

GLADSTONE



GLADSTONE PLANNING COMMISSION MEETING

City Hall Chambers – 1100 Delta Avenue
July 09, 2024
5:00 PM

A Regular Meeting of the Gladstone Planning Commission will be held on Tuesday, July 09, 2024 at 5:00 PM hosted at City Hall Chambers – 1100 Delta Avenue.

AGENDA

CALL TO ORDER

ROLL CALL

APPROVAL AND/OR CORRECTIONS OF:

1. Regular Planning Minutes of May 9, 2024

ADDITIONS TO AGENDA

PUBLIC HEARINGS

UNFINISHED BUSINESS

NEW BUSINESS

2. Master Plan Revision-Set Public Hearing 8-13-24

PUBLIC COMMENT

INFORMATION SHARING

COMMISSIONER COMMENTS

COMMUNITY DEVELOPMENT COMMENTS

ADJOURNMENT



GLADSTONE PLANNING COMMISSION SPECIAL MEETING

City Hall Chambers – 1100 Delta Avenue
May 09, 2024
1:00 PM

MINUTES

Chairman, Howard Haulotte called the special meeting to order at 1:00 PM

City Clerk, Kimberly Berry called the roll:

PRESENT:

John DeFiore
Howard Haulotte
John Noreus
Dave Woodworth

ABSENT - EXCUSED

Thomas Butch
Jason Leonard
Alger Strom

Motion by John DeFiore; supported by Dave Woodworth to approve the regular Planning Commission Minutes of April 9, 2024 as presented.

MOTION CARRIED

Motion by John Noreus, supported by John DeFiore to approve the site plan review for 920 Delta Avenue, owners Durward and Debra Chase as presented.

MOTION CARRIED

Public Comment - None

There being no further business before the Planning Commission Chairman, Howard Haulotte adjourned the special meeting at 1:04 PM.

Kimberly Berry, City Clerk

GLADSTONE



City of Gladstone, MI

1100 Delta Avenue
Gladstone, MI 49837
www.gladstonemi.org

**MEETING TYPE
STAFF REPORT**

Agenda Date: 7-9-24

**Eric Buckman, City
Manager:**

Department: Community Development

Department Head Name: Renée Barron

Presenter: Patricia West

Kim Berry, City Clerk: _____

This form and any background material must be approved by the City Manager, then delivered to the City Clerk by 4:00 PM the Tuesday prior to the Commission Meeting.

AGENDA ITEM TITLE:

Master Plan Revision-Set Public Hearing 8-13-24

BACKGROUND:

The 42 day comment period on the Master Plan has passed with no comment from the public. The next step is for the Planning Commission to hold a public hearing on the amendment. This meeting is scheduled to introduce the final plan and set the public hearing for 8-13-24.

FISCAL EFFECT:

SUPPORTING DOCUMENTATION:

Master Plan Amendment

RECOMMENDATION:

Set Public Hearing for 8-13-24 and direct staff to send notice to proper entities and to public hearing in the Daily Press.



City of Gladstone **MASTER PLAN**

Adopted: April 7, 2015
Amended: November XX, 2023
Photo Credit: Visit Escanaba

ACKNOWLEDGEMENTS

City Commission

Mayor, Joe Thompson
Mayor Pro tempore, Brad Mantela
Judy Akkala
Robert Pontius
Greg Styczynski

Planning Commission

Chairperson, Howard Haulotte
Vice-Chairperson/Secretary, John Noreus
Thomas Butch
John DeFiore
Jason Leonard
Alger Strom
Dave Woodworth

Gladstone Staff & Department Heads

Eric Buckman, City Manager
Kim Berry, City Clerk
Renée Barron, Community Development/Zoning
Patricia West, Community Development
Barry Lund, Public Works
Rodney Schwartz, Wastewater
Rob Spritzer, Water Treatment

Citizens of Gladstone

Coleman Engineering

Visit Escanaba

Jason Hamre, Digital Media



Photo Credit: Visit Escanaba

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 - Goal 9: Wayfinding



Photo Credit: Visit Escanaba

INTRODUCTION



This 2023 Master Plan is an amendment to the vision established in the city's 2015 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 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.

BACKGROUND & EXISTING CONDITIONS



Photo Credit: Visit Escanaba

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 five miles of 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 runs 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, and seeing a significant population growth based off the 2020 census data.

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

Demographics

Population

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. However, between 2010 and 2020, the city’s population grew by 5.7%, the largest population increase within the surrounding communities.

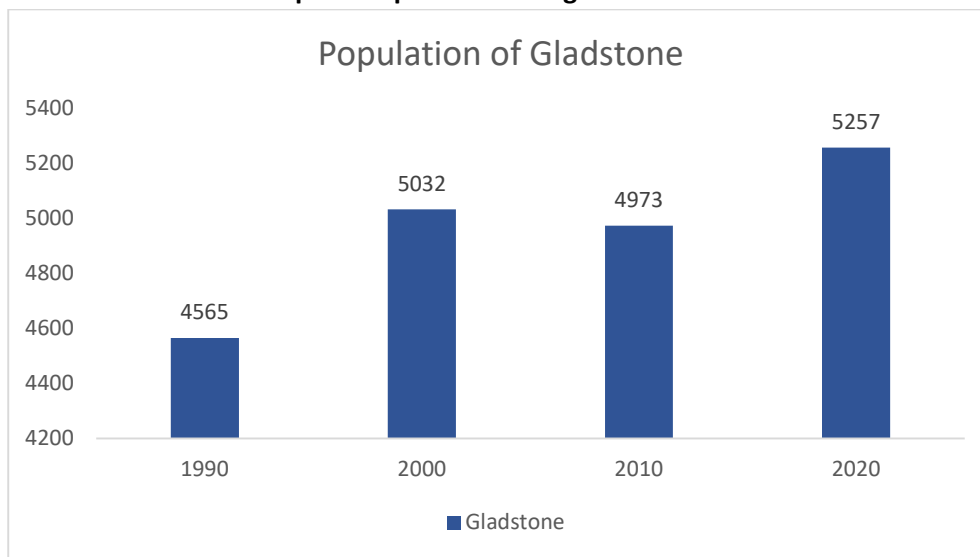
Table 1: Population Change in Gladstone and Surrounding Communities

| | 2020 | % Change in 2020 | 2010 | % Change in 2010 | 2000 |
|--------------------------|------------|------------------|-----------|------------------|-----------|
| Gladstone | 5,257 | 5.7% | 4,973 | -1.2% | 5,032 |
| Escanaba | 12,450 | -1.3% | 12,616 | -4.0% | 13,140 |
| Escanaba Township | 3,496 | 0.4% | 3,482 | -2.9% | 3,587 |
| Brampton Township | 1,023 | -2.6% | 1,050 | -3.7% | 1,090 |
| Wells Township | 4,876 | -0.2% | 4,885 | -3.2% | 5,044 |
| Delta County | 36,903 | -0.4% | 37,069 | -3.8% | 38,520 |
| Michigan | 10,077,331 | 2.0% | 9,883,640 | -0.6% | 9,938,444 |

Source: US Census: 2000, 2010, 2020

Not only did the City of Gladstone see the *largest* population percentage increase in the surrounding areas, but it was only one of two local communities, the other being Escanaba Township, to see an increase in population between 2010 and 2020.

Graph 1: Population Change in Gladstone



In 2010, it was observed that the city’s population was growing older, with a declining percent change in population in all age groups under 25. However, the 2020 census data has sparked optimism in a growing younger generation, with a notable 230% increase in the population age range of 20-24 year.

Table 2: Population by Age, City of Gladstone

| | 2020 | % Change in 2020 | 2010 | % Change in 2010 | 2000 |
|-----------------------|------|------------------|------|------------------|------|
| Under 5 years | 299 | 9.3% | 274 | -13.2% | 315 |
| 5 to 9 years | 389 | -9.0% | 428 | 32.4% | 323 |
| 10 to 14 years | 261 | -28.1% | 363 | -5.0% | 382 |
| 15 to 19 years | 502 | 32.8% | 378 | 1.3% | 373 |
| 20 to 24 years | 410 | 229.8% | 124 | -45.5% | 228 |
| 25 to 34 years | 629 | 30.4% | 482 | -11.8% | 547 |
| 35 to 44 years | 550 | -21.0% | 696 | -6.8% | 747 |
| 45 to 54 years | 672 | 6.4% | 632 | -6.6% | 676 |
| 55 to 64 years | 641 | 18.3% | 542 | 11.3% | 487 |
| 65 to 74 years | 382 | 2.4% | 373 | -22.0% | 478 |
| 75 Years + | 475 | -30.3% | 681 | 43.1% | 476 |

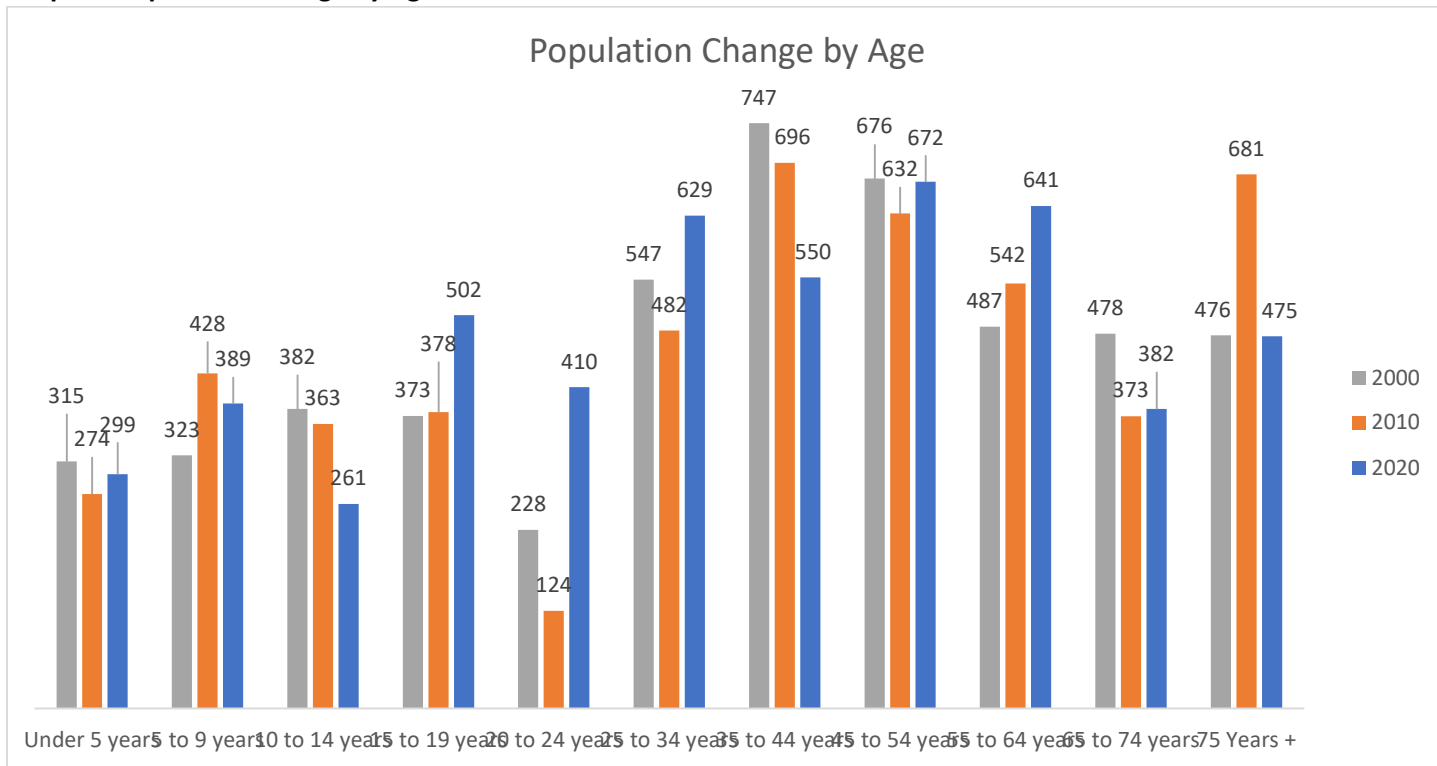
Source: US Census: 2000, 2010, 2020



Photo Credit: Visit Escanaba

Prior to the 2020 census data, much of the narrative around Gladstone’s population focused on catering to the aging population. This continues to be a priority of the City of Gladstone, but the growth in the 15-19 and 20-24 population sheds a new light on how we should be planning for the upcoming generations. These age groups are just beginning to enter the workforce. With the rise in remote work due to the Covid-19 pandemic, their employment opportunities have broadened, allowing them to reside within the city, but with income funneling in from outside of the county, or even the state.

Graph 2: Population Change by Age



Race & Ethnicity

Over 95 percent of the population of Gladstone is white. The most common racial identity other than white is Black or African American, with 1.9 percent of the population identifying itself in that category. Those identifying as American Indian or Alaska Native are the next highest population, making up 1.7 percent of the City of Gladstone residents. Those who identify as Hispanic or Latino make up less than one percent of our population.

Source: [US Census: 2021](#)

Housing



Gladstone had modest homebuilding activity from 2010 to 2020 for a community of its size, adding 115 units. The 2020 census data analysis estimates 9.8% of the housing units in Gladstone sit vacant, which dropped from 10.2% during the 2010 census.

Table 3: Gladstone Housing Units

| | 2020 | 2010 | 2000 |
|-----------------|-------|-------|-------|
| Occupied | 2,297 | 2,182 | 2,126 |
| Vacant | 249 | 249 | 163 |
| TOTAL | 2,546 | 2,431 | 2,289 |

Source: [US Census Estimates: 2020](#)

The city's rental rate rose about seven percent from 2010 to 2020. Most homes in the city remain owner-occupied, however, at nearly 62.9%.

Table 4: Gladstone Owner Occupied vs. Rental Occupied Housing

| | 2020 | 2020 % Total | 2010 | 2010 % Total | 2000 |
|------------------------|-------|--------------|-------|--------------|-------|
| Owner-Occupied | 1,283 | 73.4% | 1,676 | 68.9% | 1,683 |
| Renter-Occupied | 465 | 26.6% | 506 | 20.8% | 443 |
| TOTAL | 1,748 | | 2,431 | | 2,289 |

Source: [US Census Estimates: 2020](#)

As shown in Table 5, over 75% of homes in the city are single-family detached structures, and nearly 15% of the housing units are multi-family homes.

Table 5: Housing Units by Type

| | 2021 | 2011 |
|----------------------------|------|------|
| Single-Family Homes | 1955 | 1971 |
| Multi-Family Homes | 377 | 366 |
| Mobile Homes | 214 | 161 |
| TOTAL | 2546 | 2498 |

Source: [US Census: 2021](#)

Economics

Income

The City of Gladstone's median household income significantly exceeds that of the neighboring City of Escanaba, by \$18,355. Gladstone also exceeds Delta County's median household income \$3,411. Gladstone saw a 24% percent increase in median household income between 2010 and 2020.

Table 6: Income Data

| | 2020 | % Change in 2020 | 2010 |
|--|----------|------------------|----------|
| Gladstone Median Household Income | \$54,528 | 23.96% | \$43,990 |
| Escanaba Median Household Income | \$36,173 | 24.18% | \$29,130 |
| Delta County Median Household Income | \$51,117 | 14.52% | \$44,637 |
| Michigan Median Household Income | \$63,498 | 12.60% | \$56,392 |

Source: US Census: 2010, 2020

However, while Gladstone's median household income is positioned very well in comparison to the surrounding areas, the poverty rate sits at over 17%, which is comparable to Escanaba. Therefore, it can be assumed that our residents' income has a broad range across the board.

Table 7: Poverty Rate

| | 2020 Overall | 2010 Overall |
|---|--------------|--------------|
| Gladstone Poverty Rate | 17.7% | 10.2% |
| Escanaba Poverty Rate | 17.3% | Unavailable |
| Delta County Poverty Rate | 12.4% | 12.7% |
| Michigan Poverty Rate | 13.1% | 14.8% |

Source: US Census: 2010, 2020

Employment

While the City of Gladstone's poverty rate is over 17%, the 2021 census data estimates their unemployment rate is lower than Escanaba, Delta County, and the State of Michigan, sitting at 4%.

Table 8: Employment Status

| | Total Population over 16 | Employed | Percent Employed | Unemployed | Percent Unemployed |
|--|--------------------------|----------|------------------|------------|--------------------|
| Gladstone Employment Status | 2374 | 2269 | 96% | 105 | 4% |
| Escanaba Employment Status | 5227 | 4901 | 94% | 326 | 6% |
| Delta County Employment Status | 16044 | 15239 | 95% | 805 | 5% |
| Michigan Employment Status | 4924418 | 4585957 | 93% | 338461 | 7% |

Source: US Census Estimates: 2021

Data from the [Delta County Economic Alliance](#) identified the county's largest employers and found that the average commute time for Delta County Residents is only 14 minutes.

- Hannahville Indian Community employs about 1100
- Bellerud Americas Corporation employs about 750
- OSF St. Francis Hospital & Medical Group employs about 650
- Bay College employs about 350

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 while 9th Street is home to the Recreation Building and 10th Street is home to the Public Library. The Department of Public Works is located near the waterfront at the end of Michigan Avenue, but plans are underway to build a new facility in the coming years.

City facilities also include an extensive network of parks. The list of park assets within the city limits are below.

- Fernwood Cemetery
- Fishing Pier & Lighthouse
 - Fish Cleaning Station
- Gladstone Campground
- Gladstone Harbor
 - Boat Launch
 - Marina
- John & Melissa Besse Sports Park
 - Ballfields
 - Down Hill Skiing
 - Disc Golf
 - Down Hill Tubing
- Recreation Paths
 - Cross Country Ski Trails
 - Snowmobile Trails
 - Waterfront Biking and Walking Paths
- Van Cleve Park
 - Gladstone Public Beach & Beach House
 - Playgrounds
 - Skateboarding Park



Photo Credit: Visit Escanaba

In addition to the city owned assets, there are many additional facilities available to the community, including Gladstone Yacht Club, golf courses, and tennis courts.

The city also has several facilities available for rent.

- Indoor Rental Facilities
 - Beach House
 - Ski Chalet
- Outdoor Rental Facilities
 - East End Pavilion
 - Farmers Market Square
 - Gazebo
 - Kid's Kingdom Pavilion

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 maintains over 31 miles of sewer main in the city. It also collects most of the wastewater from the community of Rapid River. Gladstone's Wastewater Treatment Plant is undergoing a multi-million-dollar facility update which is scheduled to be completed in November of 2024.



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 local agencies to help residents and businesses improve energy efficiency.

Community & Economic Development

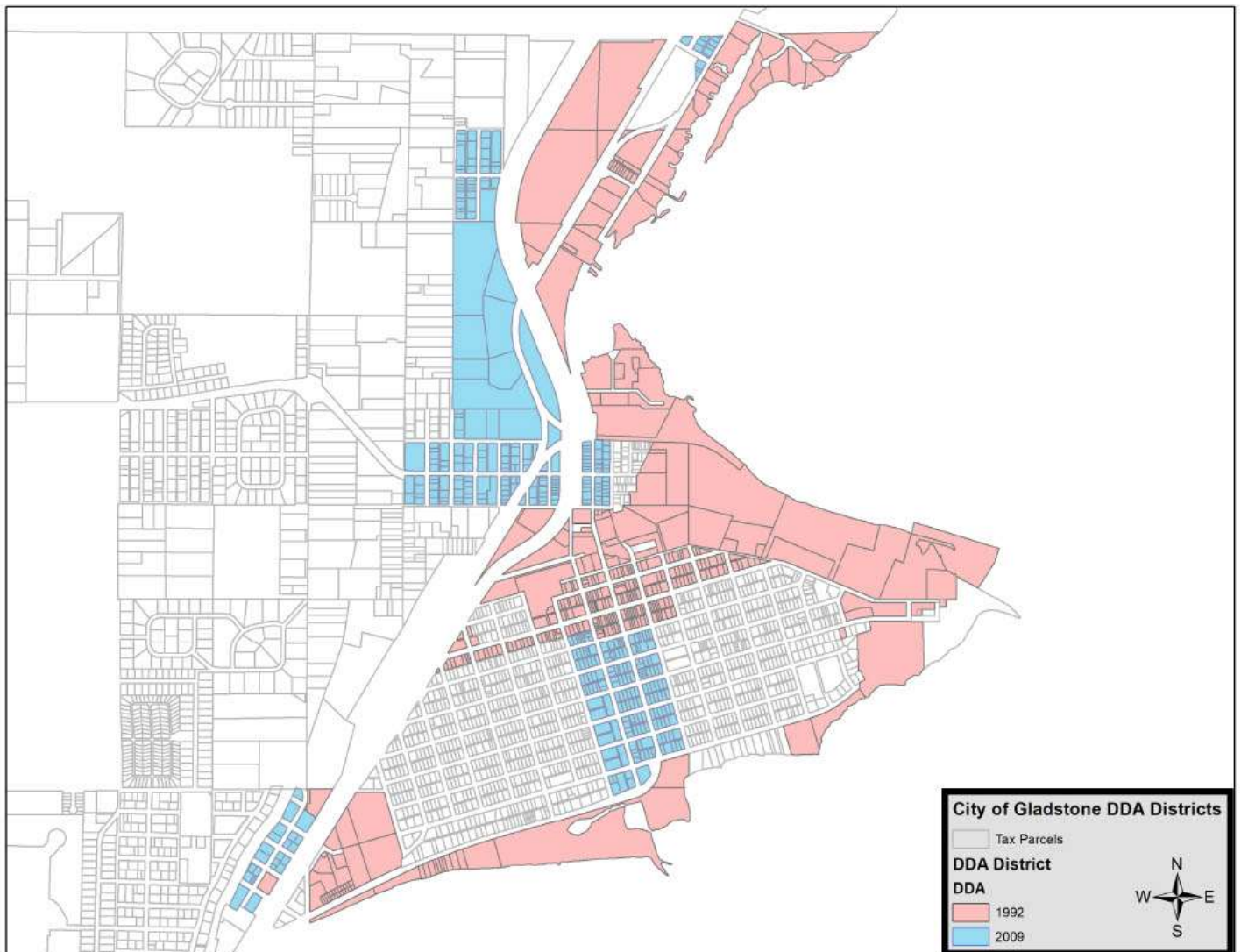
The future shape of Gladstone as a community is strongly tied to the city's ability to maintain its existing economic base while continuing to diversify and attract new employers. The city has made a concerted effort toward this goal already, and some of the economic and community development tools the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

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.

Downtown Development Authority (DDA)

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. The DDA serves a crucial role in the future development of the North Shore property, an area of nearly 40 acres of undeveloped waterfront that lies northeast of downtown.



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. The Market Square is also available for our community to rent for events.



North Bluff Industrial Park

This 110-acre industrial park is 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.

Remote Work

The prospect of remote work creates opportunity for Gladstone natives to return to their hometown when lack of employment opportunity previously prevented them from doing so. The City of Gladstone is well positioned to attract these remote workers to our community as the cost of living is significantly lower than that of metropolitan areas, our school system accommodates smaller class sizes, and our city maintains a reputation of being a safe place to live based on our local crime statistics. Furthermore, remote workers can revitalize the local economy, with employee's salaries funneling in from outside of the county and state.

Revolving Loan Fund and Tax Incentives

Gladstone actively uses financial incentives to attract business. The city utilizes a Revolving Loan Fund through 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 85. 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.

Gladstone High School is excited to partner with Bay College to offer educational opportunities including both Dual Enrollment and the Early College program.

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.



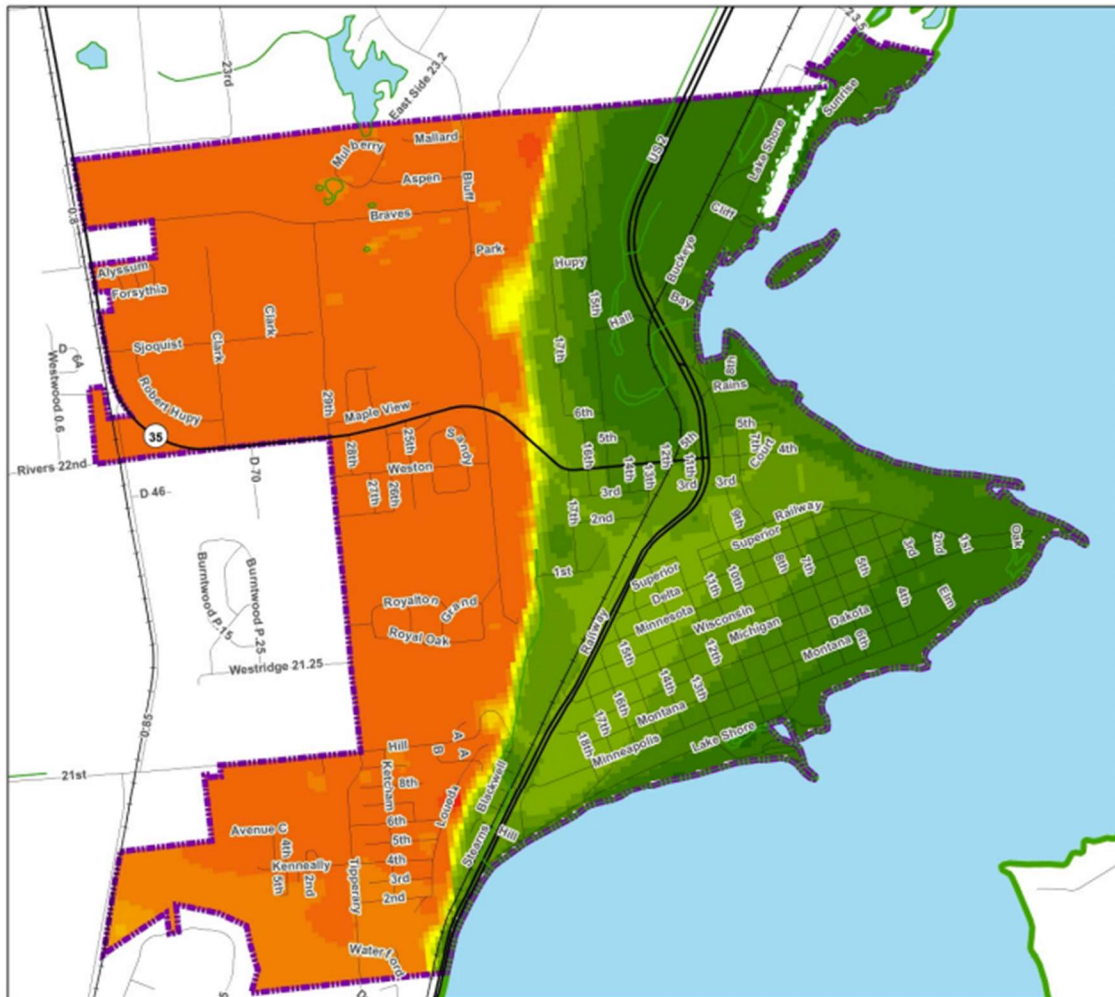
Natural Features

The Bluff

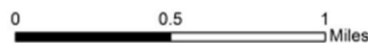
This elevation map clearly shows how dramatically the one-hundred-foot bluff cuts through the center of the city and defines its two halves. While the bluff poses connectivity challenges, it is also an asset, providing views and geographic definition of the city's spaces. Future development both below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

Elevation Map

City of Gladstone
Delta County, Michigan



| | | | | |
|-------------|-------------|-------------|-------------|-------------------|
| 570 - 580 | 610.1 - 620 | 650.1 - 660 | 690.1 - 700 | 740.1 - 750 |
| 580.1 - 590 | 620.1 - 630 | 660.1 - 670 | 700.1 - 710 | City of Gladstone |
| 590.1 - 600 | 630.1 - 640 | 670.1 - 680 | 710.1 - 730 | |
| 600.1 - 610 | 640.1 - 650 | 680.1 - 690 | 730.1 - 740 | |



clearzoning
CLEAR AND CONNECTED

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

VISION & GOALS

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 is also excited to maximize the potential of the waterfront.

Goal 1: Waterfront Redevelopment

Redevelop the waterfront in a way that strengthens the city's connection to the lake and maintains public access to the water.

- Regulate proposed land use through the development of zoning regulations.
- Develop the vacant land on the waterfront with high density residential properties, also referred to as the North Shore.
- Use the waterfront to grow new business and increase our population.

Goal 2: Downtown Gladstone

Revitalize our city's downtown to encourage a sense of community, increase development, and attract business for economic growth.

- Enhance the quality of life and develop a positive image of Downtown Gladstone to attract businesses, residents, and visitors.
- Increase property valuation by eliminating the causes of deterioration and promote economic growth.

Goal 3: Economic Base

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

- Expand job opportunities through the attraction, retention, and expansion of our local business industry.
- Maintain and rehabilitate existing commercial and industrial properties.
- Create harmonious mixed-use districts within the city.

Goal 4: Residential Development

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

- Shore up future population levels.
- Expand the range of housing options.
- Accommodate the city's fastest growing populations.
- Maintain and rehabilitate existing housing stock.
- Plan for open space in future subdivisions.
- Enhance our rental inspection program to maintain property values while ensuring the health and safety standards are met.

Goal 5: Environment & Recreation

Develop and maintain the city's recreation options for locals and visitors.

- Continue implementation of the city's current five-year Recreational Plan to provide a year-round recreational environment.
- Ensure programming and organizing of recreational activities and opportunities are inclusive to all ability levels.

- Plan for expanding and improving the Gladstone Campground to attract more visitors to our community.
- Develop the Sports Park facilities to increase opportunities and provide for recreational activities within our community while appealing to visitors.
- Provide a network of non-motorized walking paths and trails to improve recreational opportunities and connectivity within the community.
- Continue to improve the waterfront assets to encourage water activities.

Goal 6: Complete Streets

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

- Implement Complete Street strategies and principles to both existing and new developments.
- Improve our pedestrian walking experience to enhance accessibility and safety, while also encouraging physical activity.
- Prioritize the safety of our community's cyclists who share the road with motorized vehicles.

Goal 7: Sustainability and Services

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

- Continue implementation of Gladstone's Capital Improvement Plan to ensure city services remain dependable and budgets remain financially sound.
- Ensure the city's public water assets provide a safe, reliable, and sustainable water source to our community residents and surrounding environment.
- Adopt stormwater management best practices, as outlined by the Environmental Protection Agency (EPA).
- Develop a comprehensive street maintenance plan.
- Implement a Right of Way Permitting System.
- Meet the requirements of the Environment, Great Lakes & Energy's (EGLE)'s Administrative Consent Order.
- Improve inefficiencies within our Public Works Department to better serve our community.

Goal 8: Marketing

Focus efforts on marketing the City of Gladstone's desirable assets to attract to future residents, businesses, and tourists.

- Build recognition for the City of Gladstone as a reputable and respected housing community throughout northern Michigan and Wisconsin.
- Build a tourism industry to attract visitors to Gladstone.
- Attract new business to our community to grow our economic base.

Goal 9: Wayfinding

Improve wayfinding efforts to better connect locals and passersby to our city's assets.

- Highlight the location of downtown Gladstone and the city's many recreation facilities to travelers on M-35 and US-2/41.
- Develop a system of in-town wayfinding and directional signage.

FUTURE LAND USE

Future Land Use Plan

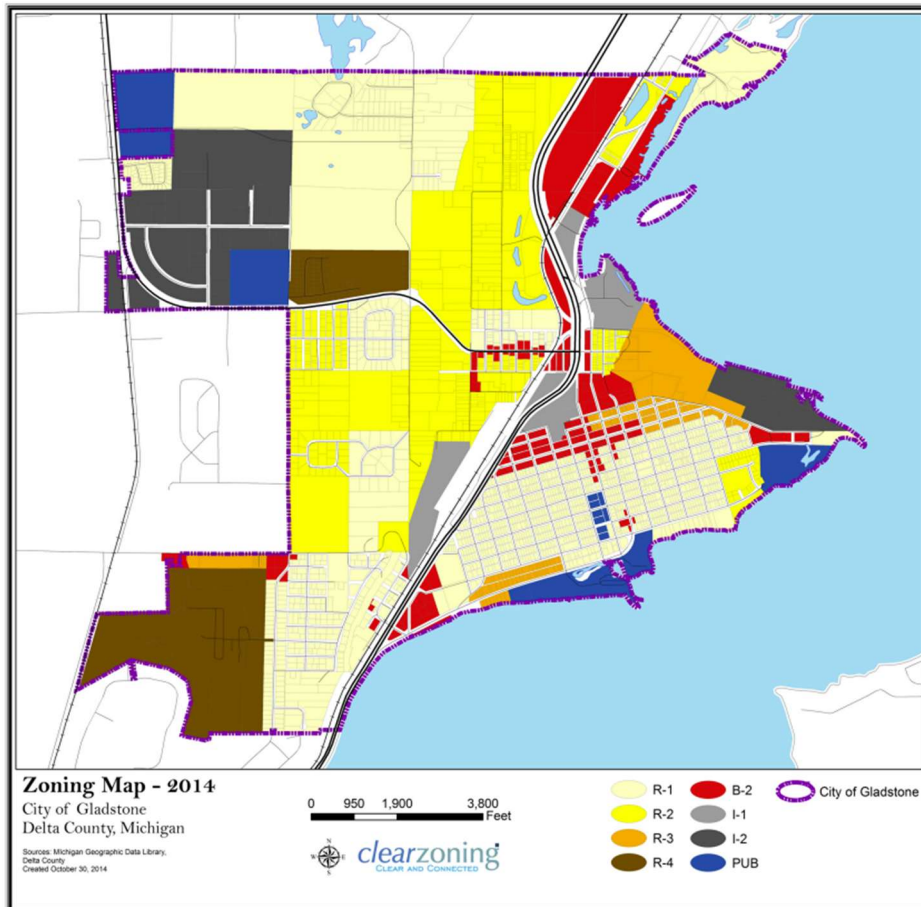
The Future Land Use Plan is a guiding document intended to record the goals and intentions of the city regarding land use and future development. Future decisions regarding the city zoning ordinance and map will reference the framework provided by this plan. This chapter addresses seven areas:

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

Overall Factors to Consider

Gladstone’s location and topography present unique opportunities and challenges to development. In its branding, marketing and outreach efforts, the city should continue to build an image as an active year-round community, 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 following map shows Gladstone’s current zoning. The Future Land Use map follows at the end of this chapter.



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, with upper floor residential uses 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 2015 plan's goal of developing downtown Gladstone into a regional specialty retail destination. The downtown faces several challenges:

1. How to encourage sustainable commercial activity around the downtown anchor of 9th Street and Delta Ave.
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. As outlined in the upcoming Implementation section, the city is actively exploring strategies to create gateway corridors for visitors from M-35 and our waterfront districts to the downtown district while also working with MDOT to encourage safe and slow access into the city along US 2/41.

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. Encouraging screening standards for industrial uses along US-2/41 would also improve the aesthetic entrance to the city.
- **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 touring 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.



Wayfinding Signage

The City of Gladstone plans to focus wayfinding efforts to attract the attention of passersby on US-2/41 by highlighting our community's incredible assets and facilities, while also providing direction within the downtown to further direct people to our community resources.

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 with connectable sidewalks, 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 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 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 state and federal incentive programs.
- **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, also referenced as the North Shore.
- **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 high vacancy rate (around ten percent) increases the risk that unoccupied homes will fall into disrepair. Gladstone is considering ways to ensure that these homes are maintained through the exploration of a vacant property registration process. This process would ensure communication between absentee owners and code enforcement to ensure that minimum health and safety standards are met.

Commercial Areas

The 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 37,000 residents in Delta County, 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 considered.

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 plans, 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 residents while also drawing visitors. Office uses are also concentrated here. Freeway service-type uses, such as drive-throughs, 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.

The Waterfront

One of Gladstone's most unique features is the approximately 40 acres 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:
 - a. Establish a publicly accessible greenbelt along the water's edge.
 - b. Work to connect the greenbelt to the city's other waterfront walkway systems.
 - c. Consider a focal point for the district, such as a central square or pier.
 - d. Identify areas where and ways in which tourism activities, such as kayaking or sport fishing, might be accommodated.

Development of these areas may take time, but continuing to build 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.

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 2022. This plan adopts the goals of that plan by reference, and offers several complementary ideas, particularly regarding the city's undeveloped open space.



Photo Credit: Visit Escanaba

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.



Photo Credit: Visit Escanaba

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.



Photo Credit: Visit Escanaba

Gladstone has some elements of a comprehensive Complete Streets approach in place already, including several off-street multi-use paths and the remains of a damaged boardwalk that previously offered non-motorized connections to locations around the city before it was damaged by high water. Connections to regional trail systems should be expanded going forward. As it continues to grow, this network will be an asset to residents and visitors alike.

In addition to prioritizing the repair of the boardwalk, the City of Gladstone's Parks and Recreation Department should continue to focus on providing locals and tourists with mapped trails and paths for non-automobile activities (biking, cross country skiing, snowmobiling, walking, etc). This would be a valuable resource to our residents while also exposing our tourists to the many recreational opportunities within our community.

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. In addition, the City of Gladstone plans to be thoughtful about complete

street principles when focusing on new development, considering new and existing bike routes to encourage safe and accessible cycling. Such networks could also feed into a system of wayfinding signage.

When it comes to safety, Gladstone plans to implement a system to improve the walking connectivity of existing developments which were developed prior to Complete Street initiatives, including the replacement of existing sidewalk curbs not yet compliant with ADA regulations. Furthermore, the city plans to implement a set of standards for pedestrian accessibility in all new developments.

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 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 Avenue 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 the Canadian National Railroad.

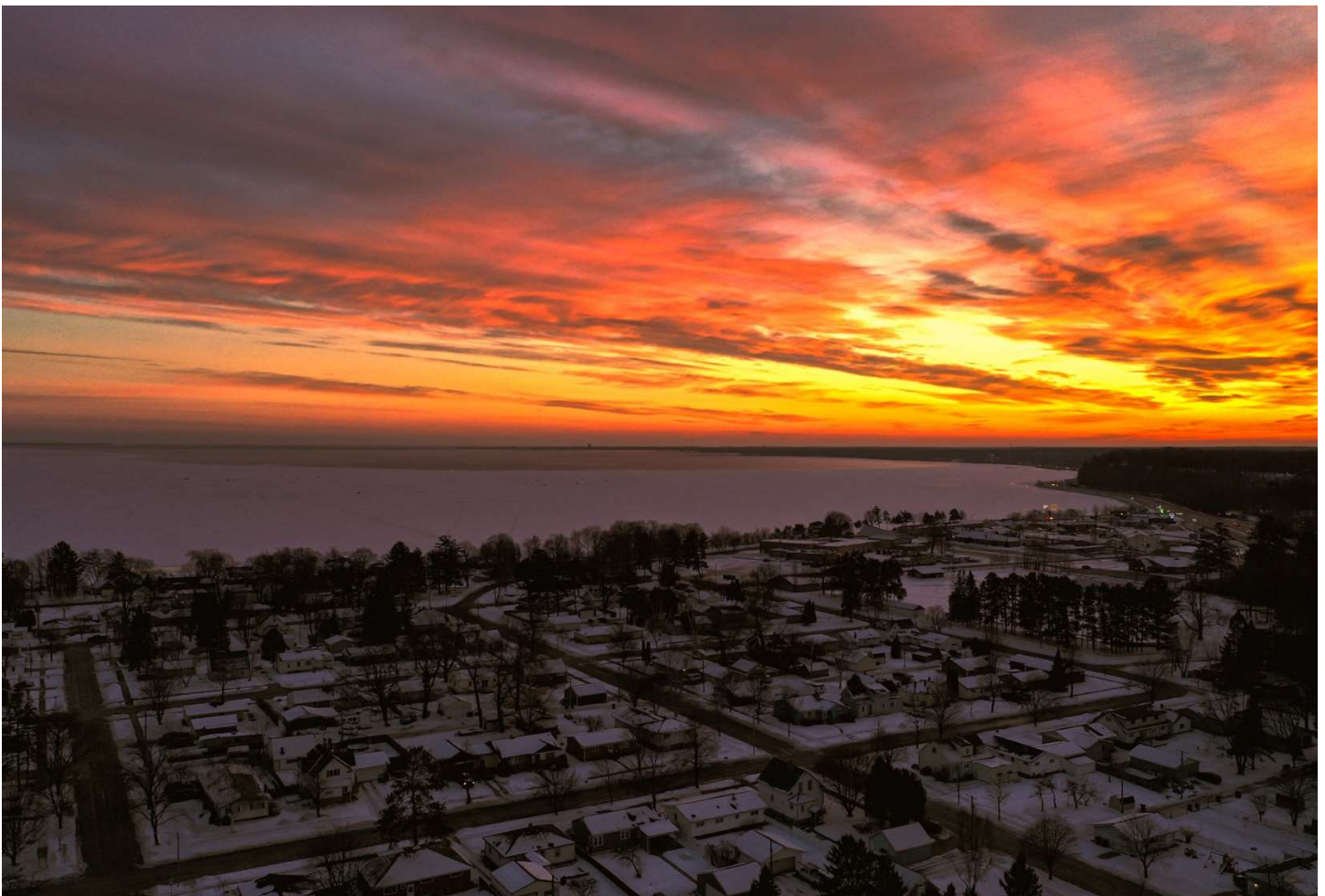


Photo Credit: Visit Escanaba



Photo Credit: Visit Escanaba

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.

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.

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 several 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 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 and should be a priority of the city.

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.

Low Density Residential (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.

Medium Density Residential (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.

High Density Residential (HDR)

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

Flexible Development (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.

Commercial (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.

Central Business District (CBD)

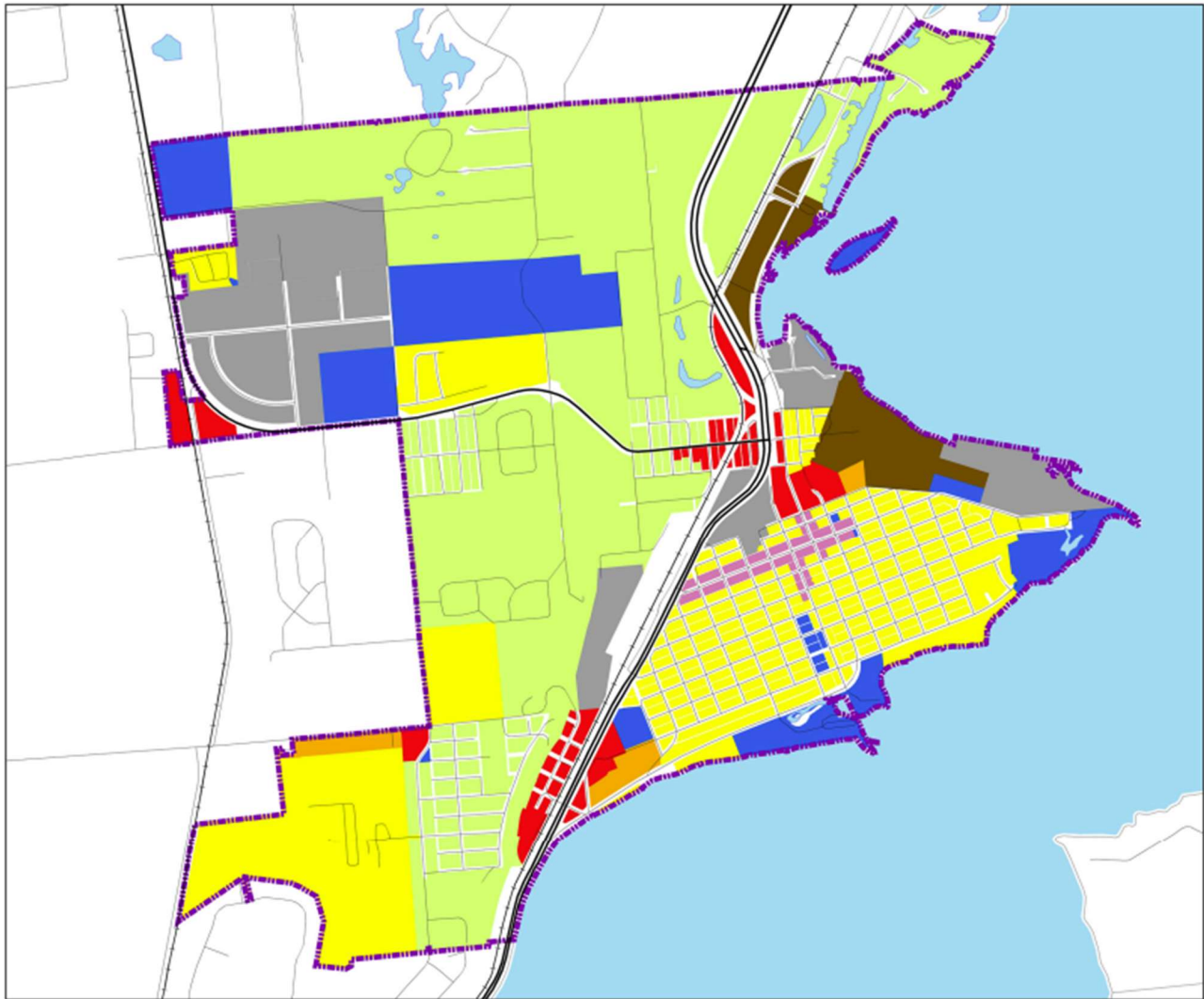
The Central Business District is Downtown Gladstone. It is planned for mixed use, with a primary focus on municipal uses, specialty retail, galleries, entertainment, quick-service and full-service restaurants, bars, small offices, personal services, and upper floor residential.

Industrial (I)

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

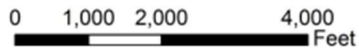
Public/Quasi-Public (PQP)

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



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

 City of Gladstone

-  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

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 is required to achieve the Master Plan recommendations.

Implementation Tools

Code Enforcement

Code enforcement is the strongest tool the city has to ensure minimum safeguards are met within our community, while also preventing the deterioration of property values.

DID YOU KNOW?

Recreational vehicles and equipment **may not** be parked on the city street or alleyway except for loading and unloading purposes.

CODE OF ORDINANCES
Chapter 54 | Article III.
Sec. 54-105

GLADSTONE
— MICHIGAN —

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.

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.

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.

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.

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.

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.

Implementation Objectives & Strategies

Goal 1: Waterfront Redevelopment

| OBJECTIVE | STRATEGY | PRIORITY | OWNER |
|---|---|-----------|--|
| Regulate proposed land use through the development of zoning regulations. | Support future development with revisions to 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. | On-Going | Community Development |
| | Develop screening standards to promote harmony with the implementation of mixed-use zoning areas. | Near Term | Community Development |
| | Develop regulations to preserve public access along the waterfront in future property developments. | Near Term | Community Development |
| | Establish height restrictions for future developments to accommodate a desirable viewshed for impacted residents within the city. | Mid Term | Community Development |
| | Encourage higher density residential for future development and create design standards to guide the development of a unified district. | Mid Term | Community Development |
| Develop the vacant land on the waterfront with high density residential properties. | Promote the development plan for the waterfront district, prioritizing public access along the waterfront and connecting the downtown district. | On-Going | City Manager |
| | Research advantages and challenges to development of the waterfront. | On-Going | Community Development |
| | Secure a developer(s) for the property. | Near Term | City Manager |
| | Coordinate the implementation of city utilities and all other necessary infrastructure with the developer(s), focusing on maintaining public access to the waterfront. | Mid Term | City Manager |
| Use the waterfront to grow new business and increase our population. | Encourage the development of hotels, restaurants, retail, and watersport activities to improve our resident's quality of life while also supporting local tourism. | On-Going | Community Development & Parks & Recreation |
| | Offer innovative architecture that can serve multiple purposes to adapt to ever changing market needs (co-working spaces, living spaces, remote work, social gatherings, etc.). | Mid Term | Community Development |

Goal 2: Downtown Gladstone

| OBJECTIVE | STRATEGY | PRIORITY | OWNER |
|--|---|-----------|--------------------------------------|
| Enhance the quality of life and develop a positive image of Downtown Gladstone to attract businesses, residents, and visitors. | Pursue revenue sources outside of the Tax Increment Financing Plan, such as mill levies, seeking private contributions, utilizing special assessments, considering event revenue sales, purchase, redevelopment of existing properties, and sales of property within the DDA district, grants, sponsorships, and municipal contributions. | Ongoing | City Administration & DDA |
| | Build upon the Gladstone Farmers Market to encourage foot traffic downtown. | Ongoing | DDA |
| | Coordinate with city departments on strategized street improvements and utility upgrades within the downtown district. | Ongoing | Multiple |
| | Implement a program to serve and promote downtown businesses by utilizing our website to provide community resources and marketing our community both locally and regionally. | Mid Term | City Administration & DDA |
| | Create gateway corridors for visitors from M-35 and our waterfront districts to the downtown district. | Long Term | Multiple |
| | Work with MDOT to encourage safe and slow access into the City of Gladstone along US 2/41 and encourage beautification efforts on entrances to welcome visitors. | Long Term | Public Works |
| Increase property valuation by eliminating the causes of deterioration and promote economic growth. | Partner with property owners in the downtown district to promote residential and office space opportunities above downtown businesses. | Ongoing | Community Development & DDA |
| | Pursue development opportunities for key properties within the downtown district. | Ongoing | City Administration & DDA |
| | Update the Code of Ordinances to allow for the creation of a registration and inspection process for under-utilized buildings within the downtown district, ensuring property values are maintained, discourage long term vacancy, and identify hazardous conditions which may pose a safety risk to the community. | Mid Term | Community Development /Public Safety |
| | Secure funding to implement the façade improvement program. | Ongoing | DDA |
| | Support the development of the North Shore waterfront through infrastructure allowing mixed use commercial and residential zoning. | Near Term | Multiple |

Goal 3: Economic Base

| OBJECTIVE | STRATEGY | PRIORITY | OWNER |
|---|--|-----------|--------------------------------------|
| Expand job opportunities through the attraction, retention, and expansion of our local business industry. | Consider acquisition of vacant industrial sites to promote economic growth. | On-Going | City Administration |
| | Actively market industrial properties via MEDC and to trade groups. | On-Going | City Administration |
| | Develop a local tourism industry through the emphases of recreational opportunities and natural assets. | On-Going | City/Parks & Recreation |
| | Develop relationships with industrial tenants to maintain retention. | On-Going | City Administration |
| | Encourage and support the creation of a Gladstone Business Association to promote businesses through activities and events while serving as a resource to one another. | On-Going | DDA/EDC |
| | Develop screening and lighting standards for non-residential sites. | Mid Term | Community Development |
| | Encourage and support high speed internet infrastructure throughout the City of Gladstone to attract new businesses and remote workers to our community. | Long Term | City Administration |
| Maintain and rehabilitate existing commercial and industrial properties. | Improve code enforcement for properties through the implementation of a registration process for condemned, foreclosed and vacant properties. | Mid Term | Community Development /Public Safety |
| Create harmonious mixed-use districts within the city. | Continue to streamline and improve processes for upgrades and expansions to existing facilities. | On-Going | Community Development |
| | Improve off-street parking regulations. | Mid Term | Community Development |
| | Revisit the zoning map in all districts to encourage the best and highest use of property and support economic development. | Mid Term | Community Development |



Goal 4: Residential Development

| OBJECTIVE | STRATEGY | PRIORITY | OWNER |
|---|--|-----------|--------------------------------------|
| Shore up future population levels. | Market the city as a family-friendly place with excellent schools. | On-Going | City Manager |
| 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. | On-Going | Planning & Zoning |
| Accommodate the city's fastest growing population. | Enable residential retrofits for accessibility and plan for a diversity of housing styles by factoring standards for adult foster care. | Near Term | Planning & Zoning |
| Maintain and rehabilitate existing housing stock. | Continuously update our Property Maintenance Code to meet current standards. | On-Going | Community Development |
| | Improve code enforcement for properties through the implementation of a registration process for condemned, foreclosed and vacant properties. | Mid Term | Community Development /Public Safety |
| | Develop a set of neighborhood beautification awards. | Mid Term | Community Development |
| | Establish and support the city's homeowner and rental rehabilitation programs. | Long Term | Community Development |
| Plan for open space in future subdivisions. | Adopt fuller standards for open space subdivisions. | Long Term | Planning & Zoning |
| Enhance our rental inspection program to maintain property values while ensuring the health and safety standards are met. | Update our Property Maintenance Code to require all rentals post standard information relevant to the City of Gladstone and the community, which also requires a local contact be included in the event of an emergency. | Near Term | Community Development |



Goal 5: Environment & Recreation

| OBJECTIVE | STRATEGY | Priority | Owner |
|--|--|-----------|---|
| Continue implementation of the city's current five-year Recreational Plan to provide a year-round recreational environment. | Improve Gladstone's recreational opportunities, as defined in the current Recreation Plan, by seeking public input to identify needs and deficiencies while following necessary guidelines and standards for parks, open space, recreation areas, and recreation facility development. | On-Going | Parks & Recreation |
| | Pursue grants and other funding sources to execute the city's adopted recreation plan. | On-Going | Parks & Recreation |
| Ensure programming and organizing of recreational activities and opportunities are inclusive to all ability levels. | Update and redesign our recreational inventory to promote creative, challenging, and safe play. | On-Going | Parks & Recreation |
| Plan for expanding and improving the Gladstone Campground to attract more visitors to our community. | Construct a pavilion within the campground to create more usable space. | Near-term | Parks & Recreation |
| | Construct a restroom facility and expand infrastructure, which will allow for increasing the capacity for more camp sites. | Long-term | Parks & Recreation |
| | Explore alternative camping experiences which offer amenities that go beyond a traditional camping experience (yurts, luxury canopy tents, domes, etc.). | Long-term | Parks & Recreation |
| Develop the Sports Park facilities to increase opportunities and provide for recreational activities within our community while appealing to visitors. | Construct a Pickleball complex at the Sports Park. | Near-term | Parks & Recreation |
| | Develop an engineered plan to move forward with the ski lodge/convention complex. | Near-term | Parks & Recreation |
| | Expand and reconfigure the tubing hill to include 4-5 more tubing runs and a conveyer belt system. | Mid-term | Parks & Recreation |
| Provide a network of non-motorized walking paths and trails to improve recreational opportunities and connectivity within the community. | Secure funding to rebuild the boardwalk, which would complete our walking path from Saunders Point to Little Bay de Noc Trail. | Near-term | Parks & Recreation |
| | Connect, extend, and improve our walkways to increase accessibility to public facilities through implementing ADA requirements and replacing asphalt sidewalks with concrete. | Long-term | Community Development/ Parks & Recreation/ Public Works |
| | Safely and conveniently connect our bluff and downtown communities through the exploration and planning of a pedestrian crossing over Highway 41. | Long-term | Community Development/ Parks & Recreation/ Public Works |
| | Expand opportunities for water rentals. | On-Going | Parks & Recreation |

| | | | |
|--|---|-----------|--------------------|
| Continue to improve the waterfront assets to encourage water activities. | | | |
| | Encourage and support dining experiences along the waterfront. | On-Going | Parks & Recreation |
| | Expand our head pier, adding additional docks, replacing gas pumps, updating the harbormaster building, and expanding the break-wall. | Mid-term | Parks & Recreation |
| | Explore plans to build a motorized bridge over the lagoon to increase safe options for pedestrians along the waterfront. | Long-term | Parks & Recreation |
| | Improve the city's stormwater water filtration and algae buildup within the lagoon by securing funding to build a temporary dike, circulating the water and dredging the lagoon deeper. | Long-term | Parks & Recreation |

Goal 6: Complete Streets

| OBJECTIVE | STRATEGY | PRIORITY | OWNER |
|--|--|-----------|---|
| Implement Complete Street strategies and principles to both existing and new developments. | Maintain a set of standards for both existing and new developments to allow and encourage all modes of transportation to exist within the city safely and cohesively. | On-Going | Parks & Recreation/ Public Works |
| | Identify and correct existing infrastructure in the Public Works Asset Management Plan that currently only prioritizes the needs of motorized vehicles to be more inclusive of all transportation. | On-Going | Parks & Recreation/ Public Works |
| Improve our pedestrian walking experience to enhance accessibility and safety, while also encouraging physical activity. | Replace existing sidewalk curbs not yet compliant with ADA regulations to improve accessibility. | On-Going | Public Works |
| | Create a set of standards for pedestrian accessibility in new developments. | Near-Term | Community Development/ Parks & Recreation/ Public Works |
| | Implement a system to improve the walking connectivity of existing developments within the city limits that were developed prior to the Complete Street initiatives. | Mid Term | Community Development/ Parks & Recreation/ Public Works |
| Prioritize the safety of our community's cyclists who share the road with motorized vehicles. | Ensure bike lane consideration is factored into new developments. | On Going | Community Development |
| | Work with the Parks & Recreation Board and downtown businesses to establish funding partnerships and determine the best locations for bicycle parking. | On Going | Parks & Recreation |
| | Establish bike routes to focus cycling traffic on roads with Complete Street principles in place. | Mid Term | Parks & Recreation |

Goal 7: Sustainability and Services

| GOAL | STRATEGY | PRIORITY | OWNER |
|--|---|-----------|------------------------------|
| Continue implementation of Gladstone's Capital Improvement Plan to ensure city services remain dependable and budgets remain financially sound. | Plan for funding to execute projects outlined in the City's Capital Improvement Plan, including each department's current capital improvement plan. | On-Going | City Manager |
| | Focus on the extension and maintenance of our public water and sanitary sewer assets outlined in the Water & Wastewater Asset Management Plans. | On-Going | Water Treatment & Wastewater |
| | Develop an Asset Management Plan (AMP) for Public Works forecasted out four years based on available funding. The AMP will incorporate Pavement Surface Evaluation and Rating (PASER) scores and other required infrastructure maintenance, identifying and correcting existing infrastructure that currently only prioritizes the needs of motorized vehicles to be more inclusive of all transportation based on Complete Street principles. The street maintenance and pavement repairs will also plan for underground utility upgrades. | Near Term | Public Works |
| Adopt stormwater management best practices, as outlined by the Environmental Protection Agency (EPA). | Establish a new stormwater utility to collect fees related to the control and treatment of stormwater to fund the stormwater management program. | Mid-Term | Public Works |
| | Build a storm water settling system to treat storm water runoff prior to flowing into our watershed and Little Bay de Noc. | Long-Term | Public Works |
| Develop a comprehensive street maintenance plan. | Collaborate with the county and surrounding cities to secure federal funding to work towards the completion of the Public Works Asset Management Plan through the facilitated meetings sponsored by CUPPAD. | On-Going | Public Works |
| Implement a Right of Way Permitting System. | Develop an electronic permit application for data collection which routes to the relevant department for review. | Near-Term | Community Development |
| | Implement a consistent and timely permit review process following the submission of an application. | Near-Term | Public Works |
| Ensure the city's public water assets provide a safe, reliable, and sustainable water source to our community residents and surrounding environment. | Replace all service lines connected to lead by 2040, meeting state compliance requirements. | On-Going | Water Treatment |
| | Annually replace 5% of our water service lines connected to lead, followed by the completion of the Environment, Great Lakes & Energy's (EGLE) Annual Service Line Replacement Report. | On-Going | Water Treatment |
| | Replace all remaining 4-inch water mains to meet current quality standards for lead and fire hydrant water flow, allowing the city to maintain a favorable | On-Going | Water Treatment |

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|---|--|-----------|-----------------|
| | fire protection rating, as identified in the five-year Insurance Services Office Inc. (ISO) survey findings | | |
| | Replace two nozzle fire hydrants with pumper nozzle hydrants on large water mains to improve the firefighting capabilities of our water system. | On-Going | Water Treatment |
| | Secure funding for an intake and a second transmission main to the elevated reservoir. | Near-Term | Water Treatment |
| | Upgrade the city's granular activated carbon (GAC) infrastructure to meet future water quality standards. | Near-Term | Water Treatment |
| | Inventory all water service lines by 2025 to identify remaining lines connected to lead. | Near-Term | Water Treatment |
| | Build a new water intake to correct the century old crib and piping found to be in poor condition with the last inspection. | Near-Term | Water Treatment |
| | Plan for the installation of an emergency backup generator to ensure water production during blackouts. | Mid-Term | Water Treatment |
| Meet the requirements of the Environment, Great Lakes & Energy's (EGLE)'s Administrative Consent Order. | Pursue facility updates to the wastewater plant to continue to meet water quality standards. | Near-Term | Wastewater |
| | Systematically upgrade our wastewater collection system's infrastructure based on the criticality and pipe conditions as outlined in the Wastewater Asset Management Plan. | Near-Term | Wastewater |
| | Relieve the load on the underpass lift station by moving the force main from the Industrial Park Lift Station to connect with Railway Ave. | Mid-Term | Wastewater |
| | Improve infrastructure to increase pipe reliability by finishing the force main from the underpass lift station to Superior Ave. | Mid-Term | Wastewater |
| Improve inefficiencies within our Public Works Department to better serve the community. | Secure funding to build the new Public Works facility as outlined in the current Community Improvement Plan. | Near-Term | Public Works |
| | Secure and prepare land, finalize designs, acquire material, and work with contractors towards the completion of the new Public Works facility. | Near-Term | Public Works |

Goal 8: Marketing

| OBJECTIVE | STRATEGY | PRIORITY | OWNER |
|--|--|-----------|--|
| Build recognition for the City of Gladstone as a reputable and respected housing community throughout northern Michigan and Wisconsin. | Delegate ownership to fund and oversee marketing initiatives of the City of Gladstone. | Near-Term | City Manager |
| | Explore revisions to a new city logo and improve our branding toolkit to be used on future marketing materials and signage, making the community easily identifiable across all mediums and platforms. | Near-Term | City Manager |
| | Improve the City's communication efforts with its residents to increase awareness, involvement, and buy-in of current initiatives. | On-Going | City Manager |
| | Partner with Gladstone Area Schools to promote the benefits and strengths of the school system to attract new residents. | On-Going | City Manager |
| | Position the City of Gladstone as a recreational hub, promoting the outdoor recreational facilities located within our city, as well as the many amenities just a short drive away. | On-Going | City Manager |
| | Market the expansion of new waterfront housing on the North Shore with public outdoor recreational amenities available within walking distance. | Mid-Term | City Manager |
| Build a tourism industry to attract visitors to Gladstone. | Build relationships and partner with local visitor bureaus and the Chamber of Commerce to inform them of tourism opportunities within the city and encourage referrals to our community. | On-Going | City Manager |
| | Promote the city as a weekend get-away by ensuring the quality of short-term rentals are maintained for our visitors through the rental inspection program. | On-Going | City Manager |
| | Utilize resources from the State of Michigan, such as Pure Michigan and the Department of Natural Resources, to promote the City of Gladstone's waterfront amenities and recreational inventory. | On-Going | City Manager/ Parks & Recreation |
| | Partner with Midwest marketing publications to write promotional pieces about our community. | Near-Term | City Manager |
| | Consider billboard advertisements along highway routes leading to Gladstone to encourage visitors to stop at one of our many public assets. | Mid-Term | City Manager |
| Attract new business to our community to grow our economic base. | Streamline our practices to build a strong foundation of planning, zoning, and economic development by implementing Redevelopment Ready Community (RRC) best practices. | On-Going | City Manager |

Goal 9: Wayfinding

| OBJECTIVE | STRATEGY | PRIORITY | OWNER |
|--|--|-----------|---|
| Highlight the location of downtown Gladstone and the city's many recreation facilities to travelers on M-35 and US-2/41. | Ensure all city signage meets Federal Highway Administration (FHA) standards. | On-Going | Public Works |
| | Identify city owned property to provide directional signage to our city's assets and facilities visible from the highway . | Near-Term | City Administration/ Parks & Recreation/ Public Works |
| Develop a system of in-town wayfinding and directional signage. | Implement a system so that directional signage is created or replaced to meet FHA standards for both new asset developments and existing assets within the town. | On-Going | City Administration/ Parks & Recreation/ Public Works |
| | Identify locations where wayfinding signs are appropriate in town and determine the destinations to place on each sign. | On-Going | City Administration/ Parks & Recreation/ Public Works |
| | Place maps with walking distances in appropriate locations. | Near-Term | Parks & Recreation |



Photo Credit: Visit Escanaba