



City Hall
208 North First Avenue
Alpena, Michigan 49707
www.alpena.mi.us

Planning, Development, & Zoning

City of Alpena Planning Commission

Joint Meeting with City of Alpena Recreation Advisory Board

Wednesday, October 11th, 2023 @ 5:00 p.m.

This meeting will be held in Council Chambers as well as virtually.

Please join my meeting from your computer, tablet or smartphone.

<https://www.gotomeet.me/CityofAlpena/planning-commission>

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Access Code: 178-564-461

AGENDA

CALL TO ORDER;

ROLL CALL;

PLEDGE OF ALLEGIANCE

BUSINESS: Recreation Plan Review – Review 2021-2025 Recreation Plan goals to Capital Improvement Plan and Recreation Plan Survey results.

PUBLIC COMMENT

MEMBER COMMENTS

ADJOURNMENT



CITY OF ALPENA RECREATION PLAN CHAPTER 5: GOALS & OBJECTIVES, CAPITAL IMPROVEMENTS, BASIS FOR ACTION

The coastal City of Alpena offers a wide variety of cultural, historical and natural resources. At the heart of the City's aesthetic appeal are Thunder Bay, the Thunder Bay River, and the City's maritime heritage. With well over a dozen scenic parks scattered throughout the City, Alpena provides ample opportunity for visitors and residents alike to enjoy the unique combination of recreation and maritime resources. Maintaining a healthy park system by implementing improvements, in addition to regular maintenance will enhance the City's popularity as a great place to spend leisure-time hours.

The following goals and objectives were originally developed in 2009 by the Alpena City Planning Commission and the City Recreation Advisory Board, with additional valuable input from the public. The goals and objectives were reviewed and reaffirmed in 2020 by the Alpena City Planning Commission and the City Recreation Advisory Board.

City of Alpena Recreation Goals

1. Provide a park and recreation system representative of the broad recreational needs and preferences of all segments of the community's population.
2. Focus upon the long-term maintenance and preservation of existing park infrastructure. Undertake park expansion only when fiscally prudent and supported by park development plans.
3. View parks and recreation as a vital component of the City's overall economic development strategy. Projects should be evaluated as to their contribution to the area's economic development efforts.
4. Investigate ongoing water quality issues at City parks to ensure the public can fully access and appreciate the unique and special natural features of the area.
5. Explore the development of new financing sources for future park improvements (i.e. a land acquisition fund).
6. Provide non-motorized linkages between City parks and recreation facilities utilizing the City Bi-Path system.
7. Promote safety and universal accessibility to the City's parks and recreation facilities by persons of all ages and varied physical and emotional capabilities.
8. Acquire new recreation land, focusing primarily upon in-fill expansion at Bay View and McRae parks, and develop existing parks and facilities so as to take advantage of the

special and unique natural resources and features of the area (Thunder Bay and its shoreline, Thunder Bay River, Wildlife Sanctuary, etc.).

9. Increase the green canopy (trees) within the City park system.
10. Promote and expand the City's Adopt-a-Park program
11. Seek opportunities for public/private partnerships to improve the City's park System.

Development Objectives

The following objectives define general actions to be taken relative to the development, redevelopment, or upgrade of recreation facilities on a citywide basis that are necessary to meet the City recreation goals.

1. Promote projects and/or facilities, which best meet the recreational desires and usage patterns of the overall general population of the community.
2. Upgrade all park and recreation facilities according to approved plans.
3. Research solutions to reduce or eliminate the build-up of organic sediment on City beaches.
4. Fund and promote the development of the Land Acquisition and the McClay Trust funds in order to provide resources for future acquisition, expansion, and development projects.
5. Minimize the duplication of recreation services and facilities.
6. Upgrade or expand existing facilities if physically and financially more practical than acquiring or developing new facilities.
7. Design and operate parks and facilities in a manner that promotes efficient operation, minimizes conflicts, is consistent with the existing development plans for these facilities, and is consistent with the community's ability to support on an ongoing basis.
8. Develop or redevelop parks and recreation facilities so as to reduce general maintenance costs and the potential impact of vandalism.
9. Develop and upgrade facilities that promote and enhance the area's tourism sector, are coordinated with other area tourism/recreation projects, and enhance the community's quality of life.
10. Promote expanded use of the park system to tourists and local residents through improved wayfinding, improved internal signage, and promotion and coordination with

non-local resources (i.e. local marinas, US-23 North Heritage Route, water trails, and state and regional trails and parks).

- 11.** Make full use of all available grant programs to assist in financing recreation development consistent with the recreation goals and objectives of the City.
- 12.** Seek alternative and creative funding for the development, operation and maintenance of City recreational facilities.
- 13.** When practical, encourage local service clubs, user groups, non-profit organizations, etc. to implement approved elements of the recreation plan and discourage inconsistent projects.
- 14.** Promote recreation programming by volunteer recreation organizations.
- 15.** Acquire additional lands or facilities for recreation purposes based on the following criteria. The acquisition:
 - a. Promotes an integrated and complementary system of municipal recreation facilities;
 - b. Enhances public access, use and preservation of the unique and special natural resources of the community; or
 - c. Satisfies an unmet recreational need which cannot be met through existing City or other non-City recreation facilities, adaptive reuse of existing City parks or facilities.

With input from City officials and community members, a list of proposed improvements for park and recreation facilities in the City of Alpena was developed. The proposed developments and improvements will maximize the utilization of the natural resources in the City, meet the recreational requirements of residents, and increase the recreational opportunities for tourists visiting the area. A timetable was developed to guide the implementation process of the recreation plan, and to gauge the progress of the projects over the next six years.

In developing a proposed park improvement schedule, the City of Alpena utilizes a five-year projected project schedule. This project schedule is concurrent with the City's six-year Capital Improvements Plan (CIP) and is designed to ensure that all projects receive resource allocation and are implemented in a manner consistent with other, non-park related City projects. This five-year project schedule is a planning document, which is implemented by the City via an annual, multi-tiered capital improvement and budget planning process.

All projected projects are categorized across each fiscal year of the schedule into four possible priority zones: *On-Going*, *Higher*, *Moderate*, and *Lower*. On-going projects are those projects that are or will be implemented across several fiscal years. On-going projects have no specific priority since they are implemented across multiple fiscal years. The classifications of *Higher*, *Moderate*, and *Lower* are rudimentary classifications of all remaining proposed projects. These

classifications allow for some categorization of long-range projects without restricting the flexibility of the City to respond to and re-prioritize projects based upon unforeseen developments.

Actual project prioritization occurs annually when all proposed projects are reviewed for inclusion in the City's annual CIP plan. Projects included within the CIP are prioritized based upon a number of factors, including, but not limited to, established City goals and objectives, available funding, implementation schedule, and coordination with other projects. All CIP projects are consecutively reviewed and approved by City staff, the City Planning Commission, and the City Council. Proposed projects not included within the CIP are re-projected and re-prioritized for upcoming years within the improvement schedule.

Basis for Action

There are several important factors to consider when planning for recreational activities and development in the City of Alpena.

1. The City of Alpena is the largest city in the northeast Michigan region. The City largely serves as the economic hub of the region.
2. Tourism is a vital component to the economy of Alpena and the surrounding areas. Recreational planning needs to consider the influx of people looking to relax and recreate in the area.
3. The City population age distribution varies from 23% aged 19 and under, to 21.3% age 65 and older. The highest percentage of City residents are of adult working age (20 to 54). The age distribution in surrounding communities largely mirrors that of the City of Alpena. However, surrounding areas generally have slightly higher percentages of those aged 65 and older. Recreational facilities need to appeal to a very diverse age group.
4. The issue of improving the local economy by establishing the area as a recreation destination is of utmost importance. Unemployment rates in the City are reported at 6.7% (2018), and all of northeast Michigan remained significantly higher than the State average. The City strives to create a community with a defined sense of place and a high quality of life which will attract young families and entrepreneurs. This quality of life will also help to retain local youth who would otherwise leave the area upon reaching adulthood.
5. The City's median household income is \$37,706 compared with the State's median of \$59,584. In addition, twenty percent of households live at or below the poverty level. To be truly accessible, recreation must also be affordable.
6. Approximately 19% of the City of Alpena population lives with some form of disability. This is largely true for surrounding communities as well, with many having an even higher rate. All recreational development and improvements should strive to be as inclusive and barrier free as possible.

Figures obtained from U.S. Census Bureau, American Community Survey 2018 5-year estimates.

#6 Bi-Path System - Funded to \$5k in TY Budget

Improvement	Cost	Implementation Year	In Rec Plan & CIP	In Rec Plan Not in CIP	In CIP Not in Rec Plan	Add to Rec Plan and CIP?	Status	Comments
Pedestrian Lighting								
Downtown Riverfront - 2nd - 9th Ave (3,300'/44 lights)	\$100,000	21/22	X					\$150k from 2023-2029 in CIP - not funded in TY budget
Starlite Beach/Water Plant - (1,800'/25 lights)	\$60,000	22/23	X					\$60k from 2025-2027 in CIP
Washington Avenue Park to Sytek Park (7,000'/94 lights)	\$200,000	22/23					Complete	Completed LY
County Fairgrounds (4,000'/54 lights)	\$120,000	24/25						
US-23 North - George Washington Bridge to Long Rapids Road (1,900'/25 lights)	\$60,000	2025+	X				Complete	\$65k in CIP in 2028/2029
Trail 4 Pathway from Bagley to Franklin Pedestrian Lighting					X			\$65k in CIP in 2027/2028
General Bi-Path Upgrades								
Informational Kiosk Installation	TBD	Ongoing						Signage and Maps a Priority for Survey Respondents
Directional & Mileage Signage	TBD	Ongoing						Signage and Maps a Priority for Survey Respondents
Recycling Bin Installation	TBD	Ongoing						
System Resurfacing	\$30,000	Ongoing	X					\$15k in 23/24, 25/26, and 27/28 requested - \$5k funded in TY budget - comes out of local street funds - Roots and bumpy spots on bi-path a priority for survey respondents
Paxton Spur Easement Acquisition & Bi-Path Construction	\$90,000	2021					Complete	
Besser Lake Shoreline Improvements	\$450,000	2025+	X					\$685k in CIP from 2025-2029
Expanding Bi-Path								
Upgrade sections less than 8' in width	Text Only							
Bagley Street Bi-Path Option						X		Addressing safety concerns regarding the bi-path on the shoulder of Bagley a priority for survey respondents
Project Totals	\$1,110,000							\$1,025,000

#7 Blair Street Park - Funded to \$0 in TY Budget

Improvement	Cost	Implementation Year	In Rec Plan & CIP	In Rec Plan Not in CIP	In CIP Not in Rec Plan	Add to Rec Plan and CIP?	Status	Comments
Pier Repair and New Decking	\$130,000	23/24					Complete	
Lighting Upgrades	\$20,000	23/24						\$20k 2024/2025 in CIP
Project Totals	\$150,000							\$20k

#8 City Marina - Funded to \$174,000 in TY Budget

Fixed Dock Replacement	\$449,240	21/22					In Progress	Going on now
Light Pole Replacement	\$60,000	21-25	X					\$62k in CIP 2023-2028 - funded \$14k in TY budget
Sidewalk Installation and Repairs	\$11,000	21/22		X				
Breakwall Bi-Path Lighting Upgrades	\$30,000	22/23					Complete	
Sign and Kiosk Installation	\$15,000	22/23		X				
Picnic Pavillion Installation	\$35,000	22/23		X				Not in Marina Master Plan
Harbor Dredging	\$70,000	Ongoing		X				Not in Marina Master Plan
Resurface Parking Lots	TBD	22/23	X					\$195k in CIP in 2026-2029
Safety Ladder & Fire Extinguisher Installation on Dock System	Text Only							
Boaters Restroom Design			X					in Marina Master Plan - Funded \$35k through grants 2023/2024 in CIP
Marina Restroom Improvements			X					In Marina Master Plan - not funded in TY budget - 2023-2025 \$350k in CIP
UST Supply Line Upgrades			X					in Marina Master Plan - Funded \$100k through grants 2023/2024 in CIP
Wayfinding Signage (includes walkways)			X					In Marina Master Plan - Funded \$10k in TY budget - 2023-2028 \$65k in CIP
Dock Repair			X					In Marina Master Plan - Funded \$15k in TY budget - 2023-2029 \$90k in CIP
Utility Pedestal Replacement			X					In Marina Master Plan - 2024-2029 \$380k in CIP
Marina UST Cleanup			X					In Marina Master Plan - 2024-2027 \$30k in CIP
Marina Shop Building Rehab			X					In Marina Master Plan - 2024-2028 \$350k in CIP
Social Gathering Area			X					In Marina Master Plan - 2027-2028 \$35k in CIP
Addition of Trees and Green Space						X		Survey respondents requested more trees and green space
Project Totals	\$670,240							\$1,752,000 from projects in CIP

#9 Duck/Island Park - Funded to \$5k in TY Budget

Improvement	Cost	Implementation Year	In Rec Plan & CIP	In Rec Plan Not in CIP	In CIP Not in Rec Plan	Add to Rec Plan and CIP?	Status	Comments
River Center Construction	\$3,000,000	23-25	X					Long Range CIP - \$5k funded annually
Site Amenities (Cooking grills, drinking fountain, trash receptacles)	\$20,000	23/24	X					\$20k in CIP for 2025/2026; Survey respondents requested more picnic tables at Duck Park
Parking Lot Lighting Upgrades	TBD	23/24	X					\$30k in CIP for 2024/2025
Replace Island Park Fishing Platforms	TBD	21-25		X				Survey respondents requested improvements to fishing platforms
Pavilion and Bathrooms					X		In Progress	Funded through DNR, USDA, and Donations - 2024-2025; Survey respondents requested bathrooms
Project Totals	\$3,020,000							\$55k

#10 LaMarre Park - Funded to \$0 in TY Budget

Slope Stabilization and Terracing	\$88,000	22-24	X				In Progress	\$88k in CIP for 2024/2025 - some slope stabilization done, terracing not done
Site Amenities (Park Sign Relocation, Benches, Trash Receptacles)	TBD	22-24	X					\$20k in CIP for 2024/2025
Picnic Pavilion Construction	TBD	23/24	X					\$150k in CIP for 2024-2026
Project Totals	\$88,000							\$258k

#11 McRae Park - Funded to \$0 in TY Budget

Upgraded Playground Equipment Installation	TBD	21/22	X					\$50k; Called out in Rec Survey
Upgraded Site Lighting	TBD	21/22	X					\$40k; Rec Survey called out lights around courts
Parking Lot Lighting Upgrades	TBD	24/25	X					\$20k
Parking Lot Improvements	TBD	24/25	X					\$180k
Picnic Pavilion Construction	TBD	2025+	X					\$150k
Community Building Upgrades or Replacement	TBD	2025+	X					\$350k; Called out in Rec Survey
Upgraded Site Amenities (Benches, Picnic Tables, Park Sign)	\$20,000	21/22	X					\$20k; Called out in Rec Survey
Concession Stand Improvements	TBD	23/24	X					\$250k
Basketball & Tennis Court Resurfacing and Fencing	TBD	22/23	X					\$100k
Pickleball Court Installation					X			Complete
General upkeep and utilization						X		Rec survey reflected various ideas for improvement; may be an opportunity for a formal design plan - ranked 1st for Least favorite City Park
Project Totals	\$20,000							\$1,160,000 from 2024-2029

#15 Starlite Beach - Funded to \$0 in TY Budget

Improvement	Cost	Implementation Year	In Rec Plan & CIP	In Rec Plan Not in CIP	In CIP Not in Rec Plan	Add to Rec Plan and CIP?	Status	Comments
Pathway Improvements & Connections	TBD	2025+						
Upgraded Site Amenities (Sign, Picnic Tables, Benches, Grills, Trash Cans)	TBD	2025+						More Seating and Trees called out in Rec Survey
Starlight Beach Parking Lot Reconstruction					X			\$128k 2028/2029 in CIP; More parking called out in Rec Survey
Splashpark Expansion and Recirculating System					X			\$250k in CIP in 2025/2026; Expansion called out in Rec Survey
Project Totals	\$0							\$378k

#16 Thomson Park - Funded to \$5 in TY Budget

Upgraded Site Amenities (Grills)	\$5,000	24/25						2023/2024 in CIP \$5k
Pedestrian Sidewalk Construction	\$10,000	24/25						2023/2024 in CIP \$10k
Parking/Access								Rec Survey called out parking/access safely
Project Totals	\$15,000							\$15k

#17 Veterans Memorial Park - Funded to \$0 in TY Budget

Upgraded Site Amenities (Sign, Benches)	\$5,000	2025+	X					\$5k in 2026/2027 in CIP
Project Totals	\$5,000							\$5k

#18 Washington Avenue Park - Funded to \$0 in TY Budget

Fishing Pier Installation	TBD	22/23	X					\$30k proj. 2024/2025
Parking Lot Upgrades	TBD	22/23	X					\$50k proj. 2025/2026; Called out in Rec Survey
Lighting Upgrades	TBD		X				Complete	
Upgraded Site Amenities (Water Fountain, Picnic Tables, Benches, Two-Person Swings)	TBD	22/23	X					\$20k proj. 2026/2027; Goose poop issues also called out in Survey
Gazebo Installation	\$20,000	22/23	X					\$20k proj. 2027/2028
Project Totals	\$20,000							\$120k

Other

Riverside Skate Park - no improvements noted in Rec Plan					X			\$1,000,000 in CIP in 2024/2025 from spark grant (did not receive) - Rec Survey calls out maintenance needs
Culligan Plaza - no improvements noted in Rec Plan							In Progress	MEDC Grant Awarded Sept 2024 \$1,185,000 project
11th Avenue Boat Launch - no improvements noted in Rec Plan						X		Rec survey called out a kayak launch here and parking improvements
Project Totals	\$0							\$2,185,000 in projects