SPECIAL JOINT CITY COUNCIL AND PLANNING COMMISSION MEETING AGENDA
September 8, 2016, at 6:00 p.m.

Marc Tall, Mayor
Ronald Beauchamp, Mayor Pro-Temp
Patricia Baribeau, Council Member
Ralph Blasier, Council Member
Michael Sattem, Council Member
James V. O'Toole, City Manager
Robert S. Richards, CMC City Clerk
Ralph B. K. Peterson, City Attorney

Kel Smyth, Vice-Chairperson
Roy Webber, Secretary
Brian Black, Commissioner
Tom Warstler, Commissioner
James Hellerman, Commissioner
Christine Williams, Commissioner
Morley Diment, Commissioner
Paul Caswell, Commissioner

Escanaba City Hall, Council Chambers, 410 Ludington Street, Escanaba, MI 49829
Thursday, September 8, 2016, at 6:00 p.m.

CALL TO ORDER
ROLL CALL
APPROVAL/CORRECTION(S) TO MINUTES – Planning Commission Meeting Minutes July 14, 2016
APPROVAL/ADJUSTMENTS TO THE AGENDA
CONFLICT OF INTEREST DECLARATION
UNFINISHED BUSINESS – None
PUBLIC HEARING(S)

1. **Public Hearing – Community Master Plan.**
Explanation: A public hearing on the proposed Community Master Plan will be conducted by the Planning Commission and the Escanaba City Council. The purpose of the hearing is to provide an opportunity for the public to comment on the proposed City's Master Plan. Additionally, as part of the public hearing process, administration is seeking planning commission approval to forward the Master Plan, together with all maps to the Escanaba City Council for review, public hearing, adoption and implementation as defined by the Michigan Planning Enabling Act, PA 33 of 2008.

NEW BUSINESS

1. **Update/Approval – House of Ludington Rehabilitation Project and First Reading of Payment In Lieu of Taxes Ordinance No. 1174 & Municipal Services Agreement – LC Consultants, LLC.**
Explanation: The City Council, Planning Commission and public will be updated on the proposed project to renovate and upgrade the property located at 223 Ludington Street and 216 1st. Avenue South. Additionally, LC Consultants, LLC, is requesting the City Council authorize a payment in lieu of taxes Ordinance No. 1174 and Municipal Services Agreement which would allow them to seek funding from the State of Michigan Tax Credit Program for the renovation of the property. Administration is further requesting Ordinance 1174 and the Municipal Services Agreement be set for a second reading, public hearing and adoption at the regularly scheduled City Council meeting scheduled for September 15, 2016.

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,

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

PLANNING COMMISSION MEETING
ESCANABA, MICHIGAN
July 14, 2016

A meeting of the Escanaba Planning Commission was held on Thursday, July 14, 2016, at 6:00 p.m. in Room C101 at City Hall, 410 Ludington Street, Escanaba, MI 49829.

PRESENT: Vice-Chairperson Kel Smyth, Commissioners Brian Black, Tom Warstler, James Hellerman, Christine Williams, Morley Diment, and Paul Caswell

ALSO PRESENT: City Manager Jim O'Toole, Executive Assistant Buffy Smith, City Council Liaison Ronald Beauchamp, Delta County Airport Manager Kelly Smith, Contractor Dan Hayes with Industrial Structures Commercial and General Contracting, Inc., and Tim LaPham of LaPham Associates

ABSENT: Secretary Roy Webber

Vice – Chairperson Kel Smyth called the meeting to order at 6:00 p.m.

ROLL CALL

Executive Assistant Buffy Smith conducted roll call.

APPROVAL/CORRECTION OF THE MAY 12, 2016 AND JUNE 23, 2016 PLANNING COMMISSION MEETING MINUTES

A motion was made by Commissioner Black, seconded by Commissioner Hellerman, to approve the May 12, 2016 and June 23, 2016 Planning Commission meeting minutes as submitted. Ayes were unanimous.

CONFLICT OF INTEREST DECLARATIONS

None.

UNFINISHED BUSINESS

1. Election of Officer – Chairperson.

Jim O'Toole stated the Planning Commission has a vacancy open for the position of Chairperson of the Escanaba Planning Commission. He suggested the Board table the vacancy until full board representation is available. Kel Smyth stated the Election of Officer for a Chairperson will be tabled until the August meeting.

PUBLIC HEARING

1. Site Plan Review – 3401 Ludington Street – OSF St. Francis Hospital.

Jim O'Toole stated a site plan review will take place before the Planning Commission on a proposed 6,600 square foot hanger/office facility with medical flight helipad on the West side of the OSF St. Francis property located at 3401 Ludington Street.

Jim O'Toole stated the type of request, which is for a 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 for an accessory use of a heliport facility.

Jim O'Toole stated the current zoning for the property, which is Light Manufacturing (F).

Jim O'Toole stated the ordinance for the property, which is Ordinance No.1028 Escanaba Zoning Ordinance.

Jim O'Toole stated the description of the proposed project. OSF Healthcare System has entered into an agreement with an outside party to construct a hospital medical flight helipad along with a 6,600 +/- hanger/office facility at property they own at 3401 Ludington Street.

Jim O'Toole stated the compliance with development standards:

1. The proposed construction (building) will be located on property which is zoned Light Manufacturing (F). The use is a permitted accessory use by right as outlined in Section 1302.1.M.1 Hospital.

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, a staff meeting was conducted on June 8, 2016 and June 22, 2016.

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, on June 6, 2013, an official City administration 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 deemed the site diagram to be complete.

8. All fee and notification requirements of the Ordinance have been accommodated.

Jim O'Toole stated 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 faces the emergency room entrance upon which the lot fronts.

B. All roof mounted equipment shall be screened.

C. Reasonable and visible sound mitigation measures have been taken.

D. The building is arranged to permit adequate emergency access to all sides.

E. The development has legal access to the public streets.

F. The development provides for vehicular and pedestrian circulation.

G. A pedestrian circulation system is provided.

H. All parking areas are designed to facilitate safe and efficient vehicular and pedestrian circulation.

I. Unnecessary curb cuts were eliminated.

J. All loading and unloading areas and outside storage areas shall be adequately screened. Recycling storage areas have been provided.

K. Exterior lights shall be reflected downward and away from adjacent properties and right-of-ways.

L. Adequate utilities will be provided and placed underground.

M. All premises shall be graded to prevent accumulation of stagnant water.

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

1. Staff is recommending approval of the site plan diagram for the following reasons:

   A. The proposed accessory use is consistent with the zoning designation for the district.
   B. The proposed accessory use is an approved use by right in accordance with the zoning ordinance.

Jim O'Toole stated the recommended conditions of approval. Staff is recommending the following conditions of approval:

1. Measures are taken to protect the integrity of the building in relation to the water-main installation. This may include sheet piling.

Jim O'Toole stated the fiscal impact. The construction value of the accessory building is estimated to be $1,000,000.

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

Jim O'Toole stated 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 other considerations, which include expansion of an existing use and business.

Dan Hayes presented an overview. He stated the project consists of a 6,600 square foot hanger building to be located at OSF Hospital. The occupancy of the building will consist of 2 medical staff and 1 pilot in the hanger, 3 total staff per rotating shifts. He said the ground has been opened on the property and the 10" water-main has been located. The building, as requested by the City, will be built 10 feet from this water-main. Mr. Hayes said this will be a great asset to the community.

Kel Smyth questioned Dan Hayes if the building needs to be sprinklered and if there is any FAA permits required. Dan Hayes replied the whole building will be sprinklered. He also said he met with FAA officials and they said since this is a private helipad, not open for public use, they do not have jurisdiction over this project and the project can move forward.

James Hellerman questioned Dan Hayes if there is any interference with the Delta County airport. Dan Hayes replied there aren't any issues; nothing is changing. Jim O'Toole stated the

helicopter being used is the same one being housed at the airport currently. He said the airport will be losing a tenant.

Jim O'Toole asked Dan Hayes to explain the building location as presented. Dan Hayes stated moving the location of the building to the South West side of the helipad was looked into, but in doing so it would interrupt the flight path of the helipad. He said moving the building to be built 10 feet from the water-main is the best option.

Brian Black questioned if 10 feet space in between the building and water-main is sufficient. Jim O'Toole replied 10 feet was the minimum requirement by the City of Escanaba water department. He stated during construction, the water-main will be evaluated, and if additional measures need to be taken, it has been agreed, they will be followed.

Morley Diment stated the plan details are straight forward and everything looks good. He said the concerns regarding the water-main have been well looked into.

Jim O'Toole stated the water-main is private but the City is very sensitive to this area because if there are any problems with the water-main, it will impact the entire campus.

James Hellerman questioned if the parking lot will be affected. Jim O'Toole replied this project will add to the parking lot.

Brian Black questioned if the building will be staffed 24/7. Dan Hayes replied there will be 2 technicians and 1 pilot and they will rotate shifts.

Brian Black questioned the function of the 6 units on the 2nd floor. Dan Hayes replied there will be 1 room for each staff member. The rooms will be for the 3 staff on duty and the 3 staff coming in on the next shift.

Kelly Smith added the helicopter makes sense to be located at the hospital. Having the helicopter located at the hospital is not an issue for the airport. She said it will also save time with fueling before and after use. She is very happy with this project and this is a facility that will meet their needs. She also added there is an FAA issue. Kelly will discuss this with Dan Hayes after the meeting. She said this issue doesn't affect the project.

Christine Williams questioned if they will still continue to fuel at the airport. Kelly Smith replied there will be a 12,000 gallon fuel tank on location; they will not be fueling at the airport.

Morley Diment questioned the completion date of the project. Dan Hayes replied before winter.

No other questions or comments were made.

A motion was made by Commissioner Caswell, seconded by Commissioner Diment, to approve the site plan for the 6,600 square foot hanger/office facility with medical flight helipad as submitted with the stipulation that all measures are taken to protect the integrity of the building in relation to the water-main . Ayes were unanimous.

NEW BUSINESS

1. **Project Updates:**
   a. Zoning Board of Appeals Hearings/Decisions. Jim O'Toole stated the Board met last month on a request made by Beverly and Claude Kobasic for a hearing for a use

variance from Zoning Ordinance requirements in accordance with Chapter 5 Residence "A" Districts, Sections 501.1 and 504 of the City's Zoning Ordinance. The Kobasic's requested a use variance be granted for property located at 3086 Lake Shore Drive, which would allow them to build a detached garage at the property without first constructing a primary permitted use (i.e. single-family dwelling) on the premises. The request was denied.

b. Delta County Planning Commission. Christine Williams stated there aren't any new updates.

c. Year-To-Date Zoning/Land Use Permits. Jim O'Toole stated the permit status to date as listed below.

ZONING PERMITS REPORT

January 1, 2016 thru July 14, 2016

3	NEW RESIDENTIAL HOME	$	460,000
24	RESIDENTIAL REMODEL	$	419,400
1	NEW COMMERCIAL	$	1,700,000
9	COMMERCIAL REMODEL	$	4,477,200
3	CHANGE OF USE	$	-
1	HOME OCCUPATION	$	-
0	LAND USE PERMIT	$	-
4	DEMOLITION PERMIT	$	38,100
45	**TOTAL**	**$**	**7,094,700**

d. Various. Jim O'Toole stated Craig Worpel with WYKX/WDBS Radio agreed to be the new voice for the master plan video. Also a softer choice of music will be used in place of the current music.

GENERAL PUBLIC COMMENT

None.

COMMISSION/STAFF COMMENT AND ANNOUNCEMENTS

Paul Caswell questioned Jim O'Toole on the status of the Delta Plaza mall sale. Jim O'Toole replied there is a City Council meeting public hearing scheduled for July 21st to discuss Obsolete Properties Rehabilitation District No. 25 for 301 North Lincoln Road and 2601 3rd Avenue North. The Obsolete Properties Rehabilitation Act (PA 146 of 2000) allows partial exemption of property taxes for a specified period for certain types of property improvements within a specified area. The intent of the legislation is to encourage rehabilitation of underutilized or decaying commercial or commercial/residential properties in certain designated communities such as Escanaba. The first step in the OPRA process was the establishment of a district consisting of one or more eligible properties. In accordance with program requirements, the prospective buyer of 301 North Lincoln Road and 2601 3rd Avenue North, commonly known as Delta Plaza, has submitted a request that the City establish an OPRA District, which if approved, would allow for an Obsolete Property Rehabilitation exemption in the future.

ADJOURNMENT

A motion was made by Commissioner Warstler, seconded by Commissioner Hellerman, to adjourn the meeting. The meeting adjourned at 6:24 p.m. Ayes were unanimous.

Kel Smyth, Vice Chairperson
Escanaba Planning Commission

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

Roy Webber, Secretary
Escanaba Planning Commission

At a regular meeting of the **City of Escanaba Planning Commission** on September 8, 2016 at 6:00pm, the following motion was offered:

Moved by _____ and seconded by _____ to adopt the following resolution:

Resolution #_____
City of Escanaba Master Plan Adoption

WHEREAS, The Michigan Planning Enabling Act, PA 33 of 2008, provides that the Planning Commission may prepare a Master Plan and accompanying maps for use as a guide for development within the City of Escanaba; and

WHEREAS the Planning Commission notified each municipality contiguous to City of Escanaba, the Delta County Planning Commission, each public utility company and railroad company owning or operating a public utility or railroad within the City of Escanaba, and other agencies for purposes of notification, of its intent to adopt a Master Plan and accompanying maps; and

WHEREAS, The Planning Commission encouraged public participation during the planning process via regular Planning Commission meetings, a Master Plan workshop, and online and paper surveys; and

WHEREAS, The proposed Master Plan and accompanying maps were submitted to the City of Escanaba Council, who authorized distribution of the proposed Master Plan; and

WHEREAS, The proposed Master Plan and accompanying maps were distributed to each municipality contiguous to City of Escanaba, the Delta County Planning Commission, each public utility company and railroad company owning or operating a public utility or railroad within the City of Escanaba, and other agencies who responded to the notice of intent for purposes of notification, for review and comment; and

WHEREAS, The plan was presented to the public at a public hearing held on September 8, 2016, before the Planning Commission, and the Planning Commission recommended adoption of the Master Plan and accompanying maps by the City of Escanaba City Council.

THEREFORE BE IT RESOLVED, The City of Escanaba Planning Commission hereby approves and adopts the Master Plan, together with all maps attached to and contained herein, as per the requirements of the Michigan Planning Enabling Act, PA 33 of 2008.

Roll call vote:

	YES	NO
_____	☐	☐
_____	☐	☐
_____	☐	☐
_____	☐	☐
_____	☐	☐
_____	☐	☐
_____	☐	☐

MOTION CARRIED.

I certify that the above is a true and complete copy of a resolution passed by the City of Escanaba Planning Commission at a meeting on _____.

By: _____
City of Escanaba Planning Commission Secretary

NOTICE OF PUBLIC HEARING REGARDING THE PROPOSED CITY OF ESCANABA MASTER PLAN

NOTICE is hereby given that the City of Escanaba's Planning Commission will hold a public hearing on September 8, 2016 at 6:00pm at the City Hall Council Chambers located at 410 Ludington Street Escanaba, MI, for the purpose of hearing public comment on the City's Master Plan update. The Master Plan can be reviewed at City Hall or by visiting CUPPAD's website – www.cuppad.org/current-projects/ - to download a PDF. Written comments can be mailed to CUPPAD at 2950 College Ave, Escanaba, MI 49829.

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.

1675 Green Road
PO Box 1487
Ann Arbor, MI 48106-1487
TEL 734.662.3246 800.653.2483
FAX 734.662.8083
WEB www.mml.org

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.

SPECIAL JOINT CITY COUNCIL AND PLANNING COMMISSION MEETING
ESCANABA, MICHIGAN
May 12, 2016

A special joint meeting of the City Council and Escanaba Planning Commission was held on Thursday, May 12, 2016, at 6:00 p.m. in Room C101 at City Hall, 410 Ludington Street, Escanaba, MI 49829.

CITY COUNCIL PRESENT: Mayor Marc Tall (left at 6:55 p.m.), Mayor Pro-Temp Ronald Beauchamp, Council Members Patricia Baribeau, Ralph Blasier, Michael Sattem, City Manager Jim O'Toole, and CMC City Clerk Robert Richards

PLANNING COMMISSION PRESENT: Vice-Chairperson Kel Smyth, Secretary Roy Webber, Commissioners Brian Black, Tom Warstler, James Hellerman, Christine Williams, Morley Diment, and Paul Caswell

ALSO PRESENT: Executive Assistant Buffy L. Smith, DDA Director Ed Legault, and CUPPAD Community Planner Anne Milne.

ABSENT: Planning Commission Chairperson Patrick Connor

Mayor Marc Tall called the meeting to order at 6:00 p.m.

ROLL CALL

CMC City Clerk Robert Richards conducted roll call.

Mayor Marc Tall turned chair over to Planning Commission Vice-Chairperson Kel Smyth.

Vice-Chairperson Kel Smyth asked the Planning Commission Board Members on approval of the March 10, 2016 meeting minutes.

APPROVAL/CORRECTION OF THE MARCH 10, 2016 PLANNING COMMISSION MEETING MINUTES

A motion was made by Secretary Webber, seconded by Commissioner Black, to approve the March 10, 2016 Planning Commission meeting minutes as submitted. Ayes were unanimous.

CONFLICT OF INTEREST DECLARATIONS

None.

UNFINISHED BUSINESS

None.

NEW BUSINESS

1. Presentation – Preliminary Community Master Plan:

Jim O'Toole stated the purpose for the joint City Council and Planning Commission meeting is to review the preliminary draft of the updated Community Master Plan. The presentation is

intended to provide an opportunity for both the City Council and Planning Commission to collectively discuss the plan. Additionally, Administration is seeking approval to distribute the plan to the public and local units of government for review and comments. With the consensus of City Council and Planning Commission, the Community Master Plan draft will be released for public and local units of government review for 65 days as required by law. Jim O'Toole is proposing to review the draft plan this evening and if agreed it will be released for comment over the next 65 days; and in August a second special joint City Council and Planning Commission meeting will be held for review of the revised Community Master Plan draft incorporating public comments/edits and Board Member comments, suggestions, and edits. The Planning Commission will continue working on the revisions during the June and July regularly scheduled Planning Commission meetings.

CUPPAD Community Planner Anne Milne began presentation of the Community Master Plan draft (see attached). The plan has been in the works for several months to create a vision for the future of Escanaba. In preparation for this plan, previous master plans, within the last 15 years, have been reviewed. The involvement of Board Members, two (2) community meetings engaging the public, data from the Delta Economic Alliance, the most recent census, the most recent America community survey data, City staff, businesses, and key stack holders within the community, along with the 450 public survey results from last summer were all taken into consideration for the planning and preparation of the draft plan as presented. Anne Milne presented an overview of recommendations and suggestions for an improved community looking ahead 20 years from now. She stated an overview of positives and negatives applying to the community to help understand the needs of Escanaba to grow into an attractive, vibrant community.

City Council and Board Members comments on the draft plan included:

- Jim O'Toole stated the Delta Plaza Mall, which was a tax tribunal case in which taxes were lowered, is up for sale. He's met with three (3) different developers to date regarding the sale of the mall, and any interested parties in the future should contact him for further information.
- Patricia Baribeau questioned the Planned Business Park definition and purpose and how this applies to the Delta County Airport. Anne Milne replied it is an area specifically designated and landscaped to accommodate business offices, warehouses, light industry, etc. It is an area developed and conceived as a whole. Patricia Baribeau added the airport encourages a mix of professional offices and light manufacturing with standard design guidelines. She doesn't see the need for this type of development in this area with so many empty facilities within the City. She feels businesses will be drawn away from the downtown area with this design.
- Jim O'Toole stated the airport is zoned light manufacturing and that they need a specialized zone. He said they need a manufacturing based zone with a support function. A support function, such as a restaurant or a hotel, is available if desired. Also Jim said the Renaissance Zone expires within the next 24 months and there is talk on the possibility of turning it into a Superior Trade Zone Business Park and within this creating a specialized zoning district with specialized uses so it is not to compete with other areas.
- Christine Williams added the sidewalks in between businesses create a connected atmosphere. A place for people to get out and walk around so they aren't limited and alone but are part of the community.
- Anne Milne stated there is a meeting scheduled for May 24th at 1:00 p.m. at CUPPAD with an Economist Consultant to explain all the different economic factors that Escanaba needs. One item of discussion will be in which Escanaba is lacking in the middle housing group (not low income housing).

- Anne Mile explained the Form Based Code and the potential of developing Form Based Code for downtown, which is to create public spaces. It is literally how a building meets the streets. Future Form Based Code development in the downtown area will add to the value of the community. It is a space that is reusable.
- Jim O'Toole stated that with Form Based development you regulate the use making it a permitted use, and the developer has to design using the standards specific to the property, fitting the needs for that particular property.
- Ed Legault said he encourages businesses to apply for Façade grants. He is currently accepting applications for the next available Façade grants.
- Ralph Blasier questioned the Planning Commission members on who developed the plan. Jim O'Toole replied the plan is community driven, using public comment/suggestions, survey information, input from public meetings, information from one on one meeting with Planning Commission members; and that Anne Milne is only making suggestions to the Planning Commission board based on the information she gathered from the several different sources.
- Morley Diment stated he learned about the plan through community engagement and also learned about the opening seat on the Planning Commission board due to community awareness. He also added he is not educated and experienced in plan development and would not be able to do as well of a job as Anne Milne.
- Patricia Baribeau stated an Administrator is normally hired to complete a project as such and she doesn't feel the Planning Commission would be capable of producing as nice of a draft Master Plan. She understands that Anne Milne, as the Administrator, is only making suggestions and recommendations to the Planning Commission board.
- Tom Warstler stated, since he has been involved with the Planning Commission for several years, this is the way it has always been done. He is content with the process and feels Anne Milne is doing a great job.
- Christine Williams added that the conversations held this evening are an important part of the planning process. She doesn't feel the board is being told what to do and that conversation is part of the clarification process so understanding what is being presented is clear.
- Jim O'Toole stated the Corridor Improvement Plan wasn't pursued primarily because it takes money away from the General Fund, which the City can't afford to do.
- Ralph Blasier stated the presentation was nice and the parks, nature, and water options mentioned in the plan are nice, but he has questions on several pages regarding population, unemployment levels, lost industrial jobs, lack of quality jobs, housing needs, and north shore development concerns. He feels the development of the shoreline will reduce more jobs, lower the population, and have a negative effect to the area. He stated the Master Plan as presented states the City should acquire all property, which would limit business development.
- Anne Milne stated the plan is based on the long term effects (20 years) of the community and what is the best use of the land. She stated people are attracted to this area because of the lifestyle this area offers. She said in order to be competitive and have the economy grow, Escanaba needs to have more options. As for the City acquiring the shoreline property, Anne replied the City should do so only when available.
- Patricia Baribeau said the north shore re-development plan states the idea is to develop businesses in the area, get current business owners interested in expanding their business, and develop more business.
- Christine Williams stated the plan promotes businesses to be designed for a mixed use of the property on the waterfront, whether current business or new business, and when considering the options, to look ahead 15 years from now and to consider a mixed use of the property with a pathway through connecting the community for recreation, waterfront, and industry.

- Roy Webber stated the Master Plan for downtown should be based on harmony, not homogeny. He said that everything should look well and go well together.
- Jim O'Toole stated the north shore Master Plan purpose is to make the area a working waterfront; and page 92, Objective 1.1, of the draft Master Plan references this point of view.
- Kel Smyth said the Master Plan draft looks good and he only has a few grammar edits.
- James Hellerman stated he would like to focus on the efficiency of the current community, current buildings, current water system, streets, businesses, etc. This plan focuses on growing and spending a lot of money for new development. He feels if we don't focus on what's here already, the City will continue to see a decline in population and economic growth. He questioned where the potential developers are for the new businesses. He also stated there seems to be a lot of regulations and paperwork for a new developer to come into the area, which can discourage new businesses and possibilities of growth for this area. He would like a plan focusing on the community's needs now. He also added he likes the bike path ideas. He believes there is a lot of interest and it will be a great benefit to the community.
- Jim O'Toole stated the Master Plan as proposed is designed to blow up the barriers James Hellerman just mentioned. He wants to focus on what the City is lacking and how it can grow in the future.
- Anne Milne stated there is a demand for the businesses she mentioned and a demand by the people for the quality of life she describes.
- Christine Williams said she agrees with Anne and would like to see a variety of different businesses and attractions because what the City has been doing is not working. She stated the discussion of adding large data centers, more high tech jobs, and more high tech businesses to the Master Plan would offer a visualization of what the plan presents to the citizens.

Ronald Beacuchamp, acting as Chairperson, stated City Council is looking for approval of the draft Community Master Plan as presented to allow for City Administration to distribute the plan to the public and local units of government for 65 days as required by law. He turned the floor over to Planning Commission Vice-Chairperson Kel Smyth for a recommendation to City Council.

Vice-Chairperson Kel Smyth asked Planning Commission Board Members for a motion to allow City Administration to distribute the plan to the public and local units of government for the required 65 days for review and comment.

A motion was made by Commissioner Diment, seconded by Commissioner Caswell, to approve the draft Community Master Plan as presented to allow for City Administration to distribute the plan to public and local units of government for review and comments for 65 days as required by law. Ayes were unanimous.

Ronald Beauchamp stated to City Council that a recommendation has been made by the Planning Commission.

A motion was made by Council Member Baribeau, seconded by Council Member Sattem, to distribute the draft Community Master Plan as presented to the public and local units of government for the next 65 days for review and comments. Ayes were unanimous.

Jim O'Toole stated that all edits and revisions to the Master Plan by Board Members this evening, and by the public and units of government, will be completed within the next couple of months; and at the August special joint City Council and Planning Commission meeting the draft

plan will include all the revisions for review. He stated once the Master Plan is complete and approved, the plan will be distributed.
Pat Baribeau stated, once she was able to review the plan in color, she read a very professional document and was pleased with the quality of work.

Ron Beauchamp stated he found some grammatical errors, which he will provide to Anne Milne.

Ralph Blasier stated he would like color copies to be distributed once finalized and he found some grammatical errors as well.

Anne Milne stated there is a five (5) minute video she will post to the website for public review, which will highlight everything discussed this evening.

GENERAL PUBLIC COMMENT

None.

COMMISSION/STAFF COMMENT AND ANNOUNCEMENTS

None.

ADJOURNMENT

A motion was made by Council Member Baribeau, seconded by Council Member Sattem, to adjourn the meeting. The meeting adjourned at 7:52 p.m. Ayes were unanimous.

Kel Smyth, Vice Chairperson
Escanaba Planning Commission

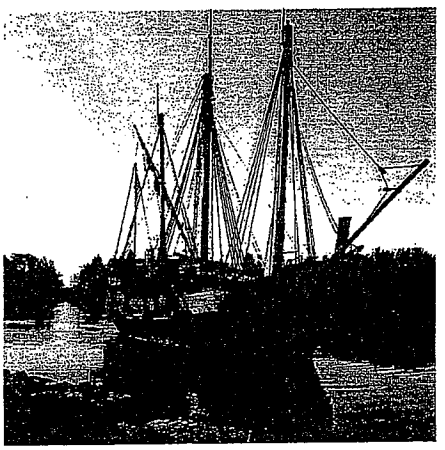
James V. O'Toole, City Manager
City of Escanaba

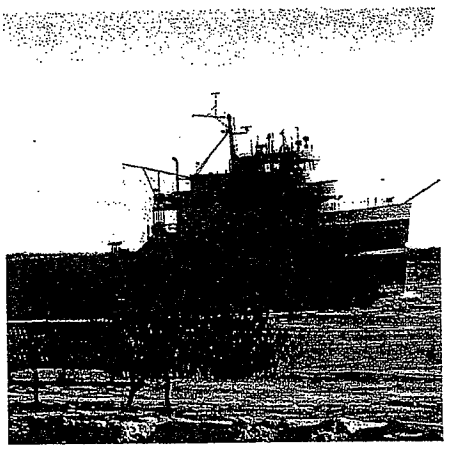
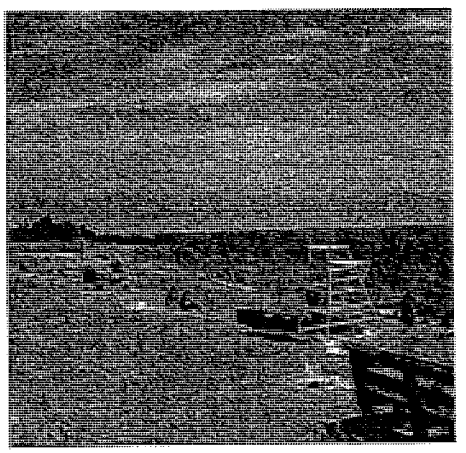
Roy Webber, Secretary
Escanaba Planning Commission

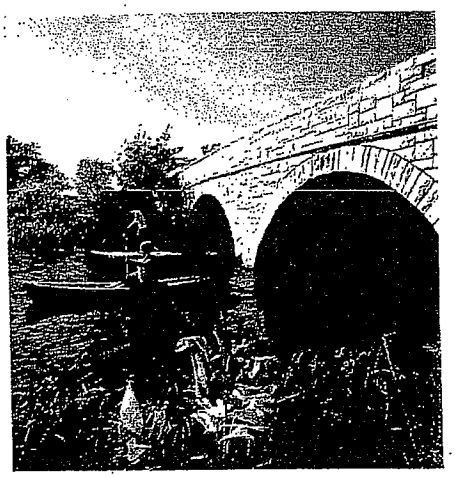
DRAFT May 2016

City of Escanaba

2016 Master Plan

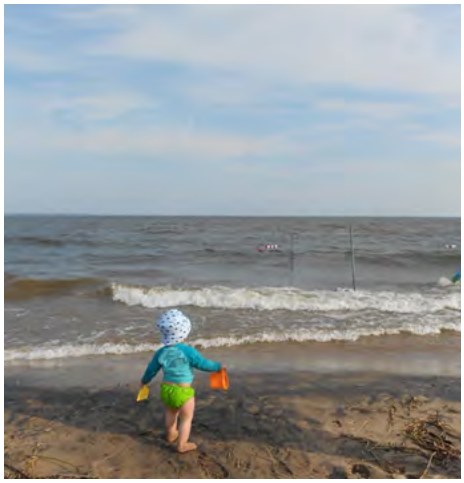




City of Escanaba

2016 Master Plan



This Page Left Intentionally Blank

Acknowledgments

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

Planning Commission
Kel Smyth
Roy Webber
Brian Black
Tom Warstler
James Hellermann
Christine Williams
Morely Diament
Paul Caswell

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

Former Planning Commissioners
Steve Buckbee
Patrick Connor

City Council
Marc Tall, Mayor
Ronald Beauchamp, Mayor Pro Tem
Patricia Baribeau
Ralph Blasier
Michael Sattem

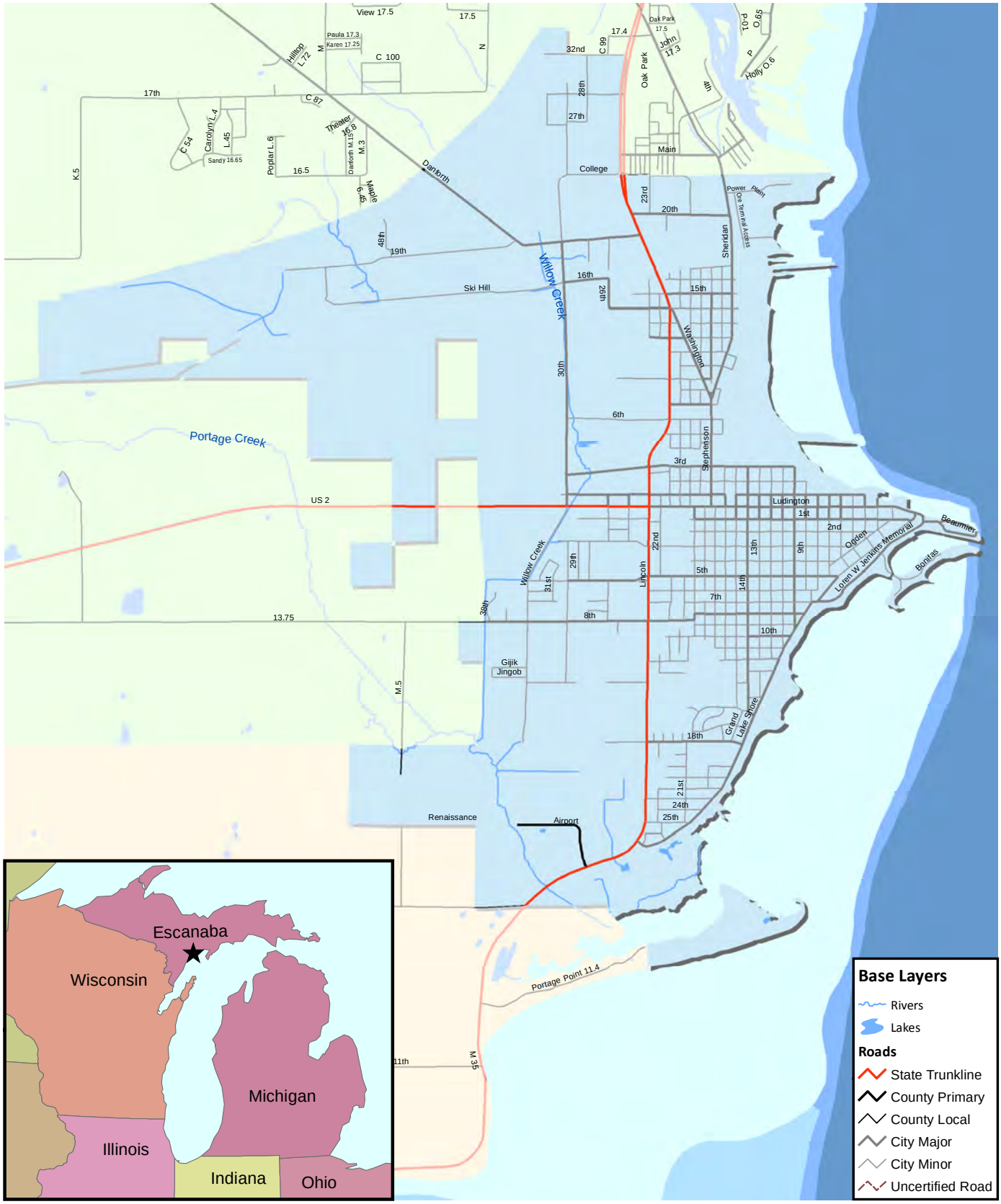
Table of Contents

Chapter 1: Introduction - - - - - - - - - - - - - - - - -1
Chapter 2: History of Escanaba- - - - - - - - - - - -4
Chapter 3: Demographics - - - - - - - - - - - - - - -7
3.1 Population Trends- - - - - - - - - - - - - -7
3.2 Age and Gender - - - - - - - - - - - - -10
3.3 Racial Composition - - - - - - - - - - - -16
3.4 Educational Attainment -- - - - - - - 16
3.5 Household Characteristics - - - - - - 17
3.6 Issues and Opportunities- - - - - - - -18
Chapter 4: Local Economy - - - - - - - - - - - - - 19
4.1 Labor Force and Employment - - - -19
4.2 Employment by Sector - - - - - - - - -20
4.3 Major County Employers - - - - - - - -22
4.4 Incomes - - - - - - - - - - - - - - - - - - -22
4.5 Poverty- -27
4.6 Issues and Opportunities- - - - - - - -28
Chapter 5: Housing - - - - - - - - - - - - - - - - - -29
5.1 Housing Characteristics - - - - - - - - 29
5.2 Financial Characteristics - - - - - - - -35
5.3 Issues and Opportunities- - - - - - - 37
Chapter 6: Natural Features and Resources- - 39
6.1 Climate- - - - - - - - - - - - - - - - - - - 39
6.2 Topography - - - - - - - - - - - - - - - - 39
6.3 Geology - - - - - - - - - - - - - - - - - - -39
6.4 Water Resources - - - - - - - - - - - - - 40
6.5 Forested Areas - - - - - - - - - - - - - - 45
6.6 Wildlife - - - - - - - - - - - - - - - - - - - 48
6.7 Issues and Opportunities - - - - - - - -48
Chapter 7: Land Use and Zoning- - - - - - - - - -50
7.1 Factors Affecting Land Use - - - - - - 50
7.2 Current Land Use Inventory - - - - - - 51
7.3 Public and Quasi Public Land Use - -54
7.4 Brownfields and Contaminated Sites - -55
7.5 Existing Zoning- - - - - - - - - - - - - - - 55
7.6 Issues and Opportunities - - - - - - - -60
Chapter 8: Community Facilities - - - - - - - - - - 61
8.1 Government Organization- - - - - - - - 61
8.2 Community Facilities and Services - - 62
8.3 Issues and Opportunities - - - - - - - - - 69
Chapter 9: Recreation and Open Space- - - - - - 70
9.1 Recreation - - - - - - - - - - - - - - - - - - 70
9.2 Open Space- - - - - - - - - - - - - - - - - - -73
9.3 Issues and Opportunities- - - - - - - - - 73
Chapter 10: Transportation - - - - - - - - - - - - - - - 74
10.1 Road Maintenance / Jurisdiction - - - 74
10.2 Road System - - - - - - - - - - - - - - - - -75
10.3 Traffic Volume - - - - - - - - - - - - - - - -77
10.4 Evaluation of Existing Roads - - - - - - 80
10.5 Non-Motorized Transportation - - - - 82
10.6 Public Transportation - - - - - - - - - - -84
10.7 Water, Air, and Rail Transport - - - - - 86
10.8 Issues and Opportunities- - - - - - - - 88
Chapter 11: Public Participation- - - - - - - - - - - -91
11.1 Methods of Public Engagement - - - 91
11.2 Community Engagement Meetings - 92
11.3 Public Survey - - - - - - - - - - - - - - - - - 96
11.4 Areas of Interest - - - - - - - - - - - - - - -98
11.5 Future Public Engagement - - - - - - -101
Chapter 12: Plan Implementation - - - - - - - - - -102
Chapter 13: Future Land Use - - - - - - - - - - - - - 117
13.1 Framework for Future Land Use - - - 120
13.2 Conclusion - - - - - - - - - - - - - - - - - -128
Appendix A: Plan Adoption Documentation - - 129

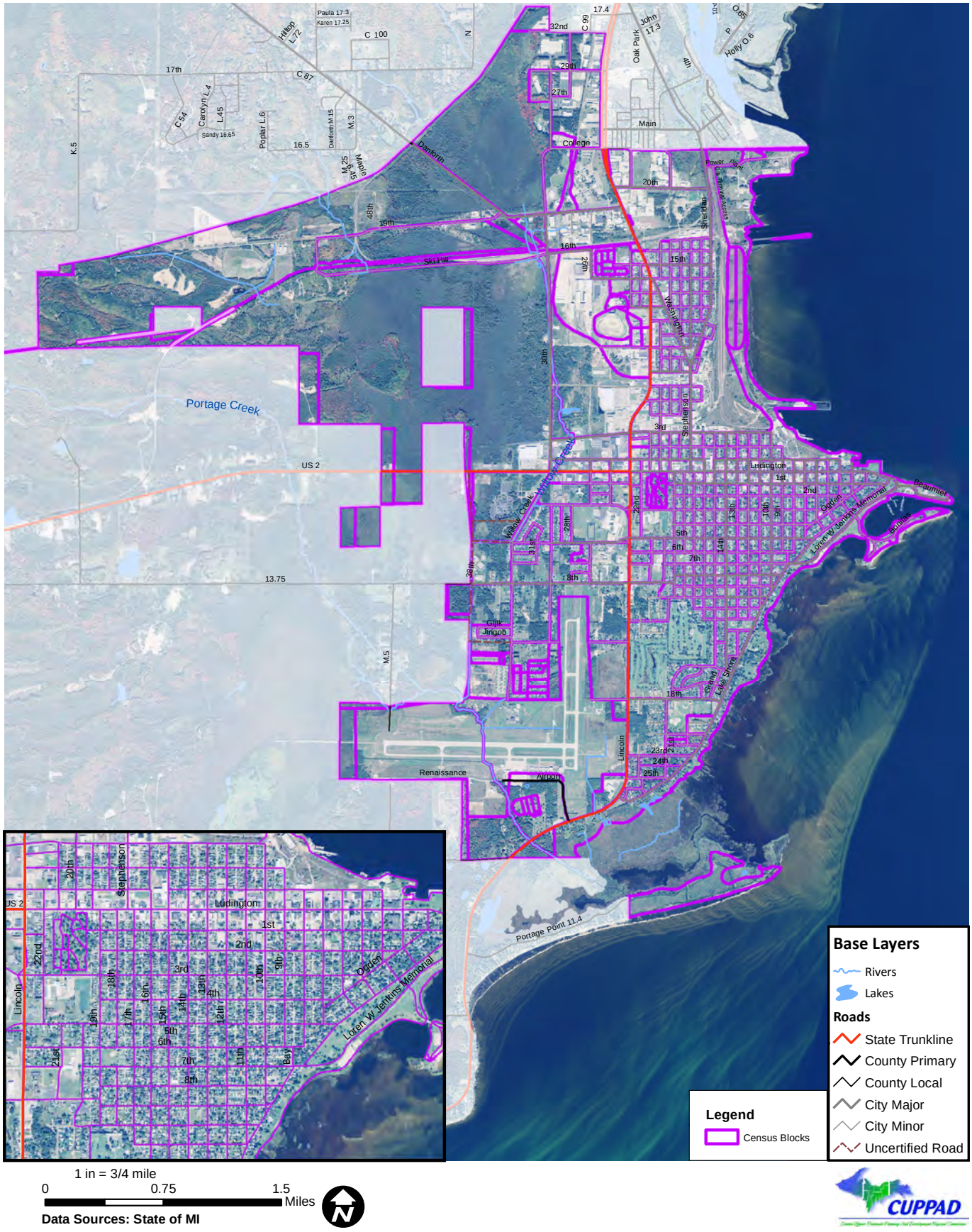
Images on these pages: Mish Watersports. All others are from the City of Escanaba, or CUPPAD unless noted.

Maps

Map 1: City of Escanaba - v
Map 2: City of Escanaba, 2010 Census Blocks - - - - - - - - - - - - - - vi
Map 3: City of Escanaba, Population, 2010- - - - - - - - - - - - - - - - - - -12
Map 4: City of Escanaba, Median Age, 2010 - - - - - - - - - - - - - - - - - 13
Map 5: City of Escanaba, Households w/ Individuals Over 65, 2010- - 14
Map 6: City of Escanaba, Families w/ Children Under 18, 2010- - - - 15
Map 7: Delta County Median Family Income, 2010 - - - - - -24
Map 8: Delta County Median Household Income, 2010 - - - - -25
Map 9: Delta County, Median Per Capita Income, 2010 - - - - - -26
Map 10: City of Escanaba, Renter Occupied Units, 2010 - - - - - - - 31
Map 11: City of Escanaba, Age of Residential Properties, 2014 - - - - - -32
Map 12: City of Escanaba, Residential Housing Quality - - - - - - - - - -34
Map 13: Neighborhood Enhancement Zones - - - - - - - - - - - - - 38
Map 14: City of Escanaba, Elevation Above Sea Level - - - - - - - 41
Map 15: City of Escanaba, Soils -42
Map 16: City of Escanaba, Wetland Areas - - - - - - - - - - - - - - -44
Map 17: City of Escanaba, Historic Land Cover, Circa 1800 - - - - 46
Map 18: Delta County, Historic Land Cover, Circa 1800 - - - - - - 47
Map 19: City of Escanaba, Land Cover, 2011 - - - - - - - - - - - - - - 52
Map 20: Delta County, Land Cover, 2011 - - - - - - - - - - - - - - - - - 53
Map 21: City of Escanaba, Leaking Underground Storage Tanks -56
Map 22: City of Escanaba, Existing Land Uses - - - - - - - - - - - - - - 57
Map 23: City of Escanaba, 2014 Zoning - - - - - - - - - - - - - - - - - -58
Map 24: City of Escanaba, City Owned Property, 2015 - - - - - - - 63
Map 25: Major Community and Recreation Sites- - - - - - - - - - - 68
Map 26: City of Escanaba, Road System - - - - - - - - - - - - - - - - - -76
Map 27: City of Escanaba, Average Annual Daily Traffic, 2014 - - - - 79
Map 28: City of Escanaba, PASER Ratings, 2015 - - - - - - - - - - - - 81
Map 29: City of Escanaba, Areas of Interest - - - - - - - - - - - - - - - 99
Map 30: City of Escanaba, Escanaba Waterfront Areas - - - - - 100
Map 31: City of Escanaba, Areas of Developable Land - - - - - - 118
Map 32: City of Escanaba, Future Land Use - - - - - - - - - - - - - -119



Map 1: City of Escanaba



Map 2: City of Escanaba, 2010 Census Blocks

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, protection of natural resources and public land, 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.

"A City is not an accident but the result of coherent visions and aims."
- Leo Krier, *The Architecture of Community*

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.

Image 1-1: Historic downtown Escanaba.

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.

Community vision: In 2036 Escanaba will be an attractive community with a vibrant and bustling downtown that has a strong connection to the waterfront. The City will have well-maintained, sustainable infrastructure, and a diverse economic base that provides opportunities for young adults and affords residents with a high standard of living. The City will be friendly to pedestrians and cyclists and home to high-quality schools, a thriving arts scene, tree lined streets, and an accessible shoreline.

Community Overview

The City of Escanaba is located at the heart of Michigan's Upper Peninsula along the north shore of Lake Michigan on the western shore of Little Bay de Noc. Bounded by the bay to the east, Wells Township to the north and west and Ford River Township to the south, Escanaba serves as both the county seat and largest community in Delta County. Delta County has 211 miles of Great Lakes shoreline, more than any other county in the Upper Peninsula.

Escanaba has an area of roughly twelve square miles of land. The City is a small northern town that prides itself in its community values and natural beauty. Escanaba hopes to maintain and improve its historic character and aesthetic quality while expanding education and employment opportunities to further enhance the quality of life for the residents. Bay de Noc Community College provides area residents with opportunities for higher education and advancement.

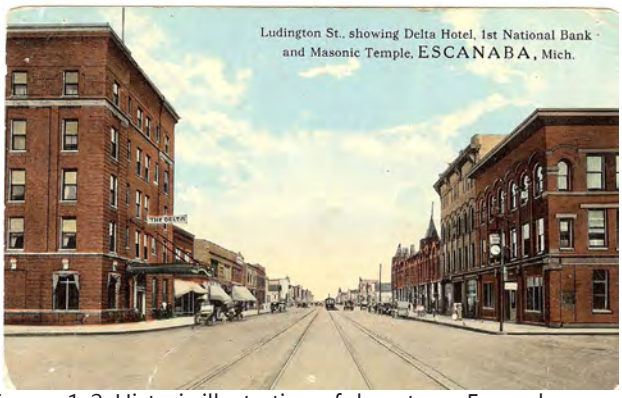


Image 1-2: Historic illustration of downtown Escanaba.

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 working port of Escanaba serves as a major point of shipping for natural resource based industries in the region.

Escanaba is renowned for 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. This natural resource also affords residents opportunities to kayak, kite surf, and paddleboard. Escanaba's northern climate also provides winter recreation opportunities that draw a multitude of ice and snow sport enthusiasts, in particular ice fishing, ice sailing, and cross-country skiing. These recreational resources are a primary asset for the community and provide economic stability to the area.

The abundant natural resources also support a variety of wildlife, including migratory birds.

The community supports a lively arts and music scene that contributes to the unique character of the City. During the summer months there are weekly music performances at the bandshell. The City also hosts summer festivals that feature live music at the municipal dock. The William Bonifas Arts Center hosts fine arts, music, and theater events. Additionally, the Upper Elementary School has a theater facility, named the Oliver Auditorium, that is used for student and public events. Bay de Noc College has two fine art galleries as well as a theater that is used for film, music, and theatrical performances. Additionally, there is a local artists gallery on Ludington Street and an annual arts festival that showcases area artists.

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, such as advanced manufacturing, tourism, and health care. Escanaba plans to attract new and innovative industries offering good paying jobs and sustainable employment opportunities. Investing in the local quality of life will help the community to retain educated young adults and improve the economic resilience of the city.

Image 1-3: Paddleboarding on the Bay, Mish Watersports.

Image 1-4: Festival in Downtown Escanaba.

Image 1-5: Summer at the municipal beach.

Image 1-6: The end of Ludington Street at the lake.

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 the 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.

Image 2-1: Johnson Ice Co., Escanaba, 1907.

Image 2-2: Hansen & Jensen, fish dealers, Escanaba circa 1900.

Eli P. Royce, a land surveyor, was hired by the N. Ludington Co. to layout the city plan. He designed the first plat of Escanaba in 1862. Royce would go on to become one of 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.

Image 2-3: Masonic Building and Bank, Escanaba circa 1900.

Table 1-1: Population of Escanaba since 1880

Year	1880	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010
Pop.	3,026	6,808	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

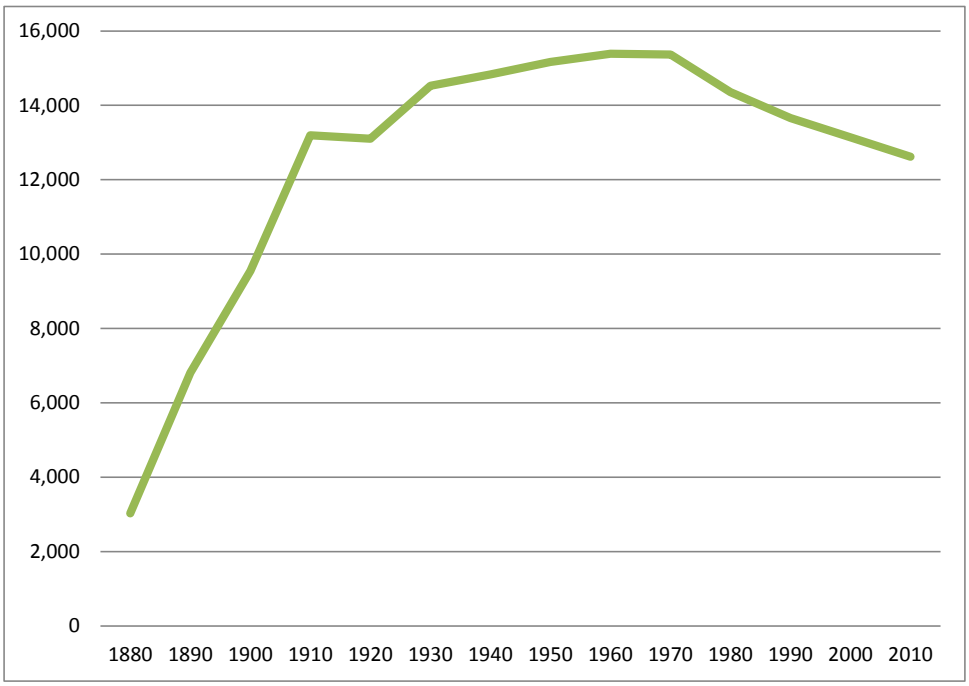


Figure 2-1: Population of Escanaba since 1880. Data source: U.S. Bureau of the Census, Years Cited.

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., to connect Escanaba to the Jackson Mine of Negaunee by the end of 1863. Once in Escanaba, the iron ore was shipped by steam ship 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.

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.

In 2013 the City celebrated its 150th anniversary with a nine day summer festival that featured outdoor concerts, parades, historical tours, dances, fireworks and many other events. In addition, community leaders sought to encourage city-wide beautification and create an asset for future residents by planting 150 large trees throughout parks and other parts of the community.

Image 2-4: Volunteers planting trees in honor of the City's 150th anniversary at the Upper Elementary in 2012, Esky150.org.

Chapter 3: Demographics

Introduction

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 50 years. 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 has decreased since 1960, the populations of many of the surrounding townships have grown. Figure 3-1 illustrates these growth trends. The past 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

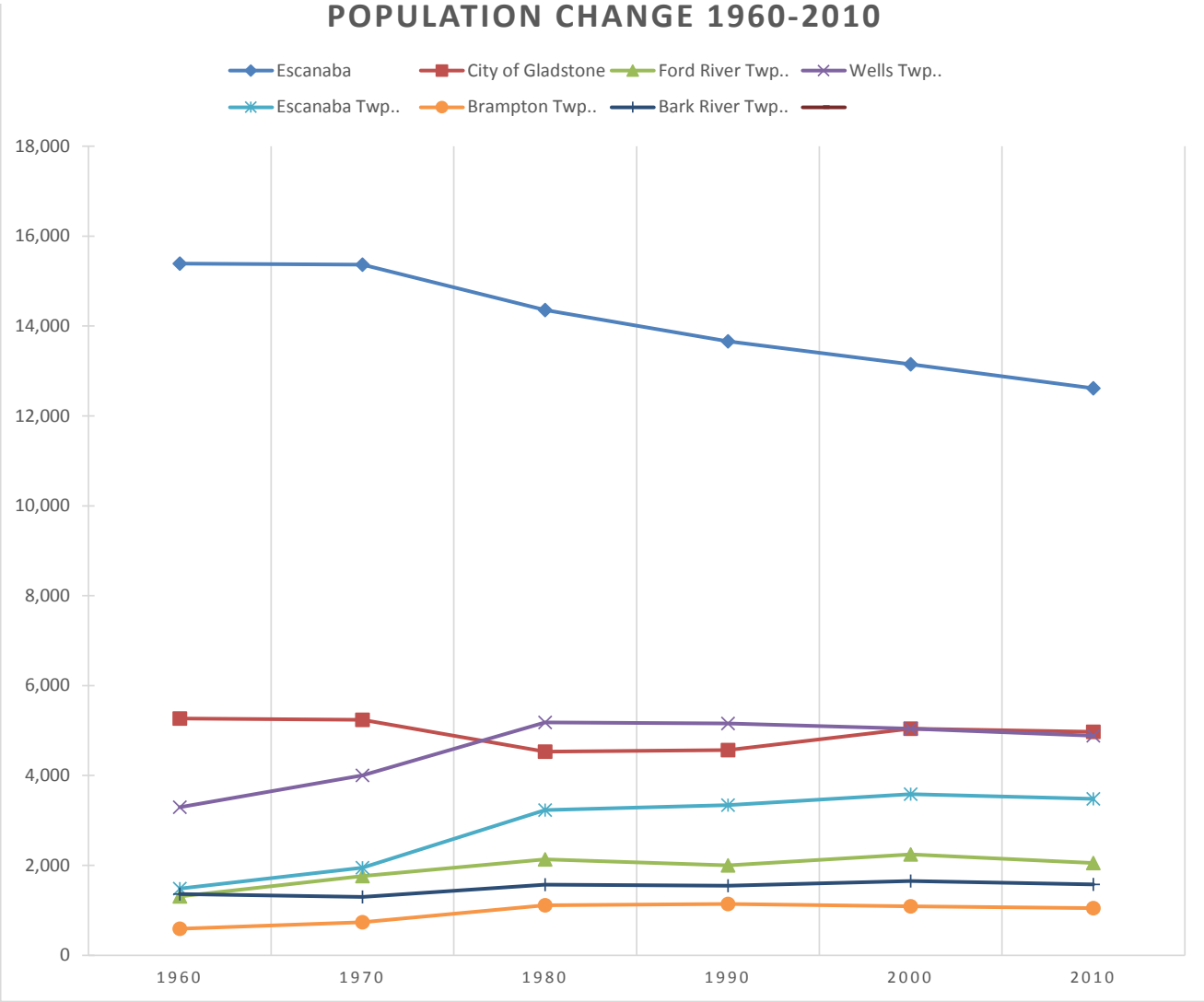


Figure 3-1: Population changes in Delta County since 1960. Source: US Census, years cited.

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

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

	1990-99	2000-09	2010-14
Births	3,918	3,818	1,537
Deaths	3,562	3,796	1,847
International Migration	32	54	13
Domestic Migration	810	-1,448	-171
Net Migration	842	-1,394	-158
Total Change	1,068	-1,602	-510

U.S. Census Bureau, Population Division

Population Estimates

Between decennial censuses the U.S. Bureau of the Census prepares estimates of relevant data through the American Community Survey (ACS). The most recent data available is a 2010-2014 five year estimation, summarized in Table 3-3. The data collected since the 2010 Census indicates that the population has continued to slowly decrease as people migrate out of the region.

Table 3-3: Population Estimates					
	2010 Census	2011	2012	2013	2014
Escanaba	12,616	12,678	12,608	12,569	12,529
% Change		-0.5	-0.6	-0.3	-0.3
City of Gladstone	4,973	4,990	4,960	4,952	4,920
% Change		-0.3	-0.6	-0.2	-0.6
Ford River Twp..	2,054	2,068	2,076	2,122	2,118
% Change		0.7	0.4	2.2	-0.1
Wells Twp.	4,885	4,914	4,901	4,873	4,865
% Change		0.6	-0.6	-0.6	-0.1
Escanaba Twp..	3,482	3,482	3,474	3,469	3,460
% Change		0	-0.2	-0.1	-0.2
Brampton Twp.	1,050	1,002	948	788	894
% Change		-4.6	-5.4	-16.9	11.9
Bark River Twp.	1,578	1,689	1,583	1,673	1,608
% Change		7.0	-6.3	5.7	-4.0
Delta County	37,069	37,248	37,075	36,967	36,841
% Change		0.5	-0.5	-0.3	-0.3
State of Michigan	9,883,640	9,876,187	9,883,360	9,895,622	9,889,024
% Change		-0.1	0.1	0.1	-0.01
Source, ACS 5-Year Population Estimates, Years Citied					

Projected Population

The population of Delta County is anticipated to decline 7.4 percent between 2010 and 2060. During this same time period the population of both the State of Michigan and United States are anticipated to increase. The decreasing population in Delta County will have negative effects on area communities, including an increased cost per capita for infrastructure and reduced demand for services.

Table 3-4: Population Projections for Delta County					
Year	**2010**	**2030 Est**	**% Change 2010-30**	**2060 Est**	**% Change 2030-60**
Delta County	37,069	36,852	-0.60	34,314	-7.40
Michigan	9.883,640	10.833,205	10.70	11,250,338	3.90
U.S.	308,745,538	363,686,916	17.9	417,691,887	14.8
U.S. Bureau of the Census, ProximityOne.com, 2016					

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 Road. 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. Map 3 illustrates the density of population across the City by census tract. Census tracts are small statistical subdivisions determined by the U.S. Bureau of the Census and designed to encompass relatively homogeneous districts.

Table 3-5: Population Density, Selected Areas, 2010			
	Land Area	Population	Pop./Sq Mi
Escanaba	12.9	12,616	979.5
Gladstone	5.0	4,973	994.6
Escanaba Twp.	59.6	3,482	58.4
Wells Twp.	39.5	4,885	123.7
Ford River Twp.	64.8	2,054	31.7
Bark River Twp.	45.6	1,578	34.6
Brampton Twp.	23.7	1,050	44.3
Delta County	820	37,069	45.2
Michigan	56,809.20	9,883,640	173.9

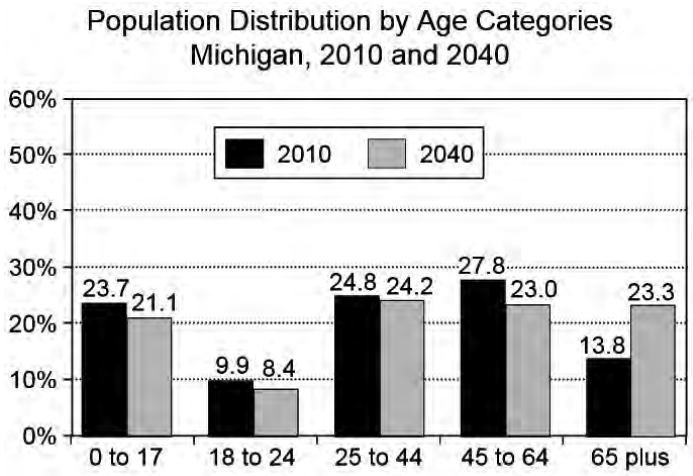


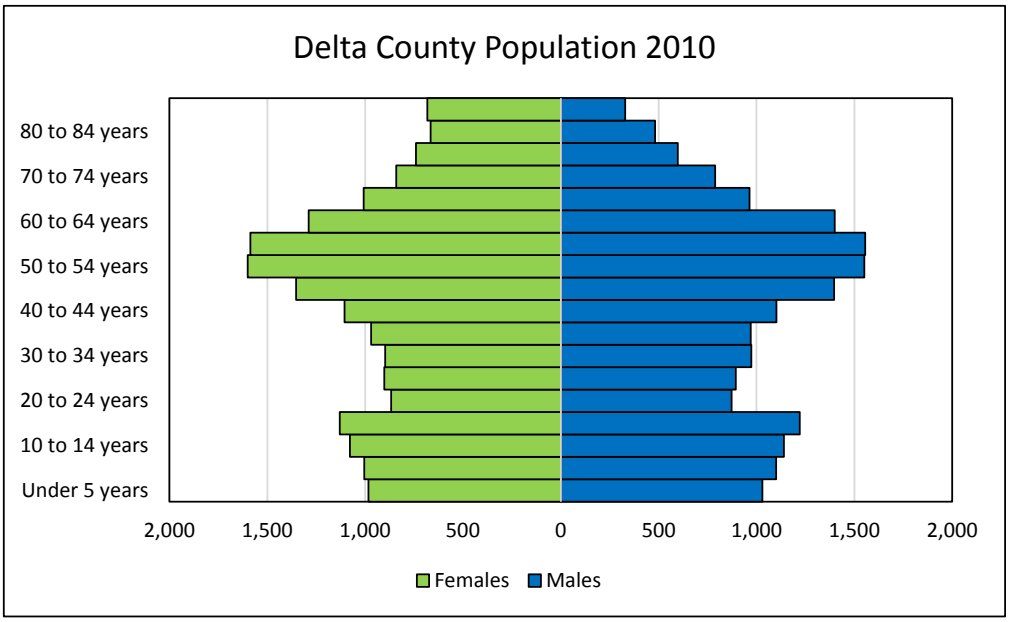
Figure 3-3: Projected population changes in Michigan[1].

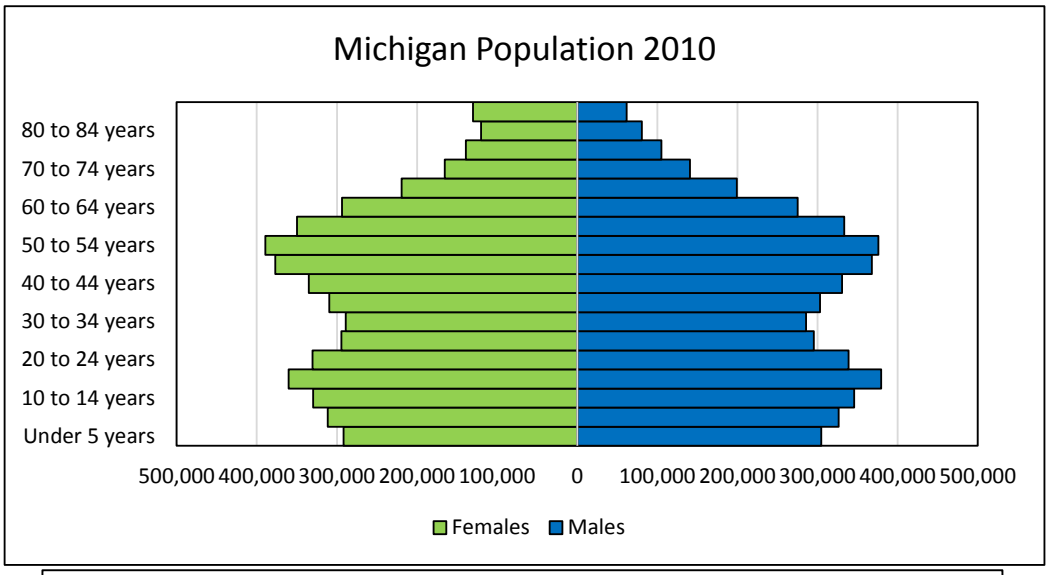
3.2 Age and Gender

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 describes the population of the City be age cohort. The people in the 25-44 age cohorts have declined as a percentage of the overall population. This trend affects the ability of employers to attract and retain a young, educated workforce. The geographic concentration of age groups also helps to identify those areas that may require specific amenities and facilities. Determining which areas of the city have higher populations of elderly or young people helps city leaders to locate specific facilities, such as parks, recreation centers, or schools. In addition, walkability, safety, and recreation opportunities are important characteristics that need to be recognized for the vitality of any area. Furthermore, by assessing the age distribution of Escanaba, health care demands and school enrollment can be predicted. Research done by the University of Michigan for the State of Michigan (shown in Figure 3-2) indicates that by 2040 those aged 65 and over will comprise nearly a quarter of the population. Additionally, communities in the U.P. are aging faster than those in the rest of the state. Maps 4, 5, and 6 describe where people of different ages live within the City.

Table 3-5: Age Distribution, City of Escanaba, 1990-2010								
	1990		2000			2010		
Age Group	Number	%	Number	%	% Change	Number	%	% Change
Total	13,659	100	13,148	100	-3.7	12,616	100	-4.0
Under 5	956	7	762	5.8	-20.3	821	6.5	7.7
5-20	2,950	21.6	2,612	25.7	-11.5	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	635	4.7	582	4.4	-8.3	874	6.9	50.2
60-64	713	5.2	551	4.2	-22.7	690	5.5	25.2
65-74	1,360	10	1,233	9.4	-9.3	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								

1. Grimes, D. R., & Fulton, G. A. (2012). Retrenchment and Renewal: The Economic and Demographic Outlook for Southeast Michigan Through 2040. *Institute for Research on Labor, Employment, and the Economy, University of Michigan.*





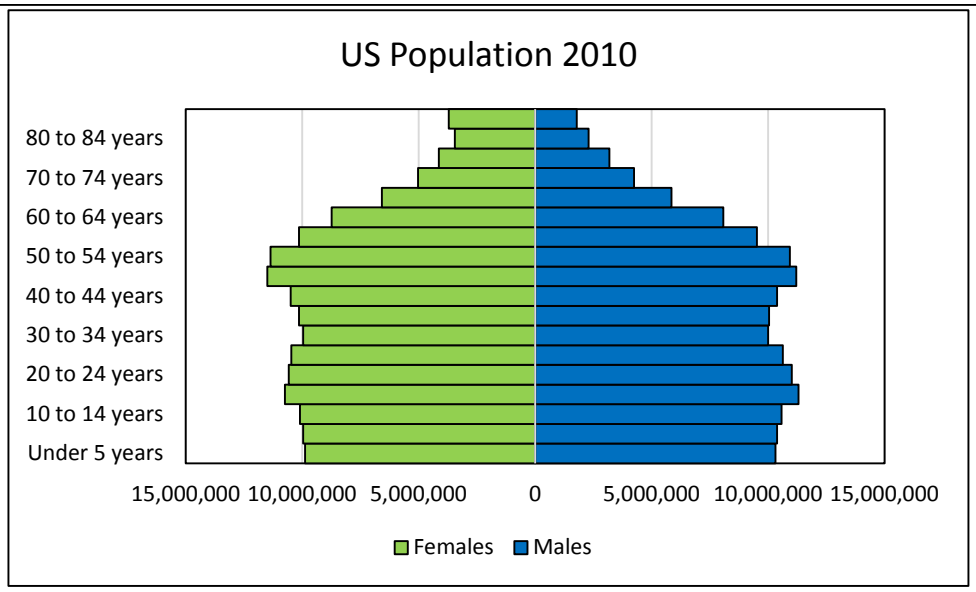
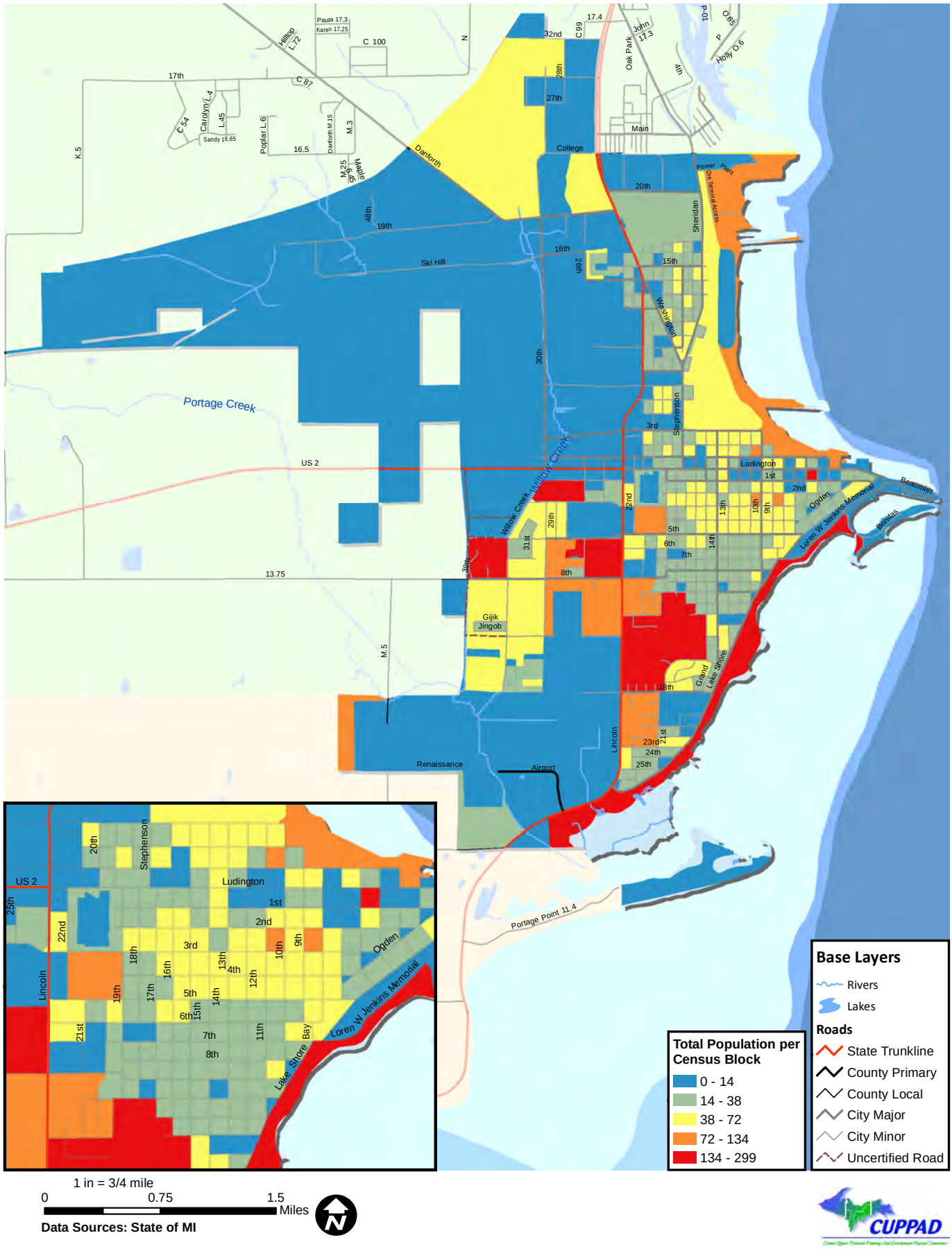
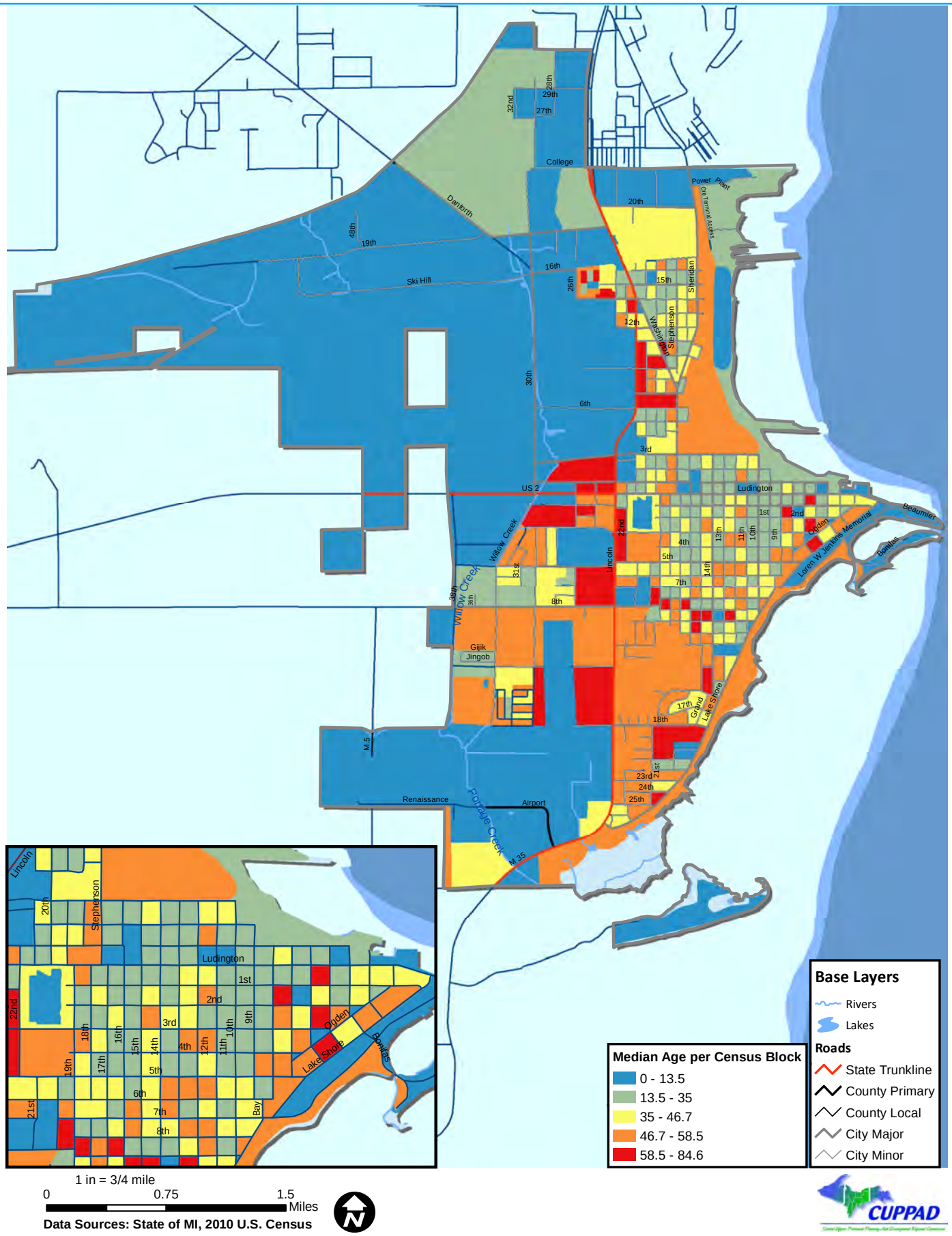


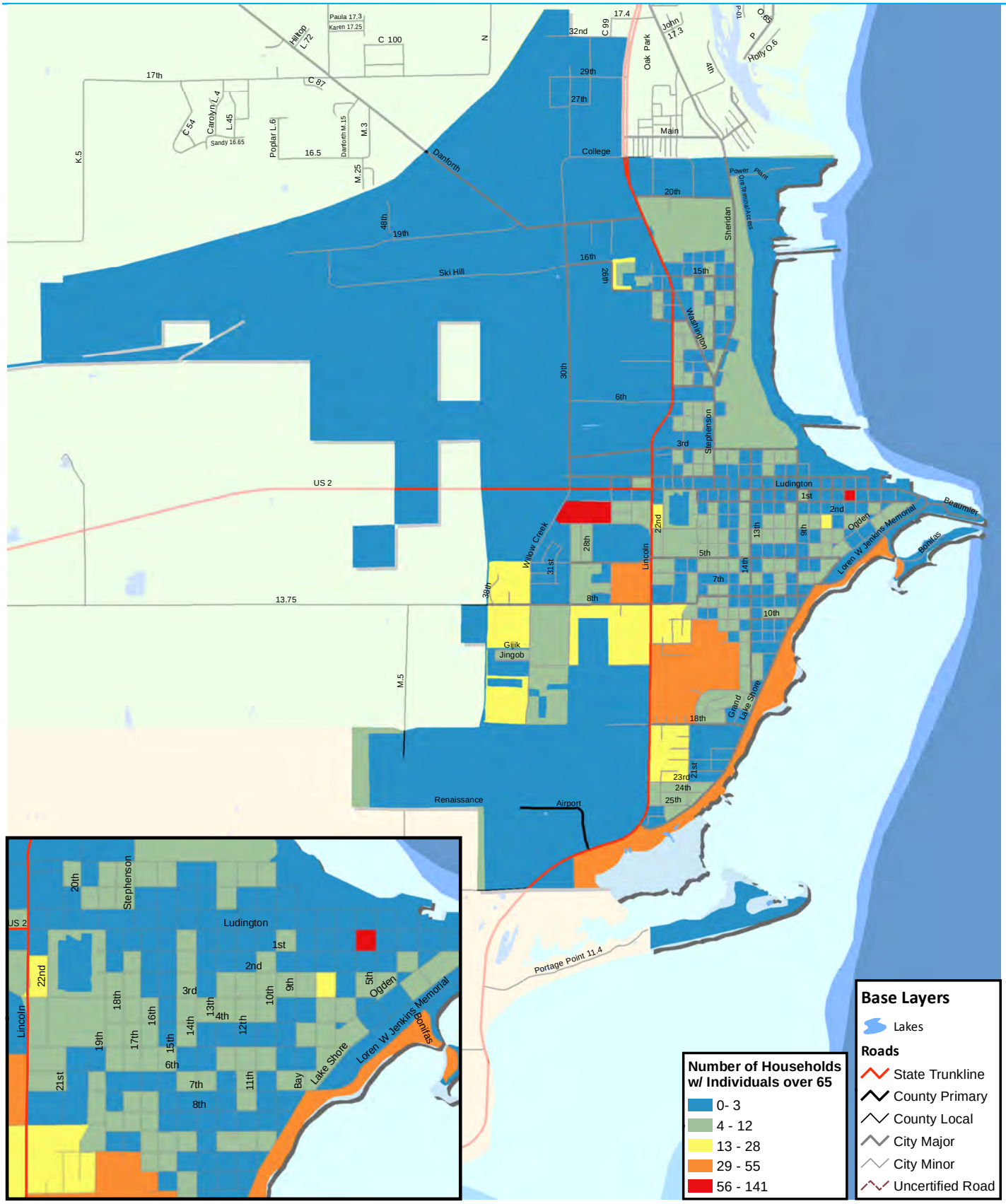
Figure 3-2: Comparing gender and age cohorts across Delta County, Michigan, and the U.S. reveals differences between these areas. It is clear that the out-migration from the Escanaba area has a significant impact on the county's demographic profile. The loss of people of prime working age limits economic development.



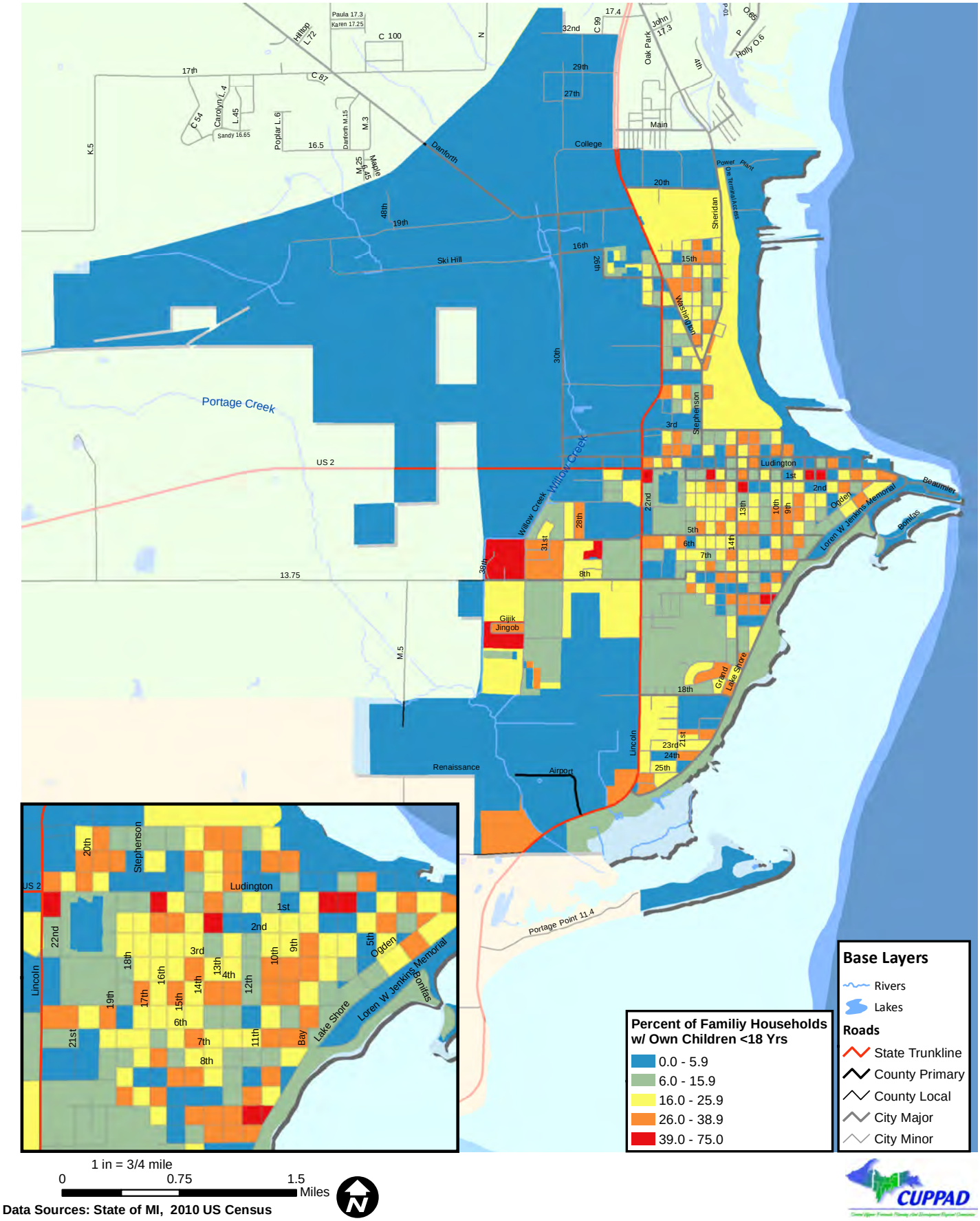
Map 3: City of Escanaba, Population, 2010



Map 4: City of Escanaba Median Age, 2010



Map 5: City of Escanaba, Households with Individuals over Age 65, 2010



1 in = 3/4 mile

0 0.75 1.5 Miles

Data Sources: State of MI, 2010 US Census

Map 6: City of Escanaba, Families with Own Children, 2010

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

Source: U.S. Census, Years Cited

3.4 Education Attainment

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

Two industries that employ large numbers of people in the county are healthcare 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. Bay College maintains partnerships with area employers to ensure that curricula meets workforce development needs.

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

3.5 Household Characteristics

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

The U.S. Census defines a household as all persons who occupy a housing unit. For example, a household 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 household size and average family size decreased slightly 2000 Census, which is aligned with state and national trends. Fewer people are having large families and more people are choosing to live alone, resulting in smaller household and family sizes. The number of married couple families decreased by 5.4 percent and the number of married couple families with children under 18 decreased by 4.4 percent The number of non-family households increased by 3 percent. This may be attributed to the overall decrease in people between ages 25-44. The number of householders living alone increased by 1.2 percent, which is aligned with the decrease in average household size.

Table 3-8:
Household Characteristics, 2000 & 2010

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

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

3.6 Issues and Opportunities

Issues:
The 2010 Census shows the population of Escanaba has declined by 22 percent since 1960, recent data indicates this decline has continued. Since the 2000 Census the population has decreased by -9.0 percent,. The loss of population increases the per capita cost of infrastructure and public services and has a negative impact on economic development.

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

The census data shows many people are leaving the region in their early twenties. This loss of people in their prime working age limits economic development, as companies want to be located where there is an ample workforce. Furthermore, the population of Escanaba has a lower percentage of people with bachelor's degrees than Michigan as a whole, as young adults are leaving to pursue opportunities elsewhere. A community with a highly educated population can attract knowledge-based industries.

Opportunities:
The population density is high compared to most of the surrounding communities. Density enables more efficient transit services, walkability, reduced fuel consumption, and greater economic growth. Future development should seek to improve growth patterns to sustain the dense, historic core of the community that provides the City with its unique sense of place.

The changing household characteristics indicate more residents of the city are living alone and there are more homes with people over 65 than there are with children under 18. Seniors, as well as young professionals, want denser low-maintenance housing, such as condos, in walkable neighborhoods. There is a market for this type of housing in Escanaba, and developing this type of housing can help to attract and retain residents.

Image 3-1: Historic homes in Escanaba.

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 a multi-modal transportation hub to grow and build a strong vibrant community. Global competition and a decrease in the demand for iron ore has reduced the number of people employed in natural resource based industries and increased reliance other industries and employment opportunities. This transition from a primarily industrial economy to one centered more in services and manufacturing will continue as more mining and logging businesses reduce capacity or close. The community will need to continue to pursue diverse industries and investing in local and regional economies in order to remain resilient to economic changes.

Information is provided for the City of Escanaba whenever it is available, but many statistics are only collected for 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, has decreased since 2004. This is due in-part to people who are unemployed dropping out of the labor force and in-part to people moving out of the state as a result of the recession that began in 2008.

Table 4-1:
Delta County Labor Force and Unemployment

	County Civilian Labor Force			Unemployment Rate (%)				
Year	**Employed**	**Unemployed**	**Total**	**Delta County**	**Central U.P. Region**	**U.P.**	**MI**	**US**
2004	18,700	1,599	20,299	7.9	7.3	7.4	7.1	5.5
2005	18,819	1,481	20,300	7.3	6.8	7	6.8	5.1
2006	19.014	1,527	1,546	7.4	7.1	7.1	6.9	4.6
2007	18,599	1,546	20,145	7.7	7.1	7.4	7.1	4.6
2008	18,067	1,625	19,692	8.3	7.8	8.2	8.3	5.8
2009	17,108	2,390	19,498	12.3	11.8	12	13.5	9.3
2010	15,898	2,279	18,177	12.5	11.3	11.8	12.7	9.6
2011	15,892	1,926	17,818	10.8	9.8	10.2	10.4	8.9
2012	15,789	1,731	17,520	9.9	8.9	9.2	9.1	8.1
2013	15,763	1,799	17,562	10.2	9.1	9.7	8.8	7.4
2014	16,078	1,452	17,530	8.3	7.6	8	7.2	6.2

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

4.2 Employment by Sector

The employment patterns in Delta County have changed over the last decade. Overall, the number of jobs in the county has decreased by 15 percent. 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.

Traded and Local Industry Clusters

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

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

Table 4-2:
Delta County Employment by Industry

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

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

Table 4-3: Employment by Occupation					
	Number, 2000	%, 2000	2013, Number	%, 2013	% Change
Employed civilian population 16 years & over	5,782	100	4,905	100	-15.2
Management, business, science, & arts	1,482	25.6	1,226	25	-17.3
Service occupations	1,301	22.5	1,239	25.3	-4.8
Sales and office occupations	1,396	24.1	1,186	24.2	-15
Natural resources, construction, maintenance occupations	481	8.3	383	7.8	-20.4
Production, transportation, & material moving occupations	1,122	7.7	871	17.8	-22.4
Source: U.S. Census 2000, ACS Survey 2013					

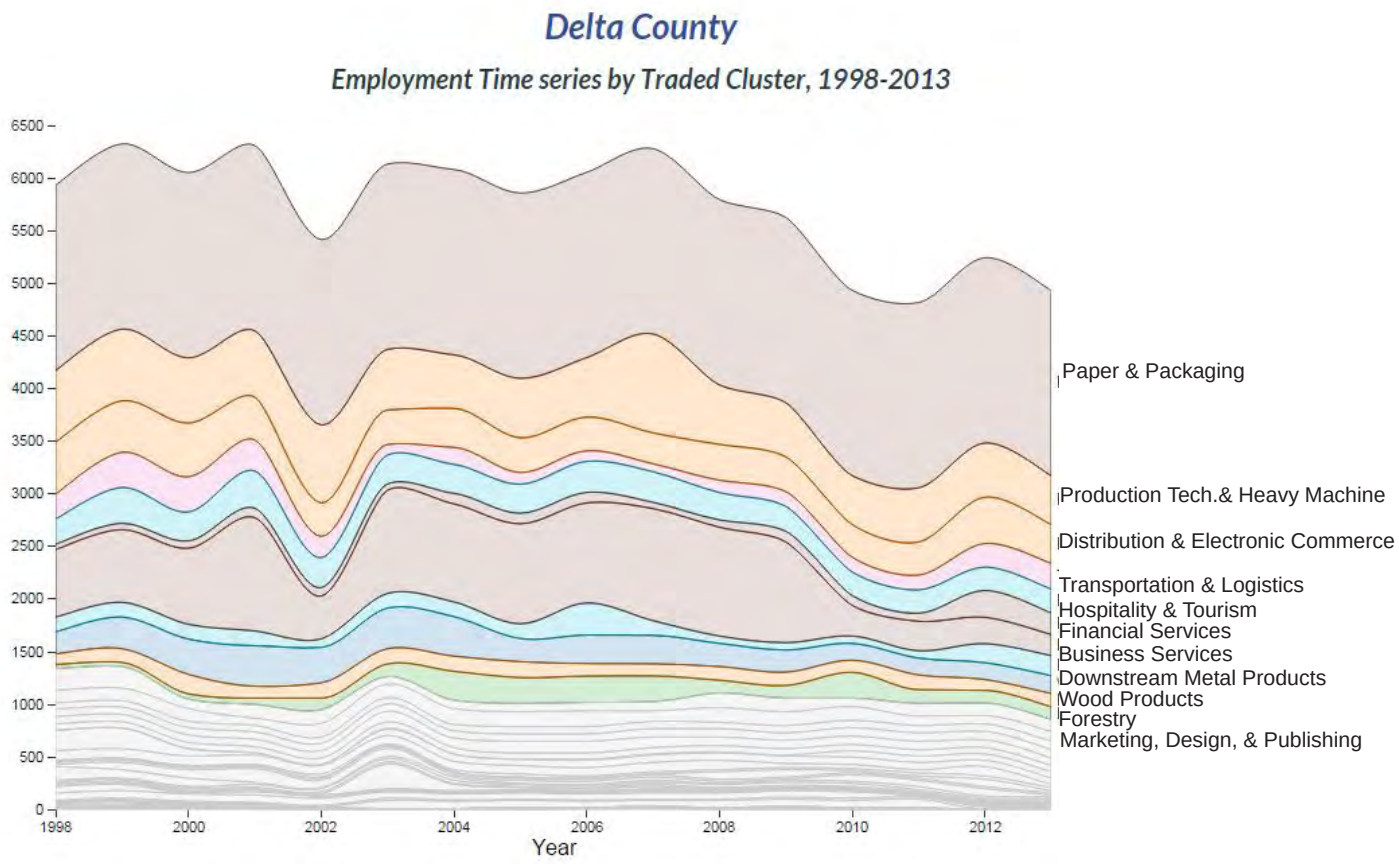


Figure 4-1: Number of people employed in Delta County traded industry clusters. Clustermapping.org

4.3 Major County Employers

Most of the major employers in the area are located within or near the Cities of Escanaba and Gladstone. 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 large employers located outside of the county, such as Island Resort and Casino, or the large number of jobs based in Marquette County.

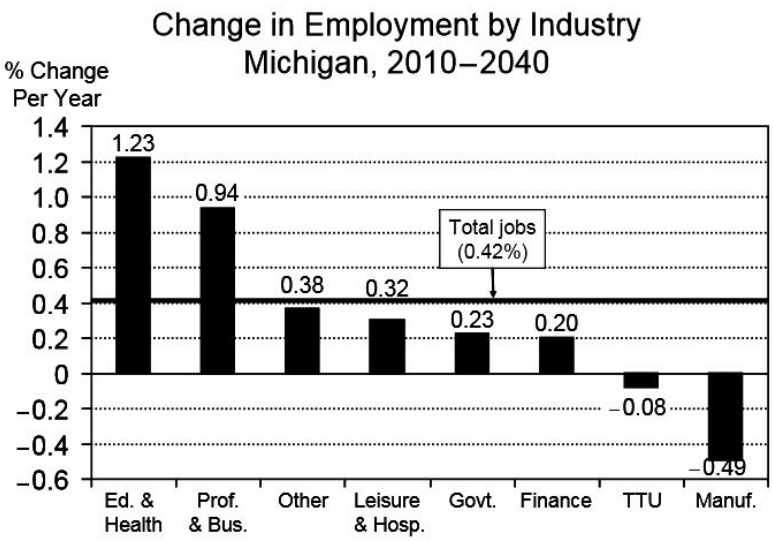


Figure 4-2: Projected employment trends[1].

Table 4-4: Major County Employers

Employer	# of Employees	
	2013	2014
Hannahville	1,084	1,084
Verso	1,000	1,000
OSF Hospital	603	603
Escanaba Schools	434	434
EMP	400	400
Walmart	400	400
Bay College	275	275
Elmer's	150	150
Gladstone Schools	148	148
Andex	85	85
VanAire	77	73
Besse Forest Products	60	60
Marble Arms	30	26

Source: Delta County EDA

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

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

Source: ACS Survey 2013

4.4 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. Maps 7, 8, and 9 compare the median incomes across communities in Delta County.

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

Table 4-7 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.

1. Grimes, D. R., & Fulton, G. A. (2012). Retrenchment and Renewal: The Economic and Demographic Outlook for Southeast Michigan Through 2040. *Institute for Research on Labor, Employment, and the Economy, University of Michigan.*

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

Area	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	22,471	-11
Michigan	22,168	29,989	23,622	25,236	25,681	-14
Median Household Income						
Escanaba	29,125	39,401	29,130	31,121	27,328	-31
Delta County	35,511	48,040	41,951	44,818	42,676	-11
Michigan	44,667	60,427	45,413	48,516	48,411	-20
Median Family Income						
Escanaba	36,995	50,048	43,048	45,990	45,721	-9
Delta County	45,079	60,984	51,442	54,957	53,489	-12
Michigan	53,457	72,318	56,101	59,935	60,793	-16

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

Table 4-7: Households by Annual Income, 2013

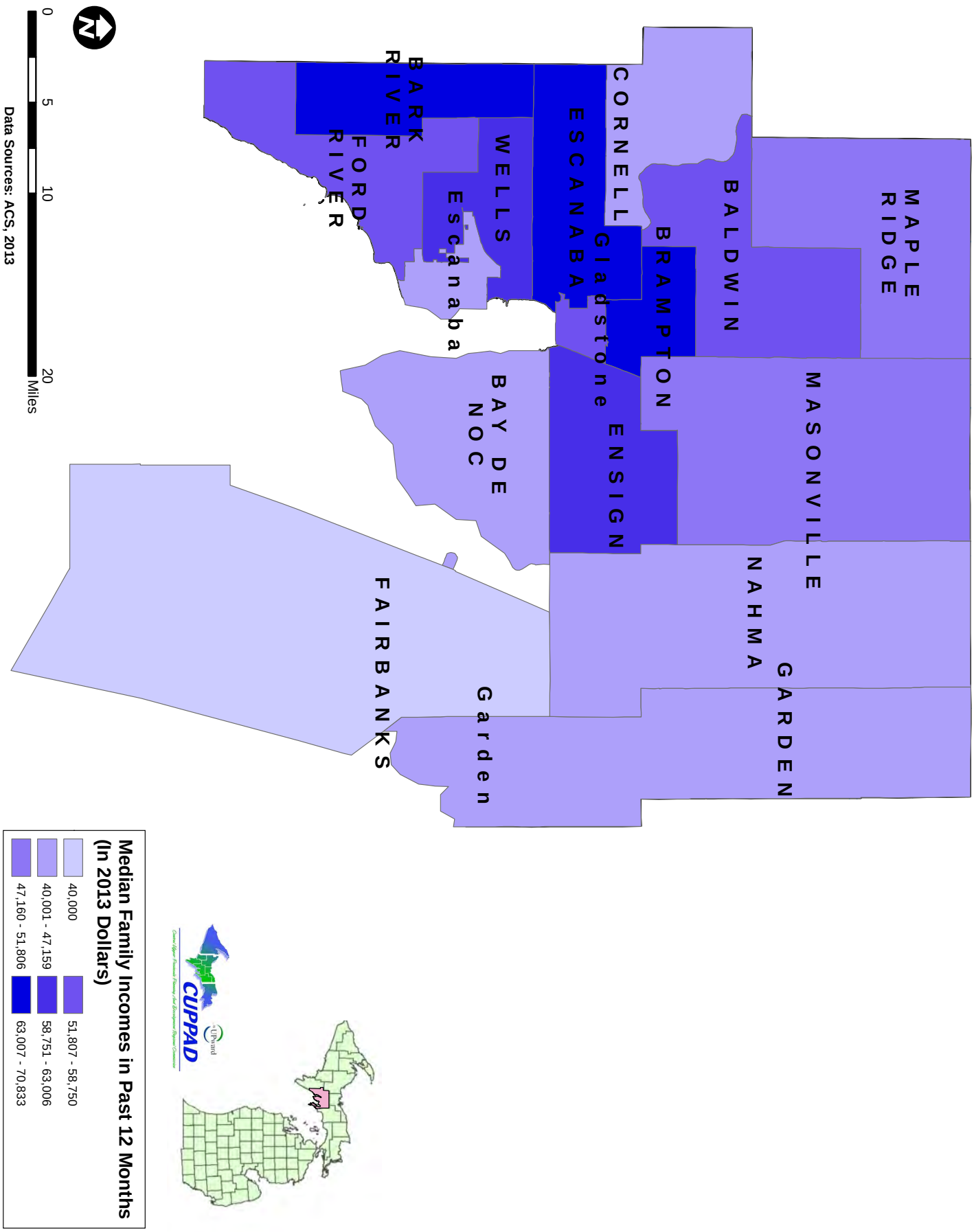
	Escanaba		Delta		Michigan	
	Number	%	Number	%	Number	%
Less than $10,000	794	13.8	1,350	8.5	320,953	8.4
$10,000 to $14,999	684	11.9	1,175	7.4	237,074	6.2
$15,000 to $24,999	1,219	21.2	2,478	15.6	489,200	12.9
$25,000 to $34,999	667	11.6	1,795	11.3	436,343	11.5
$35,000 to $49,999	713	12.4	2,446	15.4	583,142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

Source: 2009-2013 ACS Survey, 5 Year Estimates

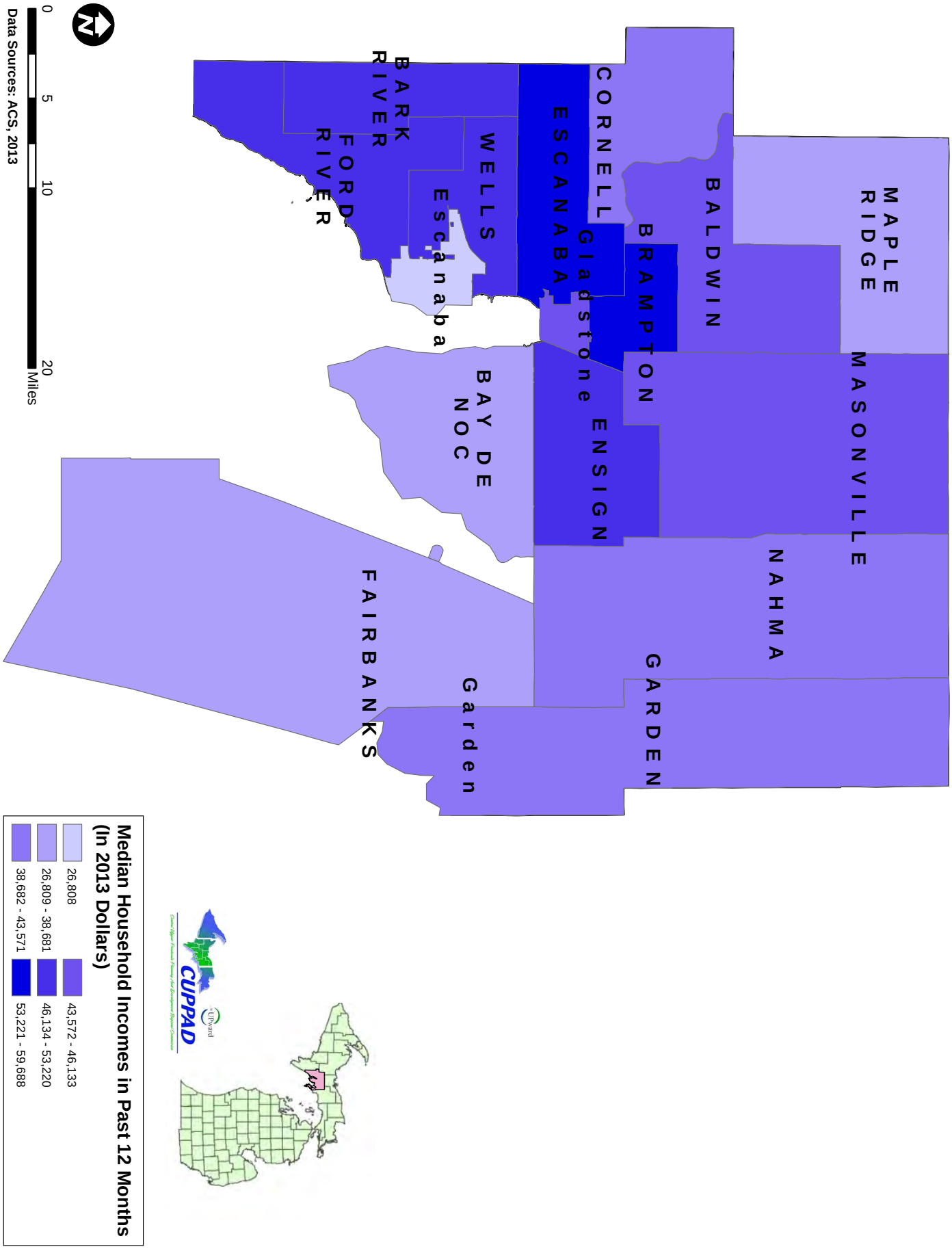
Table 4-8:
Households with Income by Income Type, 2013

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

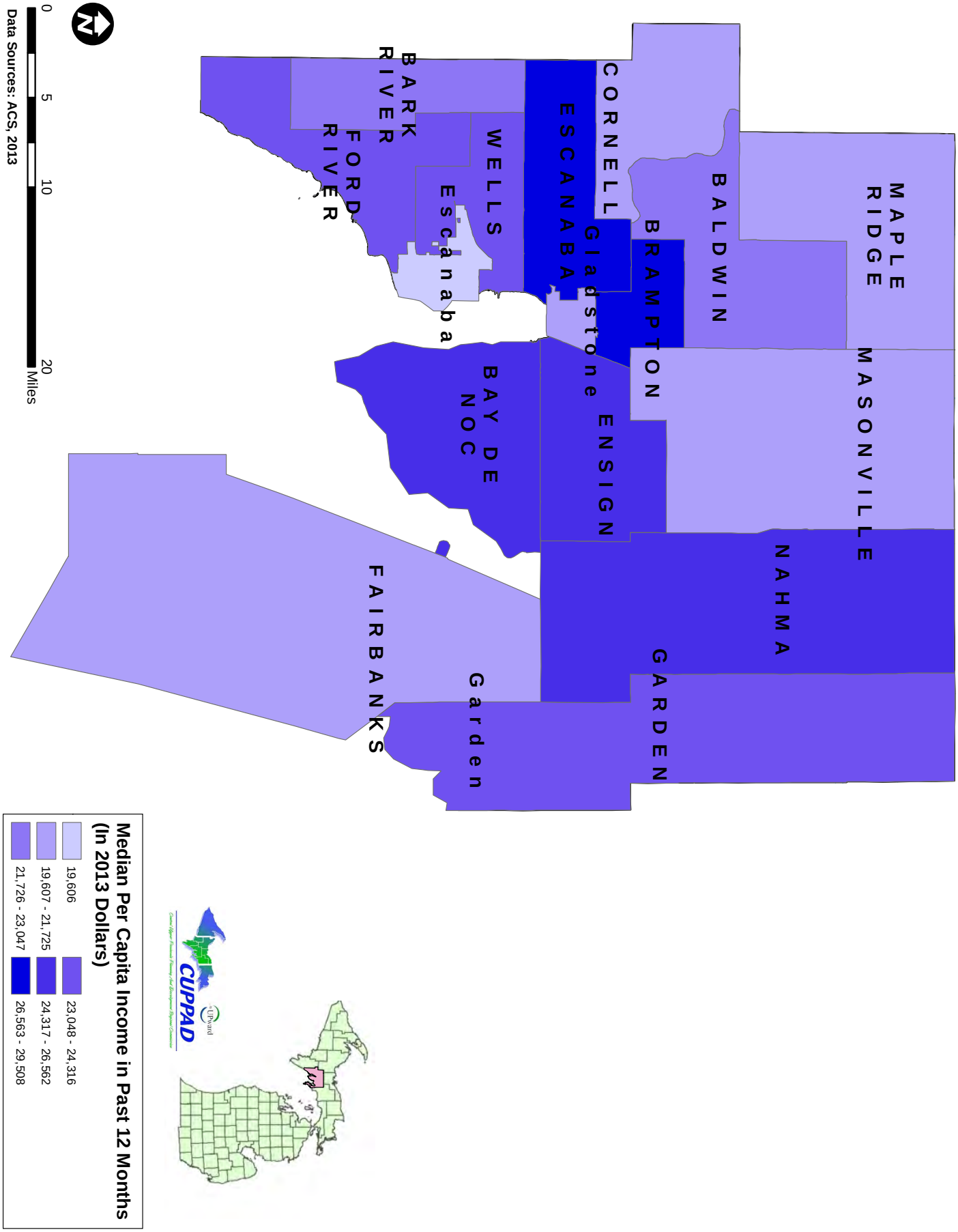
2010 ACS Survey 5-Year Estimates



Map 7: Delta County, Median Family Incomes, 2013



Map 8: Delta County, Median Household Incomes, 2013



Map 9: Delta County, Median Per Capita Income, 2013

4.5 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.

Table 4-9 compares the poverty rates for different groups across Escanaba, Delta County, and Michigan. The data indicates Escanaba has poverty rates higher than that of the County and State, in particular for children and young families. This may be due to a higher unemployment rate in the area. Additionally, amongst people who are employed, the loss of highly paid manufacturing jobs and in increase in low wage retail jobs means people in the area have significantly less money than they did a decade ago (see Table 4-6). Poverty amongst children is negatively associated with health, education, and economic outcomes. Poverty in the county is likely concentrated in Escanaba as it is one of the few places where people without a vehicle can still get around with relative ease. Note that in Table 4-9 the categories defined by the Census Bureau overlap and therefore do not total 100 percent.

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: 2010 ACS Survey, 5-Year Estimates

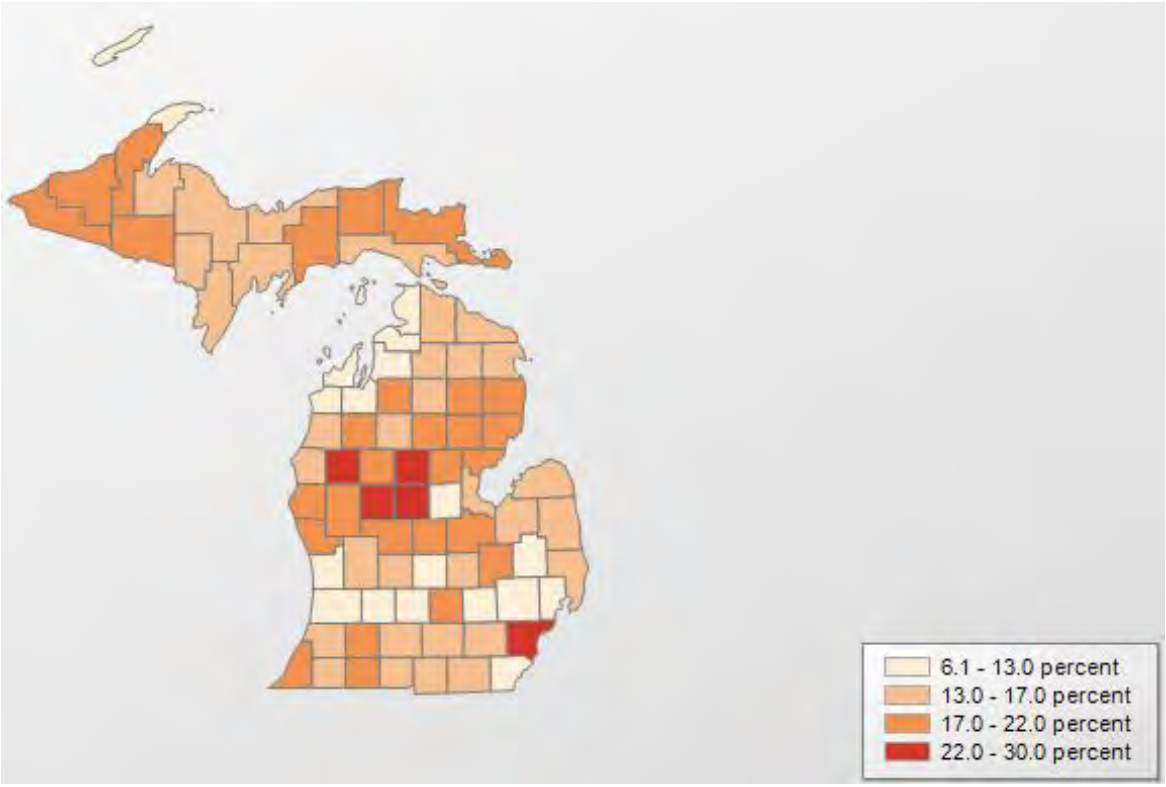


Figure 4-2: Percent of Total Population in Poverty, 2014. USDA.

4.6 Issues and Opportunities

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

Although many mining and manufacturing jobs have left the region, the county has attracted other high-wage sectors such as health care and a small number of scientific and technical jobs. However, community leaders need to do more to increase regional economic resilience.

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 have and that there are many residents who may be reliant upon other community resources such as public transportation, community gardens, food banks, and public health clinics.

The concentration of poverty in Delta County in the City of Escanaba is a concern as it is associated with a higher level of social problems, negative health outcomes, and a decreased ability for residents to overcome economic hardship.

Opportunities:
Although the increase in poverty and lower income levels in the city are a challenge, it can also open the door for income-based grant opportunities, such as CBDG funding.

Chapter 5: Housing

Introduction

Escanaba residents and officials consider neighborhoods and housing quality as the building block of the community. Diversity of housing types and availability of quality housing are very important factors 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 viewed as an important element in the community.

The information in this chapter provides city leaders with data 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 percent decrease in the number of units since 2000, but may be attributed to a change in how data was collected for the 2010 census. Overall, there was an increase in housing units in of 22 percent since 1970. In Delta County the number of housing units increased to 20,214, a 5.1 percent increase from 2000 and a 53.2 percent 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 percent increase since 1970. These trends are detailed in Table 5-1.

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

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

Source: US Census, Years Cited

Table 5-2 describes the occupancy characteristics of housing units in Escanaba, Delta County, and the State of Michigan. 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. The distribution of rental units is illustrated in Map 10.

Looking at vacant units, the City of Escanaba has a much higher rate of vacant rental units (26.3%) than Delta County (6.5%) or Michigan as a whole (21.6%). Additionally, the city has a higher rate of vacant units that are for sale (14.7%) than the county (7.2%) or the state (11.7%). The higher vacancy rate for rental units compared to the county as a whole may be attributed to lower rents in outlying areas.

In Escanaba, 4.0 percent of vacant units had been bought or rented but were not yet occupied. Additionally, 10.4 percent of the vacant units were for seasonal use only. The number of vacant units attributed to seasonal use in the city is much smaller than the percent for Delta County and Michigan. This is due to the fact that Escanaba is a built-up, urban area and seasonal dwellings tend to be in rural, isolated areas. The percentage of vacant housing that is for sale is high when compared to the county and state. The majority of housing units in the city are single-family detached homes, as shown in Table 5-3.

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

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

Source: US Census, 2010

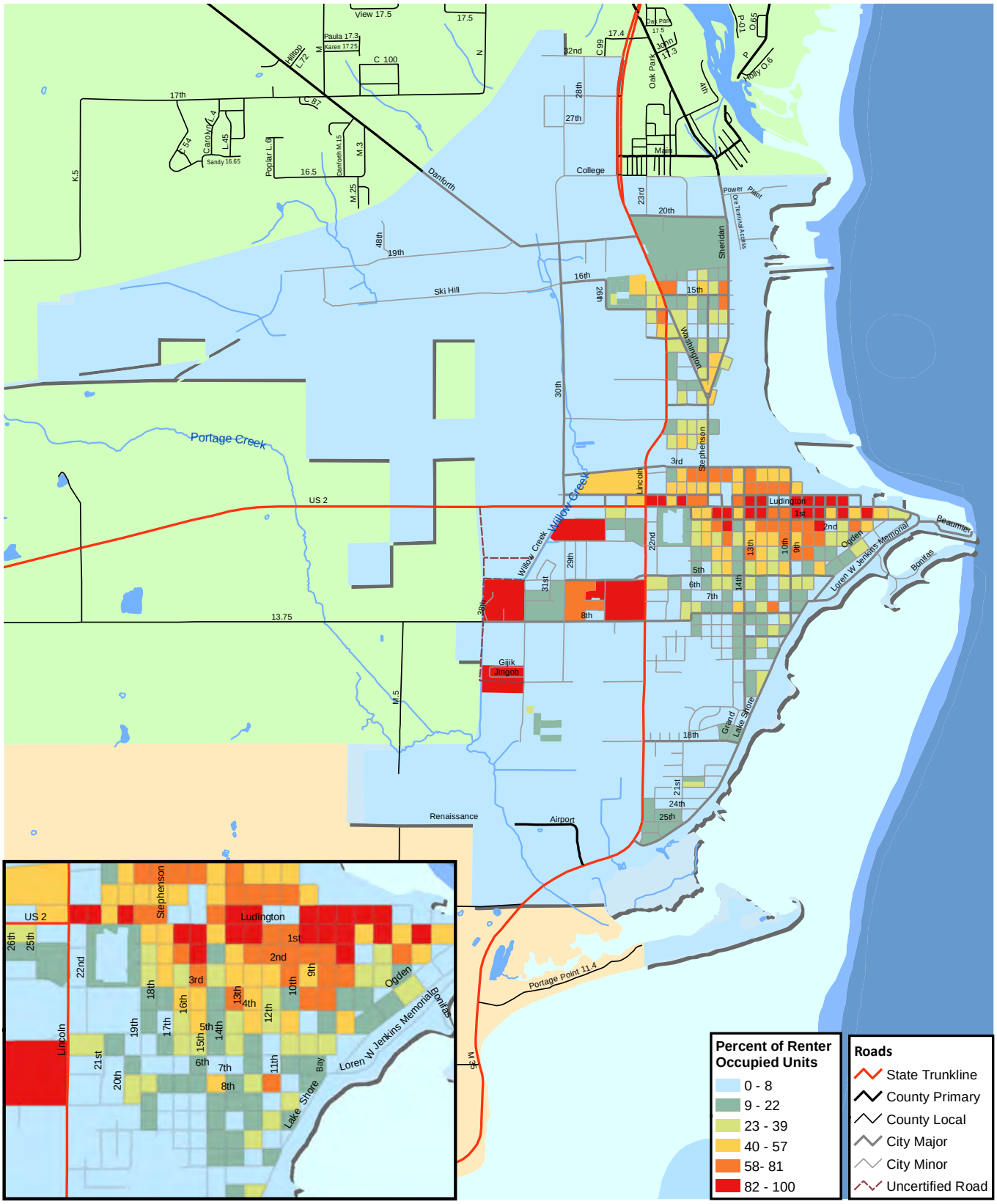
A large percentage of homes in Escanaba were built prior to 1939, as shown in Table 5-4 and Map 11. This is due to the mining and timber booms in the area in the late 1800's. In comparison to other areas, the percent of older homes is much greater than that of the county or the state. While this adds 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.

Image 5-1: Residential neighborhood in Escanaba

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

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

Source: 2013 ACS Survey, 5 Year Estimates

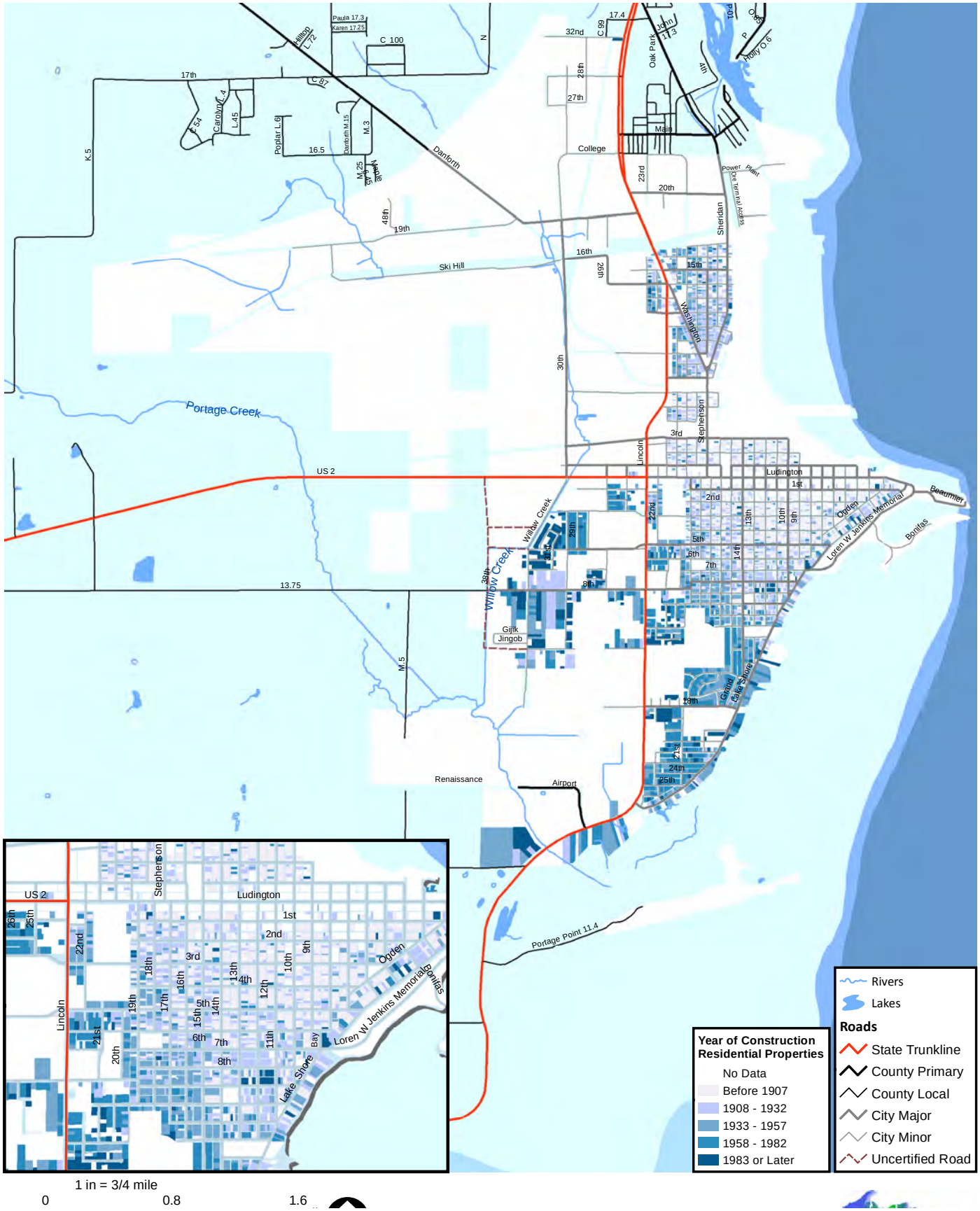


1 in = 3/4 mile

0 0.75 1.5 Miles

Data Sources: State of MI, 2010 US Census

Map 10: City of Escanaba, Distribution of Renter Occupied Units, 2010



Map 11: City of Escanaba, Age of Residential Properties, 2014

Table 5-4:
Age of Housing, Occupied Housing Units, 2013

	City of Escanaba		Delta County		Michigan	
	Owner Occupied %	Renter Occupied %	Owner Occupied %	Renter Occupied %	Owner Occupied %	Renter Occupied %
2010 or Later	0.0	0.0	0.0	0.0	0.2	0.3
2000 to 2009	2.7	7.4	9.6	1.6	11.4	8.5
1980 to 1999	11.0	7.1	22.5	12.7	23.2	23.1
1960 to 1979	13.1	33.3	24.1	32.0	26.5	31.7
1940 to 1959	28.8	16.3	19.4	18.1	24.5	20.9
1939 or Earlier	44.4	35.8	24.2	31.2	14.21	15.5

Source: 2013 ACS Survey, 5-Year Estimates

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

Table 5-6 compares household characteristics for the City of Escanaba in 2000 and 2010. Table 5-7 shows the change in average household size for selected areas since 2000. The City trends are similar to those seen in other parts of the state and nation. The average household size is shrinking in Escanaba, Michigan, and the United States. For Escanaba, it has decreased from 2.63 in 1980 to 2.14 in 2010. This helps to explain why in spite of a population decrease there is no surge in abandoned homes in the community.

Table 5-5:
Household Type and Relationship, 2010

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

Source: 2010 US Census

Table 5-6:
Household Characteristics, City of Escanaba 2000 - 2010

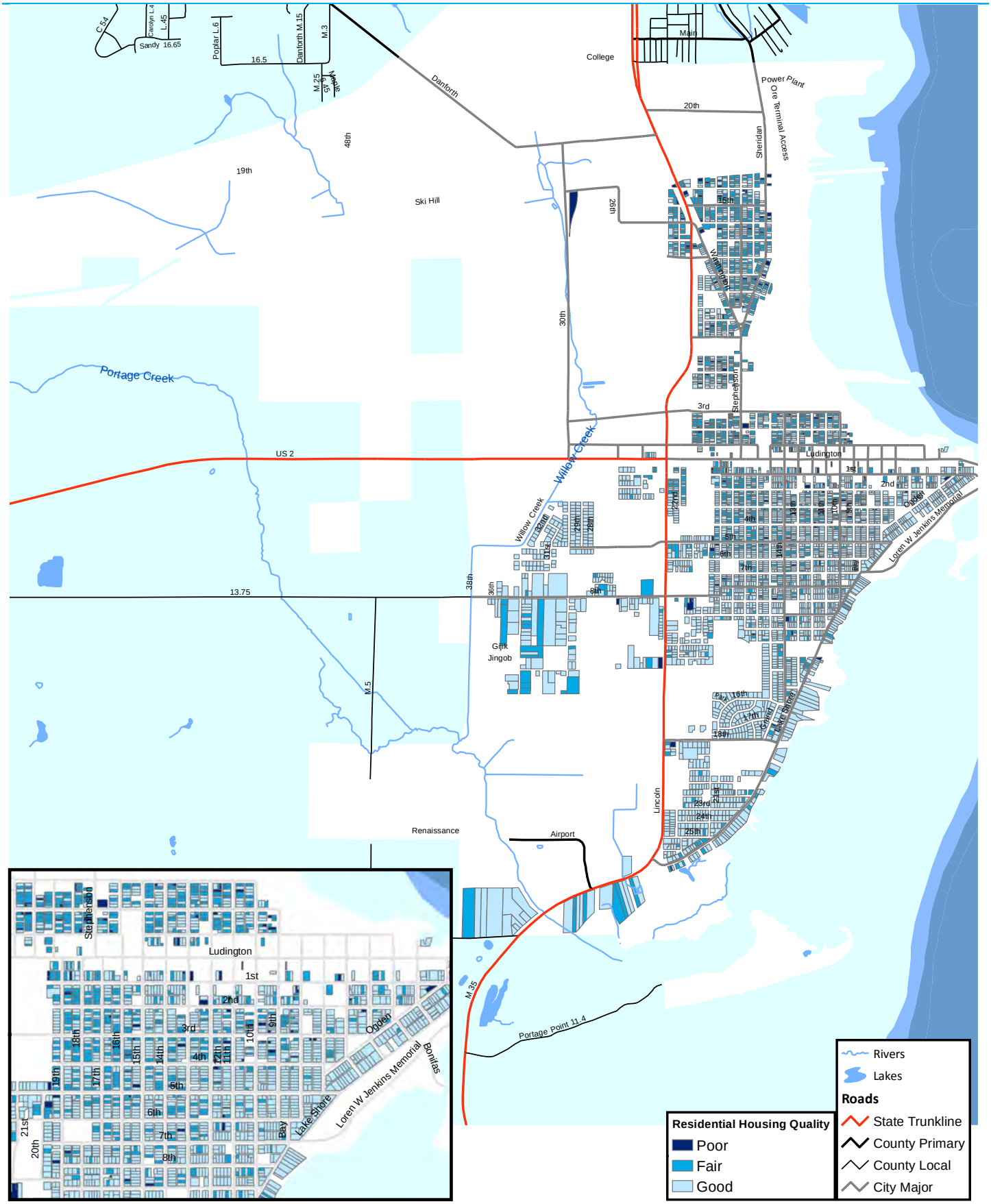
	2000		2010	
Type	Number	Percent	Number	Percent
Family Households	3,297	56.8	3,090	55.0
Husband-Wife Family	2,445	42.2	2,071	36.8
Female Householder	651	11.2	762	13.6
Non-Family Households	2,503	43.2	2,532	45.0
Householder Living Alone	2,148	37	2,145	38.2
Households w/ persons 65+	1,918	33.1	1,742	31.0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

Source: 2000 & 2010 US Census

Table 5-7:
Average Household Size, Selected Areas, 2000 - 2010

Average Household Size	2000	2010
City of Escanaba	2.19	2.14
Michigan	2.56	2.49
U.S.	2.59	2.58

Source: US Census, Years Cited



Map 12: City of Escanaba, Residential Housing Quality

The community is less densely populated than it once was, which means the per capita cost of providing public services has increased. This follows a nationwide trend toward smaller households that is attributed to more one person households and smaller families. This has also resulted in reduced enrollment levels in the school system.

The percentage of husband-wife families has decreased in the city to 36.8 percent, which may be due to the difficult economy in the decade of 2000-2009 as well as shifting cultural norms. The Pew Research Center has found that marriage has become less common amongst those with lower incomes and less education[1]. Additionally, more people are choosing to co-habitate without getting married. The percent of people living alone has increased from 37 percent in 2000 to 38.2 percent in 2010 and the percent of households with persons 65 or over and over has also decreased from 33.1 percent in 2000 to 31 percent in 2010.

5.2 Financial Characteristics

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

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

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

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

1. Taylor, P. (2010). The Decline of Marriage and Rise of New Families (Rep.) Retrieved April 30, 2016 from Pew Research Center: http://www.prewsocialtrends.org/files/2010/11/pew=social-trends=2010-families.pdf

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

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

Images 5-2: Historic home in Escanaba.

Table 5-9:
Gross Rent* by Percentage of Household Income, City of Escanaba 2013

Household Income	% in income bracket	<20%	20 - 29%	30%<
Less than $20,000	65.4	1.9	12.1	51.4
$20,000 to $34,999	19.6	1.0	10.8	7.7
$35,000 to $49,999	6.3	4.7	1.6	0.0
$50,000 to $74,999	2.9	2.0	0.5	0.3
$75,000 or more	0.9	0.9	0.0	0.0
Total		10.5	25.0	59.4

*Gross rent is the sum of rent and utilities, 2013 ACS Survey, 5-year Estimates

Table 5-10:
Households by Selected Monthly Owner Costs, As Percentage of Household Income, City of Escanaba 2013

Household Income	% in income bracket	<20%	20 - 29%	30%<
Less than $20,000	22.1	1.2	7.2	13.7
$20,000 to $34,999	19.1	7.1	3.7	8.4
$35,000 to $49,999	15.5	8.4	4.5	2.6
$50,000 to $74,999	20.7	13.1	6.7	0.9
$75,000 or more	22.0	18.6	3.4	0.0
Total		48.4	25.5	25.6

*Gross rent is the sum of rent and utilities, 2013 ACS Survey, 5-year Estimates

Table 5-11:
Persons by Poverty Status

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

Source: ACS 2013, 5-Year Estimates

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

	Median Income		Per Capita	Income Below Poverty Level	
Area	Household	Family		% of Persons	% of Families
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

5.3 Issues and Opportunities

Issues:

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. Modifications should be made to the City Zoning Ordinance which encourage the development of a variety of housing types, such as townhomes, attached residential dwellings, and mixed uses. A variety in housing styles will allow all age groups to find housing based on lifestyle conditions and remain in the City.

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

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

In public surveys, residents indicated that improving the quality of housing, especially in the downtown area, to be a primary concern. There are two neighborhood enhancement areas identified on Map 13, and these areas are located on the east side of Lincoln Road on either side of Ludington Street. The intent of the neighborhood enhancement areas is to concentrate code enforcement, infrastructure improvements, and home ownership programs in defined areas to increase the property values resulting in stabilized neighborhoods.

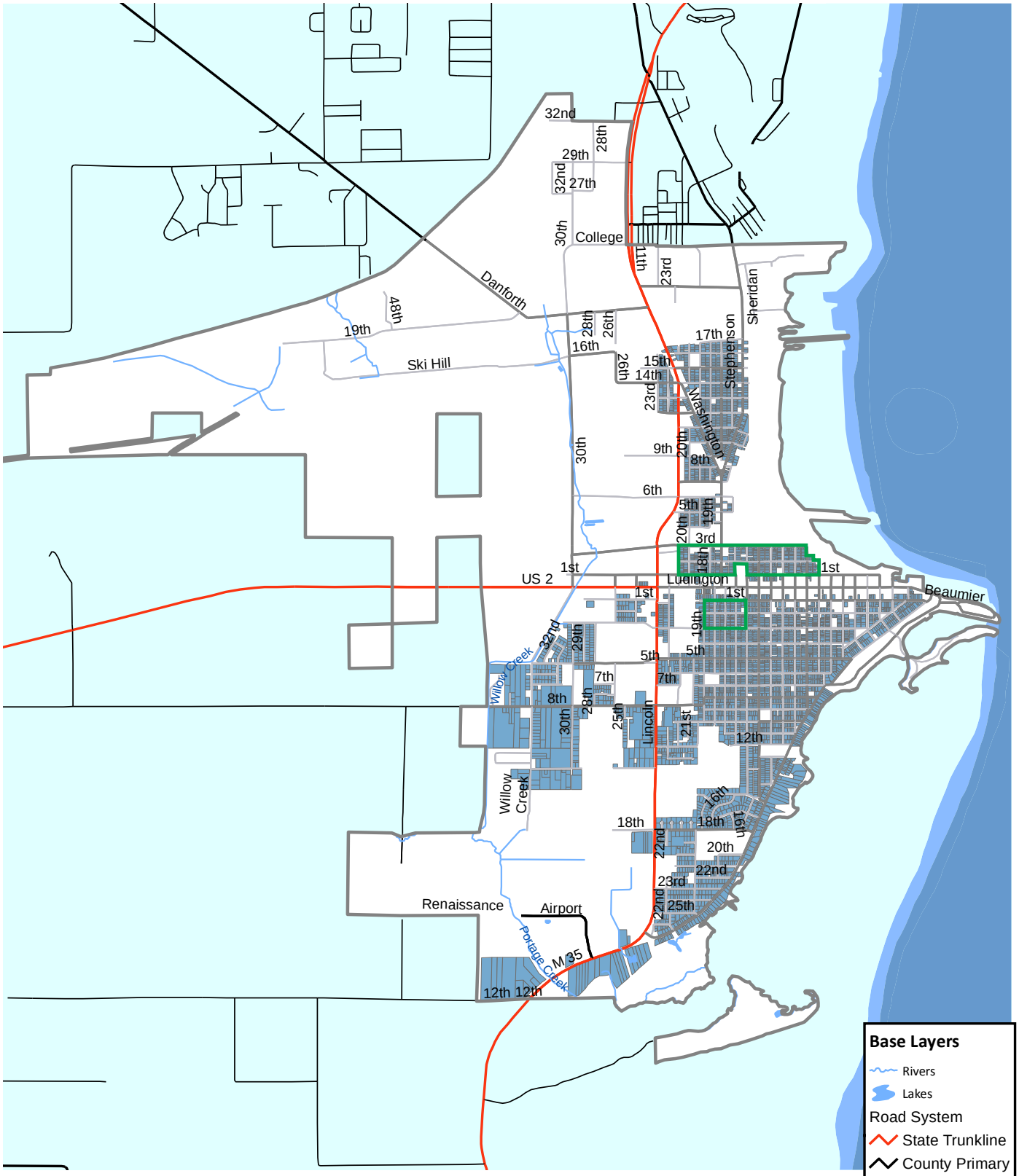
The increase in the percent of rental units is a concern as it is an indicator of economic insecurity.

Opportunities:

In order to protect historic neighborhoods the City could adopt an historic overlay that would protect the aesthetic character of these areas. The historic stock of residential structures sets the City apart from surrounding Townships. Efforts to manage this historic resource should be a priority for the community. The area between 1st Avenue South, South 7th Street, and Lake Shore drive to be designated as an historic overlay district, which means it poses a high concentration of historic structures deserving to be preserved for the community. A neighborhood historic overlay district would provide a basis for the City to manage the appearance of the exterior of new structures and significant additions within this area. The overlay district would not be a local historic district but a zoning tool used to preserve the architectural and historic integrity of the neighborhood.

There is a demand in the local housing market for units often called the 'missing middle'. This includes market rate multi-family or clustered housing within walking distance to shops and other amenities that can help the City meet the demand from young professionals and retirees for walkable urban living.

There are policy and funding tools available from Michigan State Housing Development Authority (MISDHA) and U.S. Department of Housing and Urban Department (HUD) to help the City address the levels of blight and homeownership.



Base Layers

- Rivers
- Lakes

Road System

- State Trunkline
- County Primary
- County Local
- City Major
- City Minor

Map Features

- Occupied Residential Parcels
- Neighborhood Enhancement Area

1 in = 3/4 mile

0 0.75 1.5 Miles

Data Sources: State of MI, City of Escanaba

Map 13: City of Escanaba, Neighborhood Enhancement Zones

Chapter 6: Natural Features and Resources

Introduction

Recognizing and highlighting the natural features of an area is critical for protecting natural systems and making land use decisions. Therefore, the following sections 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. Healthy local ecosystems support diverse, productive fisheries and terrestrial wildlife populations. The Little Bay de Noc is surrounded by forests and wetlands that help to maintain the high quality waters that empty into the bay. These resources and the different landscapes of the region afford residents and visitors an array of recreational opportunities. The community values these rich natural resources and want to ensure they are sustained for future generations of residents.

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, 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 to the north. Escanaba is situated in a 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 of rain per year, with the wettest month in September and the driest month in February[1].

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 on the ancient lakebed of Lake Michigan. Escanaba drains toward Lake Michigan and is situated in a low-lying area with minor or elevation change. Further north and west, elevation begins to rise and greater slopes begin to occur, as shown in Map 14. Overall, Escanaba contains few areas with steep slopes, and has a gentle elevation increase moving toward the inland regions. These qualities are an asset for developing a non-motorized transportation network.

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 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

1. Your Weather Service. (2016). *Climate Escanaba-Michigan.* Retrieved November 1, 2015, from U.S. Climate Data, http://usclimatedata.com/climate/escanaba/michigan/united-states/usmi0274.

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.

There are several alvar landscapes within Delta County and Escanaba that were formed during the late Ordocician and early Silurian periods when Michigan was covered in inland seas[1]. Limestone was formed into flat, horizontal layers of rock which can be seen very clearly on the banks of the Escanaba river where the soil has eroded to expose the bare rock. This type of landscape has thin to no soil and, as a result, sparse grassland vegetation. Often flooded in the spring, and affected by drought in the summer, alvars support a distinctive group of prairie-like plants. This stressed habitat supports a community of rare plants and animals, including species more commonly found on prairie grassland. Lichens and mosses are common while trees and shrubs are absent or severely stunted.

6.4 Water Resources

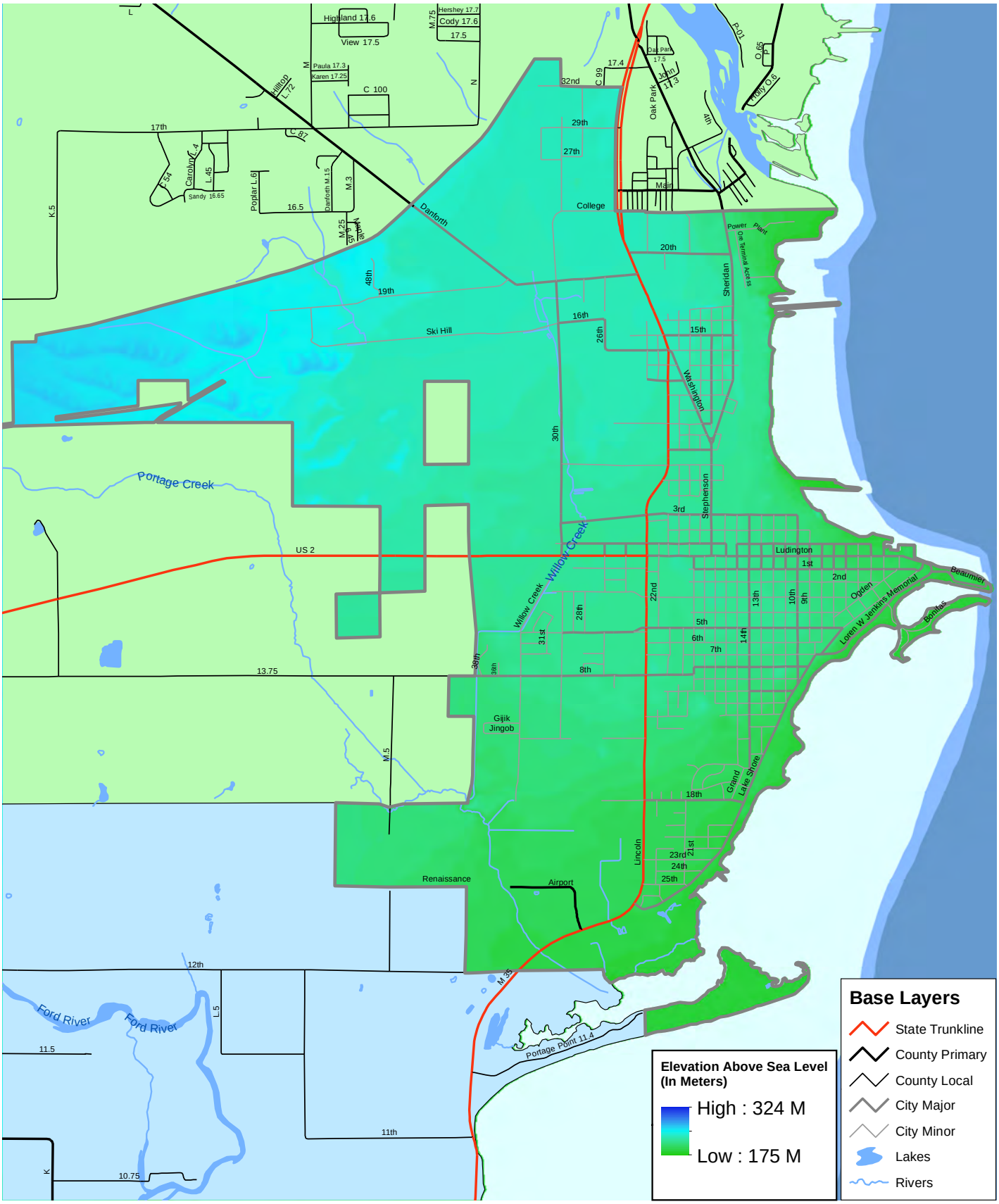
Little Bay de Noc, along with Big Bay de Noc to the east, is located in the most northwestern portion of Lake Michigan, in Green Bay. The Stonington Peninsula borders Little Bay de Noc on its eastern shore. Escanaba and Gladstone are located on the western shore. The northern extent of Little Bay de Noc culminates at the town of Rapid River where five rivers, Whitefish, Black George, Rapid, Tacoosh, and 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 and should be a major consideration for future planning.

The 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. Long stretches of these creeks have been altered. Additionally, Butcher's Creek flows underground at Veteran's Park before entering the bay. Stormwater falling in the city limits drains directly to Little Bay de Noc, or first to Willow, Portage, or Butcher's Creek and then into Lake Michigan.

Escanaba lies 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. There are several hydro dams on the river that provide the area with a clean source of energy, but have drastically altered the natural hydrology of this river system. The Ford River watershed extends northwest into Delta, Menominee Dickinson, Marquette, and Iron Counties. The Ford River is undamed and enters into the bay Just south of Escanaba's southern border, the Ford River empties into Little Bay de Noc. Each of these watersheds contain diverse hydrological systems that numerous streams and tributaries.

1. Kost, M.A., D.A. Albert, J.G. Cohen, B.S. Slaughter, R.K. Schillo, C.R. Weber, and K.A. Chapman. (2007). Natural Communities of Michigan: Classification and Description. Michigan Natural Features Inventory, Report No. 2007-21, Lansing, MI.

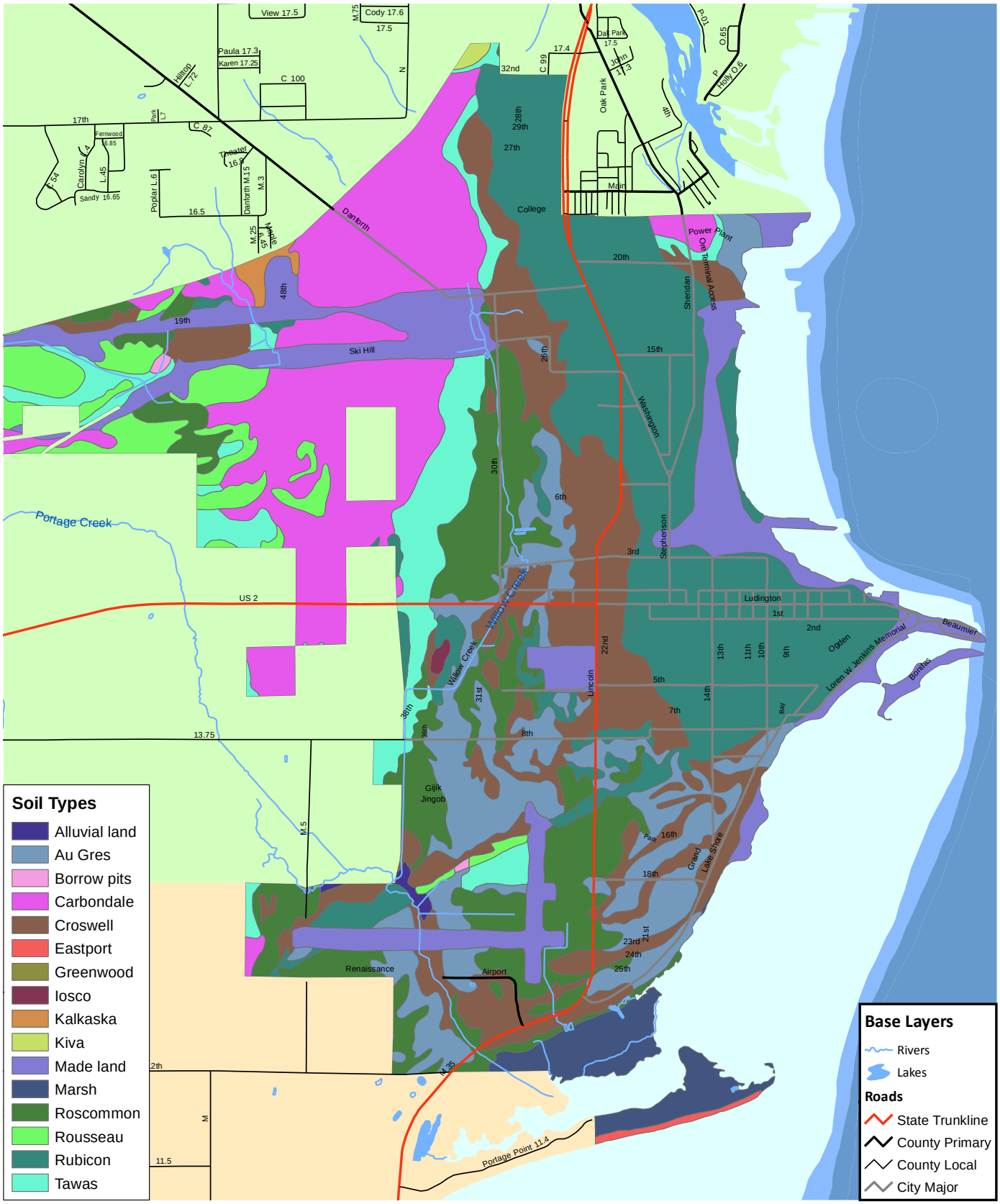


1 in = 3/4 mile

0 0.75 1.5 Miles

Data Sources: State of MI

Map 14: City of Escanaba, Elevation above Sea Level



Map 15: City of Escanaba, Soils

As previously mentioned, 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). The river supports a variety of duck species, brook, brown, and rainbow trout along with a variety of warm water species such as northern pike, smallmouth bass, and walleye.

Much of the coastal zone that exists within Escanaba has been significantly altered and developed. Coastal zones throughout the Great Lakes have been affected by invasive species, in particular phragmites, which crowd out native plant species, degrade wildlife habitat, and indicate ecosystem stress. The City, Delta County Conservation District, and environmental groups have been aggressively mitigating this problem through chemical treatments to affected areas and land owner education.

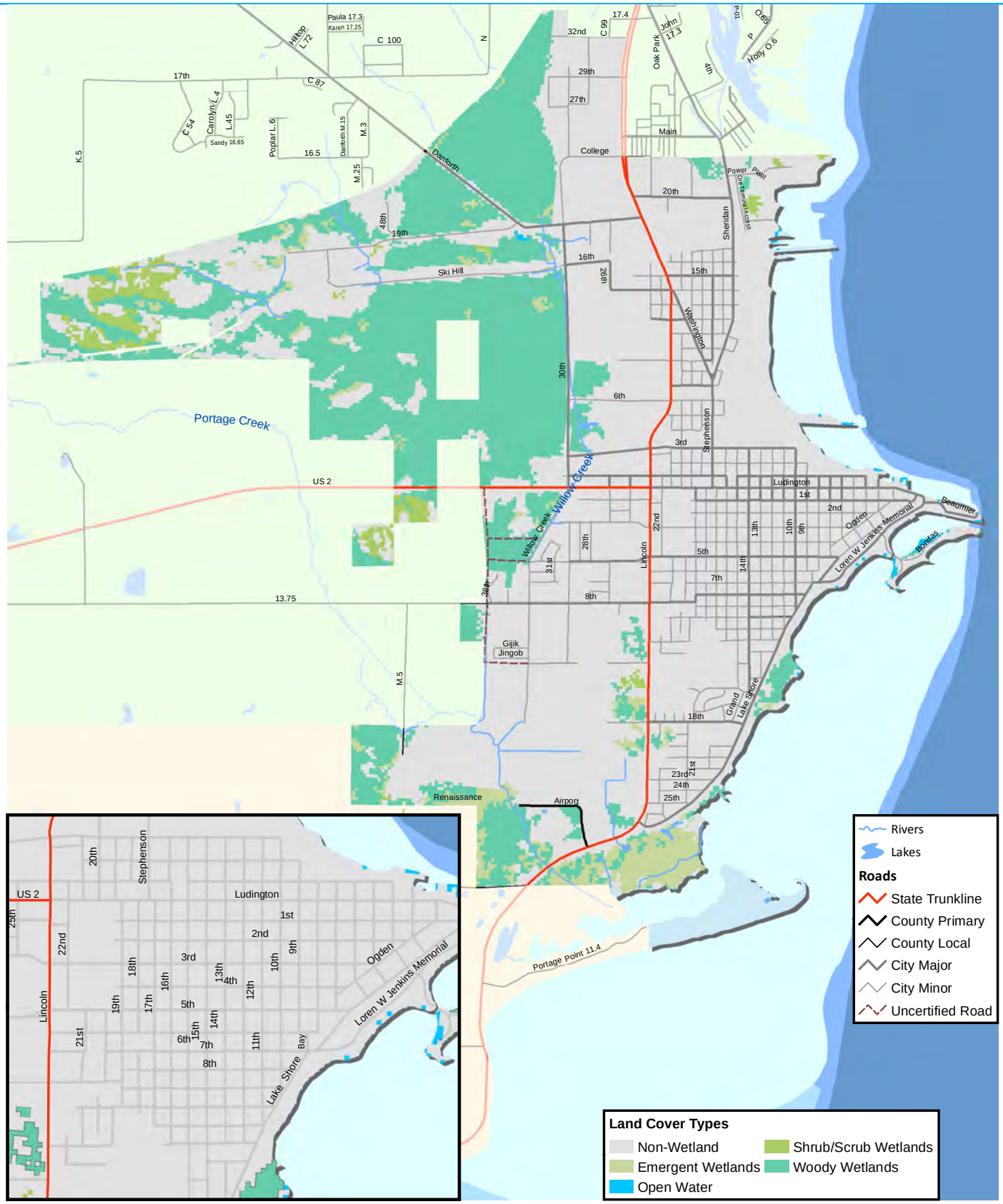
Wetlands

Wetlands make up a third of the land cover within Escanaba. They 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."

The quantity and types of wetlands in the city are described in Table 6-1 and Map 16. 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, nutrient recycling and retention, 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.

Images 6-1: Portage Point Marsh.



1 in = 3/4 mile

0 0.75 1.5 Miles

Data Sources: State of MI

Map 16: City of Escanaba, Wetland Areas

Wetlands are prevalent throughout the western quarter of Escanaba, totaling 2,697.8 acres, or 33% of total city acreage. Significant ditching and draining of wetlands of the west side wetlands in the past has facilitated Glossy Buckthorn invasion and the degradation of ecosystem services, including flood mitigation. The west side wetlands can be accessed through the N. 30th Street ski trail.

The most significant wetland area in the city is Portage Point Marsh, located in the south-east portion of the city along Lake Michigan where Portage Creek empties into Portage Bay. Portage Marsh is a 600 acre wetland complex that includes Portage Bay and 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.

Table 6-1:
Wetlands Acreage

Type	Acres	Percent
Emergent Wetlands	265.5	3.2
Shrub/Scrub Wetlands	146.8	1.8
Woody Wetlands	2,201.6	27.2
Total Wetland Areas	2,613.9	32.4
Non-Wetland Areas	5,463.6	67.6
Total	8,077.5	100

Source: NLCD, 2011

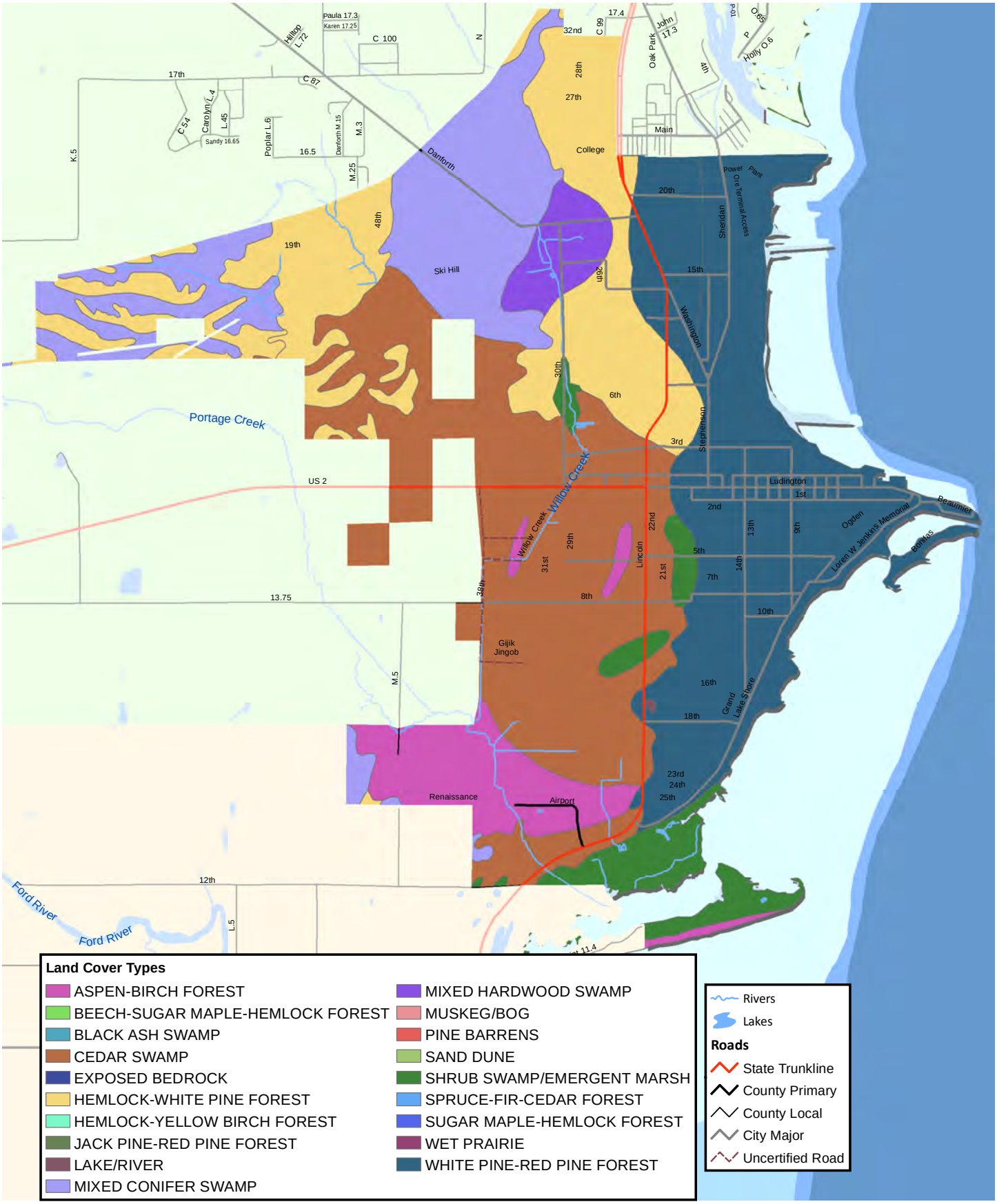
Image 6-2: Trail through Portage Point Marsh.

6.5 Forested Areas

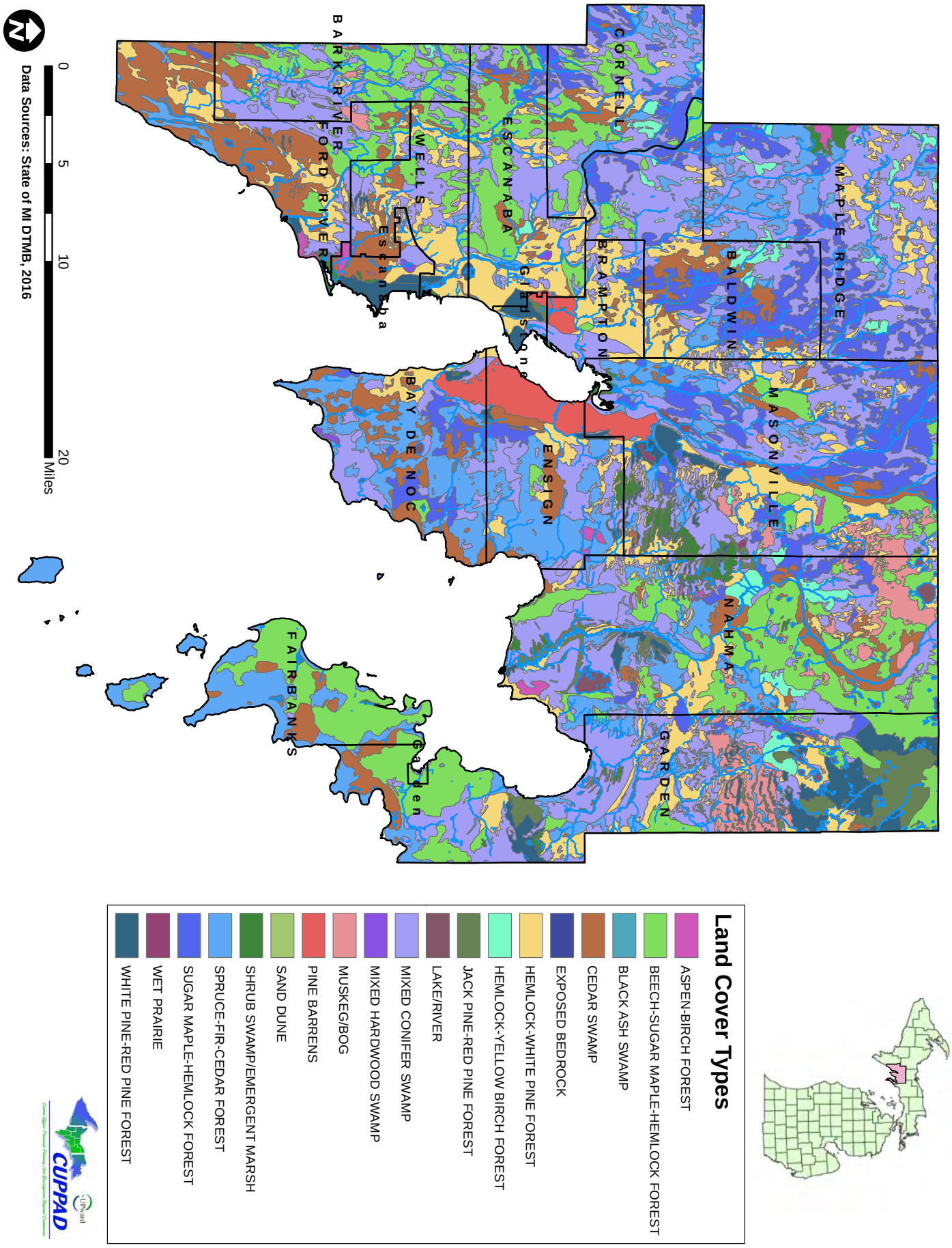
The wooded areas of Escanaba are representative of the northern lowland climates along the Lake Michigan shoreline. Historically, the area was predominantly tall coniferous forest. Following European settlement, the region changed dramatically with primary impact evident in the woodland landscape. Heavy logging operations led to the reduction in red and white pine as well as the white cedar and the proliferation of the European Buckthorn and other invasive species. 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; however, the wooded areas of the city have been degraded by logging and invasive species. 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, but has been affected by the proliferation of phragmites. 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.

Maps 17 and 18 illustrate the forest and other land cover types that were present in the area before European settlement.



Map 17: City of Escanaba, Historic Land Cover, Circa 1800



Map 18: Delta County, Historic Land Cover, Circa 1800

6.6 Wildlife

The State of Michigan has about 420 bird species of migratory birds, with almost 400 species recorded in the Upper Peninsula and 300 in Delta County. The Great Lakes present a formidable challenge to birds navigating these huge inland seas and, as a result, many are forced to concentrate along the shoreline during migration. These stopover areas provide critical resources for birds to continue their journey north. An advantage of the City of Escanaba has in providing great stopover habitat is an incredible diversity of insects to fuel the migration. Ludington Park, Veteran's Park, and other City-owned lots along the waterfront provide habitat for migrating and resident birds. Common species include bald eagles, Caspian and common terns, gulls, ducks, and cranes. Additionally, the Upper Peninsula is one of the most northern regions that support Purple Martins.

In 2012, Escanaba Migratory Bird Enhancement Initiative (EMBEI) received donated plants, funds from the City, and a grant to enhance bird habitat by planting native species and installing nest boxes.
In addition to bird species, a variety of amphibians can be found in shoreline areas, including leopard frogs, American toads, gray tree frogs and the eastern garter snake. Mammal species in the city include deer, raccoons, skunks, rabbits, muskrat, mink, and opossum.

6.7 Issues and Opportunities

Issues:
The City of Escanaba, along with other communities around Little Bay de Noc should continue work to maintain the water and habitat quality of the Bay and migratory fly-way.

Invasive species are degrading the quality of local ecosystems and will be an ongoing problem to be addressed. The City should adopt a formal management program to mitigate the negative impact of invasives.

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 was completed that identified wetlands, evaluated their hydrologic and biologic functions, and determined the biodiversity of the wetland. The study included the development of GIS data layers and the identification of potential restoration sites. Although the City does not have a formal management plan, the City will continue to evaluate the wetland areas to ensure the protection and management of these vulnerable and valuable resources.

Many of City's trees are nearing the end of their natural lives and others are affected by blight. The City should pro-actively develop an urban forestry plan to ensure that the future generations will enjoy the many benefits provided by street trees and green parks.

Opportunities:

The abundance of natural resources throughout Escanaba 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. A year-round non-motorized trail development could be developed to connect people to places of natural beauty.

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, canoing, kayaking, 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.

Bay College is pursuing the development of a sustainability education center. This could be an opportunity to educate Escanaba residents about environmental science and preservation.

Recreational and natural areas are community assets that support tourism. Better parking, signage, and marketing of these resources could boost the local tourism industry.

Image 6-3: Aronson Island municipal beach. Source: Mish Watersports.

Chapter 7: Land Use and Zoning

Introduction

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

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

Image 7-1: Downtown North Shore Area.

7.1 Factors Affecting Land Use

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

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

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

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

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

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

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

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

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

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

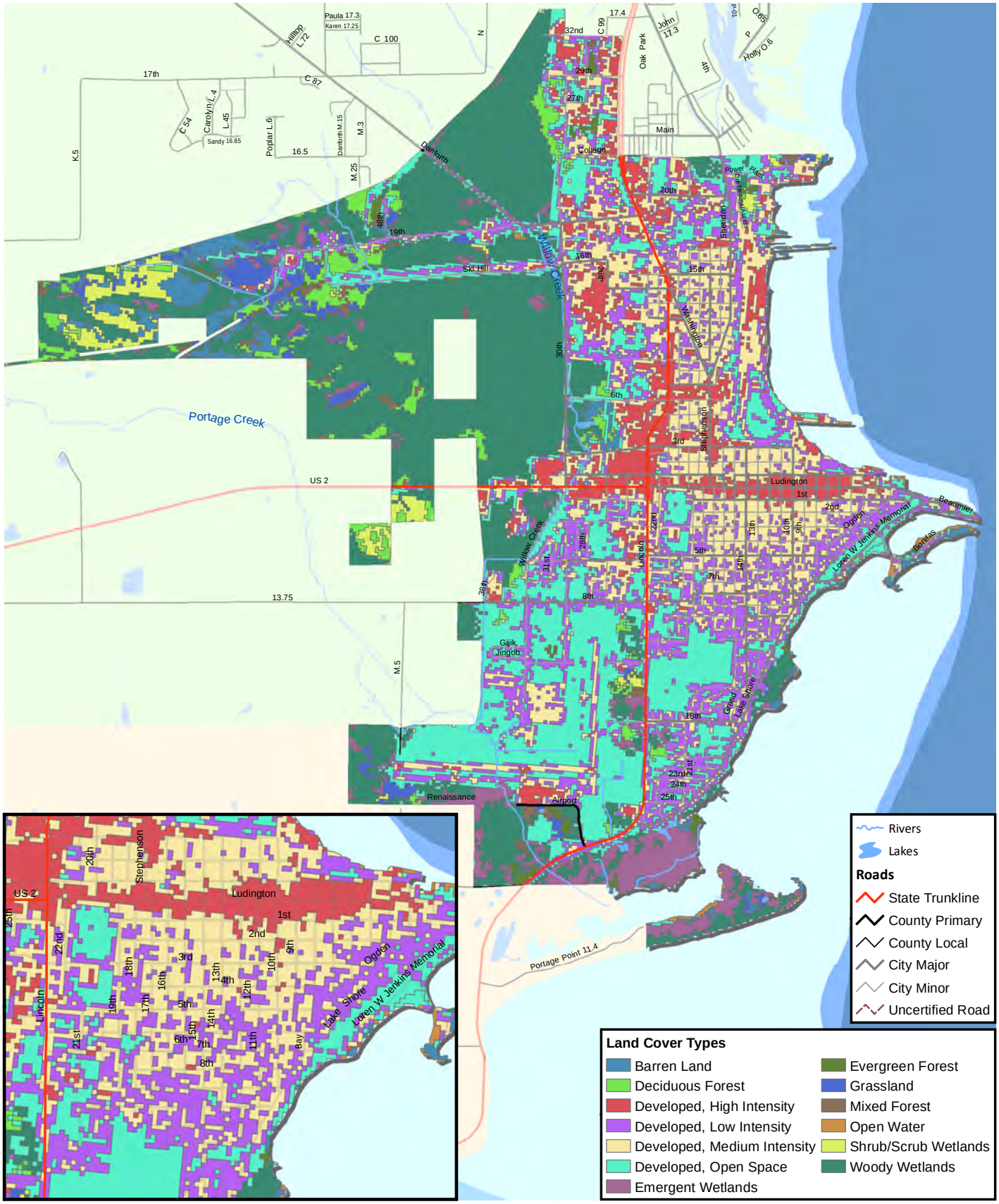
The transportation system, which serves a community, determines how quickly and easily, and at what cost, raw materials and finished goods can be shipped in and out, a crucial factor to many industries. The highway network in the region allows many people to live in rural areas and commute to jobs and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

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

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

7.2 Current Land Use Inventory

This section will examine the current land use patterns for the City of Escanaba and Delta County, based on the 2011 National Land Cover Database (NLCD). The inventory describes land uses and covers according to 16 classifications. The land cover types in the City and County can be found on Maps 19 and 20. A breakdown of the land uses in the City is covered in Table 7-1.

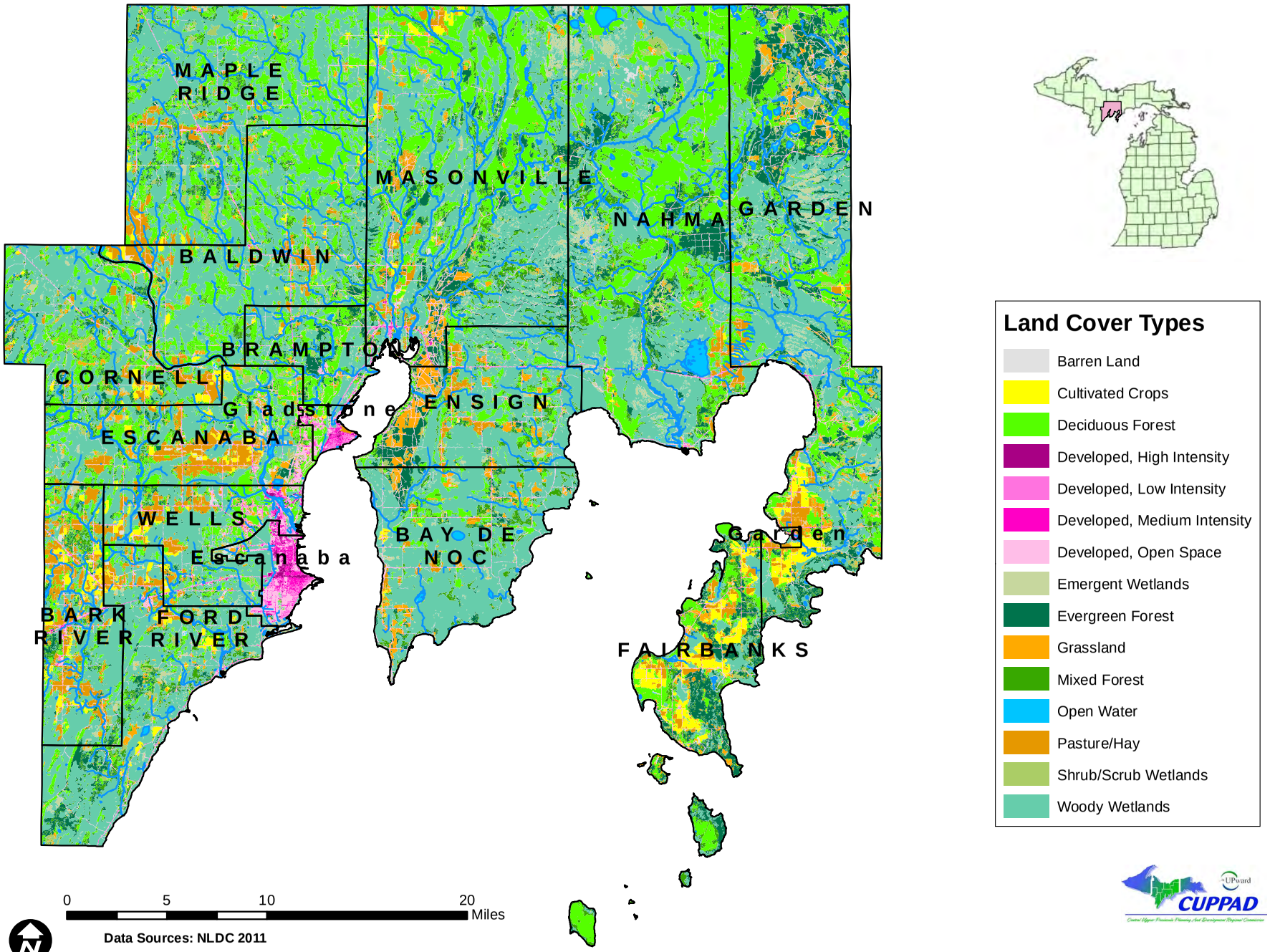


1 in = 3/4 mile

0 0.75 1.5 Miles

Data Sources: State of MI

Map 19: City of Escanaba, Land Cover, 2011



Map 20: Delta County, Land Cover, 2011

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

7.3 Public and Quasi-Public Land Use

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

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

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

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

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

7.4 Brownfield and Contaminated Sites

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

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

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

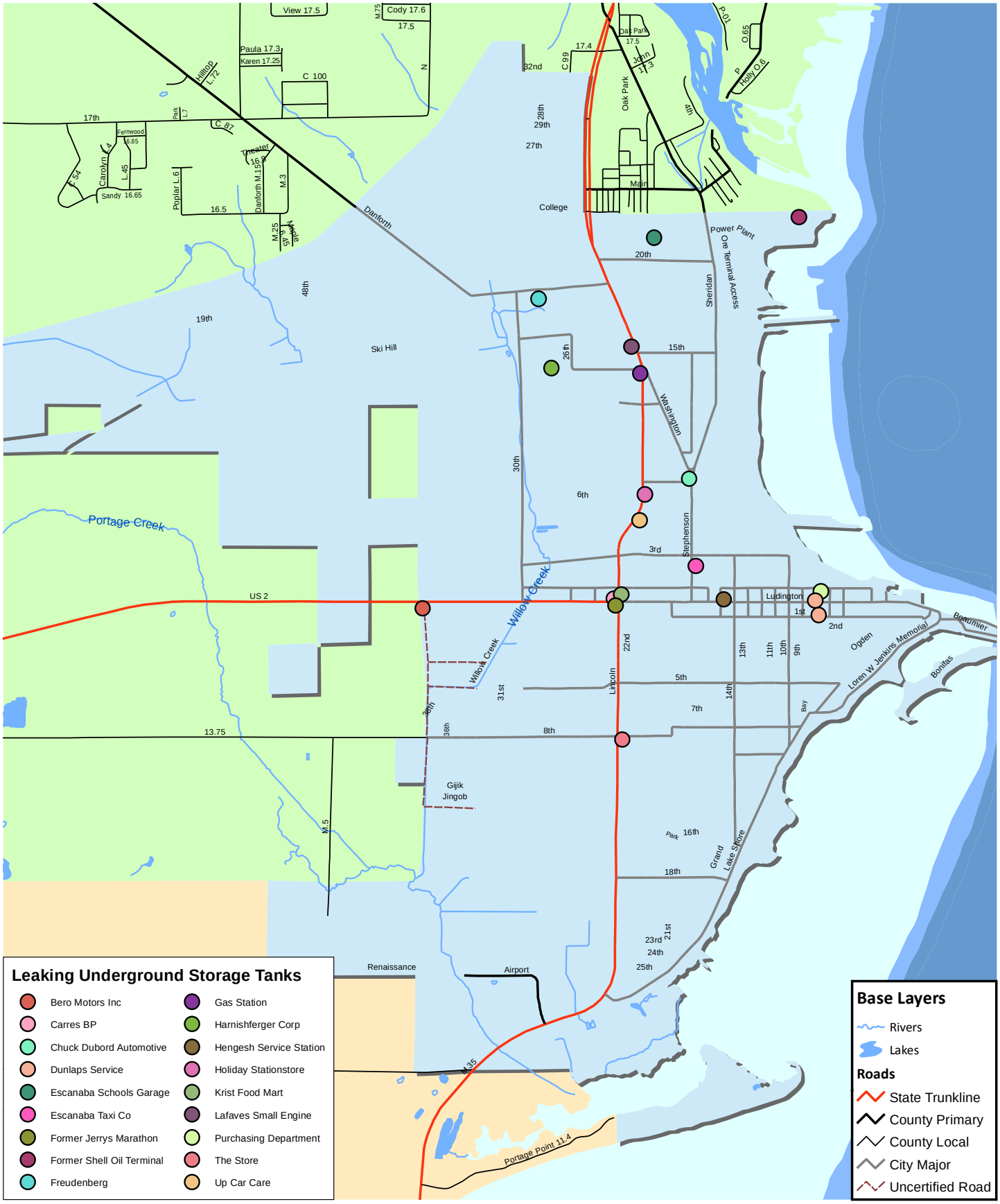
In terms of future land use decisions, it is important that decision makers are aware of the potential for certain types of land use to cause environmental contamination. Most of the sites of environmental contamination identified in Delta County are the result of past land use practices, and this illustrates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

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

Map 21 on the next page displays the locations of all open or active leaking underground storage tanks in the city as reported by the Michigan Department of Environmental Quality in June, 2015. Sites with open or closed tanks may have restrictions on what types of future development may occur at that location.

7.5 Existing Zoning

The distribution of land uses throughout the City is the result of a number of factors and illustrated in Maps 22 and 23. Some of these factors include, but are not limited to, proximity to lakeshore, transportation routes, location of regional shopping centers, and zoning. As the City has started to rely less on shipping and industry, a number of changes have occurred in the land use patterns allowing for new uses to be developed and planned for. Table 7-2 defines each of the current zoning districts.

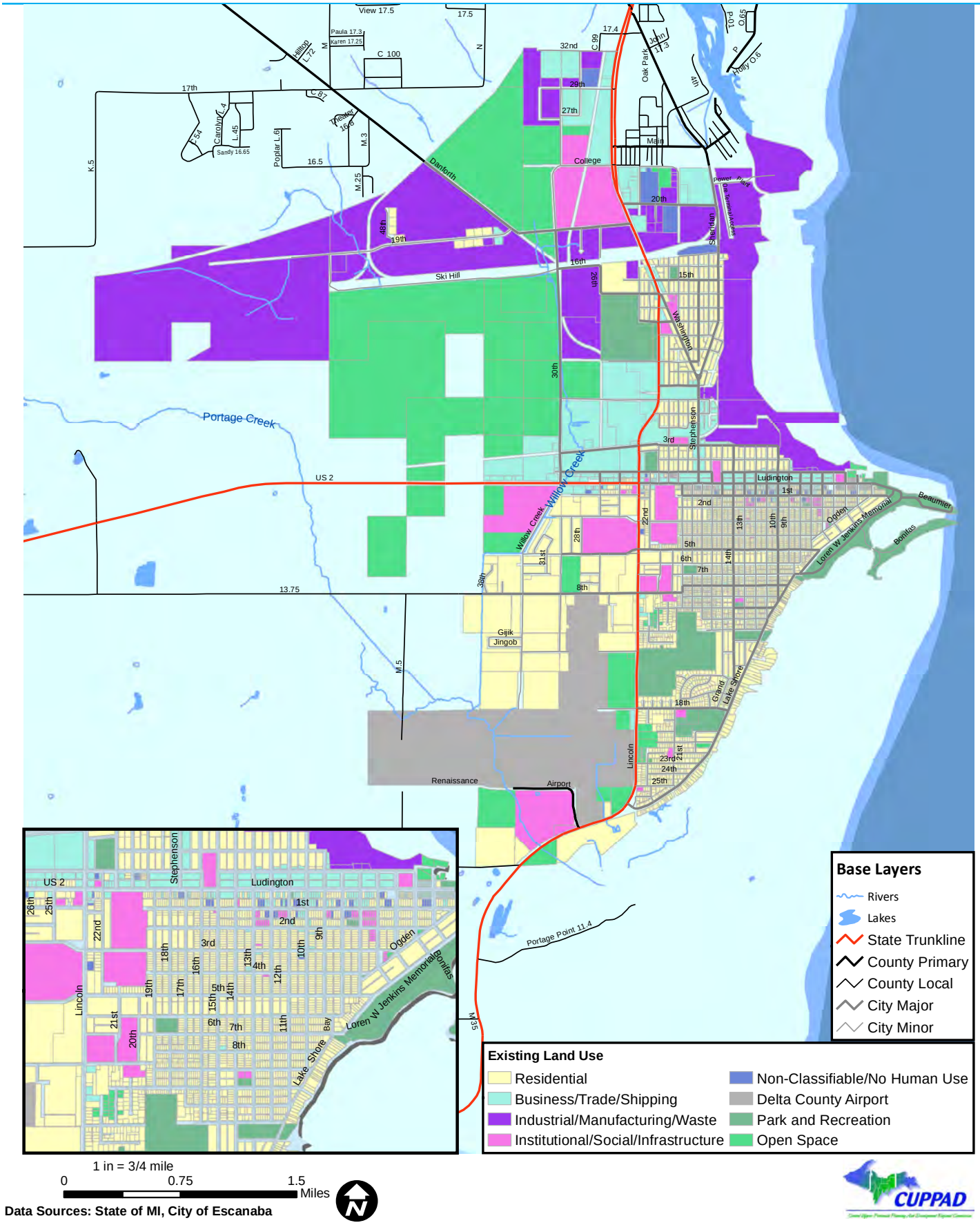


1 in = 3/4 mile

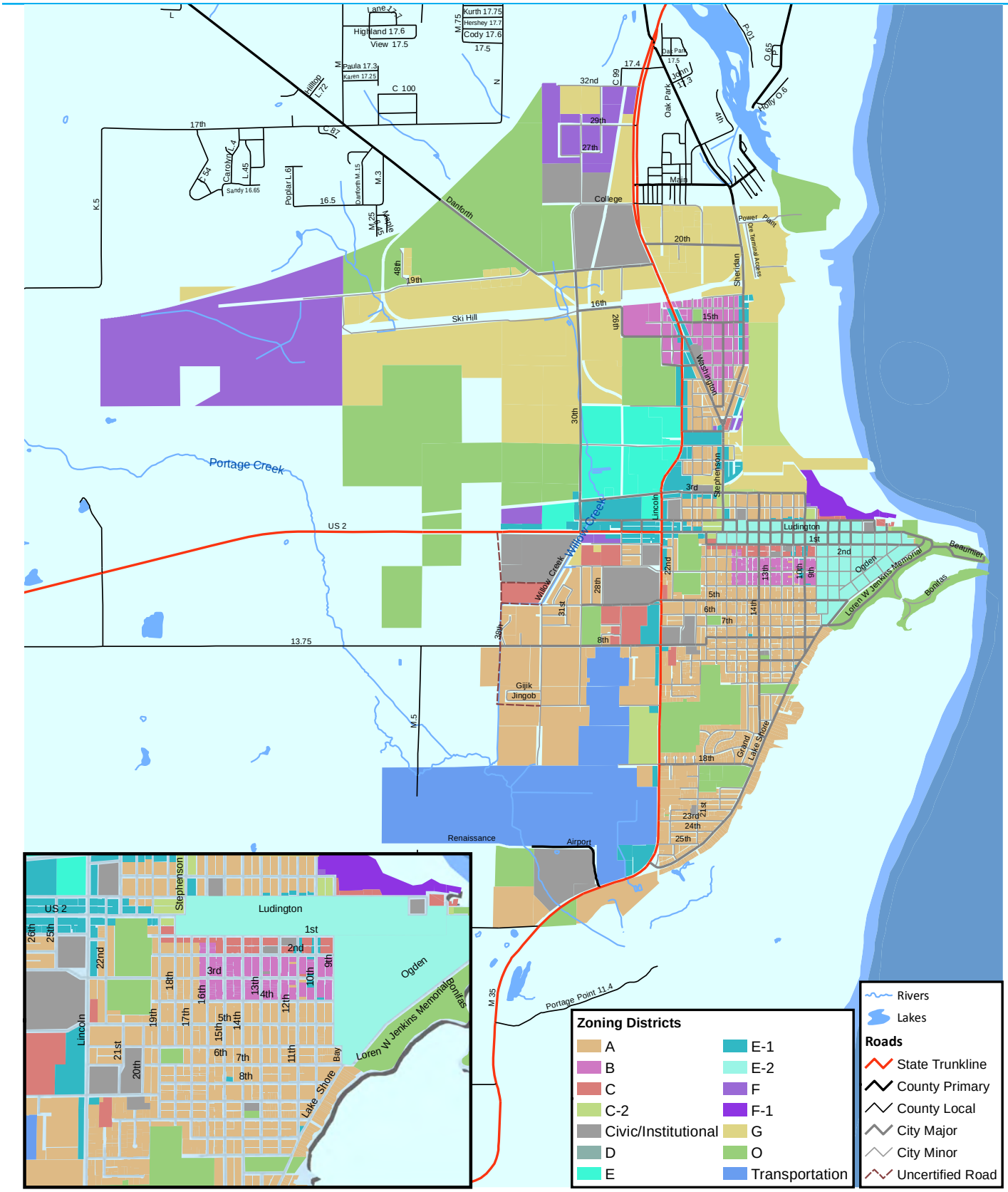
0 0.65 1.3 Miles

Data Sources: State of MI, June 2015

Map 21: City of Escanaba, Leaking Underground Storage Tanks



Map 22: City of Escanaba, Existing Land Uses



1 in = 3/4 mile

0 0.75 1.5 Miles

Data Sources: State of MI, City of Escanaba

Map 23: City of Escanaba, 2014 Zoning

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

While zoning has played a role in how communities organize specific land uses, it does not necessarily represent the actual use that exists in a particular area. Under the current zoning, (highlighted in Map 19), districts are broken into twelve classifications; single-family residential, two family residential, multiple-family residential, local business, commercial, light manufacturing, heavy manufacturing, planned commercial, and industrial park. A review of Maps 22 and 23 reveals the spatial patterns of these distinct zoning districts and begins to reveal the relationship of zoning and land use distribution. The northern half of the City constitutes the majority of the heavy manufacturing district including the area known as the north shore. The primary area of light manufacturing is located at the Delta County Airport site. Commercial and Local Business

7.6 Issues and Opportunities

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

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

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

A form based code should be considered for the downtown, encompassing Ludington Street from 1st Street to 26th Street between 1st Avenue North and 1st Avenue South, and the North Shore area. Form based codes primarily regulate the physical form of buildings and land use is a secondary concern. Form based codes are a tool to create more walkable, vibrant communities. Form based codes differ from conventional zoning by including building form standards and public space standards and result in more predictable developments and a stronger sense of place. Conventional zoning regulates and segregates land by use. The large setbacks and parking standards included in conventional zoning ordinances results in segregated land uses and auto-oriented development.

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

Chapter 8: Community Facilities

Introduction

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

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

8.1 Government Organization

City departments, boards and commissions include: a planning commission, zoning board of appeals, and a recreation advisory board. These bodies exist as appointed bodies that make recommendations to the City Council and City Manager. A complete list of City Boards and Commissions can be found on page 56.

The City employs around 115 full time staff and 22 part-time people. The Parks and Recreation Department and the Department of Public Works are responsible for the maintenance and improvement of over 420 acres of land. The diagram below describes the City of Escanaba's organizational chart.

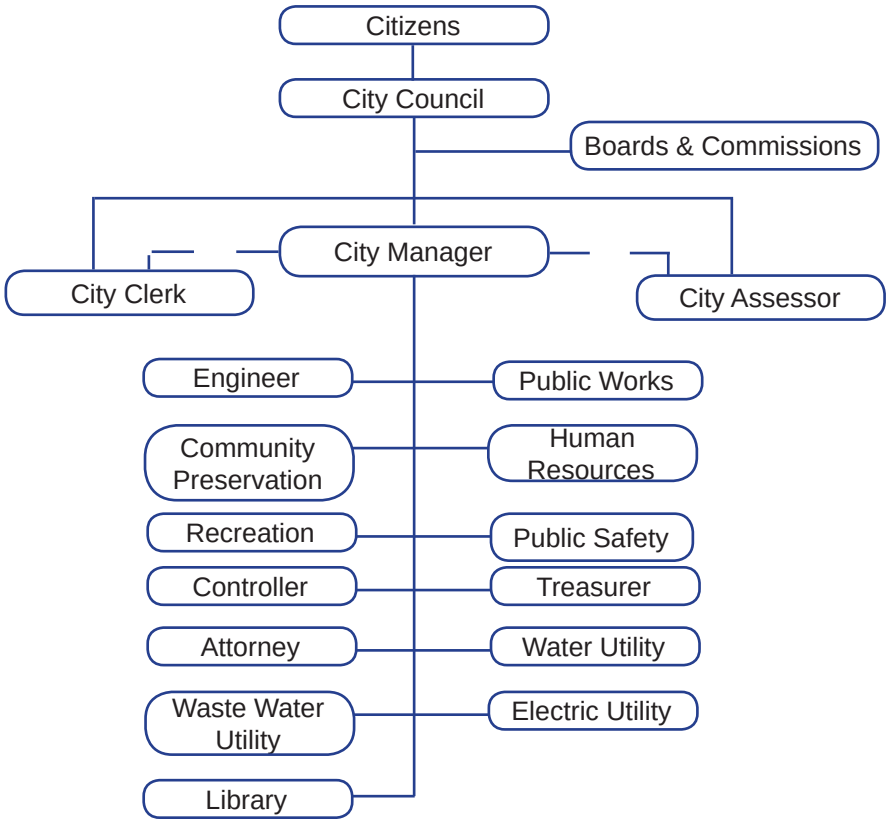


Table 8-1: Boards and Commissions	
City Council	Historic District Commission
Board of Appeals	Housing Commission
Board of Equalization and Review	Liquor License Review Board
Board of Library Trustees	Loan Administration Board
Brownfield Redevelopment Authority	Local City Officers Compensation Commission
Citizen's Environmental Advisory Committee	Planning Commission
Downtown Development Authority	Public Safety Retirement Board
Electrical Advisory Committee	Recreation Advisory Board
Escanaba Building Authority	Traffic Safety Advisory Committee
Harbor Advisory Committee	Wells Sports Complex Authority

8.2 Community Facilities and Services

The locations of City-owned lands and major facilities in the City can be found on Maps 24 and 25.

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

City Hall

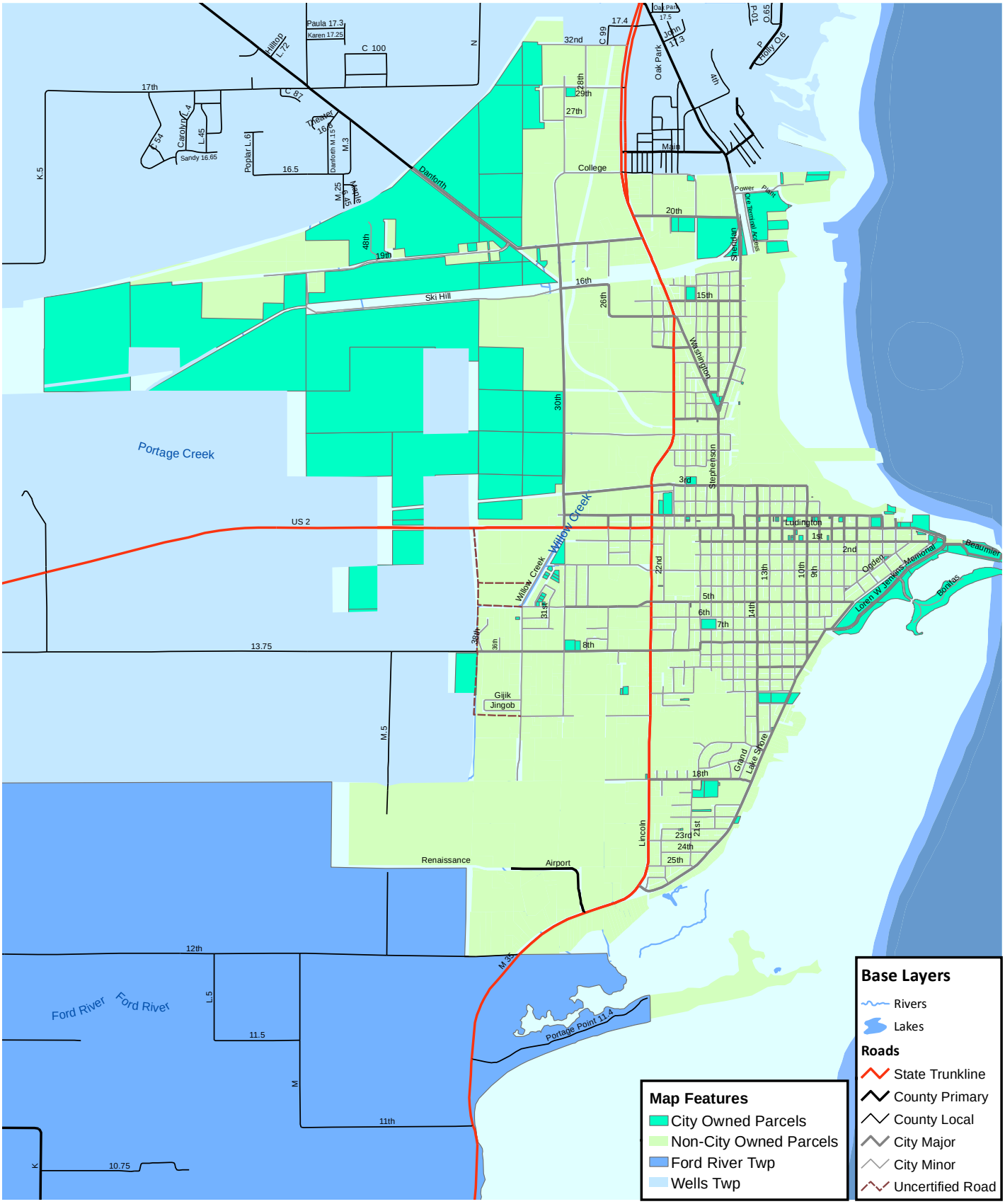
The present Escanaba City Hall building opened in 1995 and is located at 410 Ludington Street. This location houses many offices including those of the manager, clerk, treasurer, community development and planning, human resources, assessor, and public utilities. The Escanaba Public Library was incorporated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

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

Public Works

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

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



1 in = 3/4 mile

0 0.75 1.5 Miles

Data Sources: City of Escanaba

CUPPAD

Map 24: City Owned Property, 2015

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

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

Image 8-2: Municipal Dock.

Public Safety
The Escanaba Department of Public Safety is located at 1900 3rd Avenue North and was constructed in 1974. Upgrades to the facility are needed with respect to the heating system and routine building improvements. The department combines fire and police services offering residents safety and security. The department is made up of three primary divisions including patrol, investigations, and communications and records. The patrol division serves as the initial response team for all fire and police calls. Patrol is broken into four primary platoons staffed by a total of four sergeants, four lieutenants, and one captain. The investigations division, comprised of two staff detectives, performs the follow-up for all cases that require extended time. The communications and records division is responsible for maintaining all records as well as dispatch service. In 2006, central dispatch duties were transferred to a local 911 Authority. The department is served by a K-9 program consisting of one drug and one explosive K-9 unit (dog and handler), which have been used in Escanaba as well as throughout the Upper Peninsula.

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

The City's Water Treatment Plant is located at One Beaumier Way The plant performs complete treatment operations including taste and odor control, fluoridation, and filtration. The system operates six primary processes, each performing a unique treatment function. At the initial intake segment of the process powdered charcoal is added to facilitate the absorption of tastes and odors. The next step is the

Image 8-3: The City's Water Treatment Center.

Table 8-1 Municipal Water and Wastewater Rates	
Water Monthly Rate (per 1,000 gallons)	
$2.05	up to 10,000 gallons
$1.63	up to 140,000 gallons
$1.41	up to 350,000 gallons
$1.28	over 500,000 gallons
Wastewater Monthly Rate (per 1,000 gallons)	
$2.27	n/a
City of Escanaba, 2016. Rates do not include availability charges.	

critical disinfection process, which is performed through the addition of chlorine to the water. This step kills viruses, bacteria, and other harmful organisms. Aluminum sulfate is then added to the disinfected water, which causes particulate matter to clump together and settle to the bottom of a large tank in which the water is contained. Once the settling process is complete, sodium carbonate is added in the form of soda ash to increase pH and minimize the corrosive properties of water. At this point the water is fluoridated. The final step performed at the treatment plant before distribution is a sand filtration process removing any remaining particulates.

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

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

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

Wastewater Treatment

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

The existing Wastewater Treatment Plant has seen numerous upgrades over the course of operations. In 1973, the treatment plant undertook a $3 million renovation which added the complete mix activated sludge system, anaerobic digestion and phosphorus removal. In 1993, a new administration building and computer system were added to the treatment plant. In 1994, 300 acres of land were cleared for a sludge recycling location. Then in 1995, a 3,000-gallon tanker truck was purchased to support the sludge recycling and disposal program. During 1999, construction of a one million gallon sludge storage tank was completed. This same year the EPA awarded the City of Escanaba with the Region 5 Award of Excellence. Later that year in October of 1999, the EPA awarded yet another honor of National Operation and Maintenance. In 2001, additional improvements were made exterior appearance of the facility. It was during this time when the Plant received the Wastewater Utility of the Year Award, presented by Michigan's Rural Water Association. Throughout the history of the operation, Escanaba's wastewater plant has continuously been upgraded and maintained at the highest level of service. Needed improvements to the wastewater system include installing new pipes.

PUBLIC EDUCATION

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

PRIVATE EDUCATION

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

REGIONAL INSTITUTIONS

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

Bay College

Bay de Noc Community College is a comprehensive two-year public institution chartered in 1963. The College provides a full range of transfer, technical certificate and degree programs for the residents of the Central Upper Peninsula as well as trainings for business and industry. Home of the first Michigan Technical Education Center to open in the State of Michigan, the center provides a variety of customized and technical skill training and professional development opportunities for working age adults across the

U.P. The campus is situated on 160 acres and services about 2,000 credit students each year, including those completing baccalaureate and master degree programs sponsored by partner universities. The College also hosts more than 40,000 visitors each year in a variety of conference, training, and meeting activities. The local YMCA is co-located on the college campus, providing recreational opportunities for local residents and college students.

Bonifas Arts Center

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

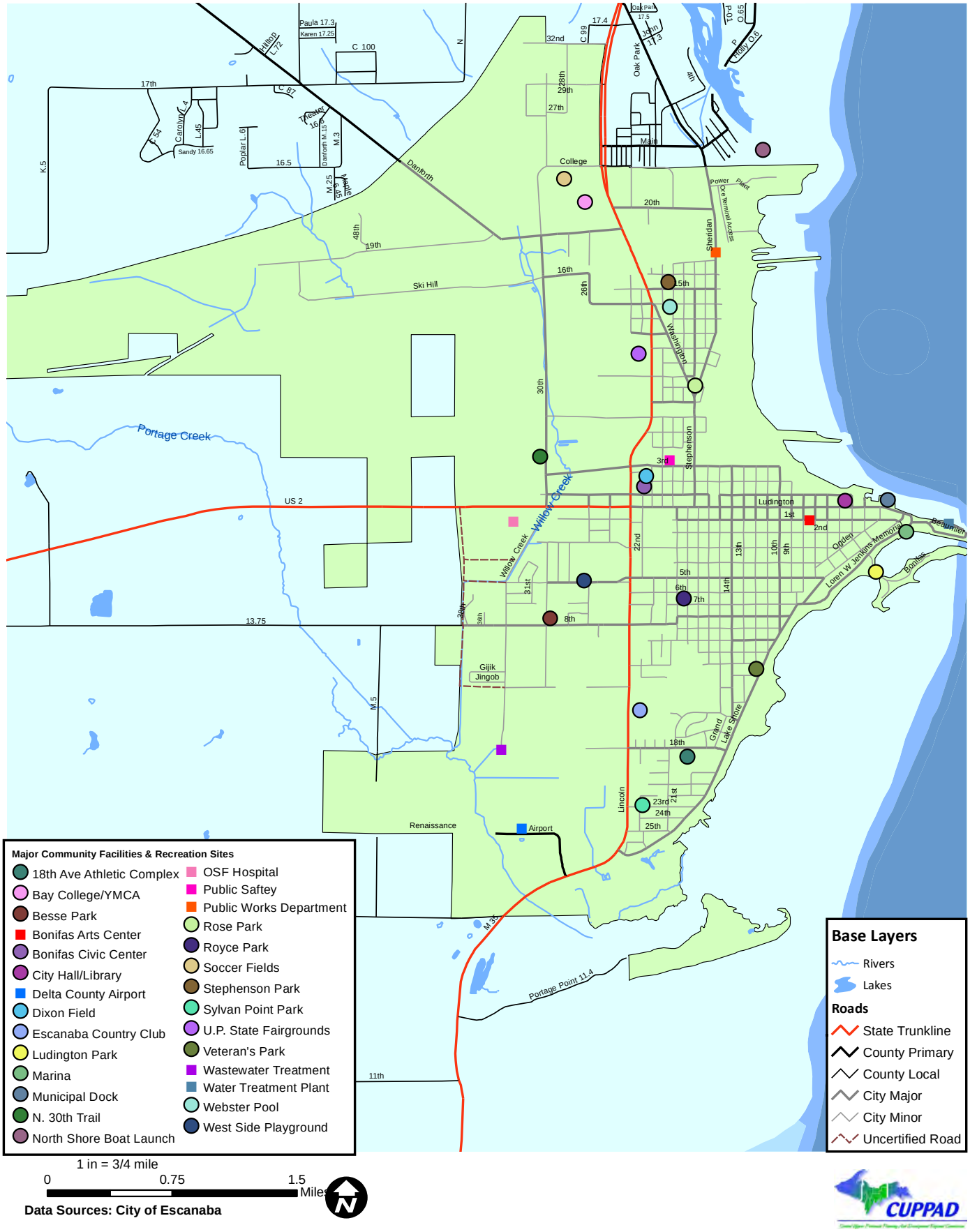
Image 8-4: Bonifas Center.

OSF St. Francis Hospital

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

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

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



Map 25: Major Community and Recreation Sites

8.3 Issues and Opportunities

Issues:
In the public survey one of the top concerns was improving public safety. In particular, people are concerned about drug use, which is a growing issue affecting the Upper Peninsula and many other rural communities in the United States.

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

The primary treatment area of the Wastewater Treatment Plant is aging and in need of investment in order to remain functional into the future.

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

Improvements and maintenance to the power, water, and wastewater systems are included in the City's 5-Year Capital Improvement Plan.

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

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

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

Chapter 9: Recreation & Open Space

Introduction

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

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

9.1 Recreation

Image 9-1: Summer festival along the lakeshore.

The City's waterfront provides many recreational opportunities; fishing, boating, sailing, kayaking, and many other water sports are easily accessible through the use of two primary access points at both the North Shore Boat Launch and the Ludington Park Municipal Marina. The North Shore Boat Launch was the location for the 2014 and 2016 Cabela's professional walleye tournaments. Five hundred fishermen in 250 boats came to Escanaba to fish the waters of Little and Big Bays de Noc. Fishing tournaments generate a great deal of revenue for the community and have been widely supported by the residents and business owners alike. Additionally, residents and tourists use the full service Ludington Park Municipal Marina and Boat Launch, offering mooring and launching for motorboats, sailboats, and kayaks. The Marina offers 165 available slips. The community regards Little Bay de Noc as a primary asset, simply because it offers such a diversity of recreational and scenic resources.

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

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

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

Table 9-1
Park and Recreation Facilities

Recreation Facilities	Ownership	Description
Ludington Park	Public	A mile-long 120 acre park along the lakeshore. Facilities include municipal beach, marina, bandshell, pavilion, playground equipment, tennis courts, volleyball courts, walking trails, natural areas, gazebo, boat launch, and disc golf. Owned and maintained by the City.
Catherine Bonifas Civic Center	Public	A multi-purpose building utilized for recreation programs and activities. Facility includes a gameroom, gym, meeting rooms, showers and locker room, and pistol/archery range. Owned and maintained by the City.
Dixon Field	Public	This field is located next to the Bonifas Civic Center and is owned and maintained by the City. It is primarily used for little league baseball.
Webster Children's Pool	Public	A wading pool (9-12 inches in depth) open to children between ages 3-10. The pool is open seasonally. The facility is located next to Webster School on the 1300 block of 19th Street and is owned and managed by the City. In winter months the land adjacent to the pool is used for public ice skating.
Rose Playground	Public	A 1 acre playground located at the intersection of Washington and Stephenson Avenues. The park is owned and maintained by the City.
Stephenson Park	Public	The park has a ball field, basketball court, and playground equipment. It is owned and maintained by the City and located on N. 19th Street and 15th Avenue N.
Royce Park	Public	A 2.5 acre site home to a ball field, tennis courts, basketball court, and playground equipment. Located between 6th and 7th Aves S. along 19th St. In the winter months the park is used for public ice skating.
West Side Playground	Public	This half acre park has a children's playground.
18th Ave S Athletic Complex	Public	An approximately 15 acres site, home to Ness baseball field, Lemerand Field, and Jefferson Playground. Owned and maintained by the City.
John D. Besse Park	Public	This 1.1 acre park has a pavilion, disc golf course, volleyball court, tether ball, and playground area. The park is owned and maintained by the City.
Sylvan Pt. Playground	Public	A 0.2 acre neighborhood tot lot located on 23rd Avenue S., east of M-35.
U.P. State Fairgrounds	Public	The 90 acre fairgrounds are owned by Delta County and managed by the Delta Chamber of Commerce. The fairground hosts events throughout the year.
Tappan Field at Veteran's Park	Public	This park is located along Lake Shore Drive between12th and 13th Aves South. The park has four tennis courts, a baseball field, natural area, playground, horseshoe courts, and picnic area.
Escanaba Country Club	Private	The 18-hole club is located along M-35 in the southern part of the City. The club is privately owned.
Great Lakes Sports and Recreation Club	Private	The club has indoor and outdoor shooting and archery facilities. Located on 19th Ave N, west of US-2/41. Privately owned and managed.
N. 30th Street Trails	Public	A non-motorized trail on a 600 site that is open year round. Groomed for cross-country skiing and snow-shoeing in winter. Owned and maintained by the City.
Soccer Fields	Public	There are 2 soccer fields located on the northwest side of the Bay College campus.
Northern Lights YMCA	Private	Facility includes indoor pool, climbing wall, and fitness center as well as locker rooms. The center also offers recreational programs. The facility is located at Bay College on the north end of town.

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

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

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

Festivals and Events

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

Table 9-2
City of Escanaba Festivals and Events

Event	Month	Location
Krusin Klassics	June	Downtown
Rock the Dock	July & August	Municipal Dock
4th of July Celebration	July	Ludington Park
Marina Fest	July	Municipal Dock
Waterfront Arts Festival	August	Ludington Park
UPtober Fest	October	Municipal Dock
Pasty Drop	December 31	Municipal Dock
Fireworks	December 31	Municipal Dock

Delta County Chamber of Commerce

Image 9-2: Tennis courts at Ludington Park

9.2 Open Space

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

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

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

9.3 Issues and Opportunities

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

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

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

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

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

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

Chapter 10: Transportation

Introduction

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

The City of Escanaba is located along three primary transit routes U.S. 2, U.S. 41 and M-35. These highways converge in Escanaba and connect to downtown at the intersection of Lincoln Road and Ludington Street. The existing network of streets and roads in Escanaba follows the east west and north south traditional grid pattern, with the exception of Ogden Avenue and Lake Shore Drive, developing the defined neighborhood blocks. An estimated 65% of roads and streets have associated sidewalks or pathways according to the 2003 City of Escanaba Non-Motorized Master Plan. Map 26 represents the street and road network for the entire City of Escanaba.

10.1 Road Maintenance/ Jurisdiction

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

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

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

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

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

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

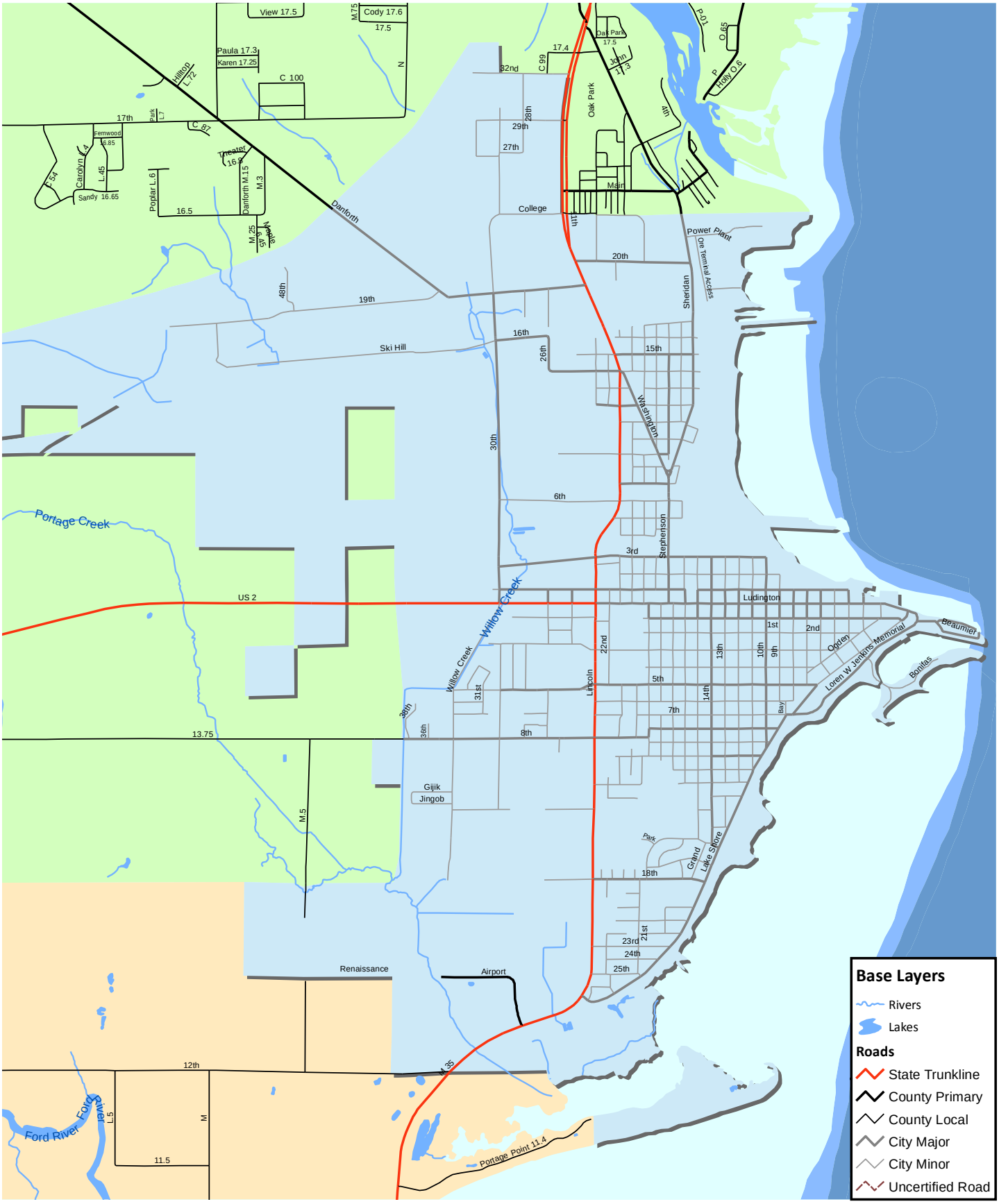
10.2 Road System

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

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

Local Roads (Neighborhood Streets)
The functions performed on local roads can be of residential or non-residential nature. In Escanaba, the majority of roads in the City are classified as local roads which make up the majority of the residential areas. A local road is intended to carry local traffic only and to provide direct access to abutting property within the interior of residential and non-residential areas. Local roads are developed in a manner which will discourage usage for through traffic by providing little access to areas outside that which is directly served. Limiting the intensity and range of traffic helps maintain low speeds and neighborhood safety. Local roads in the City are characteristic of most small town residential streets with adjacent sidewalks, street trees, and low speed limits. The local road system includes far too many streets and roads to list and, therefore, are shown as depicted in the light gray lines in Map 26.

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



1 in = 3/4 mile

0 0.65 1.3 Miles

Data Sources: State of MI

Map 26: City of Escanaba, Road System

Willow Creek Road, 14th Street, North 26th Street, North 30th Street, South 19th Street, and North 16th Street. Collector roads are depicted in dark gray lines on Map 26.

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

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

10.3 Traffic Volume

The Annual Average Daily Traffic (AADT) count is the estimated mean daily traffic volume of a particular intersection or section of roadway. This count is measured by the Michigan Department of Transportation at set points along state trunklines. Map 27 shows general traffic volume patterns in the City.

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

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

Table 10-1
Escanaba Area, Annual Average Daily Traffic Volumes, 1996-2014

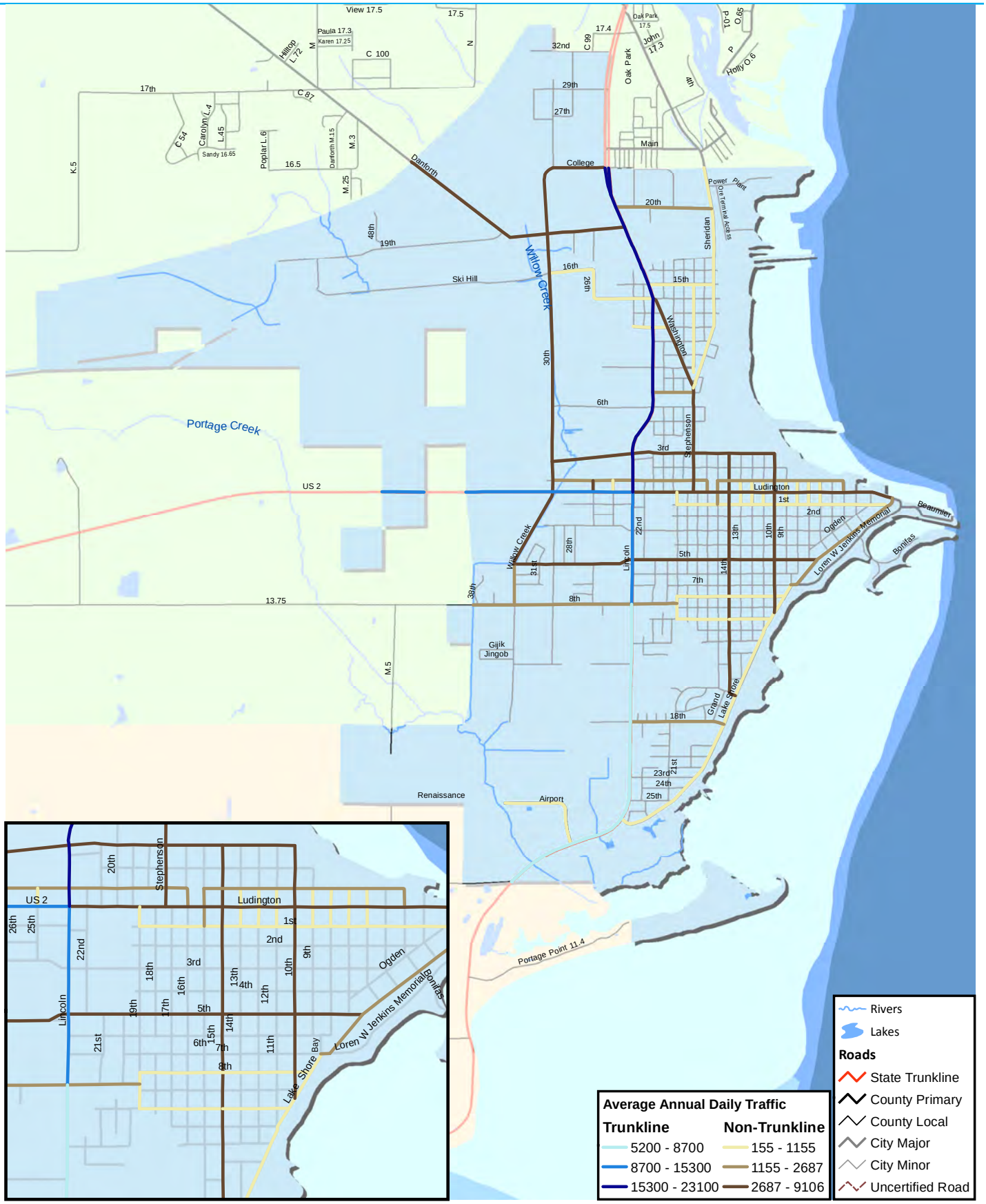
Year	Traffic Counter Location				
	Lakeshore Dr. (wide lane) to 18th Ave S	8th Ave S. to 5th Ave S.	N 30th Street to W JCT M-35	3rd Ave N to 12th Ave N	Danforth Cutoff to 32nd Street
1996	7,412	12,559	12,719	24,112	24,197
1997	6,189	13,359	13,101	24,563	25,020
1998	6,836	12,495	13,520	25,447	25,921
1999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

Source: Michigan Department of Transportation, Annual Average Daily Traffic Report for years cited

Table 10-2
Escanaba Area, Average Commercial Daily Traffic Volumes, 2005-2014

Year	Traffic Counter Location				
	Lakeshore Dr. (wide lane) to 18th Ave S	8th Ave S. to 5th Ave S.	N 30th Street to W JCT M-35	3rd Ave N to 12th Ave N	Danforth Cutoff to 32nd Street
2005	709	709	651	1,216	1,216
2006	782	782	792	1,215	1,215
2007	785	785	798	1,021	1,021
2008	590	590	715	974	974
2009	525	525	660	997	997
2010	649	649	662	1,467	1,467
2011	637	637	636	1,427	1,427
2012	625	625	672	1,447	1,447
2013	666	666	566	1,412	1,412
2014	679	679	548	1,260	1,260

Source: Michigan Department of Transportation, Annual Average Daily Commercial Traffic Report for years cited



Map 27: City of Escanaba, Average Annual Daily Traffic, 2014

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

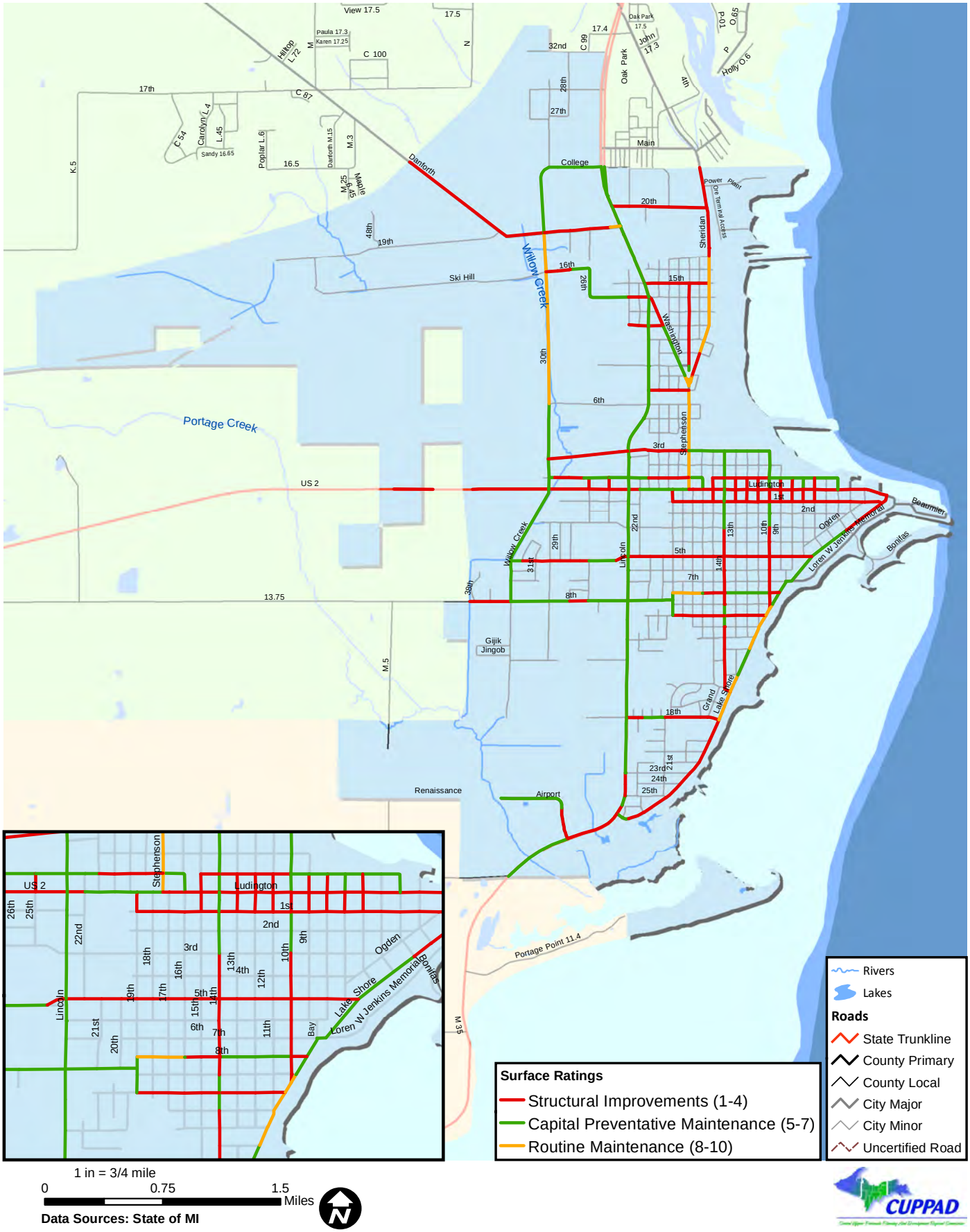
10.4 Evaluation of Existing Roads

Asset management is an emerging concept in the transportation industry and takes a strategic approach to transportation. The idea is to manage infrastructure (assets) by focusing on performance. PASER is a road rating system that uses a 1 to 10 rating scale, with a value of 10 representing a new road and a value of 1 representing a failed road. Condition ratings are assigned by monitoring the type and amount of visual defects along a road segment while driving the segment. 35.7 total fed-aid centerline miles were rated within the City of Escanaba through PASER. 18.4 of those miles were rated 1-4 and are in need of structural improvements. 13.8 miles received a rating of 5-7, requiring capital preventative maintenance. Lastly, 3.47 miles were rated in the 8-10 range requiring routine maintenance. This information is displayed in Map 28.

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

Figure 10-1 and Table 10-7 describe the opportunities for improvement along the U.S.2/41 corridor. These opportunities address many of the issues described in Table 10-3.

Table 10-3 Evaluation of the Existing Road System
Strengths
Road design which directs flow of traffic from less intensive local residential areas to more intensive arterials.
A hierarchy of roadways that allows traffic to access a diversity of land uses and access outlying destinations.
The convergence of main thoroughfares U.S. 41, U.S. 2 and M-35 allowing the flow of through traffic and allowing residents access to state highways.
Utilization of the U.S. 2 Corridor Visual Enhancement Plan.
Utilization of the Escanaba Lincoln Road and Ludington Street Corridor Management Plan.
Efforts towards streetscape enhancement along Ludington Street and Lincoln Road.
Utilization of site development standards and site plan review to implement access management concepts.
Weaknesses
Commercial development along the Lincoln Road and Ludington Street corridors with excessive driveway access.
Visual quality of existing roads and streetscapes, especially Ludington Street and Lincoln Road.
Signage for pedestrian crossings and safe crossings along Ludington Street and Lincoln Road.
Unsafe ingress and egress from U.S. 2 and U.S. 41 corridor due to traffic speed and volume.
North entrance to the City needs to be improved.



Map 28: City of Escanaba, PASER Ratings, 2015

10.5 Non-Motorized Transportation

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

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

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

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

Residential Neighborhoods

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

Public Schools and Community Features

The importance of safe pedestrian access to schools and other institutions cannot be over emphasized in any community. Many people expressed concern about pedestrian and bike access to Bay College and the YMCA. In addition to school aged children and senior citizens, Table 10-4 indicates that there

are many in the region who do not have regular access to a vehicle. Therefore, concentrating efforts to enhance these features in areas with greater concentration children, seniors, and poverty is critical. Extending neighborhood sidewalks to reach schools and community features will be of primary concern to the development of any non-motorized transportation framework. This framework must include features to ensure safe street crossing such as: lighted cross walks, reflective road painting, traffic calming and the appointment of crossing guards at major intersections during appropriate times during the day. Additionally, the connectivity of the neighborhood sidewalks needs to include parks, public buildings, as well as grocery stores and major employers, such as OSF.

Outlying Features

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

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

Image 10-1: Lincoln Road Between 5th and 6th Ave. N.

Image 10-2: Conceptual image showing proposed improvements. Taken from 2003 Lincoln Road & Ludington Street Corridor Management Plan.

Table 10-4 Delta County Demographic and Commute Data, 2013					
Population	Population Age 65+	Percent with Disability	Average Household Size	Below Poverty Level	Per Capita Income
36,967	19.6%	18%	2.29	16.4%	$22,471
Mean Household Income	Households w/ 0 Vehicles	Households w/ 1 Vehicle	Households w/ 2 Vehicles	Number of Work Commuters	Mean Travel Time to Work
51,672	7.1%	33.2%	40.3%	15,316	18 Mins
Work Outside County	Commute w/Car, drove alone	Commute w/Car, carpooled	Commute w/ public transport	Commute via walking	Worked at Home
9.8%	82.3%	10%	0.5%	2.7%	3.1%
Source: 2013 ACS 5-Year Survey					

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

10.6 Public Transportation

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

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

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

DATA also offers regularly scheduled routes to rural communities in Delta County. Residents of these areas are charged a higher rate than Escanaba and Gladstone. There is twice daily service to the Bark

River area on Tuesdays and Thursdays that leaves Escanaba at 7:30 am and 2:30 pm. Service to the Riverland area is available at 8:15 AM Monday through Wednesday and Friday and leaves Escanaba at 2:00 pm. On Thursday, this service leaves the Riverland area at 9:30 am and leaves Escanaba to return to Riverland at 12:00 pm. There is service to Rapid River available Monday through Friday that leaves Escanaba at 7:20 am and arrives at 7:45 am. On Mondays, Tuesdays, and Thursdays, there is a second bus that goes to the Rapid River area leaving Escanaba at 11:20 am. There is service to the Ford River area on Monday through Friday that leaves Ford River at 7:45 am and leaves Escanaba at 2:30 pm to return to Ford River. Service to the Danforth area is available Monday through Friday that leaves the Danforth area at 8:00 am and leaves the City at 1:45 pm to return to Danforth. The cost for transit for residents outside of Escanaba and Gladstone varies by distance.

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

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

Table 10-5
Indian Trails Bus Ridership in the Central Upper Peninsula, 2014

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

Source: Indian Trails, 2015

Inter-Regional Transit

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

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

10.7 Water, Air, and Rail Transport

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

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

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

Three carriers provide rail freight service in the Upper Peninsula:

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

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

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

Air Service

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

As shown in Table 10-6 annual number of total scheduled passengers at the Delta County Airport decreased significantly from 1980 to 2010, from 40,269 to 17,810 passengers. However, the number of passengers varies greatly from year to year and is influenced by many different factors. Since 2010, the number of passengers has increased to 34,176. Comparing the fluctuations in passenger traffic across Upper Peninsula do not show any clear patterns, the number of passengers has increased in some parts of the region and decreased in others. This is likely due to the differing economic drivers across the region. Statewide, the number of passengers peaked in 2000 but has since decreased by 7.4 percent.

Table 10-6
Passengers at U.P. Airports, Selected Years

Airport	1980	1990	2000	2010	2014
Marquette County (K.I. Sawyer)					
Total Scheduled Passengers	67,951	78,116	88,791	114,295	80,657
Enplaned	33,718	39,094	45,076	57,595	41,006
Deplaned	34,233	39,022	43,715	56,700	39,651
Delta County (Escanaba)					
Total Scheduled Passengers	40,269	26,094	37,662	17,810	34,176
Enplaned	21,464	13,476	19,300	8,904	17,241
Deplaned	18,805	12,618	18,362	8,906	16,935
Ford (Iron Mountain)					
Total Scheduled Passengers	38,247	21,216	17,506	14,916	20,820
Enplaned	18,676	10,634	8,729	7,331	10,608
Deplaned	19,571	10,582	8,777	7,585	10,212
Houghton County Memorial					
Total Scheduled Passengers	49,330	45,568	63,801	42,652	48.250
Enplaned	24,796	23,099	32,482	21,559	24,440
Deplaned	24,534	22,469	31,319	21,093	23,810
Chippewa County (Kinross)					
Total Scheduled Passengers	21,657	17,354	29,992	28,189	41,752
Enplaned	10,736	8,844	15,504	14,371	21,240
Deplaned	10,921	8,510	14,488	13,818	20,512
Gogebic County (Ironwood)					
Total Scheduled Passengers	23,990	10,155	4,143	1,445	4,971
Enplaned	11,533	5,072	2,075	738	2,532
Deplaned	12,457	5,083	2,068	707	2,439
Statewide Total	12,286,623	24,251,220	40,276,845	37,004,785	37,328,071
Enplaned	6,116,695	12,115,381	20,128,576	18,532,762	18,632,020
Deplaned	6,169,928	12,135,839	20,148,269	18,472,023	18,696,051

Source: Michigan Department of Transportation, years cited

10.8 Issues and Opportunities

Issues:

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

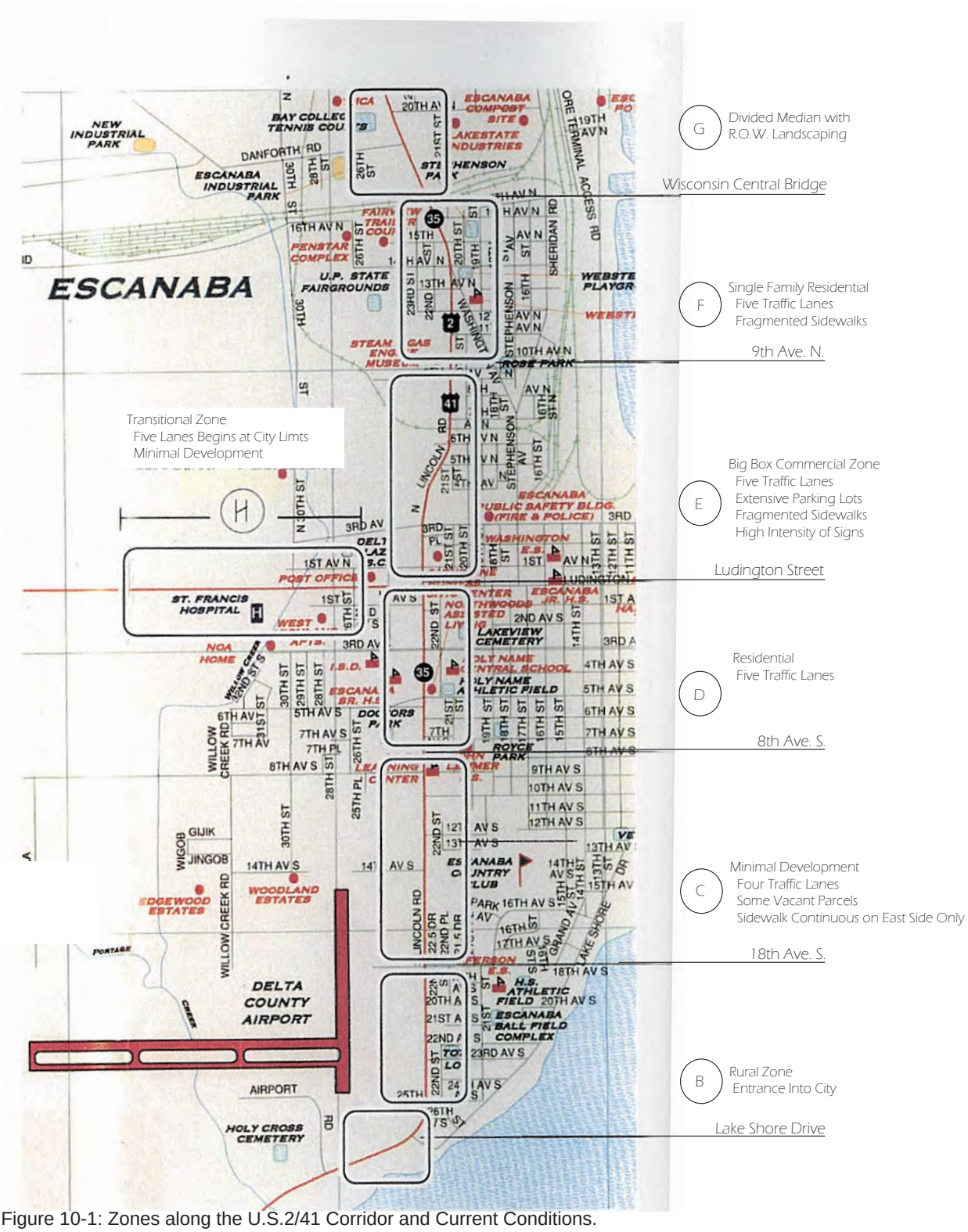


Figure 10-1: Zones along the U.S.2/41 Corridor and Current Conditions.

Table 10-7
Recommended Improvements to U.S.2/41 Corridor

Recommended Improvements	A	B	C	D	E	F	G	H
Streetscape Aesthetics								
Pedestrian Scale Lighting				X				
Decorative Roadway Lighting		X	X		X	X		
Screen Walls					X			
Foundation Signage					X			
Other Improvements								
Street Trees		X	X	X	X	X	X	X
Welcome Mural						X		
Welcome Sign							X	
Continuous Sidewalk	X		X	X	X	X		
Landscape/Grass Panels				X	X			
Reduce Pavement					X	X		

The City completed a Lincoln Road and Ludington Street Corridor Management Plan in 2003 that recommended a series of improvements to Lincoln Road that addressed many of the safety and aesthetic concerns that are still relevant today. Community leaders should seek to implement the recommendations made in this plan.

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

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

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

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

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

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

Opportunities:

Major road construction projects should be used as opportunities to expand the non-motorized network. Road diets and bike lakes should be considered in future capital improvement planning.

Changes to the State's road funding formula may provide the City with more road funding in the future.

Chapter 11: Public Participation

Introduction

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

11.1 Methods of Public Participation

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

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

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

Information Table
Planning staff set up an information table at summer events, such as the Waterfront Art Fest and downtown sidewalk sale, with information about the master planning process and copies of the community survey. Staff were present to discuss the plan with the public and solicit input on the plan.

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

11.2 Community Engagement Meetings

Master Plan Workshop
The Master Plan Workshop took place on November 12th at the Upper Elementary School on Ludington Street and had 35 community members in attendance. The workshop was facilitated by the Central Upper Peninsula Planning and Development (CUPPAD) Regional Commission.

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

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

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

Table 11-1:
Top 10 Attractive Qualities

1	Ludington Park, 168
2	Waterfront, 117
3	Friendly People, 111
4	Lake Michigan, 96
5	Small Town, 81
6	City Parks, 53
7	Recreation, 44
8	Schools, 39
9	Shops, 38
10	Nature, 37
Escanaba Master Plan Survey, 2015	

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

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

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

• Attracting residents from out of state • Better promotion of recreational opportunities (fishing,

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

Threats

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

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

Group Strategy Development Exercise

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

UTILIZING THE LAKEFRONT

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

MAINTAINING HISTORIC CHARACTER

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

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

RECREATION

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

Better utilization (year-round) of the North Shore Boat Launch was another group recommendation. Sand Point and the Danforth Ski Hill were presented as potential sites for dog parks. City leadership

and proper funding were identified important factors in completing these projects.

ATTRACTING YOUNG ENTREPRENEURS

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

MANUFACTURING OPPORTUNITIES

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

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

U.P. STATE FAIRGROUNDS USE

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

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

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

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

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

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

What opportunities does the community have to achieve this vision?

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

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

1. Incentives for new businesses downtown
   - Work with state legislature to improve local tax incentives for downtowns
   - Work with state legislature to create special sales tax exemptions for downtown business districts
   - Educate business owners about opportunities
   - City sponsored events

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

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

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

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

11.3 Public Survey

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

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

Image 11-2: Waterfront Art Fest, 2015.

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

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

What improvements need to be made?
Economic Development
- More/ better employment opportunities
- Better utilization and improvement of downtown
- Improve or tear down mall

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

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

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

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

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

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

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

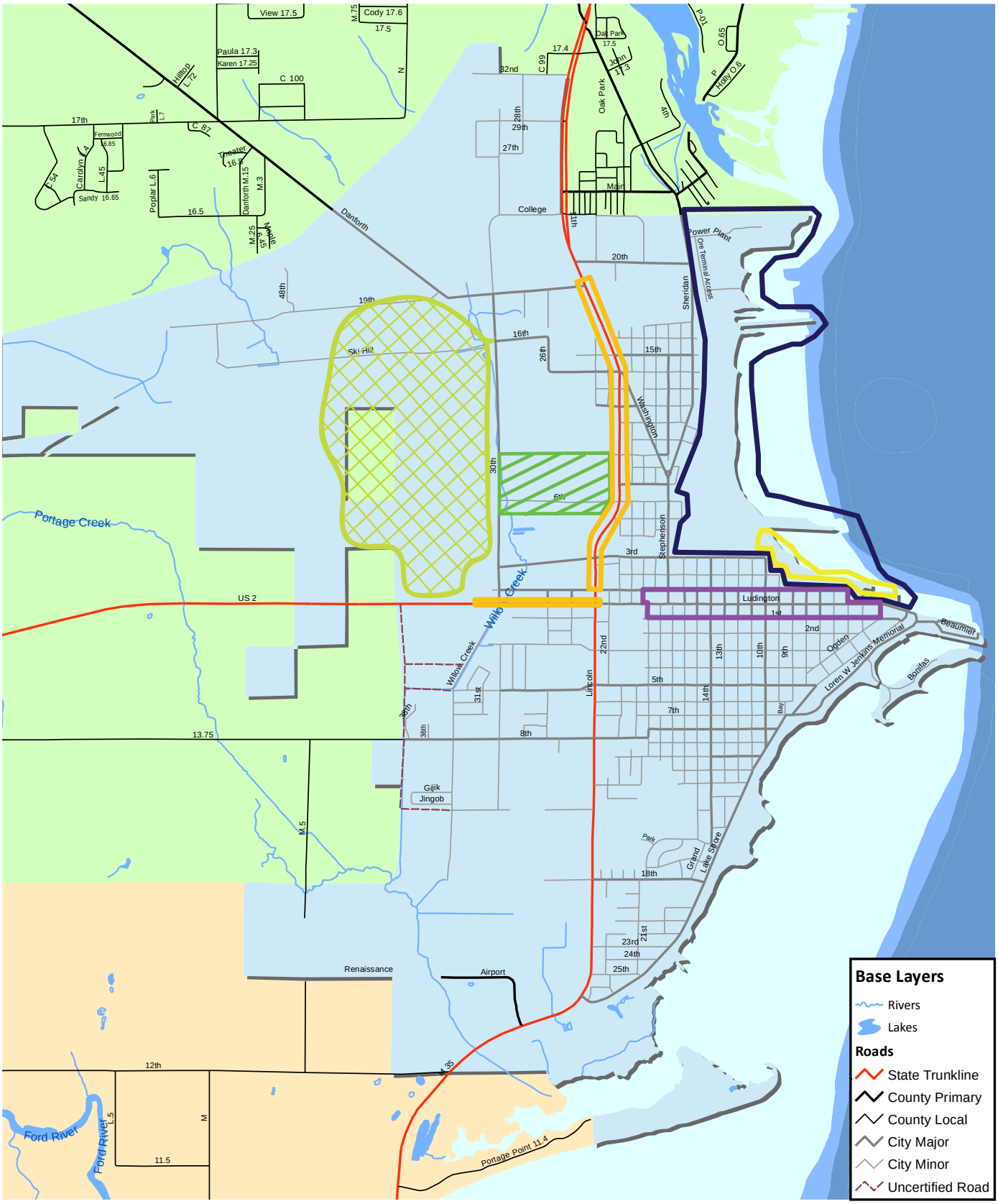
11.4 Areas of Interest

The public participation revealed ares of interest and concern within the City. Priorities for future development or enhancement are downtown, North Shore waterfront, U.S. 41 commercial corridor, and regional retail zone (see Map 29). These areas have been identified over and over again by the public through different planning processes including the 2006 Master Plan, the U.S. 2/41 Access Management and Visual Enhancement Plans, and the North Shore Mater Plan. Specific initiatives to address these areas are described in the implementation chapter.

People have expressed an interest in North Shore redevelopment. However, within the large North Shore area, varied barriers and opportunities exist across different areas and therefore each area should be considered separately. The areas within the north shore waterfront can be described as the downtown waterfront, transitional waterfront, and port waterfront. These areas are shown on Map 30. Priorities for each zone are described below.

Table 11-2
North Shore Development Goals

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



1 in = 3/4 mile

0 0.65 1.3 Miles

Data Sources: State of MI

Map 29: City of Escanaba, Areas of Interest

Port Waterfront

Transitional Waterfront

Downtown Waterfront

Map 30: Escanaba Waterfront Areas

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

11.5 Future Public Engagement

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

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

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

Chapter 12: Plan Implementation

Introduction

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

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

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

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

- **Goal:** A broad statement of a desired future condition, the generalized end toward which all efforts are directed. Goals are often stated in terms of fulfilling broad public needs, or alleviating major problems.

- **Objective:** A statement of position or course of action which provides a means of obtaining a stated goal. Policies are factual in nature, and can be measured by the impact they have on existing conditions.

- **Action:** A specific attainable end derived from a related goal or policy to be accomplished within a specific time. When attained, they represent significant and measurable progress toward a goal, thus providing a means of evaluating progress.

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

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

1. Local Economy

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

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

Image 12-1: Escanaba waterfront along Ludington Street.

Objective 1.1: North Shore Waterfront Redevelopment - Diversify land uses along the industrial waterfront to accommodate public access, mixed-uses, and other waterfront related uses.

The north shore waterfront has been repeatedly identified by community members as a priority for enhanced development and redevelopment. Community members felt that measures should be taken to identify new north shore waterfront opportunities which accommodate a diversified mix of land uses that not only enhances and preserves an industrial working port but also enhances the public enjoyment of the Bay, exposure to the working waterfront and provides opportunities for public access, open space an expanded public use. Many expressed concern that the area is underutilized and that some portions of the north shore appear to be blighted in need of clean up and better integrated into the downtown.

In 2010, the City adopted a North Shore Redevelopment Plan for the waterfront in which it identified opportunities for enhanced maritime industrial development, potential land re-purposing, increased opportunities for waterfront public access, open space and expanded public use.

Action E1: *Compatible Maritime and Waterfront Uses* - Seek, encourage, and foster a balance of uses and activities on the waterfront that are compatible with a working port and the broader goals of the community. Opportunities for waterside public access, open space, and the expansion of public use of the waterfront include improvements such as viewing platforms, piers, street ends, and non-motorized trails where feasible, or other physical improvements to improve the character and

utilization of the waterfront should be explored. Develop form-base zoning standards that support waterfront redevelopment due to the irregular property line layouts.

Action E2: *North Shore Property Acquisition* - Should property within the near north shore zone within the downtown area become available, and the should the City have an opportunity to acquire it, steps should be taken to purchase or acquire the property and work with the community and the private sector on a development and infrastructure plan which will meet the needs of maritime and recreational water dependent activities that has the potential to increase the overall economic value of the community with new investment that will stimulate the revitalization of the waterfront, provide new jobs, revenues, public amenities and other benefits to the community.

Action E3: *Relocate Civic Buildings* - The evolution of the waterfront from its beginning to the present reflects Escanaba's colorful history. The waterfront will always serve as a repository for memories of past events, but it must also continue to evolve so that a balance is maintained between continued maritime activities, public activities, and the unique history of the area. Over time, the Delta County Jail and Chamber of Commerce have become less than desirable uses on valuable downtown waterfront property. These facilities should be relocated to a site better suited to these uses and the two (2) properties should be repurposed for private development opportunities and new investment which has the potential to positively impact the revitalization of the downtown area, preserve the maritime water-dependent activities, provide new jobs, increase property values, and provide public amenities and other benefits to the City.

Objective 1.2 Vibrant Public Spaces - Develop and maintain places for the community to live, work, and play. Investing in public spaces to encourage greater interaction between residents and promote a healthier and more vibrant community is an approach to build communities around places which inspire people to collectively reimagine and reinvent the public spaces they share.

Action E4: *"Placemaking" Asset Inventory and Assessment* - The community should establish placemaking concepts and standards that promote the positive use of public space which has the potential to attract a knowledge-based industry and a talented younger workforce. In recent years the placemaking strategy has been shown to be an effective tool that and catalyst for economic development. Develop an inventory of existing public spaces and assets that capitalizes on community assets, inspiration, and potential for expansion opportunities and improvement opportunities which will contribute to the people's health, happiness, and well-being.

Action E5: *Community Festivals and Events* - Throughout the year, the City and Downtown Development Authority hold public events and festivals that attract residents and visitors into the downtown and waterfront area. Festivals are important because they can help the community to remember important events, bring family and friends together and educate the youth about the history and culture of the community. Continued community events which utilize City's parks, including the Municipal Dock area, should be encouraged and built upon.

Objective 1.3 Downtown/Waterfront Linkage - Create strong visual and physical connections between downtown and the waterfront. The Downtown Waterfront area has the strongest potential for mixed use redevelopment which can work in harmony with a working waterfront. The working waterfront along with the public waterfront need to be better connected to the downtown area and surrounding neighborhoods. Development standards are needed which encourage more people to stay longer and visit more often in order to grow and thrive. New development in this area should be integrated into the

character of the existing downtown and attractive to the community using "form-based" zoning standards. This would include pedestrian and non-motorized connectors and water uses that rely on the waterfront such retail development, outdoor sporting activities such as fishing and boating or similar uses.

Image 12-2: Current view of waterfront from S. 7th Street, looking north. There is no visible link to the waterfront, a visitor might not know that it is there.

Action E6: *Public Access* - Explore opportunities for constructing a public multi-use facility including viewing area of harbor activities as recommended in the North Shore Master Plan. Connect the viewing platform to non-motorized network. Should the Delta County Jail property be relocated to a different location, that parcel should be developed under this concept.

Objective 1.4 Expand Use of the UP State Fairgrounds - Maximize use of the fairgrounds year-round. Collaborate with U.P. State Fair Authority Board to develop a shared vision for the future of the fairgrounds and the surrounding properties.

Action E7: *Fairgrounds Expansion and Redevelopment* - Develop uses which are designed to keep activity at the fairgrounds on a year-round basis. Efforts to maximize the use of the fairgrounds and their property to a year-round use would be beneficial to not only the City of Escanaba but the Upper Peninsula members which make up the Fairground Board Authority. Work with the U.P. State Fairground Authority Board to establish property uses along the commercial frontage area of the U.P. State Fairgrounds that targets developments and uses, which complement fairground activities such as restaurants, entertainment venues, museums, travel related information centers and specialty small scale, auto dependent retail uses. Work with the Delta County Chamber of Commerce on possibly relocating to this area which is a better suited site for their organizational needs.

Objective 1.5 An Attractive and Thriving Downtown - Downtown will be a thriving, vibrant commercial district. Residents have expressed a strong desire for more investment and activity in the downtown.

Action E8: *Downtown Organization* - The downtown should continue to be organized into functional zones in order to create a critical mass, for not only retail businesses, but for professional offices and services that support downtown living. The encouragement of retail and entertainment anchors in the downtown ties into the reorganization of the downtown in definable districts. Downtowns such as Escanaba have a difficult time competing with regional and franchise stores, but often times excel in specialty retail, restaurants, and entertainment type uses. A modification to the Zoning Ordinance encouraging the reorganization of the downtown from Ludington Park to Lincoln Road into definable districts is recommended. Zoning Ordinances should be revised to enhance street traffic by limiting non-retail first floor uses where practical. Additionally, form-based zoning standards should be adopted to reinforce desired use patterns within the downtown district. The ground floor of downtown buildings should be limited to retail uses and professional services with a retail element when located within the Central Retail District. Where possible, upper floors should be utilized for professional offices and residential units.

Action E9: *Attract Anchor Businesses to Downtown* - In order to encourage foot traffic and expand hours, the City in partnership with the Downtown Development Authority should encourage the development of uses and businesses that will attract people into the downtown. This could include retail, entertainment, hotel lodging, owner occupied residential uses such as condominiums and townhomes, convention center, or similar businesses that compliment and support the existing uses in downtown.

Action E10: *Business Incentives* - Partner with the State of Michigan in the development and creation of new incentives, such as a point-of-sale tax exemption from sales tax throughout the Downtown Development Central Retail District to encourage and attract new retail businesses to the downtown.

Action E11: *Re-purpose Signature Building Space* -Downtown Escanaba has building designs which are and have been a central and functional part of people's lives for many years after they are built. Should "Signature" properties within the Downtown District become vacant and available, the City in partnership with the Downtown Development Authority, the Delta County Economic Development Alliance and the State of Michigan, should identify opportunities to reclaim and reuse the signature building to increase the overall economic value of the downtown to stimulate and revitalize the downtown.

Action E12: *Evening Activity* - Partner with the Downtown Development Authority on an initiative which encourages businesses to extend hours of operation to meet the needs of residents who work during the day or live in downtown Escanaba. Encourage and recruit new entertainment downtown that will draw people to the area into evening hours utilizing such structures as the former Delft Theater (907 Ludington Street), the former Michigan Theater (811 Ludington Street), the former Northern Michigan Bank (723 Ludington Street), the former Remax Building (623 Ludington Street) and the Caron property (630 1st Avenue South).

Action E13: *Aesthetic Improvements* - Continue to pursue opportunities to enhance the downtown streetscape including the side streets from Ludington Street to 1st Avenues North and South from 5th Street to Stephenson Avenue to reflect the vibrant heritage of this Great Lakes City. Improve safety on these local and major streets for pedestrians, bicyclists and motorists; improve movement efficiency for pedestrians, bicyclists and motorists; substantially enhance the aesthetic appeal of the streets for residents, as well as travelers and first-time visitors to the area; Improve sidewalks, crosswalks and other structures for pedestrians and bicyclists; including landscaping, lighting, and signage improvements which are in line with the Escanaba's downtown historical designation.

Action E14: *Maintain Historic Character* - Utilize grants and incentive programs to encourage the maintenance and adaptive reuse of historic structures.

Action E15: *Non-Motorized Infrastructure* - Provide safe pedestrian crossings across Ludington Street and implement traffic calming strategies.

Action E16: *Attract and Retain Young Professionals and Entrepreneurs* - Market the City's assets, such as educational system, affordability, cost of living and access to major outdoor recreational opportunities in order to attract and retain people in their prime working years. Expanding the non-motorized network and becoming a greener walkable community would also help to attract a younger workforce.

Action E17: *Escanaba Heritage Walking Tour* - Develop a heritage walking tour of the historic downtown area and parts of the City of Escanaba which showcase historic buildings, homes, events and landmarks that make Escanaba special.

Objective 1.6 Grow the Tourism and Recreation Sectors - Capitalize on natural resources and local character to attract tourists year-round. Expand tourism resources, grow complementary businesses, and promote the community to attract more visitors to the community throughout the year.

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

Action E18: *Community Marketing* - Promote the City's cultural, historical and natural outdoor recreational resources. Tie marketing to programs such as the State of Michigan's Pure Michigan campaign where possible.

Action E19: *Community Ambassador Programs* - Recruit and train staff and volunteers at tourism related businesses to be ambassadors for the community in order to direct people to local recreational resources, outdoor activities and tourism related uses. Additionally, partner with the Delta County Chamber of Commerce, Delta County Economic Development Alliance and the Escanaba Downtown Development Authority in training local business leaders to be community ambassadors in the promotion of the City when traveling.

Objective 1.7 Retrofit Outdated or Underutilized Properties - Encourage alternative uses for outdated, underutilized, or vacant structures. Underutilized commercial spaces could be revitalized through the development of new uses that would bring people and activity into commercial zones.

Action E20: *Reuse Vacant Structures* - Revise the Zoning Ordinance to encourage creative reuses for underutilized commercial spaces that have the potential to increase the overall economic value of the community with new investment that will stimulate the revitalization of the City, provide new jobs, revenues, public amenities, and other benefits to the community. This could include increasing density guidelines and pedestrian and green infrastructure development standards.

Objective 1.8 Brownfield Redevelopment - Utilize tax incentives to promote brownfield redevelopment. Use the incentives associated with the brownfield redevelopment program as a method to redevelop environmentally distressed sites. Use this program in conjunction with the Obsolete Property Rehabilitation Act (OPRA) to increase taxable valuation and job creation opportunities in the City. Because Escanaba is a (core) community, it should continue to use the tax abatement incentives offered through OPRA.

Action E21: *Brownfield Plan Implementation* - Continue to implement the City's brownfield redevelopment plan. Seek grant funding for brownfield redevelopment as needed.

Objective 1.9 Support Local Manufacturing Industry - Manufacturing business are a key component of the local economy and provide many jobs to area residents.

Action E22: *Technical Assistance* - Partner with the Delta County Economic Development Alliance, the Downtown Development Authority, Michigan Economic Development Corporation, Central Upper Peninsula Planning and Development organization and the Next Michigan Superior Trade Zone in providing technical assistance and support to businesses and activities that has the potential to increase the overall economic value of the community with new investment that will stimulate and revitalize the local manufacturing base.

Action E23: *Workforce Development* - Promote partnerships between local industry and educational institutions such as Bay College, MTECH and Escanaba Area Public Schools to ensure an adequate workforce pipeline is trained and available to support businesses and activities that have the potential to increase the overall economic value of the community, stimulate and stimulate and revitalize the local manufacturing base..

Action E24: *Industry Recruitment* - Partner with the Delta County Economic Development Alliance, the Downtown Development Authority, Bay College, MTECH, Michigan Economic Development Corporation, Central Upper Peninsula Planning and Development organization and the Next Michigan Superior Trade Zone to recruit new industry to the community.

Objective 1.10 Secondary Business District Development - Enhance business districts throughout the community in order to provide for a wide array of retail, office, and other commercial uses in the city.

Action E25: *Regional Retail* - Accommodate big box retail development in the area west of Lincoln Road between 3rd Ave and 9th Ave North.

Action E26: *Next Michigan Superior Trade Zone Business Park at the Delta County Airport* – The Industrial Park located at the Delta County Airport should be developed as a Next Michigan Superior Trade Zone Industrial Park which encourages a multi-model mix of uses for private develop opportunities and new investment which has the potential to positively impact the manufacturing base within the community, provide new jobs, increase property values and provide public amenities and other benefits to the City of Escanaba and Delta County. A specialized form- base zoning district should be created for the purpose of accommodating multi-modal transportation, light manufacturing, research and development plants, warehousing, and similar clean industries.

Action E27: *Northtown Business District Improvements* - This neighborhood has an ethnic heritage that should be capitalized on. The area has a defined business district and well-maintained homes. Efforts to improve and enhance the business district should be implemented. Improvements should include the construction of an off-street public parking areas, facade updates, and standardized signage regulations.

2. Housing

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

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

Objective 2.1: Expand Housing Variety. Attract new housing development that will meet the needs of a changing housing market. More housing choices will attract new residents as well as accommodate an aging population.

Action H1: *Housing Variety Modifications - New Development* - Housing variety modifications to the City's Zoning Ordinance should be made which encourages the development of a variety of housing types such as owner-occupied townhomes, owner-occupied condominiums and mixed uses. A variety in the housing styles will allow all age groups to find housing based on lifestyle conditions and remain in the City. The 2016 Target Market Analysis done for Delta County by Land Use USA indicates the market for single-family homes in Escanaba is saturated and that there is an unmet demand for owner-occupied townhomes, condominiums and mixed use housing units.

Objective 2.2: Protect the Character of Historic Neighborhoods. The City's historic housing stock is an asset that should be protected. The historic stock of residential structures is an asset to the community and sets it apart from the surrounding townships. Maintaining the quality and unique character of historic homes adds to Escanaba's unique sense of place and should be protected. Include schools in home tours to educate young residents about local history. Efforts to manage this unique resource should be a priority for the community.

Image 12-4: Historic homes in Escanaba.

Action H2: *Asset Inventory* - The City's Historic Commission should undertake a formal inventory of historic homes and structures in the community to support the development of various historic districts within the community.

Action H3: *Neighborhood Historic Overlay* - The area between 1st Avenue South, South 7th Street, and Lake Shore Drive should be designated as an historic overlay district, which means it poses a high concentration of historic structures deserving to be preserved for the community. The City's Historic Commission should undertake the task of creating a neighborhood historic overlay district in this area which would provide a basis for the City to manage the appearance of the exterior of new structures and significant additions to structures within this area. The overlay district would not be a local historic district, but a zoning tool used to preserve the architectural and historic integrity of the neighborhoods.

Objective 2.3: Neighborhood Enhancement - Address blight and maintain the quality and stability of residential neighborhoods. Through the public survey, residents expressed a strong desire to see the consistent enforcement of property maintenance codes to reduce blight in residential neighborhoods. In particular, the properties in the first three blocks off of Ludington Street between Ludington Street and 3rd Avenues North and South and between North and South 9th Streets to Lincoln Road are a

concern and in need of enhanced code enforcement efforts and infrastructure improvements along with the development of home ownership programs designed to increase the property values and stabilize the older traditional neighborhoods of the community.

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

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

3. Natural Features and Resources

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

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

Objective 3.1: Protect the Quality of Little Bay de Noc - Proactively manage resources to protect the quality of the Bay. The Bay is a vital asset to the region that sustains the economy and quality of life for residents. Expanding the use of green infrastructure to mitigate run-off will sustain the quality of this resource into the future.

Image 12-5: Aronson Island shoreline.

Action N1: *Green Infrastructure* - Revise site development guidelines to improve strormwater management practices. Although development standards already require stormwater management, additional guidelines that encourage impervious surfaces and low-impact development practices would improve environmental sustainability.

Objective 3.2: Sustain Healthy Ecosystems. Manage natural systems to promote environmental quality and sustainable economic development.

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

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

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

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

4. Land Use & Zoning

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

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

Objective 4.1: Strengthen Development Standards to Promote High Quality, Sustainable Development. Community residents have expressed a desire to see the City become greener, more walkable, safer, economically diversified, and a bustling, attractive downtown commercial district.

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

5. Community Facilities and Services

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

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

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

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

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

Action C2: *Utilize Person to Person Communication* - Ask people who plan on coming to public meetings to reach out and bring others along. Community leaders could hold cottage meetings to talk about a particular issue or opportunity.
Action C3: *Social Media* - Continue to use social media as a tool to communicate with a broad audience.

Action C4: *Public Participation Plan* – Educate civic leaders, business leaders and community members on the "Escanaba Community Participation Plan."

6. Recreation

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

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

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

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

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

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

Action R3: *Placemaking* - As stated in Objective 1.2: Vibrant Public Spaces, Action E4 and E5. Utilize recreational and cultural resources to strengthen the City's unique sense of place. Recruit more events in existing parks throughout the year.

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

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

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

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

Action R8: *Dog Park* - There is a continued popularity and routine requests to have an outside, fenced in area for a dog park that is safe and secure. A dog park should be developed in partnership with K-9 interested community members which will allow secure areas for both small and large dogs and would include features as benches, picnic tables, garbage receptacles, animal waste dispensers and potable water.

Action R9: *Danforth Hill Ski Area* - The Danforth Hill Ski area off of 19th Avenue North is being utilized as a temporary parking lot to gain access to the snowshoe trail and cross country ski trail loops. This area should be developed into a more permanent access point with permanent parking which includes amenities such as seating and signage. The access on North 30th Street to the snowshoe trail and loops #1 and #2 of the ski trail should be eliminated due to topographical property restraints (wetlands) and vehicle traffic safety concerns.

Action R10: *Trail Connections* - The community would benefit from connections to motorized and non-motorized trail networks in the region. These types of trails are shown to have many benefits, including economic development. A trail to connect central Escanaba to Bay College and to nearby communities would be an asset that would be valued by residents and tourists. Additionally, amenities, such as better signage and parking at trailheads where appropriate, would improve the use of the trail network.

As part of the City of Escanaba Non-Motorized Pathway System Master Plan, a 10' wide pathway system should be designed and engineered to include project costs for the following "missing" links:

1. Willow Creek Road between 8th Avenue South to 3rd Avenue North approximately 5,200 feet.
2. Municipal Dock to North 4th Street approximately 1,400 feet.
3. North 10th Street from 1st Avenue North to 3rd Avenue North approximately 1,400 feet.
4. 3rd Avenue North from North 10th Street to Stephenson Avenue approximately 2,700 feet.
5. Stephenson Avenue to Sheridan Road, 3rd Avenue North to 8th Avenue North approximately 2,600 feet.
6. Sheridan Road to City limit approximately 7,200 feet.
7. North 26th Street and 16th Avenue North to North 26th Street to Danforth Road approximately 1,500 feet.
8. 5th Avenue South from South Lincoln Road to Ludington Park approximately 6,200 feet.
9. Lake Shore Drive from Ludington Park to M35 approximately 11,000 feet.

Objective 6.2: Pursue Additional Funding to Support the Development and Maintenance of Recreation Sites. Utilize grants, crowdfunding, and other alternative funding sources to support the recreation system.

Action R11: *Recreation Plan* - the City should maintain an up-to-date DNR approved recreation plan in order to remain eligible for state funding sources.

Action R12: *Community Funding* - the City should explore opportunities for crowdfunding to support capital projects and a sponsorship program to help support the parks and recreation system.

7. Transportation

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

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

Objective 7.1: Transportation Networks Will Support Efficient Travel and Sustainable Land Use Patterns. Make improvements to the transportation system that promote safety, non-motorized connectivity, transit development, and efficient land use.

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

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

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

Action T2: *Expand the Traditional Street Grid* - When new development occurs along the fringe areas of the community, the City should take the appropriate measures to extend the traditional street grid pattern into these areas. This pattern has been shown to be the most advantageous means of evenly distributing traffic within a neighborhood and community.

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

Action T4: *Danforth and Lincoln Intersection Reconfiguration* - Make a geometric change in the intersection configuration at US-2 and Danforth Road to accommodate truck-turning radii, and enhance the intersection to serve as major gateway into the Escanaba community and US-2 regional business district and improve safety for pedestrians, bicyclists and motorists and improve movement efficiency for pedestrians, bicyclists and motorists.

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

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

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

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

Action T9: *Construction of 9th Avenue North Connection (Between Lincoln Road and North 30th Street)* – The City continues to grow to the west and very developable commercial property needs to be opened up for future larger scale commercial developments. Expansion is needed so that additional property can be developed which adequately and safely can handle increased traffic and traffic congestion away from North Lincoln Road. This is a continuation of a phased approach to construction in developing a grid of streets and utilities for future economic growth in the area. Capital improvement funds, special assessments, grant funds and State of Michigan Act 51 funds should be pursued to achieve this goal.

Action T10: *Construction of North 26th Street Connection (Between 6th Avenue North and 9th Avenue North)* – The City continues to grow to the west and very developable commercial property needs to be opened up for future larger scale commercial developments. Expansion is needed so that additional property can be developed which adequately and safely can handle increased traffic and traffic congestion away from North Lincoln Road. This is a continuation of a phased approach to construction in developing a grid of streets and utilities for future economic growth in the area. Capital improvement funds, special assessments, grant funds and State of Michigan Act 51 funds should be pursued to achieve this goal.

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

Objective 7.2: Seek Alternative Funding Sources. Pursue grants and other non-traditional sources to maintain or enhance roads and non-motorized networks.

Action T11: *Street Maintenance Funding*
- Investigate alternative methods to fund street maintenance programs. Collaborate with other municipalities to seek funds for developing a regional non-motorized trail network.

Action T12: *Corridor Improvement Authority* - Institute a corridor improvement authority along U.S. 2/41 , which would function similarly to a DDA to improve the functionality and business climate along the highway.

12.2 Implementation Matrix

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

Table 12-1: Implementation Matrix

Objective	Actions	Partners	Timeline
1.1: Waterfront Redevelopment	E1, E2, E3, E16, L1	Planning Commission, DDA, Brownfield Authority, business owners, Brownfield Authority, Delta County, MEDC, businesses	Long
1.2: Vibrant Public Spaces	E3, E6, E15, E16, L1	Planning Commission, DDA, business owners, community groups, MEDC	Immediate
1.3: Downtown/Waterfront Link	E1, E2, E3, E6, E15, E16	Planning Commission, DDA, business owners	Medium
1.4: Expand Use of Fairgrounds	E4	Delta County, Planning Commission	Short
1.5: Attractive and Thriving Downtown	E1, E2, E3, E4, E5, E6, E8, E9, E10, E11, E12, E13, E16	DDA, business owners, MEDC	Medium
1.6: Grow Tourism & Recreation Industries	E1, E16, E17, E18, E19	Delta County EDA, business owners, MEDC	Medium
1.7: Retrofit Underutilized Properties	E1, E20, E21	Planning Commission	
1.8: Brownfield Redevelopment	E1, E21	Brownfield Authority	Medium
1.9: Support Manufacturing	E22, E23, E24, E25	Delta County EDA, Dept. of Commerce EDA, MEDC, MTEC, Bay College, Michigan Works	Immediate
1.10: Secondary Business Districts	E25, E26, E27	Delta County, MDOT	Long
2.1: Expand Housing Variety	H1, L1	MSHDA, CUPPAD, UPCAP	Immediate
2.2: Protect Historic Neighborhoods	H2, H3	Historic Commission, Planning Commission, DDA, Delta Historic Society	Short
2.3: Neighborhood Enhancement	H4, H5	City Code Enforcement, UPCAP	Short
3.1: Protect the Quality of the Bay	E1, N1, N2, N3, N4, N5, C1	Community Groups, Planning Commission, Public Works	Medium
3.2: Sustain Healthy Ecosystems	N1, N2, N3, N4, N5	Planning Commission, Community Groups	Medium
4.1: High-Quality, Sustainable Land Use	L1, N1, H1, H3, E15, E14, E8, E4, E1	Planning Commission	Short
5.1: Ensure Reliable, Efficient, and Sustainable Utilities	C1	Public Works, community partners,	
5.2: Engaged Community	C2, C3, C4	Community Groups, City Commissions, City Council	Immediate
6.1: Recreation Meets Community Needs	R1, R2, R3, R4, R5, R6, R7, R8, R9, R10, T6	DNR, Recreation Advisory Board, Planning Commission	Medium
6.2: Pursue Additional Funding Sources for Recreation	R2, R11, R12	MDOT, DOT, MEDC, DNR, Community sponsors	Short
7.1: Transportation Networks will Support Efficient Travel and Sustainable Land Use Patterns	T1, T2, T3, T4, T5, T6, T7, T8, T9, T10, R10, N1	MDOT, DOT, DATA	Long
7.2: Pursue Alternative Funding Sources	T11, T12	MDOT, DOT	Short

Chapter 13: Future Land Use

Introduction

The primary goal of any Master Plan is to develop policies to guide future land use in the community. Locations of specific land uses directly effect economic growth, community character, and quality of life in a community. Map 32 identifies future land uses in the City and is intended to be a vision for the next 20 years and beyond. These proposed land uses have been determined through careful analysis of demographic and economic trends and with consideration of the public input received during the planning process. The following framework and implementation strategies identified in Chapter 12 serve as a guide for land-use management and community decision-making.

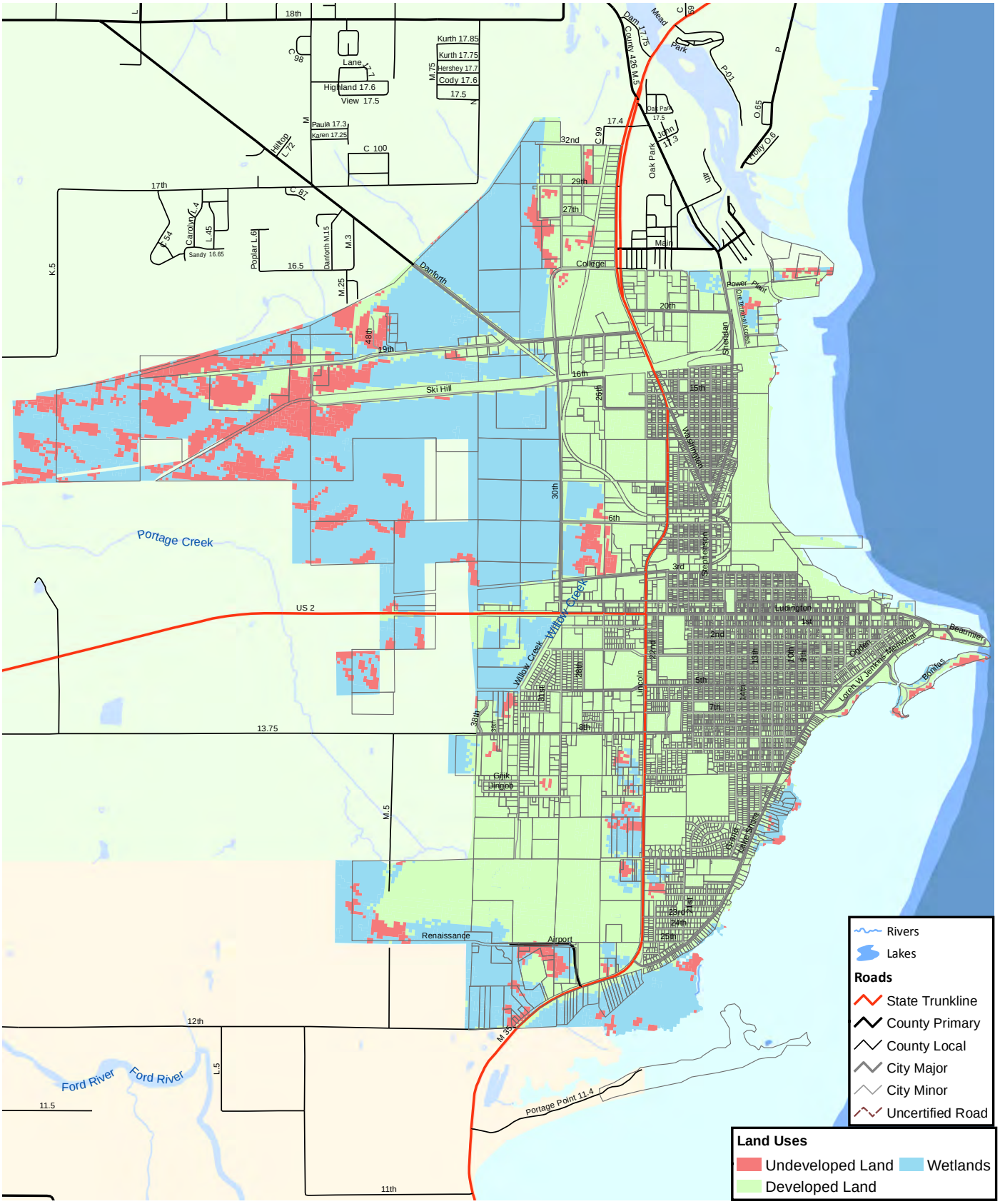
Existing Land Use

Areas for new development in the City are constrained by wetlands on the western portion of the City and Lake Michigan on the east. An assessment of the amount of undeveloped land while taking into consideration wetland areas that may limit development is shown in Map 31. Although the majority of land in the City is already developed, there are abundant opportunities for redevelopment and/or re-purposing of existing developments.

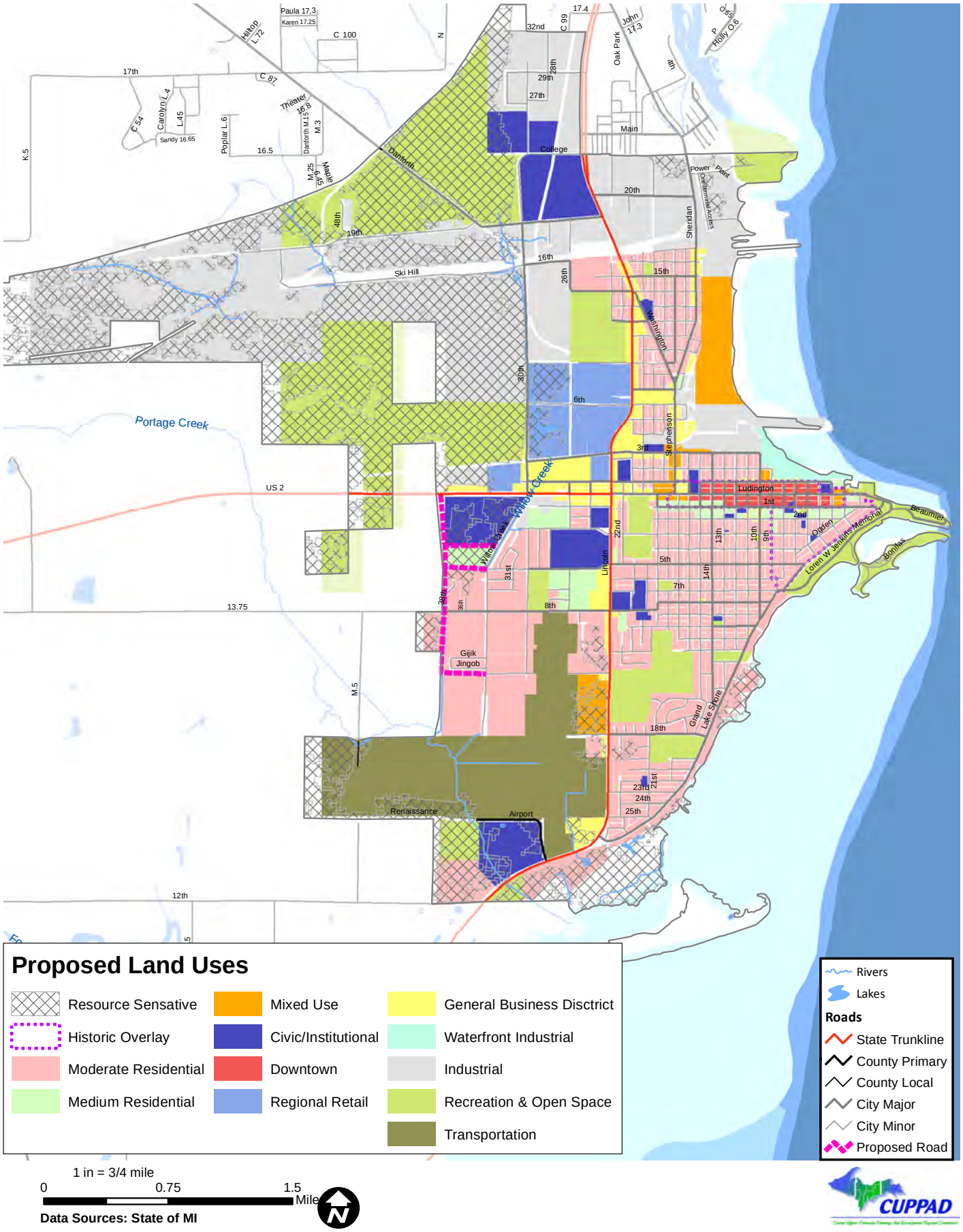
Table 13-1
Land Available for Development

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

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



Map 31: City of Escanaba, Areas of Developable Land



Map 32: City of Escanaba, Future Land Use

13.1 Framework for Future Land Use

Residential

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

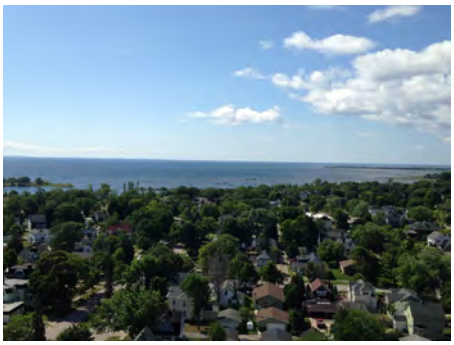


Image 13-1 Moderate density residential neighborhood in Escanaba.

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

Moderate Density

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

Medium Density

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

Commercial

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

Image 13-3 Downtown Escanaba.

Downtown District

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

However, the form and character of future development in this area should be primary concerns. Site development guidelines should include form based guidelines that include architectural guidelines and serve to maintain the character of the neighborhoods. In addition to private development, the downtown district should also accommodate public spaces, such as pocket parks.

Historic Overlay Districts

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

Image 13-4: Historic homes in Escanaba

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

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

Image 13-5: Regional retail.

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

Regional Retail

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

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

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

Mixed Use

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

Image 13-7: Mixed Use Development in downtown Escanaba.

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

General Business District

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

Industrial

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

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

Image 13-8: Existing waterfront adjacent to downtown.

Waterfront Industrial
The portion of waterfront industrial development closest to downtown is an area that is a redevelopment priority for residents. Development regulations in this area should include standards that serve the whole community. Site development and building form guidelines that improve the character of this area and create stronger connections between the waterfront and downtown. Views of a working waterfront will attract people into the community and requirements should be established for public access.

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

Image 13-9: Ludington Park.

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

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

Image 13-10: Portage Marsh.

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

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

Image 13-11: Port of Escanaba.

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

The existing road network could be improved by continuing to expand the traditional street grid. Land should also be dedicated to improve non-motorized travel within the City and to nearby communities. The Future Land Use Map indicates proposed motorized and non-motorized connections to local road network could be improved

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

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

Relationship Between Existing Zoning and Future Land Use

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

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

Table 13-2: Future Land Use and Existing Zoning

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

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

13.2 Conclusion

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

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

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

Image 13-12: Downtown Escanaba

Image 13-13: Ludington Park.

James V. O'Toole
City Manager

410 Ludington Street
Escanaba, Michigan 49829
Phone (906)786-0240

MEMORANDUM

September 1, 2016

TO: Escanaba City Council Members

COPY: Melissa Becotte, City Controller
City Assessor

FROM: James V. O'Toole, City Manager

SUBJECT: Payment in Lieu of Taxes Request and Municipal Services Agreement – 233 Ludington Street

HOL Limited Dividend Housing Association, LLC is requesting the City of Escanaba authorize a Payment in Lieu of Taxes Ordinance and Municipal Services Agreement, which would allow them to seek funding for renovation and upgrading of the building located at 233 Ludington Street and 216 1st Avenue South.

Under conditions as set forth in Ordinance No. 1174, the City will receive an annual service charge equal to three (3) percent of the difference between the annual shelter rents actually collected and utilities.

Under the conditions as set forth in the Municipal Services Agreement, the City will also receive an annual service payment for municipal services that are provided at the property such as police, fire, etc.

Attached, please find the PILT – Property Tax Analysis spreadsheet.

LC Consultants, LLC
35 Research Dr., Ste. 300
Ann Arbor, MI 4810

8/29/2016

received
8/29/16 SMD.

James V. O'Toole
Escanaba City Manager
City Hall, 2nd Floor
410 Ludington Street
Escanaba, Michigan 49829

RE: REQUEST FOR PAYMENT IN LIEU OF TAXES
HOUSE OF LUDINGTON – 223 LUDINGTON STREET, ESCANABA, MI

Dear City Manager O'Toole:

LC Consultants, LLC (the "Developer") is the new developer for the House of Ludington (the "Project") located at 223 Ludington Street in downtown Escanaba. The Developer is requesting a new payment in lieu of taxes ("PILOT") ordinance and Municipal Services Agreement for the Project with identical terms and conditions as granted in the previous developer's PILOT ordinance in March of 2016. The entity "HOL Limited Dividend Housing Association, LLC" is planned to be the future owner of the Project. The Developer intends to develop the Project comparable to the previous developer's plans, however, the Developer will utilize a greater budget and scope of construction for the historic building.

We look forward to working with the City of Escanaba to develop the historic House of Ludington in vibrant downtown Escanaba.

Sincerely,

Robert Jacobson
LC Consultants, LLC

MUNICIPAL SERVICES AGREEMENT

THIS MUNICIPAL SERVICES AGREEMENT entered into this ____ day of _____, 2016, between HOL Limited Dividend Housing Association, LLC, a Michigan Limited Dividend Housing Association Limited Partnership, whose main office is located at 35 Research Drive, Ste. 300, Ann Arbor, MI, 48103 (hereinafter referred to as the "OWNER") and the **City of Escanaba**, a Michigan municipal corporation, located at 410 Ludington Street, Escanaba, Michigan (hereinafter referred to as the "CITY").

RECITALS

A. The OWNER provides housing for low to moderate income individuals and families. The apartment complex known as House of Ludington Downtown Residence was financed in part by IRS Section 42 tax credits, on land legally described in *Exhibit "A"*, (hereinafter referred to as the "PROJECT").

B. The OWNER desires to guarantee that certain municipal services will be provided to the PROJECT during the term that the Payment in Lieu of Tax (hereinafter referred to as the "PILOT") Ordinance for this PROJECT is in place, such municipal services to include:

1. Emergency services, including rescue and fire service;
2. Other miscellaneous services as may, from time to time, be mutually agreed to for the benefit of the PROJECT;
3. Said municipal services shall be provided in the customary way, in a competent and workmanlike manner, and in accordance with all laws, rules and regulations of the United States of America, State of Michigan, County of Delta, and City of Escanaba or other applicable jurisdictions or bodies. (All of the above collectively referred to as "Municipal Services".)

AGREEMENT

The parties agree as follows:

1. The City will provide the Municipal Services.

2. The payment for Municipal Services shall be paid annually by the OWNER to the CITY. The payment for the first year shall be in the amount of $1768.15. Thereafter said amount shall increase annually by 3%.

3. Payment for Municipal Services shall commence up receipt of a certificate of occupancy for the project and will remain in place until which time the PILOT Ordinance between the OWNER and the CITY terminates. Payments shall be made on or before February 14th in the year such payment is due.

IN WITNESS WHEREOF, this Municipal Services Agreement is executed as of the day and year first written above.

DATED: _____ _____, 2016

HOL Limited Dividend Housing Association, LLC
35 Research Drive, Ste. 300, Ann Arbor, MI 48103
By: HOL Limited Dividend Housing Association, LLC, General Partner

_____
By: Robert Jacobson, Manager

DATED: _____ _____, 2016

CITY OF ESCANABA,
410 Ludington Street, Escanaba, MI 49829

_____ By: **James O'Toole,** City Manager

_____ By: **Melissa Becotte,** City Controller

This document prepared by:
Russell W. Hall
DeGrand, Reardon & Hall, P.C.
517 Ludington Street
Escanaba, MI 49829
(906) 786-6009

ORDINANCE NO. 1174

AN ORDINANCE TO AMEND CHAPTER 26 - TAXATION OF THE CODE OF ORDINANCES OF THE CITY OF ESCANABA

THE CITY OF ESCANABA ORDAINS:

CHAPTER I

Chapter 26 - Taxation of the Escanaba Code of Ordinances is hereby amended by adding Division 5, House of Ludington Downtown Residence, to read as follows:

CHAPTER 26 - TAXATION

ARTICLE III, SERVICE CHARGE IN LIEU OF PROPERTY TAXES FOR HOUSING DEVELOPMENT

DIVISION 5, HOUSE OF LUDINGTON DOWNTOWN RESIDENCE

Sec. 26-60. Preamble.

It is acknowledged that it is a proper public purpose of the State of Michigan and its political subdivisions to provide elderly/senior affordable housing for its citizens of low income and to encourage the development of such housing by providing for a service charge in lieu of property taxes in accordance with the State Housing Development Authority Act of 1966 (1966 PA 346, as amended, MCLA Section 125.1401 et seq, MSA Section 116.114(l) et seq.). The City is authorized by this Act to establish or change the service charge to be paid in lieu of taxes by any or all classes of housing exempt from taxation under this Act at any amount it chooses not to exceed the taxes that would be paid but for this Act. It is further acknowledged that such elderly/senior housing for persons of low income is a public necessity, and as the city will be benefitted and improved by such housing, the encouragement of the same by providing certain real estate tax exemption for such housing is a valid public purpose; further, that the continuation of the provisions of this article for tax exemption and the service charge in lieu of taxes during the period contemplated in this article are essential to the determination of economic feasibility of housing developments which are constructed and financed in reliance on such tax exemption.

The City acknowledges that HOL Limited Dividend Housing Association, LLC, has offered subject to receipt of the allocation under the LIHTC Program by the Michigan State Housing Development Authority to construct, own and operate an elderly/senior housing project known as the House of Ludington Downtown Residence on certain property located at:

> **Land situated in the City of Escanaba, County of Delta, State of Michigan, described as follows: Lots 8 thru 14 and the West 1/2 of Lot 7 of Block 4 of the Original Plat**

Consisting of up to 34 units and associated parking and grounds in the city to serve as affordable elderly/senior housing, and that the sponsor has offered to pay the City on account of this housing development an annual service charge for public service in lieu of taxes.

Sec. 26-61. Definitions.

All terms not herein defined shall have the meanings given them in the State Housing Development Authority Act of 1966, being Public Act of 1966, of the State of Michigan, as amended.

1. *Act* means the State Housing Development Authority Act, being Michigan Public Act of 1966, as amended.
2. *Annual shelter rent* means the total collections, including rental subsidy, during an agreed annual period from all occupants of a housing development representing rent or occupancy charges, exclusive of charges for gas, electricity, heat, late fees, or other utilities furnished to the occupants.

3. *Authority* means the Michigan State Housing Development Authority.

4. *Elderly/Senior housing* means a household consisting of one (1) single person who is fifty-five (55) years of age or older or a household which at least one (1) member is 55 years of age and all other members are at least fifty (50) years of age.

5. *Housing development* means a development which contains a significant element of housing for persons of low income and such elements of other housing, commercial, recreational, industrial, communal, and educational facilities as the authority determines improve the quality of the development as it relates to housing for persons of low income.

6. *Low Income or Moderate Income Persons* means families and persons at or below 60% of the area median income adjusted for family size.

7. *Federally-Aided Mortgage* means a mortgage insured, purchased, or held by the Secretary of the Department of Housing and Urban Development (HUD) or United States Department of Agriculture – Rural Development (USDA-RD); a mortgage receiving interest credit reduction payments provided by the HUD or USDA-RD; a Housing Development to which the Authority allocates low income housing tax credits under Section 42b of the Act; or a mortgage receiving special benefits under other federal law designated specifically to develop low and moderate-income housing, consistent with the Act.

8. *Sponsor* means person(s) or entities which have applied to the authority for a mortgage loan or for an allocation under the Low Income Housing Tax Credit Program to finance an elderly/senior housing development.

9. *Utilities* mean fuel, water, sanitary sewer service and/or electrical service which are paid by the elderly/senior housing development.

Section 26-62, Class of housing development.

It is determined that the class of housing development to which the tax exemption shall apply and for which a service charge shall be paid in lieu of such taxes shall be housing developments which are financed or assisted pursuant to the act. It is further determined that the elderly/senior development is of this class.

Section 26-63. Establishment of annual service charge.

The housing development known as the House of Ludington Downtown Residence and the property on which it is constructed shall be exempt from all property taxes as of or effective on the December 31st of the year the certified notification of exemption was filed with the City Assessor prior to November 1st. The city acknowledging that the sponsor and the authority have established the economic feasibility of the elderly/senior housing development in reliance upon the enactment and continuing effect of this article and the qualification of the housing development for the

exemption from all property taxes and a payment in lieu of taxes as established in this article, and in consideration of the sponsor's offer, subject to existence of a mortgage loan and proper certificate of exemption filed, to own and operate the apartment complex, agrees to accept payment of an annual service charge for public services in lieu of all property taxes. The annual service charge shall be equal to four (4) percent of the difference between the annual shelter rents actually collected and utilities.

Section 26-64. Limitation on the payment of the annual service charge.

Notwithstanding Section 26-63, the service charge to be paid each year in lieu of taxes for the part of the housing development which is tax exempt and which is occupied by other than low income persons or families shall be equal to the full amount of the taxes which shall be paid on that portion of the elderly/senior housing development if the housing development were not tax exempt.

Notwithstanding Section 26-63, The service charge to be paid each year in lieu of taxes for the part of the housing project that is tax exempt but which is occupied by other than low income persons or families shall be equal to the full amount of the taxes which would be paid on that portion of the housing project if the housing project were not tax exempt.

Section 26-65. Contractual effect of this article.

Notwithstanding the provisions of (Section 15(a)(5)) of the act to the contrary, a contract between the city and the sponsor, with the authority as third party beneficiary under the contract, to provide tax exemption and accept payments in lieu of taxes, as previously described, is effectuated by enactment of this article.

Section 26-66. Payment of service charge.

The service charge in lieu of taxes as determined under the article shall be payable in the same manner as general property taxes are payable to the city except that the annual payment shall be paid on or before May 31 of each year.

Section 26-67. Duration.

This article shall remain in effect and shall not terminate so long as the authority's mortgage loan remains outstanding and unpaid or the authority has any interest in the property; or the elderly/senior housing development remains subject to income and rent restrictions pursuant to Section 42 of the Internal Revenue Code of 1986, as amended. Notwithstanding the foregoing, this Ordinance shall terminate if (i) the owner fails to rehabilitate the existing Project as presented to the City of Escanaba, Michigan Economic Development Corporation and Michigan State Housing Development Authority, (ii) this Project ceases to serve low to moderate income elderly persons, or (iii) that the Sponsor does not acquire the Project and begin rehabilitation on or before November 1, 2018. The service charge in lieu of taxes as determined under this Ordinance, shall remain in effect as long as the Federally-aided or Authority aided mortgage is outstanding, but no more than thirty-five (35) years.

CHAPTER II
SAVINGS CLAUSE

If any section, subsection, sentence, clause or phrase of the within Ordinance is, for any reason, held to be unconstitutional, such decision shall not affect the validity of the remaining portions of this Ordinance. The City Council hereby declares that it would have passed this Ordinance, section, subsection, sentence, clause, or phrase thereof, irrespective of the fact that any one or more sections, subsections, sentences, clauses or phrases be declared unconstitutional.

CHAPTER III
REPEALING CHAPTER

All ordinances or parts of ordinances in conflict with the provisions of this Ordinance are hereby repealed.

CHAPTER IV
EFFECTIVE DATE

This Ordinance shall be in full force and effect ten (10) days after its passage and publication.

APPROVED:

Ralph B.K. Peterson, City Attorney

APPROVED:

Marc D. Tall, Mayor

ATTEST:

Robert S. Richards, CMC/City Clerk

I hereby certify that the foregoing constitutes a true and complete copy of an Ordinance duly adopted by the City Council of the City of Escanaba, County of Delta, Michigan, at a ??????? Meeting held on the ?? day of ???????, 2016, and was published in the Daily Press, a newspaper of general circulation in the City of Escanaba on ??????? ??, 2016, and that said meeting was conducted and public notice of said meeting was given pursuant to and in full compliance with the Open Meetings Act, being Act 267, Public Acts of Michigan, 1976, and that the minutes of said meeting were kept and will be or have been made available as required by said Act.

Robert S. Richards, CMC/City Clerk

CITY OF ESCANABA

PILT Analysis - House of Ludington (HOL Limited Dividend Housing Assn)

Assumptions: Tax revenue is from 2015 (Summer & Winter) Tax Bills
Includes one parcel
Annual Rent Receipts $190,176
MSA Amount reimburses 100% of City taxes and PTAF

		4% of Rents	
	2015 Taxes	Revenue	Loss
DC Central Dispatch	$46.58	$27.31	(19.27)
Bay De Noc CC Debt	232.90	136.53	(96.37)
Bay De Noc CC Operating	537.46	315.07	(222.39)
Community Action Agency	139.74	81.92	(57.82)
DATA	139.74	81.92	(57.82)
ISD	555.50	325.64	(229.86)
EAPS Debt	1,106.34	648.55	(457.79)
EAPS Operating	3,479.74	2,039.87	(1,439.87)
DC Road Patrol	209.62	122.88	(86.74)
SET (State)	1,397.48	819.22	(578.26)
Delta County	1,171.95	687.01	(484.94)
City of Escanaba	3,959.53	2,321.13	(1,638.40)
Total Taxes	12,976.58	$7,607.05	(5,369.53)
PTAF (City)	129.75	0.00	(129.75)
Totals	$13,106.33	$7,607.05	(5,499.28)
Municipal Services Agreement		1,768.15	1,768.15
Total Cost to Excel Realty		$9,375.20	
Total Savings to Excel Realty		$3,731.13	$3,731.13

$4,089.28 = City share of original tax bill without PILOT
$2,321.13 = Amount the City will receive in taxes
$1,768.15 = Amount of Municipal Services Agreement
$0.00 = Loss to the City

STATE HOUSING DEVELOPMENT AUTHORITY ACT OF 1966 (EXCERPT)
Act 346 of 1966

125.1415a Exemption of housing project from taxes; filing certified notification of exemption with local assessing authority; annual service charge; amount; duration of exemption; distribution of payments for public services; exceptions; payment of service charge equal to full amount of taxes; reduced housing charges; "low income persons and families" defined; rules; reimbursement prohibited.

Sec. 15a. (1) If a housing project owned by a nonprofit housing corporation, consumer housing cooperative, limited dividend housing corporation, mobile home park corporation, or mobile home park association is financed with a federally-aided or authority-aided mortgage or advance or grant from the authority, then, except as provided in this section, the housing project is exempt from all ad valorem property taxes imposed by this state or by any political subdivision, public body, or taxing district in which the project is located. The owner of a housing project eligible for the exemption shall file with the local assessing officer a notification of the exemption, which shall be in an affidavit form as provided by the authority. The completed affidavit form first shall be submitted to the authority for certification by the authority that the project is eligible for the exemption. The owner then shall file the certified notification of the exemption with the local assessing officer before November 1 of the year preceding the tax year in which the exemption is to begin.

(2) The owner of a housing project exempt from taxation under this section shall pay to the municipality in which the project is located an annual service charge for public services in lieu of all taxes. Subject to subsection (6), the amount to be paid as a service charge in lieu of taxes shall be for new construction projects the greater of, and for rehabilitation projects the lesser of, the tax on the property on which the project is located for the tax year before the date when construction or rehabilitation of the project was commenced or 10% of the annual shelter rents obtained from the project. A municipality, by ordinance, may establish or change, by any amount it chooses, the service charge to be paid in lieu of taxes by all or any class of housing projects exempt from taxation under this act. However, the service charge shall not exceed the taxes that would be paid but for this act.

(3) The exemption from taxation granted by this section shall remain in effect for as long as the federally-aided or authority-aided mortgage or advance or grant from the authority is outstanding, but not more than 50 years. The municipality may establish by ordinance a different period of time for the exemption to remain in effect.

(4) Except as otherwise provided in this subsection, any payments for public services received by a municipality in lieu of taxes under this section shall be distributed by the municipality to the several units levying the general property tax in the same proportion as prevailed with the general property tax in the previous calendar year. For payments in lieu of taxes collected after June 30, 1994, the distribution to the several units shall be made as if the number of mills levied for local school district operating purposes were equal to the number of mills levied for those purposes in 1993 minus the number of mills levied under the state education tax act, Act No. 331 of the Public Acts of 1993, being sections 211.901 to 211.906 of the Michigan Compiled Laws, for the year for which the distribution is calculated. For tax years after 1993, the amount of payments in lieu of taxes to be distributed to a local school district for operating purposes under this subsection shall not be distributed to the local school district but instead shall be paid to the state treasury and credited to the state school aid fund established by section 11 of article IX of the state constitution of 1963.

(5) Notwithstanding subsection (1), a municipality may provide by ordinance that the tax exemption established in subsection (1) shall not apply to all or any class of housing projects within its boundaries to which subsection (1) applies. If the municipality makes that provision, the tax exemption established in subsection (1) shall not apply to the class of housing projects designated in the ordinance. If the ordinance so provides, the ordinance shall be effective with respect to housing projects for which an exemption has already been granted on December 31 of the year in which the ordinance is adopted, but not before. A municipality that has adopted an ordinance described in this subsection may repeal that ordinance, and the repeal shall become effective on the date designated in the repealing ordinance.

(6) Notwithstanding subsection (2), the service charge to be paid each year in lieu of taxes for that part of a housing project that is tax exempt under subsection (1) and that is occupied by other than low income persons or families shall be equal to the full amount of the taxes that would be paid on that portion of the project if the project

© 2004 Legislative Council, State of Michigan Courtesy of www.MichiganLegislature.Org

were not tax exempt. The benefits of any tax exemption granted under this section shall be allocated by the owner of the housing project exclusively to low income persons or families in the form of reduced housing charges.

(7) For purposes of this section only, "low income persons and families" means, with respect to any housing project that is tax exempt, persons and families eligible to move into that project. For purposes of this subsection, the authority may promulgate rules to redefine low income persons or families for each municipality on the basis of conditions existing in that municipality.

(8) This state shall not reimburse any unit of government for a tax exemption granted to any housing project under this section.

History: Add. 1968, Act 334, Imd. Eff. July 14, 1968;—Am. 1969, Act 109, Imd. Eff. July 24, 1969;—Am. 1979, Act 49, Imd. Eff. July 7, 1979;—Am. 1982, Act 534, Imd. Eff. Dec. 31, 1982;—Am. 1983, Act 217, Imd. Eff. Nov. 16, 1983;—Am. 1994, Act 363, Imd. Eff. Dec. 27, 1994.

Compiler's note: Section 2 of Act No. 363 of the Public Acts of 1994 provides:

"The provisions of this amendatory act, providing that the exemption from taxes provided in section 15a of this act be limited to ad valorem property taxes, are curative expressing the original intent of the legislature that the exemption extends only to ad valorem property taxes and does not apply to the other taxes levied under Michigan law."

Administrative rules: R 125.101 et seq. of the Michigan Administrative Code.

© 2004 Legislative Council, State of Michigan Courtesy of www.MichiganLegislature.Org

Table Of Contents

125.1415a	Exemption of housing project from taxes; filing certified notification of exemption with local assessing authority; annual service charge; amount; duration of exemption; distribution of payments for public services; exceptions; payment of service charge equal to full amount of taxes; reduced housing charges; "low-income persons and families" defined; rules; reimbursement prohibited.	2

© 2004 Legislative Council, State of Michigan Courtesy of www.MichiganLegislature.Org

CITY OF Escanaba

P.O. Box 948 • Escanaba, MI 49829-0948 • (906) 786-0240 • fax (906) 786-4755
TDD (800) 649-3777

August 30, 2016

ESCANABA PLANNING COMMISSION
ESCANABA MICHIGAN 49829

RE: 223 Ludington Street and 216 1st Avenue South – Developer Change

Dear Property Owner/Occupant:

A joint meeting of the Escanaba City Council and Planning Commission has been scheduled for September 8, 2016, at 6:00 p.m. at the Escanaba City Hall, 410 Ludington Street. The following item will be on the agenda:

Renovation and Restoration Update –
223 Ludington Street and 216 1st Avenue South

Mr. Robert Jacobson of LC Consultants, LLC will update the City Council, Planning Commission and people of Escanaba on the proposed project to renovate and upgrade the property located at 223 Ludington Street and 216 1st. Avenue South. Additionally, LC Consultants, LLC is requesting the City Council authorize a payment in lieu of taxes Ordinance and Municipal Services Agreement which would allow them to seeking funding from the State of Michigan Tax Credit Program for the renovation of the property.

You are cordially invited to attend this meeting should you have any comments concerning this project. If you have comments, but are unable to attend this meeting, please submit your written comments to the City of Escanaba Planning Commission prior to September 8, 2016. All written and signed comments will be read into the public record.

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

Sincerely,

James V. O'Toole, City Manager
On Behalf of the Escanaba Planning Commission

PROOF OF SERVICE – MAILING
This document was enclosed in sealed envelope, first class postage fully prepaid, and deposited in the U.S. Government Mail.

Mailing Date: August 30, 2016
Attested To By: Lisa Glish, Escanaba City Hall

Property Owners 400 Feet from 223 Ludington Street and 216 1st Avenue South

Property Owner	Owner Address	City State Zip
Delta County Building Authority	310 Ludington St	Escanaba, MI 49829-4057
State of Michigan Attn: Land Records	Po Box 30028	Lansing, MI 48909-7528
JACL	225 Ludington St	Escanaba, MI 49829-4027
Edward & Suzell Eisenberger	223 Ludington St	Escanaba, MI 49829-4027
Darren & Victoria L Feuerbach	209 Ludington St	Escanaba, MI 49829-4027
Publo Inc	E5217 State Highway M35	Escanaba, MI 49829-9669
Stephen J & Gina M Davidson	6493 Daisy L.85 Dr	Escanaba, MI 49829-9452
Daniel F Samson	117 S 3rd St	Escanaba, MI 49829-4011
Janet M Lavigne	121 S 3rd St	Escanaba, MI 49829-4011
David A & Jennifer R Hayes	4988 Danforth Rd	Escanaba, MI 49829-9418
David & Judith Schwalbach	212 1st Ave S	Escanaba, MI 49829-4004
Stephen & Leeann Messimer	208 1st Ave S	Escanaba, MI 49829-4004
Thomas R & Kathleen A Jensen	116 S 2nd St	Escanaba, MI 49829-4008
Dawn S Duncan	200 1st Ave S	Escanaba, MI 49829-4004
Douglas & Fred Sundstrom	317 1st Ave S	Escanaba, MI 49829-4005
Fred Sundstrom	311 1st Ave S	Escanaba, MI 49829-4005
Lucas & Stacy Simon	307 1st Ave S	Escanaba, MI 49829-4005
Daniel & Judith Possi	202 S 3rd St	Escanaba, MI 49829-4014
Patrick D & Cynthia G Wakefield	308 2nd Ave S	Escanaba, MI 49829-4035
Anthony Sorby & Krista Mattson	306 2nd Ave S	Escanaba, MI 49829-4035
Jane E Cook	222 S 3rd St	Escanaba, MI 49829-4014
Russell J & Jamie Beaver	201 S 3rd St	Escanaba, MI 49829-4013
Delore & Lois Myers	220 Ogden Ave	Escanaba, MI 49829-4032
Marilyn Booker	230 Ogden Ave	Escanaba, MI 49829-4032
Paul A Dehaan	307 S 3rd St	Escanaba, MI 49829-4015
Daniel & Marlene McNamee	309 S 3rd St	Escanaba, MI 49829-4015
Lewis C & Virginia L Howard	231 Ogden Ave	Escanaba, MI 49829-4031
Michael Bintner	227 Ogden Ave	Escanaba, MI 49829-4031
Todd Maki & Karen LaFond	225 Ogden Ave	Escanaba, MI 49829-4031
Elizabeth A Miller	217 Ogden Ave	Escanaba, MI 49829-4031
Edward T Reynolds	215 Ogden Ave	Escanaba, MI 49829-4031
Catherine D Carlson	205 Ogden Ave	Escanaba, MI 49829-4031
Mark G Demars	201 Ogden Ave	Escanaba, MI 49829-4031
Pasqua M Warstler	127 1st Ave S	Escanaba, MI 49829-4001
Emily A Desalvo	131 1st Ave S	Escanaba, MI 49829-4001
Gary J Dubord	250 Lake Shore Dr	Escanaba, MI 49829-4025
Joseph & Sharon Pascoe	248 Lake Shore Dr	Escanaba, MI 49829-4025
Scott W & Krista K Johnson	236 Lake Shore Dr	Escanaba, MI 49829-4025
Lawrence J & Joann Leffel	230 Lake Shore Dr	Escanaba, MI 49829-4025
George E & Robert Bonefeld	628 Mountain St	Marquette, MI 49855-5060
Jimmie Chase	128 1st Ave S	Escanaba, MI 49829-4002
Eric & Christina Henderson	101 S 2nd St	Escanaba, MI 49829-4007
Eric J & Kathryn S Rose	107 S 2nd St	Escanaba, MI 49829-4007
Jane K Turner & John W McDonnell Jr	3050 N Summit Ave	Milwaukee, WI 53211-3463
Basic Towing Inc	440 N 10th St	Escanaba, MI 49829-3837
Steven M Vosters	122 1st Ave S	Escanaba, MI 49829-4002
Thomas P Warstler	118 1st Ave S	Escanaba, MI 49829-4002