

## COMMUNITY DEVELOPMENT



Pictured above (left to right)

City Planner Dave Stensaas, Director of Planning and Community Development Dennis Stachewicz, City Engineer Keith Whittington, Engineering Technician Matt Koss, Hydrology Engineer Jim Compton, Assistant City Engineer Greg Borzick, Planning/Zoning Official Andrea Landers, Staff Engineer Mik Kilpela, Engineering Technician Dan Salmon, and Staff Surveyor Sven Holmquist

Not Pictured: Administrative Assistant Pam Greenleaf and Engineering Tech Jared Kangas, and Zoning Field Technician Michael Anderson



## **COMMUNITY DEVELOPMENT DEPARTMENT**

### **2014-2015 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 2014-2015 fiscal year.**

#### Division Overview

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 was vacant for most of the year. 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. In order to provide services to the residents, a temporary position has been authorized by the Director.

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**

##### **Long-Range Planning Projects**

- ***Community Development Master Plan:*** The Planning Commission began working on a major update and amendment of the Community Master Plan in mid-2012, conducting six visioning workshops that year to identify community priorities, and determine what would be necessary to adopt an appropriate plan for the times. The 2004 Master Plan served as a basis for creating a new plan but it was quite outdated in general and, though some elements of it were carried forward, the update process created a document that is in large measure new.

The Planner was the project manager for the project, providing both professional recommendations on new and revised plan content and format, as well as working with Planning Commission guidance to create a document that would have broad community support. Three other sub-plans were incorporated into the Master Plan, each being a separate project that was undertaken since 2012 (and authored by different organizations): the Third Street Corridor Sustainable Development Plan (Gibbs Consulting); the Climate Change Adaptation Report (Michigan State University-Extension/Great Lakes Integrated Sciences and Assessments); and a Mobility Management/Transit Study (Smart Growth America). The new Community Master Plan was adopted in August 2015.

- *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. Information from that plan was consolidated into a much smaller document and presented to the City Commission for review and comment.
- *Lakeshore Boulevard Relocation and Lake Superior Restoration Project:* The Director continues to work with the United States Army Corps of Engineers to seek Section 14 program funding to implement the road relocation and address the erosion challenges along Lakeshore Boulevard.

### **Special Planning and Economic Development Projects**

- *Duke LifePoint:* The Director continues to serve as primary contact and project lead for the Duke LifePoint Architectural, Engineering, and Construction Team. The past year saw the successful completion of the Planned Unit Development process, as well as the kick-off for highway transportation planning, street upgrades, and utility coordination.
- *Cliffs-Dow:* The Director continues to serve as project manager for the Cliffs-Dow property response activity. This past year saw continued investigation and examination that led to correspondence and meetings with Michigan Department of Environmental Quality. Subsequent to the meetings, the project team is in the process of completing a Request for Mixing Zone Determination, which includes a request for the ability to remove parcels from the response activity area, thus providing the ability for those properties to be put into use in the future.
- *Economic Development Pipeline:* The Director continues to maintain an economic development opportunity tracking system where opportunities are shared with likely interested parties in the private sector and potential community partners.

- *Downtown Development Authority:* Provided staff support to the Downtown Development Authority.
- *Internships:* The City Planner/Zoning Administrator coordinated multiple 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 and several other smaller projects to keep our records accurate and up-to-date. Also coordinated one Northern Michigan Public Service Academy fellowship student who assisted with the Community Master Plan.
- *Municipal Property:* The Zoning and Planning Official assisted the Planning Commission with a complete update of the Municipal Property Inventory.
- *Food Truck Ordinance:* The Director worked with the Downtown Development Authority to draft standards for the operation of food trucks on public property and assisted the City Attorney and Clerk with ordinance drafting/fee establishment.
- *Clark Park:* The Director provided assistance on the project through oversight of environmental aspects of the transaction (Baseline Environmental Assessment/Due Care Plan/Legal Consultation).
- *Lighter, Quicker, Cheaper:* The Director provided assistance to the Downtown Development Authority during the “Lighter, Quicker, Cheaper” project by working with Northern Michigan University to secure assistance from the Northern Michigan University Construction Management Department for the design and construction of the parklet portion of the project.
- *Third Street Corridor Plan Implementation:* The Director led a multidisciplinary team effort to gather data, plan, implement, and monitor the implementation of bicycle infrastructure on Third Street. The transportation effort will continue to be monitored and evaluated.

### **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, Ordinance amendments).
- Planning technical assistance was provided for the review of many City permit applications during the year.

- 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 staff attended 22 regular Planning Commission meetings (two were cancelled) and three work sessions, 24 City Commission meetings, 11 Board of Zoning Appeals meetings, 10 Downtown Development Authority meetings, six US-41/M-28 Corridor Management Team Meetings, and various other community meetings.

### **Day-to-Day Zoning Activities**

- Zoning activities, as noted above, 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.
- Permits: In FY 2014-15 there were 186 Zoning Compliance permits issued; 44 Fence permits issued; 33 Sign permits issued; and zero Home Office permits issued. The monthly average of permit applications for zoning activity in FY 2014-15 was 21.9 permits issued per month. Spring and summer are the peak seasons for permits and applications in this office in addition to the permits and applications processed by staff, the Planning/Zoning Official also processed 24 address assignments during the last fiscal year.
- Special Applications: The total number of permits and applications processed by this office was 332. See the chart below for specific numbers of various applications.

Application Type	FY 2014-15
VAR	21
CAN	3
CUP	15
REZ	0
SPR	25
PUD	5
<b>Total</b>	<b>69</b>

Variance (VAR); Class-A Non-conforming (CAN); Conditional Use Permits (CUP); Rezoning (REZ); Site Plan Review (SPR); Planned Unit Development (PUD).

## **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. CE is responsible for enforcement of many City Codes, including some covered under separate ordinances but intertwined with Zoning (e.g. signs). Items covered by CE are shown in the chart below, which also show violations recorded from the past year.
- There were 399 total recorded violations in Fiscal Year 2014-15. There has historically been frequent employee turnover in code enforcement staff, and in September of 2013 the officer in this position resigned, and the position remaining vacant until August of 2015.
- In order to still provide a service to the community, the Planning-Zoning Official was tasked with addressing code enforcement on a complaint-only basis while the Code Enforcement Officer position was vacant. However, the Director was able to contract a temporary full-time position that is limited to six months.

<b>VIOLATION</b>	<b>FY 2014-15</b>
Noxious Weeds	59
Property Numbering	3
Front Yard Parking	47
Prohibited Accumulation	59
Household Furniture	90
Sign Infraction	6
International Property Maintenance Code	43
Garbage/Rubbish	33
Zoning Infraction	26
Inoperative/Unlicensed Vehicle	22
Fence Infraction	11
<b>TOTAL</b>	<b>399</b>

## **ENGINEERING**

- We saw a slowdown in municipal work for the 2014-2015 construction season due to challenges associated with funding that is required to accomplish the proposed projects per the Capital Improvement Plan. Due to this slowdown and increase in grant funded projects for other departments, the Engineering division was able to assist with design, survey, and inspection for the other department projects. This year we did not have any reconstruction type projects in the Engineering budget, however, our annual maintenance type projects were completed at a cost of \$997,209.
- We did see a slight upward trend in construction costs. While the previous year's costs were either flat or deflationary, the recent increase in costs appears to be dependent on greater availability of work, resulting in the contractors being able to act more discretionary on what projects they choose to bid on. This is good news for the economy, however, it has resulted in construction costs increasing across the board.
- This year's projects will be discussed in the following sections along with a those projects with unique circumstances.

### **Annual Maintenance Projects**

- *Sidewalk Replacement and Repair:* This program is mandated by the City Ordinance but was not funded for the 2014-2015 fiscal year.
- *Sanitary Sewer Cleaning and Televising:* 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 cure-in-place lining process due to potential failure, excessive root intrusion, or infiltration. This project started in July 2015 and was completed in August. Over 20,141 feet of main was cleaned and televised at a cost of \$23,481.
- *Sanitary Sewer Root Control:* This project treats roots in the most maintenance intensive areas as determined by past televising projects and as with the assistance of the Department of Public Works. This project was broken up into two phases to minimize the effect on the microbes that are used in the waste water treatment process at the treatment plant. The first phase was completed in May and the next phase was completed in September. This project treated 15,735 feet of main at a cost of \$26,728.00.
- *Street Improvement/Maintenance in Conjunction with 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 poor to fair can extend the pavement life by 10-15 years. The method of crack sealing (preventive maintenance) for streets rated a fair to good can extend the pavement life by three-plus years. This project started in August and will be completed in early October. The project consisted of heavy maintenance activities on three miles of

street and preventive maintenance on 7.1 miles of street at a cost of \$800,000. As a means to become more “sustainable” and provide a substantial savings, the City incorporated the use of recycled asphalt shingles into the asphalt mixture design. As part of this project all sanitary sewer laterals that were found to be in poor shape or consisting of orangeburg materials were replaced. A total of only three sanitary sewer laterals were replaced. Heavy maintenance street locations for this year consist of Fourth Street from Washington Street to the Pathways Driveway, Granite Avenue from Wright Street to Huntington Street, Gray Street from Norwood Street to Wright Street, Hawley Street from Presque Isle Avenue to Lakeshore Boulevard and from Longyear Avenue to the bike path, Jefferson Street from Lincoln Avenue to the westerly end, west of Garfield Avenue, Lakeshore Boulevard from Hawley Street to the Dead River bridge, the Dead River bridge to Island Beach Road, and from Fair Avenue to Pine Street, Grove Street from McClellan Avenue to Specker Circle, Center Street from Gray Street to Woodland Avenue and Tracy Avenue to Schaffer Avenue, McClellan Avenue from Fair Avenue to Cleveland Avenue and Peter White Drive from the Marina to Sunset Point.

- *Traffic Lane and Pavement Markings Replacement:* This project included the replacement or addition of lane lines and traffic related pavement symbols for the entire City of Marquette. Currently the City has over 190 intersections and approximately 36.5 miles of lane delineation striping that may require repainting on an annual basis. This is the first year that Community Development has led this project (formerly done by Department of Public Works) and the Engineering division has developed a plan and systematic process to analyze the useful service life of these markings from which we can make an informed decision on replacement cycles for the various markings. This project started in July 2015 and was completed in September at a cost of \$147,000.

### **Reconstruction/Construction Projects**

- *Washington Streetscape (Third Street to Fourth Street):* This project was funded by the Downtown Development Authority with design, inspection and management oversight conducted by the Engineering division. The project started in May of 2015 and was wrapped up in July. Upgrades to the streetscape included removal of the brick pavers with colored stamped concrete replacement, plain concrete sidewalk replacement where warranted, removal and replacement of the curb and gutter, additional tree plantings, and installation of electrical outlets in the tree locations. The project was completed at a cost of \$212,772.
- *Hawley Street Multi-Use Pathway Extension (Wilkinson Avenue to Dead River Bridge):* This project was partially funded by the Land and Water Conservation Fund through the National Park Service and the Michigan Department of Natural Resources. The project started in July of 2015 and was completed in September. Construction included a 10-foot wide asphalt multi-use pathway and included amenities such as benches, bike racks, and trash receptacles. The pathway winds around the south side of the Kaufman Sports Complex area just north of Hawley Street. This project was funded under the Community Services budget and was designed and inspected by the Engineering division. The project was completed at a cost of \$170,000.00.

- *Presque Isle Marina Boat Launch and Parking Lot Reconstruction:* This project was partially funded by the Michigan Department of Natural Resources – Waterways Grant Program. The project started in June of 2015 and was completed in September. Reconstruction included the removal and replacement of the boat launch and parking lot. Upgrades were made for parking and lighting. This project was funded under the Community Services budget and was designed and inspected by the Engineering division. The project was completed at a cost of \$410,000.
- *Park Bathrooms and Cinder Pond Marina:* Engineering division staff assisted Community Services with inspection and minor site design for the Harlow Park, McCarty's Cove, and Williams Park bathroom projects. In addition, our division assisted with field survey work for the Cinder Pond Marina building project.

### **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 252 permits during this fiscal year totaling \$37,370.
- The Engineering division, in cooperation with the Zoning division of Community Development, reviews site plans to ensure aboveground structures such as driveway openings and belowground structures such as sewer, water, and storm water utilities are planned per City standards and specifications. The Engineering division reviewed 16 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/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 City staff in the use of GIS/GPS and the creation of drawings and maps for use by departments as well as 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, whole reports, trails, street signs, street right-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 for infrastructure mapping, property management, tax assessment, flood mapping, planning/economic development, and emergency response planning/modeling etc.



- The priority of the City's GIS program has been to update the City infrastructure layers. The sanitary, storm and water main 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 shut-off locations. These geographic features are being collected by the Department of Public Works and Engineering interns utilizing the two Leica global positioning units and will be complete within the next few 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.
- Another step in the evolution of the City's GIS is called hyperlinking. Hyperlinking in GIS is another way to use geography to organize and provide context for many kinds of information. Hyperlinking functionality built into GIS, provides direct access to external files, project components, or applications from within a project. Simply clicking on a hyperlinked feature with the hyperlink tool within GIS lets the user view photographs, building floor plans, legal documents, video clips, and internet sites. We are currently hyperlinking all sanitary/storm water video to the City's sanitary/storm water GIS layers. We are also hyperlinking Department of Public Works scanned portable documents to the GIS layer.
- We are currently in the process of transforming the City of Marquette's GIS from a desktop to an enterprise application, which will provide staff, boards/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 of integration by acquiring the Environmental Systems Research Institute (ESRI) Small Local Government Enterprise License Agreement (ELA) in the spring of 2013. This software package will actually save the City funding versus integrating with various other software applications. This will allow 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.

### **Lundin Corridor Truck Study**

- The current agreement with the Lundin Mining Corporation includes traffic and safety upgrades to County Road 550, Sugarloaf Avenue, and Wright Street Corridor west to the City limits. To better assess and address the concerns for vehicular, pedestrian, and bicycle traffic, a study is being conducted along this corridor by DLZ. The Engineering division staff are working closely with Northern Michigan University, Lundin, and DLZ on a draft report. This report will not only evaluate the deficiencies but provide possible mitigation options for safety, street treatments and pedestrian access. Once this report is finished, the recommendations will be reconciled into the Capital Improvements Plan and future budgets, with funding being provided by Eagle Mine, in accordance with the provisions of their agreement with the City.

### **McClellan Avenue and Presque Isle Bog Wetlands Mitigation**

- The 2012 McClellan Avenue extension project required a permit from the Department of Environmental Quality for the filling of wetlands. The permit required that the filled wetlands be replaced with new wetlands, with the new wetlands requiring monitoring and annual reporting for 10 years. Wetlands were constructed on-site at McClellan Avenue and off-site at Presque Isle.
- Every year wetlands monitoring and invasive species control is contracted out to a consultant specializing in environmental studies. This is year three of monitoring and invasive species control of the constructed wetlands. Seasonal high water levels have drowned the majority of trees that were planted in 2012. Vegetative test plots consisting of wetland tree, shrub, and plant species were planted/seeded in June and September of 2015 by the Marquette County Conservation Service. Evaluation of tree and plant survival rates will be ongoing in order to determine species tolerance of on-site conditions.

### **Engineering Design Standards**

- The Engineering division with input from consultants, developers, contractors, and other City staff have created an engineering design standards manual for use by the public. The purpose of this document is to provide a set of standards for designing streets, drainage facilities, water lines, sanitary sewer lines and preparing construction plans for such facilities that are to be owned, operated and/or maintained by the City of Marquette. These standards will be used by the City staff and consulting engineers employed by the City for the above described improvement projects, and engineers for private developments in the City of Marquette.

### **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 32 parcels due to splits, development, or the integration of onsite water quality measures.