

COMMUNITY DEVELOPMENT DEPARTMENT



Pictured above (left to right): Dave Stensaas - City Planner, Dennis Stachewicz - Director of Planning and Community Development, Keith Whittington - City Engineer, Matt Koss - Engineering Tech., Jim Compton - Hydrology Engineer, Greg Borzick - Assistant City Engineer, Andrea Landers - Planning/Zoning Official, Mik Kilpela - Staff Engineer, Dan Salmon - Engineering Tech., Sven Holmquist - Staff Surveyor.

Not Pictured: Pam Greenleaf - Administrative Assistant, Jared Kangas - Engineering Tech

Vacant Position: Zoning/Code Enforcement Official



COMMUNITY DEVELOPMENT DEPARTMENT 2013-2014 ANNUAL REPORT

In accordance with Section 2-80 of the City Code, listed below is a summary of activities for the Community Development Department for the 2013-14 fiscal year.

Personnel

Planning, Zoning, and Code Enforcement Division: Three full-time employees – City Planner/Zoning Administrator; Zoning and Planning Official; and Zoning/Code Enforcement Official. Two shared-time employees - Administrative Assistant and Director of Planning and Community Development. The Zoning and Code Enforcement Official position has been vacant since September 2013. Multiple attempts to consolidate and reorganize the positions of the Zoning and Planning Official and the Zoning/Code Enforcement Official into Zoning Administrator and Planning and Zoning Technician positions were not supported by the AFSCME City Hall Chapter. The Director and City Planner/Zoning Administrator are currently working on alternate scenarios that would address the division needs in the most cost-efficient manner.

Strategic Development Division: Three shared-time employees - City Manager, Director of Planning and Community Development and Administrative Assistant.

Engineering Division: Eight full-time employees - City Engineer, Assistant City Engineer, Hydrology Engineer, Staff Engineer, GIS/CAD Technician, Engineering Technician II/Senior Drafter, Engineering Aid/Inspector, and Staff Surveyor. One shared-time employee - Administrative Assistant.

Planning, Zoning, Code Enforcement, and Strategic Development Division Report

Long-Range Planning Projects:

No new major planning projects were undertaken during this year, but a few major planning projects that were begun in the previous fiscal year were brought to conclusion. The following is a synopsis of the major projects the Planning Division was responsible for in FY 2013-2014:

Third Street Corridor Sustainable Development Plan Project

Staff acquired funding from the Michigan State Housing Development Authority (MSHDA) in 2012 to ensure the vitality and sustainability of the North Third Street corridor. An urban design team conducted an evaluation, interviews and a design

charrette (intensive public design studio), to facilitate detailed design preferences for each block of the corridor. Retail performance analysis was performed, a non-motorized transportation plan was created, a vehicular parking survey was conducted, and a form-based code was developed. The draft Plan and Code was submitted as a package in December 2013, and with amendments made in the ensuing months, the Planning Commission in May of 2014 adopted a resolution to add the *Third Street Corridor Sustainable Development Plan* as a Subarea Plan of the Community Master Plan.

Mobility Management/Transit Study

A mobility study was conducted, at no extra cost, with the grant for the Third Street Corridor Project (via another grant) which provided for MSHDA to contract with Smart Growth America (SGA) to conduct a robust evaluation of all regional/local transit services. A local stakeholder team, SGA, and partner consultant Current Transportation Solutions provided mobility management strategies that can increase the effectiveness of the regional/local transit network, and more specifically between major destinations linked by the North Third Street corridor. This study is being incorporated into the Transportation element of the Community Master Plan Update.

Climate Change Adaptation Planning

The City of Marquette and the Superior Watershed Partnership (SWP) jointly secured a competitive technical assistance award that was offered by the Great Lakes Integrated Sciences and Assessments Center (GLISA) in late 2012, for the creation of a plan for climate change adaptation. Two well-attended public workshops were held, in February and April, to gauge community understanding of climate change, and to assess preferences for addressing this complex and long-term issue. GLISA is preparing maps and a planning document that considers several critical issues for planning purposes, including local ecosystem and infrastructure vulnerabilities, recreation and tourism, and disaster preparedness. The final report document, including "vulnerability maps" and recommendations were approved by the Planning Commission for incorporation into the Community Master Plan Update.

Community Master Plan Update

The Planning Commission began working on a major update of the Community Master Plan in mid-2012, conducting six visioning workshops that year to identify community priorities and changes that would be necessary to adopt an appropriate Plan for the times. Staff has been working on this project with the Planning Commission, and has drafted amended sections of the entire document, as well as incorporated new material. The Planning Commission has recently finalized recommendations for land use and zoning and is aiming for completion of the document before the end of calendar year 2014.

Economic Development Plan

The City previously hired Place Dynamics, LLC to assist with the development of an Economic Development Plan that will be reconciled with the Community Master Plan. The consultant conducted a comprehensive Community Economic Development Assessment, which included interviews with local businesses and key stakeholders, and presented the findings to the community in 2013. The draft plan is currently being revised by the Director with oversight from the City Manager.

Lakeshore Boulevard Relocation and Lake Superior Restoration Project - Phase II

For phase I of the project, the Superior Watershed Partnership (SWP) and the City of Marquette successfully secured grant funding to engage the community in a planning process to evaluate options for addressing coastal erosion along Lakeshore Boulevard from Wright Street to Hawley Street. During the first phase, a coastal engineering firm (BAIRD) was hired to conduct an assessment of the shoreline erosion and provide alternatives for the community to consider.

Phase II of the project provided for the City and SWP to engage the community and City Commission in a process to select a preferred alternative, design it, and implement a shoreline restoration demonstration area (dune restoration on north end).

The project was completed in September of 2014, not a moment too soon, as the Director is currently working with the United States Army Corps of Engineers (USACE) to seek Section 14 Program funding to implement the new design and address the erosion challenges along Lakeshore Boulevard.

Special Planning and Economic Development Projects:

- **Duke LifePoint Site Selection** - The Director served as primary contact and project lead with the Duke LifePoint Site Selection team, providing them critical information and direct staff support over the course of the summer and early fall.
- **Duke LifePoint Negotiations** - The Director served as part of a six-person staff/Commission negotiating team that successfully retained Duke LifePoint as a City taxpayer.
- **Cliffs-Dow** – Provided project management for the Cliffs-Dow property site investigation and planning activities, including facilitating multiple work sessions for the City Commission, correspondence and meetings with Michigan Department of Environmental Quality (MDEQ) and the completion of a Remedial Action Plan that is currently being review by the MDEQ.
- **Economic Development Pipeline** - Continued maintenance of an economic development opportunity tracking system.
- **DDA** - Provided staff support to the Downtown Development Authority.
- **DDA Place Plan** - Provided staff support to the planning efforts for the Baraga Avenue Place Plan project which provides redevelopment concepts for lower Baraga Avenue and surrounding properties.
- **Internships** - Coordinated three Geographic Information Systems intern positions with Northern Michigan University, which enabled the Zoning Map to be updated, and helped to accomplish mapping for the Community Master Plan update and several other smaller projects to keep our records accurate and up to date.
- **Municipal Property** - Coordinated property use and sale request evaluations for several locations within the City.

Day-to-Day Planning Activities

Most of the day-to-day activities for the Planning Division include working on items that are required to be reviewed by the Planning Commission, property inquiries, providing oversight and assistance to the Zoning and Code Enforcement operations and working

on long-range planning projects (e.g. Master Plan update, Third Street Corridor Project, Ordinance amendments). Planning technical assistance was provided for the review of many permit applications during the year. The Director attends the Downtown Development Authority and Marquette Brownfield Redevelopment Authority monthly meetings. The City Planner acts as the primary staff liaison for the Planning Commission, and the Zoning/Planning Official is the primary staff liaison for the Board of Zoning Appeals. During the past fiscal year (15 months), staff attended 29 regular Planning Commission meetings (two were cancelled) and three work sessions, 30 City Commission meetings, 15 Board of Zoning Appeals meetings, 15 Downtown Development Authority meetings, nine MDOT U.S. 41/M-28 Corridor Management Team Meetings and various other community meetings.

Day-to-Day Zoning Activities

Zoning activities continue to be the major day-to-day focus of the Planning and Zoning Division. Staff manages a very large portfolio of work including preparing reports for the Planning Commission (staff analysis for site plan reviews, conditional use permits, rezoning) and Board of Zoning Appeals, reviewing site plans and other development proposal materials, processing permit applications, researching zoning and planning legal issues, making staff interpretations of ordinances—including researching past practice/cases, making address assignments for new/changed street addresses and helping to develop ordinance amendments as required.

Zoning Permits and Applications

Processing permits and applications, whether they are to be reviewed by the Planning Commission, Board of Zoning Appeals, or administratively approved, constitutes a large portion of the day-to-day activities of the Zoning/Planning Official. The total number of permit applications for zoning activity in FY 2013-14 increased significantly from the last fiscal year for our most common permit types, well beyond the increase proportionate to the extended fiscal year, as shown in the following chart.

Permit Type	FY 2011-2012	FY 2012-2013	FY 2013-2014 15 mos.
HOP	0	0	2
ZCP	142	126	200
SGN	38	33	50
FNC	72	64	72
Total	252	217	324

HOP- Home Office Permit FNC- Fence Permit
 ZCP- Zoning Compliance Permit
 SGN- Sign Permit

The table below shows three years of data for special applications. This past year, the number of *applications* was up for all categories aside from re-zoning (REZ). Variance (VAR) requested were much higher than previous years, indicating at least in part a need to amend the zoning ordinance to make fewer properties non-conforming. Most

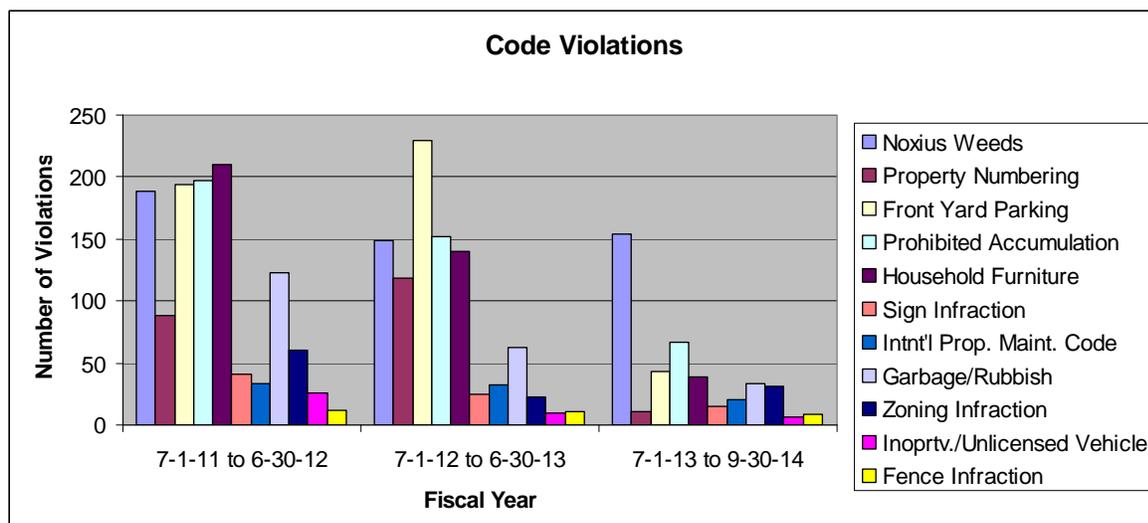
variance requests are from "small-lot" property owners regarding use of non-conforming required yards, which should be a focus for ordinance amendments when effort can be directed to the task. Site Plan Review (SPR) applications were slightly higher than during the past fiscal year than the previous year (2.2 per month average versus 2.08). Planned Unit Development (PUD) applications were lower than the previous year, over the extended 15-month period for this fiscal year. Conditional Use Permit (CUP) applications were much more than the previous year, but about the same as 2011-2012 per month, while Class-A Non-conforming (CAN) requests were about average for a typical recent year. The chart below shows both permits and applications by fiscal year.

Permit Type	FY 2011-2012	FY 2012-2013	FY 2013-2014
VAR	26	22	37
CAN	1	2	5
CUP	6	2	8
REZ	2	5	3
SPR	22	25	33
PUD	5	8	8
Total	62	64	94

The Planning/Zoning official also processed 104 address assignments during the fiscal year.

Code Enforcement

The City Code of Ordinances is supported by a code enforcement program, which in turn protects property values and provides high-quality places to reside, conduct business and recreate. Code Enforcement (CE) is a function of the Planning and Zoning Division, but CE is responsible for enforcement of many of the City Codes, including some covered under separate ordinances but intertwined with zoning (e.g. signs). Items covered by CE include garbage and rubbish, household furniture, inoperative/unlicensed vehicles, noxious weeds, prohibited accumulation, property numbering, the International Property Maintenance Code (IPMC) and signs. The following graph shows violations recorded from the past three fiscal years.



There were 430 total recorded violations in FY 2013-2014, which is less than half of the 982 recorded during the previous fiscal year. There has historically been frequent employee turnover in code enforcement staff and in September of 2013 the officer in this position resigned and the ongoing attempts to obtain the approval of the City Hall Bargaining Unit to reorganize within the department resulted in the Zoning and Planning Official being tasked with addressing code enforcement on a complaint-only basis while the Code Enforcement Official position remains vacant.

Broken down, there were 154 noxious weeds/long grass violations, 67 prohibited accumulation violations, 43 front-yard parking violations, 39 household furniture violations, 33 garbage/rubbish violations, 31 zoning violations, 21 property maintenance violations, 15 sign violations, 11 property numbering violations, nine fence violations and seven inoperable/unlicensed vehicle violations.

It should be noted that even when there is a proactive code enforcement effort, it is difficult to compare these figures objectively, as some violations tend to be cyclical and thus the enforcement focus may change over time, and not all violations involve the same research and reporting process. For example, reporting a front yard parking violation involves identifying and notifying the owner of the vehicle, in addition to the property owner. Also, a winter with heavy snow may lead to more front yard parking due to lack of snow storage area in rear yards.

Engineering Division Report

The change in the fiscal year will help reflect what reconstruction projects were actually planned, field information gathered, designed, bid, approved by the City and Planning Commissions and then ultimately constructed for that fiscal year. Due to the timing of past fiscal years it was difficult to accurately reflect on what parts of a project were completed during that fiscal year as some projects that were approved tended to overlap into the following fiscal year due to our shortened construction season. Other areas of the Engineering Division such as the administration of our storm water fee, permitting, site plan review and GIS system will also be discussed.

It has been another busy construction season due to the 2013-2014 fiscal year funding for capital improvement type projects. Annual maintenance type projects were completed at a cost of \$1.15 million and reconstruction type projects came in just over \$2.11 million.

We saw great savings in construction costs with the standard types of reconstruction projects; however, those projects that had specialized construction components saw costs come in unexpectedly high. Some factors that influenced these unanticipated high costs ranged from the time of year the bids were advertised, the high influx of projects already being constructed in the area and the state of the economy. These projects will be discussed in the following sections along with those projects with unique circumstances.

Annual Maintenance Projects:

Sidewalk Replacement and Repair Project

This program is mandated by City Ordinance. The project started in August and was finished by September. Over 804 feet of sidewalk was replaced throughout the City and 170 feet of sidewalk was extended along the north side of Genesee Street up to Altamont Street. This project was completed at a cost of \$86,053.

Sanitary Sewer Cleaning and Televising Project

This project is proactive in determining piping that may be close to failure and require immediate repair, a candidate for root control, or a candidate for the cured-in-place lining process due to potential failure, excessive root intrusion, or infiltration. This project started in June and was completed in August. Over 20,100 feet of main was cleaned and televised at a cost of \$23,481.

Sanitary Sewer Root Control Project

This project treats roots in the most maintenance-intensive areas as determined by past televising projects and with the observation and reporting of the Department of Public Works (DPW). This project was broken up into two phases to minimize the effect on the microbes that are used in the wastewater treatment process at the treatment plant. The first phase was completed in May and the next phase was completed in September. This project treated over 16,200 feet of main at a cost of \$27,788.

Street Improvement/Maintenance Project and Sanitary Lateral Replacements

This project extends the useful service life of our street pavement structures by heavy maintenance or preventive maintenance methods. Our current method of mill and overlays for streets rated a four or five can extend the pavement life by 10-15 years. The method of crack sealing (preventive maintenance) for streets rated a six or seven can extend the pavement life by three years or more. This project started in August and was completed in October. The project consisted of heavy maintenance activities on two miles of street and preventive maintenance on 11.5 miles of street at cost of \$1.1 million. As a means to be more "sustainable," as well as provide a substantial savings, the City incorporated the use of recycled asphalt shingles into the asphalt mixture design. In conjunction with this project, 41 sewer laterals that were found to be in poor shape or consisting of Orangeburg materials were replaced. Locations for this year consisted of Baraga Avenue from McClellan Avenue to the westerly entrance to the Municipal Service Center, Grove Street from Specker Circle to the City limits, Bluff Street from Fourth to Seventh Street, Fair Avenue from Lakeshore to Presque Isle Avenue and from Eighth Street to Northrop, College Avenue from Pine to Spruce Street, and Cleveland Street from Lincoln Avenue to Garfield Avenue. In addition, the Bluff Street Alley from Front to Third Street was incorporated into the project and funded by the Downtown Development Authority.

Reconstruction/Construction Projects:

Gravel Street Upgrades (Furnace Street, Mite Street, and Hogan's Alley)

These gravel streets were upgraded by replacing the gravel with pavement constructed to City street standards, including concrete curb and gutter. Furnace Street (Division Street to westerly end) also required the extension of sanitary sewer/water main, and the laterals were stubbed to the right-of-way limits to provide access for the residents to

the utilities street-side, as they are currently serviced from a failing "backyard" system. In addition to the road upgrades on Mite Street (Hampton Street to Hogan's Alley), the water main was replaced to provide a reliable adequately sized system and the storm sewer was extended to provide needed control. All these streets previously had severe soil erosion issues and were considered as high maintenance by Public Works. These upgrades should considerably reduce the maintenance requirements for these streets. Work started in July and was completed in October at a cost of \$251,374.

Westland Drive Upgrade

This project started in September and was completed in October. The project consisted of removing the existing street structure and asphalt swales, and replacing with our current street standards, including concrete curb and gutter. The storm sewer was extended to provide the needed control. This project was completed at a cost of \$54,435.

Horizons Drive Water Main Loop

This project started in September and was completed in October. The project consisted of looping the water main to the Marquette Township water main at Grandview Circle. The intent of this loop is to provide access to a water source in those cases when the Wilson Street water pump station is inoperable due to electrical or equipment failures. This loop will ensure that the residents at the upper end of Horizon's Drive have an adequate supply for domestic use and fire emergencies. The feed from the Township side will be metered and controlled with a pressure reducing valve. This project was completed at a cost of \$57,145.

Carp River Sanitary Sewer Crossings Project

This project started in mid-September and was completed in October. The project consisted of the removal of the transmission sanitary sewer main attached to the MDOT bridge structure that was recently abandoned due to structural deficiencies. In addition, inspection of the pipe spanning the river indicated the pipe was in poor condition with several of the joints losing their structural integrity. This project replaced the existing mains with two parallel mains that span over the Carp River. The cost for this project was completed at a cost of \$700,000.

Washington Streetscape and Traffic Signal Upgrade

This project was a public/private partnership for the Liberty Way Development. Brownfield funds were used to fund the public upgrades required for this development. The public portion of the project started in October 2013 and was wrapped up in June 2014. Upgrades to the public system included the traffic signal system, lane markings, and the streetscape (area between the curb and right-of-way limits). In addition, water and sewer mains were extended to the new development. The project was completed at a cost of \$290,226.

Permitting and Site Plan Review

Right-of-way permits ensure that activities performed in the City right-of-way are done in a manner that protects the safety and welfare of the public. Permits also ensure that utilities connected to the public system are inspected for conformance with City standards and specifications. The Engineering Division issued 298 permits during the last fiscal year totaling \$24,870.

Engineering, in cooperation with the Zoning Division of Community Development, reviews site plans to ensure above-ground structures such as driveway openings and below-ground structures such as sewer, water, and storm water utilities are planned per City standards and specifications. The Engineering Division reviewed 29 site plans during the last fiscal year. Site plan review fees are collected by the Zoning Division of Community Development.

Geographic Information System and Global Positioning System

The City of Marquette's Geographic Information System and Global Positioning System GIS/GPS program began in 1998 and provides various geographic analysis and mapping services to City departments throughout the year. The GIS/GPS program is also responsible for the daily and long-term maintenance and development of the City's GIS. Duties include: integrating, storing, editing, analyzing, sharing, gathering and displaying information. Other duties include the training of personnel in the use of GIS/GPS and the creation of drawings and maps for use by other departments as well as for contractors, consultants, other governmental agencies and the public.

The backbone of the City's GIS is the data layers. The City has approximately 80 different layers, which are continually being updated, viewed and accessed by most departments. These layers include, but are not limited to water/sanitary/storm infrastructure, parcels, easements, parks, park benches, trails, street signs, street rights-of-way, street centerlines, street quality ratings, sidewalks, fiber optic lines, building footprints, topography and orthophotography.

The digital orthophoto is one of the most useful layers in our GIS. Digital orthophotography provides all of the visual content of a photograph while being as accurate as a map for measurements. In the spring of 2012, we hired Ayres Associates to produce a highly accurate orthophoto of the City. We use the orthophoto daily for infrastructure mapping, property management, tax assessment, flood mapping, planning/economic development, and emergency response planning/modeling.

The recent focus of the City's GIS program has been to update the City infrastructure layers. The sanitary and water main structure layers are complete with new updates coming in daily. The two layers of the sanitary and water system that need further mapping are the sanitary cleanout and water shutoff locations. These geographic features are being collected by the Public Works and Engineering staff utilizing the two brand new Leica global positioning units and will be complete within the next few years. The storm layer stands at 99% complete and will be completed over the next couple of years. Additional layers that will require substantial time and personnel are related to our sanitary and storm water systems. To accurately reflect and model these systems, all invert and rim elevations need to be gathered from field surveys and entered into the GIS system.

The next step is to move the City of Marquette's GIS from a desktop to an enterprise application, which will provide staff, Commission and the community with a "one stop shop" source for municipal information. In order to manage and use location-based data effectively, systems integration with enterprise GIS is needed. Implementing enterprise GIS and integrating GIS applications with other systems requires additional GIS software licensing at a substantial cost. The City of Marquette took the first step by acquiring the ESRI Small Local Government Enterprise License Agreement (ELA) in the

spring of 2013. This allows the City to have unlimited access to a full suite of GIS software for a flat annual rate. The ELA includes maintenance on all software, technical support, services and training during the term of the agreement. The ELA also provides software that will give the City the ability to create, manage and distribute GIS services over the Web to support desktop, mobile and web mapping applications. The other piece now required to implement this system (and is currently being reviewed by staff) is the formation of the GIS data/web server. Two options being considered are either the purchase of a GIS data and web server to be run by the City's Information Technology Department or having this service implemented by a third party off-site.

Storm Water Fee Administration

In accordance with Section 48-187 of the City Code, the storm water fee is used for the construction, operation, and maintenance of all public storm water collection and retention systems in the City. In addition, this fee is used to cover the costs associated with the control of erosion and sedimentation associated with storm water run-off and the protection of water quality in natural water courses throughout the City.

The fee is based on a flat fee for residential units while other properties are charged a fee based upon the amount of impervious material areas that contribute to storm water runoff.

Last year the Hydraulic Engineer and the GIS technician reviewed and revised 58 parcels due to splits, development or the integration of onsite water quality measures.