



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

**PLANNING COMMISSION
REGULAR MEETING AGENDA
December 10, 2015, at 6:00 p.m.**

Christine Williams, Commissioner
Steve Buckbee, Commissioner
Paul Caswell, Commissioner

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

City Hall/Library Complex, 410 Ludington Street, Room C101 Council Chambers, Escanaba, MI 49829

Thursday, December 10, 2015 - 6:00 p.m.

CALL TO ORDER

ROLL CALL

APPROVAL/CORRECTION(S) TO MINUTES – October 8, 2015

APPROVAL/ADJUSTMENTS TO THE AGENDA

CONFLICT OF INTEREST DECLARATION

UNFINISHED BUSINESS – None

PUBLIC HEARING(S)

NEW BUSINESS

1. **Election of Officers – Chair, Vice-Chair, Secretary, and Deputy Secretary.**
Explanation: In accordance with the Escanaba Planning Commission Rules of Procedure, Section 4, Officers, Paragraph A., the Planning Commission will elect from its membership a Chair, Vice-Chair, Secretary, and Deputy Secretary for the upcoming fiscal year.

2. **Community Visioning Session – Community Master Plan Update.**
Explanation: As part of the Community Master Plan update, the Planning Commission will be hosting a community visioning session whereby community members and others will be asked to collaborate on a vision for the development of the community. The visioning session provides a forum for ideas and allows everyone who participates to be a mutual author of the plan. The Master Plan guides City decisions about important issues like: where certain types of businesses should be allowed, how much parking should be provided, what improvements should be made to parks and recreation centers, where the City should improve streets, bike lanes & intersections, and what economic strategy the City should take, among many other things.

3. **Project Updates:**
 - a. Zoning Board of Appeals Hearings/Decisions.
 - b. Superior Trade Zone.
 - c. MSHDA/SHPO Certified Local Government Program.
 - d. Delta County Planning Commission.
 - e. Redevelopment Ready Community Program.
 - f. Year to Date Zoning/Land Use Permit(s).
 - g. Community Master Planning Process.

GENERAL PUBLIC COMMENT
COMMISSION/STAFF COMMENT AND ANNOUNCEMENTS
ADJOURNMENT

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

Respectfully Submitted,

Patrick Connor, Chairperson
Planning Commission

**OFFICIAL PROCEEDINGS
CITY COUNCIL
CITY OF ESCANABA, MICHIGAN
All Boards and Commission Meeting
Tuesday, October 6, 2015**

Pursuit to a special meeting notice posted September 2, 2015, an All City of Escanaba Board and Commission meeting was held at 6:00 p.m. in the Bonifas Fine Arts Center Auditorium located at 700 First Avenue South. The following City Council, City Board and Commission Members, and City Administration were present:

ESCANABA CITY COUNCIL

Marc D. Tall, Mayor
Ronald J. Beauchamp, Mayor Pro-Team
Patricia A. Baribeau, Member
Michael R. Sattem, Member

BOARD OF APPEALS

Jon Liss, Chairperson
Dennis P Renken, Member
Mark Hannemann, Member

BOARD OF EQUALIZATION AND REVIEW

Judith Schroeder, Vice-Chairperson
William A. LaMarch, Member

BOARD OF LIBRARY TRUSTEES

Elizabeth Keller, Chairperson

BOARD OF LIBRARY TRUSTEES

Elizabeth Keller, Chairperson

**BROWNFIELD REDEVELOPMENT
AUTHORITY**

Joseph Kaplan, Vice-Chairperson
Matthew D Sviland, Member

DOWNTOWN DEVELOPMENT AUTHORITY

Tara L Deno, Trustee
Mary A Finlan, Trustee

ELECTRICAL ADVISORY COMMITTEE

John Anthony, Member
Glendon Brown, Member

ESCANABA BUILDING AUTHORITY

Melissa Becotte, City Controller
James V. O'Toole, City Manager

HISTORIC DISTRICT COMMISSION

Don Curran, Chairperson
Judith Fouts, Vice-Chairperson
Suzell Eisenberger, Secretary
Karen E Lindquist, Commissioner
Elizabeth Keller, Commissioner

HOUSING COMMISSION

Sarah Hansen, Commissioner
Dee Richmond, Commissioner

LIQUOR LICENSE REVIEW BOARD

Judith Schroeder, Member
Ronald J Beauchamp, Member

LOAN ADMINISTRATION BOARD

Chris Economos, Member
Roni Beaudoin, Member
Holly Thomma, Member

PLANNING COMMISSION

Patrick Connor, Chairperson
Thomas P Warstler, Vice-Chairperson
Brian Black, Commissioner
Stephen B Buckbee, Commissioner
Paul P Caswell, Commissioner
Christine Williams, Commissioner

PUBLIC SAFETY RETIREMENT BD

David Schaaf, Vice-Chairperson

RECREATION ADVISORY BOARD

Jonathan Harris, Member
Randy Kleiman, Member
Joe Kaplan, Member

ADMINISTRATION

James V. O'Toole, City Manager
James Robert S. Richards, CMC, City Clerk

HARBOR ADVISORY COMMITTEE

Robert Buckbee, Member
David Pinozek Jr., Member

TRAFFIC SAFETY ADVISORY COMMITTEE

John Economopoulos, Chairperson
Wayne A. Hardwick

ADMINISTRATION (Continued)

Ed Legault, DDA Director
Blaine DeGrave, Code Enforcement
Kimberly Peterson, Recreation Director
Daina Norden, City Assessor
Buffy Smith, Executive Assistant
Melissa Becotte, City Controller
Bob Valentine, Treasurer
Josh Krajniak, Electric Superintendent
Ken Vanderlinden, Public Safety Dir.
Robert LaMarch, Public Safety Lt.
Bill Farrell, City Engineer
Jeff Lampi, Water/Wastewater Director
Carolyn Stacey, Library Director

Also Present: City resident Jim Finlin, Darren Young of the Upper Peninsula Commission for Area Progress (UPCAP), and members of the media.

City Manager James V. O'Toole, welcomed everyone to the Training session.

Darren Young of UPCAP briefly reviewed the Aging & Adult Services Agency survey and the chance for the City of Escanaba to be recognized for engaging in an assessment and improvement planning process that helps make the community more "aging-friendly" through its Communities for a Lifetime (CFL) program.

Mr. Young advised that as Michigan's population ages, communities that adapt to meet the needs of older adults, their families, and caregivers, would attract and retain more residents and be able to provide them with a better quality of life.

The CFL program was part of a broader national movement called Creating Aging Friendly Communities and was developed by the Michigan Commission on Services to the Aging in 2007 with input from the State Advisory Council on Aging.

City Manager James V. O'Toole summarized the City Master Plan Process and its purpose and introduced Nancy Ohle.

Training – Engaging the Public - Public Participation Planning Process Guide Development.

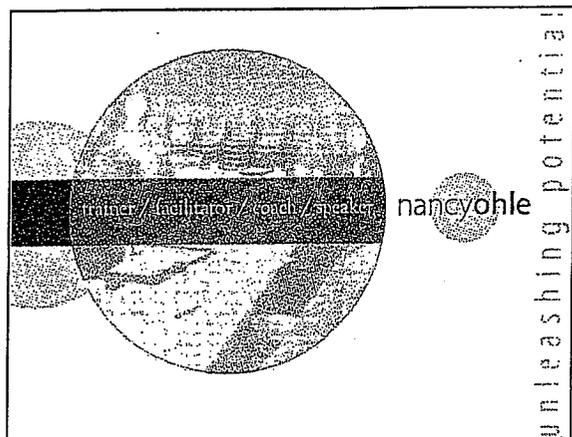
As part of the Community Master Planning process and the Redevelopment Ready Communities Program, Nancy Ohle, an Organizational Development Consultant and Corporate Trainer from the Michigan Economic Development Corporation (MEDC), facilitated a work shop focused on engaging the public throughout the various upcoming planning processes being undertaken by the City of Escanaba to include the creation of an updated community based master plan. Nancy Ohle reviewed the 12 step process with those in attendance. (See Attachment – A) There was no action taken at this meeting.

City Council Minutes
October 6, 2015 – cont.

The meeting was adjourned at 7:44 p.m.

Respectfully submitted,

Robert S. Richards, CMC



Putting Effective Community Engagement Strategies into Action

MEDC Redevelopment Ready Communities

Nancy Ohle

nancy.ohle@gmail.com

989.274.2039

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trainer/facilitator/coach/speaker

Our Purpose Tonight

- New ideas involve change and change usually means resistance.
- Since community and board members represent different goals, needs, and interests, there may be on-going competition for ideas, plans, and resources in your municipality/county/township/village.
- *A collaborative approach to influencing change gives you your best chance of success.*

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Introducing Your Own Community 12 Step Program!



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Step 2. Desired Outcomes: *What do we want?*

- A Master Plan and then unified community vision
- Prioritization of initiatives
- Recommendations for development
- Cross-section of ideas/opinions
- Physical or social character of city, neighborhood, region reshaped
- Economic, business climate, neighborhood revitalization initiatives inspired
- Shared values around economic and cultural goals inspired
- Community transformed

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Categories of Outcomes

- **Material Benefits:** Business climate improved, people getting jobs; housing improved; infrastructure supports efforts.
- **Process Benefits:** Working partnerships established; committees/boards/commissions have inclusive representation; they are functioning well; communities are able to influence decisions
- **Capability Benefits:** People are more confident and involved; community groups able to achieve their goals; public agencies able to engage communities; community groups and government able to work together.

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Step 3. Analyze Sensitivity in Situations?

- History or baggage from previous efforts?
- Recent history or events that have resulted in tensions among stakeholders or between the City/County/Townships and particular groups
- Sensitivity around the issues?
- Sensitivity among people?

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Obstacles

- What are the major barriers/obstacles you face?
- What are your concerns?
- What are others' concerns?
- Does anyone stand to lose anything as a result of yours or others' proposals?
- Does anyone have major changes they will need to make as a result of yours or others' proposals?

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Step 4. Who to Engage?



- **Users and Beneficiaries** of the outcomes of RRC.
 - Could include businesses, service clubs and organizations, residents, other government entities, public utilities, not-for-profits, Chambers, faith-based groups, racial, ethnic, and cultural groups, volunteer organizations, web-based or virtual groups
- **County Planning Commission, Board of Commissioners if no PC, Regional Planning Commission if no PC**
- **Technical Experts**, i.e. urban planners, architects, contractors, engineers, city staff, historic preservation, elected officials, planners, and community developers

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Step 4. Who to Engage?



- **Public Utilities, transportation, County Commission, railroads**
- **Coaches** who have had experience with similar initiatives
- **Connectors/Networkers** who know many people and organizations and can provide respected linkages.
- **City Leadership**, both staff and elected.
- **Decision Makers**. Based on expertise, position power, influence, ability to make things happen, credibility...
- **Implementers of projects/initiatives**

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Keep These Things in Mind when Meeting People's Needs

- **Control** -- Build Implementation Teams for projects with Key Stakeholders
- **Inclusion** -- Manage Stakeholder Expectations
 - Appropriate buy-in
 - Plan for and resolve issues
- **Openness** -- Design and Execute a Communications Strategy

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Key Influencers/Connectors



- Include:
- Respected colleagues
 - Respected community members
 - Ask "Who is listened to"?
 - Ask "Who do others TRUST"?

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Include Naysayers in Discussions

- Be prepared for questions and challenges with ANSWERS
- Listen carefully to naysayers
 - Buy-in comes from "bring-in"
 - Paraphrase their concerns to ensure they know you're listening
 - "Respectfully" disagree
- Know in advance what you're willing to compromise on
 - Never about winning
 - When you feel the need to win, you're losing sight of your purpose
 - Always about serving the needs of your community

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Step 5. Framing The Invitation

- What will motivate each group/individual to participate?
 - Outcomes the same but benefits to groups different?
 - Akin to features vs. benefits in sales
- Ask, "What might prevent them from participating?"
 - Remove barriers
- What is expected from participants in the process?
- Does this initiative provide value?
 - Talking points
- Is there an appropriate timetable for the process?
- Do you have focal points for communications?
 - Provide contact names and telephone numbers, or website details, from which people can obtain more information.

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Step 6: New Outreach Tools



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Stakeholders: Are You Planning for Gen Next: Millennials?

- Mostly single
- Highly social
- Early/unsettled careers
- Huge college debt
- Very mobile
- Most likely to be renters
- Ethnically and culturally diverse
- Green
- Living at home longer



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How Are You Also Planning for Housing?

- ✓ Identifying emerging markets...
- ✓ Demonstrating wider housing choices
- ✓ Attracting new households
- ✓ Retaining existing residents
- ✓ Reversing household decline
- ✓ Dealing with blight



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Step 7. Resources Needed for Successful Engagement Efforts

- Input by staff, volunteers and other interested stakeholders
- Background information or briefing papers on the issue(s) or plan proposals
- Independent or highly respected neutral facilitation
- Communication and promotion, venue, transportation, childcare, translation
- Printing and circulating reports on the outcomes of the process and for provision of feedback
- Resourcing local Community and Voluntary groups to support people in understanding and responding to information and proposals; council/commission research; convene meetings, prepare papers, reports or proposals.

Step 8. Matching Methods to People

- Literacy issues?
 - No questionnaires.
 - Provide note takers.
- Access issues?
 - Check facilities in advance.
- Timing issues?
 - Multiple times of day.
- Demographics?
 - Meet together to share views or go for convenience.
- Technology access?
 - Paper
 - Meeting facilitation.
- Language barriers?
 - Translated documents
 - Facilitators

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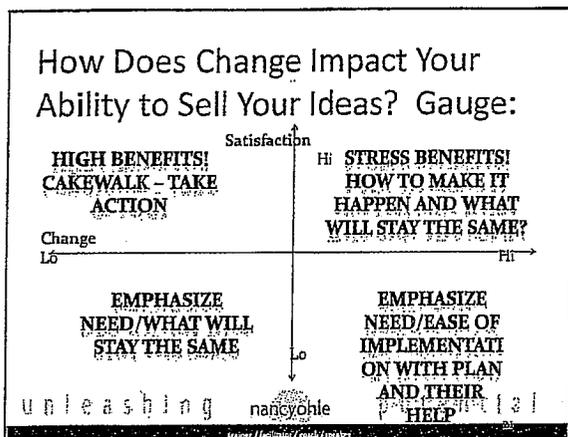
Step 9. Effective Messaging



- **Consistent Terminology** that local leaders use when engaging residents in community engagement
- Visioning, economic development planning and housing review need **consistent messaging** throughout.

Consistency is far better than rare moments of greatness.

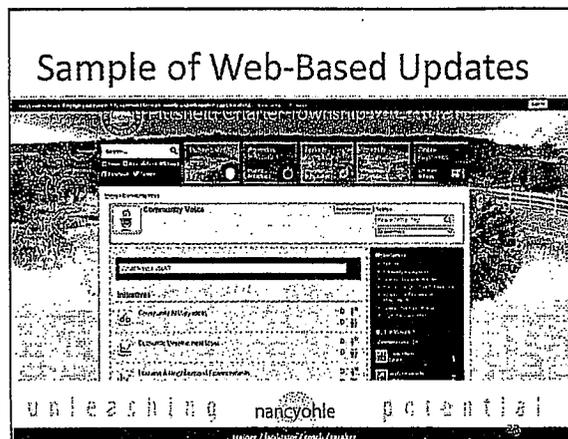
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Communicating Results

- Go back to tailored communications for your audience
- Agreements about "process checks" to community
- Ambassadors of communications for stakeholder groups
 - Consistent talking points
- Consider communicating not only decisions but "minority reports" so all voices are heard

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Key Objectives May Need Proof Points for Visioning

- Pieces of evidence used to strengthen a case.
- "Factual", "ethical", and "emotional" proof points

If language fails to resonate with residents, local officials may unnecessarily face opposition, criticism that the outcome is predetermined or that outside entities or only a few individuals are influencing the process.

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No Wriggle Room?

- No need to sell rules and regulations. Instead, **EDUCATE** about those changes
- Know **WHY** the changes are instituted
- Emphasize “what’s in it for them”



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Step 10. Set Groundrules and Expectations for Clarity and Control

- Set clear expectations by describing the overall community visioning, planning or project review process
- Include how public input will be incorporated, anticipated outcomes and next steps.
 - Build trust with processes that have integrity

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Your Meetings Telegraph Proactive or Reactive Approach

- ✓ Did you involve the public in drafting your Master Plan?
- ✓ Are mission, vision, values prominently displayed in meeting room?
 - ✓ Does your mayor bring you back to them?
- ✓ Do you communicate groundrules for public comments that utilize your time effectively while respecting the citizens' voice to be heard?
- ✓ Do you have department heads report regularly on goal progress that's consistent with your mission/vision elements?
- ✓ Do you revisit vision elements when approving recommendations? Special projects? Making important decisions?

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Plan with Group Norms for Meetings



1. We won't interrupt someone who is speaking.
2. We will avoid using sarcasm with each other.
3. We will focus on the problem - not the person. No put downs.
4. We will strive for competence.
5. We will convey to others that we want to help.
6. Team members will be treated with respect.
7. We will view each other as competent and responsible.
8. Each member is an equal member of the team.
9. We will be non-judgmental in our dealings with each other.
10. We acknowledge that on occasion we disagree, and agree to disagree.

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Your Speech Telegraphs

Proactive or Reactive Approach

<p>Reactive</p> <ul style="list-style-type: none"> • There's nothing we can do • That's just the way it is • They make me so angry • They won't go along with this • You mean we have to do THAT? • We have to... • If only... 	<p>Proactive</p> <ul style="list-style-type: none"> • Let's look at the alternatives • How do we work with this? • I will not descend to that level • What gives them heartburn so I can help relieve it? • We will deal with it • We will • Let's look at this carefully
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Your Response to Difficult People Telegraphs Proactive or Reactive Approach

<p>Reactive</p> <ul style="list-style-type: none"> • Rolling your eyes • Sarcasm • Laughing <ul style="list-style-type: none"> • Even if nervous laughter • Raising your voice • Cutting people off • Debating • Multi-tasking 	<p>Proactive</p> <ul style="list-style-type: none"> • Direct eye contact • Listening completely • Paraphrasing others for understanding • Measured tone of voice • Maintain calm <ul style="list-style-type: none"> • React below their intensity • Respectfully disagree • Keep your mind on the issue
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Step 11. Change Our Language

- "All transformation is linguistic
- If we want to change a culture, we need to change the conversation
- Look at the value of your stories, the positions you take, our love of the past
- Context is decisive. Our worldview. Mental models. We have a choice over the context within which we live. *When we realize that our past stories are our limitation, this opens the possibility to future.*
- Possibility is created by **DECLARING** what we want to create (vision, goals, purpose and destiny)

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Restorative Community

- Shift from problems in community to "possibilities" in community
- Focus on "What can we create together?"
- From a focus on leaders to a focus on citizens

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Process: Building Community

- Methodology is centered around an empowerment that is shared and owned by the community, as well as the responsibility of the RRC team.
- Bias toward the future with little time devoted to negotiating the past or talking about things where we'll never agree anyway.
 - "What do we want to create together?"
- Accountability and commitment to what we have a hand in creating.
- *At the base of it are three simple steps:*
 - Future is transformation; Small groups are the unit of transformation
 - Transformation is linguistic; if you change the conversation you can change the world.
 - Future arises out of our questions and not our answers

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John McKnight: Asset-Based Community Development

- Focus is on realizing "gifts" in our communities
- **DO NOT FOCUS ON GAPS, PROBLEMS, DEFICIENCIES, WEAKNESSES**
 - When visioning, what this meeting "is," and what it "is not"
- Study communities assets, resources, and talents.

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Elected Officials

- Need to shift the focus from meetings where citizens are critics and consumers to small gatherings where citizens are engaged in building their community
- Thought for the Day: Roberts Rules of Order is for efficiency and containing conflict. Dampens energy, doesn't create energy.

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Step 12. Methods Available

- Arts and Creativity
- Community Mapping
- "Planning for Real"
- Public Meetings
- Workshops and Focus Groups
- Forums
- Web-based engagement
- Charettes
- Open Space
- Roundtables/Consensus Building
- Citizen Panels
- Interactive Displays
- Community Surveys
- Community Auditing
- Appreciative Inquiry
- Story Dialogue
- Community Asset Mapping

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Public Participation Plan Criteria

- Solicit Public Participation in each phase of your master planning project
- Seek broad identification and representative involvement from all segments of your community
- Utilize effective and equitable avenues for distributing information and receiving feedback
- Provide educational materials and design participation initiatives that will support and encourage effective participation
- Maintain and develop staff expertise in all aspects of participation
- Support and encourage continuous improvement efforts in all methods used to engage the public's need for information and involvement
- Record results of public engagement and report back to the public

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Decision-Making and Prioritization Techniques

- N/3
- Affinity diagrams
- Matrixes
- Weighted votes
- Majority votes
- Relations diagrams
- Decide and Announce
- Recommendations
- Majority Vote
- Consensus
- Delegate out with constraints

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Communicating Results: Logical Appeal

- Data to support the need
- Data to support the change
- Other's experience with the change
- Chronological presentation
- Detail
 - I's dotted and t's crossed
- Questions answered before asked
- Visuals, charts, graphs



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Ethical Appeal

- Moral approach
 - Focus on who will be affected by each action and what benefits or harms will be derived from each.
 - Advocate for actions that produce the greatest benefits and the least harm.
- Favor individual's right to choose?
 - Do your due diligence on what stakeholders want in advance so their wishes can be respected.
 - Provide guidelines, not rules.
- Fairness or justice approach focuses on *everyone* being treated fairly?
 - Risk of favoritism/discrimination for members of the community?
- Meeting the majority's needs?
 - Did we heard from the majority in advance? Did we put the issue to the majority for decision-making?
- Sustainability issue
 - Have we ensured resources to continue providing services in the future?



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Communicating Results: Emotional Appeal

- Focus on feelings
- Utilize images that produce emotions
- Use emotional words, i.e. disenfranchised, poor, help, appeal...
- Personal connection
- Come closer
- Look me in the eye
- Inflection and melody in your voice

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Which Appeal Works for Your Stakeholders?

- Logical
- Ethical
- Emotional?

- A little of each?

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Finally, Demonstrate Courage Under Pressure...

- Ask if you and your city have made adequate plans for your future?
- When defending those plans, utilize a proactive, not reactive approach with those who wish to bait you!



The pressure of public opinion is like the pressure of the atmosphere you can't see it — but all the same it is sixteen pounds to the square inch.
(James Russell Lowell)

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What are your action plans?

-
-
-
-
-
-
-

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Appendix Material

What follows are some detailed recommendations and tools you might consider for RRC initiatives.

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MAP's Recommendations on Planning

- Place a star (*) next to those you have a high level of confidence in your progress
- Circle (○) those you need to address
- Prioritize those circled for discussion back in your township (1, 2, 3)

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MAP's Recommendations on Planning

1. The community planning decision-making process should, first and foremost, be concerned with the long-term sustainability of our communities, environment, and economy.

2. The community planning process should involve a broad-based citizenry, including public and private sector leaders, community interest groups and multi-disciplinary professionals.

A positive relationship between development and the making of community should be established through a citizen-based participatory planning and design process.

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MAP's Recommendations on Planning

3. Public policy and development practices should support development of communities that are:

- diverse in land use, population and character;
- designed for pedestrians and non-motorized transit as well as for motorized transit;
- shaped and physically defined by parks, open spaces and other natural resource areas;
- structured by physically defined, accessible public space and community institutions and
- based on local history, climate, ecology, and
- building practices.

4. Physical solutions by themselves will not solve all problems. A coherent and supportive physical framework should be established to provide economic vitality, community stability, and environmental health.

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MAP's Recommendations on Planning

- 5. Common challenges that should be addressed by community planning are:
 - increasing opportunities for reinvestment in established urban centers;
 - encouraging appropriate intensity and location of new development served by adequate public facilities;
 - minimizing the spread of low density, non-contiguous development;
 - encouraging a wide range of housing opportunities which serve all segments of our diverse population;
 - recognizing the value and encouraging the preservation of agricultural lands and natural resources;
 - encouraging the preservation and/or restoration of our natural and built heritage environments;
 - encouraging development in accordance with the adopted community master plan; and
 - recognizing that land use decisions may have impacts beyond community boundaries.

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MAP's Recommendations on Planning

- 6. The quality of life for the citizens of Michigan can be enhanced by developments that:
 - support and restore existing community centers;
 - reconfigure existing low density, centerless communities into communities of diverse neighborhoods and districts;
 - preserve and protect natural environments;
 - maintain and build a positive social and strong economic climate and
 - improve the physical design and condition of our region, cities, villages, townships, neighborhoods, districts, corridors, parks, streets, blocks and homes.

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MAP's Community Principles for Planning Efforts

- 1. Development should be encouraged in existing city, village and township centers.
- 2. Historic city, village and township centers should be preserved.
- 3. New development or redevelopment in existing communities should respect local historical patterns, precedents and boundaries.
- 4. Viability in established or developing downtowns and community or village centers is strengthened by street-level retail, onstreet parking, downtown residential, the maintenance of an appropriate street pattern, street-level activity, the retention of historically significant buildings, and the provision of parking structures.
- 5. Civic buildings and public gathering places are important and require prominent accessible sites.
- 6. The scale and configuration of streets and open spaces (parks, greens, squares) should be attractive and comfortable to pedestrians.

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MAP's Community Principles for Planning Efforts

- 7. The design of streets and buildings should result in safety and security, as well as be accessible and open to the public.
- 8. Architecture, building placement and landscaping should result in the physical definition of streets and other public spaces.
- 9. Neighborhoods should include a variety of public spaces (tot-lots, village greens, ballfields, community gardens, etc.) that are strategically distributed and physically well defined.
- 10. New investment along highway corridors should complement investment in existing community business centers.
- 11. New development should be seamlessly woven into the physical fabric of its surroundings, regardless of differences in size or architectural style.

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MAP's Community Principles for Planning Efforts, cont.

- 12. Design is important and should contribute to the community's safety, security and attractiveness.
- 13. Complete communities have defining edges with an identifiable center. A center should consist of a full and balanced mix of residential, commercial, office, recreational, cultural and civic uses.
- 14. Complete communities should contain housing alternatives available to people of all incomes.
- 15. Complete communities should provide convenient access to public transportation as well as non-motorized options.
- 16. Community planning should recognize that regions are composed of urban areas, suburban areas, farmlands, water features and natural open spaces, all contributing to their diverse character.

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MAP's Community Principles for Planning Efforts, cont.

- 17. Community planning should involve balances between physical, environmental, economic, social, and cultural conditions within the region.
- 18. Strategies encouraging development and redevelopment of communities should include previously developed sites (brownfields), infill development and reuse of existing facilities rather than continuing outward expansion.
- 19. Community planning should create an efficient and cost effective system of public services, transportation, recreation, cultural institutions and housing to achieve a viable, sustainable region.
- 20. Intergovernmental cooperation is necessary for achieving a viable, sustainable region.

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MAP's Recommendations on Plans for the Environment

- 1. Community planning should recognize that natural resources are system-dependent, not limited to jurisdictional boundaries.
- 2. Lands with unique or sensitive resources should be preserved in their natural state.
- 3. The health and quality of the natural resource base are directly related to public health, welfare and economic growth.
- 4. Natural resource areas, farmlands and open space characterize the rural landscape. They are important and useful in shaping development and maintaining and establishing a rural community character.
- 5. To preserve rural community character, site design should encourage clustering of development and preservation of open space.

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MAP's Recommendations on Plans for the Environment

- 6. To preserve rural community character, site design should include desirable views and vistas across water features and farmlands.
- 7. Natural resources are limited in their ability to accommodate development without incurring damage. Development within our natural environments should occur in a balanced and sustainable manner.
- 8. Sensitive and fragile lands should be protected from degradation.
- 9. Wildlife habitat corridors should be interwoven with development to achieve environmental balance and maintain biodiversity.

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MAP's Recommendations on Plans for Infrastructure

- 1. Development should be directed to areas serviced by adequate roads, water, sewers, and utilities.
- 2. Expansion and upgrading of public roads, water and sewer services should be planned to strategically direct growth.
- 3. Public transportation should connect homes to jobs, community center and cultural, recreational, educational and institutional facilities.
- 4. A comprehensive transportation plan should support a unified, long-term vision of how the land is to be used.
- 5. New and expanded public transportation systems should be located to attract urban reinvestment.
- 6. Non-motorized transportation should be accommodated in new road corridors and strategically retrofitted into existing transit corridors and greenway linkages.
- 7. The number and frequency of automobile access driveways along road corridors should be minimized.

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MAP's Recommendations for Plans and Implementation

- 1. A broad-based citizenry should be involved during the development of local comprehensive master plans, including representation from neighboring and impacted jurisdictions. Local plans should consider and address the impacts of neighboring communities land uses, planned uses, goals and objectives.
- 2. Local planning decisions which affect neighboring communities should consider multi-jurisdictional impacts.
- 3. Local comprehensive master plans should be reviewed periodically and updated as necessary to remain viable documents.
- 4. Local zoning ordinances should be reviewed periodically and updated as necessary to ensure they are consistent with the comprehensive master plan.
- 5. Local zoning ordinances should be consistent with the comprehensive master plan.

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MAP's Recommendations for Plans and Implementation

- 6. Local zoning decisions should be consistent with current local comprehensive master plans.
- 7. Local comprehensive master plans should be accompanied by an action strategy that specifies individual tasks, timing, and responsibilities for implementation.
- 8. Comprehensive master plans and zoning ordinances should include interpretive graphics conveying standards and design guidelines.
- 9. All communities should prepare realistic Capital Improvement Programs as a means of making municipal improvements consistent with their comprehensive master plan.
- 10. Communities should have an administrative structure that provides clear direction throughout the development process.
- This structure, including information on the status of projects, should be equally accessible to citizens, developers and local officials.

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**PLANNING COMMISSION MEETING
ESCANABA, MICHIGAN
Thursday, October 8, 2015**

A meeting of the Escanaba Planning Commission was held on Thursday, October 8, 2015, at 6:00 p.m. at the City Hall/Library Complex, 410 Ludington Street, Escanaba, MI 49829.

PRESENT: Commissioners James Hellerman, Stephen Buckbee, Thomas Warstler, Roy Webber, and Brian Black

ABSENT: Vice Chairperson Kelvin Smyth, Chairperson Patrick Connor, Commissioners Paul Caswell and Christine Williams

ALSO PRESENT: City Manager Jim O'Toole, Council Liaison Ronald Beauchamp, and Executive Assistant Buffy Smith

Jim O'Toole stated Commissioner Stephen Buckbee volunteered to act as Chairperson with the absence of Chairperson Connor and Vice Chairperson Smyth.

Meeting called to order at 6:00 p.m. by Commissioner Stephen Buckbee.

ROLL CALL

Executive Assistant Buffy Smith conducted the roll call.

APPROVAL/CORRECTION OF THE SEPTEMBER 10, 2015 PLANNING COMMISSION MEETING MINUTES

A motion was made by Commissioner Warstler, seconded by Commissioner Black, to amend the September 10, 2015 Meeting Minutes to include Mayor Marc Tall and Council Liaison Ronald Beauchamp as present. Ayes were unanimous.

APPROVAL/ADJUSTMENTS TO THE AGENDA

None.

CONFLICT OF INTEREST DECLARATIONS

None.

UNFINISHED BUSINESS

None.

PUBLIC HEARING

Site Plan Review – Downtown Development Authority Market Place Project – Ludington Street, South 15th Street, and 1st Avenue South.

Jim O'Toole stated the request for a public hearing on a proposed 8,000 +/- square foot multi-use Market Place facility with parking for a Downtown Development Authority project to be located on Ludington Street, South 15th Street, and 1st Avenue South will be conducted.

Jim O'Toole discussed the type of request before the Board:

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

COMPLIANCE WITH DEVELOPMENT STANDARDS:

1. The proposed construction will be located on property which is zoned a Commercial District (F). The use is a permitted use by right as outlined in Section 1002.1. General. Paragraph B and W.
2. The proposed construction meets the setback standards of the districts.
3. The preliminary proposed construction site plan diagram complies with Chapter 18. Site Plan and Sketch Plan Standards, Section 1802 Site Plan Diagram/Requirements, paragraph 1802.2 Site Plan Diagram Requirements, subparagraphs A - X.
4. In accordance with the requirements found in Chapter 18. Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph 1803.1.1.1. Pre-Application Conference was conducted
5. In accordance with the requirements found in Chapter 18. Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph Section 1803.1.1.2. Application, the applicant applied for site plan consideration as required.
6. In accordance with the requirements found in Chapter 18. Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph Section 1803.1.1.3. Official Review, an official City administration preliminary review was conducted for comments as to the proposed development's conformance to all applicable standards and requirements.
7. In accordance with the requirements found in Chapter 18. Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph Section 1803.1.1.4. Approval; Referral, City administration will deem the site diagram to be complete.
8. All fee and notification requirements of the Ordinance have been accommodated.

Jim O'Toole stipulated for the record the duties of the Planning Commission:

In accordance with Chapter 18. Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph 1803.2. Public Hearing Requirement, prior to voting on a final site plan, the Planning Commission must hold a Public Hearing so as to facilitate public review and understanding of the proposed development. In accordance with Chapter 18. Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph 1803.3. Planning Commission Review, once a site plan is forwarded to the Planning Commission, the Planning Commission is required to review the site plan according to the standards and requirements of Chapter 18. Site Plan and Sketch Plan Standards. The Planning Commission must approve or deny the site plan according to the standards and requirements of the Zoning Ordinance within 45 days of submission of said plan.

In accordance with Chapter 18. Site Plan and Sketch Plan Standards, Section 1803 Site Plan Review, paragraph 1803.4. Site Plan Approval, should the Planning Commission approve the site plan, the applicant, the owner of record, or the legal representative thereof, the Planning

Commission Chairperson and one other member of the Planning Commission shall each sign four copies of the approved site plan. The Planning Commission shall transmit one signed copy of the plan and any conditions attached to the Code Official, and one signed copy each to the office of the City Clerk and the applicant. One signed copy shall be retained in the Planning Commission file.

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

Jim O'Toole stated the site plan approval standards:

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

- A. The main entrance face will be on Ludington Street.
- B. There will be no roof mounted equipment.
- C. Reasonable and visible sound mitigation measures have been taken.
- D. The building is arranged to permit adequate emergency access to all sides.
- E. The development has legal access to Ludington Street, South 15th Street and 1st. Avenue South.
- F. The development provides for vehicular and pedestrian circulation.
- G. All parking areas are designed to facilitate safe and efficient vehicular and pedestrian circulation.
- H. Minimal curb cuts (no alterations) are being proposed.
- I. All loading and unloading areas and outside storage areas shall be adequately screened. Recycling storage areas have been provided within the structure.
- J. Exterior lights shall be reflected downward and away from adjacent properties and right-of-ways.
- K. Adequate utilities will be provided and placed underground.
- L. All premises shall be graded to prevent accumulation of stagnant water.

Jim O'Toole stated the staff findings, comments, general plan goals, and conditions of approval:

- 1. Staff is recommending approval of the site plan diagram for the following reasons:
 - A. The proposed use is consistent with the zoning designation for the district.
 - B. The proposed use is an approved use by right in accordance with the zoning ordinance.
 - C. A purchase option on the property has been secured by the Downtown Development Authority.
 - D. The proposed project and use is consistent with the City of Escanaba Downtown

Development Authority Amended and Restated Development Plan and Tax Increment Financing Plan as outlined in Table 2, Priorities – Projects and Program Based on Survey, Table 4, Collective Prioritization (establishment of a retail incubator and Indoor/Outdoor Farmers Market Building -year around use) and Table 5 of the Near Term Projects and Program (0 to 5 years).

- E. The proposed project is included in the approved DDA 5 Year Capital Improvement Plan and DDA Budget.

Recommended conditions of approval: Staff is recommending the following conditions of approval:

1. All Landscaping as shown in the site plan drawing be installed, inspected, and approved no later than one (1) year after the certificate to occupy the facility is issued.
2. No permanent structures be placed in the alley way, which will connect the building with the playground.

Jim O'Toole stated the construction value of the accessory building is estimated to be \$900,000+/-.

Jim O'Toole stated notice of Public Hearing was published in the Escanaba Daily Press Newspaper and meeting notices were mailed to the adjacent property owners of the project site. The meeting agenda was posted on the City's official notice bulletin board and the City of Escanaba's website. The public hearing notice and site plan was posted on the City of Escanaba's Facebook Page.

Jim O'Toole reviewed the standards and questions (finding of facts):

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

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

Jim O'Toole stated he reviewed the amended drawing with City staff this afternoon. Discussion included the location of the current alley. There is a major water line that runs down the alley. The thought is to use the space for the project but with non-permanent structures only, this includes removing the grill from this location. Also a rolled curb would be installed on both sides, the parking lot side and the street side, so that in the event of an emergency or a delivery truck, access would be possible. Removable decorative pilings with chains will be installed in this area to prevent access on a routine basis. Stubbing out a waterline was an option, which would be done in the design work.

Jim O'Toole asked Director of the DDA, Ed Legault, to make a presentation.

Ed Legault stated it's been a little longer than a year since the last discussions on a new Market Place occurred. At that time there was a delay out of his control with the grant process. Since then the only negative comment he heard was if the location could be moved from 9th Street, 1st Avenue

North to someplace on Ludington Street. While waiting to straighten out the income status, the opportunity for this project to move on to Ludington Street became available.

Barry Polzin Architect of Architects made a presentation stating this is a perfect site for this project. This location offers good visibility and will fill in the blank space. He stated the location is a great spot for this project offering great parking. The adjoining lot offers expansion. The Farmer's Market is considered a social event. This design and site give the opportunity for other events to take place. The location will be good for families with the secure area located in the back for children. There is a patio area to the South that will be on site all the time. The design and structure is similar to before and is designed to capture the historic sense of Escanaba. The space inside the structure is open. There will be plenty of light shining down in the building. The roof over the entire building will offer good protection from the rain. Storm water/rain water will be controlled on site. The property will provide plenty of green areas. All lighting is down lighting, which will light the inside space but will not escape the building into the sky or the streets. The lighting will be great for any evening activities. Overall, this is a great opportunity for a great space to develop downtown Escanaba.

Ed Legault stated the building is used on Wednesday's and Saturday's for the Farmer's Market but the building will also be available for formal events, such as class reunions, family reunions, or other activities. He believes an additional sixty (60) events can take place outside the Farmer's Market. Citizens could utilize the building/space for a fee.

Mr. O'Toole stated a second (2nd) parcel along the building of Jim's Music (commonly known as the Ness properties) will be green space. Also on the 15th Street side, which is currently angled parking, the boulevard will be restored to include green space using grass pavers. An enhanced cross-walk on Ludington Street would be installed for when the Junior High School is dismissed each day. This will help with the safety of the children on this corner.

Commissioner Buckbee opened any questions to the Board.

Commissioner Roy Webber questioned the diagram in regards to the clock tower, if only three (3) sides of the clock will be visible. Barry Polzin stated the height of the building was increased a bit to aid in visibility. And after close review of all angles of the images presented, the plan presents good visibility of the clock tower, which is an icon for downtown Escanaba.

Commissioner James Hellerman questioned if a purchase agreement with the current owners for the property was in place. Ed Legault replied yes, they do have a purchase agreement.

Commissioner Stephen Buckbee asked about a possibility of blocking the walls somehow during the winter months on some sort of temporary basis. Ed Legault replied the building will not be in service the full twelve (12) months, but an estimated nine (9) months. He stated that part of the design is to have some pull downs that can be utilized to close off spaces when the cooler seasons approach. Mr. Buckbee also questioned if outside heating vents are an option to add to the seasonal length. Barry Polzin replied yes, a radiant heater, would be a good source of heating. They have also looked into options to block off wind and to possibly enclose the building such as awning fabric. He continued to state this building would be good for outdoor weddings as proposed, which seems to be an increasing demand. Commissioner Buckbee stated he would like to use the building throughout the entire year if possible. He suggested a skating rink or other activities to provide more use of the structure, which would make the building more useful to the City.

Commissioner Brian Black asked if the structure could be modified down the road if needed. Mr. Polzin replied it could be with glass windows as a possibility. It would be costly but it certainly can

be done. Commissioner Tom Warstler questioned if insulated garage doors had been looked into as an option to keep the wind out. He feels this is an inexpensive, good option to promote more use.

City Manager Jim O'Toole stated that if the site plan is approved, if funding is provided, Mr. Polzin's next step would be to do construction drawings.

Commissioner James Hellerman questioned if additional parking had been researched and he questioned the residents from the South closest to the project. Ed Legault stated there is ample amount of parking and he has not looked into additional parking for this project since there is plenty as is.

Mr. Hellerman questioned the maintenance on the property. City Manager Jim O'Toole stated the DDA would be responsible for maintenance costs. Also the maintenance on the structure itself will be handled by the DDA. Within the DDA budget there is a maintenance structures budget and money would be set in this fund for the maintenance fees.

Commissioner Stephen Buckbee asked for any public comment.

Kevin Anger, 1500 1st Avenue South, said he feels like someday he may be forced out of his property that he has owned for twenty (20) years. Ed Legault stated purchasing this property will not be necessary. Mr. Anger also questioned how this project will affect his taxes. Jim O'Toole stated this project should have no impact on his taxes. Stephen Buckbee also stated he is hearing at this point and time that Mr. Anger will not be forced to sell his property and that his taxes should not be raised in any way.

Commissioner James Hellerman asked for additional comments from Mr. Anger. Mr. Anger questioned snow removal. Jim O'Toole stated that the way the alley is designed will allow good removal and snow will be stored to the West. Kevin Anger stated the East side is where he is concerned. He owns three (3) vehicles and parking in the winter is limited. City Engineer Bill Farrell stated the plowing for snow remains the same on the street; snow will be pushed to the curb just like everywhere else in the City. He stated if there is no use in the parking lot to the West, then the City will only plow the alley. Jim O'Toole stated with the restoration of the Boulevard there will be more snow storage area for the City. Snow will be piled on what will be green space.

Jim Dombrowski of Jim's Music, 1513 Ludington Street, questioned if the change in the alley will impact his delivery trucks. Jim O'Toole stated there should be no affect; trucks will be able to pull right up to Jim's Music. He also commented that the space along the wall of Jim's Music will be green space, that there will likely be grass pavers in this area. This will allow people to drive on and off into the market place for loading/unloading.

Marilyn Anger, 1500 1st Avenue South, questioned if the parking lot could be used for additional parking space when the Junior High School has activities going on. Jim O'Toole stated it will be 100% public parking.

No additional comments were made.

Commissioner Buckbee asked for recommendations for approval of the site plan for the Downtown Market Place on Ludington Street, 15th Street, and 1st Avenue South.

A motion was made by Commissioner Hellerman, seconded by Commissioner Warstler, to approve the site plan as presented for Ludington Street, South 15th Street, and 1st Avenue South, with the exception of any permanent structure being located in the alley way. Ayes were unanimous.

NEW BUSINESS

1. Approval of the 2016 Planning Commission Regular Meeting Calendar

A motion was made by Commissioner Warstler, seconded by Commissioner Buckbee, to approve the 2016 Planning Commission calendar as submitted. Ayes were unanimous.

Project Updates:

- A. Zoning Board of Appeals Hearings/Decisions – None.
- B. Superior Trade Zone – Jim O’Toole stated the Superior Trade Zone met on September 24th and the next Superior Trade Zone meeting is scheduled for October 27th at the Maple Ridge Hall at 9:00 a.m. to discuss rules or procedures, marketing, and website design.
- C. MSHDA/SHPO Certified Local Government Program – Jim O’Toole stated we continue to keep active with this.
- D. Delta County Planning Commission Update –Jim O’Toole stated, in Chairperson Connors absence, that wind turbine set-backs discussion took place according to the Daily Press.
- E. Redevelopment Ready Community Program – Jim O’Toole stated the first meeting was held on Tuesday, October 6th and continues to move forward.
- F. Year to Date Zoning/Land Use Permit(s) – City Manager O’Toole reviewed the below:

3	NEW RESIDENTIAL HOME	\$881,960
24	RESIDENTIAL REMODELS	\$341,974
3	NEW COMMERCIAL	\$7,510,000
23	COMMERCIAL REMODELS	\$3,788,920
1	CHANGE OF USE	\$0
0	HOME OCCUPATION	\$0
0	LAND USE PERMIT	\$0
8	DEMOLITION PERMIT	\$269,450
62	TOTAL	\$12,792,304

- G. Community Master Planning Process – A Charette for the City’s Master Plan for all Boards and Commissions is scheduled for November 12th at the Middle School-Courtyard Room.
- H. Public Participation Plan Progress – A lot of ideas were launched at the meeting held on Tuesday, October 6th.

GENERAL PUBLIC COMMENT

None.

COMMISSION/STAFF COMMENT AND ANNOUNCEMENTS

None.

ADJOURNMENT

A motion was made by Commissioner Buckbee, seconded by Commissioner Warstler, to adjourn the meeting. The meeting adjourned at 6:43 p.m. Ayes were unanimous.

Patrick Connor, Chairperson
Escanaba Planning Commission

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

Roy Webber, Secretary
Escanaba Planning Commission

OFFICIAL PROCEEDINGS
CITY COUNCIL
CITY OF ESCANABA, MICHIGAN
All Boards and Commission Meeting
Thursday, November 12, 2015

Pursuit to a special meeting notice posted October 30, 2015, an All City of Escanaba Board and Commission meeting was held at 6:00 p.m. in the Upper Elementary School Courtyard Room located at 1500 Ludington Street. The following City Council, City Board and Commission Members, and City Administration were present:

ESCANABA CITY COUNCIL

Marc D. Tall, Mayor
Ronald J. Beauchamp, Mayor Pro-Team
Patricia A. Baribeau, Member
Michael R. Sattem, Member

BOARD OF APPEALS

Jon Liss, Chairperson
Mark Hannemann, Member

BOARD OF EQUALIZATION AND REVIEW

Dennis Pearson, Chairperson
Judith Schroeder, Vice-Chairperson

BOARD OF LIBRARY TRUSTEES

Elizabeth Keller, Chairperson

**BROWNFIELD REDEVELOPMENT
AUTHORITY**

Patrick Connor, Member
Matthew D Sviland, Member

DOWNTOWN DEVELOPMENT AUTHORITY

Suzanne Parker, Chairperson
Dan Bender, Vice-Chairperson
Andrew J. Crispigna, Trustee
Glendon Brown, Member

ESCANABA BUILDING AUTHORITY

Melissa Becotte, City Controller
James V. O'Toole, City Manager

HISTORIC DISTRICT COMMISSION

Judith Fouts, Vice-Chairperson
Elizabeth Keller, Commissioner

HOUSING COMMISSION

Dee Richmond, Commissioner

LIQUOR LICENSE REVIEW BOARD

Dee Richmond, Commissioner
Judith Schroeder, Member

PLANNING COMMISSION

Patrick Connor, Chairperson
Thomas P Warstler, Vice-Chairperson
Brian Black, Commissioner
Stephen B Buckbee, Commissioner
Paul P Caswell, Commissioner

RECREATION ADVISORY BOARD

Randy Kleiman, Member
Joe Kaplan, Member

ADMINISTRATION

James V. O'Toole, City Manager
James V. O'Toole, City Manager
Robert S. Richards, CMC, City Clerk
Ed Legault, DDA Director
Blaine DeGrave, Code Enforcement
Kimberly Peterson, Recreation Director
Daina Norden, City Assessor
Buffy Smith, Executive Assistant
Bob Valentine, Treasurer
Ken Vanderlinden, Public Safety Dir.
Bill Farrell, City Engineer
Jeff Lampi, Water/Wastewater Director
Carolyn Stacey, Library Director
Bill Farrell, City Engineer
Jeff Lampi, Water/Wastewater Director
Carolyn Stacey, Library Director

City Council Minutes
November 12, 2015 – cont.

Also Present: City residents Maggie Tall, Marilyn Kinsey-Brown, Glen Vandewater, and members of the media.

City Manager James V. O'Toole, and Community Planner Anne Milne of Central Upper Peninsula Planning and Development Regional Commission (CUPPAD) and her staff welcomed everyone to the Training session.

Charrette – Council, Board and Commission Visioning Session – Community Master Plan Update.

The Community Master Plan is an important development tool because it affects the things citizens and businesses do every day. The Master Plan guides City decisions about important issues: where certain types of businesses should be allowed, how much parking should be provided, what improvements should be made to parks and recreation centers, where the City should improve streets, bike lanes & intersections, and what economic strategy the City should take among many other things.

As part of the Community Master Planning process, Those in attendance, Council Members, Boards and Commissions Members, and the public present, participated in a Charrette. A Charrette, a planning session tool, where collaboration was made on a vision for development of the community. Discussions were held on the Vision for the Future, an Asset Mapping exercise, and Group Strategy Brainstorming.

The evening concluded with group presentations and discussion. No Council or City Board and Commission actions taken at this meeting. The Charrette provided a forum for ideas and allowed everyone who participated to be a mutual author of the plan.

The meeting adjourned at 8:07 p.m.

Respectfully submitted,

Robert S. Richards, CMC

Introduction

In 2002, the Michigan Legislature amended the Municipal Planning Act, PA 285 of 1931, to revise the legal processes necessary to adopt a new or amended Master Plan. Sometimes referred to as "The Coordinated Planning Act," the amendment greatly expanded the notification process and the degree of involvement of the governing body. Municipalities wishing to begin work on a new master plan, or amend an existing plan, must now follow this process.

Preplanning

Notice to Plan

Municipalities beginning the planning process to adopt a new or amend an existing master plan must first send a notice by first class mail to the planning commissions of every township, village or city located within or contiguous to the city or village and to the county planning commission. If an adjoining community has no planning commission, the notice goes to the legislative body. If there is no county planning commission, then notice must go to the regional planning commission for its comments. The same notice must also be sent to any railroad company or public utility that *registers* for such a notice with the city or village. Other governmental entities that can register to become a part of the planning process include airports, downtown development authorities (DDA), tax increment finance authorities (TIFA), school boards, road commissions and other local governmental units.

The *notice of intent to plan* should state that the municipality is beginning a planning process and request cooperation and comments from adjacent communities. This would also present an opportunity for the municipality to request the planning and zoning documents from those communities to assist in its planning process.

Although there is no specified time limit for the notice, presumably it should be sent before any substantive work is begun.

The Planning Process

No particular requirements are noted for the actual planning process. The law only states that certain elements be included in the master plan if they are relevant to the municipality.

These include:

- A land use plan and program.
- General location, character and extent of transportation systems and infrastructure, public utility systems, and other similar facilities.
- Recommendations for blighted areas and changes to streets, open space, buildings, utilities, etc.
- Recommendations for implementing any of the plan's proposals.

The Planning Commission is still given the authority to write the plan, but the adoption process has changed to involve the municipality's governing board. Accordingly, planning commissions should seriously consider actively involving the board in the planning process.

Plan Review

Distribution of the Plan

Once the plan has been drafted, it must be submitted to the governing body for its review and comment. If the council is generally satisfied with the plan, or at least comfortable with sending it out to the public, it may then approve the plan for distribution. This initial approval is intended to provide an opportunity for both the planning commission and the governing body to state its support for the proposed plan.

If the council does not approve the plan for distribution, it should note its objections to the planning commission. Should the commission disagree with the board's position on the plan, the two bodies must work to resolve those differences. Otherwise, the planning process is stopped in its tracks and the proposed plan can proceed no further.

If there are no disagreements, or those disagreements are worked out, the council can approve the plan for distribution. This permits the plan to be sent to the same list that received the notice of intent to plan. The proposed plan must include a statement from the secretary of the planning commission noting that all the requirements of the Municipal Planning Act have been met.

External Review and Comment

The entire review process takes a total of 95 days. With the exception of the county, those receiving the plan have up to 65 days to submit their comments to the city or village. Reviewing communities and agencies are also required to send their comments to the county as well as the municipality.

The county has between the 75th and 95th day after submission to submit its comments to the municipality. This permits the county to include the reviews from other communities and agencies in its comments. The purpose of the county review is to determine whether the proposed plan is consistent with the county's plan and the plan of any other adjacent community.

All reviews and comments, including those of the county, are advisory and need not be considered or included by the village or city. However, the municipality may benefit considerably from these reviews and therefore should take advantage of having "other sets of eyes" review the plan.

Public Hearing and Adoption

Public Hearing

Only after the review comment period has expired can the municipality conduct its required public hearing. Notice of the hearing must be published in a newspaper of general circulation in the municipality and in the official gazette, if any, of the municipality not less than 15 days before the hearing. The planning commission shall also submit notice to each entity receiving the notice of intent to plan. The notice can run during the 95 day review period so that the hearing could be held on the 96th day.

Adoption

After the public hearing on the proposed plan, one of two actions may follow. The options depend on whether or not the council has passed a resolution asserting its right to be the adopting authority for the plan.

If such a resolution has not been adopted, the planning commission may adopt the plan with a majority vote. For example, if the planning commission has seven members, at least four votes are needed to adopt the plan. Should only four commissioners be present to vote on the plan, all four must vote to adopt.

After adoption, the secretary of the planning commission submits the proposed plan to the governing board for the municipality and the adoption process is complete.

If, however, the governing board for the municipality has passed the resolution to become the adopting authority for the plan, the planning commission, rather than adopting the plan, will vote to "recommend"

adoption to the council. The council may then vote to adopt the plan by a majority vote (no specific vote requirement is noted in the Act, but each community needs to check its charter for what constitutes a majority).

If, however, the council does not approve of the substance of the plan, it is required to send to the planning commission a "statement of objections." The planning commission must consider these objections and either revise the plan to address them or otherwise work out the problems with the council.

For example, if the objections are significant, a joint meeting would be useful to help resolve the issues. If the issues are never resolved, and the council refuses to adopt the plan, the plan is effectively dead. Unlike the zoning ordinance adoption procedure, the council has no independent authority to make any change to the plan.

If the council's recommended changes are significant, the planning commission may wish to consider holding an additional public hearing to publicize the changes. This would not be required, but would certainly be of value to those property owners who may be affected by the changes and did not have an opportunity to comment on them.

After Adoption

Once adopted, the plan goes into effect immediately. Copies must be sent to the same list of communities and agencies that received the draft plan.

The Act includes a requirement that at least every five years the municipality reviews its current plan and determines whether any amendments are needed, or if the process for a new plan should be started. This review may be documented through the minutes of the meeting. It is suggested that the village or city council be invited to participate in this review.

After the review, if the municipality determines that no changes are necessary, the planning commission should document that decision in its minutes. No notices or other procedures are necessary if no changes are to be made.

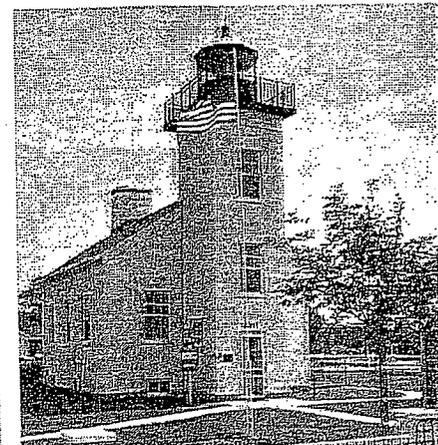
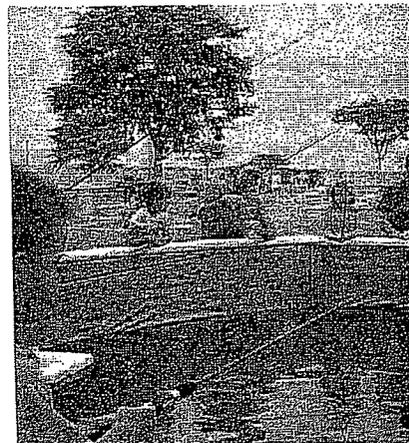
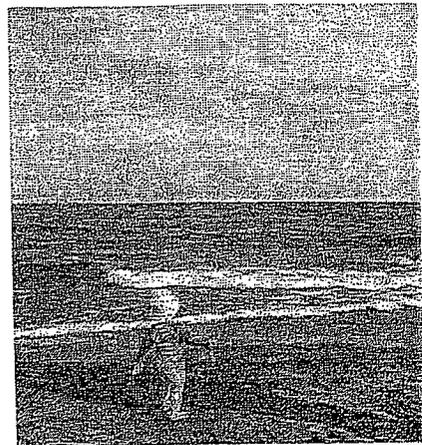
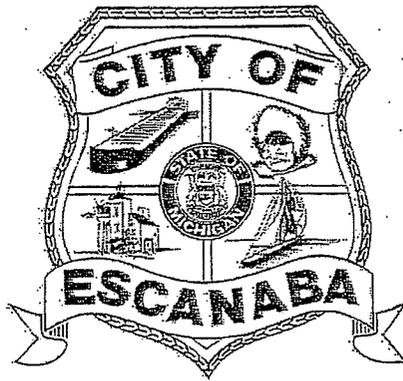
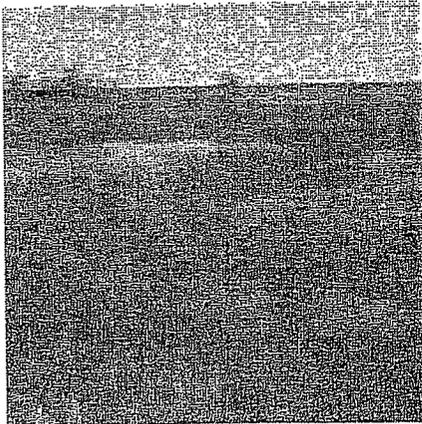
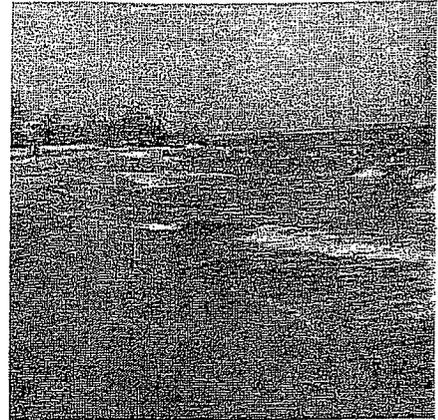
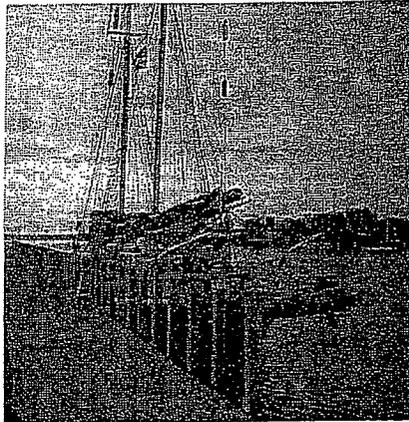
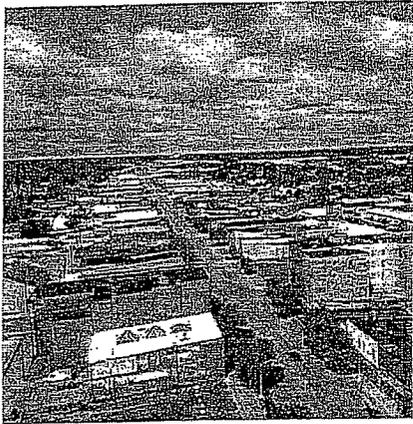
The following checklist may be used to chart the progress of the planning process to ensure that all of the procedures are followed.

Based on material provided by Steve Langworthy, LSL Planning, Inc.

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City of Escanaba - 2016 Master P

*Spem Anne -
For "All
Boards"
Meeting Agenda
back up.*



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Acknowledgements

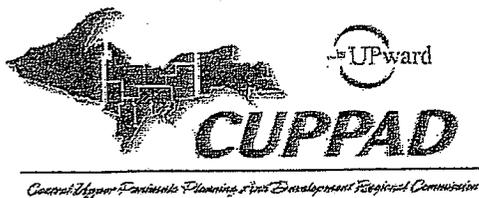
This plan could not have been developed without the collaboration and cooperation between community leaders, businesses, and residents. The people listed below dedicated their expertise and many hours of their time in order to complete this project.

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
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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

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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.

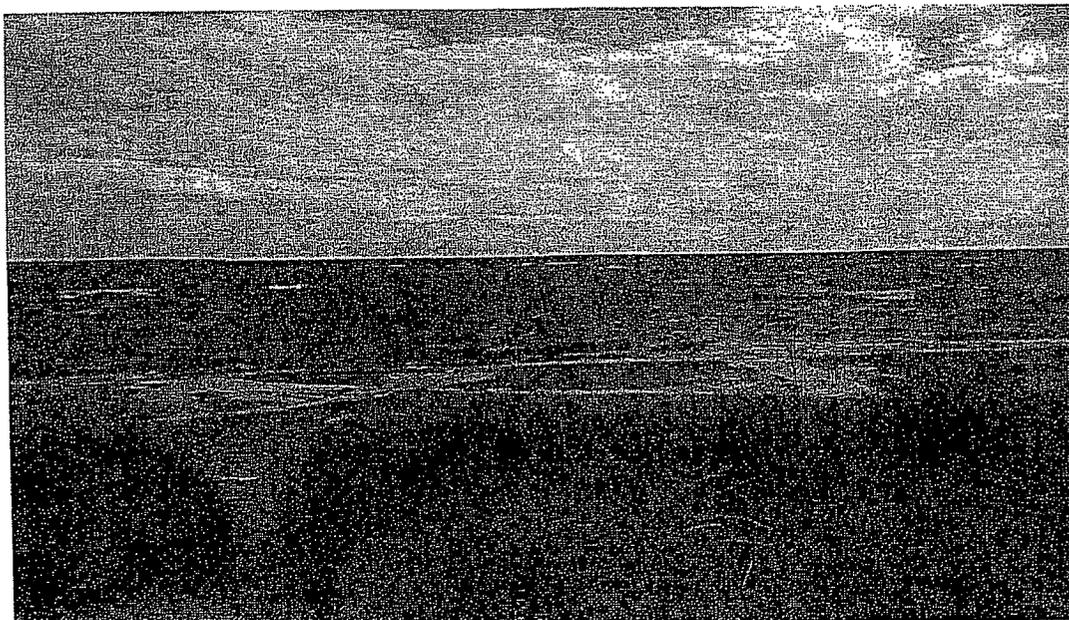


Figure 1-1: Escanaba beach on Aronson Island

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 the 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 platt 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.

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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

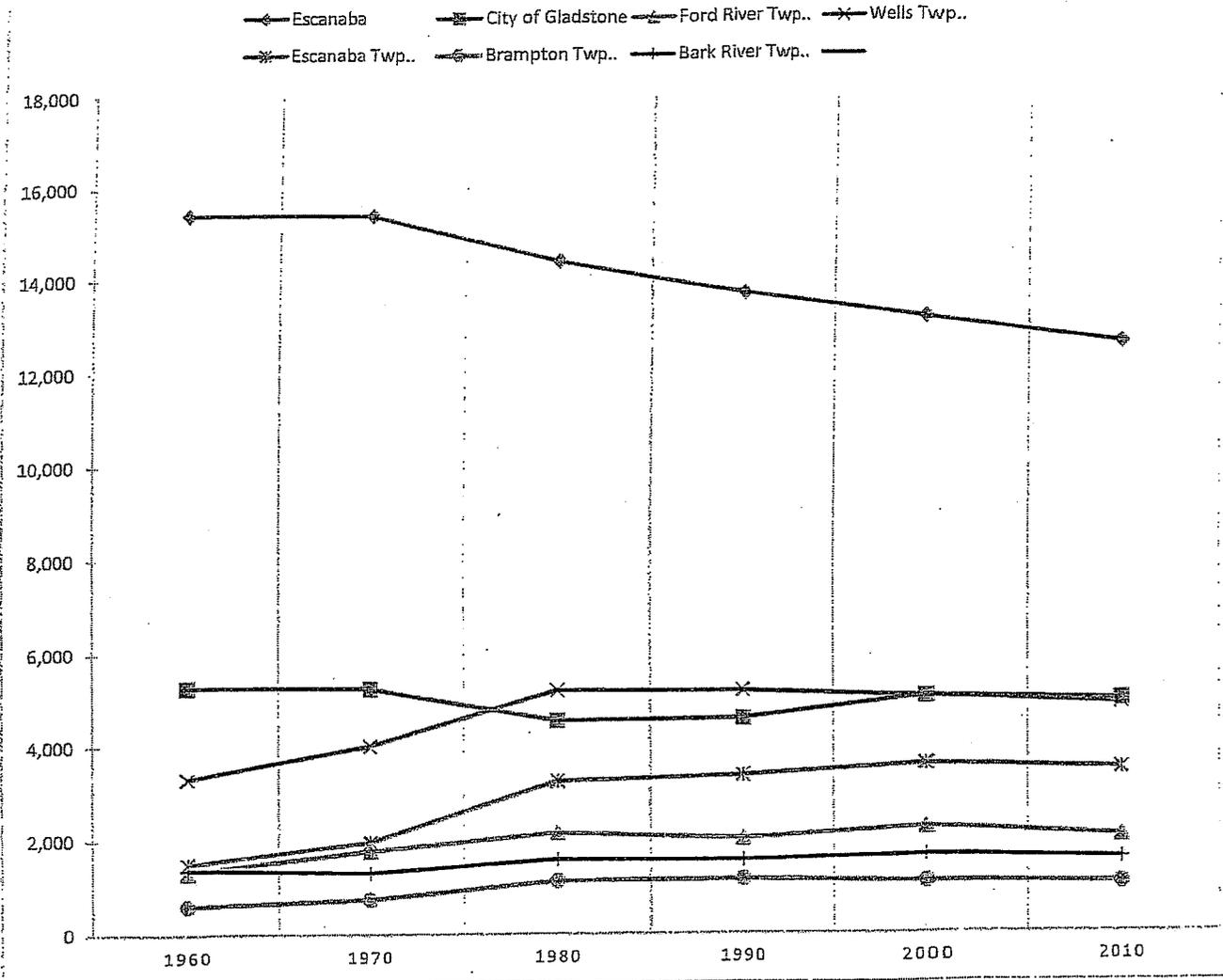
Escanaba is experiencing a demographic change that is common in urban areas in the rural counties of Michigan and throughout the United States. The population of the City has slowly decreased over the last few decades. Although the total population of the State has increased, the populations of many 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

POPULATION CHANGE 1960-2010



**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

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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.

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.

	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.

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**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
Bank 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 predicting.

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

Age Group	1990		2000			2010		
	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	2,282	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	2,858	22.7	-13.3
45-54	1,231	9	1,648	12.5	33.9	1,765	14	7.1
55-59	685	4.7	582	4.2	-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	1,012	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

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 2000 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	19
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 equivalency. 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%).

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**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

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.

**Table 3-8:
Household Characteristics, 2000 & 2010**

Household Characteristics	2000		2010	
	Number	%	Number	%
Total Households	5,800	100	5,622	100
Family Households	3,297	56.8	3,090	55
w/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	2.49		2.44	
Average family size	2.88		2.82	

U.S. Census Bureau, Census 2000 Summary File 1

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

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 its 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**

Year	County Civilian Labor Force			Unemployment Rate (%)				
	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	19,074	1,527	20,601	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

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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:
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	19.4	871	17.8	-22.4

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

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 4-1 describes state-wide projections for employment.

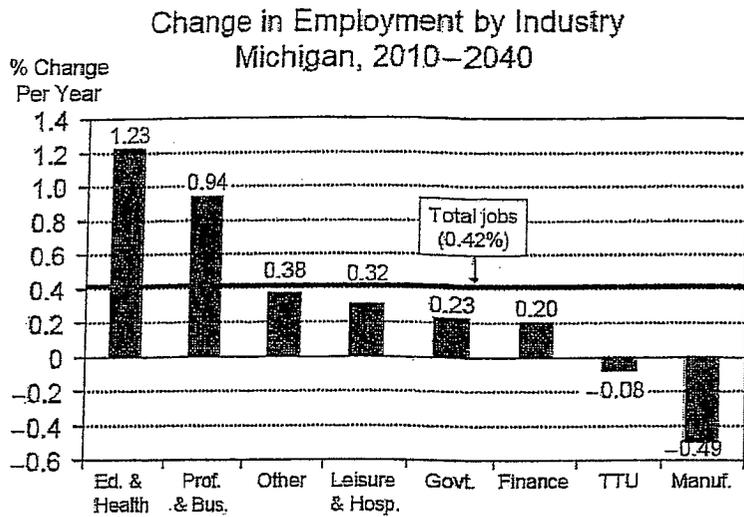


Figure 4-1: Projected employment trends. University of Michigan, 2012.

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.

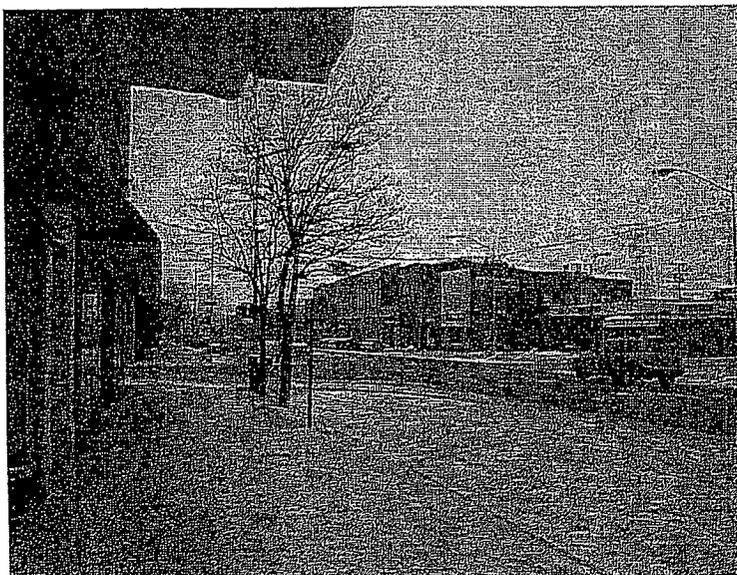


Figure 4-2: Businesses in downtown Escanaba

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Employer	# of Employees
Hannahville Indian Community & Enterprises	1087
Verso	1000
OSF Hospital	603
Escanaba Schools	434
EMP	400
Walmart	400
Bay College	275
Elmer's	150
Bishop Nea	150
Gladstone Schools	148
Menards	135
Christian Park	116
Delta County	115
City of Escanaba	113
Niagra Logistics	110
A.M. Express	105
Delta Schoolcraft SD	101
Escanaba & Lake Superior Railroad	94
Amex	85
Northern MI Bank	84
Canadian National	82
Pathways	82
Shooko	80
Marquette Medical	80
VanAire	78
Besse Forest Products	60
US Forest Service	50
Source: Delta County EDA	

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	

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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.

	2000 actual	2000 adj. for inflation	2010 actual	2010 adj. for inflation	2013	% Change 2000-2013
Per Capita Income:						
Escanaba	17,589	23,795	19,199	20,511	19,556	-18
Delta County	18,667	25,253	22,064	23,572	22,474	-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	38,511	48,040	41,951	44,318	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	51,742	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

	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	334	5.5	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	2,206	38.4	59.9	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 4-7 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.

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. However, since the nearby Empire Mine in Marquette is scheduled to close in the near future, the decrease in well-paid jobs in the area may have a ripple effect on the demand for housing, retail, and social services.

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.

**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

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.

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	6,053	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: U.S. 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

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Units	City of Escanaba		Delta County		Michigan	
	Number	Percent	Number	Percent	Number	Percent
Total	36,178	100	20,212	100	27,532,233	100
Occupied	35,622	98.4	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	1.6	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

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.

Units in Structure	Escanaba		Delta County		Michigan	
	Percent Owner Occupied	Percent Renter	Percent Owner Occupied	Percent Renter	Percent Owner Occupied	Percent Renter
Detached	89.9	25.6	91.7	37.5	68	33.2
1, Attached	0.2	5.7	0.5	3.9	4.3	6.2
2 Apartments	1.9	20.0	0.7	4.1	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 trailer	7.8	1.3	6.9	7.0	5.5	3.0
Total	100%	100%	100%	100%	100%	100%

Source: 2013 ACS Survey, 5 Year Estimates

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**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	17.1	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	46.3	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

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

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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.

	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	36,416	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	11,763	31.8	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 5-7 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.

Type	2000		2010	
	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 and older	1,918	33.1	1,742	31.0
Total Households	5,800	100	5,622	100

Source: 2000 & 2010 US Census

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

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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 householders 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.

Value	Escanaba		Delta County		Michigan	
	Number	Percent	Number	Percent	Number	Percent
Less than \$100	32	1.6	39	1.2	1,938	0.5
\$100 to \$149	21	1.0	41	1.2	4,883	0.5
\$150 to \$199	35	1.7	75	2.3	10,415	1.0
\$200 to \$249	198	9.8	272	8.3	23,561	2.2
\$250 to \$299	117	5.8	159	4.8	16,667	1.6
\$300 to \$349	131	6.5	238	7.2	16,941	1.6
\$350 to \$399	246	12.1	416	12.5	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	3.5
\$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	6.7	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	13	0.6	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		625	

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

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**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	2.7	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	1.5	2.5
\$50,000 to \$74,999	20.7	13.1	6.7	0.9
\$75,000 or more	22.0	18.6	3.7	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 higher than that of Marquette 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.

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**Table 5-11:
Persons by Poverty Status**

	Escanaba		Delta County		Michigan	
	Number	%	Number	%	Number	%
50 Percent of Poverty Level	948	7.8	1,774	7.49	7,745,782	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	21.3
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	3,215,155	28.0

Source: ACS 2013, 5-Year Estimates

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

Area	Median Income		Per Capita	Income Below Poverty Level	
	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.

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 inches 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 Ordovician 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 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.

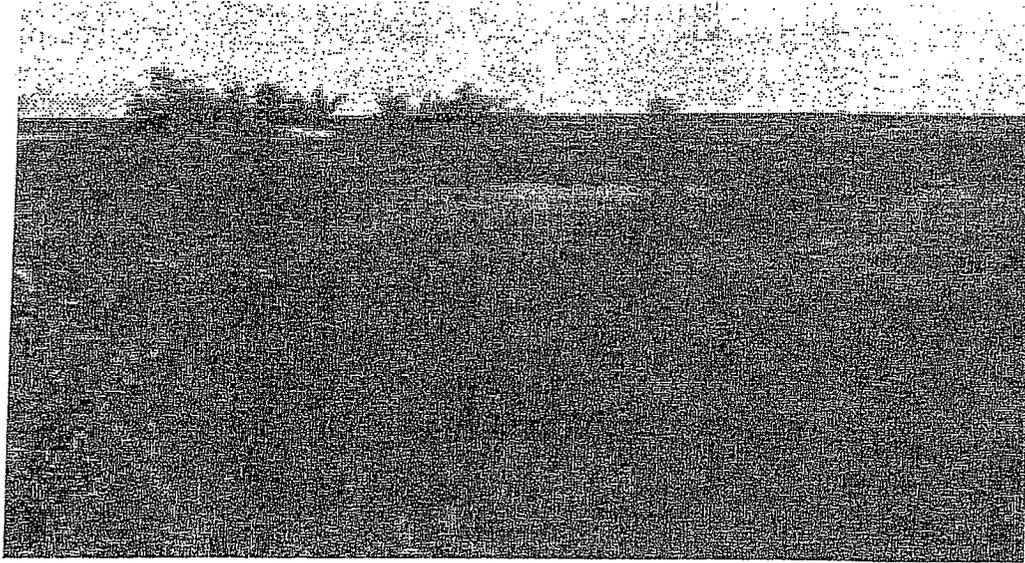


Image 6-1: Portage Point Marsh

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 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 an 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 resource 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 4,861 acres, or % 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 stored to allow for new development.

Chapter 7: Land Use and Environment

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.



Image 7-1: Escanaba's industrial waterfront

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

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

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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 in Appendix A. A breakdown of the land uses in the City is in Table 7-1.

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 X. 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 Marquette 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 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 stored 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 x acres of land. The diagram below describes the City of Escanaba's organizational chart.

