue, Airport Road, College Avenue, Willow Creek Road, 14th Street, 26th



Data Sources: State of MI

Map 10: City of Escanaba, Road System

Street, 30th Street, 10th Street, 14th Street, 19th Street, and Stephenson Avenue. Collector roads are depicted in dark gray lines on Map 10.

Minor Arterial

Minor arterial roads support the next level of transportation, directing traffic along significant transit routes in a community. Minor arterials observe significant daily traffic and serve as the connection to outlying areas in the community. Minor arterials support both residential and non-residential areas. Minor arterials have higher speed limits than collector and local roads and offer more non-stop travel along significant lengths of roadway. Access to minor arterials is spread across all other classifications of roadway, therefore, serving all areas of the community. In Escanaba, minor arterials are evenly distributed through those areas in the community which have the highest concentrations of people and, therefore, serve the greatest number of travelers. Escanaba's minor arterials include 3rd Avenue, Danforth Road, Lake Shore Drive, Loren W Jenkins Memorial Drive, Ludington Street, 10th Street, Sheridan Road, Stephenson Avenue, and Washington Avenue. These are characterized in Map 11.2 in the bright green tone.

Principal Arterial

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

10.3 Traffic Volume

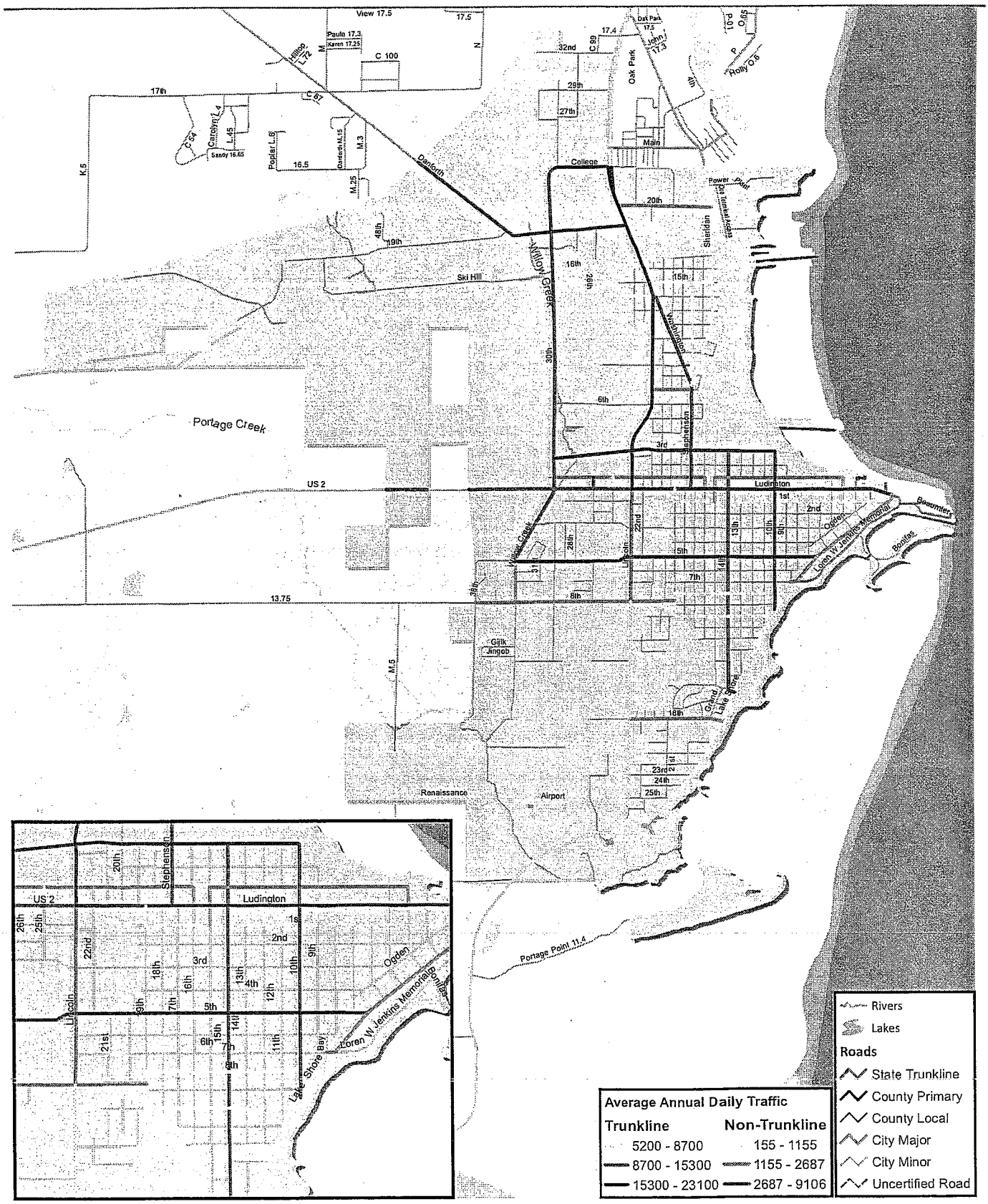
The Annual Average Daily Traffic (AADT) count is the estimated mean daily traffic volume of a particular intersection or section of roadway. This count is measured by the Michigan Department of Transportation at set points along state trunklines. Map 11 shows general traffic patterns in the City.

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

The third listed traffic count location is from N 30th Street to W Junction of M-35 along U.S. 41. A spike in traffic is seen in the fourth location listed on Table 11-1 from 3rd Ave N to 12th Ave N. The increase in traffic is due to U.S. 2 and U.S. 41 merging with M-35. As the traffic counter locations move further north, the traffic volume continues to rise as seen from the Danforth Cutoff to 32nd Street traffic count.

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

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



1 in = 3/4 mile

0 0.75 1.5 Miles

Data Sources: State of MI

CUPPAD

Map 11: City of Escanaba, Average Annual Daily Traffic, 2014

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

10.4 Evaluation of Existing Roads

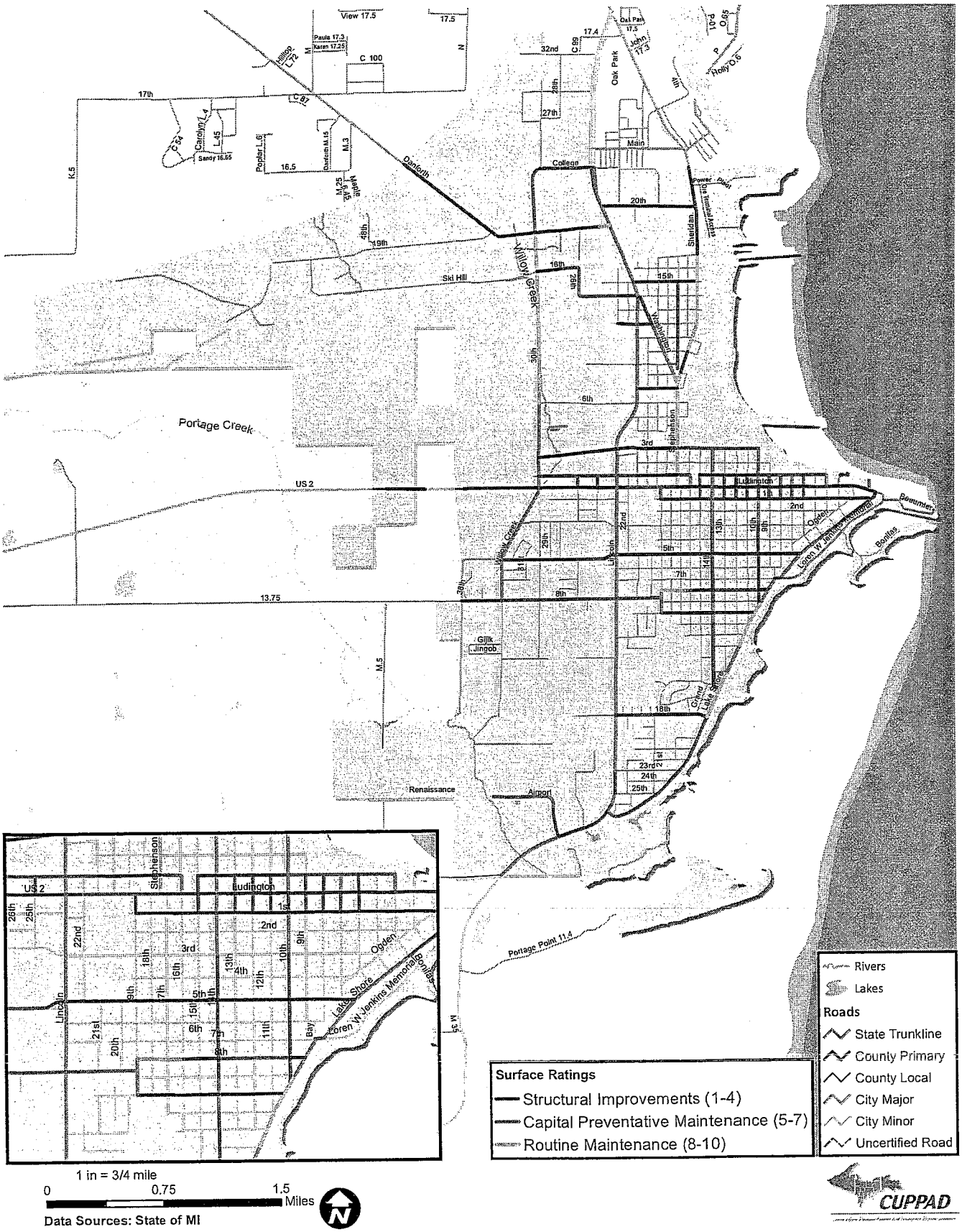
Asset management is an emerging concept in the transportation industry and takes a strategic approach to transportation. The idea is to manage infrastructure (assets) by focusing on performance. PASER is a road rating system that uses a 1 to 10 rating scale, with a value of 10 representing a new road and a value of 1 representing a failed road. Condition ratings are assigned by monitoring the type and amount of visual defects along a road segment while driving the segment. 35.7 total fed-aid centerline miles were rated within the City of Escanaba through PASER. 18.4 of those miles were rated 1-4 and are in need of structural improvements. 13.8 miles received a rating of 5-7, requiring capital preventative maintenance. Lastly, 3.47 miles were rated in the 8-10 range requiring routine maintenance. This information is displayed in Map 12

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

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

10.5 Non-Motorized Transportation

Non-motorized transportation is an overlooked element that can greatly enhance the overall quality of life for the community's residents. The availability of safe and efficient non-motorized transit routes increases access to recreation facilities, community centers, residential neighborhoods, schools, and local businesses. Residents that are unable to gain access to automobile transportation are given more opportunities to enjoy community resources when pathways, sidewalks and trail systems are integrated into the community. Escanaba residents have voiced strong interest for improving and building on the



Map 12: City of Escanaba, PASER Ratings 2015

existing network of non-motorized transportation opportunities throughout the community.

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

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

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

Residential Neighborhoods

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

Public Schools and Community Features

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

Outlying Features

One significant concern of local residents was the lack of safe pedestrian access to Bay Community College, the YMCA, and the Escanaba Senior High School. Currently, pedestrian access to each of these

institutions is routed along major thoroughfares of the M-35 and U.S. 2 and U.S. 41 corridors. The high school would benefit from increased street crossing safety measures as well as linkages to outlying residential neighborhoods. This type of pathway or sidewalk linkage would also open up access to neighborhoods which currently may not have existing sidewalks. Bay Community College students and faculty and YMCA users would also benefit from the development of pedestrian pathways along Lincoln Road into the downtown and residential areas. Currently, pedestrians accessing the Bay Community College are forced to walk along the busy highway corridor in close proximity to and with no barrier from vehicular traffic. Providing access to these two crucial community features will not only enhance these features but will contribute to the overall connectivity and walkability of Escanaba.

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

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

10.6 Public Transportation

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

DATA is funded by a millage paid for by the City of Escanaba, Escanaba Township, and the City of Gladstone, therefore DATA's transit services are primarily dedicated to these communities. The service operates from Monday through Friday from 7:00am until 6:00pm. DATA is not always able to meet the needs of county residents. Although there are regular services to the rural parts of the county, the demand response services are limited to the communities of Escanaba and Gladstone. The fares to ride DATA vary by location and distance, but half price fares are available to seniors, handicapped, and students. In order to qualify for the half-price fare residents must verify their status with DATA in advance.

DATA has a regular route in the City of Escanaba that services the major apartment complexes every hour on weekdays from 9:00am to 3:45pm. The bus connects residents to the main shopping area and is able to stop at medical or business centers as requested. There is also a regular shuttle between Gladstone and Escanaba from 9:00am beginning at the Bluff areas and then goes to the areas East of

Table 10-3
Delta County Demographic and Commute Data, 2013

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

Source: 2013 ACS 5-Year Survey

US-2 & 41 & M-35 and stops at the Gladstone Senior Center at 9:20am. The bus heads towards the main Escanaba shopping areas and picks-up riders along the way. The bus will continue to other parts of Escanaba as needed. This service runs hourly until 3:45pm. DATA also provides services for Escanaba residents who attend Bay College during the fall and winter semesters on weekdays from 8:00am to 5:40pm. The cost of riding the Escanaba–Gladstone shuttle is $2.00.

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

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

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

Inter-Regional Transit

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

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

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

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

Source: Indian Trails, 2015

10.7 Water, Air, and Rail Transport

Port of Escanaba

The economy of the City is tied closely to its working waterfront and the shipping of iron ore and wood products. A new pier that will enable larger ships to dock at the port is currently under construction. Much of the waterfront land on the north side of the City is used by industrial business

Railroads

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

Three carriers provide rail freight service in the Upper Peninsula:

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

The Canadian National (CN) rail line which runs from Marquette County to Escanaba primarily transports iron ore pellets from the Marquette iron ore range to the ore docks in

Escanaba. CN occasionally transports limestone to the mines. Since 1864, iron ore pellets from the mining operations in Marquette County have been transported to Escanaba by railroad, where they are loaded onto ships and transported to steel plants along the lower Great Lakes. The CN rail line that runs east-west primarily through the southern part of the UP is an important line for transporting raw materials and supplies to paper making operations located in the U.P. and northeastern Wisconsin. From the Menominee-Marinette area, the track runs south through the cities of Peshtigo and Oconto, WI before terminating in the City of Green Bay, WI. Canadian National (CN) has a major operating hub located in the City of Gladstone. Activities occurring at this terminal facility include switching of freight cars, repairs to freight cars, and servicing of locomotives.

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

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

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

Source: Michigan Department of Transportation, years cited

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

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

10.8 Issues and Opportunities

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

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

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

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

The large number of travel lanes along Ludington Street deteriorates the pedestrian environment. Many survey respondents expressed a desire for improved non-motorized paths.

There is a need for improved signage and safety measures at pedestrian crossings and major intersections.

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

Increased traffic on North 30th Street that is acting as a bypass for Lincoln Road.

Chapter 11: Public Participation

Introduction

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

11.1 Methods of Public Participation

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

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

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

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

Master Plan Workshop

The Master Plan Workshop took place on November 12th at the Upper Elementary School on Ludington Street and had 35 community members in attendance. The workshop was facilitated by the Central Upper Peninsula Planning and Development (CUPPAD) Regional Commission.
To begin the workshop, a broad vision for the future of the community was identified through an

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

Strengths

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

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

Weaknesses

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

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

Opportunities

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

- Attracting residents from out of state
- Better promotion of recreational opportunities (fishing, hunting, natural resources)
- Create residential units in under-utilized buildings
- Take advantage of training, grants, technical assistance from State and Federal sources
- Better utilizing ports and the business opportunities associated with them
- Effectively advertise winter opportunities to tourists
- Encourage more high-end and mixed use housing
- Increase vibrancy of downtowns, particularly in the evenings
- Promote Community for a Lifetime designation
- Find ways to utilize the U.P. State Fairgrounds year- round
- Maintain Escanaba's historic character

Threats

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

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

Group Strategy Development Exercise

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

UTILIZING THE LAKEFRONT

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

MAINTAINING HISTORIC CHARACTER

Escanaba's rich history was listed as an asset to the city. Maintaining the historic character of the city would improve neighborhood aesthetics, increase property values, strengthen the community's sense of place, and attract families and tourists to the area.

This can be done by taking advantage of facade grants, encouraging historic restorations, and offering incentives. Educating the public on importance of historic districts and increasing awareness of available programs will play in important role in maintaining the city's historical character. Having the schools participate in historic home tours was an educational opportunity that was identified.

RECREATION

A Non-Motorized Master Plan for the county was identified as one strategy to ensure that existing recreational needs are being met. Noted priority pathways include: routes to schools, parks, Bay de Noc Community College, safe crossings for Lincoln Road, connector path from south of airport to Portage Point, connector to neighboring communities, and other points of interest such as grocery stores, hospitals, and scenic areas.

Better utilization (year-round) of the North Shore launch was another group recommendation. Sand Point and the Danforth Ski Hill were presented as potential sites for dog parks. City leadership and proper funding were identified important factors in completing these projects.

ATTRACTING YOUNG ENTREPRENEURS

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

MANUFACTURING OPPORTUNITIES

Manufacturing is an important element of the U.P. economy and increasing the amount of manufacturing

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

U.P. STATE FAIRGROUNDS USE

The U.P. State Fairgrounds is a unique asset to the community that is often under-utilized. Future development opportunities were taken into consideration by the focus group. Some recommendations given by the group are as listed:

1. Develop Highway Frontage and increase curb appeal
2. New parking lot- possibly on the county owned property to the south (behind K-mart)
3. Expanding the racetrack
4. Hosting a Christmas drive through the light show (winter skating opportunities as well)
5. Upgrade Exhibition Building for use as meeting/training/ business facility
6. Utilizing as a regular flea market location

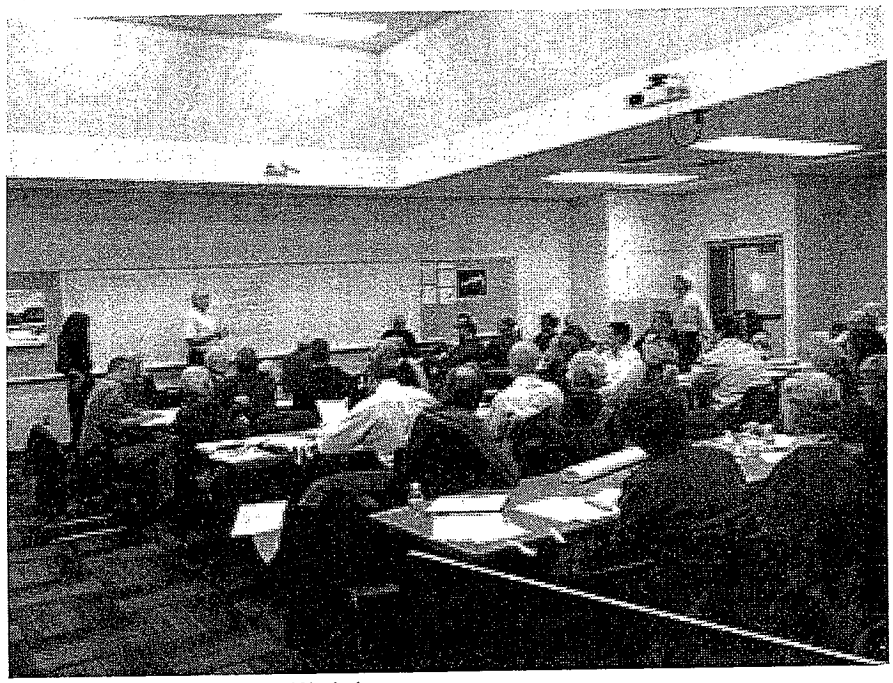


Image 11-1: Master Plan Workshop.

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

PUBLIC ENGAGEMENT MEETING

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

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

Vision for the Future of Escanaba

The group began by envisioning what the city will be like 20 years from today. In 2035 Escanaba will be an attractive community with a vibrant and bustling downtown that has a strong connection to the waterfront. The City will have well-maintained, sustainable infrastructure and a diverse economic base

that affords residents with a high standard of living. The City will be friendly to pedestrians and cyclists and home to high-quality schools, tree lined streets and an accessible shoreline.

What opportunities does the community have to achieve this vision?

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

What four opportunities should be prioritized? How should the City and community partners work to achieve these?

Participants were asked to reflect upon the list of opportunities collected by the group and vote on what they believe should be prioritized. The following is a list of the top four priorities as ranked by the group.

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

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

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

4.Acquire Northshore Property

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

SUMMARY OF PUBLIC MEETINGS

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

COMMUNITY SURVEYS

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

The survey was available on the City's website at www.escanaba.org/2015NewMasterPlan. Paper copies of the survey were also distributed at several public events.

SURVEY SUMMARY

Why Escanaba?

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

Attractive Qualities

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

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

What improvements need to be made?

Economic Development

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

Local Government/Public Services

- Crime/police/ drug enforcement
- Public education
- Forward looking government

Quality of Life

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

Parks and Recreation

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

Infrastructure & Transit

- o Road and sidewalk improvements
- o More lights on side streets

Housing

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

Respondents ranking of priorities for the city government

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

Similar results were shown when asked to rate individual priorities. Respondents were asked to rate focus areas from 1 (support) to 4 (oppose). Attract and retain young professionals was ranked first, followed by attraction and retention of retail businesses and additional pedestrian and bike connectivity.

- o 82% of respondents believe that there is adequate park or green space in their neighborhood
- o 91% of respondents agree that they city should do more to enhance or protect the visual character of the city.
- o 59% of respondents agree that it is easy to get around town without a vehicle