

# City of Gladstone Master Plan



2007

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## **Mission Statement**

Our mission is to employ policies and strategies and municipal services for the future development of the City of Gladstone to promote the highest quality of life for its residents.

## **Motto**

Our goal is perfection; our objective is progress.

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## **Introduction**

Gladstone is in the midst of change unlike anything the City has experienced over the past several decades. For many years, Gladstone has been relatively constant. For example, since 1960 the population of the community has only fluctuated up and down in modest increments and new construction has been relatively limited. However, during the decade of the '90's, the City has witnessed an influx of new industry and residents. Construction of new homes has been unprecedented, leading to infrastructure improvements within the community. According to the 2000 Census the City of Gladstone's population is 5,032 people making Gladstone one of only two communities in the entire Upper Peninsula that grew in population.

In order to effectively address the issues related to this community renaissance, the Gladstone Planning Commission has initiated the preparation of this Master Plan. The Master Plan is a policy guide. It represents community goals and philosophies, translating them into a vision for the City's long-range development. With the Plan as a guide, other tools such as the City Zoning Ordinance, land division regulations and capital improvements program can be used to implement the direction established here.

The Master Plan should never really be finished, however. The Planning Commission should regularly evaluate the Plan to determine its continued relevance. Conditions change; new opportunities arise; and the community must be able to be responsive to these unforeseen events. Hopefully, the basic tone or direction of the Plan will remain valid for the relative long-term future, but specific recommendations may have to be revisited.

## **Community Character**

Having remained relatively unchanged for many years, the City of Gladstone has experienced a revival during the decade of the 1990's. A growing population, new housing and expanded employment opportunities are all evidence of a renaissance in and around Gladstone. The following pages describe the social and physical character of the community, as it is now, how it has changed historically and how it compares with surrounding communities.

## POPULATION

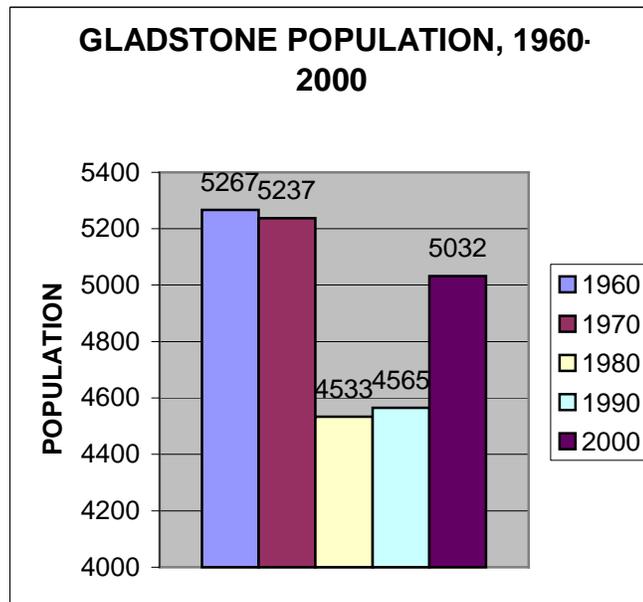
The City of Gladstone has had a fluctuating population over the past several decades. Between 1960 and 1970 the population of the city decreased by only 30 people, from 5,267 to 5,237. Changes within the next decade, from 1970 to 1980 were more drastic, Gladstone's population declined by 13.4 percent or 704 people during this time period. During the 1980's the City's population stabilized and began to inch upward, with a gain of 32 people by 1990. By the time of the 2000 Census the City had increased to close to the 1970 level with 5,032 people. This represents just over 10 percent growth in the City over the past decade.

Population losses between 1970 and 1980 may be attributable to the economic conditions of the late 1970's when manufacturing and natural resource based

industries were in a downward cycle. The reduced value of iron ore as well as the expense in shipping this product may also have been a contributing factor in the relocation of Gladstone's population. 1970 to 1990 was a period of population declines for much of the Upper Peninsula particularly the cities. This downward trend continued in many cities between 1990 and 2000 with Gladstone being unique in achieving significant population growth during that time.

One of the factors contributing to Gladstone's growth was the annexation of a large parcel of property in the South Bluff area on the southwest corner of the City. While the property was undeveloped at the time it was annexed, the subsequent extension of utilities to the area has helped to spark construction of many new homes. The annexed area is also home to the Irish Oaks Golf Course and the Lake Bluff Retirement Village, which is expected to continue to draw new residents to the area in years to come.

The population of Delta County increased from 1960 to 1990, in contrast to Gladstone's population decline. This increase occurred in the rural areas, primarily in the townships adjacent to the cities of Escanaba and Gladstone as new subdivisions were developed in the Lake Bluff, Danforth and Soo Hill areas. Between 1990 and 2000, Delta County's population increased by 740 people; with the exception of the City of Gladstone, this increase occurred in the



townships surrounding the urban area at the expense of the City of Escanaba and the more rural townships.

## AGE

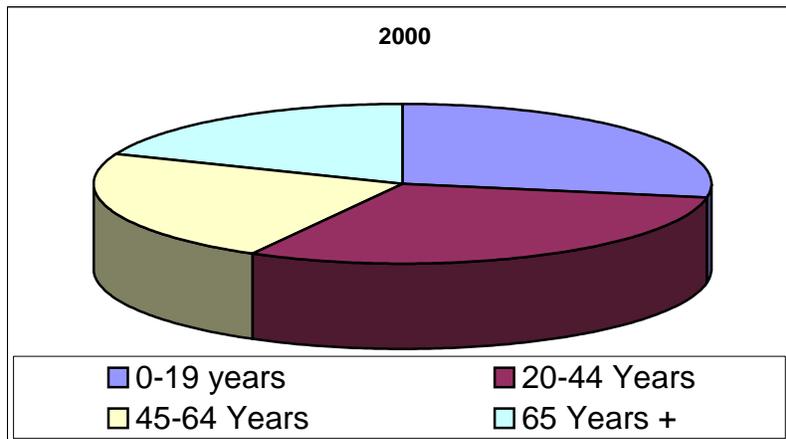
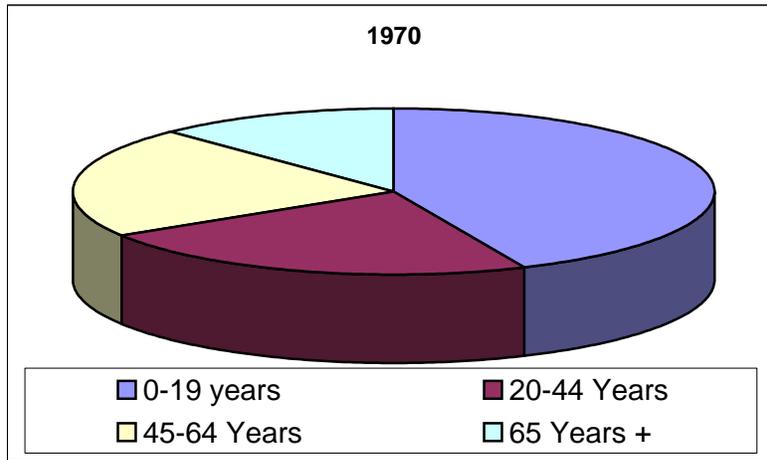
As is the case nationwide, Gladstone's population has aged during the past 40 years. The proportion of young people in the community has drastically declined, while the proportion of people age 65 and over has increased. This trend can be traced to several factors, including increased life expectancy, the trend towards smaller families and the migration of young people out of the community following high school and college.

<b>AGE COMPOSITION 1970 AND 2000</b>				
<b>Age Group</b>	<b>1970</b>	<b>2000</b>	<b>Total Change</b>	<b>% Change</b>
Under 5 years	386	315	-71	-18.40%
5-9 years	619	323	-296	-47.80%
10-14 years	666	382	-284	-42.60%
15-19 years	595	373	-222	-37.30%
20-24 years	172	228	56	32.60%
25-34 years	490	547	57	11.60%
25-44 years	542	747	205	37.80%
45-54 years	602	676	74	8.20%
55-64 years	525	487	-38	-7.20%
65-74 years	386	478	92	23.80%
75 years +	255	476	221	86.70%
<b>Total</b>	<b>5327</b>	<b>5032</b>	<b>-295</b>	<b>-3.90%</b>

Source: U.S. Census of Population and Housing, SF-1, 1970 and 2000

Comparing the 1970 population with that in 2000 sheds further light on the in- and out-migration patterns in Gladstone. Those people aged 5-14 in 1970 would have been 35-44 years of age in 2000. However, in 2000 only 747 persons aged 35-44 was recorded in the City. With mortality a relatively minor factor among these age groups it is clear that a significant number of these people left the community during this 30-year period. On the other hand, those aged 25-34 in 1970 numbered 490 persons, while 30 years later there were 487 people aged 55-64 in the City. Since mortality begins to have more impact among people of this age group, it can be seen that Gladstone has probably experienced in-migration of older individuals during this time. This changing age structure has affected local school systems through declining enrollment; it also can affect the type of housing, recreational facilities, health care services and other facilities and services that are needed for the community's population.

## AGE DISTRIBUTION



## HOUSEHOLDS

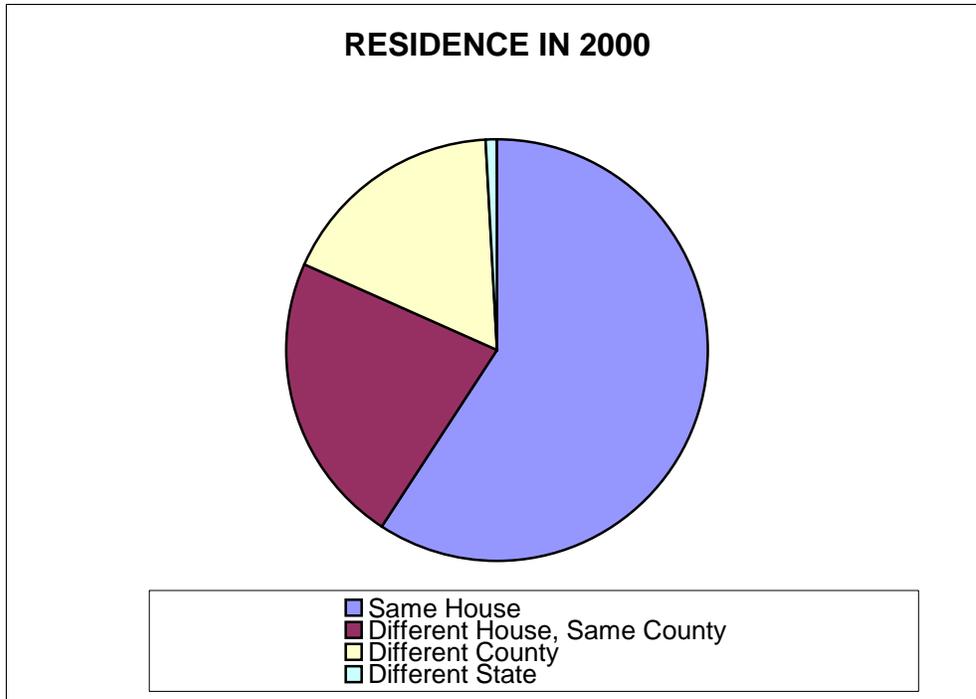
The type and number of households in Gladstone also reflects recent trends in family size and age structure. While the population of Gladstone has increased at just over 10 percent during the last decade, the number of households increased 14.7 percent from 1,853 in 1990 to 2,126 in 2000. The household size has decreased during this time and there are more one-person households, single-parent households and non-family households.

HOUSEHOLD TYPE, 1990 AND 2000				
Household Type	1990		2000	
	Number	Percent of Total	Number	Percent of Total
Family Households	1,266	68.3	1,393	65.5
Married Couple	1,043	56.3	1,119	52.6
Male Householder	40	2.2	64	3.0
Female Householder	183	9.9	210	9.9
Non-family Households	587	31.7	733	34.5
Householder Living Alone	533	28.8	655	30.8
Householder 65+	333	18.0	342	16.1
Total Households	1,853	100.0	2,126	100.0

Source: U.S. Census of Population and Housing, SF-1, 1990 and 2000

The number of married-couple households has declined although not as much as in the state and nation as a whole. The number of one-person households has increased consistent with broader trends although the number of elderly one-person households has not increased significantly.

Most of the population of Gladstone has lived in Delta County for five years or more, with nearly 60 percent having resided in the same house from at least 1995 until the 2000 Census. A slightly smaller proportion of people have lived in the same house for five years (59.4 percent) in 2000 compared to 1990 when 61.4 percent of the City's population had lived in the same house for five years. The number who lived in Delta County but in a different house showed more of a difference, from 27.8 percent in 1990 to 22.7 percent in 2000. The greatest difference was in the proportion of the City's residents who lived in a different county but by 2000 that number had increased to 17.5 percent. This would seem to indicate that a significant number of the new residents of the City are coming from outside the local area.



## RACE

The majority of the population of Gladstone and Delta County is white. The most common racial identity other than white is Native American, with 1.5 percent of the local population identifying themselves in this category. For the first time in 2000, the Census allowed respondents to designate multiple racial ancestries and when all those who identified themselves as Native American alone or in combination with one or more other races are included the percentage of Native Americans increases to 2.5 percent.

## EDUCATION

Public K-12 education is provided by the Gladstone Area Schools. Local students may also attend Holy Name Central Catholic School in Escanaba and a growing number of local children are home-schooled. Bay de Noc Community College in Escanaba provides college classes including the opportunity to obtain bachelors and master's degrees through cooperative programs with other universities. Enrollment in the local public school system has been declining despite population growth within the district and as of the 2004-2005 school year Gladstone's total enrollment stood at 1,730 down from over 2,000 less than 10 years previous.

## INCOME

The Census measures income in three primary ways: family income, which is income from family households; household income, which includes both family and non-family households, and per capita income which is simply the total income divided by the total population.

INCOME, 1990 AND 2000						
	1990			2000		Percent Change after Inflation
	Income	Income Adjusted for Inflation	Percent of State	Income	Percent of State	
Household Income	\$22,134.00	\$28,279.00	71.4	\$35,511.00	79.5	25.6
Family Income	\$28,952.00	\$36,990.00	79	\$45,079.00	84.3	21.9
Per Capita Income	\$10,545.00	\$13,473.00	74.5	\$18,667.00	84.2	38.6

Local incomes have increased significantly after adjustment for inflation, something that was not always the case in previous decades. While incomes locally still lag behind statewide medians, this gap has narrowed over the last 10 years. Lower costs for housing and other items in the local area also help to offset this income gap.

Nearly 40 percent of Gladstone's households reported receiving social Security income in 2000, down slightly from 44 percent in 1990. Nearly 26 percent of households reported receiving retirement income, other than Social Security, in 2000 up from 21 percent in 1990. Nearly 64 percent of households received wage or salary income and another 8.4 percent received income from self-employment. Only 2.9 percent reported receiving public assistance in 2000. Since many households may have multiple sources of income, these categories do not add to 100 percent.

The percentage of Gladstone residents in poverty decreased in all categories in 2000 when compared to 1990. The overall poverty rate for the City was 10.2 percent down from 12.2 percent in 1990. Those persons aged 65 and over had a poverty rate of 9.5 percent a significant improvement over 1990's 16 percent. While the poverty rate for female-headed households was still very high at about 29 percent, this was down significantly from 58 percent in 1990. Female-headed households with children under 18 had a poverty rate of 44.4 percent in 2000.

## EMPLOYMENT

Unemployment rates in Delta County reached a high of nearly 20 percent in the early 1980s and then declined more or less steadily until the economic boom of the late 1990s. Since that time the unemployment rate has increased somewhat

but is far below the historical high. Delta County does not experience the extreme seasonal fluctuations of more tourism-dependent counties such as Mackinaw County although unemployment is typically higher during the winter and spring months. The County's unemployment rate is slightly higher than the Upper Peninsula average, which in turn is higher than the statewide average. Michigan's unemployment rate in the last few years has been higher than the national average. In 2003 for example, Delta County's unemployment rate was 8.9 percent compared to a U.P. average of 7.7 percent. The state and national rates were 7.3 and 6.0 percent respectively.

The largest employers in Delta County are located in or near the City of Escanaba and many Gladstone residents commute to Escanaba for employment. Gladstone does enjoy a diverse economic base of industrial, retail and service employers. The City's industrial park contains a number of small but growing manufacturers such as Pardon, Inc. VanAire, AG Solutions, Bramco Containers and Independent Machine. The headquarters of Besse Forest Products Group is located in Gladstone although most of the company's over 1,200 employees work at one of the 14 manufacturing plants located in the Upper Peninsula and northern Wisconsin. Two major employers in the Gladstone area have recently closed or scaled back operations. Lakeside Machine has now closed and the former Valmet Industries/Partek plant now operates as Delfab with far fewer employees than in the past. Other employment includes the Gladstone Area Schools with over 150 employees as well as OSF Medical Group and Marquette Medical Center.

Many Gladstone residents are employed at Engineered Machine Products, New Page, the Canadian National Railroad, St. Francis Hospital and other firms located outside the City. The City's economy is affected by economic growth throughout Delta County and beyond.

According to the 2000 Census, 2,144 residents of the City reported being employed in 2000. Of these employed residents the service sector in general employed the most. Professional, scientific and other services employed 97 people; educational, health and social services employed 438; 228 were employed in entertainment, recreation, accommodations or food services; 125 were employed in public administration and 126 held other service jobs. It is important to remember that these figures represent the occupation of Gladstone residents but the actual jobs may be located outside the City. Gladstone residents may commute to Escanaba or beyond for employment while residents of other jurisdictions may commute to Gladstone. In fact the Census indicates that 127 Gladstone residents worked outside of Delta County but within Michigan in 2000, while another 54 people worked outside of Michigan.

## HOUSING

Nearly over half Gladstone's housing units (46.5 percent) were reported to been built before 1949 making them 50 years old or older. From the 1950s through 1990 the number of new housing units remained fairly static averaging around 20 new housing units per year based on Census figures. The 2000 Census shows a large number of housing units constructed in the last 10 years, however, with 16.6 percent of the housing units built during that time. This equates to 380 housing units nearly double the average of past decades. Local building permit data supports this information and shows the trend has continued since 2000. The amount of older housing in the community is not necessarily of concern but is worth noting because such older housing can be prone to more rapid deterioration if not properly maintained and because the housing may be less desirable to an aging population. Older residents often desire homes, which do not have stairs, have wide hallways or an open layout and require less maintenance. The City of Gladstone maintains an active housing rehabilitation program, which has been used extensively to improve the housing quality of the City's housing stock.

The vast majority of Gladstone's housing units are owner-occupied at 79.2 percent of the housing stock in 2000. This is up slightly from 1990's figure of 73.7 percent, indicating that more of the new housing units have been owner-occupied than occupied as rentals.

A mix of dwelling types is provided in the City although the majority (75.6 percent) are single-family detached dwellings. There were 43 single-family attached dwellings in 2000 according to the Census, which are typically dwellings above or adjacent to a business. Sixty-six housing units were in two-family structures and 7.6 percent or 173 of the City's housing units were reported to be mobile homes. The remaining housing units are located in multi-family structures.

The Lake Bluff Retirement Village if it develops as planned will add a significant number of mobile homes to the City's housing stock. While mobile homes provide a convenient and affordable housing alternative to young families and retire people it is worth noting that the local revenue generated as a result of real estate taxes is significantly less than from stick-built housing. Until legislation is passed to either treat manufactured housing the same as stick-built homes or increase the annual assessment per unit, it can be argued that manufactured housing does not support local services such as fire and police protection, recreational facilities and schools at a level equivalent to that of stick-built housing.

## **CITY FACILITIES AND SERVICES**

The City of Gladstone provides a range of municipal services and facilities for the use and benefit of residents and visitors. These facilities and services are supported by tax revenue, user fees and in some cases grants or other funding sources.

Municipal water and sanitary sewer systems serve the entire City and in a few cases extend outside the corporate boundaries under Act 425 agreements with the township in which the properties are located. A sanitary sewer system is completed in the community of Rapid River (Masonville Township) and connects to the City's sewer system. The drinking water source for the City is Lake Michigan with a water intake located in Little Bay de Noc. A wastewater treatment plant and water treatment plant are located within the City. Both the water and wastewater systems have sufficient capacity for growth in the foreseeable future.

The City electrical utility distributes power throughout the community as well as a few locations adjacent to the City. The municipal power plant no longer generates power; power is currently purchased from the Upper Peninsula Power Company however, in 2010 power will be purchased through WPPI, Wisconsin Public Power Inc. and distributed via lines owned and maintained by the City. The idle power plant has been proposed for demolition in the future by UPPCO and there has also been some interest to develop this site as a potential training site.

Wireless Broadband Internet service is available to much of the City as well as to a few locations outside the City. Gladstone is the first community in the Upper Peninsula to provide this service to its residents.

Gladstone provides law enforcement, public safety and refuse collection services throughout the City.

City facilities include City Hall located on Delta Avenue which houses the majority of the administrative offices for the City; a public safety building located on 4<sup>th</sup> Avenue, NE, the public works department near the end of Delta Avenue; a compost site on North Bluff Drive; Fernwood Cemetery on county Road 420; a recreation building on 10<sup>th</sup> Street; a ski and tubing hill on North Bluff Drive and several other parks and recreation facilities.

## **CONSTRAINTS AND OPPORTUNITIES**

Like most communities, Gladstone has many assets, as well as some limitations, which have dictated the existing character of the community and which will influence the City's future direction. Based on the analysis of available information, together with on-site evaluation, the following observations are offered regarding those features, which have the greatest impact on the City.

### **Water**

Sitting on one of the country's largest and most spectacular lakes is clearly an asset. People are drawn to water. They want to live by it, play in it, and look at it. Property with water access, or even views of the water, generally enjoy a higher value than other property.

In addition to its aesthetic qualities, the lake offers potential economic benefits as a means of transportation for goods and materials. Its recreation and tourism attraction also has great economic potential, as evidenced by the success of several fishing tournaments in recent years.

### **Views**

The vistas available from many locations throughout the City are magnificent. Whether the vantage point is from Lake Shore Drive looking out over the marina to the water beyond, or from high atop the bluff looking across the City at the vast expanse of Lake Michigan below, the scenery would be the envy of many communities.

### **Highway Access**

Gladstone enjoys relatively good highway connections to other larger communities throughout the Upper Peninsula and Wisconsin. U.S. 2, a major east-west artery across Upper Michigan runs through the City, and ultimately connects to St. Ignace to the east and Seattle, Washington, to the west. U.S. 41, a major north-south highway running from Florida to the tip of Michigan's Keweenaw Peninsula, shares the same route through Gladstone. M-35, a state trunk line running from Menominee to the south through Gladstone to Marquette to the north, shares much of this highway corridor as well.

Not only do these roadways provide convenient connections to neighboring regions, but also the U.S. 2 & 41/M-35 corridor offers a 4-lane divided arterial, which serves as an arterial spine through the center of Gladstone. As noted

below, this is a mixed blessing, however, due to access limitations along the corridor. Traffic counts from 2005 show an average daily traffic of 12,900 vehicles on the highway between the southern City limits and the M-35 intersection, and 9,000 vehicles per day on M-35 as well as just under 9,000 vehicles per day on the highway north of M-35 leading toward Rapid River according to the MDOT Annual Average 24-Hour Traffic Volume Map.

## **Waterfront**

While acknowledged as a unique asset to the community, much of the prime waterfront is underutilized or poorly utilized. As was historically the case in communities throughout the country, much of Gladstone's shoreline has been occupied by industrial uses dependent on water transportation or which located there to be close to other industry.

The north shore contains a collection of industries and vacant property, which have deterred other, more desirable uses from locating there. Some industrial uses along the waterfront have been removed, including a salvage yard that was moved to the industrial park and a tank farm that was closed. This has improved the appearance of the waterfront areas and will make additional areas available for other development in the future. Fortunately, not all of the water's edge is devoted to industry. Much of the south shore contains attractive homes and public recreational opportunities. Van Cleve Park includes much of the waterfront area on the south shore, providing residents and visitors access to the water as well as a playground, picnic area, and other recreational activities. A boardwalk has recently been constructed along the waterfront in the park. A recent environmental remediation project has removed contamination in the waterfront area, which occurred as a result of past industrial use in areas now devoted to residential.

## **Barriers Within the City**

In some respects, physical and psychological barriers divide Gladstone into two communities. The older part of the City, the original settlement, lies along the waterfront at the base of a linear escarpment that runs north/south through the center of Gladstone. Newer development, both residential and industrial, has occurred mainly on top of this bluff overlooking Little Bay de Noc and the balance of the City.

Further separating the City are the two principal transportation corridors – the U.S. 2 & 41/M-35 4-lane highway, and the Canadian National railroad tracks, which generally parallel this highway. While they are vital economic links to the outside world, these two corridors pose significant obstacles to interaction between the east and west sides of the City. Vehicle access to land adjoining the highway is severely restricted, and crossings over the tracks are limited to a few locations. Only one railroad crossing (M-35) consists of a viaduct to allow

vehicle traffic to flow unimpeded by train traffic; the South Hill Road crossing is at grade level and traffic on this road must stop when a train is on the tracks. The at-grade crossings of the U.S. 2 & 41/M-35 corridor are rarely used and do not present a significant impediment to traffic flow.

### **Central Business District**

Plagued by the ills facing so many small city downtowns, Gladstone's central business district has suffered from vacant storefronts, frequent turnover, and a general lack of volume. This has occurred as larger retail chains have consolidated operations in larger communities, and as new highway corridors designed to move traffic quickly through communities have bypassed traditional downtowns in many areas. In Gladstone's case, however, the highway corridor has not been intensively developed, and intersections with cross streets are limited. This lack of ability to develop along the highway has prevented this area from competing with the downtown, as has occurred in many other communities.

Gladstone's downtown area is generally located along Delta Avenue, extending a short distance down cross streets, and visitors must exit the U.S. 2 & 41/M-35 corridor to get to the downtown. The central business district is not visible from the highway, nor is it readily accessible to visitors who may not know where to exit the highway. The downtown must also compete with other business centers in and around Gladstone.

In recent years the merchants and the Downtown Development Authority have worked to improve the image of the downtown area through a streetscape and façade improvements enhancing the downtown corridor and entrances to the city. Numerous storefronts have been rebuilt following a consistent theme, and while there are still vacant storefronts in the downtown, small independent retailers and service businesses have found the downtown area to be a viable location.

The Delta Plaza Mall and Wal\*Mart in Escanaba are the defacto retail center for the area. Gladstone's niche lies primarily in providing local services and conveniences, as well as specialty retail and services.

## **ISSUES**

An important part of the planning process is identifying the issues to be addressed in the future. These issues relate to the needs, struggles and desires of the City, which are eventually translated into goals for the long-term future. A summary of the issues defined by the Planning Commission is listed below, grouped under relevant headings.

## Summary of Community Issues Based on Assets and Limitations

ASSETS	COMMENTS/IMPRESSIONS	ISSUES
Parks/Sports Park	For a community of its size, Gladstone has excellent recreational opportunities	Ensuring a balance of recreational facilities for all population segments. Distributing the facilities geographically so all areas of the City benefit. Properly maintaining the facilities.
City Services	<i>The services provided in the City provide capacity for growth. Nearly the entire City is served, as well as areas adjacent to the City in some cases. Gladstone is innovative in its approach to providing services.</i>	What new/expanded services, if any, are needed to serve the community's needs and support continued growth?
Downtown Streetscape	The paving, street lamps and street trees define the business district and give it an inviting look. <i>The Downtown Development Authority façade improvement program has made significant progress in improving the appearance of downtown storefronts, but vacant storefronts remain.</i>	The CBD does not enjoy a high visibility location. Competition from the new business center along U.S. 2 near the South Hill Road intersection may negatively affect the downtown area. <i>There is an acknowledged emphasis on the CBD through the establishment of the DDA and various downtown improvement projects.</i>
Job growth vs. labor force	<i>Economic growth continues in the City, but the community is primarily a bedroom community to the City of Escanaba. Job growth outside the City has resulted in population growth in the City, and provides employment for the residents of Gladstone.</i>	<i>Continuing to attract residents to the City. Helping existing business and industry to grow and create new jobs. Attracting new employers to the City.</i>
Highway	U.S. 2&41/M-35 forms a spine through the City, providing convenient access <i>but dividing the City</i>	Preserving the traffic-carrying function of the highway vs. intensive land uses lining the frontage and creating traffic conflicts. What impact might commercial development have on traffic movement and congestion? <i>Developing frontage roads vs. allowing access directly to the highway.</i>
Vacant land along waterfront	There is tremendous potential for future development along the water. This could be the focal point of the community. Water is an asset to be capitalized upon. The shoreline is underutilized or poorly utilized <i>in places.</i>	Some waterfront land must be reclaimed from existing incompatible uses. "Appropriate" uses for the waterfront must be determined (public vs.

ASSETS	COMMENTS/IMPRESSIONS	ISSUES
		private, residential vs. business, etc.) Maintaining public access to the shoreline.
Port Facilities	<i>Gladstone has a 22' dredged channel in the existing port, adequate for the coal, salt and gravel currently shipped. The City of Escanaba has a deep-water port and is studying the feasibility of a large international port facility.</i>	<i>The Army Corps of Engineers would probably not authorize a deeper channel with another port located so close by. Maintenance of the existing channel will allow shipping to continue.</i>
Convention facility/ auditorium/meeting rooms	<i>Gladstone and Escanaba lack a facility suitable for large conferences with lodging and meeting facilities centrally located. The Heirman Center at Bay College in Escanaba offers meeting facilities, while the Chip-in Casino 12 miles west of Escanaba has convention facilities. Gladstone has very limited facilities.</i>	Is there sufficient demand for additional facilities in Gladstone? How would such a facility be funded? If built in conjunction with a motel, would such a facility be able to attract visitors in the winter months?
City divided into two communities by highway corridor/bluff	Gladstone is two distinct communities – the old <i>community along the lakeshore</i> and the <i>newer community on the bluff</i> . They are physically separated and visually distinct.	Is there a danger that the older parts of the community will deteriorate while new development occurs on the bluff? <i>How can the physical barriers separating the two parts of the communities be overcome?</i>
Environmental constraints (wetlands, brownfields, etc.)	Some environmental features may limit certain types of development in parts of the City; <i>Some of these same features could serve as an attraction if left in their natural state.</i>	The City may wish to take the initiative to address environmental concerns in order to make development of some areas more likely. <i>Other areas may be evaluated for possible preservation and enhancement as natural features.</i>
<i>Industrial growth</i>	<i>The City continues to experience industrial growth with a diverse base of small to mid-sized firms.</i>	<i>When is it appropriate for Gladstone to compete with other communities for economic growth? Should certain types of industry be targeted? How can the City be more proactive in attracting and retaining/growing industry? Should joint efforts with the City of Escanaba, Wells Township and the Delta County EDA continue?</i>
Condition of streets	Existing streets appear to be in reasonably good condition.	<i>Does the City have a long-term plan to maintain and</i>

ASSETS	COMMENTS/IMPRESSIONS	ISSUES
		<i>upgrade streets where necessary, and build new ones where appropriate?</i>
Municipal water capacity	The City has extended municipal water service to areas <i>within and contiguous to the City in recent years.</i>	Does sufficient capacity exist to support future growth?
Municipal sewer capacity	The City has extended municipal water service to areas <i>within and contiguous to the City in recent years. Plans exist to accept wastewater from Masonville Township (Rapid River) once the municipal system is completed in that area. – COMPLETED.</i>	Does sufficient capacity exist to support future growth?
Rapid Growth	The building activity within Gladstone is impressive. New residential, commercial and industrial uses are being erected throughout the community.	Can the City sustain this level of development? Does the City want to keep up this pace? Will development outstrip the City's ability to provide needed services?
Few Shopping Opportunities	The entire urbanized area – Gladstone, Escanaba and adjacent townships – is ±25,000 people. There are several commercial districts spread throughout the area, each lacks sufficient "mass" to be successful.	Focus for Gladstone is the specialty/niche shops. Promote walkability throughout community to lead pedestrians to downtown shopping.
Seasonal Population	The perception and the reality of winter in the U.P. is an impediment.	Industry and commerce is needed to keep people in Gladstone year-round.
Limited through access (east/west & north/south)	The bluff and railroad tracks create a significant barrier to east/west movement. US 2 offers good north/south access but future development may choke it.	How can the high traffic volumes and good visibility afforded by US 2 be used to advantage without impeding the traffic-carrying capacity of the highway? How can north/south movement be improved on the bluff?
Location	The City's location is an asset and a liability. While a great place to live, people do not recognize the full potential of Gladstone	What can the City do to overcome the negative perception? What locational strengths can be marketed to attract employment to the area?  Website & Discovering Gladstone Brochure.

## **PLANNING ISSUES BY CATEGORY**

### **Waterfront**

- Appropriate uses for waterfront parcels.
- Vacant land along waterfront.
- Natural features and environmental constraints as development influences
- Economy
- Training & retraining a skilled labor pool.
- Capitalizing on strong work ethic.
- Pace of growth in relation to City services and quality of life.
- Year round activity needed
- Location in relation to perceptions

### **Infrastructure/Services/Facilities**

- Balance recreational facilities.
- Utility extensions and cost sharing.
- Capacity of water & sewer systems.
- Youth Activities.

### **Commercial**

- Future of the City's downtown business district.
- Number & location of future commercial locations relative to market.
- Commercial access vs. moving traffic.

### **Transportation**

- Commercial development on US 2 vs. moving traffic.
- Port facilities.
- Condition of existing streets
- Improved north/south access across the City.

### **Natural Features**

- Impact of the bluff on community unity and identity.
- Environmental constraints north of the railroad tracks.
- Soil conditions and other constraints along waterfront.

### **Housing**

- Seasonal occupancy
- Balance opportunities

## COMMUNITY VISION & GOALS

### COMMUNITY VISION

Over the next 20 years, Gladstone will expand its current assets and build on new opportunities. Gladstone will offer a better quality of life and maintain our “hometown” atmosphere by continuing to be a desirable residential community; offering a range of housing choices, a mix of small businesses to support the needs of the resident and visitor population, increased employment opportunities for all residents. Service amenities such as parks and cultural facilities will be expanded. The City of Gladstone will continue to work with and cooperate with other communities in Delta County to provide more efficient services and improved facilities throughout the area. And the full potential of the waterfront will be maximized.

### GOALS

#### Waterfront

- Maintain public access to the water by keeping at least a 100-foot walkway/greenbelt along any City owned waterfront property and encourage to the extent possible any privately owned waterfront property that is to be developed to do the same.
- Promote mixed use development along North Lake Shore Drive
- Fully utilize the aesthetic and economic value of the lakefront

#### Commercial

- Create a supportive atmosphere for specialty retailing
- Improve access to businesses along the south side of US 2
- Continue with the Downtown Development Authority and restructure district when new plan is adopted.
- Continue Downtown Development Authority Façade Program and promote residential use on second floors of downtown commercial buildings.
- Improve Entrance to Downtown.
- Improve off-street parking regulations essential to character of city.

## Economy

- Make Gladstone a destination
- Market the recreational assets of the area as a year-round economic attraction
- Create a link from the waterfront to the downtown business through walkway/bike path system and the 10<sup>th</sup> Street corridor project.

## Industry

- Encourage small industry to locate in Gladstone
- Encourage expansion and retention of existing industry in our community by maintaining a friendly and receptive atmosphere.

## Housing

- Provide a mix of residential housing types and price ranges such as condo's, townhouses and retirement developments.
- Continue seeking funding opportunities through state and federal agencies such as MSHDA (Michigan State Housing Development Authority) to continue our Homeowner & Rental Rehabilitation Programs.

## Transportation

- Extend the parallel service drive along the south side of US 2
- Develop non-motorized means such as bike paths, linear parks etc.

## Services & Facilities

- Create a system of neighborhood recreational facilities throughout the City
- Plan for the managed extension of public water and sanitary sewer.
- Plan for annual street maintenance.
- Encourage and promote our local Gladstone Library and their programs.

- Promote City's Broadband.
- Recreation

- Market the recreational assets of the area as a year-round economic attraction.
- Increase recreation projects such as the Harbor Point Project, Outdoor Classroom and the Great Lakes Aquarium to increase tourism to Gladstone.
- Plan for open space in future subdivisions on bluff through development of Conservation Subdivisions.

## LAND USE

The City's land use pattern has evolved over many years of development. Historically, as with many Upper Peninsula waterfront communities, industrial uses were located along the shoreline to take advantage of the transportation opportunities and/or the abundant quantities of water available for use. Rail transportation also influenced the development of industrial uses. A commercial business center grew in the heart of the City, generally following the route of the major roadways through the community at the time, and was surrounded by residential neighborhoods.

Remnants of this historical land use pattern are in evidence today. While many of the original structures are gone, others remain. The remaining structures are primarily homes and commercial buildings in the central business district. The Downtown Development Authority (DDA) has been instrumental in improving the appearance of many of the downtown commercial buildings, while housing inspections and housing rehabilitation programs have resulted in significant improvements to the housing stock while maintaining the older affordable housing that characterizes some neighborhoods.

The trend in commercial development has been towards new growth away from the central business district in recent years, although the downtown has been enjoying a resurgence of its own as vacant buildings are occupied and storefronts improved. A new commercial center including two gas station/car washes, a motel, office building, medical and dental clinic and two fast food outlets has developed in the southern portion of the City near the intersection of South Bluff Road and U.S. 2 & 41/M-35. A convenience store/pizzeria, bank and mini-storage facility has been developed in the South Bluff area.

Residential uses have expanded significantly in the bluff area in recent years. New construction in the South Bluff area has been augmented by the annexation and subsequent new construction that has taken place in the Lake Bluff area. This includes lots along Tipperary Road as well as over 400 lots platted around the Irish Oaks Golf Course. New subdivisions have also been developed off of North Bluff Drive past the Sports Park. Scattered multi-family dwellings have been built on available land throughout the older part of the City, sometimes in the midst of single-family neighborhoods or next to industrial uses. This sometimes results in incompatibilities where residences abut commercial or industrial uses. There may be opportunities to reclaim some of these areas for more appropriate uses such as residential development.

Industrial development remains a significant use along the waterfront, but new industrial development has occurred in the industrial park in the North Bluff area. This industrial park, which is served by water, sewer, electrical power, broadband and natural gas, is home to several growing manufacturers.

## **LAND USE RECOMMENDATIONS**

This document contains many recommendations for the future development of the City of Gladstone. A brief discussion of these follows. The Future Land Use Map on page 31 graphically illustrates the recommendations and is intended to accompany the narrative.

Land use categories used in the Plan are described below. It is important to note that these do not correspond to zoning districts. For a discussion of relationship between the Master Plan and Zoning, see page 32.

### **LOW DENSITY RESIDENTIAL**

This category is the most predominant throughout the City. It recommends a density of housing at 3 units per acre or less. It generally implies single-family housing because the recommended density of development is lower than typically found in attached or multi-family units.

Low Density Residential areas are found in existing single-family neighborhoods and in many of the yet vacant areas suited to such development, including those on top of the bluff. Some areas currently occupied by older business and industry along the water's edge, near the City's northern border and east of US 2, have been recommended for low density residential development.

### **MEDIUM DENSITY RESIDENTIAL**

This land use category generally describes those residential areas of the City that are predominantly occupied by manufactured housing developments. However, several other locations that are either undeveloped or are recommended for redevelopment are also labeled as Medium Density to signify their potential for mixed residential densities. For example, a combination of detached single-family homes and condominiums would be appropriate in these locations. Even some multi-family residential might be introduced into such a mixed residential project provided the overall density remained within the recommended limits.

Recommended densities are 3.1 to 6 units per acre. Areas designated for this level of residential density, in addition to the current and planned manufactured housing projects on the bluff, are found mainly along the lake shore. These are either vacant lands or property to be redeveloped for attractive residential living environments at densities sufficient to make projects financially feasible and, yet, retain the compatibility with surrounding uses. Some limited Medium Density areas are also located adjacent to the central business district where existing homes are found between the downtown and business areas along US-2.

## **HIGH DENSITY RESIDENTIAL**

Intended to allow for a diverse range of housing types in the community, the High Density Residential category is recommended to permit densities of 6.1 to 12 units per acre. Such density levels will obviously include forms of development other than single-family detached dwellings. Garden apartments, condominiums, nursing homes and other forms of multi-family housing should be located in such areas.

Areas designated for High Density Residential on the Master Plan map are generally confined to those locations where such uses already exist or will likely be expanded. As noted above, multi-family development may also occur in the Medium Density areas, provided the densities remain consistent with the prescribed limits for that area.

## **COMMERCIAL**

Retail, service and office uses are included in this category, which is found in several locations throughout the City. These include the downtown area; some existing business areas north of the downtown; existing areas along the west side of US 2; a newly developing business concentration along US 2 at the southern end of the City; and two future commercial nodes on top of the bluff, southwest of the industrial park and at the southwest corner of 10<sup>th</sup> Avenue and 29<sup>th</sup> Street.

It is recommended that Gladstone's future business development be concentrated in these locations. Other existing businesses are scattered around the City, some in the midst of residential areas, others in marginal locations. These may continue to exist, but other businesses should not be permitted to start in these areas in order to protect the integrity of the City's residential neighborhoods and to provide suitable locations for redevelopment projects.

## **INDUSTRIAL**

Like businesses, industrial uses are scattered throughout the City. While there are significant concentrations of industry in some locations, there are pockets of industry in the midst of residential areas in other locations. Incompatible conditions are found in many locations.

Some older industry is still found on the waterfront and is planned to remain there due to reliance on shipping or other factors for which water access is essential. Others, however, are not water dependent and should be phased out to permit use of the property for other more suitable activities that will enhance the community, such as residential or recreational development.

New industry should be located in the North Bluff Industrial Park, a fully serviced facility comprising hundreds of acres in the northwest corner of Gladstone.

### **PUBLIC / QUASI-PUBLIC**

Several types of land use are encompassed in this category including major public buildings (schools, armory, and city facilities), as well as parks and athletic fields. It is recommended, to the extent possible, that the City create additional opportunities for public access to the waterfront through the development of walkways.

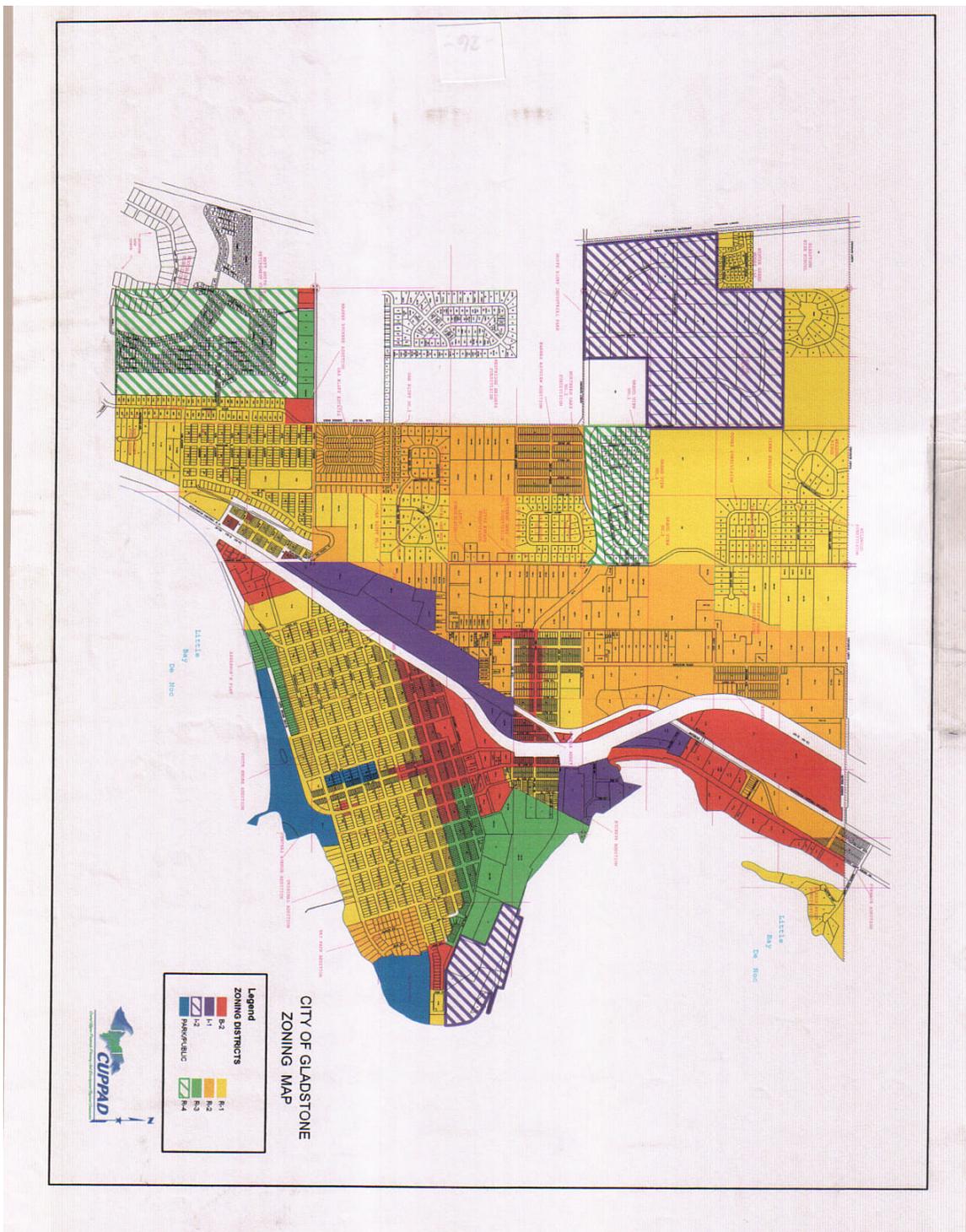
### **FUTURE ROADS**

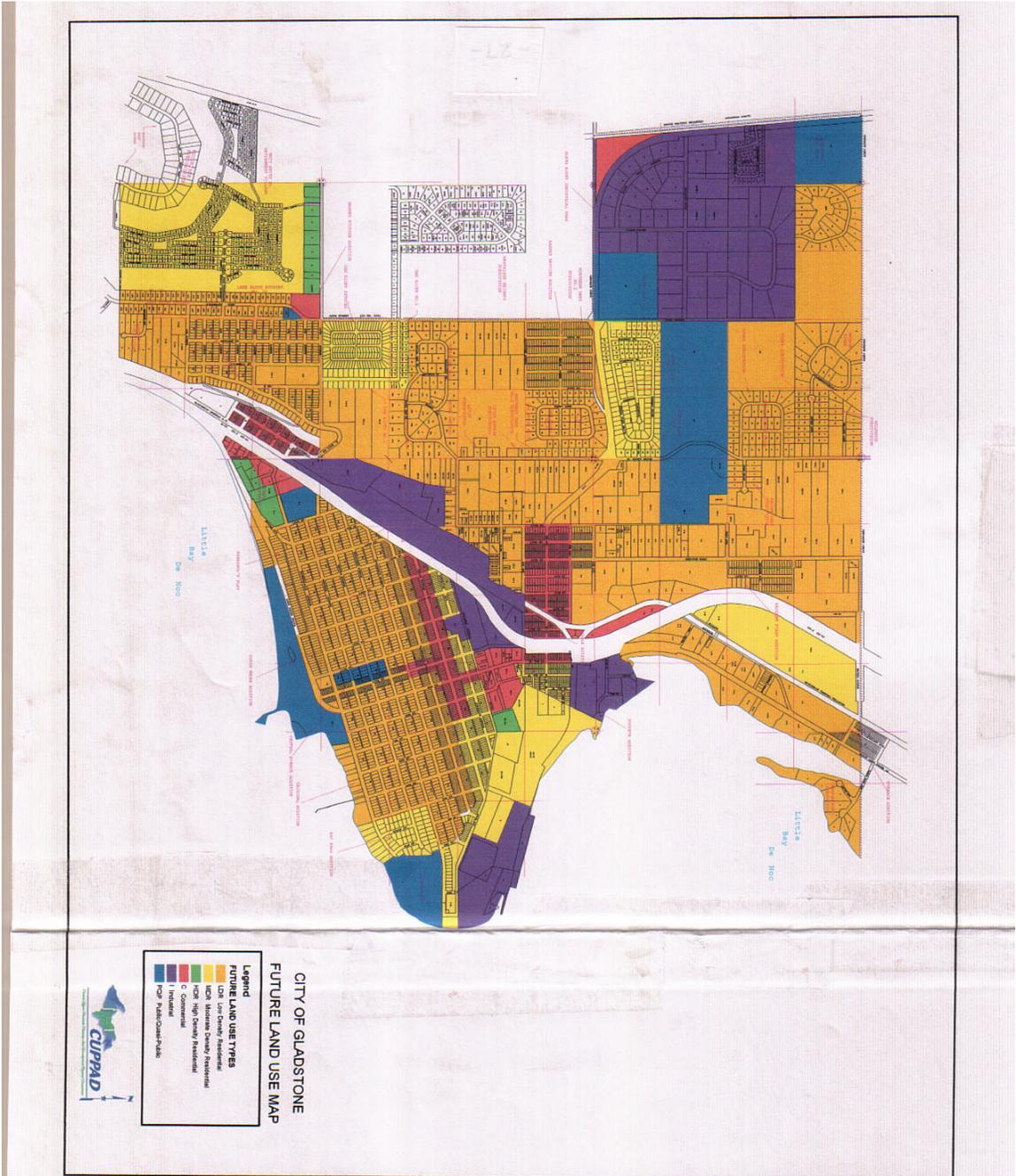
Two major roadway projects are recommended during the planning period. One is the relocation of M-35 along the City's west border. The other is development of a service road paralleling US 2 along its south side to provide improved access to existing properties and future business development in that area.

### **OTHER RECOMMENDATIONS**

As noted elsewhere in this document, the Master Plan is a policy guide intended to provide a strong foundation for land use decisions made through the zoning process. A solid, defensible zoning ordinance is essential to not only control the location of development that occurs in relation to the Plan, but to control the quality of such development.

It is recommended that the City of Gladstone undertake a comprehensive review and update of its current zoning regulations.





## IMPLEMENTATION

To conclude, some explanation is appropriate regarding how the Master Plan should be used. First, it is essential to understand that the Plan is a **Policy Guide**. It is not an ordinance and does not replace zoning. The Plan is supposed to work hand-in-hand with zoning and other City development tools. A few important things to know about the Plan are:

### LET IT BE YOUR LAND USE GUIDE

Remember that the Master Plan is a guide for future land use. The Plan Map may not look like the zoning map. It really shouldn't. The Plan Map is an illustration of the long-range land use pattern of the City, based on the goals and strategies adopted as part of the Master Plan.

The Plan is land use policy. City decisions, as well as those of the private sector, should follow the Plan. New streets, parks, public improvements, etc. should be consistent with the land use policies adopted as part of the Master Plan.

### REFER TO IT IN ALL ZONING DECISIONS

One of the principal benefits of having an adopted Master Plan is the foundation it provides for zoning decisions. Just as the Master Plan is the policy guide for land use, zoning is the principal legal enforcement tool. The two should work in conjunction with one another.

As the Planning Commission and City Commission are faced with making zoning and land development decisions – rezoning, site plan review, special use permits, planned unit development, plat reviews, etc. – the relationship of those requests to the Master Plan recommendations should be a primary consideration. A request to construct a commercial use in an area planned for residential development, for example, would be contrary to the Plan and should not be approved, unless the Plan is determined to be in error for that particular location or conditions have significantly changed since the Plan was adopted.

In some cases, it may be appropriate to initiate a change to existing zoning boundaries so they more closely conform to the Plan recommendations. This could help avoid conflicts at a later date.

## **BE FLEXIBLE**

As important as it is to use the Plan as a guide, it is equally important to recognize that the Plan must be flexible. Changing circumstances, unanticipated opportunities, and unforeseen problems can require a shift in direction. Such mid-course adjustments are not unusual, though they should not be a frequent or an easy occurrence.

However, because a deviation from the Plan may be appropriate in a specific instance, doesn't mean the Plan is no longer relevant and should be ignored from that point on. When these conflicts arise, the Plan should be amended to reflect the change. That way it will remain an up-to-date policy guide over time.

## **KEEP IT CURRENT**

The most often heard reasons for not following a Plan are that it is out of date or no longer relevant. It seems many communities undertake a master planning effort with the idea that once the plan is completed the job is done for twenty years until it's time to do a new plan. With this philosophy, the community's plan will become obsolete very quickly.

As noted previously in this document, it is **essential** to keep the Master Plan current. On an annual basis, the Planning Commission should set aside one meeting just for the purpose of reflecting on the past year and considering possible amendments to the Plan. Even if no changes have been warranted during the course of the prior year, it is wise to take time to consider the continued relevance of the Master Plan. This is a good time to make amendments to keep the Plan current and consistent with City philosophies.

It is unrealistic to expect the Plan to remain unchanged for its 20-year life. Neither the Planning Commission nor its professional advisors can predict the future. While the Plan provides a broad framework for land use decisions, site-specific issues may arise that were unanticipated and deserve close scrutiny. Where uses are approved contrary to the Plan, the Plan should be amended to reflect the change. By routinely following this procedure, the Plan will continue to be an up-to-date, reliable planning tool.

## **USE IT AS A MANAGEMENT TOOL**

"No street, square, park or other public way, ground or open space, or public building or structure, shall be constructed or authorized in the township... until the location, character, and extent thereof shall have been submitted to and approved by the planning commission..." this provision, taken from Section 9 of the Municipal Planning Act, requires the Planning commission to review all public improvements for conformance to the Master Plan prior to their final

authorization. In the event the Planning Commission disapproves such a project, a 2/3 vote of the City Commission is required to override that action. If the Planning Commission does not act in 60 days, approval is automatic.

This provision is not intended to give the Planning Commission veto authority over public improvements, but to ensure that formal consideration is given to the relationship of such improvements to the City's Master Plan. In evaluating that relationship, the Planning Commission should look at consistency with land use, as well as the impact of the proposed improvement on other Plan recommendations.

Along the same lines, the Planning Commission may also participate in the preparation of a Capital Improvements Program (CIP). This is an annual process conducted in many communities to prepare a continuing list of needed improvements, identify funding sources, and set priorities. The CIP can be an invaluable tool for implementing the direction set by the Master Plan.



**GLADSTONE PUBLIC SAFETY DEPARTMENT  
DIRECTOR PAUL GEYER  
(906) 428-3131**

The Gladstone Public Safety Department is located on Lake Michigan's beautiful Little Bay de Noc in Michigan's Upper Peninsula. The Department is a full-time organization providing 24-hour a day police and fire protection to the citizens of the City of Gladstone and the surrounding area. Consisting of 11 full-time department personnel and 23 volunteer fire fighters, the department takes pride in providing the most professional and efficient service that it can to over 5,000 residents of the community it serves. The department provides mutual aid to 3 other local law enforcement agencies and 12 other fire departments in the area.

The department consists of 1 Director of Public Safety, 1 Detective/Sergeant, 1 Road Patrol Sergeant, 8 Public Safety Officers and 1 Civilian Dispatcher. All officers are sworn police officers by the Michigan Commission on Law Enforcement Standards (MCOLES) and are also fully trained to the fire fighter II level.

The Gladstone Volunteer Fire Department has been in existence since 1894. The current 23 members bring a wealth of different employment backgrounds to the department. All members are fully trained to a minimum level of Fire Fighter I and many have attained the Fire Fighter II level on their own accord.

The Department moved into a new facility in 2000 and this move has allowed the departments to more effectively carry out its duties. The department currently has 4 marked patrol units, 1 unmarked car, and two fire apparatus. A Pierce Saber Fire Engine was purchased in 1998 and a GMC Grumman truck was purchased in 1988.

**It is the mission of the Gladstone Public Safety Department to protect, serve and enhance the quality of life within the community of Gladstone by providing comprehensive and professional law enforcement and fire fighting services.**

In striving toward that mission, the department continues to evaluate its goals and needs to better serve the community.

**Staffing:**

The Public Safety Department in 1977 consisted of 15 total full-time personnel and 20 volunteer firemen. At that time, the department responded to 1348 complaints for service. Today the department has 10 full-time personnel along with one full-time civilian dispatcher. The Volunteer department currently consists of 23 members. The department in 2006 responded to 2449 complaints for service.

It is a goal of the department to see our staffing level increase by 2 officers to the levels it experienced in during the 1990's. During this time the department was better able to adequately staff its operation to better serve the community.

Since 1977 our roles and responsibilities to the community have changed greatly. We now have a detective position in our department, which is absolutely necessary to effectively carry out investigations in many of our cases that we handle on a routine basis. We are asked to provide school liaison officers and this over the past couple of years has proved very difficult. We currently have two employees working part-time in the schools but a full-time school liaison officer is much more desirable.

Staffing will continue to be a concern as we try to fulfill our mission.

**Equipment:**

The 1988 GMC Fire Truck is approaching 30 years old, it will need to be replaced at some point within the next 10 years. The truck is currently in need of some overhaul to many of the valves to ensure that it will last until a new apparatus is purchased.

Patrol cars routinely need replacement as we put on approximately 25,000 miles per year on each car. It is anticipated that the department replace a car per year with 4 marked units.

The department purchased protective vests for its officers in 2006, and will need to again, in approximately four years. The vests normally have a four to five year life span.

Computer technology is constantly changing and the department is trying to keep pace with that change as best it can. The Department recently upgraded its

computer technology and will most likely need to do so again in 4 to 6 years. One of our officers will be trained in computer forensic examination in early 2007 and this will add a tremendous service to our agency. We have had to send out many of our higher tech type crimes in the past due to lack of trained staff and equipment here at our department. With this improved training and technology we feel that we can better serve our citizens.

The department will continue to look at replacing outdated and worn-out equipment as technology changes, within the confines of our budget. We will make every attempt to ensure that the citizens of Gladstone are receiving the latest and most up-to-date law enforcement and fire services.

#### Property Maintenance:

In the early 1990's city management introduced a property maintenance ordinance and placed enforcement of that ordinance with the public safety department. Mr. Howard Haulotte was subsequently hired to head the property maintenance department, which has since developed into the Community Development Department.

Public Safety continues to play a big role in the enforcement of blighted conditions within the city. Officers continue to check all areas of the city and initiate enforcement action, which is then turned over to the Community Development Department if the problem is not abated within a specific time period. With our department's combined efforts it is our goal and hope that many of the blighted conditions within the city can continue to be abated.

The role of the Public Safety Department will continue to evolve as we venture further into the 21<sup>st</sup> century. It is our goal that we adapt effectively to the changes that are forced upon us and have the vision to predict and make voluntary changes to better serve the Gladstone community.

**City of Gladstone  
Electric Department  
Tom White - Superintendent  
(906) 428-1701**

1. New Electric Department Building. \$800k - \$950k.
2. New substation. Projected need date: approx. 2115. Location: Bluff Industrial Park; S.W. or N.E. corner of Clark Dr. and Sjoquist Drive or west side of M-35 across from Sjoquist Dr. Need approx. 200 ft X 200 ft. Cost \$1 million.
3. Complete Automatic Metering Reading (AMR) installation. 2007 or 2008.
4. "Clean up" power lines that were modified and upgraded during voltage conversion process. Mostly on the east side of town.
5. Replace aged primary underground wire in Grand View Estates.
6. Replace some aged primary underground wire in Oak Bluff No.1 subdivision.

**City of Gladstone  
Department of Public Works  
Barry Lund, Director  
(906) 428-9577**

Resurface North Bluff Drive from Sports Park to City limits

Resurface Minneapolis Ave 7<sup>th</sup> to 13<sup>th</sup> Street and 15<sup>th</sup> to 18<sup>th</sup> Street

Rebuild North 9<sup>th</sup> Street from 4<sup>th</sup> Street to 5<sup>th</sup> Street

Improve North Lake Shore Drive from 5<sup>th</sup> Street to City limits

Extend 29<sup>th</sup> Street from Cameron School to Braves Ave

Rebuild Delta Ave from 14<sup>th</sup> Street to US 2

Improve streets throughout the City, as needed when funds become available

Improve sidewalks that meet Streets to be ADA approved

Improve Storm water quality that empties into the Harbor

**City of Gladstone  
Wastewater Department  
413 Minneapolis Avenue  
Don Fyhr, Supervisor  
(906) 428-1757**

The following is a summary of recommended major improvements to the existing plant to serve for the planning period to estimated full development. The location of new buildings or tanks is shown on the proposed site plan included in this report. The plant improvements are from the Wastewater Treatment Plant Evaluation conducted by McNamee in 1999.

Plant Improvements	Existing	Required at 50% Growth	Required at 100% Growth	2007 Estimated Costs
Raw Sewage Pumps		X		\$ 120,000.00
Raw Sewage Flume		X		\$ 18,000.00
Comminutor Overflow/Bypass	X			\$ 14,000.00
Primary Settling Tank	X			\$ 1,500,000.00
Secondary Effluent Pumps		X		\$ 80,000.00
Final Settling Tank		X		\$ 900,000.00
Chlorine Contact Tank		X		\$ 400,000.00
Liquid Sludge Storage	X			Under Construction
Digester Improvements			X	\$ 600,000.00
Hydraulic Improvements	X	X	X	\$ 300,000.00
Service Building	X			\$ 1,600,000.00

### Collection System Improvements

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#### 5<sup>th</sup> Avenue Sewer

This project would include the construction of a force main from the Industrial Park pump station to 6<sup>th</sup> Street. This eliminates a line under US 2 & 41 and pumping water twice.

#### 4<sup>th</sup> Street Sewer

Increase main size at the plant to 4<sup>th</sup> Street and continuing to Montana Avenue. This hydraulic improvement allows for future growth and would help to eliminate sewer problems on Montana Avenue.

#### Underpass Force Main

We would construct another force main from the underpass pump station under US 2 & 41. This would be a back up to the present line. Construction would coincide with water main improvements at the same location. This project has been permitted already.

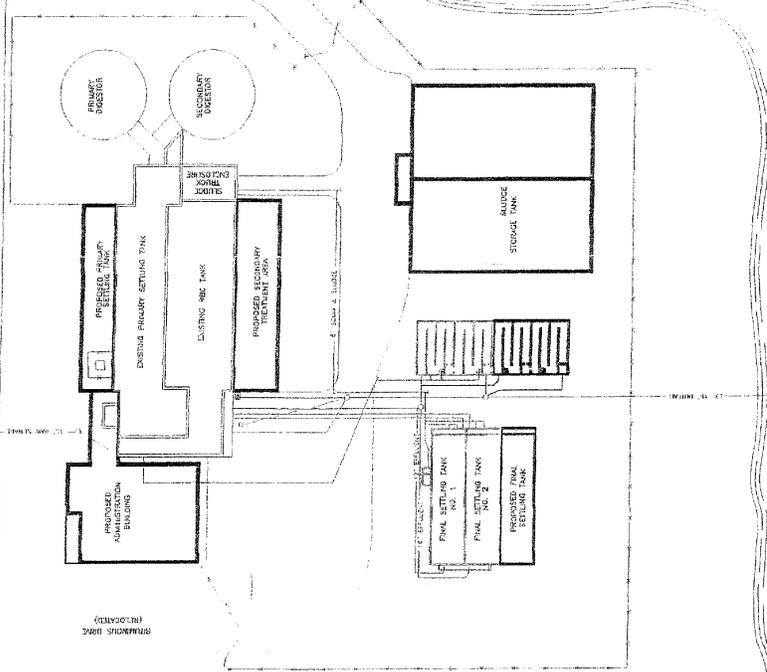
## **Development within the City**

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Several areas of the North Bluff are yet to be developed and wastewater infrastructure to these areas will be addressed when development occurs. City ordinance dictates new developments to be served by City utilities, including sewers.



MINNEAPOLIS AVENUE



CITY OF GLADSTONE, MICHIGAN  
 WASTEWATER TREATMENT PLANT EVALUATION  
**PROPOSED SITE PLAN**  
 PREPARED BY: [unreadable]  
 DATE: [unreadable]

**Gladstone Water Department**  
**Master/Capital Improvement Plan**

**Eric Buckman, Supervisor**

**(906) 428-3460**

Revised: 3/30/05

**Water Plant**

- 1) Plant Study: An engineering study to help determine and prioritize plant and system improvements needed for the next 25+ years. This study will also help us to determine the best source of funding (state, Federal, Bonding etc) for making the needed upgrades. (This study will look at all the items that will be listed below in this plan).
- 2) Replace Intake and Crib: Existing Intake and crib is 120 years old and ready for replacement. May connect to old power plant intake and research groundwater mixing. River/Lake bed intakes are also an option.
- 3) Replace/Modify Shore Well: Existing shore well built in 1930's and needs repairs and modifications
- 4) Tear down Old Pump House: Old pump house is used to store our spare valves and fittings inventory. Building is over 100 years old and not user friendly. Could be replaced with pole barn or addition to garage.
- 5) Install Perimeter Fencing and Increase Plant Security: Along with fence we need more lighting, electronic locks, alarms, cameras and anything else recommended by Homeland Security.
- 6) Install 2nd Ground Storage Tank: Needed for extra storage, DT, and for a backwash reservoir when other tank is down for service
- 7) Sludge Storage and Disposal. A tank and/or pond system with connection to City sewer. This residuals management plan is needed to remove our clarifier and backwash wastes and will be a Federal requirement in the near future.
- 8) Emergency Generator: The State currently considers the UPPCO generator next door our emergency power. When this leaves we will need our own stand-alone generator to operate the plant.
- 9) Upgrade Electric: New electric service, breaker box, control panels, lighting and motor starters. Existing equipment 35+ years old in harsh environment. Soft starters, variable frequency drives, and energy efficient lighting would save energy.
- 10) Replace Boiler: Our existing boiler is 35+ years old and in need of replacement. New boiler system should pay for itself with energy savings.
- 11) Air Conditioning: The existing dehumidifier off of the boiler is very inefficient. Central air conditioning would be more efficient and protect the electrical components of the plant better.

- 12) New Windows: Replace existing windows with energy efficient low –E glass. Most of the existing windows are single pane and they are difficult to operate due to corrosion.
- 13) Replace Roof/ Insulate. Our existing membrane roof is about 20 years old now and still working. Insulating the ceilings and walls at the plant would save on energy.
- 14) Rehab/Replace Clarifiers: Existing Solids contact units have never worked in cold-water conditions. Replace with conventional clarifiers or go to direct filtration.
- 15) Rehab/Construct Additional Filtration: We must add additional filters to keep our State firm capacity rating of 3 MGD. Existing filters need rehabilitation.
- 16) SCADA / New Mag-Meters and Flow Rate Controllers: Plant is still operated “manually” for the most part. A SCADA system would reduce the chance of operational error and increase plant security. Our existing mag-meters and flow rate controllers are 1960,s vintage.
- 17) Rebuild Backwash Pump/Additional Pump: The backwash pump is the only pump at the plant that we do not have a spare for. A spare pump and/or a means of using filtered or distribution water to backwash the filters are needed.
- 18) Up-Grade Chemical Feed equipment: Chemical feed pumps and chlorination equipment should be tied in with SCADA. This will reduce the chance of operator error and could significantly reduce chemical costs.
- 19) Rehab. Laboratory: Existing lab is in need of remodeling including new acid resistant cabinets and countertops. Most of our lab equipment is 10+ years old and due for replacement. New lab equipment would be tied in with SCADA.
- 20) New Break Room & Locker Room: We use the Lab for our break room, which is not to OSHA standards. A new break room could be constructed next to the lab. Our existing bathrooms and locker room are in need of remodeling.
- 21) Water Plant Connected to City Sewer: The Plant is still connected to an old drain field system that we pump out each fall. This could be tied in with connection for our sludge.

### **Distribution System**

- 1) Second Transmission Main Leaving Plant: We currently only have one main from the Water Plant to Oak Street. For contingency purposes we should have a second main starting inside the Water Plant.
- 2) Second Transmission Main to Reservoir: There is only one transmission main that crosses US-2&41 and feeds our one million gallon reservoir. A second main should cross at 3<sup>rd</sup> Avenue North, cross under the Railroad to 2<sup>nd</sup> Avenue North, then up 1<sup>st</sup> Avenue

North to our Reservoir/Booster Station Facility. This will increase pressure/Fire protection in the Buckeye Area as well as greatly increase our reliability.

- 3) Replace all 2" & 4" Water Main: We have 18,100' of 4" and 400' of 2" main in our system. This will be replaced with 6" & 8" water main to improve water quality and increase fire protection.
- 4) Loop all Dead-End Mains: We still have several dead ends in our system that must be looped in the near future. Dead ends create "stale" water conditions, are less reliable and decrease fire-fighting potential.
- 5) Replace all Old/Non-serviceable Fire Hydrants: We currently have 265 hydrants served by over 37 miles of water main. Approximately 10 of these is 75+ years old and in need of replacement.
- 6) Replace/Rebuild all Water Meters to Sensus/Itron ERT Meters: We started changing out meters to the radio read ERT meters in 2003. We are currently approximately 25% finished (of our 2300 meters). This change over will save us time and money when completed.
- 7) Elevated Storage in South Bluff Area: With increased development on the bluff, we will be needing another elevated tank in the south bluff/Tipperary Road area in the not to distant future.
- 8) Rehab Reservoir: Our 1 million-gallon reservoir on the bluff is the main storage facility for all of Gladstone's water. This in ground spit cell concrete tank was built in the 1930's and is in need of crack repair, cover sealing, and interior coating.
- 9) Update Mapping /GPS: Our system map has not been updated on cad in 4 years. We should also tie our map in with GPS mapping for exact locations of mains, valves, hydrants, etc.

**Community Development Department**  
**Howard Haulotte, Director**  
**(906) 428-4586**

**Gladstone Marsh Outdoor Classroom.**

The area along the US-2 & 41-highway corridor near the north city limits of Gladstone is a large marsh area that the Michigan Department of Natural Resources has transferred to the City. Plans are being developed to build an outdoor classroom. Organizations interested in funding and volunteer labor for this project are the Gladstone Kiwanis Club, The Wild Ones Club and Wildlife Unlimited Club. Applications will be made for various grants that may be available for a project like this. The local schools, Boy Scouts and Girl Scouts and other educational organizations would be encouraged to use this area as well as tourists.

The plans include developing the existing road that gives access to the area. The road access is from North 15<sup>th</sup> Street to an open area near the US 2 & 41 highway. A parking lot will be installed at the end of the road. There will be access to a boardwalk and other walking paths from the parking lot. Wetland observation sites will be developed. The access road will be improved and maintained by the City of Gladstone Department of Public Works. The entire area will be open to the public and will be barrier free.

Along the boardwalk and walking paths informational signs will be installed indicating the wildlife and plant life in the general area. Nesting boxes and viewing platforms would be installed throughout the area. Resting areas with picnic tables and benches will be strategically located throughout the marsh area. Restrooms will be installed near the parking lot.

The City of Gladstone will provide the maintenance as a city park.

**Signs.**

The City Commission adopted a new sign concept. As the present signs are being replaced the new design must be adhered to. The color combination is a medium blue background with gold lettering. The design is rectangular shape with a small arch on the top of the sign with a sunrise over water and forests. A portal sign will be installed at each entrance to the city as funds become available.

Welcome Signs at the entrances to the city & the railroad overpass on M-35.

**Beautification Of The Highway Corridor.**

Highways US 2 & 41 and M-35 all run together through the city, dividing the city into two distinct areas. The east side of the highway is mostly residential and businesses. The west side is occupied almost entirely by the Wisconsin Central Railroad yard. A wall between the highway and the railroad yard is to be

installed depicting the history of Gladstone. This wall would have openings that would be filled in with trees and shrubs. This would reduce the noise from the railroad yard and beautify the highway corridor.

- \* Designation as a Heritage Trail

### **Visitor's Welcome Center**

There are three major highways that come together in the city and divide the City of Gladstone into two distinct and separate areas. A Visitors Welcome Center will be built along the highway corridor. The City owns a large railroad steam engine that is presently parked in the railroad yard. That engine will be moved to the location of the Visitor's Welcome Center and will be used as an attraction. Information of interest to Delta County and the City of Gladstone will be furnished for visitors to our area. A small museum will be incorporated into the welcome center.

There are some parcels of land located along the highway that would be suitable for such a welcome center. There has been some discussion with the Director of the Chamber of Commerce and the Convention and Visitors Bureau to move their offices to a better location. With the right location all three could be combined to make a very efficient operation. There are a couple of locations along North Ninth Street near the highway that would be very suitable for such a facility.

- \* Designation as Heritage Trail.

### **Museum.**

Along with the above small museum area in a Visitor's Welcome Center a larger one in a different location would be beneficial to our community. The railroad has been a very important part of our history and memorabilia should be retained and displayed in an area for everyone's benefit. Other things that are a part of our heritage and should be displayed are the Native Americans, shipping industry and the logging industry. An industry that has a long history with the City of Gladstone is the Marble Arms Company. Many residents have been collectors of memorabilia of all of these sources and would be happy to have a place to display it and share it with other people. There is a committee in place who are working on this project at the present time.

### **Bike and Run/Walk Pathway**

The fact that Gladstone is separated by the major highway systems that separates the city makes it important that we have a good bike and run/walk pathway system. The Michigan Department of Transportation funded the pathway along M-35 from North 17<sup>th</sup> Street to North 29<sup>th</sup> Street. This is a small part of a proposed citywide pathway system connecting all of the areas of the city

and also connection to the State Trail System. The recently constructed boardwalk along part of our waterfront is part of this system as well as some of the streets and sidewalks. Signage of these routes is required and will be done as funds become available. The long-range plans are to connect a pathway to the Wells and Escanaba areas.

### **Yacht Harbor.**

Gladstone has a very unique asset with its location on the shore of Little Bay De Noc, which is part of Lake Michigan. Much of the waterfront consists of park, which gives public access to the water. An important part of that waterfront is the yacht harbor. Plans are in place to improve the harbor and expanding it to include approximately 18 additional slips. The capacity of the boat launch will be doubled, which would allow four to be launched at one time.

Plans are in place to construct a fishing pier near the yacht harbor. This pier would extend out into Little Bay De Noc and would be used by local residents and especially children for fishing. The parking lot will be expanded and new restrooms will be installed in the vicinity. All of this will be connected with downtown by the Tenth Street corridor.

Funding for the engineering of the project has been awarded through a grant and local match. Timberland Engineering located in Gladstone has been awarded the job and has started in winter 2006.

### **Harbor Lagoon**

Possible dredging of the harbor, installation of fountain, improving storm water collection and runoff into lagoon to maintain an attractive lagoon area with planter fish such as Blue Gills for children to catch.

### **10<sup>th</sup> Street Fishing Pier – Construction to begin Spring 2007**

The proposed project is located within the City of Gladstone on the shore of Little Bay De Noc, which is part of Lake Michigan. This project will rebuild an existing pier that was originally constructed in the 1800's. The original pier was constructed of wood pilings that were reinforced with rails and cables creating cribs that were filled with stone. Time has taken its toll on the structure with tremendous ice flows lifting many of the pilings and constant wave action rotting the pilings off at the waters surface. Despite the dangerous and unstable state, anglers risk these conditions to access the fishery.

The City of Gladstone proposes to rebuild the pier by encapsulating the existing structure with metal sheet piling and capping the structure with concrete to create a pier constructed to withstand ice flows and provide many years of service. The pier will be illuminated, railed and ADA accessible. The proposed location is adjacent to our harbor in the center of Van Cleve Park. The park has many amenities that would accent the pier such as boat launch, bathing beach, Kids'

Kingdom Playground, and a fishing pole loan program supported by the Michigan DNR, (*See attached map for existing amenities*)

The City of Gladstone is requesting funding in the in the amount of nine hundred thousand dollars (\$900,000.00).

### **Walkway Over or Under The Highway**

Because Gladstone is divided by the major highway system we must make a connection over or under the highway for pedestrians and bicyclists. A study will be necessary to determine if it would be more feasible to have a walkway over the highway or a tunnel under the highway. There are two areas for these crossovers. One would be at the US-2&41 and M-35 intersection and the other location would be at the US-2 & 41 & M-35 and the South Hill Road intersection. By doing these two crossovers there would be a much better connection between the Bluff area and the downtown area. The highway divides the area where all of the new development is occurring and the older part of the city. In order to make the city a walkable community it is very important that this connection be made.

### **Housing Grants.**

The City of Gladstone is one of only two cities in the Upper Peninsula that had an increase in population in the 2000 census. There is a considerable amount of new development taking place. Affordable housing must be a part of the overall housing market. In the past seven years approximately \$1,251,571.00 of grant money has been invested in affordable housing in Gladstone. This grant money was obtained through the Michigan State Housing Development Authority (MSHDA) and administered by the Community Development Department. This grant money is used to rehabilitate rental property and homeowner properties for low to moderate-income residents. There is still a definite need for this program and it will continue as long as there is grant money available.

The City of Gladstone has adopted the BOCA Property Maintenance Code and enforcement of this code is through the Code Enforcement Department who also administer the grants. This program requires that all rental property in the city to be inspected every two years. This has created the availability of better rental property and maintained the affordable housing market.

**City Hall 2007**  
**Brant Kucera, City Manager**  
**(906) 428-3181**

City Hall is many times the first place the public interacts with local government. In Gladstone we have a wide array of services that are both administrative and customer service in function. Recognizing the importance of these duties, it is essential that staff members possess excellent knowledge, skills and abilities in their positions as well as unwavering attention to customer satisfaction. Presently six employees in the following departments are located in City Hall:

- City Manager
- City Clerk
- City Treasurer
- City Assessor
- Utility Billing
- Custodial/Building and Grounds

Because the majority of tasks in City Hall are human resource intensive, large capital projects only address work on the building itself, in fact, continued education and training of employees is the most important expenditure in City Hall. This does not mean the facility should be neglected however and a number of capital improvements are planned for the City Hall building. The following capital improvements and goals are planned in the next 5 years, they are in no particular order:

City Aerial Photography/Flyover \$24,000

There have been significant changes in growth patterns in the City since the last flyover in 1999, most notably large amounts of residential construction on the Bluff and in the retirement village. It is important to have up-to-date information for future planning and the eventual implementation of a Geographic Information System (GIS).

Strategic Plan \$20,000

Strategic planning is essential for effective use of all resources, by focusing the organization on strategic goals we will ensure resources are directed at the priorities set by our residents, City Commission and employees. The first step of strategic planning is a Citizen Survey, after this is completed the City will hire a consultant to assist with drafting a City mission statement and finally the strategic plan.

New City Hall Roof \$48,000

Most of the existing roof on City Hall is almost 30 years old and in need of replacement. More recently the roof has begun to leak in multiple places and water damage is beginning to occur on the second floor. The roof actually consists of four different levels that can be repaired independently of each other, replacing all four roofs in the next 5 years will ensure the present City Hall remains a viable place of business well into the future.

City Hall Electrical Upgrade \$10,000

Installed many decades ago, the electrical system that serves City Hall is inadequate to meet the demands of the modern workplace. Computers are now used more than any single resource in City Hall and during the summer months there is an expectation that one can work comfortably at their desk. Unfortunately due to the undersized circuit serving City Hall when these devices are operating simultaneously power outages in various parts of the building are frequent. This upgrade would address both the circuit size and modernize the circuit panel inside the building itself.

Downstairs Restroom/Conference Room Renovation \$15,000

Over the years City Hall has been physically modified, sometimes unwisely. As various parts of the building were used for different purposes some very poor design decisions were made. A good example of this is the work that has been done in the basement, more specifically the downstairs conference room and lavatory. Not only is space very limited in the conference room, the aesthetic leaves much to be desired. Further, the restroom that serves the basement is almost nonfunctional. Investing in the redesign of the aforementioned space would create another quality meeting space and reduce competition for the use of the Public Safety conference room. Further it would accommodate larger gatherings and be upgraded to handle modern technology essential for presentations.

Creation of a Third Voting Precinct \$10,000

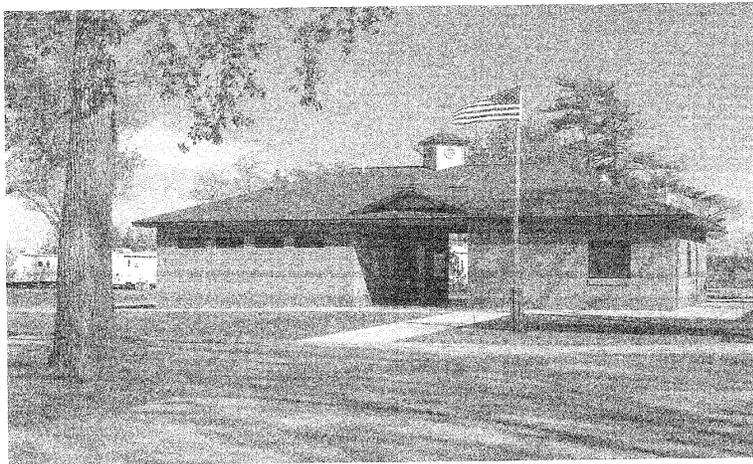
With recent population growth occurring on the Bluff the voter precinct serving residents in that area is rapidly becoming inadequate. Soon it appears that the number of voters in this precinct could actually exceed the legal mandated limit. The cost of creating a third precinct will be attorneys' fees and the purchase of an auto mark voting machine.

Geographic Information Systems (GIS)

N/A

Over the next two years a GIS will be implemented city-wide, this technology will benefit a number of departments in City Hall. Potential data includes parcel maps, tax and assessment information, utility history and overall long range planning.

# 2007 CITY OF GLADSTONE RECREATION PLAN



2006

Gladstone Bay Campground Restroom/ Shower Facility

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# City of Gladstone

Year-round  
Playground

Located in the beautiful Upper Peninsula of Michigan

## Gladstone Recreation Plan

### Introduction

The Gladstone Recreation Board and the Parks and Recreation Department as an update to the 1994 Recreation Plan developed this 2007 plan. The plan incorporates the 2000 census, public hearings, public participation through the Gladstone Community Development, newspaper articles requesting public input and City Commission meetings. Gladstone's original Recreation Plan was drafted in 1970 and has been subsequently updated as required.

## RECREATION AND COMMUNITY COMPREHENSIVE PLAN

The City of Gladstone through its various boards and staff has recognized the role recreation plays in the development of the community as well as the quality of life. Through our industrial development efforts, we have established that people are placing a high value on outdoor activities such as walking, jogging, and biking. In the winter these equate to cross country skiing, skating and Nordic activities. The abundance and quality of such activities is a key factor in the decision process of many industrialists to locate in Gladstone.

Through our City Planning Commission, Recreation Board, and Civic Groups we identified that the emphasis on these types of activities are closely linked to our cultural heritage of Northern Europe and Scandinavia. Consequently the availability of such activities plays a strong part in what we consider a high quality of life. Similarly we find a strong support for parks that have flower gardens, strolling areas and quiet places that are common in Europe. It is through such activities that people find the opportunity to socialize, which in turn leads to their strong identity with our community. This strong sense of community resulting from social interaction and culture is very pervasive in the Upper Peninsula of Michigan.

When we consider health trends that place a high emphasis on simple exercise, fresh air and a clean environment we afford an individual the opportunity to commune with nature, and experience the true quality of life our community has to offer.

Through our comprehensive plan we have taken our heritage, our culture, our social ambiance and our continued need to entice industrial development and apply them to our vision of our recreation plan.

### **Mission Statement**

Our mission is to provide safe, efficient, quality recreational opportunities and the best possible quality of life in our community. We see ourselves achieving this by involving our citizens and maximizing our natural resources. To never settle for past accomplishments, always striving for improvement.

### **Vision**

*Because of the wide range of ages in our community our vision must not be limited. It must include quiet places of reflection, parks filled with flowers for families to have quality time, programs and activities that excite and entertain the restless teen, harbor and campground that invite travelers. Our vision has the community united through partnerships that include business, churches, schools, and clubs. Park and recreation and individuals all working together to create a caring small town atmosphere with progressive ideas.*

*Although we embrace the gift of four seasons, these seasons bring with them new and challenging recreational demands. Thus our facilities must accommodate variable amounts of activities and whenever possible they must change as do the seasons. Our vision is a community involved and taking pride in the beauty they create. Programs, which flourish through volunteerism and a community pride this which starts at an early age, continues to adulthood and is reflected in our twilight.*

## Recreation Goals

The goals the Parks and Recreation department has are closely related to the city's master plan that calls for major developments in the park and recreation area. City planners have the foresight to recognize the continued need to grow in the areas of programs and modernization of facilities. The Parks department plans to capitalize on the abundance of natural and human resources that Gladstone possesses.

While modernizing we will comply with the intent and spirit of the Americans with Disabilities Act (ADA).

We have adopted an aggressive three-step action plan:

1. Identify deficiencies in our parks, recreation facilities and recreational programming.
2. Continue implementation of the modifications of existing Parks and Recreation Structures within a reasonable effort, and to comply with the ADA standards when new facilities are added.
3. Have an open door policy when programming and organizing recreational activities to include opportunities for persons of all ability levels.

Gladstone is unique in the cast amenities we offer such as our Sport Park complex, extended swimming facility, beach, harbor, skate park and campground. These facilities continue to be improved and expanded.

New facilities became a reality through freethinking. This freethinking will continue with proposed facilities to include nature preserve, amphitheater and harbor improvements.

Gladstone also understands the need to protect the safety of our citizens. A major walking and biking trail system has been established with a policy in place to ensure any improvements to the roadway along this system will have a minimum width to conform to the needs of our population that require a non-motorized path. This trail system connects the bisected parts of our city to downtown will receive high priority. A continuing effort to update neighborhood playgrounds to provide an opportunity for outdoor recreation for the whole family at no cost remains a priority.

**COMMUNITY DATA:**

Population

For and planning endeavor, careful attention must be given to the analysis of population trends and projections. Such analysis is necessary to determine existing or future needs based on the characteristics of the areas population. Population analysis assists in determining the need for local capitol improvements and related expenditures. Our recreation plan has kept population trends in mind throughout our planning process.

The City of Gladstone has had a fluctuating population within the past several decades. Between 1960 and 1970 the population of the city decreased by only 30 persons. Changes in the next decade from 1970 to 1980 were more drastic; Gladstone's population declined by 13.4 percent or 704 persons during the time period. The city population again stabilized in the 1980's and gained 32 persons between 1980 and 1990, with a 1990 census population count of 4569. According to 2000 census, the population has again risen this time to 5032.

Gladstone has new and inviting concepts to attract industry and tourism to our area. Many of these concepts depend on our continuing development of recreational facilities and programs that are conducive to a high quality of life to Gladstone.

The population of Delta County increased by 4222 persons between 1960 and 2000. the growth has occurred in the rural areas of the county as opposed to its urban locations.

	<u>Population Trends</u>	
	<u>Delta County</u>	<u>City of Gladstone</u>
1940	34037	4972
1950	32913	4831
1960	34298	5267
1970	35294	5237
1980	38947	4533
1986	38600	5160
1990	37780	4565
2000	38520	5032
2001	38440	n/a
2002	38424	n/a
2003	38326	n/a
2004	38315	n/a
2005	38347	n/a

The racial group profile of the City of Gladstone (2000 census):

<u>Race</u>	<u>Number</u>	<u>Percent</u>
White	4869	96.8%
Black	7	0.1%
American Indian/ Alaska Native	74	1.5%
Asian	11	0.2%
Pacific Islander	4	0.1%
Some other Race	2	0.0%
Two or More Races	65	1.3%

There are 2392 males and 2640 females living in Gladstone. The age composition of the City Residents in the 2000 census, under the age of 19 is 1393. The number of residents 65 and older is 954.

<u>Age Group</u>	<u>Age Compositions: 2000 Census</u>	
	<u>Number</u>	<u>Percentage</u>
Under 5	315	6.3%
5-14	705	14.0%
15-24	601	11.9%
25-44	1294	25.7%
45-59	909	18.0%
60 and over	1208	24.0%

*The median age of all the Gladstone residents is 39.9*

### Economy

The City of Gladstone is an integral part of the Escanaba/Gladstone urban center. Many city residents work in Escanaba and the surrounding area. Gladstone industrial development corporation is actively promoting the city as a site for new expanding business. The city has two industrial parks, one, which is full while the other, offers potential for business and relocations.

Occupations within the city are focused around service jobs and machinery-related positions. The manufacturing industry within the city has been attracted by the abundant natural resources that surround the city and Delta County.

Northern Michigan Veneers, (106 employees) produces spliced hardwood veneers and plywood

First Bank (49 employees) full service bank

Pardon (45 employees) Machine shop

Public education is a major employer within the city. Gladstone Area High School relocated on the bluff in a new facility that covers 40 acres with an approximate cost of 14.5 million dollars. The Gladstone Areas Schools employ more two hundred (200) persons. The City of Gladstone employs fifty-two (52) full time employees and one hundred and five (105) seasonal employees.

Average annual per capita personal income, for Delta County, in 2003 was \$24,704. These are the latest figures available.

Private Year	Employment			Annual Ave. Earnings		
	2005	2004	2003	2005	2004	2003
Agri/Forestry/Fishing	138	130	134	526	490	490
Construction	773	743	718	772	714	680
Manufacturing	2604	2610	2604	1012	999	972
Trans and Warehousing	488	477	397	601	582	564
Wholesale Trade	250	260	309	645	629	683
Retail Trade	2276	2277	2143	351	356	354
Finance/Ins./Real Est.	501	485	470	593	591	573
Services	856	831	784	336	334	310
Accommodation/Food Service	1400	1556	1513	165	147	143
Mining	0	0	0	0	0	0

The state, including Delta County, have been experiencing economic challenges. Delta County has still shown strong employment in areas of construction and accommodation/food service. We are still attracting more tourism due to better marketing and improved facilities.

**Unemployment Rates 2005-2006**  
(no seasonal adjustments)

Area	2005	2004	2003	2002
Delta County	7.0%	7.9%	8.3%	7.3%
Upper Peninsula	6.8%	7.3%	6.7%	7.2%
Michigan	6.7%	7.0%	7.1%	6.2%

## Soils

The movement of glaciers over bedrock originated the soil of today. The dominant soil type found within the Gladstone city limits is the Rubicon association. This soil type is found in the entire western and southern portions of the city. This soil association is characterized as nearly level to very steep, well-drained sandy soil with course-textured subsoil. It has moderate limitations for recreational use because of its coarse texture. Within the northeast section of the city is found the Tawas-Carbondale-Roscommon association. This soil association is characterized as nearly level very poorly drained organic soils and poorly drained sandy soils with coarse textured subsoil. Due to wetness and organic nature, this soil association has severe limitations for recreational use.

## Climate

During the months of May through October, the prevailing wind is from the south and the lake breeze is a moderate influence on temperature; summer months are very comfortable. During the winter months from November through April, the prevailing wind is from the north or northwest with the temperature being less modified by the lakes than the summer months.

## Transportation and Land Use

The City of Gladstone's current land use pattern had evolved over many years of development. Historically, intense industrial uses grew up along the waters edge, taking advantage of the transportation opportunities the water resource offered. Other industries followed the railroad for its transportation. A commercial business center grew in the heart of the city, surrounded by homes. Business development such as hotels, eateries, and other service businesses have moved along US-2 highway, benefiting from higher traffic and increased visibility.

New construction has hit an all time high. Scattered multi-family dwellings have been built on available land throughout the older parts of the city, in the midst of single-family neighborhoods, and next to industry. Significant new development has occurred on the bluff in the west half of Gladstone. With the need to accommodate senior citizens housing needs, a retirement village with 66 lots is under construction with a 413-lot capability. The need for affordable housing has been answered with a 57 space, single-family apartment complex. The property behind these developments was sculpted into a 120-acre golf course.

The northwest corner of the city has been developed into a 220-acre industrial park along with elementary and high school facilities. Residential housing in the south bluff has high property values, which reach as high as \$80,000.00 for a single lot. Some vacant land remains for future growth. Convenient stores and a full service bank have been added.

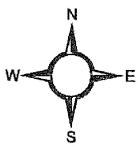
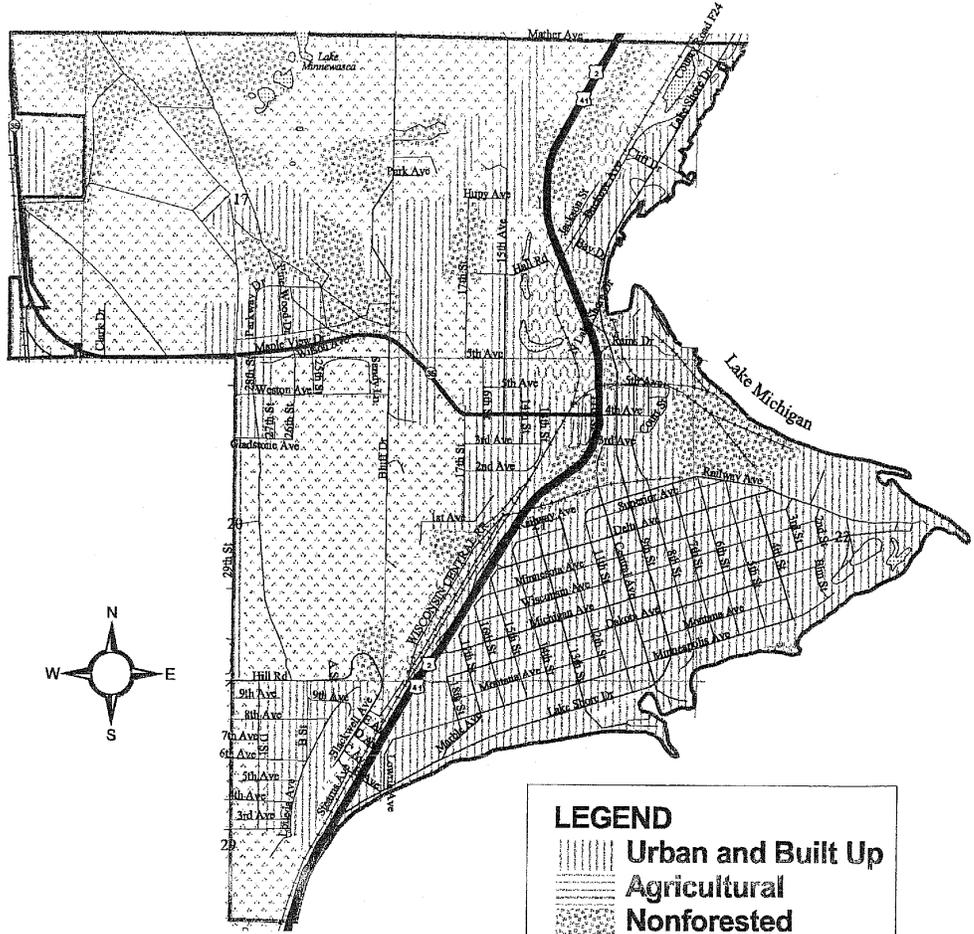
The city, in cooperation with the Michigan State housing Authority, is doing their part to improve existing streets and structures. These grants are for rented and owner occupied properties to update and improve structures within the city limits. The total funds available are 700,000 over a five-year period. The second project is a street improvement program, outlined in the City's Master Plan. This plan will improve streets and sidewalks and comply with ADA standards and guidelines. The Community Development department will be working with MSHDA to update and improve Wintergreen Woods a low/moderate income housing track. This project is estimated at \$500,000.00.

Gladstone offers good highway connections to other communities throughout Upper Peninsula. US-2 a major east/west artery, runs through the city, in addition M-35, a state (north/south) highway connects Marquette to the north and Menominee to the south. There are about 276 miles of local streets in the city providing access from each residence to major traffic carriers.

The Canadian National Railroad divides the community in the southwest to northwest direction. Parallel to the railroad track in highway US-2, a four-lane highway. *The highway and railroad* corridor divides the city in half and acts as a strong physical and as well as a geographical barrier for movement of activated and people from one side to the other. This has denied children the use of facilities or the opportunities to take advantage of programs due to hazard of crossing this corridor. The west represents 50% of the landmass and is rapidly becoming a major population center. The city is investigating methods of crossing over the corridor by use of a pedestrian walkway.

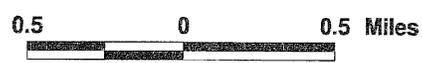
# Land Use Types

## City of Gladstone



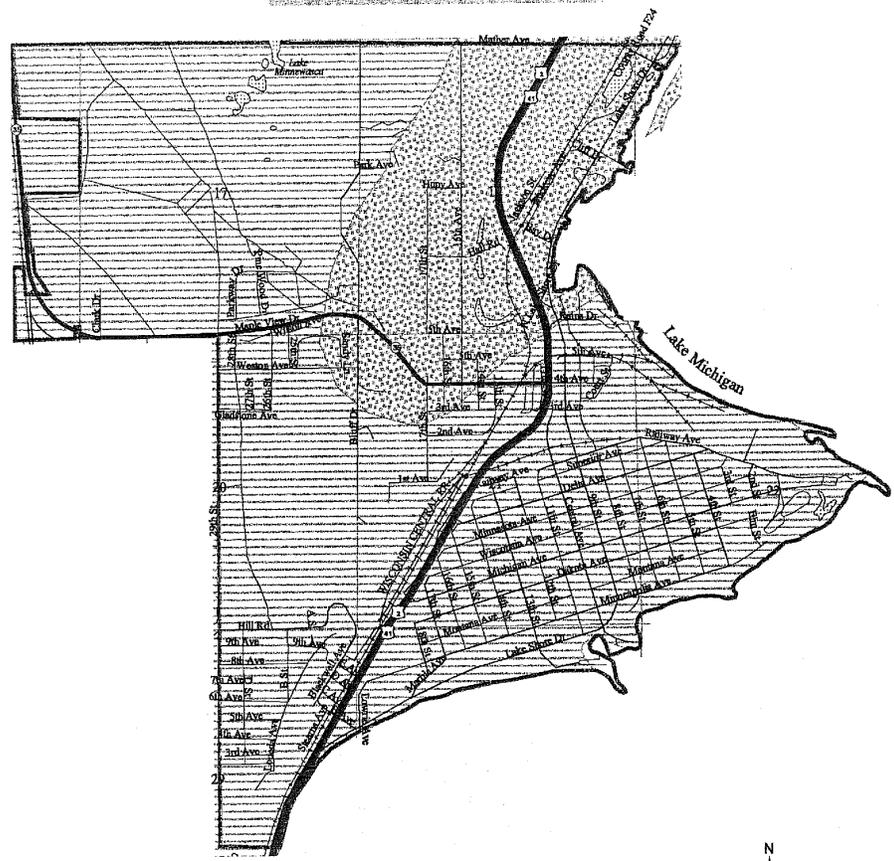
LEGEND	
	Urban and Built Up
	Agricultural
	Nonforested
	Forested
	Water
	Wetlands
	Barren

Compiled By: CUPPAD, 2001



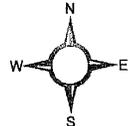
# Soil Associations

## City of Gladstone



**LEGEND**

	RUBICON
	TAWAS-CARBONDALE-ROSCOMMON



Compiled By: CUPPAD, 2001



### **Administration and Management**

The Gladstone recreation board is a five-person committee appointed by the Gladstone City Commission. The board meets monthly in open meetings.

The Recreation Board has the continuing function of developing programs and plans for the Gladstone Parks and Recreation Department. The recreation board administers the city recreation plan assuring that the short and long-term objectives are periodically reviewed, and limited available funds are expended in such ways as to produce maximum benefits in terms of total community service.

The Recreation Board adopts policies governing the use and development of new and existing facilities, acquisition of new sites and the administration of programs. The Board studies and recommends the expenditures of funds for facility improvements and program provisions. Emphasis is placed on utilization of both public and private sources to maximize the development of well-balanced and functional parks and recreation programs. The Gladstone Recreation Board serves in an advisory capacity to the Gladstone City Commission. Requests made directly to the City Commission concerning Parks and Recreation are often referred to the Recreation Board for study and recommendations.

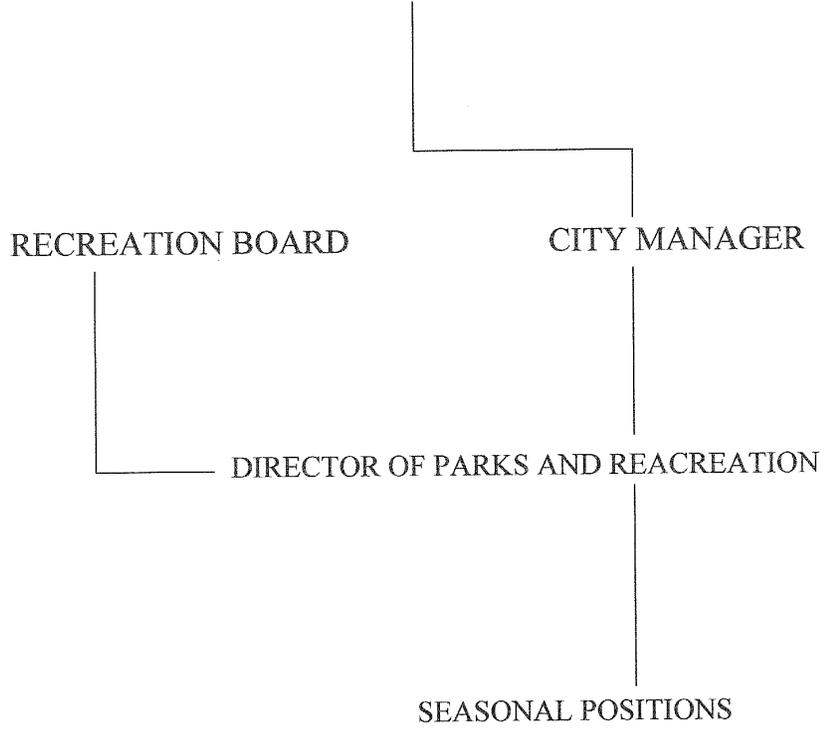
The City of Gladstone fiscal years run from April 1<sup>st</sup> through March 31<sup>st</sup>. The Gladstone City Commission sets annual budget allotment for the Parks and Recreation Department. The Parks and Recreation program is funded with a combination of city general fund revenue and user fees. A combination of general fund revenue, revenue sharing funds, state or federal grants, and/or contributions from individuals and service organizations accomplished past development projects.

The City of Gladstone has emphasized facility development and updating in recent years. Consequently, the budget for the Gladstone Park and Recreation Department has gone through a period of continual growth. Although currently working with a comfortable operational budget, capital improvement funds come from outside sources for the most part (grants, local service Groups, Special Programming).

Daily operations of the Parks and Recreation Department are the responsibility of the Director under the general direction of the City Manager. The Parks and Recreation Director serves as the liaison to the Recreation Board. The director supervises and manages the operation of the department. It is the duty of the Director to plan, coordinate functions and activates, and enforces policies. Further, it is the Directors responsibility to administer personnel and to perform financial and public relation duties. The number of part-time employees fluctuates on the season and activities.

# ORGANIZATIONAL CHART

CITY COMMISSION



### **Recreation Open Space and Facility Development Standards**

To determine what type of recreation facilities should be developed for the size and quantity of open space in a given community, it is necessary to follow guidelines or standards for parks, open space, recreation areas or recreation facility development. Standards however are not specifically applicable to a given community and are only intended to serve as a guide as each community's needs slightly differ. Therefore, the needs and deficiencies identified through the opinions of citizens, the Gladstone Recreation Advisory Board, Gladstone Recreation Department and the City Council.

The standards and facility development guidelines identifies in the section are taken from:  
Community Recreation Planning, 1989, Phillip Wells, Planning Program Manager,  
MDNR Parks and Recreation Division, Page 15-19

Source Material for MDNR Community Recreation Planning, recreation and facility development standards are:

Roger A. Lancaster, Ed. 198. Recreation and Park Open Space Standards and Guidelines.  
Alexandria, Virginia: NRPA Page 56-57 and page 60-61; and MDNR 1986, Building  
Michigan's Recreation Future, Appendix B, Pages 100-101

### **Recommended Classification System for Local and Regional Open Space**

This classification system is intended to serve as a guide to planning- not as an absolute blueprint. Sometimes more than one component may occur within the same site, particularly with respect to special uses within a regional park. Planners of park and recreation systems should be careful to provide adequate land for each functional component with this occurs.

NPRA suggests that a park system, at a minimum, be composed of a "core" system of parklands, with a total of 6.25 to 10.5 acres of developed open spaces per 1000 population. The size and amount of "adjunct" parklands will vary from community to community, but must be taken into account when considering a total, well-rounded system of parks and recreation areas.

TABLE # 13A  
 CLASSIFICATION SYSTEM  
 LOCAL/CLOSE-TO-HOME SPACE:

<u>COMPONENT</u>	<u>USE</u>	<u>SERVICE AREA</u>	<u>DESIRABLE SIZE</u>	<u>ACRES/1,000 POPULATION</u>	<u>DESIRABLE SITE CHARACTERISTICS</u>
Mini Park	Specialized facilities that serve a concentrated or limited population or specific group such as tots or senior citizens	Less than 1/4 mile radius	1 acre or less	0.25 to .5	Within neighborhood and in close proximity to apartment complexes, townhouses development or housing for the elderly.
Neighborhood Park/Playground	Area for intense recreational activities, such as field games, court games, crafts, playground apparatus area, skating, picnicking, wading pools, etc.	1/4 - 1/2 mile radius to serve a population up to 5,000 (a neighborhood)	15+ acres	1.0 to 2.0	Suited for intense development. Easily accessible to neighborhood population - geographically centered with safe walking and bike access. May be developed as a school/park facility.
Community Park	Area of diverse environmental quality. May include areas suited for intense recreational facilities, such as athletic complexes, large swimming pools. May be an area of natural quality for outdoor recreation, such as walking, viewing, sitting, picnicking. May be any combination of the above, depending upon site suitability and community need.	Several neighborhoods. 1 to 2 mile radius	25+ acres	5.0 to 8.0	May include natural features, such as water bodies and area suited for intense development. Easily accessible to neighborhood served.

TOTAL CLOSE-TO-HOME SPACE = 6.25 - 10.5 A/1,000

TABLE #13B  
CLASSIFICATION SYSTEM  
REGIONAL SPACE

COMPONENT	USE	SERVICE AREA	DESIRABLE SIZE	ACRES/1,000 POPULATION	DESIRABLE SITE CHARACTERISTICS
Regional/ Metropolitan Park	Area of natural or ornamental quality for outdoor recreation, such as picnicking, boating, fishing, swimming, camping and trail uses; may include play areas	Several communities 1 hour driving time.	200+ acres	5.0 to 10.0	Contiguous to or encompassing natural resources.
Regional Reserve Park	Area of natural quality for nature-oriented outdoor recreation, such as viewing, and studying nature, wildlife habitat, conservation, swimming, picnicking, hiking, fishing, boating, camping and trail uses. May include active play areas. Generally 80% of the land is reserved for conservation and natural resource management with less than 20% used for recreation development.	Several communities 1 hours driving time.	1,000+ acres; sufficient area to encompass the resource to be preserved and managed.	Variable	Diverse or unique natural resources, such as lakes, streams, marshes, flora, fauna topography.

TOTAL REGIONAL SPACE = 15 - 20 A/1,000

TABLE #13C  
 CLASSIFICATION SYSTEM  
 SPACE THAT MAY BE LOCAL OR REGIONAL AND IS UNIQUE TO EACH COMMUNITY:

COMPONENT	USE	SERVICE AREA	DESIRABLE SIZE	ACRES/1,000 POPULATION	DESIRABLE SITE CHARACTERISTICS
Linear Park	Area developed for one or more varying modes of recreational travel, such as hiking, biking, snowmobiling, horseback riding, cross-country skiing, canoeing and pleasure driving. May include active play areas. (NOTE: any included for any of the above components may occur in "linear park"	No applicable standard	Sufficient width to protect the resource and provide maximum use	Variable	Built or natural corridors, such as utility rights-of-way, bluff lines, vegetation, patterns, and roads, that link other components of the recreation system or community facilities, such as school, libraries, commercial areas and other park are.
Special Use	Areas for specialized or single purpose recreational activities, such as golf courses, nature centers, marinas, zoos, conservatories, arboreta, display gardens, arenas, outdoor theaters, gun ranges, or downhill ski areas or areas that preserve, maintain and interpret buildings, sites and objects of archeological significance. Also plazas or squares in or near commercial centers, boulevards, parkways	No applicable standard	Variable depending on desired size	Variable	Within communities
Conservancy	Protection and management of the natural/cultural environment with recreation use as a secondary objective	No applicable standard	Sufficient to protect the resource	Variable	Variable, depending on the resource being protected.

TABLE #14

ACTIVITY/ FACILITY	RECOMMENDED SPACE REQUIREMENTS	RECOMMENDED SIZE & DIMENSIONS	RECOMMENDED ORIENTATION	NO. OF UNITS PER POPULATION	SERVICE RADIUS	LOCATION NOTES
Golf - Driving Range	13.5 A for minimum of 25 tees	900' X 690' wide. Add 12' width for each additional tee	Long axis south- west-northeast with golfer driving toward northeast	1 per 50,000	30 minutes travel time	Part of golf course complex. As a separate unit, may be privately operated.
4 Mile Running Track	4.3 A	Overall width - 276' length - 600.02' Track width for 8 to 4 lanes is 32'	Long axis in sector from north to south to northwest- southeast with finish line at northerly end.	1 per 20,000	15 - 30 minutes travel time.	Usually part of high school, or in community park complex in combination with football, soccer, etc.
Softball	1.5 to 2.0 A	Baselines - 60' Pitching Distance - 46' men, 40' - women Fast pitch field radius from plate - 225' between field lines. Slow pitch - 275' (men) 250' (women)	Same as baseball	1 per 5,000 (if also used for youth baseball)	¼ - ½ mile	Slight difference in dimensions for 16" slow pitch. May also be used for youth baseball.
Multiple Recreation Court (basketball, volleyball, tennis)	9,840 sq/ft	120' X 80'	Long axis of courts with primary use is north-south	1 per 10,000	1 - 2 miles	
Trails	N/A	Well defined head maximum 10' width, maximum average grade 5% not to exceed 15%. Capacity rural trails - 40 hikers/day/mile. Urban trails - 90 hiker/day/mile.	N/A	1 system per region	N/A	N/A

TABLE #14

ACTIVITY/ FACILITY	RECOMMENDED SPACE REQUIREMENTS	RECOMMENDED SIZE & DIMENSIONS	RECOMMENDED ORIENTATION	NO. OF UNITS PER POPULATION	SERVICE RADIUS	LOCATION NOTES
Golf - Driving Range	13.5 A for minimum of 25 tees	900' X 690' wide. Add 12' width for each additional tee	Long axis south- west-northeast with golfer driving toward northeast	1 per 50,000	30 minutes travel time	Part of golf course complex. As a separate unit, may be privately operated.
1/4 Mile Running Track	4:3 A	Overall width - 276' length - 600.02' Track width for 8 to 4 lanes is 32'	Long axis in sector from north to south to northwest- southeast with finish line at northerly end.	1 per 20,000	15 - 30 minutes travel time.	Usually part of high school, or in community park complex in combination with football, soccer, etc.
Softball	1.5 to 2.0 A	Baselines - 60' Pitching Distance - 46' men, 40' - women Fast pitch field radius from plate - 225' between field lines. Slow pitch - 275' (men) 250' (women)	Same as baseball	1 per 5,000 (if also used for youth baseball)	1/4 - 1/2 mile	Slight difference in dimensions for 16" slow pitch. May also be used for youth baseball.
Multiple Recreation Court (basketball, volleyball, tennis)	9,840 sq/ft	120' X 80'	Long axis of courts with primary use is north-south	1 per 10,000	1 - 2 miles	
Trails	N/A	Well defined head maximum 10' width, maximum average grade 5% not to exceed 15%. Capacity rural trails - 40 hikers/day/mile. Urban trails - 90 hiker/day/mile.	N/A	1 system per region	N/A	N/A

TABLE #14

ACTIVITY/ FACILITY	RECOMMENDED SPACE REQUIREMENTS	RECOMMENDED SIZE & DIMENSIONS	RECOMMENDED ORIENTATION	NO. OF UNITS PER POPULATION	SERVICE RADIUS	LOCATION NOTES
Volleyball	Minimum of 4,000 sq/ft	30' X 60'. Minimum 6' clearance on all sides	Long axis north- south	1 court per 5,000	¼ - ½ mile	Same as other court activities (e.g. badminton, basketball, etc.)
Softball Official	3.0 - 3.85 A minimum	Baselines - 90' Pitching distance - 60 ½' Foul lines - min 320' Center Field - 400'+	Locate home plate so pitcher throwing across sun and batter not facing it. Line from home plate through pitcher's mound run east-north-easi.	1 per 5,000 Lighted - 1 per 30,000	¼ - ½ mile	Part of neighborhood complex. Lighted fields part of community complex.
Little League	1.2 A minimum	Baselines - 60' Pitching distance - 60 ½' Foul lines - 200' Center Field - 200' - 250'				
Field Hockey	Minimum 1.5 A	180' X 300' with a minimum of 10' clearance on all sides	Fall season - long axis northwest to southeast. For longer periods, north to south	1 per 20,000	15 - 30 minutes travel time	Usually part of baseball, football, soccer complex in community park or adjacent to high school
Football	Minimum 1.5 A	160' X 360' with a minimum of 6' clearance on both sides	Fall season - long axis northwest to southeast. For longer periods, north to south	1 per 20,000	15 - 30 minutes travel time	Usually part of baseball, football, soccer complex in community park or adjacent to high school
Soccer	1.7 to 2.1 A	195' - 225' X 330' - 360' with a 10' minimum clearance on all sides	Fall season - long axis northwest to southeast. For longer periods, north to south	1 per 10,000	1 - 2 miles	# of units depends on popularity. Youth soccer on smaller field adjacent to schools or neighborhood parks

TABLE #14  
SUGGESTED FACILITY DEVELOPMENT STANDARDS

ACTIVITY/ CITY	RECOMMENDED SPACE REQUIREMENTS	RECOMMENDED SIZE & DIMENSIONS	RECOMMENDED ORIENTATION	NO. OF UNITS PER POPULATION	SERVICE RADIUS	LOCATION NOTES
Badminton	1,620 sq/ft.	Singles - 17' X 44' Doubles - 20' X 44' with 5' unobstructed area on all sides	Long axis north- south	1 per 5,000	1/4 to 1/2 mile	Usually in school, recreation center, or church facility. Safe walking or bike access.
Basketball Youth High School Collegiate	2,400 - 3,036 sq/ft 5,040 - 7,280 sq/ft 5,600 - 7,980 sq/ft	46'-50' X 84' 50' X 84' 50' X 94' with 5' unobstructed space on all sides	Long axis north- south	1 per 5,000	1/4 to 1/2 mile	Same as badminton. Outdoor courts in neighborhood and community parks, plus active recreation areas in other park settings.
Handball (- 4 wall)	800 sq/ft for 4 wall 1,000 for 3 wall	20' X 40' minimum of 10' to rear of 3 wall court. Minimum 20' overhead clearance	Long axis north/south. Front wall at north end	1 per 20,000	15 to 30 minute travel time	4 wall usually indoor as part of multi- purpose facility. 3 wall usually outdoor in park of school setting.
Ice Hockey	22,000 sq/ft including support area	Rink 85' X 200' (minimum 85' X 185'). Additional 5,000 sq/ft support area	Long axis north- south if outdoor	Indoor - 1 per 100,000. Outdoor - depends on climate.	1/2 - 1 hour travel time	Climate important consideration affecting no. of units. Best as part of multi-purpose facility.
Tennis	Minimum of 7,200 sq/ft single court. (2 acres for complex)	36' X 78'. 12' clearance on both sides. 21' clearance on both ends	Long axis north- south	1 court per 2,000	1/4 - 1/2 mile	Best in batteries of 2-4. Located in neighborhood/ community park or adjacent to school site.

TABLE #14

ACTIVITY/ FACILITY	RECOMMENDED SPACE REQUIREMENTS	RECOMMENDED SIZE & DIMENSIONS	RECOMMENDED ORIENTATION	NO. OF UNITS PER POPULATION	SERVICE RADIUS	LOCATION NOTES
1. Golf Par 3 (18 holes)	50 - 60A	Average length - vary 600-2,700 yds	Majority of holes on north-south axis	—	½ to 1 hour travel time	9 hole course can accommodate 350 people/day.
2. 9 holes - standard	Minimum 50 A	Average length - 2,250 yds		1/25,000		18 hole course can accommodate 500- 550 people/day.
3. 18 holes - standard	Minimum 110 A	Average length - 6,500 yds		1/50,000		Course may be located in community of district park, but should not be over 20 miles from population center.
Swimming Pools	Varies on size of pool and amenities. Usually ½ to 2 A site.	Teaching - minimum of 25 yards X 45' even depth to 3 - 4 ft. Competitive - minimum of 25m X 16m. Minimum of 27 sq ft of water surface per swimmer. Ratios 2:1 deck vs. Water	None - although care must be taken in siting of lifeguard stations in relations to afternoon sun.	1 per 20,000 (Pools should accommodate 3 to 5% of total population at a time)	15 to 30 minutes travel time	Pools for general community use should be planned for teaching and competitive and recreational purposes with enough depth (3.4m) to accommodate 1m to 3 m diving boards. Located in community park or school site.
Beach Areas	N/A	Beach area should have 50 sq ft of land & 50 sq ft of water p/user. Turnover rate is 3. Should be 3-4 A supporting land p/1 of beach	N/A	N/A	N/A	Should have sand bottom w/ slope a max of 5% (flat preferable). Boating areas completely segregated from swimming areas.

TABLE # 15  
MICHIGAN RECREATION OPPORTUNITY STANDARDS

Type of Opportunity	Plan Standard (a)
Local Park Land (acres)	10/1,000
Archery Ranges (b)	1/50,000
Ballfields (c)	1/3,000
Outdoor Basketball Courts (c)	1/5,000
Bicycle Trails (miles)	1/40,000
Golf Courses (b)	1/25,000
Indoor Ice Rinks	1/50,000
Outdoor Ice Rinks - Artif.	1/20,000
Picnic Areas (tables)	1/200
Playgrounds (c)	1/3,000
Rifle Ranges (b)	1/50,000
Shotgun Ranges (b)	1/50,000
Sledding Hills (c)	1/40,000
Soccer Fields (c)	1/20,000
Outdoor Swimming Pools	1/40,000
Outdoor Tennis Courts (c)	1/4,000
Boat Launches (parking)	1/400
Campgrounds (campsites) (d)	1/150
Cross-Country Ski Trails (miles)	1/10,000
Fishing Access (feet)	1,000/1,000
Fishing Piers	1/100,000
Hiking Trails (miles)	1/5,000
Horseback Riding Trails (miles)	1/20,000
Nature Areas (areas)	1/50,000
Nature Trails (miles)	1/20,000
ORV Areas (acres)	1/7,500
ORV Trails (miles)	1/10,000
Land Open to Snowmobiling (acres)	10/1,000
Snowmobile Trails (miles)	1/3,000
Swimming Beaches	1/25,000

- (a) Units/population
- (b) Includes private clubs and commercial establishments
- (c) Does not include facilities on school grounds
- (d) Includes commercial facilities

(Source: Michigan Department of Natural Resources, 1966, Building Michigan's Recreation Future, Appendix B, pages 100-101.)

### **City of Gladstone Recreation**

The City of Gladstone is fortunate as it is situated along the shores of the Little Bay de Noc. It enjoys as close relationship with water. Through its shorelines parks and water-oriented facilities.

An important criteria from a recreational planning standpoint is that the city provides as broad range of recreational opportunities to its citizens. Diverse facilities ensure residents of all ages fulfill their recreational needs. The basic types of recreation areas that pertain to the City of Gladstone are mini-parks, neighborhood playgrounds, community parks and regional parks.

Mini-parks are small areas that provide the kind of recreational safe and simple facilities for children of preschool age. These areas should be adequately dispersed so children are not required to cross Major Street to reach them. For older children and young adults, a neighborhood playground provides open space for informal games and activities. These areas usually adjoining a public elementary school site.

Community parks provide the kinds of recreational facilities that are usually unfeasible at the neighborhood park level. Used by large numbers of people, they are designed and developed for diversified uses such as picnic facilities, boating and day camping. A regional park serves people throughout the region within an hour's travel time. Typical facilities include campgrounds, harbors, scenic drives, and winter sports areas.

### **Existing Recreation Facilities**

At present, the City of Gladstone owns and maintains 12 park and recreation facilities totaling over 1000 acres. In addition, there are four facilities available for recreational purposes through the Gladstone Area Public Schools. The Michigan department of Natural Resources also has one recreation site within the city.

The city has several neighborhood playgrounds: the fifth street playground is about one-third acre in size and provides such facilities as swings, slides, teeter-totters and a basketball court. The east Buckeye is a neighborhood playground with playground equipment such as swings, slides and a multipurpose open field. This playground is about two acres in size. The third neighborhood playground within the city is west Buckeye playground. This site containing about 2.6 acres provides a tennis court, basketball court, swings, monkey bars and teeter-totters.

A 2.7 acres community playfield/Photenhauer Park is also located in the city. It contains one-open playing field, six tennis courts, small pavilion and a small recreation building that doubles as a warming hut for winter skating.

There are seven facilities classified as regional parks in Gladstone. Van Cleve Park, containing about 62 acres, is located along the shoreline of little Boy de Noc. Facilities provided here include picnic areas, tot lot, multipurpose open field, restrooms and swimming beach. Kids kingdom playground, which consists of 14,000 square feet of various climbing and swinging apparatus's. The pavilion and beach house are new in this location. Volunteers made the pavilion and Roberts's leathers – kids kingdom playground possible while the beach house become ad reality through a CMI grant. City park is also located on the shores of the bay and is 23-acre site which provides facilities that include picnic areas, pavilion, multi-purpose open field, softball, restrooms, basketball court, horseshoe pits and shore fishing. The Gladstone harbor has a small boat launch site, which was reconstructed in the fall of 2001. The harbor was dredged to

8-foot bellows low water datum in the spring of 2001. The harbor has picnic facilities along with restrooms and showers. The harbor has 39 slips. An engineering study will be complete in April of 2007. This plan will provide the City of Gladstone with the option we have for improvement and/or expansion. The Gladstone Yacht Club is located at this site. The club is a social club with a liquor license; the club has many activities throughout the year and it open to members and transient boaters.

The Gladstone Bay Campground is located along the shore of the bay just west of Saunders point and contains about 40 acres. The campground offers camping sites, swimming, picnicking, as well as playground equipment. The campground has received numerous updates in 2006 that included a \$350,000.00 restroom/office facility and site work. Utility updates are being budgeted for in 2007.

The North Bluff Sports Park is located along North Bluff Drive and is about 200 acres some of the facilities offered are downhill skiing, tubing, terrain Garden Snowboarding Park, hiking trails in the winter.

The Gladstone Golf Course, located north of the city, contains about 210 acres and provides an 18-hole golf course with driving range, multi-purpose open field area, and cross country skiing trails in the winter.

Four recreational facilities are offered through the Gladstone Area Public School. They consist of neighborhood playgrounds and community play field. The neighborhood playgrounds are connected with Cameron school, Middle school and the High school. These school facilities offer playground equipment; basketball courts tennis courts, multi-purpose rooms and open field. This 15-acre site contains a multi-purpose open field, stadium, football field and running track.

The Michigan Department of Natural Resources provides one fishing access site; it is located in the Kipling area. In addition, the Armory offers an indoor basketball court and gym for recreational purposes.

Van Cleve Park is the new home of a state of art Skateboard Park. This facility is open year round as weather permits and is available at no cost to users.

The 10<sup>th</sup> street fishing pier project is well underway in 2006 and will be complete in 2007. This project will be a jewel of Van Cleve Park. This 200 foot lighted and railed addition will provide ADA fishing access to the bountiful waters of Little Bay de Noc. The cost of this project is \$580,000.00 and the majority was funded through grants.

On the Whole, the City of Gladstone is very fortunate to have such an abundance of open space to serve its population, the county and visitors to the area.

**TYPE OF FACILITY**

**NAME**

Neighborhood

**1. West Buckeye Playground**

1.5 playground acres, 1 basketball court  
1 tennis court, 1 slide, 2 teeter-totters, 4  
swings, and 1 jungle gym

**2. East Buckeye Playground**

5.2 playground acres, 6 swings, 1 slide  
and 2 teeter-totters

**3. 5th street Playground**

2.7 Playground acres, 1 basketball, 1  
merry-go-round, 2 baby swings, 1 jungle  
gym, 4 swings and 2 slides

**4. Wintergreen Woods**

1-acre playground, 4 swings, basketball court,  
composite play apprentice, and picnic tables

Community

**5. Pfotenhauer Park**

2.5 acres, field, 1 summer recreation  
building/ice rink warming facility, 5 tennis  
courts, 2 basketball courts, small pavilion  
and an open play field.

**6. Delta Avenue Pocket Park**

.2-acre pocket park in the downtown business  
section. Benches, paved walkway and art  
display.

Regional

**7. City Park**

23-acres, 2000 feet park and water frontage  
1 pavilion, 1 basketball court, 1 illuminated  
Softball field, 1 restroom facility, 1 pram storage  
building, 4 horseshoe courts and numerous  
picnic sites with tables, 2 large grills and 1-20  
car parking lot.

**8. Gladstone Bay Campground**

40-acres, 3,000 feet shoreline, 1 restroom/  
shower facility, 62 sites, 26 full hookup, 24  
electric, 12 tent sites, 4 swings, 2 teeter-totters, 1  
volleyball court, and horseshoe court.

**9. Graystone Golf Course**

18-hole Special Use course and clubhouse

**10. Fishing Pier (William Bullen Memorial)**

2 primitive restroom facility and 1-20 car parking lot.

**11. Sports Park Facility**

40 acres, 1 downhill skiing area 110 vertical drop, 4 rope tows, 1 t-bar surface lift, 1 tubing area, 1 terrain garden with half pipe and rails, 1 multipurpose lodge with licensed kitchen, 2 little league fields, 1 lighted baseball field, 1 combination restroom, concession and support facility, 1 50 car parking lot.

**12. Van Cleve Park**

62 acres, 1 beach house, 1 restroom facility paved parking lots 85 car total, 2 sand volleyball courts, 1 20 station fitness course, 8 swings, 2 teeter-totters, 1 slide and tot lot consisting of jungle gym, 3 spring animals, junior slide, 1 merry-go-round, 3 baby swings. 1, beach raft 1, water slide, numerous picnic areas, tables and benches. Kids Kingdom 14 sq ft playground equipment, 1 pavilion, 1 gazebo, 1 Skate Park and paved walkway.

**13. Harbor**

18 finger piers 36 slips. 1 pump out facility, 1 combination harbormaster/restroom/shower facility, 1 wall-side gas dock facility, 1 small boat launch 2 piers, 1 large outdoor grill, 7 small grills, 55 car/trailor parking lot, 1 mast hoist and 1-30 car parking lot.

Regional Special Use

OTHER RECREATION FACILITIES

Neighborhood

**A. Cameron School**

40 acres, playground, 150 parking places playground equipment, softball field, 1 indoor basketball court, open field area, hard-surface play area, gym 100 person seating capacity. Gladstone Area Public Schools.

**B. Middle School**

5- acres, playground, hard-surface play area, multi-purpose room, and gymnasium basketball courts. Gladstone Area Public Schools.

**C. High School**

Softball diamond, indoor running track, weight room, basketball courts, multi-purpose room-hard surface playing area, I.T.V. Lab, auditorium - 480 capacity

Community

**D. Marble Athletic Field**

15 play field acres, 100 parking places, multi-purpose open field, 2,400 person stadium capacity football field, running track, field house. Gladstone Area Public Schools

Regional

**E. Fishing Access Sites (1)special use**

Kipling area, primitive restrooms. Michigan DNR

**F. Armory**

8- acres, 500+ special use parking places, 1 indoor basketball court, gym. Federal government

**AREA RECREATIONAL ACTIVITIES**

*Summer*



Kids Kingdom

Kids Kingdom (Robert Leathers Playground)  
Central Playground (organized summer youth activities)



Gazebo on Island

Tennis  
Sand Volleyball  
Outdoor Basketball  
Horseshoe Courts  
Pram Lessons  
Guarded Beach (raft, slide, swim instructions)  
Ball fields (youth and adult programs)

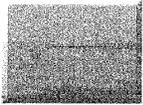


Boardwalk

Boardwalk  
Boating  
Fishing  
Golfing  
Camping  
Swimming

*Winter*

Snow tubing, skiing, snowboarding  
Cross country skiing  
Snowmobiling  
Ice skating-supervised facility with warming house  
Ice fishing



Pram lessons on the Bay



*Fun in the sun*

Peanut League Fun at the Rec Gladstone Beach slide Gladstone Beach raft

**ANNUAL EVENTS**

*City of Gladstone 4th of July Celebration*



Tubing at the  
Ski Park

Parade through downtown Gladstone to Van Cleve  
Park  
5-mile race  
Music  
Numerous park activities concluding with fireworks  
display

*Ski Swap at Ski Park*

*"Jig It" ice fishing extravaganza*



Spider Sand  
Sculpture

*Cardboard Classics*

*"Crazy Daze" sidewalk sales downtown Gladstone*

*Jaycee's Duck Races*

*Summer National Acclaimed Fishing Tournaments*

*Sand Sculpture Contest*

*Old Fashion Christmas including the lighting of the  
City of Gladstone Christmas tree and Van Cleve Park  
displays*

**PARKS & RECREATION DEPARTMENT**  
**Short Term Improvement Schedule**  
**Less than Five Years**

<u>Year</u>	<u>Improvement</u>	<u>Cost &amp; Funding</u>
<b>2007</b>	a) Master Plan for Van Cleve Park	\$7,000 City,
	b) Playground Buckeye area	\$35,000. City, MNRTF, Local
	c) Conservation Subdivision	35,000. City, MNRTF
	d) Trail System	42,000. City MNRTF
	e) Bay Shore Ball Field Improvements	15,000. City Local
<b>2008</b>	a) Harbor improvements/expansion	3,5000.000. City Waterways, Bonding
	b) Tubing Shelter	20,000. City, Local
	c) Replace Picnic Tables	10,000 City, Local
	d) Sports Park Improvement/Expansion	350,000. City, Local MNRTF
<b>2009</b>	a) Electrical updates at Campground	50,000 City, MNRTF
	b) Playground on Bluff to include green space	75,000. City, Local MNRFT
	c) Soccer Fields/Improvement at the Sport Complex	100,000 City, Local MNRFT
<b>2010</b>	a) Fish cleaning Facility	50,000 City, Local MNRFT,
	b) Lagoon/Water Quality Improvements	175,000. City, Local MNRFT, Watershed Program, CMI
<b>2011</b>	a) Band Shell	35,000. Private
	b) Over/Under Pass on Hwy 41	2,000,000 under consideration

## **Five-Year Implementation Plan**

2007

### **Master Plan for Van Cleve Park**

Van Cleve Park is a natural 62-acre park with numerous recreational opportunities. A plan is needed to address development concerns. The limited space has to be utilized in a manner to serve the majority of the population. We plan to work with two agencies to develop a plan that will be a blue print for future use of the Park. This effort will be coupled with City funds and State grants requests.

### **Buckeye Playground**

The area known as the buckeye is an older area of Gladstone. The homes are single-family dwellings of mostly moderate-income young families. Currently an existing playground is in place: however the extremely outdated equipment is unusable. Recent commercial development has been built adjacent to the playground, which makes the site unfavorable. We plan to move the playground to a nearby city lot and create a playground that will serve children of age 2-12 with play equipment and a basketball court to serve all.

This effort will be coupled with City funds and State grants requests.

### **Conservation Sub-Division**

Gladstone residents have always enjoyed the natural beauty that surrounds the community in unspoiled landscapes. To preserve this the city commission has adopted a conservation subdivision ordinance. This is a simple plan that calls for an 80-acre parcel to be developed while disturbing as little as possible the surrounding natural landscape. It follows a couple of guidelines. Lot sizes are ½ acre and are bundled together to allow a minimum of 40 acres to be kept undisturbed and pristine. Infrastructure costs are radically reduced. Walking paths are kept natural thus creating a park like setting that requires little maintenance.

Conservation subdivision will be encouraged throughout the City whenever a parcel of at least 20 acres is subdivided. This will benefit the homeowners as well as all residents. Although Gladstone has traditional subdivisions we feel promoting Conservation Sub-Division is an alternative that fits with Gladstone's overall plan to create a community that's motto is "Year Round Playground".

This effort will be coupled with City funds and State grants requests.

### **Trail System**

The City of Gladstone has a "Major Trail" system plan in place. This ordinance requires all roadway repair or street construction along the Major Trail system to include a 4 foot wide path on both sides of roadway or six foot wide path on one side of roadway that will be constructed of concrete or asphalt. The major system will loop the entire city and connect to the state trail system. We also have a definition of our minor trail system. These are motorized and non-motorized systems that connect points of interest through out the city, no requirements for size were applied.

Keeping with the natural concept of the Conservation Subdivision an additional trail will connect the major and minor system to a non-motorized natural trail connecting to the state trail system. This trail will be part of the Conservation Sub- Division. This effort will be coupled with City funds and State grants requests.

### **Bay Shore Ball Field Improvement**

The Bay Shore ball field is in needs of new dugouts. This field is located in the City Park and is very visible. The field is used by adults and City and school run programs. The field is a positive attraction to our park and is inviting to park users for entertainment purposes. The look of the field is a direct reflection of our park and esthetically needs attention. This effort will be coupled with City funds and State grants requests.

**2008**

### **Tubing Shelter**

The Gladstone Sports Park Is unique by are ability to offer a tubing experience. The facility has three runs dedicated to tubing. The towrope, low cost and no required equipment makes this recreational activity inviting. The weather elements can be harsh and a shelter for the users would greatly enhance this activity. This shelter would have a fire pit, wind break, roof and seating. It would be an open-aired place to get out of the wind and warm next to a fire. This effort will be coupled with City funds and State grants requests.

### **Picnic Tables**

Van Cleve Park, City Park, Sports Park and Campground are open to the public and are used tremendously. The seating in all of these locations is dependent on picnic tables. With the exception of 20 tables all others must be replaced. The estimated number is 75. The compressed plastic tables are preferable we feel these will be durable and suitable for heavy public use. This effort will be coupled with City funds and State grants requests.

### **Sports Park Lodge Expansion/Upgrade**

Our existing facility affords skiers and spectators and opportunity to observe our various winter activities and enjoy one of the best views of Gladstone and Little Bay de Noc. The original facility in excess of 30 years old and is too small for the multipurpose it was originally intended.

The project will include renovation of the existing building plus the addition of a wing off the north side of the main room. This will increase overall capacity to 500. Improvements to kitchen, heating, and ventilation system will increase the usefulness of the facility.

During the off-season, the facility will be used to host weddings, small conferences and programmed recreational activities. This effort will be coupled with City funds and State grants requests.

**2009**

### **Harbor Improvement**

The City of Gladstone has taken the first step in our harbor project. An engineering study will be complete in April of 2007. This study will give us the information needed to make decisions on update and or expansion of the marina.

The existing docks at our marina were constructed in the early 1980's as part of a volunteer project. The docks were designed using two overlaying pipes as supports to allow for winter ice action. The basic theory was correct however the tolerance between the two pipes was minimal and eventually the pipes fused together. This coupled with the drastic change in the lake levels and now our current low water has made these docks difficult to maintain.

We are proposing changing out these docks with modern floating docks that work with fluctuating lake levels and provide a safe docking facility.

The other part of the study will determine if expansion will be feasible. The need for additional slip is needed and if financially possible an expansion project will be phased in.

The project will be funded through a combination of harbor capitol funds and the Michigan waterways.

### **South Bluff Neighborhood Playground**

With the addition of Tipperary Avenue and numerous new subdivisions, Gladstone's South Bluff area has seen tremendous growth in the last decade. In contrast to the North Bluff area, which enjoys numerous recreational opportunities such as the Sports Park and ball field complex, Cameron School, and the Gladstone Area High School, the South Bluff area in dire need of a neighborhood playground.

We are proposing a modern playground that would offer various types of activities. The playground would be designed to lend itself to various activities and age levels with emphasizes on equipment quality, proper surfacing, and ADA compliance.

To accomplish this goal we will seek the assistance from various service organizations and financial sources. This effort will be coupled with City funds and State grants requests.

### **Electrical Updates at Campground**

The Gladstone Campground has had numerous updates in the last two years. A state of the art restroom/office facility was built to 2006, ADA fire pits for the sites were added in 2005 and an aggressive tree replacement programs is adding 20 large trees a year. The park is in need of electric upgrades. The system is old and in need of repair and higher voltage is needed to accommodate the new larger units that use the park. This effort will be coupled with City funds and State grants requested.

### **Soccer Fields/Improvements Sports Complex**

The Sports complex is a 25-acre facility that is reserved for recreation. It is home to three ball fields' restrooms and concession building. A plan has been established to create two regulation soccer fields and two junior fields. Other projects include more restrooms, another concession and pavilion. One ball field in lighted and we are able to host state tournaments.

**2010**

### **Fish Cleaning Station**

The City of Gladstone is fortunate to be located on Little Bay de Noc. This body of water is considered prestige and abundant fishery. Every year we host many fishing tournament, which has a positive economic impact on the local health of our economy. We have plans to enhance the fishing experience by adding a state of the art fish cleaning station. This effort will be coupled with City funds, State grants and local fishing club.

### **Lagoon Improvement/Water Quality**

The lagoon in Van Cleve Park was constructed to help control storm water. Over the years it has become a site that is inviting to weddings, canoeing, picnics and home to much wildlife.

The low water in recent history has created out of control water plant growth that is unattractive. The lagoon needs to have a water control dam to keep levels high. The storm water will also be addressed at this time. Storm water outlet will be diverted from the harbor into the lagoon. A vortex will be added to capture sediment and debris before reaching the lagoon. Creating this system will enhance the quality of the harbors waters and bring the lagoon back to a picturesque focal point of the Park. This effort will be coupled with City funds and State grants requested.

2011

#### **Over/ Under Pass on Hwy 41**

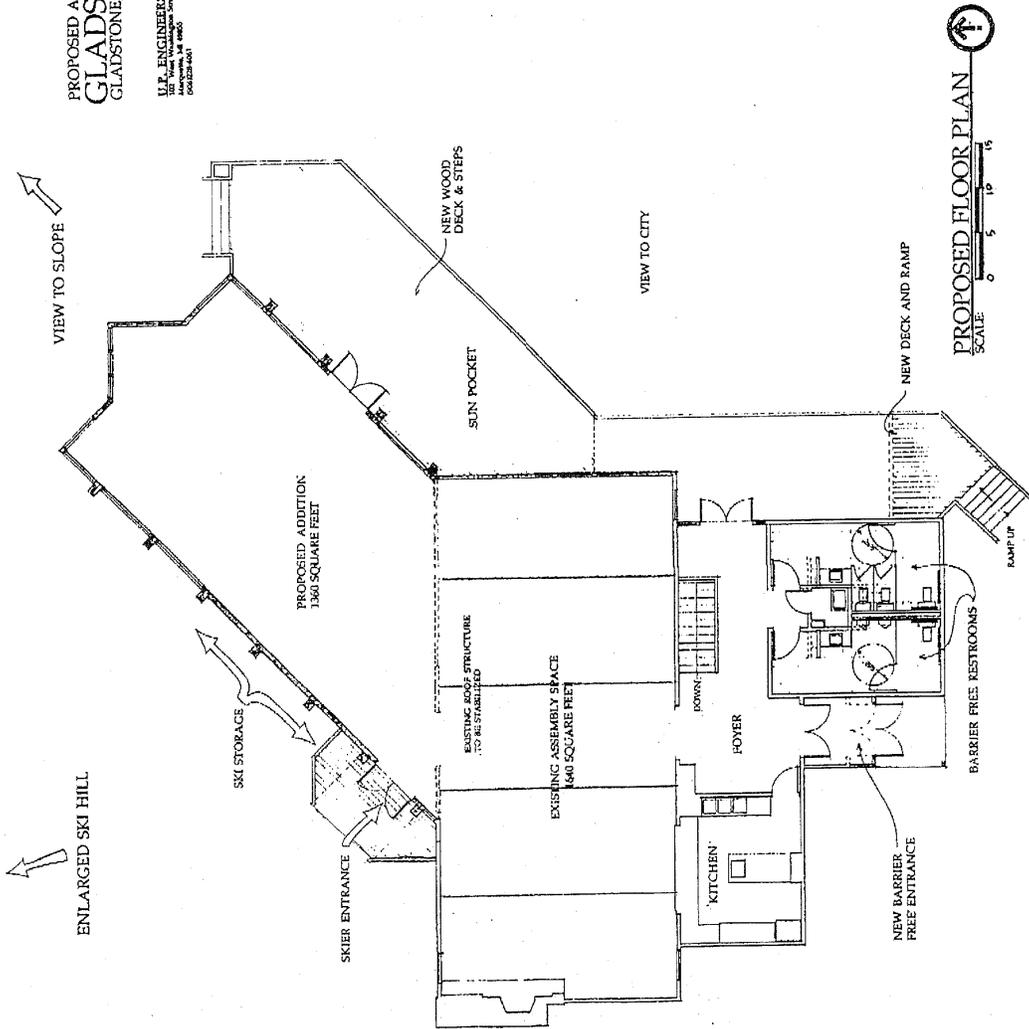
US Hwy 35& 41 divides the City of Gladstone. This major roadway creates a dangerous crossing. It is marked with a crosswalk, however an over/under pass would be preferable. These plan are in the discussion stage.

#### **Band Shell**

A venue to host events is in the planning stage. An open aired stage that is lighted will be added to the park. This band shell will be the home to tournaments, music shows, dedication, awards ceremonies and community events. The design is under consideration however will be unobtrusive to maintain the feel of the park. This effort will be coupled with City funds and State grants requested.

PROPOSED ADDITION TO THE  
**GLADSTONE SKI LODGE**  
 GLADSTONE, MICHIGAN

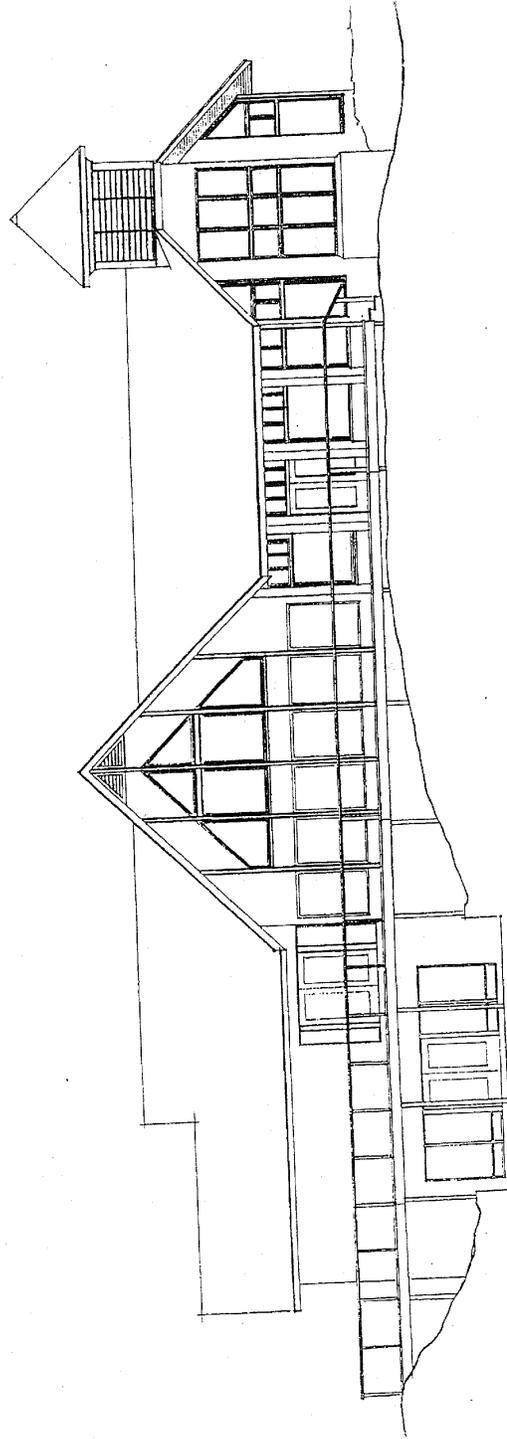
U.P. ENGINEERS & ARCHITECTS, INC.  
 1000 W. WASHINGTON ST.  
 ANN ARBOR, MI 48106  
 CONTACT: 734.769.1100



PROPOSED FLOOR PLAN  
 SCALE 0 5 10 15

PROPOSED ADDITION TO THE  
GLADSTONE SKI LODGE  
GLADSTONE, MICHIGAN

H.P. ENGINEERS & ARCHITECTS, INC.  
10000 W. GRAND AVENUE  
ANN ARBOR, MI 48106  
(313) 963-9441



EAST ELEVATION  
SCALE 1/8" = 1'-0"

-  
**RECREATION PROJECTS**  
**LONG TERM (5-10 YEARS)**

**PROJECT**

**COST & FUNDING**

**TENNIS COURTS:**

- |                                       |                          |
|---------------------------------------|--------------------------|
| 1. Develop courts in North Bluff area | \$85,000. (local & LWCF) |
| 2. Develop courts in South Bluff area | \$85,000. (local & LWCF) |

**PARK**

- |                           |             |
|---------------------------|-------------|
| 1. Water Fountain in Park | N/A (local) |
|---------------------------|-------------|

**MISCELLANEOUS:**

- |  |                                |
|--|--------------------------------|
| 2. Recreation Center to include in-door<br>volleyball, aerobics room, etc. | N/A (local & MNRTF)            |
| 3. Outer Harbor Break wall   | N/A (CDBG state Rec. )         |
| 4. Cultural Center   | \$500,000. (local & Waterways) |
|  | N/A                            |

**Recreation 2000/2001 Fiscal Year Budget**  
**(April 1<sup>st</sup>, 2001 – March 31<sup>st</sup>, 2002)**

**Recreation Income**

<b>Harbor</b>	
Harbor Seasonal Dockage	39,762.00
Transient Dockage	2,400.00
Daily Launch Permits	5,000.00
Seasonal Launch Permits	3,000.00
Boat Launch Violations	150.00
Gas & Oil Sales	20,000.00
Sewage Pump Outs	50.00
Miscellaneous	200.00
<b>Total Harbor</b>	<b>70,562.00</b>
<b>Sports Park</b>	
Sports Park Fees	45,000.00
Sports Park Building Rental	6,000.00
Concession Stand Revenues	13,000.00
Miscellaneous Income	2000.00
<b>Total Sports Park</b>	<b>66,000.00</b>
<b>Other Recreation</b>	
Pavilion Rental	1500.00
Gladstone Bay Campground	62,000.00
Beach Concession and Lessons	4,300.00
Ball Diamonds Revenue	900.00
Miscellaneous Recreation	1,500.00
<b>Total Other Recreation</b>	<b>70,200.00</b>
<b>Total Recreation</b>	<b>206,762.00</b>
<b>Recreation Expense</b>	
<b>Recreation Admin. Expense</b>	
Salary & Fringes	103,973.00
Postage	250.00
Materials & Supplies	1,000.00
Audit Expense	550.00
Telephone	1,400.00
Transportation & Lodging	600.00
Insurance – Liability	85.00
Computer Rental	500.00
Copier Rental	650.00
Equipment Rental	1,240.00

Education & Training	500.00
Miscellaneous	40.00
<b>Total</b>	<b>110,788.00</b>
<b>Harbor</b>	
Salary & Fringes	16,010.00
Materials & Supplies	2,000.00
Charge Card Fees	550.00
Gasoline & Oil	20,000.00
Boat Launch	2,500.00
Telephone	500.00
Cable & Internet	200.00
Printing & Publishing	500.00
Insurance & Liability	900.00
Insurance – Building	60.00
Utilities	1,500.00
Equipment Rental	800.00
Education & Training	500.00
Miscellaneous	100.00
Capital Outlay	5,000.00
<b>Total</b>	<b>51,120.00</b>
<b>Beach</b>	
Salary & Fringes	19,000.00
Materials & Supplies	3,000.00
Concession Expenses	3,000.00
Telephone	500.00
Insurance Liability	225.00
Insurance – Building	475.00
Utilities	1,000.00
Natural Gas	1,000.00
Equipment Rental	2,000.00
Education & Training	250.00
Capital Additions	600.00
<b>Total</b>	<b>31,050.00</b>
<b>Skate &amp; Snowmobile Facilities</b>	
Salary & Fringes	5,790.00
Materials & Supplies	500.00
Insurance Liability	300.00
Utilities	650.00
Equipment Rental	500.00
Capital Outlay	1,000.00
<b>Total</b>	<b>8,740.00</b>

<b>Park</b>	
Salary & Fringes	2,153.00
Materials & Supplies	
Insurance – Liability	300.00
Insurance – Building	225.00
Utilities	2,600.00
Garbage Collection	2,000.00
Contracted Services	1,000.00
Equipment Rental	8,000.00
Miscellaneous	50.00
Capital Additions	6,600.00
<b>Total</b>	<b>46,308.00</b>
<b>Other Recreational Facilities</b>	
Salary & Fringes	2,350.00
Materials & Supplies	1,000.00
New Pavilion	100.00
Ball Diamonds	1,000.00
Kid's Kingdom	2,500.00
Neighborhood Parks	9,500.00
Pfotenhauer Park	4,000.00
Gazebo	200.00
Insurance – Building	100.00
Utilities	900.00
Natural Gas	1,200.00
Sports Park Ball Field Garbage Collection	640.00
Capital Additions	0
<b>Total</b>	<b>23,490.00</b>
<b>Sports Park</b>	
Salary & Fringes	46,004.00
Materials & Supplies	7,000.00
Concession Purchases	9,000.00
State Licensing Fees	525.00
Telephone	600.00
Printing & Publishing	500.00
Insurance – Liability	5,400.00
Insurance – Building	340.00
Electric	2,600.00
Natural Gas	2,800.00
Water & Sewer	3,500.00
Garbage Collection	1,920.00
Equipment Rental	4,000.00
Capital Additions	8,500.00

Ski Hill Principle	25,000.00
Ski Hill Interest	6,120.00
<b>Total</b>	<b>123,809.00</b>
<b>Campground</b>	
Salary & Fringes	17,500.00
Materials & Supplies	3,000.00
Charge Card Fees	550.00
Telephone	400.00
Printing & Publishing	1,000.00
Insurance – Building	20.00
Utilities	7,000.00
Garbage Collection	2,000.00
Equipment Rental	2,000.00
Capital Outlay	11,500.00
<b>Total</b>	<b>44,970.00</b>
<b>Recreation Equipment Maintenance</b>	
Salary & Fringes	200.00
Tools	800.00
Materials & Supplies	100.00
<b>Total</b>	<b>1,100.00</b>
<b>Recreation Programs &amp; Services</b>	
Salary & Fringes	9,500.00
Materials & Supplies	2,000.00
Utilities	80.00
Equipment Rental	400.00
<b>Total</b>	<b>11,980.00</b>
<b>TOTAL RECREATION EXPENSE</b>	<b>453,355.00</b>
<b>RECREATION INCOME</b>	<b>206,762.00</b>
	<b>246,593.00</b>

-

## AKNOWLEDGMENTS

### **Gladstone Recreation Board**

Russ Hall  
Cathy Sjoquist  
Anne Pfothenhauer  
Roger Humpula  
Dan Wydra  
Robert Bosk  
Jim Tochterman

### **Gladstone City Commission**

Tom Sinnaeve  
Dave Cowen  
Jim McKnight  
Phil Griebel  
Hugo Mattonen

### **Staff**

Brant Kucera, City Manager  
Nicole Sanderson, Director of Parks and Recreation



# **GLADSTONE ECONOMIC DEVELOPMENT CORPORATION MASTER PLAN**

## **Purpose**

The Corporation is organized and incorporated as authorized by and pursuant to the Economic Development Corporation Act (Act 338, Public Acts of 1974, as amended). The purpose for which the corporation is created is to alleviate and prevent conditions of unemployment; to assist and retain local industries and commercial enterprises; to strengthen and revitalize the economy of the City of Gladstone and of the State of Michigan; to provide means and methods for the encouragement and assistance of industrial and commercial enterprises in locating, purchasing, construction, reconstruction, modernizing, improving, maintaining, repairing, furnishing, equipping and expanding in the City of Gladstone; to encourage the location and expansion of commercial enterprises to more conveniently provide needed services and facilities of the commercial enterprises to the City of Gladstone and the residents thereof.

## **Future Plans for North Bluff Industrial Park**

- Continue the infrastructure throughout the park including but not limited to water, wastewater, electric, paving, fiber optic cable and broadband.
- Rezone northern portion of park to residential.
- Market remaining vacant land for development.

CITY OF GLADSTONE  
DEVELOPMENT AND  
TAX INCREMENT FINANCING PLAN

CITY OF GLADSTONE  
DOWNTOWN DEVELOPMENT AUTHORITY  
DECEMBER, 1992

CITY OF GLADSTONE DOWNTOWN DEVELOPMENT AUTHORITY

Development  
and  
Tax Increment Financing Plan

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TAX INCREMENT FINANCING PLAN

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- Legal Description
- Parcel Numbers and Assessed Valuations
- Development Area Map
- Existing Land Use Map
- Development Plan

## INTRODUCTION

In order to take an active role in economic revitalization and facilitate downtown development and opportunities associated with vacant or underutilized commercial and industrial areas, the City of Gladstone established a Downtown Development Authority (DDA). DDA's are authorized by the State of Michigan (P.A. 197 of 1975) to plan and implement revitalization and improvement programs.

The City of Gladstone Downtown Development Authority has prepared this Development and Tax Increment Financing Plan in accordance with Public Act 197 of 1975. The purpose of this Plan is to establish and finance a development program for the improvement and economic development of commercial and industrial areas in the City of Gladstone.

## DEVELOPMENT PLAN

### A. Development Area Boundaries

The development area encompasses the entire DDA District. A boundary map and legal description is included in the Appendix.

### B. Existing Land Use

The development area includes a mix of land uses, including downtown and highway commercial, and industrial. A Land Use Map is included in the Appendix.

### C. Improvement Program

This section of the Development Plan provides a general improvements program. The program focuses upon upgrading public infrastructure that will encourage private development, investment, and the creation of jobs.

The Improvement Program is outlined below:

## DOWNTOWN

Downtown Gladstone was at one time a prosperous and busy commercial district. Changes in economic base, the decline of the residential population, shopping habits, and increased competition from regional discount chain stores, has contributed to the decline of business in Gladstone. The result is numerous vacant retail spaces, blighted buildings, and the poor condition of public infrastructure, such as streets, curbs, and sidewalks.

A key to the revitalization of Downtown Gladstone is to focus upon new markets by creating a positive and new image to attract numbers of people and new retail and service businesses. Upgrading public infrastructure, encouraging building renovations, and taking an active role in the redevelopment of blighted and vacant properties, are key elements in the Improvement Program.

Specific projects are outlined below:

Streetscape/Beautification:

New sidewalks, lighting, signage and trees will improve downtown's image, public appeal and safety. Delta Avenue and downtown side streets are proposed for improvement.

Parking:

Off-street parking lots are needed throughout downtown. Land will be acquired as it becomes available and parking lots constructed.

Storefront Improvement Program:

An incentive program should be initiated to encourage appropriate design of storefront facade improvements, guided by an overall theme plan.

Signage System:

An overall community signage system needs to be planned and developed to provide attractive and functional direction for visitors.

Delta Avenue Turn Lane:

To enhance the downtown entry from US-2/41, a turn lane is proposed.

Waterfront Linkage:

Street, sidewalk, lighting and landscape improvements are proposed for 9th Street, in order to provide a visual and functional linkage with Gladstone's waterfront.

Community Library:

A public library is of great benefit to the City and a downtown. There is community support for locating such a facility in downtown Gladstone. The DDA can assist with the development of a public library in downtown Gladstone.

WATERFRONT

The City's location on Little Bay de Noc provides a number of opportunities for economic development and improving the quality of life in the City. Proposed improvements are outlined below:

Marina Expansion:

Extending the breakwall at the City marina would provide room for expansion.

Waterfront Park Improvements:

Proposed Van Cleave Park improvements include parking near the kids kingdom play area and waterfront development.

Campground Expansion:

Growth of the sport fishing industry in Gladstone has created a demand for more RV campsites. The existing camping facility should be expanded to accommodate this growth.

Waterfront Trail:

A non motorized trail should be developed to provide a continuous pathway around the City on the waterfront.

Industrial Site Development:

The existing coal dock facility should be improved to enhance this location for marine-oriented industrial development.

Waterfront Development Site:

A large vacant developable site exists along the waterfront on the northeast side of the City. This site should be planned and marketed for mixed-use development to include waterfront-oriented commercial and residential development. Access, utility, and shoreline improvements will need to be carried out by the City and DDA to enhance this development site.

North-end Sewer Extension:

A sewer extension along the lakeshore towards Kipling is needed to solve existing wastewater problems and to allow growth in this resort-oriented area.

U.S. HIGHWAY 2/41

Gladstone's location on US Highway 2/41 gives the City excellent access and exposure. Development opportunities are very limited along the highway because of a lack of developable land. Instead, the community needs to encourage wise development of the available sites and use the highway corridor to create interest in the City.

Minneapolis Street Extension:

An extension of Minneapolis Street to US-2/41 will improve access to Gladstone and allow development of an adjacent vacant parcel of land for commercial land use.

Town Entrance/Focal Points:

Defining the entrances to the City and focal points increases awareness of and pride in the City. Entrances are suggested for the north and south side of the City on US-2/41.

Focal points should be established at the junctions of US-2/41 and Lake Street, Delta Avenue and Fourth Avenue North (M-35).

Landscaping and special signage are proposed for entrances and focal points.

Rest Stop and Information Center:

An information center with public restrooms on US Highway 2/41 could serve several purposes. It could provide travelers with rest facilities and information on the City and area attractions. It could also provide an attractive buffer between the rail yards and the highway. The logical location for the information center is at the existing steam railroad locomotive display.

### REDEVELOPMENT ACTIVITIES

As opportunities present themselves, the DDA may actively pursue the development of key properties. Acquisition, site cost write-downs, site work, rehabilitation, leasing arrangements, etc., are allowed by P.A.197 of 1975 and are appropriate DDA activities.

D. Project Cost Data

Preliminary cost information for the improvement program has been compiled for planning purposes and is listed below:

<u>PROJECT</u>	<u>ESTIMATED COST</u>
<u>Downtown</u>	
Streetscape/Beautification	\$1,500,000
Parking	100,000
Storefront Improvement Program	100,000
Signage System	25,000
Delta Avenue Turn Lane	50,000
Waterfront Linkage	150,000
Community Library	500,000
Subtotal Downtown Projects:	<u>\$2,650,000</u>
<u>Waterfront</u>	
Marina Expansion	\$500,000
Park Improvements	200,000
Campground Expansion	50,000
Waterfront Trail	150,000
Industrial Site Development	250,000
Development Site	500,000
North-end Sewer Extension	150,000
Subtotal Waterfront Projects:	<u>\$1,800,000</u>
<u>US Highway 2/41</u>	
Minneapolis Street Extension	\$100,000
Town Entrance/Focal Points	50,000
Rest Stop/Information Center	250,000
Subtotal US 2/41 Projects:	<u>\$400,000</u>
<b>TOTAL ALL PROJECTS:</b>	<b>\$4,850,000</b>

- E. Project Schedule  
The projects will be implemented as funds become available. The TIF Plan will have a 30 year time frame.
- F. Open-Space  
The Development Plan provides for recreational development along Little Bay de Noc.
- G. Transactions Between City and DDA  
The DDA and City will work cooperatively on improvements and development of the City. No specific transactions are noted at this time.
- H. Zoning  
No zoning changes are proposed at this time in the Development Area.
- I. Project Financing  
Financing the projects included in this plan will be on a "pay as you go" basis. Projects will be constructed as funds are accumulated over time. TIF revenues may also be used to match Federal and State grants. Bonds may be sold with TIF revenues pledged for repayment, as provided by P.A. 197 of 1975.
- J. Residential/Business Displacement and Relocation  
No residential or business displacement is anticipated at this time.

#### TAX INCREMENT FINANCING PLAN

In order to finance the public improvements identified in the Development Plan, the Downtown Development Authority is proposing the use of Tax Increment Financing (TIF) as authorized by Public Act 197 of 1975. Simply stated, TIF allows the capture of tax dollars generated by new private development projects and improvements for financing necessary for public improvements.

In order to use TIF, a Downtown Development Authority must follow a public and legal process. A Development and TIF Plan must be prepared in accordance with Public Act 197 of 1975. A public hearing before the City Commission must be scheduled and public notices published, posted and mailed in accordance with the Act. A reasonable opportunity must be provided to the County Board of Commissioners and to members of the Board of Education for comment. The public hearing shall allow for public comment on the plan and all aspects of the plan shall be open for discussion.

After the public hearing on the Development and Tax Increment Financing Plan, the City Commission shall determine whether the program constitutes a public purpose. If it determines that a public purpose is served, it shall then approve the plan by ordinance based upon the following considerations, as set for in Public Act 97 of 1975:

- a) The findings and recommendation of a development area citizens council, if a development area citizens council was formed.
- b) The plan meets the requirements set forth in Section 17(2) of Public Act 197 of 1975.

- c) The proposed method of financing the development is feasible and the Authority has the ability to arrange the financing.
- d) The development is reasonable and necessary to carry out the purposes of this Act.
- e) The land included within the development area to be acquired is reasonably necessary to carry out the purposes of the plan and of this Act in an efficient and economically satisfactory manner.
- f) The Development Plan is in reasonable accord with the Master Plan of the municipality.
- g) Public services, such as fire and police protection and utilities, are or will be adequate to service the project area.
- h) Changes in zoning, streets, street levels, intersections, and utilities are reasonably necessary for the project and for the municipality.

All amendments to an approved Development and Tax Increment Finance Plan must be submitted by the Downtown Development Authority to the City Commission for approval or rejection.

#### DETERMINATION OF TAX INCREMENT

In accordance with Public Act 197 of 1975 Section 14(1), the following definitions shall apply to this section of the plan:

- a) "Captured Assessed Value" means the amount in any one year, by which the current assessed value of the project area exceeds the initial assessed value.
- b) "Initial Assessed Value" means the most recently assessed value of all the taxable property within the boundaries of the development area at the time the ordinance establishing the tax increment financing plan is approved. Property exempt from taxation at the time of the determination of the initial assessed value shall be included as zero.

The initial assessed value of all real and personal taxable property within the boundaries of the Development Area is \$7,658,900. Using construction cost estimates, it is possible to estimate the assessed valuation of new development projects proposed or under construction which will be added to the Development Area assessed valuation, resulting in a 1993 assessed value that is greater than the initial assessed value (+ \$1,302,900). This difference is called the captured assessed value. The tax increment amount is that portion of the tax levy of all taxing bodies paid each year on real or personal property in the Development Area on the captured assessed value. This tax increment is to be transmitted by the City and County Treasurers to the Downtown Development Authority for the development program in accordance with the tax increment financing plan. The estimated tax increment is determined as follows:

Initial Assessed Valuation:	\$7,658,900
(+) (Private Projects)	+1,352,550
New District Assessed Valuation:	\$9,011,450
(-) Initial A.V.	<u>-7,658,900</u>
Capture Assessed Value:	\$1,352,550
Tax increment: \$1,352,550 (CAV) x 64.52* (LEVY) = \$87,266 (to be used for public improvements program)	

NOTE: The Gladstone DDA is not proposing to use millage pledged for school debt retirement for the calculation of tax increment revenues.

ESTIMATE OF IMPACT ON OTHER JURISDICTIONS

Based upon the assumptions above, the estimate of the 1992 impact on other taxing jurisdictions is as follows:

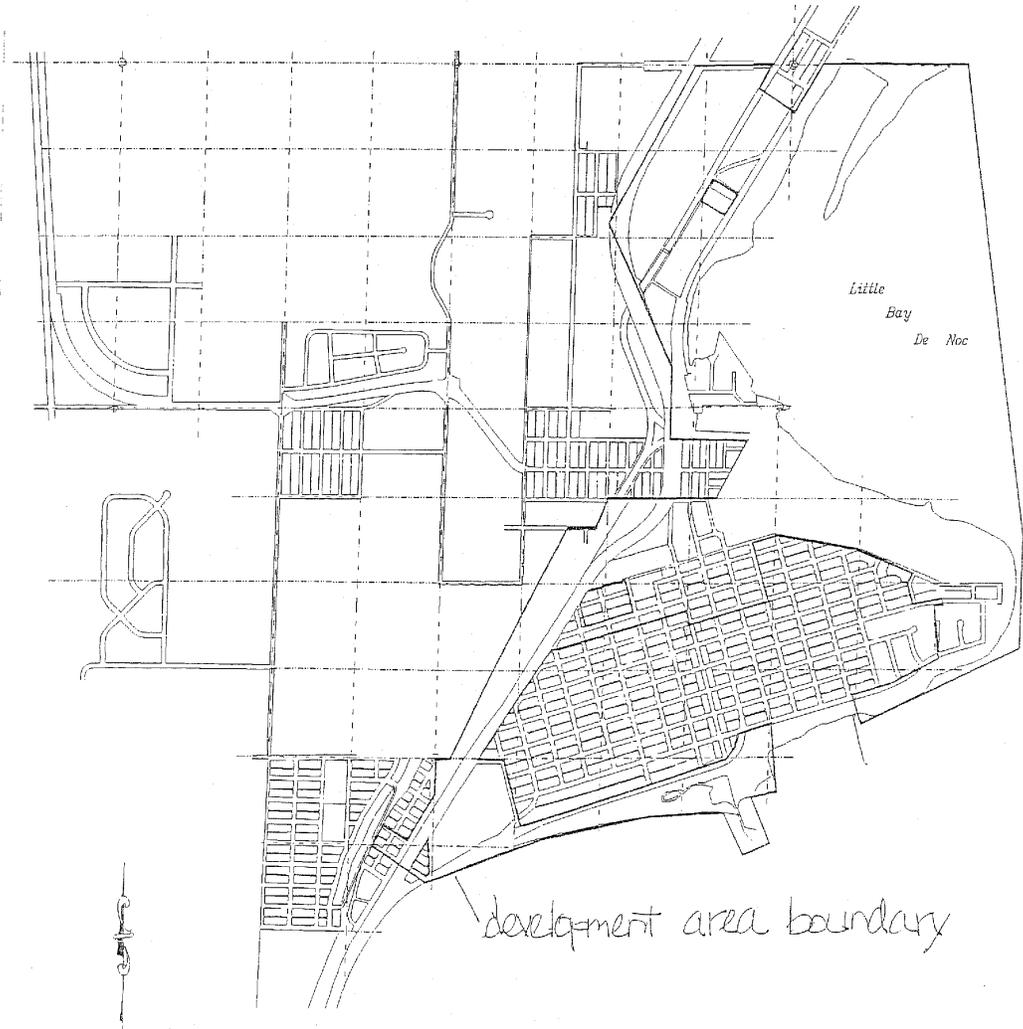
<u>Jurisdiction</u>	<u>Mill Levy</u>	<u>Tax Increment</u>
City of Gladstone	17	22,993
Gladstone Schools	35.27*	47,704
Intermediate School District	2.65	3,584
Delta County	5.45	7,371
Sheriff Patrol	.9	1,217
Senior Citizen Program	.6	811
Pinecrest Med. Care Facility	.15	202
Community College	1.5	3,381
	<u>64.52</u>	<u>87,263</u>

COMPARISON OF TAXING JURISDICTION AND DDA DISTRICT SEV

<u>Taxing Jurisdiction</u>	<u>1992 SEV</u>	<u>DDA District SEV</u>	<u>% in DDA District</u>
City of Gladstone	36,027,000	7,658,900	21.0%
Gladstone Schools	77,196,466	7,658,900	9.9%
ISD	544,526,513	7,658,900	1.4%
Delta County	438,680,767	7,658,900	1.7%

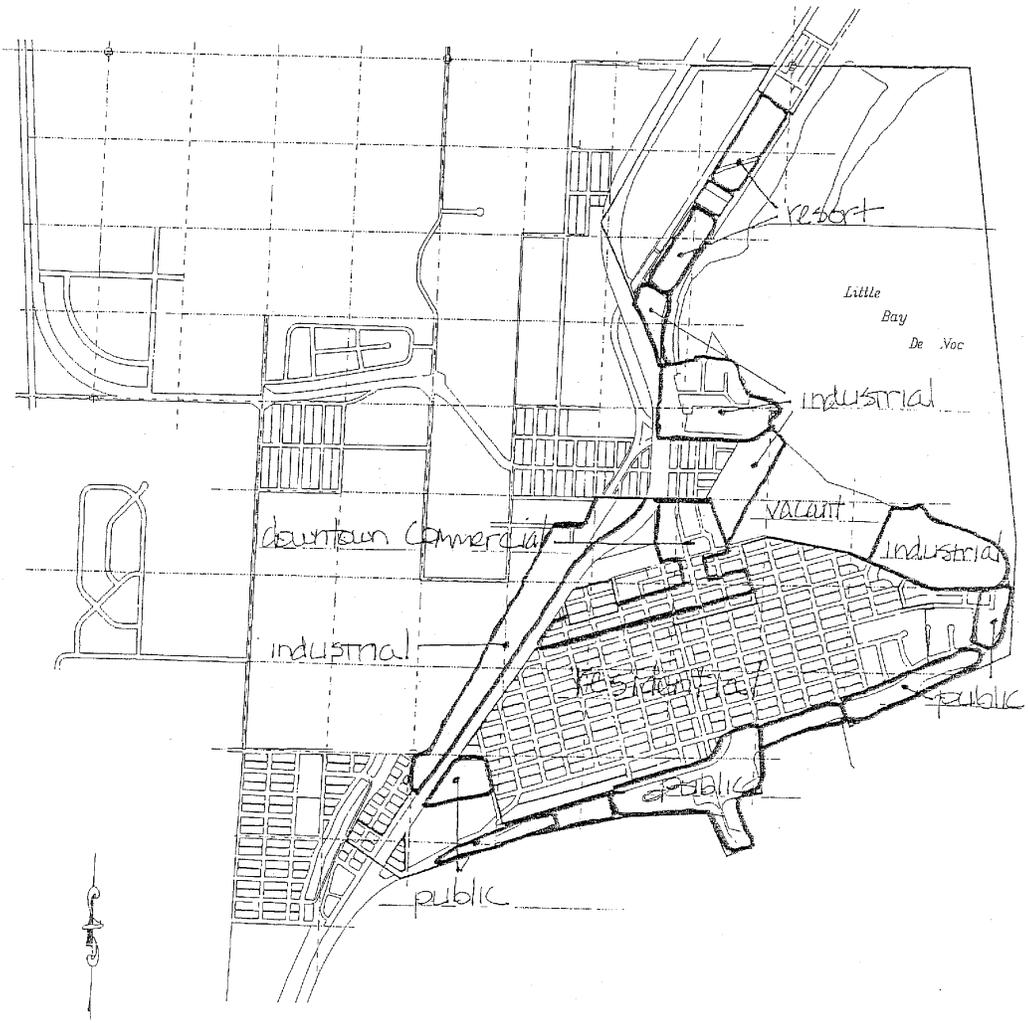
\*excludes voted school millage for debt retirement.

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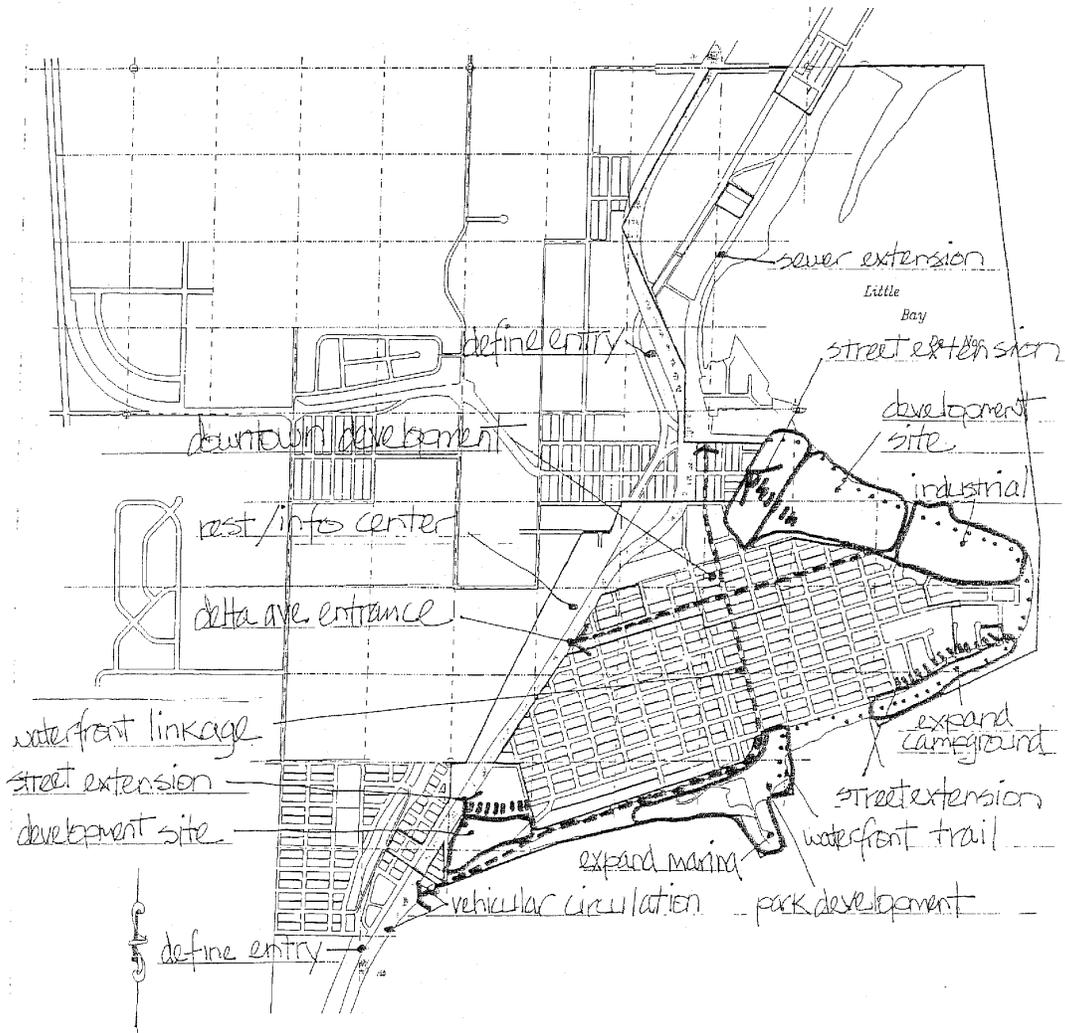
DEVELOPMENT AREA  
Development and TIF Plan

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# LAND USE

Development and TIF Plan  
CITY OF CLARK COUNTY



# DEVELOPMENT PLAN

Development and TIF Plan  
 City of Gladstone, OR

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