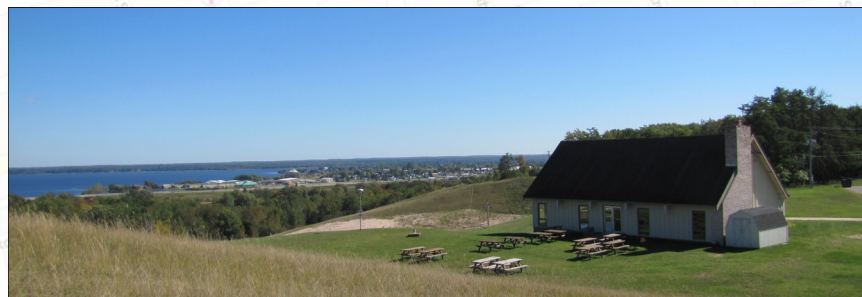
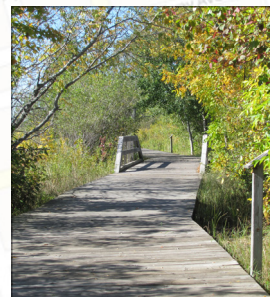


CITY OF GLADSTONE MASTER PLAN UPDATE 2015



Adopted April 7, 2015

Assisted by:

clearzoning

ACKNOWLEDGEMENTS

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Citizens of Gladstone

Clearzoning, Inc.



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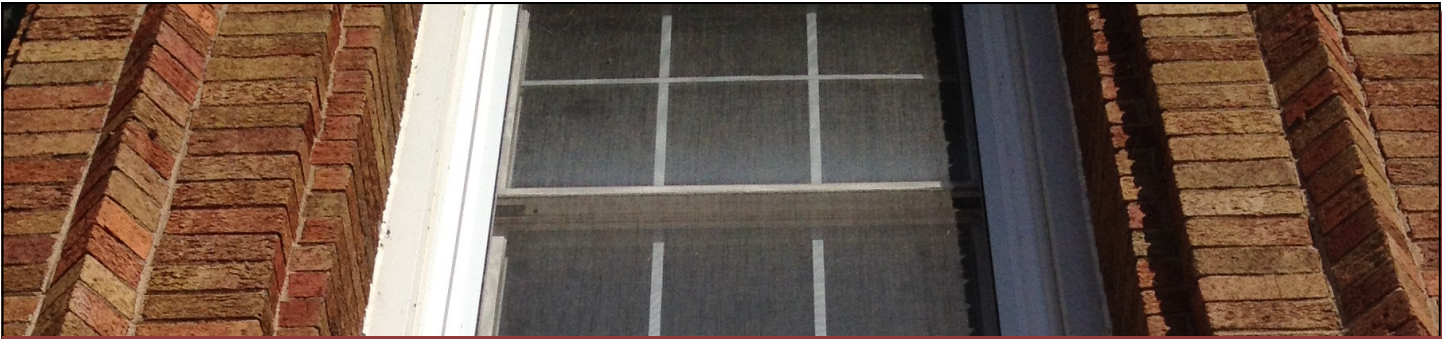
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INTRODUCTION



This 2014 Master Plan is an update to the vision established in the city’s 2007 Master Plan. It assesses the plan’s vision and direction in the context of current demographic data and provides updated information about existing conditions.

The City of Gladstone Master Plan offers an opportunity to direct new development in the city through the establishment of goals, objectives, strategies, and plans. The Master Plan is comprehensive, providing for future land use, housing, preservation, and transportation in a coordinated fashion. It is a clear statement of community goals and objectives that establishes a vision of the future, and includes plans to achieve the vision. In addition, the Plan promotes a land use pattern that is consistent with the community’s goals.

The information and concepts presented in the Master Plan are used by the Planning Commission and City Commission to guide local decisions regarding public and private uses of land and the provision of public facilities and services. The Master Plan, however, is a living set of policies, strategies and plans to enhance and improve a community over a long planning horizon. While the Zoning Ordinance and Zoning Map regulate current and proposed land use, it is the Master Plan, its maps, and policy statements that guide land use decision-making for the next 10-20 years.

Why Prepare a Master Plan?

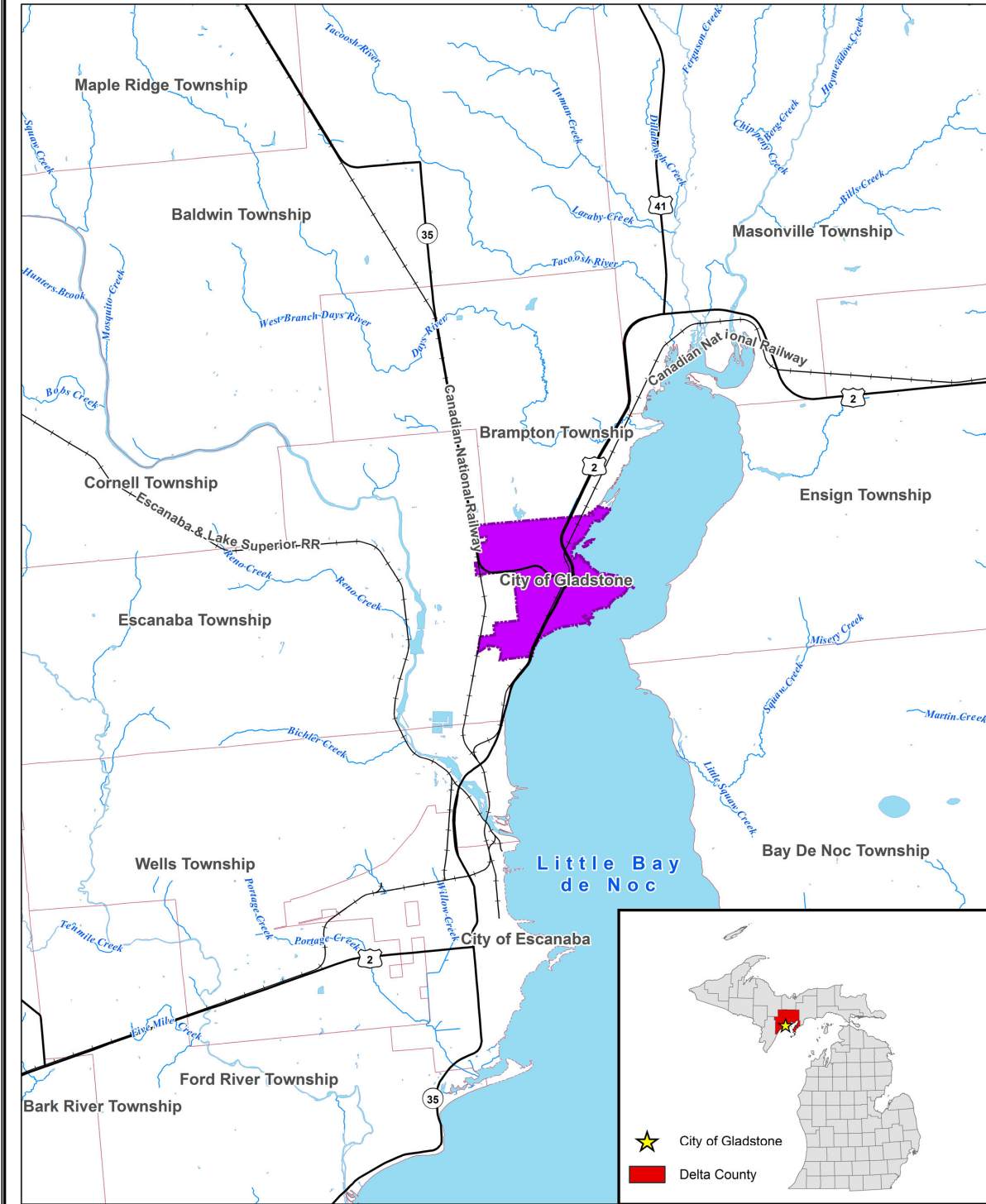
Per the Michigan Planning Enabling Act of 2008, “A local unit of government may adopt, amend, and implement a master plan as provided in this act.” The Michigan Zoning Enabling Act of 2006 additionally requires that the zoning ordinance be based upon a plan designed to promote the public health, safety, and general welfare.

Zoning is a regulatory mechanism for controlling the classification and regulation of land use. It has the force of law. The Master Plan is not an ordinance, does not change the zoning of anyone’s property, and does not have the force of law. It is a set of policies, strategies and plans to enhance and improve the community over a long-range planning horizon. While the Zoning Ordinance and Zoning Map regulate current land use, the Master Plan and its maps and policy statements are intended to guide future land use decision-making. The Master Plan is the community’s “vision,” while the Zoning Ordinance governs the path to that vision. With a Master Plan in place, zoning decisions consistent with the Plan and Ordinance are presumed by the courts to be valid.

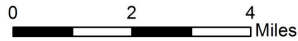


Location Map

City of Gladstone
Delta County, Michigan



City of Gladstone



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Sources: Michigan Geographic Data Library, DOI, and USGS
Created October 30, 2014

1 INTRODUCTION

2 BACKGROUND

3 VISION & GOALS

4 FUTURE LAND USE

5 IMPLEMENTATION



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BACKGROUND & EXISTING CONDITIONS





A. City Character & Regional Setting

Located in Delta County on Lake Michigan's Little Bay de Noc, the City of Gladstone is a small town with a long history as a hub of the Upper Peninsula's resource-based economy. First settled in 1859 and incorporated as a city in 1889, Gladstone boasts scenic shoreline, a traditional downtown, and excellent access to natural areas. Split into eastern and western halves by a dramatic bluff, the city is largely residential in character, with a significant industrial corridor centered on US Route 2/41 and the Canadian National Railroad, which run parallel to each other through the city below the bluff.

The only other major population center in Delta County is the City of Escanaba, located seven miles to the south on US Route 2/41. Many Gladstone residents work in Escanaba, and the two cities have both experienced difficulty at times due to the decline of the industrial and resource economies. Gladstone has worked to diversify its economy, and after a population recovery during the 1990s, has remained relatively stable and resilient, weathering the 2008 economic crisis more strongly than much of Michigan.

Though Gladstone's location is remote, the railroad, US highways, nearby Delta County Airport, Michigan Route 35, and a natural deep water port connect the city strongly to the rest of the United States. The city is among the premier walleye fishing destinations in the country, and its location on the Lake Michigan shore lends it a warmer climate than much of the rest of the Upper Peninsula.



B. Demographics

Table 1: Population Change in Gladstone and Surrounding Communities, 1990-2010

Population	1990	2000	% Change	2010	% Change
Gladstone	4,565	5,032	10.2%	4,973	-1.2%
Escanaba	13,659	13,140	-3.8%	12,616	-4.0%
Escanaba Township	3,340	3,587	7.4%	3,482	-2.9%
Brampton Township	1,142	1,090	-4.6%	1,050	-3.7%
Wells Township	5,159	5,044	-2.2%	4,885	-3.2%
Delta County	37,780	38,520	2.0%	37,069	-3.8%
Michigan	9,295,297	9,938,444	6.9%	9,883,640	-0.6%

Source: US Census, 1990, 2000, 2010

The City of Gladstone's population has fluctuated over the decades, rebounding in the 1990s after a sharp decline during the 1970s. From 2000 to 2010, the city lost 59 residents, or 1.2% of its population. Gladstone's population loss outpaced that of Michigan, but was less severe than any of the surrounding communities or Delta County as a whole, as seen in Table 1.

Table 2: Population by Age, City of Gladstone, 2000 and 2010

	2000	% Total	2010	% Total	% Change
Under 5 Years	315	6.3%	293	5.9%	-7.0%
5-9 Years	323	6.4%	303	6.1%	-6.2%
10-14 Years	382	7.6%	345	6.9%	-9.7%
15-19 Years	373	7.4%	306	6.2%	-18.0%
20-24 Years	228	4.5%	202	4.1%	-11.4%
25-34 Years	547	10.9%	792	15.9%	44.8%
35-44 Years	747	14.8%	577	11.6%	-22.8%
45-54 Years	676	13.4%	698	14.0%	3.3%
55-64 Years	487	9.7%	670	13.5%	37.6%
65-74 Years	478	9.5%	486	9.8%	1.7%
75 Years +	476	9.5%	563	11.3%	18.3%
Total	5,032		4,973		-1.2%

Source: US Census, 2000, 2010

While the city's population changed very little in size from 2000 to 2010, changes within the population saw the city getting older, with a ten percent increase in the senior population and a ten percent decrease in the population aged 0-19. This is roughly in line with shifts across Michigan and the United States, which show a generally aging population.



Table 3: Children, Seniors, and 25-34s, Gladstone and Michigan

	2000	% Total	2010	% Total	% Change
Gladstone 0-19	1,393	27.7%	1,247	25.1%	-10.5%
Michigan 0-19	2,884,065	29.0%	2,648,885	26.8%	-8.2%
Gladstone 25-34	547	10.9%	792	15.9%	44.8%
Michigan 25-34	1,362,171	13.7%	1,164,149	11.8%	-14.5%
Gladstone 65+	954	19.0%	1,049	21.1%	10.0%
Michigan 65+	1,219,018	12.3%	1,361,530	13.8%	11.7%

Source: US Census, 2000, 2010

However, while the state saw a 14.5% decrease in the population aged 25-34, Gladstone saw a substantial increase in this age group, as shown in Table 3. This age group includes the population that is most likely to be starting families. Gladstone Area Public Schools serve the City of Gladstone, Brampton Township, and Escanaba Township with a total enrollment of about 1500 in the 2012-2013 school year; population loss in all three jurisdictions threatens to hurt enrollment in the school system. If the city can retain a significant portion of its current 25-34 population and continue to attract new residents in this age group, it is possible that the rate of decrease in the population of children could slow or even reverse over the long term.

Furthermore, the population of 25 to 34-year-olds in Gladstone has completed a college degree at a much higher rate (24.3 percent) than the general population of Delta County (17.9 percent) and the Upper Peninsula (14.5 percent). This relatively high level of educational attainment could be of interest to employers who require college degrees for certain positions and are seeking to locate facilities in the region. Gladstone may be able to capture some of these firms with the right outreach strategy.

Race and Ethnicity

Over 95 percent of the population of Gladstone is white. The most common racial identity other than white is Native American, with 1.9 percent of the population identifying itself in this category. When mixed-race individuals claiming some Native American ancestry are included, this number rises to three percent. One percent of Gladstone's population identifies as Hispanic or Latino.



C. Housing

Gladstone had modest homebuilding activity from 2000 to 2010 for a community of its size, adding about 150 units. However, this expansion of the housing inventory coincided with a slight loss of population, spurring a rise in vacancy. One in ten housing units in Gladstone was vacant in 2010, as shown in Table 4.

	2000	% Total	2010	% Total	% Change
Occupied	2,126	93.1%	2,182	89.8%	2.6%
Vacant	163	7.1%	249	10.2%	52.8%
Owner-Occupied	1,683	79.2%	1,676	76.8%	-0.4%
Renter-Occupied	443	20.8%	506	23.2%	14.2%
Total	2,284		2,431		6.4%

Source: US Census, 2000, 2010

The city’s rental rate rose slightly from 2000 to 2010, reflecting a nationwide increase. Still, the vast majority of homes in the city remain owner-occupied, at nearly 77 percent. As shown in Table 5, nearly four out of every five homes in the city is a single-family detached structure. Overall, less than ten percent of Gladstone’s housing stock was built since 2000; nearly a third of all homes in the city were built prior to 1940.

	Number	% Total
Total	2,498	
Single-Family Detached	1,971	78.9%
Multi-Family	366	14.7%
Mobile Home	161	6.4%

Source: 2011 American Community Survey



Multi-family housing on Lake Shore Drive.



D. Economics

When reviewing economic figures spanning the years from 2000 to 2010, it is important to frame them in the context of the 2008 global economic downturn, which negatively affected the vast majority of cities in the United States.

Income

Median household income dropped across the United States from 2000 to 2010, and Gladstone also experienced a decrease. However, Gladstone's losses in income were not nearly as severe as the losses of Michigan as a whole (see Table 6).

Table 6: Income, 2000-2010

	2000*	2010	% Change
Gladstone			
Median Household Income	\$43,990	\$41,458	-5.8%
Per Capita Income	\$22,759	\$20,629	-9.4%
Delta County			
Median Household Income	\$44,637	\$41,951	-6.0%
Per Capita Income	\$23,638	\$22,064	-6.7%
Michigan			
Median Household Income	\$56,392	\$48,432	-14.1%
Per Capita Income	\$28,071	\$25,135	-10.5%

*All dollar figures in 2010 dollars.

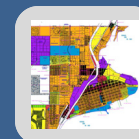
Source: US Census, 2000, 2010

Though it weathered the economic storm relatively well, Gladstone still saw an increase in its poverty rate (see Table 7). Children in particular are more likely to be living in poverty today than in 2000. Unusually, Gladstone actually saw the rate of poverty among seniors decrease from 2000 to 2010. In general, Gladstone has fared better than both Michigan and the Upper Peninsula as a whole.

Table 7: Poverty Rate, 2000-2010

	2000 Overall	2010 Overall	2000 65 +	2010 65+	2000 Under 18	2010 Under 18
Gladstone	10.2%	12.7%	9.5%	7.2%	14.2%	18.9%
Delta County	9.5%	12.7%	9.2%	8.1%	11.1%	16.4%
Michigan	10.5%	14.8%	8.2%	8.3%	13.9%	20.5%

Source: US Census, 2000, 2010



Employment

While the economic crisis did not spare Gladstone, the city’s job market has rebounded well, with unemployment falling to 5.5 percent by 2012, less than half the statewide rate of 12.6 percent (see Table 8).

Table 8: Employment Status, 2012

	Total Pop over 16	In Labor Force	Employed	Unemploy- ment Rate
Gladstone	3,820	55.7%	52.6%	5.5%
Michigan	7,849,558	62.3%	54.4%	12.6%

Source: 2012 American Community Survey, 5-year average

Table 9: Employment by Industry: Gladstone

Most Common Industries, Male, 2007-2011		Most Common Industries, Female, 2007-2011	
Manufacturing	20%	Accommodation & Food Services	20%
Transportation and Warehousing	13%	Retail Trade	20%
Construction	11%	Health Care & Social Assistance	17%
Educational Services	10%	Other Services, except Public Administration	9%
Retail Trade	10%	Finance and Insurance	7%
Health Care & Social Assistance	9%	Administrative & Support and Waste Manage- ment	6%
Agriculture, Forestry, Fishing, Hunting	6%	Educational Services	6%

Source: City Data

Delta County’s largest employers are located in Escanaba, though Gladstone has a significant industrial employment base, centered on the rail corridor and in the 110-acre North Bluff Industrial Park. Countywide, the largest industries by employment are education, health and social services (19.6 percent of all employees), manufacturing (18.9 percent), retail (13.2 percent), and tourism (10.9 percent).

Commuters

Gladstone residents who do not work at home have generally short commutes, with over 80 percent taking less than half an hour to get to work, and 22 percent reaching work in less than ten minutes.





E. City Facilities and Services

The City of Gladstone's current character and future development are both dependent on maintaining a wide array of high-quality city facilities and services.

City Buildings and Parks

The public and administrative buildings of Gladstone are concentrated in the downtown area. City Hall is in the heart of downtown on Delta Avenue and houses most of the city's administrative offices. Public Safety is located on 4th Ave., the Department of Public Works is near the waterfront at the end of Michigan Avenue, and the Public Library and Recreation Building are on 10th Street, along the main route between downtown and the waterfront.

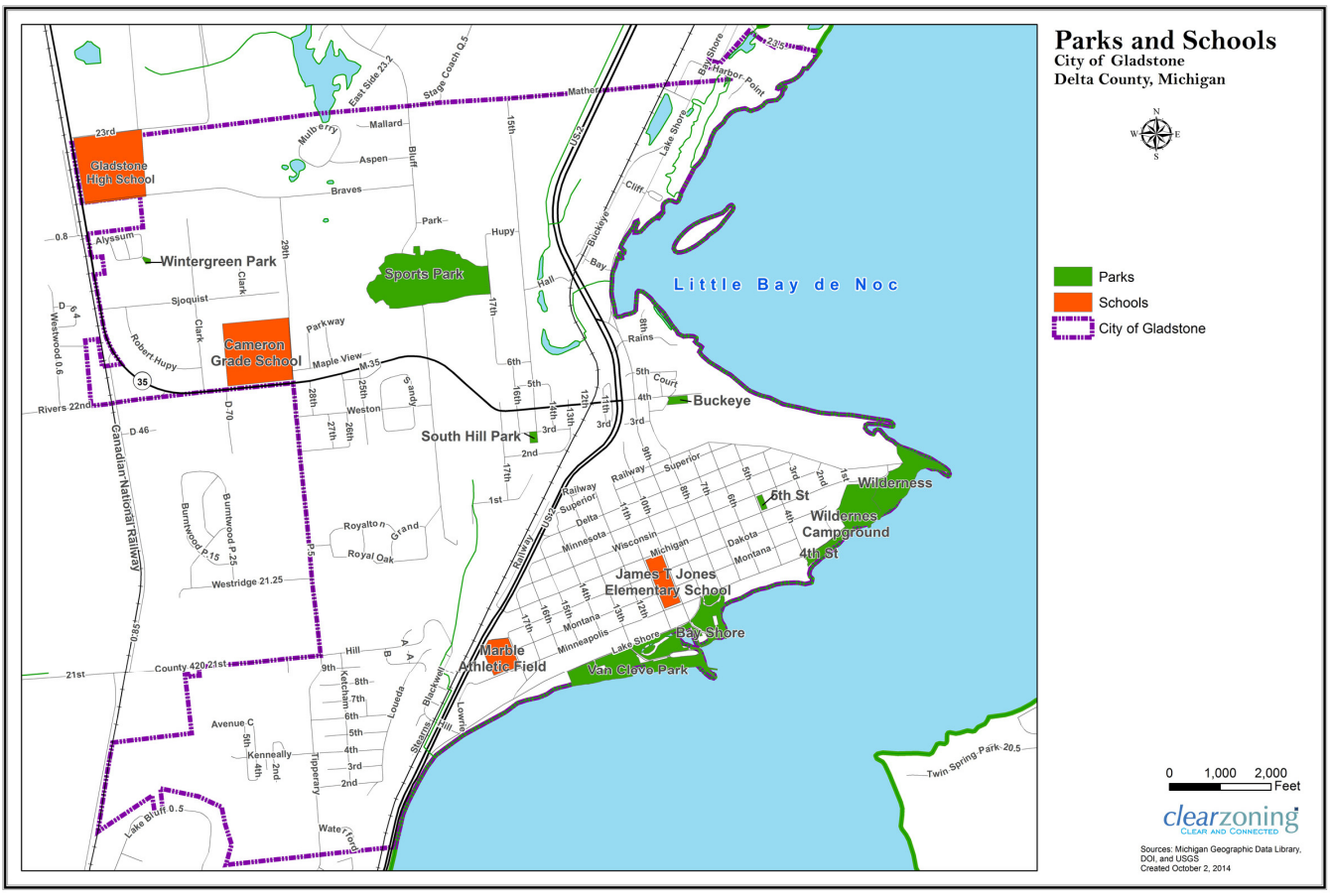
City facilities also include an extensive network of parks throughout the city, including a sports park with ski and tubing hill and ball fields, Gladstone Bay Campground, Van Cleve Park on the waterfront, which includes a playground, beach, skateboarding park and trails, Gladstone Harbor, which includes a marina and boat launch, and Fernwood Cemetery. The city also has several facilities for rent; the Ski Chalet and Beach House offer indoor facilities for private events, while the East End Pavilion, Kids' Kingdom Pavilion, and Gazebo accommodate outdoor events. The Beach House is home to an annual summer concert series. A portion of the Days River Pathway passes through Gladstone. Other unique facilities include the Lighthouse and the fishing pier and fish cleaning station.



Utilities

The City of Gladstone Water Department serves the whole city, as well as some areas beyond city limits. It operates a filtration plant, and maintains 37 miles of water main, 265 fire hydrants, a booster station, and 1,700,000 gallons of storage capacity. The city’s wastewater treatment plant has a daily capacity of one million gallons, and collects wastewater from as far as thirty miles away, including most wastewater from the community of Rapid River.

The city also operates its own non-profit electrical utility. The City of Gladstone Department of Power & Light serves the entire city. In partnership with Alger Delta Electric, the Department of Power & Light offers incentives for solar panels and wind turbines, and has net metering capabilities for wind, solar, geothermal, biomass and hydroelectric power systems. In addition to state incentives, the city partners with a number of local agencies to help local residents and businesses improve energy efficiency.



Parks and Schools
City of Gladstone
Delta County, Michigan



- Parks
- Schools
- City of Gladstone

0 1,000 2,000 Feet

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Sources: Michigan Geographic Data Library, DOI, and USGS
Created October 2, 2014



Community and Economic Development

The future shape of Gladstone as a community is strongly tied to the city's ability to maintain its existing economic base while continuing to diversify and attract new employers. The city has made a concerted effort toward this goal already, and some of the economic and community development tools the city has used are summarized below.

Downtown Development Authority: The DDA's development area covers most of the waterfront, the downtown, and the US-2/41 Corridor. The DDA guides development and redevelopment activity in the city's commercial areas, including streetscape improvements and property acquisition, and prepares tax increment financing plans to fund its activities.

Downtown Farmer's Market:

Established in 2013, the Farmer's Market provides a sales outlet for local growers as well as a focal point for community activity during its active season.



Downtown Farmer's Market

Brownfield Redevelopment Authority:

The city's Brownfield Redevelopment Authority helps developers working on eligible properties determine funding sources to assist with redevelopment projects. Delta County's Brownfield Authority distributes funds for environmental assessment of brownfield properties.

North Bluff Industrial Park: This 110-acre industrial park is located in the northwest portion of the city and is home to some of the city's largest employers. The city provides utility services, and the area designated for the industrial park has available land to house a substantial number of additional industrial tenants.

Revolving Loan Fund and Tax Incentives: Gladstone actively uses financial incentives to attract business. The city's Revolving Loan Fund uses Community Development Block Grant funds to provide gap financing for industrial businesses, and takes advantage of the state's Industrial Property Tax Abatement program. Functionally obsolete commercial and mixed use properties in Gladstone are eligible for partial tax exemption under the Obsolete Property Rehabilitation Act.



Gladstone Area Public Schools

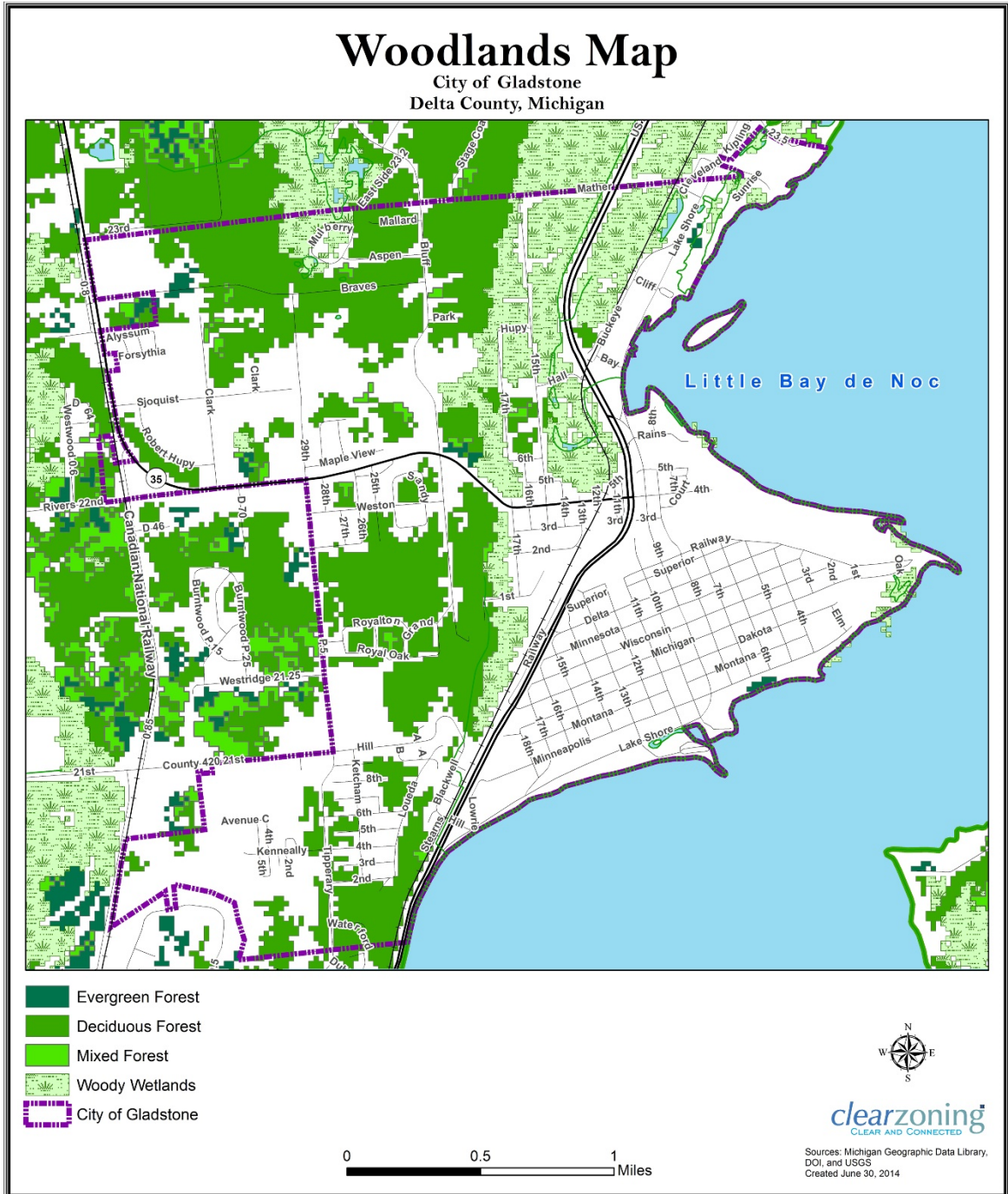
Gladstone Area Public Schools serve the City of Gladstone and the surrounding townships, with a total student population of about 1500 and a teaching staff of 87. The school district operates four schools: Cameron Elementary, which includes a preschool and teaches kindergarten through second grade, James T. Jones Elementary, which houses grades 3 through 5, Gladstone Middle School, and Gladstone High School. The district participates in the Delta-Schoolcraft Intermediate School District, which offers Gladstone students access to the Learning Center for students with disabilities, Vocational Technical Center for occupational programs, Alternative High School for non-traditional students, and a teen parenting program. James T. Jones Elementary and the Middle School are both located next to the Public Library, which offers educational support services to both schools. The district covers a land area of over 87 square miles, and provides bus service for its students.



F. Natural Features

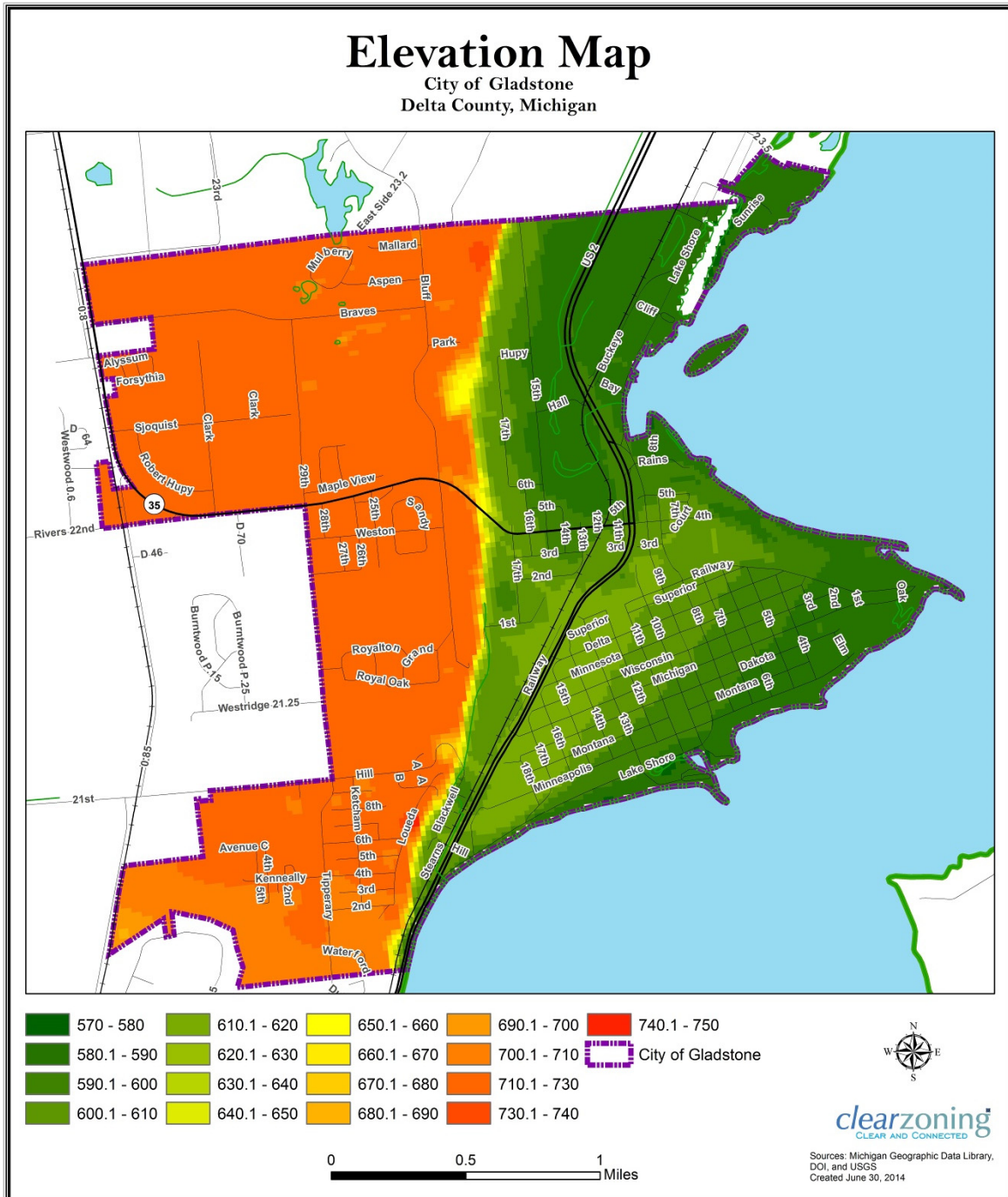
Wetlands & Woodlands

Among Gladstone's assets is a large amount of open land within the city's boundaries. The northeastern portion of the city is dominated by wetlands, while the rest of the city's open land is predominantly forested. A primary challenge for future development will be to develop in harmony with the landscape, retaining the city's natural character.



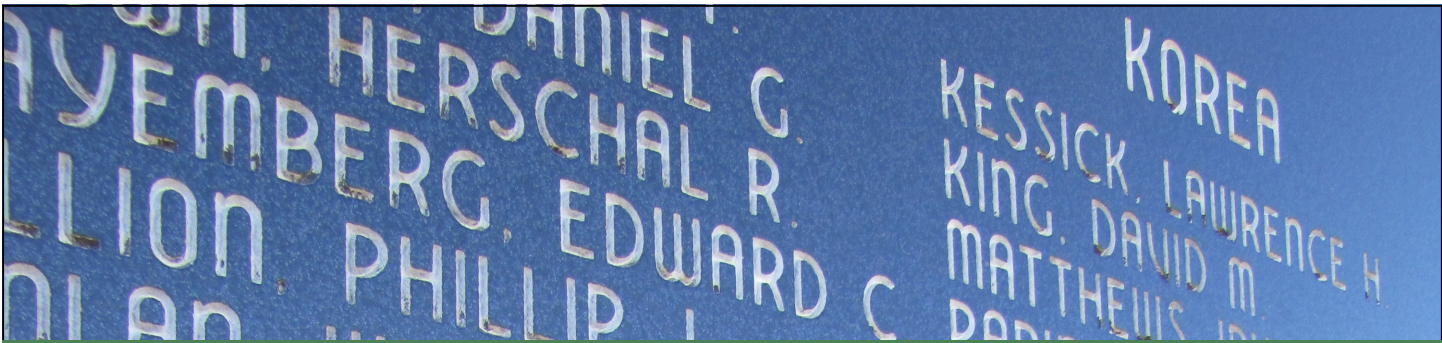
The Bluff

This elevation map clearly shows how dramatically the one hundred foot bluff cuts through the center of the city and defines its two halves. While the bluff poses connectivity challenges, it is also an asset, providing views and geographic definition of the city's spaces. Future development both below and upon the bluff should consider how best to take advantage of this unique feature.



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VISION & GOALS



Community Vision

Over the next 20 years, the City of Gladstone will expand its assets, offering a better quality of life and maintaining its hometown atmosphere. Gladstone will continue to be a desirable residential community, offer a range of housing options, support a mix of small businesses that serve resident and visitor alike, and work to expand employment opportunities for all residents. Parks and cultural facilities will be expanded, and the city will continue to work with neighboring communities to provide more efficient services and improved facilities. The city will work to maximize the potential of the waterfront.

Goal 1: Redevelop the waterfront in a way that strengthens the city’s connection to the lake and maintains public access to the water.

- a. Establish a 100-foot walkway/greenbelt along all city-owned lakefront
- b. Develop zoning regulations and consider development incentives that support the creation of walkways and greenbelts along the shore for all future private developments
- c. Develop vacant land on the waterfront
 - i. Identify targeted locations for redevelopment
 - ii. Create a plan for development of a district on the large vacant waterfront area that supports connections to downtown and access to the waterfront
 - iii. Support the development plan with revisions to the Zoning Ordinance
- d. Develop screening standards for legacy industrial uses on the waterfront
- e. Promote mixed-use development along North Lake Shore Drive that will not compete with the downtown district
 - i. Amend the Zoning Ordinance and map to support this style of development



Goal 2: Develop downtown Gladstone into a regional shopping destination.

- a. Support specialty retailing
- b. Improve wayfinding signage on US 2/41 and M-35 directing people to downtown
- c. Support Downtown Development Authority
 - i. Continue DDA façade improvement program
 - ii. Streetscape improvements, including greening and crosswalks
- d. Promote residential and office uses on upper stories of downtown buildings
- e. Continue to push for a left turn signal on southbound US 2/41 at 4th Avenue
- f. Consider ways to promote Gladstone outside of Delta County
- g. Create a link between the waterfront and downtown
 - i. Further develop non-motorized corridor on 10th Street



Goal 3: Develop Gladstone’s business environment to encourage industry, expand the job market, diversify the local economy, and foster commerce.

- a. Attract new industry
- b. Retain and expand existing industry
- c. Develop tourism industry
 - i. Emphasize recreation opportunities (local and regional) and natural assets
- d. Improve off-street parking facilities regulations
- e. Improve access to businesses along US-2/41
- f. Develop a zoning map and districts that create distinct yet complementary commercial districts in the downtown and along US-2/41



Goal 4: Plan for future residential development in a way that makes Gladstone attractive to potential new residents from all walks of life.

- a. Expand the range of housing options
 - i. Amend the Zoning Ordinance to allow for a variety of single and multi-family residential uses, as well as mixed-use structures in appropriate areas
- b. Maintain and rehabilitate existing housing stock
 - i. Continue seeking funding through state and federal agencies such as MSHDA (Michigan State Housing Development Authority) to continue Homeowner & Rental Rehabilitation Programs
- c. Plan for open space in future subdivisions
 - i. Develop a Conservation Subdivision section for the Zoning Ordinance



Goal 5: Develop the city's recreation options for locals and visitors.

- a. Continue implementation of the city's 2013 Recreation Plan
- b. Create a system of neighborhood recreation facilities, and link it together to the extent possible
- c. Continue to improve the waterfront
- d. Develop a year-round recreation environment
- e. Promote Gladstone's "Walleye Capital of the World" status



Goal 6: Improve non-motorized transportation options, connectivity, and streetscapes across the city.

- a. Develop a comprehensive Complete Streets plan
- b. Improve connectivity between the bluff and the rest of the city
 - i. Address the rail crossing on Blackwell



Goal 7: Plan for long-term sustainability and provision of city services.

- a. Plan for the managed extension of public water and sanitary sewer
- b. Develop a street maintenance plan
- c. Create alternative energy production opportunities
 - i. Develop zoning regulations for solar and wind energy systems
- d. Adopt best practices for stormwater management
- e. Develop a comprehensive Capital Improvement Plan
 - i. Include the existing Water Department CIP



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A scenic photograph of a park bench under a large tree overlooking a lake. The bench is dark and sits on a grassy area. The tree's branches are dense and green, framing the top and right sides of the image. In the background, a calm blue lake stretches to the horizon under a clear blue sky. The foreground is filled with green grass and some autumn-colored plants.

FUTURE LAND USE



A. Future Land Use Plan

The Future Land Use Plan is a guiding document intended to record the goals and intentions of the city regarding land use and future development. Future decisions regarding the city zoning ordinance and map will reference the framework provided by this plan. This chapter addresses seven areas:

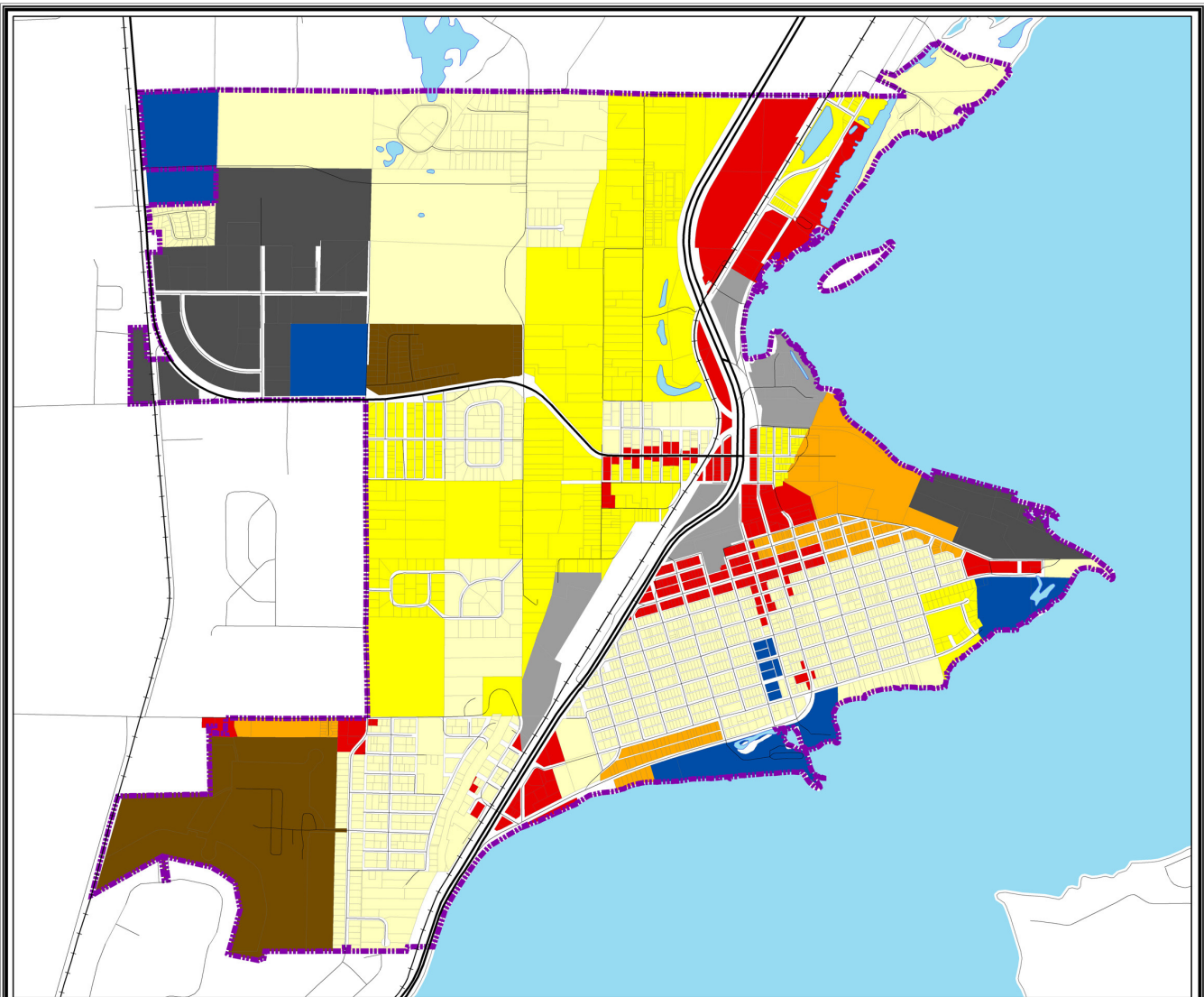
1. Downtown Gladstone & Wayfinding
2. Residential Areas
3. Commercial Areas
4. Currently Vacant Waterfront
5. Open Spaces
6. Complete Streets
7. Industrial Areas

B. Overall Factors to Consider

Gladstone’s location and topography present unique opportunities and challenges to development. The city acknowledged this in its 2007 Master Plan. In its branding, marketing and outreach efforts, the city should continue to build an image as a “year-round playground,” an image that is supported by Gladstone’s range of recreational opportunities, which include assets outside of the city’s boundaries, including Hiawatha National Forest and other natural resource areas.

The individual plans that follow are designed to support the goals and objectives that precede this chapter. The map on the facing page shows Gladstone’s current zoning. The Future Land Use map follows at the end of this chapter.





Zoning Map - 2014

City of Gladstone
Delta County, Michigan

Sources: Michigan Geographic Data Library,
Delta County
Created October 30, 2014

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Feet



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CLEAR AND CONNECTED

- R-1
- R-2
- R-3
- R-4
- B-2
- I-1
- I-2
- PUB
- City of Gladstone



DOWNTOWN & WAYFINDING

Downtown Gladstone is the city's historic heart and primary retail district. City Hall and the Post Office are both located downtown, which otherwise hosts a mix of general and specialty retailers and small restaurants in one and two-story buildings. Upper floors are most often home to office uses, though upper floor residential uses are permitted. The district does not have a prevailing architectural style, but the Downtown Development Authority's ongoing façade improvement program has helped rehabilitate several building exteriors.

This Master Plan retains the 2007 plan's goal of developing downtown Gladstone into a regional specialty retail destination. The downtown faces several challenges:

1. Though there is a grocery store to the north, the downtown proper has no anchor.
2. Though downtown is surrounded by the city's densest neighborhoods, it has very few residents; downtown residents often provide local businesses with their most reliable source of customers.
3. The downtown has locational disadvantages: it is located away from the waterfront, and it is located off the main highway. Consequently, many visitors may miss what downtown Gladstone has to offer.

A strategy for improving the downtown going forward should incorporate several elements:

Aesthetics: Continue the façade improvement program and make incremental streetscape improvements, including street trees and crosswalks as funding allows.

Business Development: Continue to support specialty retailers, but work also to bring in potential anchors, such as a pharmacy, clothing store, or mid-size family restaurant. Develop a brochure with a corresponding online version touting downtown businesses.

Connectivity: The 10th Street Corridor project improved the downtown's most direct connection to the water; a similar project at the west end of Delta Ave could improve the connection to US-2/41.

Residents: Promote upper floor living in the downtown.

Visibility: Though downtown Gladstone is removed from the highway and waterfront, it is not far from either. Simple signage on the highway, in the district, and at other destination points in the city, such as the sports park, could direct people to the downtown and increase awareness of its presence. The facing page elaborates on this.





Wayfinding Signage

The examples at lower left show conceptually what highway signage on US-2/41 might convey, while the example above shows how a sign could make downtown feel more navigable for a visitor. The walking map at top left is located in Chelsea, Michigan and gives walking distances; district maps can be a lively, living part of the district, incorporated into the built environment.

At bottom is a sign that already exists near Van Cleve Park; this type of signage is valuable to visitors and residents alike. In considering how best to promote the downtown through signage, the city already has an example on which to pattern future work.

Downtown Gladstone

10th & Delta

	Walking
← Veterans' Memorial Park	5 min
→ Van Cleve Park/Waterfront	10 min
→ Gladstone Bay Campground	20 min
↓ City Hall	2 min

**DOWNTOWN
GLADSTONE**



**CAMPGROUND
PLAYGROUND
SHORE PARK**



RESIDENTIAL AREAS

Gladstone has several different types of residential neighborhoods. The older portion of the city, in the area below the bluff surrounding downtown, features a grid pattern of small blocks, homes on smaller lots, with rear alleys (despite this, many have front driveways) and mature trees. On the bluff, many neighborhoods feature larger, wooded lots and a generally more suburban or exurban atmosphere. There are two manufactured housing parks and one retirement community on the bluff. Much of the rest of the city's housing is in small multi-family complexes near the lakeshore and on the bluff. About a quarter of Gladstone households rent.

The city's goal is to provide a mix of housing options that will attract new residents from all walks of life. The existing mix is fairly eclectic; however, this plan notes several areas of potential opportunity or need:

- **Downtown Living:** Residents provide a downtown with a consumer base, increase property owner revenue, and contribute to a 24-hour activity level in the district. Allowing somewhat higher-density housing development and encouraging upper floor residential uses in the downtown are two potential paths to promoting downtown living. Upper floor living and the conversion of vacant space to apartments can be incentivized financially using tax credits, tax stabilization or reduction measures, or Community Development Block Grant funding.



- **Other Mixed Use Residential:** There may exist opportunities for mixed commercial/residential structures outside of downtown, particularly in the currently undeveloped waterfront areas designated for Flexible Development in this plan.
- **Attached Single Family Housing:** Maximizing the development potential of high-value areas such as the waterfront may call for allowing higher density single family housing options such as townhomes, rowhouses, and attached condominiums. These housing types are suited to both year-round and seasonal residents, and may offer a pathway to providing a wider range of affordable housing options within the city. Higher-density districts with close access to commercial uses are senior-friendly as well, and may be attractive to Millennials and retirement-age Baby Boomers seeking alternatives to typical suburban development.
- **Multi-family:** The city has a modest amount of multi-family rental housing at present, and this type of housing should be in the mix when considering potential uses for undeveloped waterfront. As with attached single family housing, multi-family housing can provide opportunities for affordable housing, senior living, empty nesters wishing to downsize, and young adults.
- **Cluster/Open Space Housing:** Cluster or open space subdivisions can help preserve the wooded, rural character of the areas in which they are built. The city should consider developing a zoning provision specific to this development option, which is currently an option under the Planned Unit Development provision, which sets minimal standards for this type of development.
- **Flexible Development Areas:** As discussed above and in the Waterfront Plan, multifamily and attached single family development can address multiple housing needs. The Flexible Development Areas identified in this plan are designed to allow these areas to respond nimbly to demand for multiple types of housing, from single family to mixed-use buildings.

Homeowner & Rental Rehabilitation/Vacant Homes

The city operates a Homeowner & Rental Rehabilitation program, which should be continued and expanded when possible. The city’s fairly high vacancy rate (around ten percent) increases the risk that unoccupied homes will fall into disrepair. The city should consider ways to ensure that these homes are maintained; these may include communication with absentee owners, code enforcement, liens, and direct funding for upkeep. The city should consider developing neighborhood beautification awards for exemplary home sites.



COMMERCIAL AREAS

The fairly small population of the region and the fact that Gladstone is smaller than its only neighbor, Escanaba, are major factors affecting the city's commercial landscape. Escanaba is home to the big box and general retail uses typically found at the urban fringe across the country; these businesses draw clientele from a large area of the Upper Peninsula, and most are within a fifteen-minute drive of much of Gladstone.

With fewer than 40,000 residents, the area around Gladstone has a ceiling on the number of commercial uses it can support; tourism raises this ceiling somewhat, particularly where dining, hospitality, and specialty retail are concerned.

According to data compiled by ESRI from Dun & Bradstreet, most retail market categories are underserved within a five-minute drive time of downtown Gladstone. However, when the drive time area is expanded to fifteen minutes, we find that the number of retail market categories that remain underserved falls dramatically. Underserved retail market categories within a fifteen minute drive time of downtown Gladstone are listed in the box below:

Auto dealers	Luggage and leather goods
Electronics and appliances	Sporting goods/hobby/musical instruments
Lawn & garden equipment and supply	"Other general merchandise"
Beer, wine and liquor	Florists
Clothing & shoes	Special food services
Jewelry	Drinking places

Not all of these market categories are equally appropriate for Gladstone, but this list provides a starting point for identifying entrepreneurial opportunities and gaps that outside businesses might fill.

Given limitations on demand for retail, this plan considers two types of retail: freeway service retail, including gas stations, convenience stores, and fast food, and local/specialty retail. Currently, the city's zoning map has a single zoning classification for all commercial uses, with very large areas of land along US-2/41 designated for commercial use. The 2007 Master Plan reduced the amount of land in northern Gladstone planned for commercial use and expanded commercial areas in southern Gladstone and west of the M-35/US-2/41 junction. In general, this plan builds on the previous plan, with one important distinction: the commercial uses in the downtown core have been distinguished from the commercial uses along the state and US routes with a separate commercial zoning classification.



General Commercial

Located mainly on M-35 and US-2/41, the General Commercial district accommodates the types of freeway service businesses that capture much of their clientele from pass-through traffic, as well as restaurants and necessities such as grocery stores.

Central Business District

Located primarily along Delta Avenue, the Central Business District is the city’s downtown, and accommodates a wide range of businesses, with a focus on specialty retail, restaurants, and other businesses that serve local residents while also drawing visitors. Office uses are also concentrated here. Freeway service-type uses, such as drive-thrus, are not permitted in this district.

Commercial Uses in Flex Development Areas

Specialty commercial uses and office uses should be permitted in the Flexible Development areas as part of planned developments.

Seasonal Commercial Uses

While the focus of economic development efforts will likely be on attracting and supporting uses that serve the community year-round, the city must recognize that certain seasonal commercial establishments are appropriate and beneficial as well.

Tourism

The city’s tourism industry, centered around the outdoor recreation opportunities that abound in the region, should be a focus of the city’s future marketing. As tourism grows, opportunities for specialty retailers may grow along with it.



Gladstone’s primary commercial district is its downtown (top), but auto-oriented, suburban-style commercial development (bottom) also occupies a meaningful niche in the city’s land use.



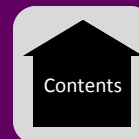
THE WATERFRONT



One of Gladstone's most unique features is the very large area of undeveloped waterfront that lies northeast of downtown. With the right plan, this area could be an enormous asset for the city and the location of a vibrant and distinctive district. The waterfront of North Lake Shore Drive, while partially developed today, also offers tremendous opportunity for future development.

This plan proposes the establishment of a Flexible Development district in these areas. This zoning classification is designed to attract development by providing potential developers with the ability to design innovative and interesting projects that maximize the use of the waterfront and expand the city's tax base. Elements of such a district should include:

1. Allow a mix of detached or attached single family and multi-family residential, small commercial, small office, and public or quasi-public uses. Allow higher density development.
2. Encourage Planned Unit Development.
3. Businesses that strongly support the tourism industry, such as hotels, should be permitted uses, subject to clear standards. If people come to play in Gladstone, they should be able to stay in Gladstone.
4. Innovative design that responds to changing markets should be encouraged. For instance, a multi-story building may be designed with a tall ground floor that can initially be occupied by residential uses but later be converted to commercial uses as demand arises.
5. Non-motorized road users should be accommodated from the start, via off-street pathways, sidewalks, and other facilities, such as bike lanes and bike parking.
6. Consider how to develop height limits that work with the site's naturally stepped terrain.
7. Consider developing simple design standards to guide the development of a unified district.
8. Integrate public amenities into the district:
 - Establish a publicly accessible greenbelt along the water's edge.
 - Work to connect the greenbelt to the city's other waterfront walkway systems.
 - Consider a focal point for the district, such as a central square or pier.
 - Identify areas where and ways in which tourism activities, such as kayaking or sport fishing, might be accommodated.





Shoreline of the undeveloped waterfront area, with commanding view of Little Bay de Noc.

Development of these areas may take time, but developing a plan for the area will help the city communicate to developers what it wants and that it is receptive to good ideas. In the meantime, building an understanding at the municipal level of potential challenges to development in the area, including property disposition, site history, and public attitudes toward potential projects on the site could help smooth the way for a future project.

While it is a smaller area with existing development, North Lake Shore Drive offers potential for redevelopment as its own district and may warrant future treatment as its own special study area.



The view from the fishing pier on North Lake Shore Drive.



OPEN SPACES

Gladstone has an abundance of open space, ranging from tiny playground parks in the neighborhoods to large, well-groomed facilities such as the sports park and Van Cleve Park, and undeveloped wetland and woodland. The city's park and recreation facilities total over 1,000 acres. These spaces contribute to the city's overall image as a place in harmony with its natural setting.

Gladstone adopted its most recent Recreation Plan in 2013. This plan adopts the goals of that plan by reference, and offers several complementary ideas, particularly regarding the city's undeveloped open space.

Stewardship of Natural Places

Gladstone's boundaries encompass several large areas that to this point have been left in their natural states. Developing a vision for whether and how these areas should be developed is important to maintaining the community's character. Preservation of large wetland areas such as those in the city's northeast should be prioritized. Future housing development on the bluff should be encouraged to use the open space subdivision model, designating unspoiled open space to remain open in perpetuity.

Adoption of stormwater management best practices as outlined by the EPA can provide guidelines for developers as to how best to mitigate runoff, an important consideration given the city's proximity to Lake Michigan and the fact that the water helps support the tourist economy.

Waterfront Access

As outlined elsewhere in this plan, maintaining public access to as much of the waterfront as possible offers environmental and economic benefits. Provisions for the Flexible Development Areas should emphasize the importance of keeping this asset available to everyone. Where development already exists, the city should work with private stakeholders to find ways to complete the public waterfront.

Managed Open Spaces/Parks & Recreation

The city should pursue the implementation schedule of its adopted Recreation Plan and continue working to expand its non-motorized pathways system, creating regional links where possible and seeking to link its own facilities to each other. The city already possesses enviable public amenities, and Van Cleve Park can rightly be called a regional jewel; future improvements will be building on some of the community's most outwardly evident strengths.





Van Cleve Park, looking toward Kids' Kingdom



Saunders Point

1 INTRODUCTION

2 BACKGROUND

3 VISION & GOALS

4 FUTURE LAND USE

5 IMPLEMENTATION



COMPLETE STREETS

Complete Streets is a term used to describe a transportation network that includes accommodation for vehicles, pedestrians, cyclists, and other legal users. Complete Streets provide transportation choices, allowing people to move about their communities safely and easily. As the community's population ages, Complete Streets will become ever more essential to preserving the mobility of its residents.

Gladstone has some elements of a comprehensive Complete Streets approach in place already, including several off-street multi-use paths and boardwalks that offer non-motorized connections to locations around the city. Connections to regional trail systems should be expanded going forward, and the city should continue to explore a potential non-motorized connection to Escanaba. As it continues to grow, this network will be an asset to residents and visitors alike.

Gladstone publishes a snowmobile map and a parks and trails map, both of which enhance the ability of non-automobile transportation users to navigate the city. Combining these maps and including preferred bike routes through the city could offer an even stronger guide to the city; such a guide should also publicize the presence of the Gladstone Yellow Bikes, seasonally available bikes that anyone can borrow free of charge from the Harbormaster to ride around town. These bikes offer a convenient and quick way for guests visiting by boat to get from the marina to downtown, parks, and other public amenities.

Complete Streets Downtown

Downtown Gladstone is a hub of community activity and should be a focal point for long-term Complete Streets planning. Within the downtown itself, improving bicycle parking options in conjunction with businesses will help facilitate non-motorized visits to the district, while developing the network of signed bicycle routes mentioned above could help encourage cycling by improving perceptions of safety and accessibility. Such a network could also feed into a system of wayfinding signage. In particular, establishing the preferred bicycle route between downtown and Van Cleve Park, either on or parallel to 10th Street, could improve interactivity between the two areas.

With regards to safety, more prominent and sharply visible crosswalk striping is one method of improving safety for pedestrians, and this can be applied throughout the city as well. However, a striping style distinctive to downtown can help broadcast the district's unique identity and pedestrian orientation.



Other Considerations

In areas of the city with longer, higher-speed streets, ensuring that ample shoulder or sidewalks are present to accommodate non-motorized users minimizes conflicts with vehicles. Striped or separated bicycle lanes may be appropriate for certain streets.

In certain neighborhoods, some curbs have not been updated to comply with the standards of the Americans With Disabilities Act. The development of a future Capital Improvement Plan should identify these locations and schedule the installation of ramps over a reasonable timeframe.

Complete Streets strategies also consider the circulation and safety of vehicles. Major challenges to vehicle circulation include the lack of a left turn signal for southbound travelers on US-2/41 at 4th Avenue and the rail crossing. The city has worked to address delays on Blackwell by installing signage that signals when a train is moving through the crossing, but additional remedies may be available; discovering them will require coordination with Canadian National.



People cycling downtown must have secure places to park their bicycles and should have confidence in the safety of the routes they choose. More prominent crosswalk striping could help improve safety for non-motorized users. As they mature, street trees will also help complete the street by providing shade, softening the hardscape and bolstering pedestrians’ sense of enclosure while using the sidewalk.



INDUSTRIAL AREAS

Gladstone's industrial areas provide vital tax base and employment for the community. Most industrial development is concentrated in the rail corridor and in the industrial park. Two of the city's most prominent industrial companies, Besse Paper Products and Upper Lakes Coal Company, occupy sites on the shore of Little Bay de Noc. Hoegh Pet Casket Company offers popular tours of its factory, an interesting example of the tourism industry dovetailing neatly with general industry.

Important considerations for industrial areas going forward are focused in three areas:

- Maintaining the existing industrial base.
- Drawing new industry to the city and achieving full occupancy of the industrial park.
- Developing standards to help industry coexist aesthetically with neighboring uses.

Maintaining the Existing Industrial Base

Land currently zoned industrial in the city will remain designated for industrial activity. While these areas are not expanded on the Future Land Use map, many current tenants of these sites have room to grow and there are vacancies in the industrial park. Keeping businesses engaged in the city is important to business retention. The city should consider creating a schedule for annual engagement with each of its industrial businesses.



The Canadian National Railway provides local industry with a connection to distant markets.

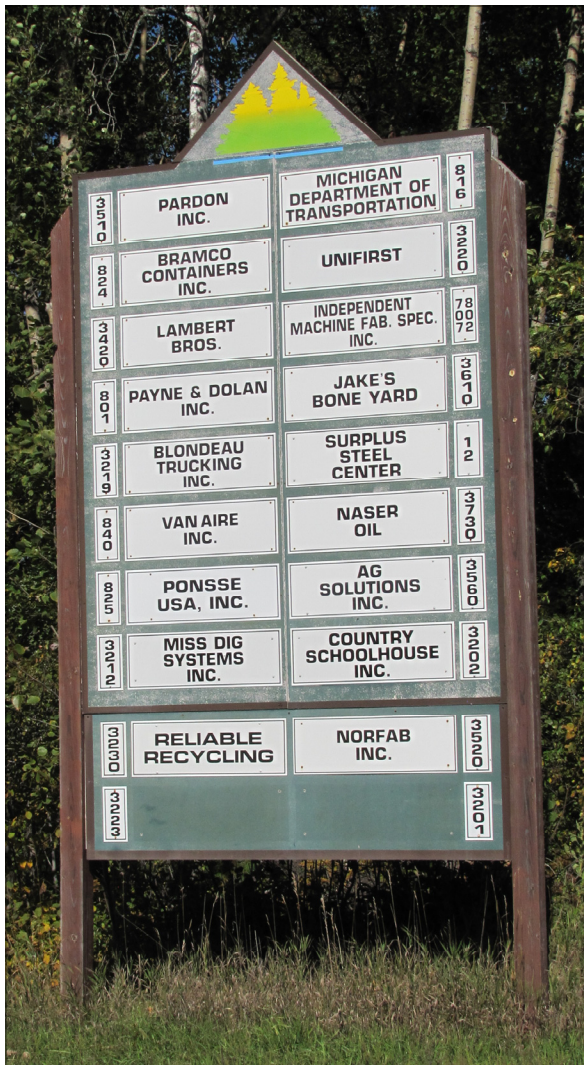


Filling Out the Industrial Park

North Bluff Industrial park is a state-certified industrial park located on the bluff at the western edge of the city. There remain a number of vacant sites within the park; each site is potential employment and tax revenue for the city. Gladstone already owns several of these sites and should consider acquiring others for the right price in order to ensure that land will be available. Streamlining approval processes and actively marketing the land will help attract new tenants.

Screening Standards for Industrial Uses

Industrial uses below the bluff are by and large not well-screened from other uses or the roadway. Entering the city from the north on US -2/41, visitors are presented with scattered industrial buildings before seeing the central city. Developing screening standards that use plantings and landscaping to screen these uses will help improve Gladstone’s aesthetic environment.



Directory of the Certified Industrial Park on the bluff.



Stronger screening standards could help certain industrial uses integrate more harmoniously with surrounding areas.



FUTURE LAND USE MAP

The Future Land Use map considers the preceding plans and provides a generalized set of land use classifications. The classifications on this map do not correspond one-to-one with the districts on the current zoning map, but are rather intended to guide future changes to the zoning map and districts established by the Zoning Ordinance. The map divides the city into the following future land use classifications:

LDR: Low Density Residential areas are planned for single family homes on modest-to-large lots and open space conservation developments. Special land uses such as places of worship, unlighted golf courses, and group child care homes are also accommodated in these areas.

MDR: Medium Density Residential areas are planned for single family homes on relatively small lots, attached single family housing, and planned developments such as site condominiums and manufactured housing parks.

HDR: High Density Residential areas are planned for multi-family housing.

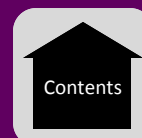
FLEX: Flexible Development areas are planned for mixed-use development, including retail, hospitality, restaurant, office, high density residential, and public or private open space uses. One possible development tool for these areas is planned unit development, but a new zoning district for these areas would be designed to respond to market demand for varying types of development.

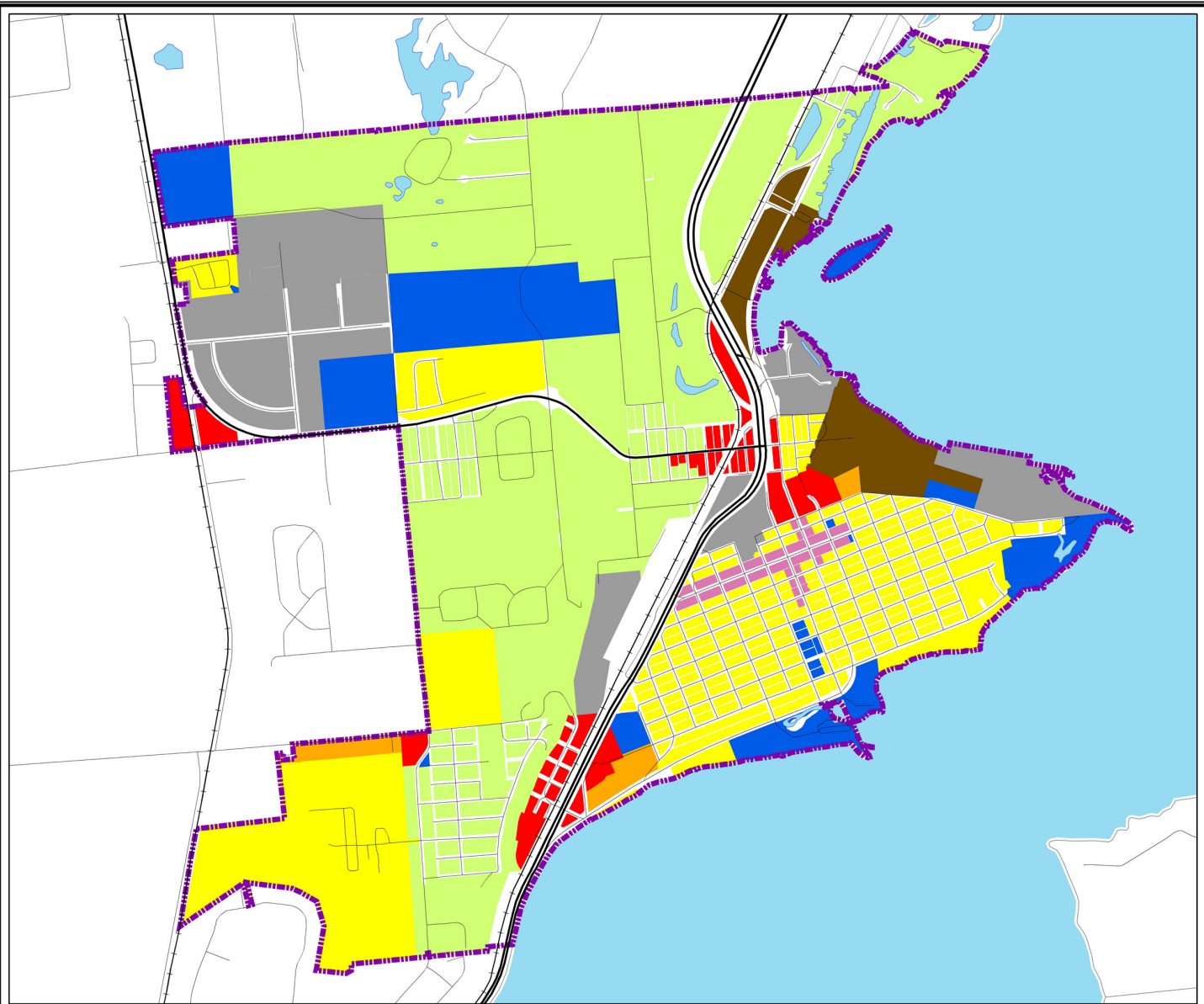
C: Commercial areas are planned primarily for automobile-oriented retail uses, including grocery stores, gas stations, branch banks, convenience and general merchandise stores, and quick-service restaurants. Office uses, including medical offices, are also appropriate for these areas.

CBD: The Central Business District is Downtown Gladstone. It is planned for mixed use, with a primary focus on municipal uses, specialty retail, galleries, entertainment, quick-service and full-service restaurants, bars, small offices, personal services, and upper floor residential.

I: Industrial areas are planned for industrial uses, including resource processing, manufacturing, assembly, transportation, logistics, construction, recycling, research, technology, and other more intensive activities.

PQP: Public/Quasi Public areas include schools, parks, playgrounds, the public library, the campground, and miscellaneous municipal uses






Future Land Use - 2014

City of Gladstone
Delta County, Michigan

0 1,000 2,000 4,000
Feet

 City of Gladstone



clearzoning
CLEAR AND CONNECTED

Sources: Michigan Geographic Data Library,
Delta County
Created October 7, 2014

-  LDR Low Density Residential
-  MDR Medium Density Residential
-  HDR High Density Residential
-  FLEX Flexible Development
-  C Commercial
-  I Industrial
-  PQP Public/Quasi Public
-  CBD Central Business District



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IMPLEMENTATION





The implementation strategies of this chapter will assist the city in putting the key recommendations of the Master Plan to work. This chapter first discusses the tools that will allow the city to pursue its goals, then follows with an implementation program. The implementation program sets priorities and correlates specific plan proposals with the appropriate implementation tools. These tools should be referred to frequently and used systematically so that the outcome is a consistent program of implementation over whatever period of time is required to achieve the Master Plan recommendations.

Implementation Tools

Zoning Ordinance Standards

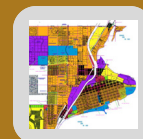
The most effective tool to implement the land use arrangement of the Master Plan is zoning standards and districts. A zoning ordinance is not meant to be a static document. The experiences communities undergo in the application of their zoning rules and the review of unusual new land uses constantly change the body of professional knowledge related to planning and zoning standards. Periodic review of the zoning ordinance will result in the application of the most up-to-date standards in the design of new uses and the maintenance of existing developments.

Special Design Plans and Functional Plans

Sometimes a Master Plan must be followed by more detailed design studies in order to illustrate specific concepts that can only be covered briefly in the plan. Functional plans can also help to implement certain ideals outlined in the plan.

Code Enforcement

Simple code enforcement can often turn the tide with regard to the image of an area.



Subdivision and Condominium Regulations

Subdivision Regulations and Condominium Regulations are valuable tools in achieving the type of residential development desired by the city. These ordinances should be periodically reviewed and updated to incorporate effective standards that will result in high quality, attractive residential developments.

Site Plan, Special Land Use, and Rezoning Approval

Many essential components of the plan will be the subject of a site plan or special land use application, in some cases preceded by an application for rezoning. The standards for site plan and special land use review should clearly set forth any discretionary powers the city feels it must reserve. Once such standards are in place, the Planning Commission must adhere to them consistently when reviewing development proposals. The implementation of the Plan is likely to take 20 years or longer. In order to maintain the vision, consistent application of design criteria and development standards will be essential.

Federal and State Grant Programs

Federal and State grants are much smaller and more competitive than in their heyday during the 1950’s through the mid-1980’s. There are still programs in place, however, particularly for pollution abatement (sanitary sewers), pedestrian enhancements (related to roadway projects), and parks and recreation. Proper planning in advance is generally the key to success in securing these grants. Often, the granting agency is particularly interested in innovative projects that stretch the grant dollars or present a concept that is transferable to other communities. Projects that involve two or more neighboring municipalities often receive priority for funding.

Re-evaluation and Adjustment of the Plan

The final—and sometimes most difficult—step in the planning process is re-evaluation and adjustment. The process is continuous. A community’s population, economic status, goals, land uses, land use problems, and political climate are constantly changing. It is important to assess how well the Plan is addressing the present land use issues in the community, and whether amendments should be made to keep the Plan relevant and make it the most appropriate guide for the community’s future land use. If the Plan no longer reflects the vision of the community, the Planning Commission can then begin the planning process again.



Implementation Program

Implementation approaches to the goals and recommendations of this plan are outlined on the following pages. These strategies constitute actions or series of actions that can be taken to reach a stated objective, after which the work will typically change to achieve a follow-up objective.

This chapter addresses strategies for implementing this plan, establishing priorities and general timeframes. Complete Streets implementation strategies are broken out into a Complete Streets Strategy. A Zoning Plan then addresses necessary changes to the ordinance and map and establishes a framework for implementing those changes. Goals and objectives presented here do not precisely match those presented earlier in this plan, as certain items have been organized as part of the Complete Streets, Zoning or Marketing & Wayfinding strategies.

Implementation Strategies

Objective	Strategy	Priority	Timeframe
Goal 1: Waterfront Redevelopment. Strengthen the city's connection to the lake.			
Preserve public access to the water.	Establish a 100-foot walkway/greenbelt along all city-owned waterfront.		Mid-term
	Consider incentives to opening access to the privately owned lakefront.		Mid-term
	Develop regulations to preserve water access in future development.		Mid-term
Plan for development of vacant waterfront property.	Identify targeted locations for redevelopment.		Near-term
	Create a plan for development of a district on the large vacant waterfront area that supports connections to downtown and access to the waterfront, including a regulatory framework.		Mid-term
	Support the development plan with revisions to the Zoning Ordinance.		Mid-term
Promote harmony between industrial and non-industrial uses on the lakefront.	Develop screening standards for industrial uses.		Near-term
Understand potential challenges to development of the waterfront.	Inventory property disposition, site history, and public attitudes toward potential projects on the site .		Near-term



Objective	Strategy	Priority	Timeframe
Goal 2: Downtown Gladstone. Develop downtown into a regional shopping destination.			
Nurture a mix of specialty and anchor businesses that serve both residents and visitors.	Develop a business recruitment strategy and action plan, including a business recruitment package.		Mid-term
	Allow innovative uses such as shared kitchens, pop-ups, and entrepreneurship incubators.		Near-term
	Explore property owner/business owner interest in establishing a Business Improvement District.		Near-term
	Develop online and print tools to promote awareness of downtown businesses.		Near-term
Promote upper floor residential.	Seek capital to fund matching loans for life safety and other upper floor improvements that enable residential conversions.		Mid-term
	Promote upper floor redevelopment to downtown property owners, highlighting financial benefits.		Mid-term
Improve gateways to downtown.	Consider a similar project to the 10th Street improvements on Delta Avenue.		Long-term
	Pursue the wayfinding plan found later in this chapter.		Near-term
Goal 3: Economic Base. Encourage industry, expand the job market, diversify, and foster commerce.			
Expand job opportunities industry through attraction, retention, and expansion.	Develop a schedule of retention visits to all industrial tenants in the city.		Near-term
	Consider acquiring additional vacant industrial sites.		Near-term
	Streamline approval processes for upgrades and expansions to existing facilities.		Mid-term
	Actively market industrial properties via the MEDC and to trade groups.		Near-term
Promote harmonious relationships between land uses.	Improve off-street parking regulations.		Mid-term
	Develop screening and lighting standards for non-residential sites.		Mid-term



Implementation Strategies, continued

Objective	Strategy	Priority	Timeframe
Goal 4: Residential Development. Make Gladstone attractive to new residents.			
Shore up future population levels.	Market the city as a family-friendly place with excellent schools.		Near-term
Accommodate the city's growing senior population.	Enable residential retrofits for accessibility and plan for a diversity of housing styles. Adopt standards for adult foster care.		Near-term
Expand the range of housing options.	Amend the Zoning Ordinance to allow for a variety of single and multi-family residential uses, as well as mixed-use structures in appropriate areas, as determined by the Planning Commission.		Mid-term
Maintain and rehabilitate existing housing stock.	Re-establish the city's Homeowner & Rental Rehabilitation programs.		Mid-term
	Enhance code enforcement for residential properties, emphasizing vacant homes.		Near-term
	Develop a set of neighborhood beautification awards.		Near-term
Plan for open space in future subdivisions.	Adopt fuller standards for open space subdivisions.		Mid-term
Goal 5: Environment & Recreation. Develop recreation for locals and visitors, consider natural spaces.			
Develop a year-round recreation environment.	Pursue grants to execute the city's adopted recreation plan.		Near-term
Plan for the future of undeveloped land in the city.	Establish a public input process for developing a vision regarding whether and how to develop remaining natural spaces within the city.		Mid-term
Protect the city's water assets.	Adopt stormwater management best practices, as outlined by the EPA.		Long-term
Goal 6: Complete Streets. See the Complete Streets plan later in this chapter.			
Goal 7: Sustainability and Services.			
Plan for the managed extension of city services and maintenance of existing assets.	Develop a comprehensive Capital Improvement Plan for the city.		Near-term



Marketing & Wayfinding Strategies

Marketing the city is a key to expanding the tourism industry, and can also support expansion of retail options and the commercial and industrial job base. Improving wayfinding and directional signage in the city strongly complements a good marketing plan by making the city easy to navigate for visitors.

Objective	Strategy	Priority	Timeframe
Marketing			
Promote Gladstone outside of Delta County.	Build on the city’s “Walleye Capital of the World” status to attract sportsmen.		
	Develop the city’s complementary “Year-Round Playground” message to highlight the wide range of other recreation opportunities the city offers.		
Attract families to live in the city.	Promote the city’s recreation options and strong school system.		
	Position Gladstone as a community that promotes healthy outdoor living.		
Bring higher-income jobs to the city.	Leverage the fact that Gladstone residents are on average more highly educated than other residents of the region.		
Wayfinding			
Highlight the location of downtown Gladstone and the city’s many recreation facilities to travelers on M-53 and US-2/41.	Work with MDOT and other relevant agencies to determine the best locations for directional signage; develop a style acceptable to the road agencies that will stand out to drivers passing through the area.		Near-term
Develop a system of in-town wayfinding and directional signage.	Inventory the important sites and districts in the city that might benefit from signage guiding visitors to them.		Near-term
	Identify locations where wayfinding signs are appropriate and determine the destinations to place on each sign. As a first step, consider using a free service such as walkyourcity.org to gauge the effectiveness of signage locations.		
	Place a map with walking distances in an appropriate location downtown.		



Complete Streets Strategy

Gladstone’s goal is to provide safe, efficient and well-maintained roadways that accommodate all modes of transportation throughout the city. These Complete Streets implementation strategies offer several methods for working toward this goal.

Objective	Strategy	Priority	Timeframe
Determine how best to apply Complete Streets principles in different areas of the city.	Identify road types and develop a set of standards for non-motorized accommodations on each type.		Near-term
Ensure equal access for all users in new developments.	Develop Complete Streets guidelines for new developments, including those that may occur in areas designated FLEX.		Near-term
Plan for the long-term accommodation of all road users.	Develop guidelines for the rebuilding of existing roadways in a manner that accommodates all users and modes.		Mid-term
	Set traffic volume thresholds for the addition of paved shoulders, shared lane markings, bike lanes, off-street paths, lighted crossings, and other non-motorized accommodations.		Long-term
Educate drivers, bicyclists, and pedestrians about road users’ duty to share.	Produce small handouts to distribute at City Hall and to driver’s education students in the city.		Near-term
Publicize the city’s non-motorized network	Combine the snowmobile and parks & trails maps with other information to make a comprehensive online & print brochure.		Mid-term
Increase safety on city roads for bicyclists.	Establish bike routes marked with signs to focus bicycle travel onto the most appropriate roads; include a Downtown-Van Cleve connector.		Mid-term
	Continue developing the off-street path network.		
	Maintain shoulders on higher-speed roads.		
Establish or improve connections to regional trails and neighboring communities.	Study the most feasible routes for future pathways, considering connections to other non-motorized facilities.		Mid-term
	Establish a public engagement process to study routes and secure buy-in from owners whose property falls along potential routes.		Mid-term



Objective	Strategy	Priority	Timeframe
Improve secure bicycle parking options.	Work with businesses and Parks & Rec to determine the best locations and funding partnerships.		Near-term
Enhance pedestrian safety.	Stripe intersections with high-visibility crosswalks; use a distinctive style downtown to distinguish the district.		Near-term
Improve accessibility.	Identify those few curbs not yet compliant with ADA regulations; schedule installation of ramps as part of a Capital Improvement Plan.		Mid-term



Zoning Plan

The Zoning Plan shows how the city's long-range land use plan will be implemented through changes to the Zoning Ordinance and map. The table at right shows how the land uses of the Future Land Use map generally align with the city's existing zoning districts. Several new districts will be needed over the long-term. The text below outlines and prioritizes Zoning Ordinance amendments.

Land Use	Zoning District
LDR Low Density Residential	R-1, R-1A, R-4
MDR Medium Density Residential	R-2
HDR High Density Residential	R-3
FLEX Flexible Development	No equivalent
C Commercial	B-1, B-2
CBD Central Business District	No equivalent
Industrial	I-1, I-2
PQP Public/Quasi Public	Park/Public

Establishing New Districts

Many of the districts in the city's current Zoning Ordinance contain the seeds of the new zoning classifications envisioned in this plan. However, the Future Land Use Plan outlined zoning classifications that would, when implemented, guide the development of much more distinct districts within the city. Implementation of the Future Land Use Map proceeds in five steps:

1. Identifying the desired standards for each district.
2. Drafting standards for each district, including any needed graphics.
3. Holding a public hearing on the draft standards.
4. Adoption of the standards.
5. Changing the zoning map.

Step 5 is crucial to conveying to developers what the city hopes to be in the future. The individual Future Land Use Plan pages of this plan outline some specific recommendations for future district standards.

New Provisions

Gladstone's electrical utility has some progressive capabilities, including metering capabilities for numerous types of renewable energy systems. Certain of these systems, such as wind energy conversion and solar collectors, require the construction of on-site infrastructure. The city should consider adopting standards for these uses.



If the city decides that certain of its woodland and wetland areas should be maintained in their natural state rather than developed, conservation or natural resource protection overlays can be a useful tool to accomplish this.

Screening standards for industrial uses can dramatically improve the aesthetic environment of a city. Some existing industrial uses will be non-conforming after adoption of such standards, and the city can work with these property owners to determine a course of action for improved screening. This may include pursuing funding for plantings.

The establishment of the CBD Central Business District zoning classification is intended to provide the city with an opportunity to differentiate the commercial uses and intent of this area from the more general uses currently provided for in the B-2 classification; the B-1 classification is not used on the city's current zoning map.

Broader Changes to the Zoning Ordinance

Generally, the current Zoning Ordinance lacks strong site standards for landscaping, screening, lighting, flexibility for off-street parking, and building materials. The city may decide that in some of these areas additional standards are not appropriate, but in many cases even a few simple provisions to give stronger guidance to developers could go very far in improving the city's overall appearance. Additional regulation needn't be anti-development, and in fact a well-crafted regulation can help promote development by ensuring predictability and giving a developer confidence that the quality of subsequent development will match the quality of his or her project.

The ordinance also does not provide standards for the majority of uses permitted in the city, either as principal uses or as conditional uses. Special land uses in particular should be governed by clear standards.

In general, incorporating more visual aids and performing some minor reorganization, such as collecting use standards in one section and site standards in another, or relocating all definitions to one section where currently some appear in other parts of the ordinance, could help make the ordinance easier for potential developers to navigate and use. Design standards and provisions for publicly accessible space may be appropriate for the FLEX districts.



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APPENDIX



A. Text of Draft Transmission Letter

RE: Draft City of Gladstone Master Plan Update

To Whom It May Concern:

Pursuant to the requirements of Section 125.3839 (2) of the Michigan Planning Enabling Act, please find enclosed a copy of the draft City of Gladstone Master Plan Update. Pursuant to the requirements of the Act, we are requesting your review and comment in advance of the City's public hearing. The plan is also available for download at:

<http://www.clearzoning.com/clearzoning-clients/gladstone-michigan-master-plan-update/>

The Act provides surrounding communities and other respondents with 42 days to provide comments on the proposed Plan. Your comments must be submitted no later than 42 days after you receive this notice. Please submit comments to:

City of Gladstone Planning Commission
c/o Renee Barron, Director of Community Development/Zoning Administrator
1100 Delta Avenue, Gladstone, Michigan 49837
or
rbarron@gladstonemi.org

Thank you in advance for your cooperation and timely response in reviewing the draft Master Plan. Comments offered during this review process will be taken into account in adjusting and refining the Plan. Please feel free to contact Renee Barron at (906) 428-4586 if you have any questions. We look forward to your input.

Sincerely,
CITY OF GLADSTONE

Brad Mantela
Planning Commission Chair

B. Distribution List

City of Escanaba	Delta County Board of Commissioners
Brampton Township	Delta County Planning Commission
Ensign Township	Delta County Road Commission
Escanaba Township	CUPPAD
Masonville Township	Alger Delta Electric
Wells Township	Canadian National Railway



C. Resolution of Adoption

City of Gladstone Resolution adopting the 2014 City of Gladstone Master Plan

Motion by Commissioner Strom; supported by Commissioner Woodworth to approve by resolution the proposed Master Plan revision as follows:

Whereas, the Gladstone Planning Commission has a statutory duty to update the City's Master Plan at least every 5 years, and

Whereas, this process was begun by contracting with Clear Zoning to prepare a proposed updated Mater plan, and

Whereas, input was received from City staff, various committee members and commissions and members of the public, and

Whereas, a proposed draft of the Master Plan was approved by the Planning Commission and by the City Commission to be released to the public for review and comment, and

Whereas, the Planning Commission has held a public hearing on this date April 7th, 2015, and has considered the comments received.

NOW THEREFORE BE IT RESOLVED that the City of Gladstone's Master Plan Update including the attached City of Gladstone's Recreation Plan, the City of Gladstone's Strategic Plan and Operational Plan and the City of Gladstone's Capital Improvement Plan are hereby approved by a two-thirds affirmative vote of the members f the Planning Commission.

Motion adopted by the following yea and nay votes:

Yeas: Commissioners; Hult, Mantela, Noreus, Sepic, Strom, Woodworth

Nays: None

Absent: Commissioner Granger

Certification

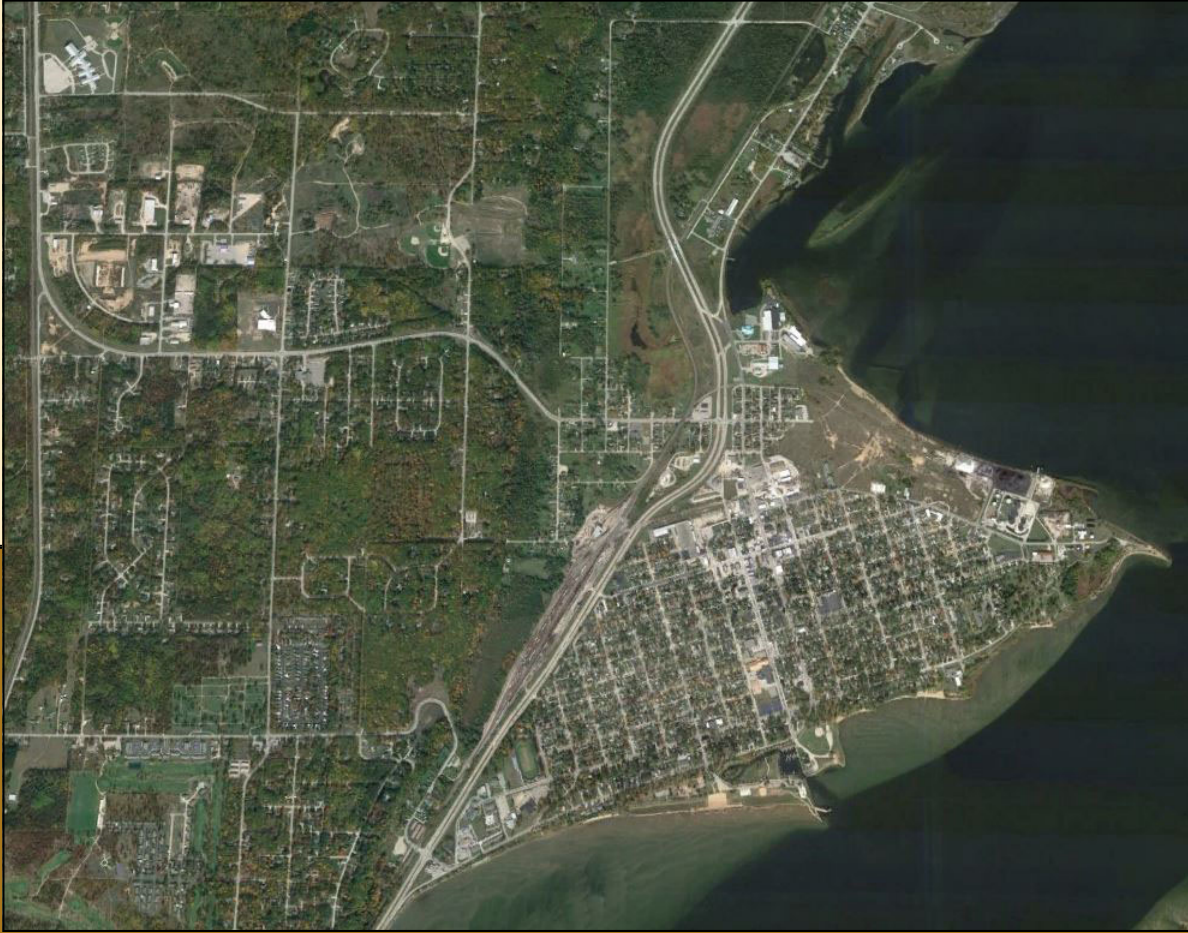
I the undersigned, the Clerk of the City of Gladstone, Delta County, Michigan, do hereby certify that the foregoing is a true and complete copy of a resolution adopted by the Planning Commission of the City of Gladstone, County of Delta, State of Michigan at a regular meeting held on April 7th, 2015, the original of which is on file in my office and available to the public. Public notice of said meeting was given pursuant to and in full compliance with the Open Meetings Act, being Act 267 of the Michigan Public Acts of 1976.

Dated: April 30, 2015


Kimberly Berry, City Clerk



CITY OF GLADSTONE
DELTA COUNTY, MICHIGAN



Satellite view, 2013