

APPENDIX C

City of Negaunee, Michigan

**TEAL LAKE PARK
MASTER PLAN**

January, 1997

SUNDBERG, CARLSON AND ASSOCIATES, INC.
SCA PROJECT 95-117

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SITE VISIT SUMMARY (10-11-95)

FISHERIES MANAGEMENT PLAN FOR TEAL LAKE, MARQUETTE COUNTY
(BILL BULLEN, MDNR DISTRICT FISHERIES BIOLOGIST)

ANALYSIS OF NEGAUNEE ATTITUDE SURVEY
(DAVID E. ALLEN, NMU)

TEAL LAKE STUDY COMMITTEE FINAL REPORT

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- Marquette County Register of Deeds and Equalization Department
- Marquette County Resource Management and Development Department
- Marquette County Soil and Water Conservation District
- MDNR, Division of Land Resource Programs
- MDNR, Water Management Division
- MDNR, Waterways Division
- MDNR, Wildlife Division
- Michigan Department of Public Health
- Michigan Department of State, History Division
- Michigan Department of Transportation
- Negaunee City Public Works Department
- Negaunee Public Schools
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SUMMARY AND RECOMMENDATIONS

This report examines a portion of the Teal Lake shoreline property in the City of Negaunee, Michigan for the purpose of providing a plan to guide future recreation development of the site. Principal impetus for the plan came recently as Teal Lake was abandoned as the main municipal water supply for the City. Use of the lake as a source necessitated restrictions on several recreational activities (eg. recreational swimming, gasoline combustion boat engines, sailboarding). Based on data collection, interviews, existing preliminary plans, and field investigations, a wide range of ideas were evaluated prior to establishment of the recommended plan. Needs and site features analyses indicate that the City-owned 1500 foot long and narrow lakefront property is capable of supporting a variety of recreation uses and activities, particularly if abutting school property can be added to the linear strip for recreational use. The City of Negaunee has a tremendous opportunity to capitalize on this essentially new found lakefront asset not only by providing public access to Negaunee residents, but by developing the area as a major park focus to serve as an attraction to visitors as well. The lakeview is absolutely spectacular, especially to the west with its long expanse of surface water that funnels toward the City of Ishpeming, and to the north with a rugged shore of thick forest and rock bluffs. A remarkable transformation of the lakefront is possible. That transformation should be the result of a careful planning process which this study and master plan attempts to do.

The Teal Lake shoreline location has many attractive qualities which will be enhanced by the plan... sunbathing or swimming in the summer warmth, scenes of quiet waterfront such as sail boats, and canoes moving smoothly along, fishing from a dock, views across the lake to undisturbed rugged vistas, taking a contemplative walk or jogging along the park's length... all of these will make the area an even more valuable resource for all to treasure and enjoy.

To the extent possible, consideration is given to facilities that are somewhat unique and not an exact replication of something currently offered locally. Several diverse but compatible uses are linked to provide greater user appeal and fiscal benefit. Total investment is estimated at \$1,132,000. Costs required to realize the plan are expected to be borne by various funding sources including private developers, public/private partnerships, school district, and local, state and federal government. Proposed facilities and recommendations include the following.

- The area is to be developed so as to allow for *significantly increased public access of Teal Lake*. Provided in the plan are such passive recreational activities as swimming/bathing, sun tanning, non-motorized boating, fishing, bicycling and picnicking.
- Facilities to be developed include public open space, swimming beach, green areas, site lighting, walks, boat launch, handicapped accessible fishing dock, beachhouse/restroom, park shelter, parking (and parking access) and special landscaping to attract residents and visitors to the area

- The plan calls initially for a temporary lower cost boat launch to be situated in the south sector of the study area near the waterworks building. This would ultimately be replaced with a more formal facility near Lakeview Street (pending Croix Street realignment) which would utilize the school parking lot for trailer parking. Currently there are no developed boat launch facilities serving the east side of Teal Lake and the one in Ishpeming (west side) is small, over a mile away and does not have access near the highway. The proposed facility would provide excellent views of the lake and would be geared to providing easy boat access. The level of non-motorized boating activity on the lake will be increased significantly if boat access is provided.
- In addition to possibly generating a number of new jobs, the new park and rehabilitated waterworks facility would encourage redevelopment of adjacent areas, increase the tax base, strengthen the image of Negaunee, and provide ties to the downtown area.
- A new park development is proposed that would provide alternative recreation in the Negaunee area. The new facilities would be of distinctive and quality design, would be focused along the lake to capture water related opportunities and to take advantage of the excellent views. The recreation development is designed to support the downtown core which is in walking distance. The two areas are to be integrated by attractive and effective pedestrian linkage.
- Unobstructed views should be preserved at scenic vista areas overlooking the lake. A visual corridor with attractive and uniform street treatment should be created along Croix Street and continuing along Teal Lake Avenue (Highway M-28) to link the downtown and the lakefront.
- With the northern part of the site devoted to the pedestrian, the basic concept of Alternative Two (2) is to limit through auto traffic to the extent possible by reconfiguring the roadway and slowing down traffic. In addition to proposed parking at the existing school parking lot, parking on one side of Croix Street in newly developed parking areas is suggested.
- Existing circulation of Alternative One (1) raises safety concerns due to increased use of Croix Street, on-street parking on both sides and excessive speeds. Improvements to existing roads and/or construction of new routing is suggested as an alternative to development of the Teal Lake site as a popular and safe recreation area.
- Zoning controls should be amended to accommodate and encourage recommended development while protecting aesthetic and environmental integrity and allowing public access of the lake.
- The City should develop a marketing strategy and actively seek private sector investors to assist in implementing the plan, particularly reuse of the former waterworks building. Various developer incentives to attract private capital should be investigated (eg. grant matches, property tax, abatement, historic designation, tax advantages).
- Full plan implementation will require both city, state, school and private initiatives in a coordinated effort. Intergovernmental cooperation and state participation is vital to the program.

The former industrial waterworks building is a historically and architecturally significant resource which should be converted to a new use. The traditional character of the building should be preserved. The linear park will act as a drawing card for tourism and contain elements that refer to the area's past to retain the distinctive regional character. A major new appeal in fishing is envisioned with recent sucker removal and a walleye stocking program. In general, the recreational improvements will provide the area with interesting and changing vista of sailboats, sailboarders, kayaks, row boats, canoes on the water (outboard motors would continue to be curtailed), and sunbathers, vacationers, strollers, bicyclists on the roadside... all of which will give the area a special character. The public will be brought as close to the lake as possible with a boat launch ramp, fishing pier, observation areas and beach (See Exhibits 11, 12 & 13).

In summary, Teal Lake is one of the finest inland lakes in Marquette County. The lake is still naturally beautiful, much like it was hundreds of years ago. The lakeshore is a priceless and irreplaceable natural asset. Since the water belongs to all of us, the plan provides some recreational facilities for everyone, including benches for the seniors, fishing pier for the handicapped... and although facilities are desired first for the tastes and desires of the residents, tourists are also encouraged to partake in the lakeshore attractions.

I. CHAPTER 1 - FOREWORD

1.1 BACKGROUND

For several years Teal Lake in the City of Negaunee has been the subject of discussions aimed at determining potential development directions. The issue became more intensified in 1994 when Teal Lake was abandoned as the principal source of municipal water supply for Negaunee and regulated to a back-up role. While current Negaunee planning programs identify the east shore area along Croix Street as parks/recreational land, there is no indication as to the amount, location, and specific type of uses appropriate to the area. In the spring 1995 the City applied for a Michigan Department of Natural Resources recreational grant to assist in financing public access improvements to Teal Lake. A decision from the State concerning grant award has been approved. This report is intended to evaluate the City-owned portion of the lakefront to accommodate future recreational development, including but not limited to the improvements proposed by the grant proposal, and to provide a recommended master development plan.

In fall 1995, the City engaged the services of Sundberg, Carlson and Associates, Inc. of Marquette, MI. The consultant was authorized to prepare a detailed master plan which would determine the best long-term development of the Teal Lake site. Scope of services of the consultant included the following tasks:

- An inventory of current area site conditions.
- Evaluation of lakefront resources and utilities.
- Review of proposed recreation facilities.
- Identification of recreation development opportunities.
- Recommendation of recreation facilities and locations.
- Provision of alternative design concepts.
- Phasing recommendations.
- Preliminary development cost estimates.

Particular attention was to be given to providing public access to the lakefront area and the appropriateness for facility location. Citizen participation was to be instrumental in preparation of the plan.

Teal Lake and its shoreline are significant resources for the continued enrichment and development of Negaunee. Recognizing the need for proper planning and to provide the rationale to the Michigan Department of National Resources to secure LWCF Program financial assistance, the City undertook this plan to guide future lakefront park and recreation development.

1.2 PLAN OBJECTIVES

Principal motivation for the plan is the City of Negaunee's desire to rationally identify recreation development opportunities and locations along a portion of the Teal Lake waterfront. The purpose of the plan is to conduct necessary data collection, investigations, and interviews necessary to provide a recommendation and framework for decision-making concerning the future use of the City-owned property and nearby property. Primary objective is to promote wise and economical park development of the property. The plan is designed to be used as a guide by City officials in decisions concerning lakefront improvement and by funding agencies as a demonstration of the City's commitment and intentions regarding long range development. The study is further intended to result in consideration by City planners and officials of developing and implementing a formal promotional strategy for the new park area. The plan, in conclusion, is anticipated to be the basis for the future use and development of the publicly-owned lakefront property. It is intended that this master plan be a special element of the Comprehensive Recreational Plan for the City of Negaunee.

1.3 PLANNING PROCESS

The planning process involved a hierarchy of increasing level of planning decisions; from developing fundamental plan objectives to basic conceptual plans, to final design recommendations. In essence, value judgments and recommendations were made by the City Manager, City Staff, and City Council based on technical judgments and recommendations of the consultant.

An important initial step was the obtaining of elemental planning policy directions and preferences to serve as a guide in the preparation of the plan. The following general goals and/or assumptions were established, most at the initial meeting between City Staff and consultant.

- Provide for more complete utilization of Teal lake by developing the site as a *major* center of recreation activity and public attraction for residents and tourists;
- Develop multi-purpose use of the lakeshore to include passive outdoor recreation.
- Provide adequate public recreational access to and visibility of the property for residents and visitors;
- Promote public awareness and enjoyment of the site;
- Improve the area's appearance and enhance aesthetic qualities of Teal Lake;
- Encourage investment and development in the surrounding area;
- Foster park and recreational use of the site through the development of new improvements to existing recreational facilities;
- Evaluate development opportunities for public reuse of the former Waterworks building;

- Plan a development(s) of the lakefront which takes into account safety and environmental quality;
- Promote interaction between the lakefront and downtown with design and connecting elements so as to enhance and support each other;
- Provide for improved traffic flow efficiency relative to park/recreation use.
- Require the provision of adequate parking.
- Plan for short to long term phases and strategies.

In the early planning stages, physical data were collected through review of existing studies, reports, documents, maps, air photos, and various other statistical data. Site investigations were undertaken by the consultant to obtain first-hand knowledge of the existing conditions and the opportunities and constraints offered by the site. Input was solicited and meetings and interviews conducted with the City Manager and staff, local government officials, Negaunee School officials, planning agencies, corporate interests and others involved or interested in the recreational development potential of the property. Special emphasis was placed on securing the ideas and observations of individuals and organizations that were particularly familiar with the area. A coarse market analysis to identify potential major facility developments to be proposed for the site was conducted (see Chapter 3). Several alternative uses/facilities were then identified based on proposed facilities (via DNR grant application), site investigations and analyses of the natural features and characteristics, interviews, and coarse market analysis. This evaluation was performed within the context of the local and regional market. Emphasis was placed on public interest, accessibility, site suitability, and use/facility relevance. Conceptual development opportunities and locations identified as being appropriate were then reviewed and refined into the final plan.

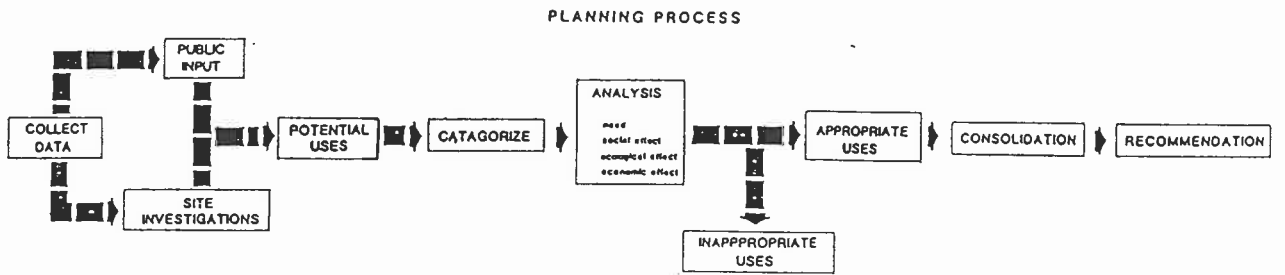
Public participation in the planning process was considered essential to the quality of the plan. Three mechanisms were utilized to facilitate citizen involvement.

- The holding of open meetings and a public hearing to solicit input.
- Consultation with the Negaunee Public Attitude Survey (summary of survey given in Appendix).
- The help of the Teal Lake Study Committee and Negaunee Planning Commission to guide plan development.

Regarding the latter approach, the two groups were charged by the City Manager to work with the consultant and provide recommendations concerning development of the lakefront. Members with diverse backgrounds are on the rosters of each organization. The groups collectively represented the Downtown Merchants, MDNR, Recreation Commission, City Administration, Negaunee City Council, Ishpeming City Council, School District, Housing Commission, Ishpeming-Negaunee Area Chamber of Commerce, U.P. Sports Fishing Association, as well as civic and real estate and corporate business interests at large.

The planning process used is illustrated in the following diagram.

FIGURE 1



PLANNING PROCESS CHART
TEAL LAKE PARK MASTER PLAN