

Escanaba Public Library
400 Ludington Street
Escanaba MI 49829

CITY OF ESCANABA

NON-MOTORIZED MASTER PLAN

by the

**Escanaba Recreation Advisory Board
and the
Escanaba Recreation/Parks Department**

October 14, 2003



RECREATION DEPARTMENT

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December 2, 2003

Mr. Douglas Terry, City Manager
City of Escanaba
410 Ludington Street
P.O. Box 948
Escanaba, MI 49829

Dear Mr. Terry,

The Escanaba Recreation Advisory Board hereby submits the City of Escanaba NON-MOTORIZED MASTER PLAN, dated October 14, 2003, for review and consideration for adoption by the members of the Escanaba City Council.

Upon adoption, the plan will be utilized to implement projects and initiatives for pedestrian, bicycle and other non-motorized travel within the City of Escanaba. Furthermore, the plan will be filed with the Michigan Department of Transportation as documentation for future Transportation Enhancement Funding.

The 2003 Non-Motorized Master Plan will be subject to further review and update as deemed necessary by the Recreation Advisory Board.

Yours truly,

A handwritten signature in black ink, appearing to read "Tony Schomin", is written over a circular stamp or seal. The signature is fluid and cursive.

Tony Schomin
Recreation Director/Board Secretary

INTRODUCTION

In the fall of 2002, the Escanaba Recreation Department in conjunction with the Escanaba Recreation Advisory Board, determined the necessity to update and revise the City of Escanaba's *Non-Motorized Master Plan*. The City's first attempt at a long-range planning involving non-motorized issues was developed by the Recreation Board and approved by City Council in February of 1998. The 1998 plan strictly focused upon bicycle facilities, related structures and issues.

The 1998 Bikeway Master Plan was successful for two important reasons:

- Separated pathway systems were constructed in Ludington Park, 8th Avenue South Area and 1st Avenue North under the auspices of the plan; and
- Most importantly, the 1998 Bikeway Master Plan began to cause a change in planning and design thinking on how our city's transportation network of roads and streets are used.

The City of Escanaba's *2003 Non-Motorized Master Plan* is our community's next important step to make all stake holders within the community aware that different modes of transportation need successful places to operate and to function safely. *The 2003 Non-Motorized Master Plan* incorporates suggestions, recommendation and safety concerns from the public, citizens, board members and City staff.

The *2003 Non-Motorized Master Plan* encompasses relevant recreational and utilitarian non-motorized issues and includes *bike/pedestrian street crossings; school street crossings; separated pathways; bicycle lanes; bicycle routes; and other pertinent non-motorized issues facing the City of Escanaba.*

This plan is intended to compliment other City of Escanaba non-motorized safety and design initiatives by other City boards, commissions and concerned citizens. The 2003 Non-Motorized Master Plan's purpose is to broadly focus upon pedestrian, bicycle and other non-motor travel within the City for both recreational and utilitarian purposes.

PLAN DEVELOPMENT

The City of Escanaba's *Non-Motorized Master Plan* has five specific purposes:

- ① To comprehensively identify and organize the development of non-motorized facilities providing safe access throughout the City for pedestrian and bicyclists;
- ② To identify those areas within the City where serious and complex safety issues exist for bicyclists and pedestrians;
- ③ To develop a capital plan reflecting strategies for sharing the City's transportation system space for both motorized and non-motorized travel;
- ④ To implement initiatives and projects, utilizing the *Non-Motorized Master Plan* as a blueprint, addressing concerns within four (4) non-motorized categories; and
- ⑤ To provide safe and adequate bike and pedestrian facilities to encourage non-motorized travel within the City for Utilitarian and recreational use.

The seven member Recreation Advisory Board has included within this plan the identification of major non-motorized recreational, Utilitarian and safety issues and further provides areas of deficiency, justification for an action program, goals and policies and a capital improvement program addressing those deficiencies. The Recreation Advisory Board, along with parallel non-motorized planning activity by other City boards and commissions, have developed this plan which reflects community priorities and provides a working guide for implementing a program for safe non-motorized travel between neighborhoods, destination points and major non-motorized traffic generation points within the City.

The *2003 Non-Motorized Master Plan* is intended to build upon the City's existing transportation system of roads, streets, sidewalks and separated pathways. This existing system and past accomplishments provides a foundation for community action that will improve the quality and quantity of non-motorized transportation opportunities and provide our citizens with safe pedestrian and bicycle access to all areas within the community.

COMMUNITY DATA

REGIONAL LOCATION/CONTEXT

The City of Escanaba is situated in the southern part of the Upper Peninsula and occupies 12.37 square miles of land in Delta County. The City is the county seat and largest community in Delta County and second largest in the Upper Peninsula. The City is bounded by Little Bay de Noc on the east, Wells Township on the north and west and Ford River Township to the south.

In the context of this plan, the City is surrounded by large residential subdivisions located within the townships whose residents seek access to the City for employment, retail trade, commerce, medical facilities, schools and park/recreation facilities.

POPULATION

The City of Escanaba's population, according to the 2000 U.S. Census, is 13,140 persons. The population of Delta County is 38,520. Approximately 25,000 persons living in a five mile radius, including the City, reside within the Escanaba area.

HOUSING/LAND USE

The City of Escanaba contains 6,063 housing units that includes dwellings in older neighborhoods, newer subdivisions, multi-family buildings and mobile home parks. The predominant land use in the community is residential neighborhoods with a vast majority located east of U.S. 2 & 41, and M35. The highway system within the City has clearly developed a pattern which separates the residential areas of the City from the businesses, commercial, industrial and education centers.

The major consequence of the City's development pattern is a reliance of motorized travel to access employment, shopping, medical services and/or educational facilities. The automobile orientation with the City's development has little regard for non-motorized transportation, i.e.: pedestrian and bicycle travel. Patterns of land division and motorized transportation corridors have clearly impacted and impeded safe non-motorized travel to major destination points within the City.

EXISTING TRANSPORTATION SYSTEM

The City of Escanaba contains 81.5 miles of paved roads and streets with an estimated 65% of all City streets and roads having sidewalks/separated pathways. No shared roadways/streets have been designated for bike lanes or bike routes within the City. Safe, pleasant walkways, crossings and pedestrian/bicycle connections are missing from commercial developments, educational facilities and other major destinations. Many of these developments/major destinations are close enough to residential areas to enjoy non-motorized access to these corridors.

Clearly, the U.S. 2 & 41 and M35 corridor, also known as North and South Lincoln Road, has experienced unplanned "strip development" over the past several decades. This unregulated growth has made pedestrian and bicycle travel to and/or through the highway corridor confusing, congested, most importantly, unsafe and inaccessible for non-motorized purposes.

Establishment of a balanced relationship between the existing transportation system within the City and non-motorized uses, i.e.: pedestrians, bicyclists and other non-motorized users, is essential for the safety and well-being and quality of life for our citizens.

EXISTING NON-MOTORIZED TRAFFIC/FACILITIES

As previously cited, no officially designated shared roadways exist within the City (bike routes/lanes). Over the past ten year period, the City has been actively planning and developing a series of separated pathways for both pedestrians and bicyclists. Separated pathway construction has occurred at:

- Ludington park Pathway System @ 3.50 miles;
- Old State road Pathway System @ 2.13 miles;
- U.P. State Fairgrounds/Danforth Road @ 1.2 miles;
- First Avenue North Pathway @ 0.5 miles; and
- South Lincoln Road Pathway @ 1.5 miles.

The **Ludington Park Pathway System** traverses throughout the 120 acre park and serves its purpose well. However, no designated bike routes, lanes or pathways safely lead bicyclists to the park.

The **Old State Road Pathway System** serves the southwest quadrant of the City well and provides safe pedestrian and bicyclist travel to all parts of the neighborhood. However, crossing South Lincoln Road at the 5th Avenue South or 8th Avenue South (M35) terminus is hazardous.

The **U.P. State Fairgrounds/Danforth Road Pathway** has two major problems: ① the pathway cannot be safely accessed from the east as North Lincoln Road must be crossed at 12th Avenue North; and ② the Danforth Road portion of the system, a Bicycle Route, is too narrow, too much heavy truck traffic and has remained virtually unused since its construction in 1994.

The **First Avenue North Pathway** from North 9th Street to North 4th Street is an isolated facility coming from nowhere and, currently, leading nowhere. The First Avenue North Pathway can become a functioning non-motorized facility if and/or when the 3rd Avenue North Pathway System is constructed of which the First Avenue North portion becomes a functioning part.

The **South Lincoln Road Pathway** paralleling M35, extends from 8th Avenue South to Lake Shore Drive. The pathway has several major flaws: ① the pathway is on the west side of the highway, thus forcing pedestrians and bicyclists to cross South Lincoln Road; and ② most residents in the area reside on the east side of the highway, again causing minimal use of the facility.

CURRENTLY PLANNED NON-MOTORIZED INITIATIVES

Two major separated pathway projects are either in the early planning stages or final stages prior to construction:

- The 3rd Avenue North Pathway, from 3rd Avenue North at Stephenson Avenue to the 1st Avenue North Pathway to Ludington Park, has been funded by MDOT and scheduled for construction in 2004; and
- *The Willow Creek Road Pathway*, from 8th Avenue South to Ludington Street (U.S. 2 & 41), will link with the 8th Avenue South Pathway. No date has been scheduled for construction, however, easements and necessary ROW has been set aside for this facility.

Another major initiative has been ongoing by the City's Traffic Safety Advisory Committee. This committee, along with concerned citizens, have planned, designed and initiated pedestrian safety enhancements at and around school facilities. Implemented, or to be implemented, school safety enhancements include signage and visible crosswalks.

In summary, the City has made positive steps forward but has overlooked pedestrian and bicyclist facilities. Safe crossings for non-motorized travel is equally a priority and concern.

NON-MOTORIZED DEFICIENCIES, NEEDS AND JUSTIFICATION OF PROPOSED ACTIONS

The opening segments of this plan described the planning process involved with this document. This segment offers identification of Non-Motorized deficiencies, needs and most importantly, provides recommended solutions to those needs and justification of proposed actions. The Non-Motorized needs of pedestrians, bicyclists and other non-motorized transport identified within this plan are representative of what our community desires, attempts to be imaginative in projecting what might be and is realistic in recognizing what is possible.

Note, each deficiency identified within this segment of the plan includes a solution or action identified with a PROJECT CODE number that corresponds with the *Capital Improvement Plan* which is the final segment of this document.

CRITICAL NON-MOTORIZED BIKE/PEDESTRIAN STREET/HIGHWAY CROSSINGS

As identified earlier in this document, U.S. 2 & 41 and M35 otherwise known as North and South Lincoln Road, effectively limits non-motorized access from the residential areas of the City to the east from the retail, commercial and educational facilities to the west. The North and South Lincoln Road corridor is approximately 3.5 miles in length and is one of the most trafficked highways in the Upper Peninsula. Non-Motorized crossing at nine (9) intersections within the North/South Lincoln Road corridor is, at most times, impossible and extremely dangerous. Other critical major street/walkway crossings are also identified within this segment of the plan.

SOUTH LINCOLN
@ 5TH AVENUE
SOUTH

This pedestrian/bike crossing at 5th Avenue South/South Lincoln Road effectively serves as a major non-motorized crossing at M35 for a full 1/4 of the City's population residing west of South Lincoln Road/M35. Equally critical is the Escanaba High School, with a student population of 1,100, is located near this site with the 5th Avenue South crossing as the major non-motorized access to the High School for residents who reside east of M35. Major housing districts, i.e.: apartment complexes, mobile home parks and single resident dwellings, are west of the highway along with the City's major medical facility, Doctor's Park. A separate pathway, constructed in 2000, ends at the 5th Avenue South/South Lincoln Road intersection, west side.

Existing traffic control measures at the 5th Avenue South/South Lincoln Road include a traffic light, School Speed Zone signs/flashers, pedestrian lights and a crosswalk. These measures are not enough. **PROJECT CODE 1** proposes several safety enhancement measures including improved signage, enhanced crosswalk striping and/or an overhead pedestrian bridge. In September of 2003, a 15 year old student was killed near this site attempting to cross South Lincoln Road on his bicycle. The need for enhanced safety measures for non-motorized users is critical and is a top priority at this site given the volume of pedestrian and bicycle users at this location.

SOUTH LINCOLN
ROAD @ 3RD
AVENUE SOUTH

The South Lincoln Road/3rd Avenue South intersection serves as the second primary pedestrian/bike crossing for the Escanaba High School on South Lincoln Road/M35. This bike/pedestrian crossing is also a primary South Lincoln Road/M35 non-motorized crossing for the residents in the neighborhood west of South Lincoln Road bounded by U.S. 2 & 41 (north) and the residential area west of the High School. **PROJECT CODE 2** proposes safety enhancement measures including improved signage and enhanced crosswalk striping to better identify the pedestrian/bike crossing for motorists traveling on South Lincoln Road/M35. Given the volume of pedestrian/non-motorized use of this crossing, a traffic light with pedestrian crossing signal may be warranted.

ESCANABA HIGH SCHOOL/
SOUTH LINCOLN ROAD
CROSSINGS - DISCUSSION

Enhanced safety crossing measures on *South Lincoln Road at the 5th Avenue South and 3rd Avenue South intersections*, as proposed by **PROJECT CODE 1 AND 2**, can improve bicycle and pedestrian safety at these critical crossings. However, the two block area in front of the High School, or 950' of South Lincoln Road frontage, is frequently j-walked by students and further complicated by a service road off of South Lincoln Road into the main entrance of the High School. Enhanced safety measures at 5th Avenue South and 3rd Avenue South are moot if the certain physical reconfiguration are not implemented to ① funnel students to the 3rd and 5th Avenue South pedestrian/bike crossings and ② reroute the High School service entrance from South Lincoln Road to 3rd Avenue South.

NORTH LINCOLN ROAD @ 12TH AVENUE NORTH

The *North Lincoln Road/12th Avenue North*, also known as U.S. 2 & 41, major access/egress pedestrian/bike crossing serving at least five (5) functions: ① serves as a non-motorized crossing for the residential area west of North Lincoln Road containing eight residential blocks and a mobile home park containing 150 housing units; ② serves as the main pedestrian/bike access to the U.P. State Fairgrounds; ③ serves as the access point to the Fairgrounds/Danforth Road Pathway; ④ serves as the highway crossing for students attending the Webster Elementary School; and ⑤ is projected to serve as the major North Lincoln Road non-motorized crossing for Bay de Noc Community College and the YMCA of Delta County.

Existing non-motorized safety enhancements at the site is school signage/flashing lights and crossing guards during the school lunch hours.

PROJECT CODE 3 proposes a traffic signal and pedestrian crossing signal be installed at the North Lincoln Road/12th Avenue South intersection, improved signage and enhanced crosswalk striping. A traffic signal is more than justified at this location given the volume of un-broken motorized traffic and non-motorized usage by residents, U.P. State Fair, an elementary school, access to the separated pathway and the only logical, acceptable crossing to access Bay College and the YMCA. **PROJECT CODE 3** proposes, as an alternate, a pedestrian/non-motorized overhead bridge across the highway.

SOUTH LINCOLN ROAD @ 8TH AVENUE SOUTH

The South Lincoln Road/8th Avenue South at M35 is also major access/egress pedestrians/bike crossing and serves the 8th Avenue South Pathway System, a large residential area west of South Lincoln Road and the Lemmer Elementary School. **PROJECT CODE 4** proposes additional signage and enhanced crosswalk striping to clearly designate the non-motorized crossing area. A traffic/pedestrian signal may also be warranted at this intersection.

DANFORTH ROAD NEAR U.S. 2, 41 & M35

A designed *Danforth Road Crossing* is important to permit non-motorized traffic access to Bay College and the YMCA of Delta County. **PROJECT CODE 5** proposes the installation of signage and enhanced crosswalk striping.

NORTH LINCOLN ROAD/5TH AVENUE NORTH

The ongoing commercial development west of North Lincoln Road at the 5th Avenue North area has drawn pedestrians and bicyclists to cross the *North Lincoln Road/5th Avenue North intersection*. A traffic light is present at the intersection with pedestrian signals. **PROJECT CODE 6** proposed pedestrian/non-motorized signage, installation of enhanced crosswalk striping and sidewalks/separated pathway on the west side of the highway.

NORTH LINCOLN ROAD/3RD AVENUE NORTH

The *North Lincoln Road/3rd Avenue North intersection* is by far one of the most heavily trafficked intersections within the City. The North Lincoln Road/3rd Avenue North crossing is critical to non-motorized users in order to access the Lincoln Road retail district, i.e.: Delta Plaza Mall, Lincoln Square Mall, Mini-Mall, Super One Grocery

Store, Staples, McDonalds, Northern Buffet, etc. A traffic light and pedestrian crossing light are present at the intersection. **PROJECT CODE 7** proposes safety signage, enhanced crosswalk striping and sidewalks/separated pathway on the west side of the highway.

SOUTH LINCOLN
ROAD/18TH
AVENUE SOUTH

This intersection serves a crossing at South Lincoln Road to access/egress the South Lincoln Road pathway on the west side of the highway at 18th Avenue South. The intersection/crossing serves those residents west of South Lincoln Road wishing to walk/bike to the Escanaba Athletic Field and the City's complex of four baseball/softball fields on 18th Avenue South. **PROJECT CODE 8** proposes crosswalk signage and enhanced crosswalk striping at this highway crossing.

SOUTH LINCOLN
ROAD/LAKE
SHORE DRIVE.

The crossing at South Lincoln Road (M35) at Lake Shore Drive is a frequent and popular crossing to gain access/egress from the South Lincoln Road separated pathway. **PROJECT CODE 9** proposes crosswalk signage and enhanced crosswalk striping at this highway crossing.

STEPHENSON/
WASHINGTON/
SHERIDAN ROAD
"Y"
INTERSECTION

This intersection at the *Stephenson Avenue, Washington Avenue and Sheridan Road* intersection, otherwise known as the "Y", is a major City street arterial and is an effective bottleneck for non-motorized travel. **PROJECT CODE 10** proposes pedestrians/bike route signage, reconfiguration of non-motorized crossings and enhanced pedestrian crosswalk striping.

U.S. 2 &
41/WILLOW
CREEK
ROAD/NORTH
30TH STREET
INTERSECTION

In the fall of 2003, the *Willow Creek Road* will be extended to the U.S. 2 & 41/North 30th Street intersection. The Willow Creek Road, as extended, contains provisions for a future separated pathway to extend from the 8th Avenue South existing pathway to U.S. 2 & 41. Safe pedestrian/bike crossings provisions must be made to insure safe access to St. Francis Hospital and North 30th Street area which is rapidly developing as a commercial/retail corridor. **PROJECT CODE 11** proposed pedestrian/non-motorized crossing lights, signage and enhanced pedestrian crosswalk striping.

STEPHENSON
AVENUE @ 3RD
AVENUE NORTH

This intersection at Stephenson Avenue and 3rd Avenue is the second of two bottlenecks for non-motorized transport either entering or exiting the northside of the City. Virtually all residents north of 3rd Avenue North must pass through the Stephenson Avenue/3rd Avenue North intersection if walking or biking out or into the three square mile residential area. Currently, traffic and pedestrian signals are present at the intersection. **PROJECT CODE 12** proposes enhanced pedestrian crosswalk striping and signage.

OTHER SCHOOL STREET PEDESTRIAN/BIKE CROSSINGS

Several schools within the City of Escanaba are located next to or in close proximity to major city streets and arterioles. These crossings for student pedestrians and bicyclists are of prime concern as certain safety initiatives must take place to insure the safety of those children choosing to walk or bike to school. The schools and age/grade levels requiring enhanced street crossing initiatives are: the Escanaba Junior High School, Holy Name Central Grade School, Lemmer Elementary School and Franklin Elementary School.

LUDINGTON
STREET @
15TH/16TH STREET
& STEPHENSON
AVENUE and
STEPHENSON
AVENUE @ 1ST
AVENUE NORTH

The Escanaba Junior High School is located on the north side of *Ludington Street* between North 15th Street and North 16th Street. The 600 student 7th and 8th Grade facility is virtually in the center of the downtown district with Ludington Street frontage seven lane wide. Student pedestrians and bicyclists, who prefer non-motorized travel or have no choice, primarily access the Junior High campus from ① Ludington Street crossing at 15th Street; ② Ludington Street crossing at 16th Street; ③ Ludington Street

crossing at Stephenson Avenue; or ④ Stephenson Avenue crossing at 1st Avenue North.

PROJECT CODE 13 proposes, ① School signage on Ludington street to warn motorists of the crossing; ② enhanced pedestrian crosswalk striping at the Ludington Street intersection of 15th and 16th Street; ③ pedestrian safety islands at the Ludington Street intersections of 15th and 16th Streets; ④ enhanced pedestrian crosswalk striping at the Ludington Street/Stephenson Avenue crossing; and ⑤ enhanced pedestrian crosswalk striping at the Stephenson Avenue/2nd Avenue North crossing.

1ST AVENUE
SOUTH @ SOUTH
6TH & 7TH
STREETS; 2ND
AVENUE SOUTH
@ 10TH STREET

The Franklin Elementary School is located on the south side of 1st Avenue South between South 6th & 7th Streets. Student walkers and bicyclists regularly cross 1st Avenue South, an arterial to Ludington Street and the surrounding residential neighborhood. **PROJECT CODE 14** proposes enhanced pedestrian crosswalk striping at the intersection of both South 6th & 7th Streets on 1st Avenue South AND AT 2ND Avenue South @ South 10th Street.

SOUTH 19TH
STREET @ 3RD
AVENUE SOUTH
and SOUTH 14TH
STREET @ 3RD
AVENUE SOUTH

Holy Name Central Grade School is located on South 22nd Street between 3rd Avenue South and 5th Avenue South. Student walkers and bicyclists who attend the private school and live in the City, regularly cross South 19th Street and South 14th Street, two heavy volume city streets. **PROJECT CODE 15** proposes enhanced crosswalks at each 3rd Avenue South intersection on 14th & 19th Streets.

SOUTH 14TH
STREET @ 5TH
AVENUE SOUTH
and SOUTH 14TH
STREET @ 7TH
AVENUE SOUTH

South 14th Street is a major city arterial heavily trafficked through the critical residential area of the City. Non-motorized activity, primarily from schools, have walkers and bikers moving into and out of the large residential areas east of South 14th Street accessing the major schools. **PROJECT CODE 16** proposes enhanced pedestrian crosswalks at each South 14th Street intersection at 5th Avenue South and 7th Avenue South.

SEPARATED PATHWAYS

Separated pathways, or bike paths, is a bikeway physically separated from motor vehicle traffic by an open space or barrier and either within the road/street/highway right-of-way or within an independent right-of-way. Bike paths are non-motorized facilities or exclusive rights-of-way with minimal cross flow by vehicles. Escanaba's separated pathways are typically shared by bikers with pedestrians, skateboarders, in-line skaters and other non-motorized users. Separated pathways are the safest of all bikeways, and should be considered as the first and foremost option.

However, space for pathways is not always available, construction may be too expensive or the location not practical.

NEAR
NORTHSIDE
PATHWAY
SYSTEM FROM
3RD AVENUE
NORTH/
STEPHENSON TO
LUDINGTON PARK

Non-motorized travel by foot or bike out of or into the residential neighborhood north of 3rd Avenue North is hazardous, and at times, impossible. In 2001, the City of Escanaba submitted a project proposal/application to MDOT for the construction of a separated pathway extending from Stephenson Avenue @ 3rd Avenue North to Ludington Park and interconnect with the park's pathway complex. The \$250,000 was approved by MDOT for TEA Program funding. **PROJECT CODE 17** proposes implementation of the project as proposed for the 2004-05 fiscal year.

WILLOW CREEK
ROAD @ 8TH
AVENUE SOUTH
TO US 2 & 41;
ACCESS TO
HOSPITAL

By the fall of 2003, the Willow Creek Road will be extended from 8th Avenue South to U.S. 2 & 41/Ludington Street. This project included setting aside adequate ROW space for a separated pathway paralleling the 4,200' roadway. **PROJECT CODE 18** proposed the installation and completion of the Willow Creek Pathway as an extension

BAY COLLEGE/
YMCA ACCESS

of the existing 8th Avenue South Pathway System. **PROJECT CODE 18** further proposes a 900' separated pathway from the intersection of the Willow Creek Road/U.S. 2 & 41 west to the entrance of St. Francis Hospital and related medical facilities.

Non-Motorized travel either to or from Bay de Noc Community College and the YMCA of Delta County is identified within this document as an extreme hazard. Pedestrian or bike traffic to the college or the YMCA is minimal because of three (3) major impediments:

- the inability to safely cross North Lincoln Road at any juncture as the college and the YMCA lay on the west side of the highway. **PROJECT CODE 3** addresses this issue;
- the Canadian National Railroad viaduct and surrounding approach berms are a physical effective barrier for north/south non-motorized travel; and
- no sort of pedestrian/bike facilities are present at the Danforth Road crossing for safe access to the college campus. **PROJECT CODE 5** addresses this issue.

The Bay College & YMCA access by pedestrians and bicyclists has been a serious, complex and, at times, insurmountable problem. Various alternatives have been suggested and debated with no tangible results. The installation of a "Skate Park" at the YMCA on Bay's campus makes concluding an access solution all the more important as now children are attempting to reach the college campus via North Lincoln Road.

PROJECT CODE 19 proposes the following to provide safe and direct access to Bay de Noc Community College and the YMCA by non-motorized means:

- Implement **PROJECT CODE 3**, which provides a traffic signal at North Lincoln Road/12th Avenue North along with other recommended safety/crossing facilities, as the primary non-motorized crossing of North Lincoln Road. This crossing permits the safe pedestrian and bike travel from the residential area to the east to the college and YMCA facilities to the west across the highway;
- Once across North Lincoln Road at 12th Avenue North, utilize existing separated pathway at 12th Avenue North/Lincoln Road to North 23rd Street and existing separated pathway on North 23rd Street between 12th Avenue North to 14th Avenue North;
- Construct new, separated pathway on North 23rd Street from 14th Avenue North to the Canadian National Railroad viaduct at Lincoln Road. ROW will be needed from 16th Avenue North to the Canadian National Railroad viaduct;
- Once the Canadian National Railroad viaduct/approach has been reached, two alternates are available to safely pass the railroad facilities: ① tunnel through the Canadian National Railroad approach berm, or; ② expand the existing Canadian National Railroad viaduct in width at Lincoln Road to provide safe passage for non-motorized users;
- North of the viaduct, utilize existing ROW paralleling North Lincoln Road from the viaduct north to the Danforth Road with separated pathway; and
- Identify a pedestrian/bike crossing at the Danforth Road into the Bay

College/YMCA campus west of the Danforth Road/North Lincoln Road intersection to provide motorized and non-motorized traffic sufficient lines of sight for safe crossing.

PROJECT CODE 19, as proposed, access to Bay College and the YMCA, is complex and expensive. However, at this juncture, no other alternatives are acceptable as the proposal provides the most direct route to the campus facilities. Any other proposal coming from another direction to gain access to the campus in a round about fashion will not be utilized by the public.

DANFORTH ROAD
PATHWAY

In 1994, a combination separated pathway and bike route system was constructed from 12th Avenue North/North Lincoln Road to the City limits on the Danforth Road. The 2 mile facility functions well between 12th Avenue North and 16th Avenue North, the separated pathway portion. Near the 16th Avenue North/North 30th Street intersection, the pathway splits into a bike route with 4' wide shoulder lanes. The bike route extends from 16th Avenue @ North 30th Street to the Danforth Road and terminates at the City limits.

The bike route from the North 16th Street/North 30th Street intersection to the City limits is unusable, confusing and hazardous. This section, which connects to the Wells Township bike route, must be reconfigured and modified to insure a safe, user friendly facility.

PROJECT CODE 20 proposes extending the 16th Avenue North separated pathway to 19th Avenue North/Landfill Road to avoid the Danforth Road/North 30th Street intersection and abandoning the shoulder lanes. At 19th Avenue North/Danforth Road intersection west to the City limits, widen the road shoulders and create designated bicycle lanes with a safe distance from the paralleling motorized traffic. A bicycle lane is the only alternative for creating safe, non-motorized travel from/to the Danforth area into the City. A separated pathway would be prohibitively expensive as wetlands exist on both sides of Danforth Road.

NORTH 30TH
STREET

The area along North 30th Street from U.S. 2 & 41 to the Danforth Road currently remains mostly undeveloped. The City's growth corridor for retail, business and industry will occur in the future along this corridor. **PROJECT CODE 21** proposes a separated pathway along the entire North 30th Street corridor and to require adjoining property owners to install the separated facilities at the time of development. **PROJECT CODE 21** would successfully link with the Willow Creek Road Pathway (**PROJECT CODE 18**) and the Danforth Road Pathway (**PROJECT CODE 20**).

6TH AVENUE
NORTH FROM
NORTH 30TH
STREET TO
LINCOLN ROAD

6th Avenue North between North Lincoln Road and North 30th Street is scheduled for new construction in 2003. In an effort to take advantage of new development, **PROJECT CODE 22** proposes the designation of sufficient ROW paralleling the 2,500' corridor for separated pathway. The project further proposes to acquire additional ROW between 6th Avenue North and 5th Avenue North to extend the pathway to the 5th Avenue North/North Lincoln Road intersection.

SHERIDAN ROAD
FROM 17TH
AVENUE NORTH
TO CITY LIMITS

A large volume of pedestrians and bicycle traffic is evident on Sheridan Road between 17th Avenue North to the City Limits/County Road 426. City and Township residents frequently use this corridor to access the City and the township residential area to the north. Motorized traffic speeds are high with no non-motorized facility present. **PROJECT CODE 23** proposes the construction of separated pathway paralleling Sheridan Road at 17th Avenue North to County Road 426. Sufficient City ROW exists with construction recommended on the east side of Sheridan Road to avoid wetlands encroachment.

WILLOW CREEK
ROAD FROM 8TH
AVENUE SOUTH
TO WOODLAND
TRAILER COURT

Willow Creek Road from 8th Avenue South to the Woodland Trailer Court will require major reconstruction within the timeframe of this plan. **PROJECT CODE 24** proposes planning, design and adequate ROW be designated for a separated pathway system to serve residents of the mobile home park, modular home development area, single family residents and the Chippewa Tribe residential complex. **PROJECT CODE 24** would link with the 8th Avenue South Pathway and the Willow Creek Road Pathway from 8th Avenue south to U.S. 2 & 41.

STEPHENSON
AVENUE FROM
3RD AVENUE
NORTH TO
WASHINGTON/
SHERIDAN ROAD

Stephenson Avenue from 3rd Avenue North to the Washington/Sheridan Road intersection is slated for reconstruction within the next five year period. The Stephenson Avenue corridor is a major non-motorized route between the residential areas at the near north side to the area north of the "Y". It is the only non-motorized access route for residents near and north of this corridor to reach other areas in the City to the south.

Planning and design of the Stephenson Avenue reconstruction has not begun. However, Stephenson Avenue is extraordinarily wide as it, at one time, contained street car trackage.

PROJECT CODE 25 proposes the reconfiguration of Stephenson Avenue to contain a separated pathway within its ROW. If planning and design does not permit separated pathway, designated bike lanes are strongly recommended as an alternate incorporation to the design.

LUDINGTON
PARK/ARONSON
ISLAND SOUTH

The City has constructed a successful and well-utilized separated, multi-use pathway system in Ludington Park. Virtually all areas of the 120 acre recreation facility can be safely reached by non-motorized means. One area of deficiency exists on the south end of Aronson Island. **PROJECT CODE 26** proposes a 1,000' separated pathway from 4th Street/Bathhouse Road south onto the island's south peninsula. The purpose is to provide waterfront access in this unique area of Ludington Park.

BICYCLE LANES

Bicycle lanes are considered within this plan as desirable and delineate available road space for preferential use by bicyclists and motorists and to provide for more predicable movements by each. Bike lane markings can increase a bicyclist's confidence in not straying out of his/her path of travel. The minimum bike lane width is 4'. It is acceptable to also incorporate bike lanes with parking parallel to the bike lanes.

Escanaba is blessed with numerous and exceptionally wide streets with an opportunity to incorporate designated bicycle lanes into the transportation system.

LUDINGTON
STREET FROM
STEPHENSON
AVENUE TO
LUDINGTON PARK

Ludington Street from Stephenson Avenue to South 2nd Street/Ludington Park is slated for major reconstruction and reconfiguration to meet the community's and business community's needs. Ludington Street is currently seven (7) lanes wide containing four (4) traffic lanes, one (1) turn lane and two (2) parking lanes. Ludington Street contains no provision for bicycle travel nor is bicycle travel safe due to the street's current configuration. Currently, the bicyclist cannot safely, or legally access the City's central business corridor.

PROJECT CODE 27 proposes the planning, design and construction of bicycle lanes on Ludington Street between Stephenson Avenue and Ludington Park. The proposal also recommends the project be implemented at the time reconstruction occurs.

STEPHENSON
AVENUE FROM
3RD AVENUE
NORTH TO
WASHINGTON/
SHERIDAN ROAD

PROJECT CODE 25 proposed a separated pathway on Stephenson Avenue upon reconstruction. The justification and need was contained within that segment. **PROJECT CODE 28** recommends, at a minimum, bicycle lanes if a separated pathway is not physically possible.

SOUTH 10TH
STREET FROM
LUDINGTON
STREET TO LAKE
SHORE DRIVE

South 10th Street is an extraordinarily wide major city traffic artery which serves a substantial portion of the City's residential area. Given the street's width for a nine (9) block area, its central location, interconnect to other bike lanes and bike routes and a main artery to destination points, **PROJECT CODE 29** proposes the designation of bike lanes on South 10th Street for its entire length.

DANFORTH ROAD
FROM 19TH
AVENUE NORTH
TO CITY LIMITS

The Danforth Road Project, as described under **PROJECT CODE 20**, proposes the widening of the shoulders between 19th Avenue North to the City's limits. **PROJECT CODE 20** further proposes changing the designation of the non-motorized facility from a bike route to bike lanes upon completion of construction.

BICYCLE ROUTES

This plan recommends that certain City streets be designated as bicycle routes as a means of continuity between bicycle lanes, separated pathways and major destinations. The bike routes recommended within this plan is the most direct route as bicycle traffic cannot be diverted to a less direct alternate route unless favorable factors outweigh the inconvenience to the bicyclist. Bike routes, designed as such, are recommended to be signed with route markers and additional information such as changes in direction.

FIRST AVENUE
SOUTH FROM
SOUTH 19TH
STREET TO LAKE
SHORE DRIVE

The extraordinary width of this major city street, its central location parallel to Ludington Street and its terminus at Lake Shore Drive/Ludington Park calls for its designation as a bike route. **PROJECT CODE 30** proposes the designation of 1st Avenue South from South 19th Street as a bike route. This route provides for access to the Ludington Street Bike Lane facility with the central business district and a link with the Lake Shore Drive bike route and the Ludington Park Pathway System.

LAKE SHORE
DRIVE
FROM LUDINGTON
STREET TO SOUTH
LINCOLN ROAD

This two mile City roadway parallels Ludington Park and residential development along its entire corridor. Lake Shore Drive is heavily trafficked by bicyclists or other non-motorized users coming from the neighborhoods from the west. **PROJECT CODE 31** proposes the designation of Lake Shore Drive as a bike route linking with the Ludington Park Pathway, and other interconnecting bike routes at 1st Avenue South, 5th Avenue South, South 14th Street, 18th Avenue South, the South Lincoln Road Pathway and the South 10th Street bike lane.

5TH AVENUE
SOUTH FROM
LAKE SHORE
DRIVE TO SOUTH
LINCOLN ROAD

The seventeen (17) block segment of 5th Avenue South runs through the heart of the City's residential district. **PROJECT CODE 32** proposes the designation of 5th Avenue South from Lake Shore Drive to South Lincoln Road as a bicycle route. This route interconnects with the separated pathway system at South Lincoln Road, the 5th Avenue South Pathway west of South Lincoln Road, the South 10th Street bike lane, the South 14th Street bike route, the Lake Shore Drive bike route and the Ludington Park Pathway System. The route on 5th Avenue South provides access and egress for bicyclists to major destinations, i.e.: the Escanaba High School, Ludington Park and major destinations west of South Lincoln Road.

14TH STREET FROM
3RD AVENUE
NORTH TO LAKE
SHORE DRIVE

The twenty (20) block segment of 14th Street, both north and south of Ludington Street, can provide residents with an artery to safely move from one area of the City to another. **PROJECT CODE 33** proposes the designation of 14th Street from 3rd Avenue North to Lake Shore Drive as a bike route. This route can interconnect with the Near North Side Pathway, Ludington Street Bike Lanes, the 1st Avenue south bike route, the 5th Avenue South bike route, the 10th Avenue South bike route and the

Lake Shore Drive bike route.

8TH AVENUE
SOUTH/10TH
AVENUE SOUTH

PROJECT CODE 34 proposes the designation of a bicycle route from 8th Avenue South at South Lincoln Road to South 19th Street; South 19th Street at 8th Avenue South to 10th Avenue South; and 10th Avenue South at South 19th Street to South 14th Street. This bike route designation provides linkage with the 8th Avenue South Pathway on the west side of South Lincoln Road and interconnects with the south 14th Street bike route.

18TH AVENUE
SOUTH

18th Avenue South between Lake Shore Drive and South Lincoln Road provides a major destination route to the Escanaba Athletic Field, a City complex of four (4) baseball/softball fields along with a relatively dense residential area. **PROJECT CODE 35** proposes the designation of 18th Avenue South as a bicycle route. This route interconnects with the Lake Shore Drive bike route and the South Lincoln Road Pathway.

SHERIDAN/
STEPHENSON/
WASHINGTON "Y"
TO 12TH AVENUE
NORTH

PROJECT CODE 25 proposes the reconfiguration of Stephenson Avenue, upon reconstruction, to include a preferred separated pathway with bike lanes as an alternative proposal. At the Stephenson/Washington/Sheridan Road intersection, **PROJECT CODE 36** proposes:

- a separated pathway from the "Y" intersection north through Rose Park to the 9th Avenue North/Stephenson Avenue intersection;
- designate Stephenson Avenue from 9th Avenue North to 12th Avenue North as a bicycle route; and
- designate 12th Avenue North from Stephenson Avenue to North Lincoln Road as a bike route.

PROJECT CODE 36 is a critical interconnection point for bike traffic and routing in this area of the city:

- provides safe and designated passage from the "Y" to the residential areas to the north; and
- most importantly, provides the interconnect to the 12th Avenue North/North Lincoln Road crossing providing non-motorized access to the U.P. State Fairgrounds, Bay College, the YMCA, the 12th Avenue North Pathway and linkage to the Danforth Road Pathway.

The successful completion of **PROJECTS 3, 19, 20 AND 21** are critical for the development of safe, non-motorized access from the east portion of the City to the northwest accessing the fairgrounds, the college/YMCA and the Danforth Road routes. **PROJECT CODE 36** provides this linkage from the residential core of the City.

SHERIDAN ROAD

PROJECT CODE 37 proposes the designation of a bicycle route on Sheridan Road from the Washington/Stephenson Avenue intersection to 17th Avenue North. This project provides linkage with the Stephenson Avenue bike lane, the Sheridan Road Pathway (**PROJECT CODE 23**) leading to the Wells Township bike route on County Road 426.

PLAN IMPLEMENTATION

This portion of the City of Escanaba's Non-Motorized Master Plan describes and focuses upon the intended course and action program. This section includes goals, policies and a capital plan of improvement.

GOALS AND POLICIES

GOAL I: Develop strategies for the sharing of the City's transportation space for both motorized and non-motorized travel.

POLICY III-A: Incorporate the needs of all non-motorized activities, including bicyclists, pedestrians, the handicapped, in-line skaters, skateboards, etc., when developing and re-examining transportation needs.

POLICY III-B: Request public safety agencies implement a community education program focusing on the safety needs of road sharing by motorized and non-motorized users.

POLICY III-C: Develop plans for major intersections to allow safe crossing for non-motorized users.

POLICY III-D: Resolve non-motorized transportation issues at state/federal highways with the City by interagency problem resolution.

GOAL II: Gather data on existing conditions for bicycle and pedestrian travel identifying problems, deficiencies, safety concerns and bicyclist/pedestrian needs.

POLICY II-A: Identify existing and/or potential bicycle travel at/near Ludington Street, schools, business districts, parks, employment centers and other bicycle traffic generators.

POLICY II-B: Identify obstructions and impediments on existing City roadways to bicycle and pedestrian travel.

POLICY II-C: Seek opinions and views of the bicycling and non-bicycling public.

POLICY II-D: Non-physical factors affecting bicycle transportation, i.e.: education, existing laws affecting bicycling and enforcement programs, must each be examined for their effectiveness.

GOAL III: Undertake the development of a separated bikeway system composed of bicycle paths and lanes interconnected to satisfy the travel needs of bicyclists.

POLICY I-A: Utilize existing City roadways, with modifications, to serve as a base system for safe bicycle travel.

POLICY I-B: Conduct planning for bicycle facilities in conjunction with planning for other transportation modes in harmony with the City's overall transportation goals.

POLICY I-C: Design new bicycle facilities to accommodate the anticipated mix of utilitarian and recreational users.

GOAL IV: Implement a comprehensive non-motorized capital plan providing for safe interconnections between neighborhoods, destination points and major non-motorized traffic generation points.

- POLICY IV-A: Develop plans and projects permitting safe crossing of the Lincoln Road corridor by non-motorized users at ① the North Lincoln Road/12th Avenue North area; ② North Lincoln Road to Bay De Noc Community College/YMCA; ③ North Lincoln Road at the Delta Plaza Mall; ④ South Lincoln Road at the Escanaba High School; ⑤ South Lincoln Road/8th Avenue South Area; and ⑥ South Lincoln Road/Lake Shore Drive area.
- POLICY IV-B: Develop plans and implement connections of Ludington Park/Ludington Street corridor with the Near Northside extending to Far Northside via the Stephenson Avenue corridor.
- POLICY IV-C: Develop plans and implement separated bicycle lanes within the Ludington Street corridor.
- POLICY IV-D: Implement pedestrian safety measures permitting safe crossing of Ludington Street, i.e.: street islands, crosswalks, signals and traffic calming measures.
- POLICY IV-E: Construct separated pathways for non-motorized activities wherever physically possible and within economic reason.
- POLICY IV-F: Implement a system of bicycle lanes upon those streets and roads wide enough to accommodate both non-motorized and motorized traffic with special focus on Ludington Street, 1st Avenue South, South 10th Street, South 14th Street, Lake Shore Drive, 10th Avenue South, 18th Avenue South, and Stephenson Avenue.
- POLICY IV-G: Implement a system of bicycle routes within neighborhoods interconnecting with bike lanes and/or separated pathways to permit safe passage to all quadrants of the City.
- POLICY IV-H: Adopt and implement a plan mitigating pedestrian access safety issues between residential and business areas by completing safe sidewalk passage with special focus upon the 12th Avenue North/North Lincoln Road area; 5th Avenue North between Lincoln Road/Stephenson Avenue; 3rd Avenue North between Stephenson Avenue/North Lincoln Road; 1st Avenue North between Stephenson Avenue/North Lincoln Road; and 8th Avenue South between South 20th Street/South Lincoln Road.

CAPITAL IMPROVEMENT PLAN

<u>MAP KEY</u>	<u>PROJECT CODE</u>	<u>PROJECT INITIATIVE</u>
1 - Red	1	<i>South Lincoln Road/5th Avenue South</i> crossing initiative, i.e.: signing, crosswalks and/or pedestrian bridge, with circle drive re-routing and fencing
2 - Red	2	<i>South Lincoln Road/3rd Avenue</i> South crossing initiatives, i.e.: signing, crosswalks and/or bridge with circle drive re-routing, fencing and traffic signal
3 - Red	3	<i>North Lincoln Road/12th Avenue North</i> crossing initiatives, i.e.: signing, pedestrian island, traffic light, crosswalks and/or pedestrian bridge
4 - Red	4	<i>South Lincoln Road/8th Avenue South</i> crossing initiatives, i.e.: crosswalks, signage, traffic signal
5 - Red	5	<i>Danforth Road near U.S. 2 & 41 & M35</i> pedestrian/bike crossing, i.e.: signage and crosswalk
6 - Red	6	<i>North Lincoln Road/5th Avenue North</i> crossing initiatives, i.e.: crosswalks, signage
7 - Red	7	<i>North Lincoln Road/3rd Avenue North</i> pedestrian crossing initiatives, i.e.: crosswalks, signage
8 - Red	8	<i>South Lincoln Road/18th Avenue South</i> pedestrian crossing, i.e.: signage and crosswalks
9 - Red	9	<i>South Lincoln Road/Lake Shore Drive</i> pedestrian crossing, i.e.: signage and crosswalk
10 - Red	10	<i>Stephenson Avenue/Washington/Sheridan Road "Y"</i> <i>Intersection</i> i.e.: signage, crosswalks and reconfiguration of pedestrian/bike crossings
11 - Red	11	<i>U.S. 2 & 41/Willow Creek Road/North 30th Street</i> <i>Intersection</i> crossing, i.e.: signage, crossing lights and crosswalks
12 - Red	12	<i>Stephenson Avenue/3rd Avenue North</i> crossing, i.e.: signage and crosswalks
13 - Yellow	13	<i>Ludington Street @ 15th & 16th Streets; Stephenson Avenue</i> <i>@ Ludington and Stephenson Avenue @ 1st Avenue North</i> crossings, i.e.: signage, crosswalks and pedestrian safety islands
14 - Yellow	14	<i>1st Avenue South @ 6th & 7th Streets and 2nd Avenue South</i> <i>@ 10th Street</i> crossings, i.e.: signage and crosswalks

<u>MAP KEY</u>	<u>PROJECT CODE</u>	<u>PROJECT INITIATIVE</u>
16 - Yellow	16	<i>South 14th Street @ 5th Avenue and 7th Avenue South i.e.: signage and crosswalks</i>
17 - Orange	17	<i>Near Northside Pathway System from 3rd Avenue North/Stephenson Avenue to Ludington Park</i>
18 - Orange	18	<i>Willow Creek Road @ 8th Avenue South to U.S. 2 & 41/North 30th Street; Access to St. Francis Hospital</i>
19 - Orange	19	<i>Bay de Noc Community College/YMCA of Delta County Non-Motorized Access</i>
20 - Orange	20	<i>Danforth Road Path and Bike Lane Improvements</i>
21 - Orange	21	<i>North 30th Street Pathway from U.S. 2 & 41 to 16th Avenue North</i>
22 - Orange	22	<i>6th Avenue North Pathway from North 30th Street to Lincoln Road</i>
23 - Orange	23	<i>Sheridan Road Pathway from 17th Avenue North to City Limits</i>
24 - Orange	24	<i>Willow Creek Road Pathway from 8th Avenue South to Woodland Trailer Court</i>
25 - Orange	25	<i>Stephenson Avenue Pathway from 3rd Avenue North to Washington/Sheridan Intersection</i>
26 - Orange	26	<i>Ludington Park/Aronson Island South Pathway</i>
27 - Green	27	<i>Ludington Street Bicycle Lane from Stephenson to Ludington Park</i>
28 - Green	28	<i>Stephenson Avenue from 3rd Avenue North to Washington/Sheridan Intersection – Bike Lane Alternate</i>
29 - Green	29	<i>South 10th Street Bicycle Lane from Ludington Street to Lake Shore Drive</i>
30 - Blue	30	<i>First Avenue South Bicycle Route from South 19th Street to Lake Shore Drive</i>
31 - Blue	31	<i>Lake Shore Drive Bicycle Route from Ludington Street to South Lincoln Road</i>
32 - Blue	32	<i>5th Avenue South Bicycle Route from Lake Shore Drive to South Lincoln Road</i>
33 - Blue	33	<i>14th Street Bicycle Route from 3rd Avenue North to Lake Shore Drive</i>

MAP KEY

PROJECT CODE

PROJECT INITIATIVE

35 - Blue

35

18th Avenue South Bicycle Route from Lake Shore Drive to South Lincoln Road

36 - Blue

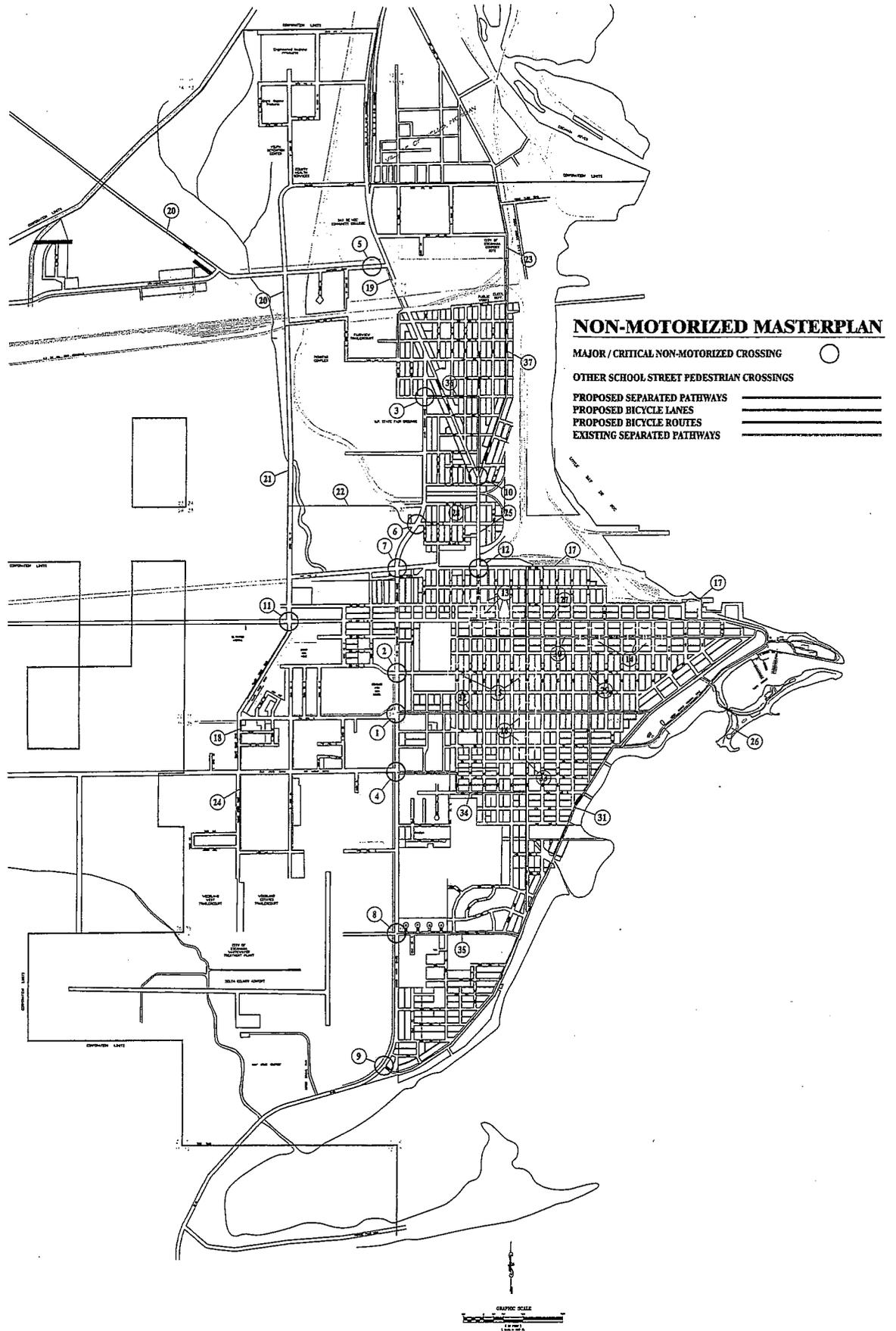
36

Sheridan/Washington/Stephenson "Y" north to 12th Avenue North Bike Route

37 - Blue

37

Sheridan Road Bike Route



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