

# Master Plan

## City of Grayling Crawford County, Michigan

*“The Heart of the North”*



# Master Plan

## City of Grayling Crawford County, Michigan

Adopted by the City of Grayling Planning Commission  
May 19, 2015

This Master Plan represents over a year of dedicated work by the elected, and appointed officials of the City of Grayling officials, staff, consultants and the Crawford County Planning Department. Specifically, the following Officials and Staff deserve special recognition.

### City Council

Karl Schreiner, Mayor  
Heidi Farmer, Mayor Pro-Tem  
Karl DeVries  
Jay Mertes  
Roger Moshier

### Planning Commission

Jon Williamson, Chairman  
Becky Robinson, Vice Chairman  
Heidi Farmer – Council Representative  
Clinton Ross  
Delores VanNuck

**City Manager**  
Douglas Baum

**City Attorney**  
Michael T. Edwards

### Planning Consultant



**LSL Planning, Inc.**

**Mapping data provided by:**  
Northeast Michigan Council of Governments

**RESOLUTION OF ADOPTION  
BY THE GRAYLING CITY COUNCIL  
City of Grayling Master Plan**

WHEREAS: The City of Grayling, Crawford County, Michigan re-established a Planning Commission under State of Michigan Public Act 33 of 2008, as amended, and;

WHEREAS: The City of Grayling Planning Commission is required by Section 31 of P.A. 33 of 2008, as amended to make and approve a master plan as a guide for the development within the City and;

WHEREAS: The City of Grayling Planning Commission, in accordance with Section 39(2) of the Act, notified the adjacent communities and the Crawford County Planning Commission of the intent to develop a plan and, in accordance with Section 41(2) of the Act, distributed the final draft to adjacent communities and the Crawford County Planning Commission for review and comment, and;

WHEREAS: The plan was presented to the public at a hearing held on May 19, 2015 before the Planning Commission, with notice of the hearing being published in the Crawford County Avalanche on April 30, 2015 in accordance with Section 43(1) of the Act, and;

WHEREAS: The City of Grayling Planning Commission has reviewed the proposed plan, considered public comment, and adopted the proposed plan by resolution on May 19, 2015 and;

WHEREAS: The Grayling City Council has by resolution asserted the right to approve or reject the plan;

NOW THEREFORE BE IT RESOLVED THAT,

The content of this document, together with all maps attached to and contained herein are hereby adopted by the Grayling City Council as the City of Grayling Master Plan on this 8 day of June, 2015.

Motion: Moshier                      Second: DeVries

Ayes: 5

Nays: 0

Absent: 0

**Certification**

I hereby certify that the above is a true and correct copy of the resolution adopted at the June 8, 2015, meeting of the Grayling City Council.

  
City Clerk/Treasurer



RESOLUTION OF ADOPTION  
BY THE CITY OF GRAYLING PLANNING COMMISSION  
City of Grayling Master Plan

WHEREAS: The City of Grayling, Crawford County, Michigan re-established a Planning Commission under State of Michigan Public Act 33 of 2008, as amended, and;

WHEREAS: The City of Grayling Planning Commission is required by Section 31 of P.A. 33 of 2008, as amended to make and approve a master plan as a guide for the development within the City, and;

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WHEREAS: The plan was presented to the public at a hearing held on May 19, 2015 before the Planning Commission, with notice of the hearing being published in the Crawford County Avalanche on April 30, 2015 in accordance with Section 43(1) of the Act;

NOW THEREFORE BE IT RESOLVED THAT,

The content of this document, together with all maps attached to and contained herein are hereby adopted by the City of Grayling Planning Commission as the City of Grayling Master Plan on this 19th day of May, 2015.

Motion: VanNuck                      Second: Ross

Ayes: 5

Nays: 0

Absent: 0

Vacant: 2

Certification

I hereby certify that the above is a true and correct copy of the resolution adopted at the May 21, 2015 meeting of the City of Grayling Planning Commission.

  
Jon Williamson, Chair  
City of Grayling Planning Commission

  
Lisa K. Johnson, Secretary  
City Clerk/Treasurer



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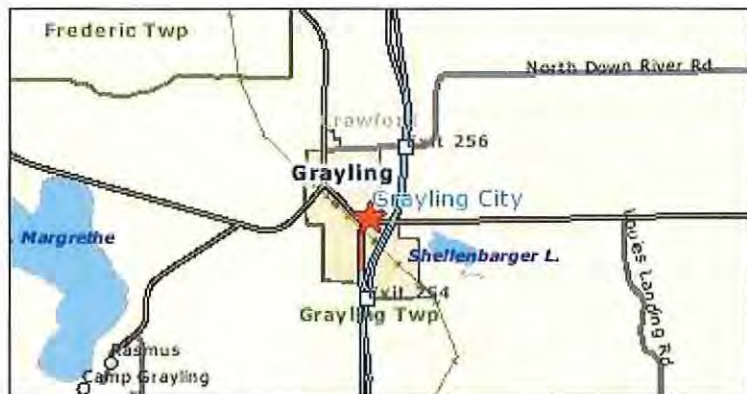
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# Chapter One: Introduction

## Introduction to the City of Grayling



The City of Grayling is a small community located in northern Lower Michigan, in Crawford County. While the City encompasses just over two square miles, the greater Grayling area offers a multitude of recreational opportunities, and as such, the City benefits from an abundant tourist-oriented economy. Grayling draws on its accessibility, natural features

and strong community spirit as it continues to grow. With direct access from I-75 and M-72, Grayling proclaims to be the “Gateway to the North,” providing convenient services and activities for residents, travelers and tourists.

While many landowners in Crawford County are seasonal residents who travel south during times of colder weather, most within the City are permanent residents. Likely due to the large employers of Mercy Hospital-Grayling and Camp Grayling, the City remains the hub of Crawford County, and is currently the County seat.

Surrounded by majestic natural features, Grayling is a destination for its recreational trails, pristine rivers, historical significance and vast open spaces. Much of surrounding Grayling Township is owned by the State of



Michigan’s Department of Natural Resources and the federal government. The Hartwick Pines State Park is the State’s fifth largest park. It provides visitors with recreational and historical attractions. Many of the area’s trails are used year-round as hiking and biking trails in the spring, summer and fall months, and as snowmobile trails throughout the winter. Other recreational attractions, such as the AuSable River, local ski slopes, golf courses, and attractive biking environments make Grayling a destination throughout the year.

As with many communities in northern Lower Michigan, Grayling began as a logging town. Early settlers were drawn to the towering pine trees and river access provided by the AuSable and Manistee Rivers. Today, much of this history is celebrated through annual events and local attractions that honor the traditions of the past.

A major challenge facing the City of Grayling is the quality and quantity of its housing stock. Presently, the City is home to approximately 1,884 residents. The majority of residential development occurred during the early settlement days, with the majority of commercial and residential structures built prior to 1959. This presents a unique situation for Grayling, where some structures have been left to the elements of weather and are now falling into disrepair. Most new residential construction is occurring in the outlying townships, where undeveloped land is plentiful. A consideration with this master plan is the connection between ongoing development or redevelopment with the City's overall economic stability. This plan seeks to find ways to attract redevelopment while maintaining the significant natural and cultural resources currently enjoyed.

## **Description and Purpose of the Master Plan**

The master plan is a guide for the future that recommends how the City should develop in order to meet community goals. A sound master plan helps ensure a logical development pattern that will result in a highly desirable community in which to live or work. A plan allows residents, business owners and developers to make investments with a reasonable expectation of what will happen in the future. In essence, the plan represents a balance between the sometimes competing interests of the environment, individual landowners and the community overall.

The plan directs the intensity and arrangement of various types of land uses and promotes design that complements the character of the City. The plan strives to provide a complementary mix of land uses intermingled with natural features to create a sustainable, livable community.

The master plan's goals and future land use plan will assist City leaders in decision making, which consider the long-term implications for the community. These community-wide implications may not be immediately apparent to the individual property owner or citizen, but the impacts of each decision are linked and become visible over time. Sound, appropriate planning is necessary to ensure mistakes are not made that will be difficult to eliminate in the future. The master plan can be viewed as a

community blueprint for the future, a mechanism to help ensure each decision fits as part of the whole.

Among the many reasons for the master plan are the following:

- Present a future land use map illustrating how the City should develop over time with a balanced land use pattern.
- Provide a legal basis for zoning and other regulations for the type, intensity and timing of development.
- Ensure that the most significant natural features are preserved as development occurs.
- Outline specific strategies to address situations where one land use is not compatible with an adjacent land use.
- Recommend improvements to intersections and roadway sections needing attention due to rapidly increasing traffic volumes.
- Address the changing desires and needs of residents.
- Desire to provide a sustainable community and a land use pattern which translates into a diversified tax base to support the desired facilities and services.
- Coordinate land use recommendations with anticipated land use changes and infrastructure improvements with the County.

## Legal Basis for the Plan

The Grayling Master Plan is prepared under the authority of the Michigan Planning Enabling Act (P.A. 33 of 2008) which authorizes the planning commission to prepare a master plan. The purpose of this plan is set forth in section 7 of the act as follows:

**125.3807 Master plan; adoption, amendment, and implementation by local government; purpose.**

Sec. 7. (1) A local unit of government may adopt, amend, and implement a master plan as provided in this act.

(2) The general purpose of a master plan is to guide and accomplish, in the planning jurisdiction and its environs, development that satisfies all of the following criteria:

- (a) Is coordinated, adjusted, harmonious, efficient, and economical.
- (b) Considers the character of the planning jurisdiction and its suitability for particular uses, judged in terms of such factors as trends in land and population development.
- (c) Will, in accordance with present and future needs, best promote public health, safety, morals, order, convenience, prosperity, and general welfare.
- (d) Includes, among other things, promotion of or adequate provision for 1 or more of the following:
  - (i) A system of transportation to lessen congestion on streets and provide for safe and efficient movement of people and goods by motor vehicles, bicycles, pedestrians, and other legal users.
  - (ii) Safety from fire and other dangers.
  - (iii) Light and air.
  - (iv) Healthful and convenient distribution of population.
- (v) Good civic design and arrangement and wise and efficient expenditure of public funds.
- (vi) Public utilities such as sewage disposal and water supply and other public improvements.
- (vii) Recreation.
- (viii) The use of resources in accordance with their character and adaptability.

**History:** 2008, Act 33, Eff. Sept. 1, 2008;—Am. 2010, Act 134, Imd. Eff. Aug. 2, 2010.*requirements.*

MASTER PLAN	ZONING ORDINANCE
Provides general policies, a guide	Specific regulations, the law
Describes what should happen in the future over the next 5-20 years, not necessarily the recommended land use for today	Describes what is and what is not allowed today, based on existing conditions
Adopted under the Michigan Planning Enabling Act (P.A. 33 of 2008), as amended	Adopted under the Michigan Zoning Enabling Act, Public Act 110 of 2006
Includes recommendations that involve other agencies and groups	Deals only with development related issues under City control
Flexible to respond to changing conditions	Fairly rigid, requires formal amendment to change requirements.

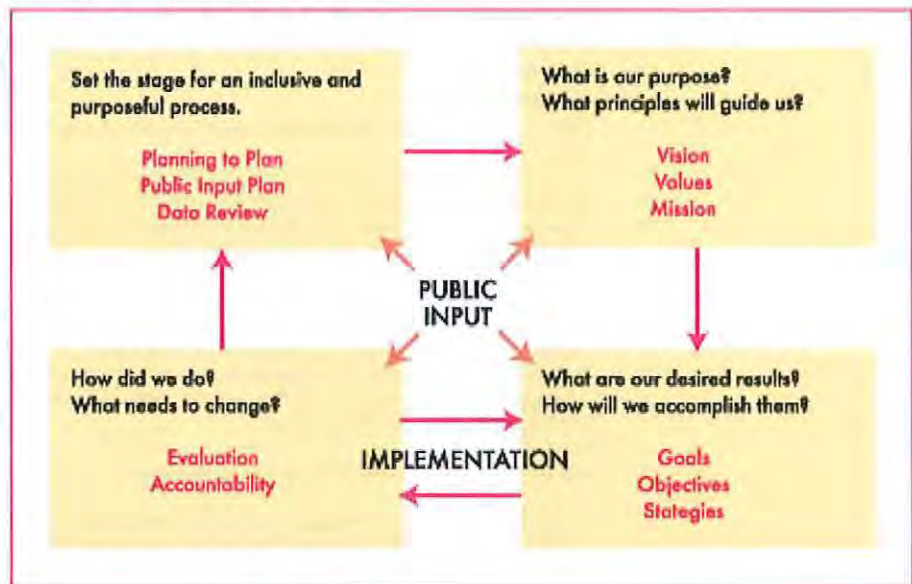
### Comparison of the Master Plan to Zoning

The master plan provides general direction on the future development pattern in the City. Some of the master plan recommendations will be implemented through amendments to the zoning ordinance text and map. However, the master plan itself does not change the zoning ordinance or zoning of any property. Some of the differences between the master plan and the zoning ordinance are listed below:

### Master Plan Process

The master plan represents a year long effort by the Planning Commission, City officials and residents. Development of the plan involved collection and analysis of data on population, land use, environmental, transportation, infrastructure and socioeconomic conditions. The recommendations of the plan are based upon this

Elements of the Planning Process



information and input from the public. The process is more specifically described as follows:

### ***Existing Conditions Report***

The first step in the planning process was to obtain a snapshot of the area's physical and social features as they exist today. The current condition of the City provides an understanding of what its strengths and weaknesses are and serve as a base for future recommendations.

### ***Public Participation***

A public survey form was distributed in November, 2013. The survey document requested general opinions about City programs and parks, residential development, transportation systems and overall growth in the City. Of the 614 surveys mailed, a total of 137, or 22.4% were returned. Survey results are shown in Appendix A. The information obtained was used in the development of goals, objectives and recommendations found in the plan.

After preparing a draft of the plan, the Planning Commission held a public hearing on May 19, 2015 to gather feedback on the work conducted. Members of the public were in attendance as well as members of the Planning Commission, City Council, other staff and officials, as well as the consulting team.

### ***Analysis and Recommendations***

Based on the data collected from the existing conditions report, public participation results and the experience of the steering committee, staff and consultants, information was analyzed and recommendations were made for the future of the City. This information was presented to the City for review and comment in a draft version of the plan.





## Chapter Two: Goals and Objectives

The primary purpose of this Master Plan is to give direction about the future use of land in Grayling. For the Plan to work effectively, it must reflect the views of the people who live and own property in the City. This involves obtaining a consensus on a wide variety of issues through a citizen participation process. The goals and recommendations contained in this Chapter reflect feedback gathered through a community-wide survey.

Goals are statements of general issues and problems needing to be addressed in the City. Objectives are more specific action items that support each goal. To be effective, the Grayling Master Plan must include goals and objectives that reflect the community's desires, while balancing the rights of individuals and reflecting the technical evaluation carried out in preparing the Plan.

The following goals and objectives give this Master Plan the direction to guide the community in addressing present and future issues such as, retaining the character of the community, protecting the environment, accommodating new growth, and improving the quality of life offered in the City. They vary in complexity and are often interrelated or complementary. Therefore, it is important that they are viewed collectively and not individually.

### OVERALL LAND USE

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**Goal: Create a diversified and balanced mixture of land uses that will support the economic vitality, tax base, and livability of the City.**

- Provide residential areas that offer varying degrees of density and housing.
- Accommodate an acceptable amount of commercial and office development in various forms to balance the needs of nearby neighborhoods, the community as a whole, and the region.
- Encourage continued commercial development in both the central business district and general commercial districts, but maintain distinct boundaries to ensure they will not alter the character and vitality of the central business district.
- Continue to encourage community uses such as public and institutional facilities.

- Encourage the gradual elimination of non-conforming uses.

**Goal: Promote redevelopment of vacant lots and dilapidated sites with buildings that would not otherwise be used, to maximize the desirability of the City.**

- Support reuse and redevelopment of vacant, decaying or dilapidated sites throughout the City, especially the former Bear Archery property and select downtown structures.
- Develop an established list of improvement projects and locations that are targeted priorities for the City.
- Consider existing programs offered by the Michigan Economic Development Corporation that can be used to support the City's redevelopment strategy. Small business financing, tax abatements, Community Development Block Grants, neighborhood enterprise zones, and property rehabilitation programs can be used to achieve this objective.

## **RESIDENTIAL**

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**Goal: Encourage in-fill development within existing neighborhoods that is consistent with the established character of the City.**

- Enlist the aid of private developers and local housing organizations to renovate existing homes or to build new infill housing.

**Goal: Provide high quality residential opportunities for all current and future residents of Grayling, regardless of age, income, lifestyle, physical capability or household type.**

- Provide flexible regulations and consider ways to allow increased densities (such as by allowing garage apartments or in-law suites) that may be attractive to developers of affordable housing.
- Identify future areas for higher density residential development, including smaller condominium complexes, townhomes and apartments that will allow the City to absorb future population growth.
- Develop financial programs that facilitate and encourage home ownership.
- Encourage and maintain the level of safety of all residential neighborhoods. Street lighting, landscaping of public spaces, sidewalks and paths, orientation of dwelling "front rooms", and other residential design features can be effective in discouraging crime. Consider implementing the design principles of programs such as "Crime Prevention Through

Environmental Design (CPTED)”.

**Goal: Promote the preservation of existing residential structures rather than complete reconstruction.**

- Promote housing rehabilitation programs to facilitate use of existing quality housing as an alternative to new construction.
- Examine the existing housing stock and promote maintenance and rehabilitation of existing housing and residential neighborhoods
- Maintain an environment that encourages pride of ownership and contributes to an affordable and easily marketable housing stock.
- Consider implementing an awards program that recognizes landscaping and upkeep of individual residential properties or blocks.

**Goal: Ensure that rental housing units are maintained and remain an asset to the community.**

- Develop rental control regulations that address such issues as parking, general safety and maintenance of units in a fashion consistent with local building codes.
- Consistently enforce zoning, building code and property maintenance regulations to ensure that rental units do not become a blighting influence on the community.
- Create an ordinance implementing a rental property control program.

**COMMERCIAL**

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**Goal: Create vibrant, visually attractive commercial development that is consistent with the City’s established character and that provides a wide range of goods and services.**

- Encourage local merchants to use the established design guidelines by helping to identify sources of funding or creative financing options.
- Create safe, convenient, and attractive pedestrian routes and green spaces throughout the City’s general commercial areas.
- Encourage the inclusion of residential uses within and around the central business district.
- Identify and emphasize structures and places of historical and/or architectural significance to support and reinforce the special identity and character of the community.
- Maintain and buffer the edges of commercial areas as related to

surrounding neighborhoods.

- Promote private investment and use of the County's façade improvement program through continued investment in the central business district (i.e. the current streetscape improvements), provision of municipal parking, and through identification of unique financing programs.
- Conduct a 'void' or 'gap' analysis to identify those businesses that might be attracted to one or more of the City's commercial or industrial areas.

**Goal: Promote commercial development, redevelopment and business expansion that supports full employment of all residents and that provides income opportunities above the poverty level.**

- Create new jobs through retention and expansion of existing employers and the attraction of new companies.
- Target both the light industrial and tourist/recreation sectors of the economy for new job creation.
- Market the industrial park as a desirable location for new and expanding business and manufacturing development.
- Work with local groups to expand the business and industrial development marketing program to support business attraction and retention consistent with the goals of this Plan.
- Work with local educators to provide technical, educational and job training support programs which match residents with industry needs.
- Recognize the City's unique opportunities in the medical, educational, arts and industrial markets, and strongly pursue development of a new college that, through focused curriculum, will support these disciplines.
- Promote business mentor programs and involvement in the schools.
- Develop and maintain cultural/historical facilities in keeping with community support.
- Continue to upgrade and enhance the City's transportation system to satisfy the needs of business, industry, tourists and residents.

**Goal: Coordinate economic development efforts with other communities, the County and state, and enlist the resources and assistance from local and state agencies, organizations and advocacy groups to promote a positive and strong image for the Grayling area.**

- Acknowledge the presence of Camp Grayling as a strong

member of the Grayling community, and support their continued expansion of operations and facilities by discussing any housing, transportation or community facility needs that may be accommodated in the City. Specific attention should be given to improving cross-access between the Camp and their ancillary training facilities during peak training times.

- Engage the State in discussions related to the future of State lands between M-72 and Four Mile Road, east of I-75. Sale of State-owned land around the City should be coordinated in a way that will enhance the City's efforts to create new industry, jobs and residential development.
- Work with local agencies such as the Grayling Promotional Association (GPA), the Grayling Recreational Authority (GRA), Crawford County Economic Development Partnership (CCEDP), the Grayling Chamber of Commerce, Grayling Visitor's Bureau, and others to present a coordinated economic development strategy for the City.
- If possible and desirable, work to merge the various business-oriented groups and organizations into one unified force that will benefit from shared knowledge, facilities, staff and resources.
- Coordinate efforts to promote the Grayling area to the mutual benefit of all jurisdictions.
- When negotiating franchise agreements with local cable, internet, and wireless communication providers, pursue city-wide broadband and Wi-Fi services that will attract additional commerce to the area.
- Expand the City Industrial Park, possibly through annexation.

**Goal: Create a lively downtown environment that has a good variety of businesses and maintains historical character and aesthetics of the City.**

- Promote Artisan Village Concept. Promote and support Grayling as a Select Level Michigan Main Street Community.
- Promote a blend of retail, office, and service establishments within the central business district, with a focus toward entertainment, speciality retail, small offices and government buildings. Residential uses may also fit into this mixture to help create activity after the businesses have closed for the day.
- Encourage multiple uses within buildings in the central business district, including retail or commercial on the first

floor and office and/or residential uses in upper floors. Market studies may be needed to ensure the proper mix of uses is achieved.

- Coordinate land use and development strategies for the downtown with local, regional and State organizations to promote continued investment and reinvestment.
- Encourage retention of public tenants that draw daily activity in the central business district, such as the post office and county offices.
- Pursue opportunities to move City Hall back to the central business district.
- As the County seat, continued and increased governmental presence in Grayling's central business district should be encouraged, including the development of shared City/County facilities that offer education and/or training capability.
- Recognize typical shopping patterns and habits, and work to maintain existing downtown anchors, such as the historic theatre or post office, in strategic locations that will maximize local spending and investment.
- Promote community events downtown, especially an Independence Day celebration, as a way of attracting business and attention to downtown shops.
- Promote visual and physical links, such as landscaped walkways, streetscapes, and public art, between the I-75 BL and Michigan Avenue to encourage through traffic to visit the downtown.
- Develop maintenance and design codes to improve or restore the façades of buildings in the downtown area.
- Institute a sign program, including wayfinding, street signs and welcome signs that reflect the historic character of downtown.
- Encourage outdoor seating areas for local restaurants and businesses in the central business district.
- Encourage the development of new residential neighborhoods in the vicinity of the central business district as a source of customers that can add vitality to the downtown.
- As a priority, land occupied by marginal buildings and uses should be redeveloped to benefit the downtown area.
- Encourage volunteer activity in the community, and utilize it for community events and festivals.
- Monitor the progress of the military airport's plans to realign their runway, and when complete, modify City ordinances

to allow taller, mixed-use buildings in the central business district.

## **INDUSTRIAL**

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**Goal: Locate industrial land uses within existing industrial parks, where they can best be served by existing infrastructure.**

- Target and recruit industrial development, that expands upon the existing assets of the community.
- Promote industrial use of rail lines, and work to expand them to accommodate the needs of area businesses.
- Expand on the existing timber industry by attracting complementary business, improving transportation routes, and marketing Grayling's lumber history.
- Attract global industry by improving internet, broadband, Wi-Fi and other technological services within the City.

## **MEDICAL COTTAGE INDUSTRY**

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**Goal: Encourage continued growth in the medical industry, while maintaining the integrity of local neighborhoods, in order to sustain the local economy by providing valuable jobs and services to the community.**

- Recognize the Grayling Mercy Hospital and Medical Complex as a regional employer, and continue to encourage their growth through private-public partnerships that benefit both the hospital and the community
- Preserve the residential character of the area by encouraging re-use and conversion of existing homes into new, smaller scale office facilities
- Allow multiple-lot consolidation to allow for building expansion into reasonably-sized office facilities that are consistent with the existing scale and architecture of the area. Large, institutional style buildings that are inconsistent with the cottage industry concept should be located either in the general business or industrial district.

## **ENVIRONMENTAL**

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**Goal: Provide local services that encourage environmental stewardship and engages local citizens in preservation efforts.**

- Develop a community recycling program that provides residents, either for free or for a nominal fee, curbside

- collection service or convenient drop-off locations.
- Officials should make purchase of recycled products a priority over other alternatives.
- Expand upon the City's current brush pick-up program to include composting of material that can be used on City grounds or offered to residents.
- Develop a vegetation management plan for the City of Grayling that identifies compatible vegetation that is recommended for residential use, and educate the public on the importance of riparian buffers and vegetative cover in protecting the quality of local water resources.
- Educate local residents on their role as stewards of the land by providing resource information and preservation guidebooks.

**Goal: Protect and improve the quality of existing natural resources.**

- Acquire conservation easements (where possible) for open space to the banks of rivers in developed areas and to wetlands, including buffers along edges of wetlands.
- Suggest best management practices and guidelines for both residential and commercial stewardship. This can include suggestions for landscaping, site design, storm water management, fertilization and maintenance of all property in the City.
- Encourage restoration of riparian corridors and vegetative canopies to prevent siltation and preserve cold water temperatures for aquatic life in the Au Sable River.

**Goal: Encourage integration of natural features into site development as aesthetic and functional features, while protecting and improving their quality.**

- Support ongoing efforts to promote sensitive and responsible storm water management practices by encouraging natural design of basins and use of innovative technology (i.e. aqua swirl devices) aimed at removing sediment from storm water runoff.
- Incorporate access to natural features in the community into the City's non-motorized transportation system.
- Support developments that increase access and view of the AuSable River.
- Encourage developers to integrate existing natural features into the design of new developments.



## TRANSPORTATION

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**Goal: Create a safe and coordinated transportation system adequate to support existing and future land uses, and economic vitality that balances traffic needs with actions to ensure the City remains an attractive place to live.**

- Promote use of all modes of transportation including the automobile, bicycle, pedestrian and small bus or van through capital investment and cooperative efforts with neighboring communities, transit providers and trail enthusiasts.
- Continue to enforce local laws to improve traffic safety along the main routes through the City of Grayling.
- Employ current design philosophy and technology to improve the design of local roads and to improve the safety and efficiency of the system.
- Ensure adequate public and private parking is available to meet business, resident and visitor needs.
- Encourage use of a “bypass” route for truck traffic that uses the interchange at N. Down River Road and routes along M-93 and M-72, to alleviate traffic congestion on the business loop within the City during peak visitor travel periods.
- Work with MDOT and the County Road Commission toward maintaining the long-term function and capacity of the local highway system and ensuring proper road connections.
- Encourage MDOT to modify the I-75 interchanges into the City into full-directional designs.
- Pursue development of a continuous system of pathways and sidewalks as an alternative travel mode and to improve the City’s quality of life.
- Use access management and Intelligent Transportation Systems (ITS) to maximize the safety, efficiency and lifespan of roadways, and reduce the need for significant capital investments.

**Goal: Improve the visual appearance of the City through street and related improvements.**

- Upgrade the appearance of key corridors through tree preservation, and upgraded site design standards.
- Prepare a detailed streetscape plan that expands upon recent beautification efforts to address safety and aesthetics of the City’s primary roadways and parking lots. Signage should coordinate with way finding programs, and recommendations for street trees, road medians, bike lanes, traffic signals or other

amenities should be included.

## **COMMUNITY FACILITIES**

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**Goal: Promote the Grayling area as an attractive place to live and visit that provides a wide range of recreation opportunities to its residents, vacationers and tourists alike.**

- Enhance the natural beauty of the City by planting more vegetation, making its physical assets both accessible and memorable to visitors.
- Coordinate with the County and neighboring communities to develop a regional indoor recreation facility for area residents that includes a swimming pool or ice rink, along with general purpose gymnasiums and rooms for events.
- Consider ways to attract or provide a regional conference center that includes facilities for larger events, trade shows, theatre performances, dances, banquets, etc.
- Ensure recreational facilities are accessible to all residents and visitors, and work toward providing additional facilities or services, as needed, for physically disabled or aging residents.
- Provide areas along the Au Sable River for public gathering and recreation within or adjacent to the central business district that are appropriate for events, festivals, or small entertainment venues. These areas should include proper facilities to accommodate such events, including a small band shell, pavilions or stands for local vendors.
- Improve access to the River through expanded riverside board walks and new canoe/kayak launches.
- Bury all power, telephone and cable lines as opportunities arise.
- Consider ways to accommodate snowmobile activity within the City, including directional signage, partnerships with local restaurants, and especially regulatory modifications to allow use of City rights-of-way.

# Chapter Three: Community Profile

## Introduction

The City of Grayling is located in the central portion of Crawford County, and is within a short driving distance of a number of metropolitan areas such as Detroit, Lansing, Ann Arbor, and Flint. The City has the benefit of direct access to the I-75 expressway and M-72, which carries large volumes of tourist traffic through the area, making Grayling a logical center for residences, businesses and tourist activity. The City of Grayling is surrounded by Grayling Township, which has an unusually large land area of 177.8 square miles. Conversely, the City encompasses just over 2 square miles, and so the demographic figures presented below should be considered in this context.

The following is a report of the existing demographic condition of the City of Grayling. This serves as a starting point for understanding the City and its unique characteristics. Included are discussion of key demographics such as population trends; a review of the age, race, and income characteristics of residents; a breakdown of key housing characteristics; a review of housing and construction activity; and a description of the labor force.

## Population Characteristics

**Table 3-1  
Population Trends  
Grayling Area, 2000-2010**

	2000	2010	% Change	2011 Estimate	% Change
City of Grayling	1,952	1,884	-3.6%	1,876	-.47%
City of Boyne	3,503	3,735	6.6%	3,746	.28%
City of Gaylord	3,681	3,645	-1%	3,632	-.35%
Village of Kalkaska	2,226	2,020	-10%	2,022	.1%
Beaver Creek Twp.	1,486	1,736	16.8%	N/A	N/A
Grayling Twp.	6,516	5,827	-11.8%	N/A	N/A
Crawford County	14,273	14,074	-1.4%	14,014	-.44%

Source: U.S. Census Bureau

### *Population Trends*

According to the 2010 Census, the City of Grayling had a population of 1,884. *Table 3-1* and *Figure 3-1* compares the City of Grayling's population to that of surrounding and similar communities in the area.

In July of 2011, the U.S. Census Bureau estimated the City’s population at 1,876 residents. If this estimate is accurate, it would mean that the population has declined over the past eleven year period.

While some of the surrounding areas have experienced growth, many of the Cities and Villages in northern Michigan have experienced similar population stagnation or even decline. Overall, Crawford County saw an estimated population decrease of < 1% since 2010.

**Educational Attainment**

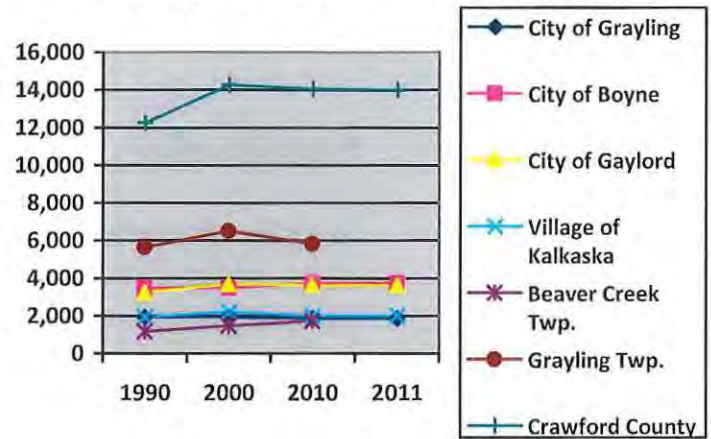
The educational attainment for the City of Grayling residents, age 25 years and older, in 2010 was comparable to Crawford County figures; however, both are significantly lower than State figures for college degrees. Less than 20% of City residents have a college degree, and almost 60% of residents have had no college experience.

The overall education level in the City increased between 2000 and 2010. For example, the proportion of residents that have a high school diploma rose from 78% in 2000 to 81% in 2010. Furthermore, the proportion of City residents that had at least some college education slightly increased from 41% in 2000 to 42% in 2010, and the proportion that had college degrees remained the same at 18%.

**Age Characteristics**

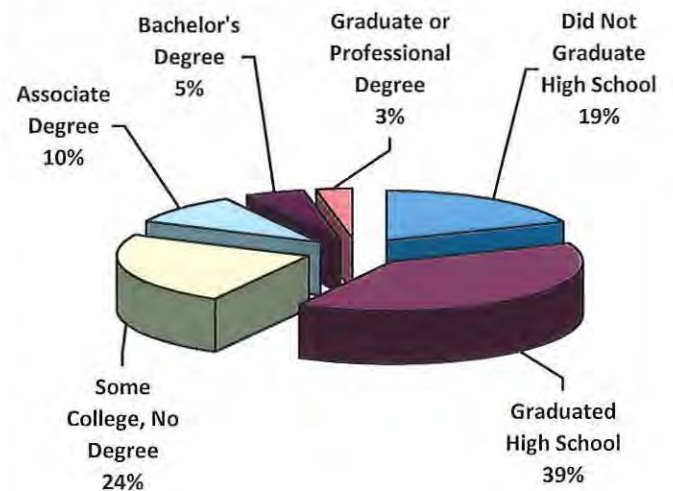
Age characteristics of the City assist in indicating economic, transportation, recreational, education, and other community needs. By examining the demographic mix of residents both now and in the future, Grayling can better plan for the future demand for community services and amenities. Study of the median age can provide a general gauge of residents’ ages, while a breakdown of ages is most useful when broken

**Figure 3-1  
Population Trends  
Grayling Area Communities, 1990-2011**



Source: U.S. Census Bureau

**Figure 3-2  
Educational Attainment  
City of Grayling, 2010**



Source: U.S. Census Bureau; 2007-2011 American Community Survey

into three main categories: school age, labor force, and senior citizens, to gain a better sense of the needs and desires of the population. The median age in Grayling was 38.6 in 2010, which is lower than the County average of 47.7, but consistent with the state average of 38.9.

**Table 3-2  
Age Characteristics  
City of Grayling, 2000-2010**

Age Cohort	2000	2010	Age Group
Age 0 to 4	6.8%	6.6%	School Age
Age 5 to 19	22.3%	20.4%	
Age 20 to 34	15.0%	19.6%	Labor Force
Age 35 to 64	33.4%	32.7%	
Age 65 and older	22.5%	20.7%	Senior Citizens

Source: U.S. Census Bureau

As shown in *Table 3-2*, the largest population segment is comprised of those age 35 to 64, which suggests there are a significant number of residents and families with active needs such as improved recreation programming and increased community activities matched to their age.

*Table 3-2* also reveals that the senior population is expected to grow as the baby-boomer generation ages and people are living longer due to improved health care. The share of the retirement-age population is typically growing in relation to the other age groups. The City should consider additional services, targeted toward the emerging seniors, as this segment continues grow.

***Race and Ethnicity***

**Table 3-3  
Race and Ethnicity  
City of Grayling, 2010**

Race	Percent
White	97.2%
Black	0.7%
American Indian	0.5%
Asian	0.5%
Pacific Islander	0.1%
Other Race	0.1%
Multi-Racial	0.9%

Source: U.S. Census Bureau

The vast majority of City residents, slightly over 97%, identified themselves as White. The remaining races identified on the Census made up the remaining 3%.

## Employment Characteristics

There are two important factors to consider when evaluating the employment characteristics of the City. First, it is important to review employment by industry, which identifies the types of jobs held by Grayling residents. Second, it is useful to know the occupation breakdown of the population in order to establish the experience and employment specialization of City residents.

### Employment

Table 3-4 provides information relative to the types of industries that employ Grayling residents. Retail Trade and Service jobs have historically been the predominant employers. In 2010, the leading job class in the City was Services, employing 58.8% of residents. This typifies the nationwide trend over the last twenty years as the United States evolves into a more service-oriented economy and, more specifically, supports the tourist economy prevalent in Grayling.

The occupational breakdown for the City, as shown in Figure 3-3, provides insight into the skills, expertise and training of Grayling residents. This information can be useful when developing economic development programs since the strategies developed can draw upon specialized training of citizens. The highest-ranking occupational categories are Services, Sales/Office, and Management/Business/Science/Arts. In 2010, residents commuted an average of 14.8 minutes to work

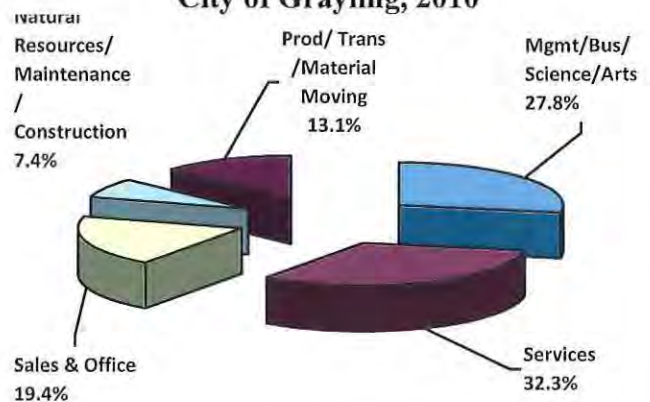
In 2010, unemployment rates for the City were consistent with the County average of 13.0%, which was slightly higher than the State average of 12.7%. Since that time, the job market in Michigan has been on the rise and unemployment rates within the City, surrounding communities and the State overall, continue to slowly decline. The State Department of Labor and Economic Growth reports unemployment rates for the County on a monthly basis. Table 3-5 provides the monthly reports from March 2012 to March 2013. It shows

**Table 3-4**  
**Class of Jobs Held by Residents**  
**City of Grayling, 2010**

Industrial Class	Percent
Agriculture/Natural Resources	1.9%
Construction	6.3%
Manufacturing	1.9%
Transportation/Warehousing/Utilities	2.9%
Wholesale Trade	1.7%
Retail Trade	12.0%
Financial, Real Estate	4.0%
Services	58.8%
Public Administration	10.5%

Source: 2007-2011 American Community Survey

**Figure 3-3**  
**Occupation of Residents**  
**City of Grayling, 2010**



Source: U.S. Census Bureau; 2007-2011 American Community Survey

**Table 3-5:  
Unemployment Rates  
Crawford County and State of Michigan, 2012-  
2013**

Month	County Rate	State Rate
March, 2012	11.9	9.6
April, 2012	10.2	8.5
May, 2012	9.6	8.9
June, 2012	9.6	9.6
July, 2012	10.2	10.5
August, 2012	9.0	9.2
September, 2012	8.5	8.4
October, 2012	8.5	8.3
November, 2012	8.9	8.0
December, 2012	10.3	8.9
January, 2013	11.0	9.7
February, 2013	11.1	9.2
March, 2013	10.5	8.8
Average	9.95	9.05

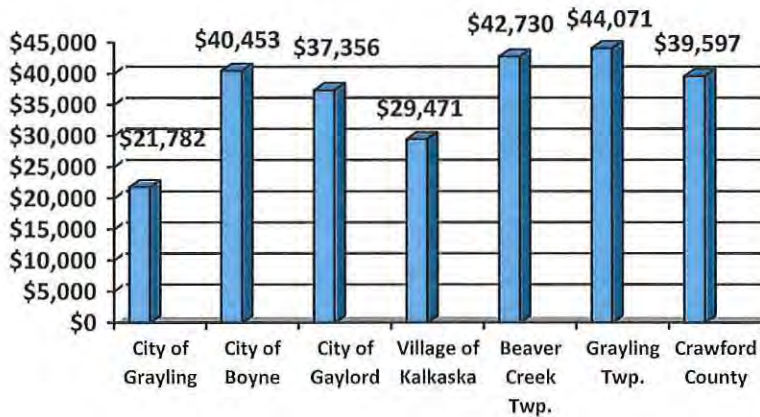
Source: State of Michigan

the trend common for tourist-based communities, with the lowest unemployment during the late summer months and the highest rates during the winter months. Overall, the County averaged an unemployment rate of 9.9% during this period.

**Income**

Median household incomes for the City of Grayling, similar and surrounding communities, and Crawford County have been collected. In 2010, income levels in all of the study communities fell below the State average of \$48,669. The City’s income levels were the lowest, with 33% of individuals and 29.6% of

**Figure 3-4  
Median Household Income  
City of Grayling, 2010**



Source: U.S. Census Bureau; 2007-2011 American Community Survey

families reporting income levels below the poverty level in 2010. The City of Grayling experienced an 11.3% decrease in median household income between 2000 (\$24,250) and 2010 (\$21,782). All other similar and surrounding communities studied reported an increase in median household income.

## Housing Characteristics

### Households

Population change is only one of the factors that affects whether development will occur in a community and to what extent. The makeup of households in Grayling is changing. *Table 3-6* shows that the average household size increased slightly between 2000 and 2010, while the number of households has declined. The average household size in 2010 for the City of Grayling was still lower than State and County averages, 2.49 and 2.31 respectively.

### Housing Units

As of 2010, there were 890 housing units in the City of Grayling, a decrease of .6% since 2000. *Table 3-7* on the following page shows that housing vacancy rates in the City increased from 7.5% in 2000 to 14.2% in 2010, which is one of the lowest rates reported for all communities studied. This is partly due to the fact that many homes in the City, County and the region are seasonal vacation homes and possibly an increase in foreclosures. The City has a higher percentage of renter-occupied homes than most other areas studied, and the percentage of owner-occupied homes within the City of Grayling has decreased from 53.1% in 2000 to 51.3% in 2010.

**Table 3-6**  
**Household Trends**  
**City of Grayling, 2000-2010**

	2000	2010	Percent Change
<b>Number of Households</b>	828	764	-7.7%
<b>Average Household Size</b>	2.24	2.27	1.2%

Source: U.S. Census Bureau

**Table 3-7**  
**Housing Characteristics**  
**City of Grayling and Surrounding Areas, 2010**

	Total Housing Units			Median Value
	Occupied Units		Vacant Units	
	Owner-Occupied	Renter-Occupied		
<b>City of Grayling</b>	<b>51.3%</b>	<b>48.7%</b>	<b>21%</b>	<b>\$76,200</b>
City of Boyne	71.5%	28.5%	29%	\$134,200
City of Gaylord	61.4%	38.6%	14.5%	\$86,800
Village of Kalkaska	58.2%	41.8%	15.8%	\$81,600
Beaver Creek Twp.	88.7%	11.3%	41%	\$115,100
Grayling Twp.	85.1%	14.9%	48%	\$108,700
Crawford County	83.0%	17.0%	48.8%	\$102,700

Source: U.S. Census Bureau; 2007-2011 American Community Survey



Housing values for the City almost doubled for the period 1990-2000 (from \$38,000 in 1990 to \$62,400 in 2000). However, values have shown a moderate increase of 22% from 2000 to 2010. *Table 3-7* indicates that while values are increasing in Grayling, the City still remained well below the County average and most other comparable or surrounding communities.

**Table 3-8**  
**Year Structure Built**  
**City of Grayling, 1939-2010**

<b>Time Period</b>	<i>Percent</i>
2000 and later	2%
1980-1999	23.5%
1970 – 1979	12.8%
1960 – 1969	10.6%
1940 – 1959	24.9%
1939 or earlier	26.2%

Source: U.S. Census Bureau; 2007-2011  
 American Community Survey

As shown in *Table 3-8*, over half of the housing units in the City were built before 1959. Development of new housing has been moderate, averaging about 10% each decade until 2000. The drop in construction in 2000 and later reflects the fact that the City is largely built-out, with relatively little vacant land available for new development.



## Chapter Four: Historical Setting

### Historical Setting

The City of Grayling is blessed to have been the historical center of activity within Crawford County. Due to the early settlement of the land that now contains the City of Grayling, it now contains some of the more significant historical sites within the County. As with most communities, Grayling developed around waterways, and early settlers were drawn to the water resources of the Au Sable and Manistee Rivers. These navigable waters were attractive to trappers and local Indian tribes as ways to transport their goods. Early settlers named the area “Grayling” after noticing the abundance of fish in these rivers. These natives were soon followed by lumbermen who saw profit in the towering pines of the Grayling area.

The earliest lumbering was done by the French in order to build forts, fur-trading posts and missions<sup>1</sup>. The British, and later the Americans, used Michigan’s hardwoods to build merchant and war ships.



Michigan’s timber was divided by an imaginary line from Muskegon and Saginaw, north of which White, Jack and Norway Pines grew, as well as other conifers. Harvest of the White Pine, many over 200 years old, 200 foot tall and five feet in diameter, began the heyday of the lumber industry. Michigan’s pine became important as the supply of trees in the Northeast States was eventually depleted. By 1880, Michigan was a leading producer of lumber, and many felt that the huge forests of Michigan would last for many years. However, within the 20 year period between 1870 to 1890, most of the trees were cut.

The logs were far too big and heavy to take from the woods by dragging, so the loggers made ice-covered roads, where the logs could be pulled on sleds. The logs were taken to the banks of rivers, where they were piled twenty to thirty feet high, awaiting the spring thaw. When rivers melted, the logs were pushed into the swollen rivers and floated to the mills. When the mill had cut the wood into boards, it was dried and then put on

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<sup>1</sup> Source: [www.michiganepic.org](http://www.michiganepic.org)

ships heading to various areas. The wood from the west side of the state was shipped to Chicago, from which it was sent by train to the plains states to build homes, cities and railroad tracks.

As technology improved, the wood in Michigan was more quickly taken, especially with the introduction of the logging railroad in the 1850's. These small engines and their portable narrow gauge track could haul in all weather, and made it possible to log farther away from the rivers.

In 1872, the “Crawford Station” was built in Grayling to accommodate early logging activities, but the City saw the majority of development after the First World War, when the lumber industry was still vibrant. Local railroads were built to access the north from the south, and a more traditional settlement began. The first known settler was Michael Sloat Hartwick, who built the first hotel in Grayling in 1882, known today as Chief Shoppenagon’s Motor Hotel. As the forests were slowly cleared, early settlers began to market the area as an attractive agricultural area. However, as those interested began to discover the sandy soils and short growing season, they realized the area’s resources were more conducive to recreation. As attractions such as the Hanson Hills toboggan runs and area hotels were built, and as the modern highway system extended north, Grayling was poised as a convenient destination for tourists seeking the many recreational opportunities of the area.

The “Village of Grayling” was originally platted in 1874 by the Jackson, Lansing and Saginaw Railroad Company. The original Village encompassed the areas between Lake Street and Ingham Street, and between the then named Pine Street (which does not exist today) and Chestnut Street. Other plats emerged shortly thereafter and most of the City, located within the current City limits, was platted by the early 1900s.



An important figure in Grayling’s history was Chief David Shoppenagon, who arrived in the Grayling area during the 1870s. He was known for his trapping and hunting capabilities, especially along the Au Sable River. Though only a short story of his significance is etched on the historical marker at his gravesite located where the I-75 Business Loop crosses the Au Sable, his legacy as a local story teller, sportsman, and political leader is still prevalent today.



The last lumber mill in Grayling was closed in 1927, when the timber resources began to dwindle. However, one small tribute to the industry still remains. Due to the generous donation of over 8,000 acres of forest land, now known as the Hartwick Pines State Park in the 1920's, much of the greater Grayling area has been kept from development. Today, the Hartwick Pines State Park, dedicated in the name of Edward E. Hartwick, a lumberman killed in World War I, still contains almost 50 acres of the only remaining native Monarch pine trees in Michigan. The park is significant to the historic lumbering industry, but also to the modern landscape, as the exclusion of this land from development has helped shape the land use patterns in the Grayling area. This resulted in less development potential and fewer municipalities within Crawford County than are typical; Crawford County includes only 6 townships, and Grayling is the only city within the County.

Another significant event that shaped the City was the establishment of Camp Grayling, located off of M-93 in Grayling Township. Founded in 1913 by the lumber baron Rasmus Hanson, Camp Grayling now includes approximately 147,000 acres and attracts tens of thousands of military personnel to the area annually. Indirectly, the increasing activity at Camp Grayling continues to contribute to the economic vitality of the greater Grayling area.



The Au Sable River Canoe Marathon is an event established in 1947 that has helped shape the character of Grayling. The race, which celebrated its 66<sup>th</sup> anniversary in 2013, is an annual 120-mile canoe race down the Au Sable River from Grayling to Oscoda. It is considered the world's longest, toughest non-stop competitive canoeing event, where paddlers race during the darkness of night. The canoe marathon, which attracts upwards of 70 teams, takes about 15-18 hours to finish. The

race is always held the last full weekend in July during the town's annual Au Sable River Festival.

Several historic buildings still stand today to represent the region's historic architecture and construction. These include several storefronts along Michigan Avenue, as well as the historic homes of various lumber barons

located on Peninsular Street. Several cabins and other structures representative of the rustic days of the logging and lumbering industries are scattered throughout the area.



## Areas of Historic Significance



### *Crawford County Historical Museum*

This museum represents the original railroad station in Grayling, and is located downtown, near the intersection of Michigan and Norway. Situated near the historic rail lines that run through the City, this museum celebrates the historic lumber industry which thrived in Grayling during the 19th and 20th centuries. In addition, the museum grounds contain a railroad caboose, a military building dedicated to local ex-military personnel and to Camp Grayling, a trapper's cabin, and an old fashioned firefighting station.



### *W.J. Beal Plantation*



The William Beal Plantation, located on Industrial Street, represents one of the more significant forest management experiments in Michigan. William J. Beal was a Michigan State University (then called the State Agricultural College) professor interested in learning about the growth characteristics of trees. In 1888, Beal planted 41 species of trees on the property to determine and demonstrate how they would grow on the dry, sandy soils of the area. This experiment resulted in the oldest documented tree

plantation in the Midwest and perhaps in North America. It was also one of the first examples of forest management, as lumbermen started to realize the impact of the exploitive lumbering industry.

Today, the property is open to the public and contains a short nature trail with educational kiosks.

### ***Hartwick Pines State Park***

The Hartwick Pines State Park is a tribute to Edward E. Hartwick, a pioneer of the lumber industry. His wife dedicated the over 8,000 acre property, which now contains almost 50 acres of the only known virgin timber in Michigan. The park has grown to over 10,000 acres, which represents almost 3% of the total acreage in Crawford County.

### ***Hartwick Pines Logging Museum***

Located within the Hartwick Pines State Park, this museum is found along the Old Growth Forest Foot Trail, a 1/4 mile walk from the Visitor Center. The museum offers guided educational tours through the Michigan Department of History, Arts and Libraries.

### ***Wellington Farm Park***

The Wellington Farm Park is a working farm of 60 acres, located on Four Mile Road in Grayling Township. The farm is a living museum of farm life and practice, paying tribute to the farming practices conducted during the Great Depression. The farm still operates using tools prevalent during that time, and the goods produced from the farm are sold at a local farm market in Wellington. Today, the park maintains a nature trail and offers many seasonal events and activities, including a reenactment of the French and Indian War. It also includes several historic buildings representative of the various blacksmith and lumbering trades of the time. These include a sawmill, blacksmith shop, gristmill, summer kitchen, farm market, and pavilion.



### ***Chief Shoppenagon's Motor Hotel***

This historic site is the location of the first hotel built in Grayling in 1882. It was named after Chief David Shoppenagon, who was known as a capable sportsman along the Au Sable. He became a local figure due to his diplomatic ability to change the emerging stereotypes of Native Americans during his time. Legend has it Chief Shoppenagon died on Christmas day in 1911, at age 103.





### *Fred Bear Archery*

Fred Bear was an internationally known hunter, and is a locally renowned for the work he did to advance the sport of hunting in Michigan. Born in Waynesboro, Pennsylvania, on March 5, 1902, Bear was raised on a farm in the Cumberland Valley. By age 21, he left the farm and moved to Detroit to work as a patternmaker and silkscreen operator in the growing auto industry.

In 1927, after watching the film, “Alaskan Adventures” featuring Art Young, Bear discovered his passion for the sport of archery. Fred Bear met Art Young and began learning to craft his own bows, arrows, and bowstrings under his tutelage.

During The Great Depression in 1933, Bear and a friend, Charles Piper started Bear Products Company, who specialized in silkscreen advertising materials such as banners and fliers for Chrysler. All the while, Fred Bear continued his work crafting archery equipment for friends, and after six years, demand for his work grew and Bear dissolved his partnership with Piper and launched Bear Archery Company.

As an archer and marksman, Bear was known for his skill, and he won the State target archery championship in 1934 and 1939. He used his growing fame to promote his archery products. In 1936, he successfully lobbied for a bow-hunting season in Michigan, and in 1942 he began filming his hunting trips in the Upper Peninsula. Fred was instantly recognized not only for his skills, but for his distinct personality, weathered face and trademark felt Borsalino hat.

Bear Archery Company moved to Grayling in 1947, where Bear began displaying his collection of trophies and artifacts. These items were the first displayed in the first Fred Bear Museum, opened in 1967. His fame continued to grow as Bear made regular appearances on television and radio programs and was featured in numerous magazines and bow hunting films.

Fred Bear sold controlling interest in his company in 1968, but continued on as President. In 1978, following a strike and continuing labor problems, the Bear Archery manufacturing operation was relocated to Gainesville, Florida, and in 1985, the museum in Grayling was also

relocated there. Fred remained active in designing products and promoting bow hunting until his death in 1988. A physical reminder of the legacy of Fred Bear remains in Grayling through the production plant that now sits vacant near the intersection of the I-75 Business Loop and M-72/M-93.

### ***Hanson Hills***

Hanson Hills has a rich history of activity and controversy. Opened in 1929, it was the first downhill ski area in Michigan and the second to open in the Midwest. The "Snow trains" brought many people to Grayling where they would board flat bed trucks for the ride to what was then called the "Grayling Winter Sports Park". The Michigan Snow Queens were crowned and honored at the annual Winter Carnival, famous for the elaborate ice sculptures built by local people. The old toboggan run was an attraction that thrilled many. Another exciting attraction was the 66 ft. ski jump that was built in 1934.

Hanson Hills was willed to the State of Michigan by Rasmus Hanson for military or recreational use and is still controlled by the State of Michigan's Military Board. It was during the time when the area was called "Bear Mountain" that great growth was seen and the ski resort had 22 slopes for downhill skiing, the "Polyhedron" hotel, the "Little Smokey Railroad", and the "Fred Bear Museum" were all a big part of the excitement at what we now know as "Hanson Hills Recreation Area and Winter Sports Park". When the heirs to the Hanson Estate found private individuals making money on the property they attempted to take the land back. Their reason for the action was that the lease stipulated that the land was to be used only on a non-profit basis. The Bear Mountain Area was ordered "boarded up" in 1973 by Judge Roth. The hotel and lifts were disassembled and sold, the Fred Bear Museum, Little Smokey Railroad, the Pine Knoll Campground, the House of Flavors Ice Cream Store, and Dillons' horseback riding stables all closed also.

Volunteers came forward that winter to try to keep a few hills open for children to downhill ski. It was soon after this that Grayling Recreation Authority was established as a result of a lot of volunteer work. With the cooperation of the Michigan National Guard and the State Military Board, a special law was made to allow the "Authority" to work on a non-profit basis. The Grayling Recreation Authority (GRA) is a government "consortium", made up of representatives from Grayling Township, Crawford County, the Crawford AuSable Schools and three members at large.

In the beginning, the main goal of GRA was to maintain and run the ski operation. Now GRA has added to its priorities year round sports programs for Youth and Adults. Year round, quality recreational activities

are supported by 1/2 mil of taxes and user fees. GRA keeps prices at a minimum so as to be accessible for as many participants as possible. (Content copyright 2013. Grayling Recreation Authority. All rights reserved).

### ***The Grayling Fish Hatchery***

The Grayling Fish Hatchery was founded in 1914 by timber baron Rasmus Hanson. He hoped to restore the Grayling to the Au Sable River system; ironically its disappearance was caused, at least in part, by the massive habitat destruction caused by logging and the Grayling became extinct in Michigan. Nevertheless, the Hatchery continued to play an important role in natural resource conservation. In 1926 it was sold to the State of Michigan. It continued to be operated as a fish hatchery and tourist attraction until the mid-1960s when it was abandoned. In 1983, after lying dormant for nearly 20 years, the State turned the hatchery over to Crawford County with the stipulation that it be operated as a tourist attraction. Although management of the hatchery has changed over the years, it has been operated as a tourist attraction since 1983.

### ***The Rialto Theatre***

At the turn of the 21<sup>st</sup> century, the Rialto Theatre stands now as one of the oldest continually operated family owned theatres in the United States. The Rialto Theatre was founded in 1915 by George N. Olsen. The original structure was completely destroyed by fire in 1930. A new theatre (the current building) was built on the same site and was completed the same year. The large marquee on the front of the building was added in 1940. The theatre seats 194 people and has a balcony.

Over the years, the theatre has gone from live shows with silent films, through black and white, Technicolor, Stereo, Cinemascope, 3-D, and automated projection systems. In a remarkable display of longevity and willingness to adapt, the Rialto continues to provide first rate, reasonably priced entertainment for the community of which it has been a part of for nearly a century.

Since they began, the movies have been woven into the cultural fabric of society, and reflected the changing landscape of American taste, mores, and values. In a very real sense, the landmark at 302 Michigan Avenue

has been an observer and participant in this fascinating slice of American life.

In 1999, management and ownership of the Rialto passed to the 4<sup>th</sup> generation of family members. Management and operation of the theatre by family has continued in the same grand tradition as that of its founder.

### ***Former Mercy Hospital Grayling***

In 1911 construction of a 20 bed hospital located on US 27 was completed and opened by the Sisters of Mercy. Reports of the time say there was no finer, better equipped, well-staffed hospital anywhere in northern Michigan.

The number of patients admitted to the hospital grew and grew finally becoming so congested that the need for a newer and more up-to-date facility was required. In 1956 construction was started and a new fifty-bed, million dollar facility was opened in 1958. The old hospital was torn down.

Since its opening at its current location in 1958 there have been many additions and improvements. In 2013 Mercy Hospital Grayling earned several very prestigious awards when it was named: one of the nation's 100 Top Hospitals; one of the nation's 100 Great Community Hospitals; and A 100 Top Hospital Everest Award. In 2015, the name was changed to Munson Healthcare Grayling Hospital.

## Chapter Five: Existing Land Use

### Existing Land Use

The analysis of existing land use patterns is a fundamental step in preparing a community master plan. The analysis not only examines the historic land use relationships, but also helps to predict future development trends and ensure that sound decisions can be made in the future.

Land use patterns develop according to geographic location, land use and zoning policies, and environmental, economic, social and cultural influences. The location of a building, the routing of a street or highway, construction of sanitary sewers, and many other factors affect, and have an effect on, the shape of existing and future land use patterns.

*Documenting changes in land use helps to assess how land is being used, and identify changing trends*

Documenting existing land use and looking at how uses have changed over time in a community is an important part of the planning process. It helps to identify how land is being used, and various changing trends by determining land uses experiencing growth, such as commercial or residential and those that may be in decline, such as vacant land or agriculture.

This section discusses the types of land uses that currently occupy the City of Grayling. The existing land uses in the City were established from physical surveys conducted by the Northwest Michigan Council of Governments, which were verified by the City of Grayling. They represent how land is being used in Grayling today. This analysis is helpful to understand where uses are in growth and demand or where they are dissipating and moving elsewhere. Areas experiencing activity or changes in the land use quickly emerge as areas of focus or discussion. Evaluating this element of the City, along with the other existing conditions, helps City planners to recommend proper land use patterns for the City's future.

The categories described below are shown graphically on Map Two: Existing Land Use.

## Existing Land Use Categories

### *Single Family Residential*

Typical of most communities, single family residential uses are the most predominant land use in Grayling. The majority of homes were built between 1940 and 1959, when post WWII development along the newly constructed highways was at its peak. However, the earliest homes are expected to have been built in the late 1800s, as the earliest plat of the “Village of Grayling” was recorded back in 1874. While housing values in Grayling are moderate; values increased dramatically (by almost 40%) between 1990 and 2000, when the median housing value reached \$62,400. Since 2000, housing values have shown a moderate increase with a median value of \$76,200 in 2010. Housing in Grayling consists predominantly of detached single-family homes located in traditional neighborhoods located in the northern portion of the City. Some vacant lots, scattered among the existing residential neighborhoods, indicates a potential for residential infill development.



There is one primary area of single family residential located northeast of the railroad tracks. Following the original development pattern as the original Village of Grayling plat, lots generally measure 60 feet by 120 feet, and are around one sixth of an acre in size or less. Because the remainder of the City, platted in the late 1800s and early 1900s, also followed this development pattern, small parcels of this size dominate the neighborhoods. Very few large residential parcels exist, except where several platted lots have been combined.

Areas around the periphery of the residential core have been converted into other, compatible uses including civic uses like schools, churches, additional assisted living facilities and municipal buildings located near the I-75 Business Loop, and commercial and office uses associated with Munson Healthcare Grayling Hospital located along Michigan Avenue.

### *Multiple Family Residential*

This category includes buildings that contain more than two dwelling units including converted homes, apartment buildings, townhouses and senior housing. There are only a few scattered multiple-family residential areas

in Grayling. Most multiple family structures are located north of M-72 and east of State Street. However, other multiple-family areas have developed within the single-family areas. Most of these structures are residential in appearance and include duplexes, quad-plexes or residences that have been modified into multiple-family structures. Other, larger apartment and senior housing complexes have emerged where the I-75 expressway crosses the railroad tracks, in the southeast quadrant of the City.

### ***Commercial***

This classification includes general commercial and office uses located within the City, but outside of the downtown. Commercial development in the City generally follows the corridors of the I-75 Business Loop, M-93, Michigan Avenue, Norway Street and M-72 East and West. While some lower-intensity office and neighborhood-scale commercial uses are scattered around the hospital complex and within the industrial portions of the City, most of the general business activity centers around the I-75 Business Loop. Businesses within proximity to the north-bound I-75 off-ramp, at the south end of the City, generally cater to the traveling public and include lodging, fast-food, grocery and gas station uses. The uses near the medical complex are generally located along North Down River Road, but some can also be found along Michigan Avenue near the hospital and elementary school. These uses include medical offices and financial establishments that are compatible with their residential surroundings, and are appropriate given the continued growth of the medical facility and the increasing needs of their employees and patrons.

### ***Central Business District***



their location and proximity to the traditional neighborhoods that surround

it, the businesses in the CBD also provide valuable services within walking distance for many residents. Recent improvements to the streetscape are evidence of the City's commitment to maintaining the vibrancy of this district (see photo insert, right). The City installed wider sidewalks, improved pedestrian amenities and traditional lighting to accent the downtown. Further efforts are needed to attract more businesses, improve the structural integrity of some older buildings, and upgrade and unify building facades. The CBD is also a center of municipal activity, containing a post office and the Crawford County municipal building.



***Industrial***

Industrial uses provide important employment opportunities and tax base to support improvements to capital facilities and municipal services. Most industrial uses are contained within an industrial park at the south end of the City that contains various manufacturing, assembly and industrial office and storage uses. The City's wastewater treatment lagoons are located at the extreme south of Industrial Street, and the public works storage facility is also located in this area.



***Institutional***

This category includes City, State and Federal buildings, schools, churches and other public or quasi-public sites, such as Munson Healthcare Grayling Hospital. As the County seat, Grayling is home to various local, City, County and Federal offices, which are all indicated on the Existing Land Use Map, but are more specifically discussed in the Transportation and Community Facilities Chapter of this Master Plan.





### *Recreation*



The City maintains one main park along the AuSable River, where it crosses the I-75 Business Loop. This park has recently been improved with riverside walks, which allow for excellent fishing and wildlife viewing. The Nature Center located across the river from the park opened in November, 2007. The Grayling Country Club surrounds the AuSable River City Park and provides 18 holes to the public. The Fish

Hatchery, owned by Crawford County, is located in the City's northeast corner, along North Down River Road. A top notch concrete Skate Park is located adjacent to City Hall with continued improvements and expansions being planned.

### *Wetlands, Lakes and Rivers*



These categories refer to lands which are currently under water, such as the bottomlands of the Au Sable River. In addition, wetlands are indicated by a hatched overlay that shows areas which are not easily prone to development because they possess the typical wetland characteristics of saturated soils, heavy wetland vegetation, and seasonal presence of water. Wetlands are generally shown on the Existing Land Use Map. More specific delineation of wetland boundaries can be

determined from physical surveys of each site is conducted by a qualified wetland specialist. These surveys are typically completed on a site by site basis; therefore, the information presented here is based on aerial photography and soil surveys.

### *Undeveloped*

While not specifically identified on the Existing Land Use Map, there are a number of vacant parcels located throughout the City, primarily within the residential neighborhoods. These include lots that have been combined with home sites to create larger lawn areas, or vacant lots that are available for redevelopment.



## Chapter Six: Environmental Conditions

The environment is a critical element of the physical basis upon which the community develops. Various components of the environment function, change, and interact as part of the ecosystem. These functions need to be maintained in a balanced state, while still allowing the community to grow in a controlled manner. Development within the City should take into account the physical condition of the landscape, and should complement the community's natural balance. Areas not suitable for development and other valuable community resources should be protected.

### Existing Conditions

#### *Geology and Topography*

The geology of Grayling was directly affected by glacial movements which occurred during the Ice Age. Specifically, the landforms in Crawford County and the City of Grayling were affected by Wisconsin glacialiation, which created the gently sloping topography and sandy soils of the area. However, this gentle topography is interrupted by larger moraines that contain the highest elevation within Crawford County, 1,524 feet above sea level. While the majority of the Grayling area contains less than a 25% slope, the high elevations of the moraines have indirectly contributed to the current character of Grayling. They attracted the early developers of Hanson Hills and the toboggan runs which have helped shape the recreational nature of the area. This combination of topography has facilitated general growth in the area by allowing easy access to most of the early timber. However, the topography was varied enough to provide the unique landscape that has made Grayling such an attractive place to live and visit.

*The **Highest Elevation** in Crawford County is 1,524 feet above sea level.*

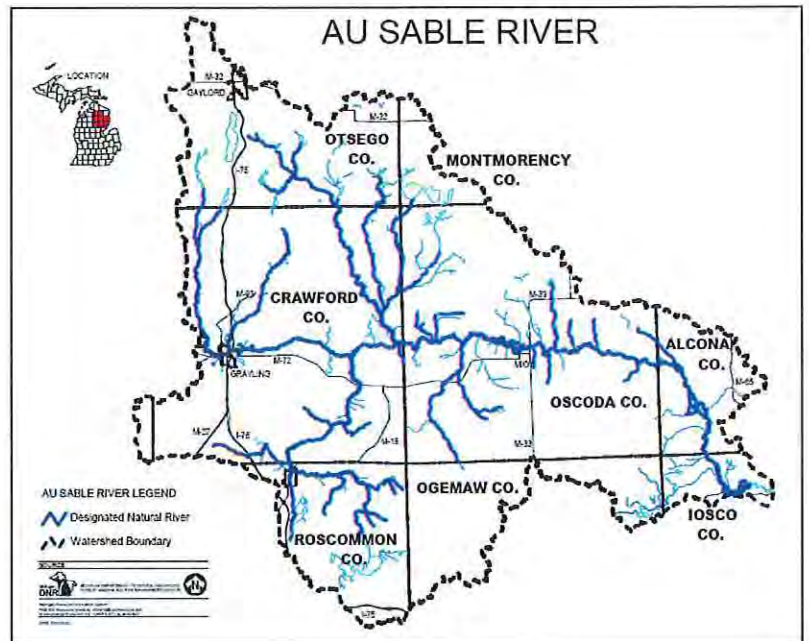
#### *Hydrology*

Perhaps one of the most significant resources in Grayling is the presence of the AuSable River. The AuSable generally flows from west to east through the City of Grayling and continues east where it converges with the South Branch near the Crawford County/Oscoda County line. The significance of the river has influenced settlement patterns by providing navigable watercourses for early settlers and Indian tribes, valuable riparian habitat for aquatic life and water fowl, which in turn provided

needed food sources, and most recently for the recreational opportunities it provides.

The AuSable River Watershed drains an area of 1,932 square miles, which includes all of the City of Grayling. The watershed boundary includes many tributaries, and includes areas of Crawford, Otsego, Montmorency, Oscoda, Ogemaw, Alcona, Iosco and Roscommon Counties. Water collects from these areas and travels east via the AuSable until it eventually drains into Lake Huron.

As it flows through Grayling, the AuSable is relatively shallow and not especially fast moving. However, as it travels east toward Mio, water flow increases and the water deepens, providing some of the more popular fishing opportunities known in Michigan. These “holy waters” are common destinations for anglers, but the river corridor is highly regulated by the Natural Rivers Act. Therefore, Grayling is a more common gathering spot for fisherman seeking these exceptional fishing resources.



Arguably one of the most significant features of the area, the AuSable River is consistently threatened by sedimentation and increasing water temperatures as a result of development. Responding to these pressures, local advocacy groups are continuously employing new techniques to maintain the high water quality currently enjoyed. These techniques include use of detention basins and rain gardens, planting of native vegetation, use of alternative paving materials, and modified land use practices, especially in the upland areas that contribute runoff to the river. The AuSable has been the focus of a \$758,000 Clean Michigan Initiative grant, provided through the Michigan Department of Environmental Quality. The Grayling Storm Water Project will use many of the techniques listed above to help maintain and improve water quality. As with most State grants, local “match” funding was provided by several local agencies, businesses, organizations and individuals, including the City of Grayling. While the waters of the AuSable may be under threat of degradation, widespread community support for its protection will ensure this high-quality resource will be around for generations to come.

## *Soils*

According to the Natural Resources Conservation Service and Forest Service, soils in Grayling consist generally of sands and loams and display gentle sloping characteristics. These soils are known for their moderate to excessive permeability, and most possess high drainage capabilities. Such soils are conducive to physical development where drainage is desirable, but is not well suited for agricultural purposes. The gentle slope of the area is also attractive for development purposes, since large excavation of soil is not needed to establish level grades. Exceptions to these soil types are found along the AuSable River, where more organic and poorly drained soils are prevalent.

## *Wetlands*

Wetlands are scarcely found in the area, except where they are associated with the AuSable River. Within the City limits, the largest wetland areas are found in Section 18, located in the extreme southwest quadrant of the City. Even larger areas of wetlands exist to the east of the City that surround the AuSable as it flows under the I-75 expressway and toward Mio.

Wetlands act as transitional areas between the aquatic ecosystems and the surrounding upland areas. They are low areas which are intermittently covered with shallow water and underlined by saturated soils. Vegetation which is adapted to wet soil conditions, fluctuation in water levels and periodic flooding can be found in wetlands. Wetlands are linked with the hydrologic system, and as a result, these wetland systems are vital to the environmental quality of Grayling's resources.

*Wetlands provide fish and animal life habitat, maintain and stabilize groundwater supplies, reduce the dangers of flooding and improve water quality.*

Wetlands serve a variety of important functions which not only benefit the natural environment but also the community. They are working landforms that provide wildlife habitat, water purification and flood containment, and can enhance the tourist and recreational environments. Some of the primary values which wetlands contribute are as follows:

- Mitigate flooding by detaining surface runoff
- Control soil erosion and sedimentation loading in rivers and lakes
- Provide links with groundwater
- Improve water quality which is degraded by nutrients and chemicals from fertilizers and pesticides; polluted urban runoff from roads, parking lots, industrial and other commercial activities; treated effluent

from waste water treatment facilities; and erosion and sedimentation resulting from agricultural and construction activities

- Function as highly productive ecosystems in terms of animal life habitat and vegetation
- Serve a variety of aesthetic and recreational functions

*Woodlands help moderate ground and water temperatures, reduce air and noise pollution, reduce soil erosion, and provide wildlife habitat.*

As noted above, development in areas surrounding the AuSable and its associated wetlands can significantly impact water resources. Therefore, developers and City officials should evaluate alternative site designs to minimize potential impact. This is best done by initially

considering wetland resources as constraints to development. The relative weight of these constraints must also account for other environmental and socio-economic constraints. If impact is unavoidable, then mitigation should retain or enhance the wetland values being lost.

Any wetlands greater than five acres in size or contiguous with a waterway are regulated by the Michigan Department of Environmental Quality (MDEQ) through the Goemaere-Anderson Wetland Protection Act, Public Act 203, as amended. Any activity which requires these regulated wetlands be filled or drained requires a permit from the MDEQ. Permits will generally not be granted unless the issuance is in the public interest and necessary to realize the benefits derived from the activity. If a wetland fill permit is granted, mitigation, such as creating new wetlands within the same drainage way or enhancement of existing wetlands, is required.

*Wetlands greater than 5 acres in size, or those contiguous to a waterway are regulated by the MDEQ.*

### **Woodlands**

Historically, all of the area in and around Grayling was wooded with hardwood trees. Once the early logging activity had depleted most of these resources, very few large woodlots remained in the City; however, substantial forest and woodland exists in the greater Grayling area. Appropriately so, the City is largely developed as an urban center, and does not include substantial stands of in-tact woodlots. However, trees and other vegetation do exist throughout the City, but is found in more abundance at the periphery of the City. Significant riparian vegetation is found along the banks of the AuSable River, many contained in wetland or upland areas associated with the river. However, where the river crosses the I-75 Business Loop, and where it flows through the urban residential areas, this vegetation has been removed for more residential enjoyment.

Woodlands act to moderate certain climate conditions, such as flooding and high winds and protect watersheds from siltation and soil erosion

caused by storm water runoff or wind. Woodlands also improve air quality by absorbing certain air pollutants, and are beneficial for buffering excessive noise generators. Woodland areas can provide the following benefits:

- Improve quality of life by contributing to an area's natural character and providing a visual barrier between individual properties
- Influence the micro-climate by moderating water and ground-level temperatures
- Reduce air pollution by absorbing carbon dioxide and filtering ozone, chlorine, hydrogen fluoride, sulfur dioxide and other pollutants from the air
- Reduce soil erosion by absorbing the energy of falling rain; tree roots help hold soil particles in place and provide the additional benefit of trapping and holding storm water runoff, which can help slow flood surges and flows
- Provide wildlife habitat by offering essential shelter and food for deer, raccoon, rabbits, pheasants and other birds and animals

## Natural Features Protection Plan

This plan consistently emphasizes the importance of the City’s natural resource base. Consideration of natural features during the site planning and development process will help improve and protect the area’s existing natural resources.

Protection of City resources requires the adoption of policies directed toward the specific resource issue including drainage, groundwater quality, natural topography, and vegetation. Resource protection regulations can be incorporated in subdivision, zoning, and other special purpose regulations. Some of the options for protecting natural features while development occurs are described below:

### Natural Feature Setback

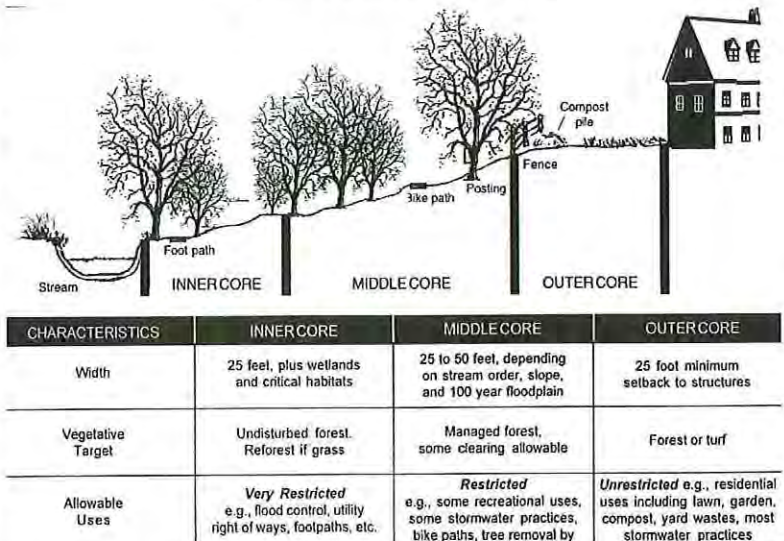
The City should ensure local zoning standards require an appropriate setback from the AuSable River, and other streams and wetlands. Although the majority of the City is already developed, some large tracts of land exist that, if developed or redeveloped, should respect the AuSable River. The Grayling Country Club and golf course, as well as the Fred Bear Archery site both have considerable frontage on the river.

**Key Recommendation:**  
*The City should ensure local zoning standards require an appropriate setback from the AuSable River.*

The function of water features can be affected by development around it. Wetlands in particular are dependent on an interaction between the wetland and the surrounding upland. Development adjacent to a water feature can disturb the ecosystem and reduce its natural function.

Alternatively, maintaining a protected buffer from these features can help reverse some impacts of development by improving the natural systems that filter sediment and nutrients and slow the speed of water runoff. Natural buffers also help maintain cold water temperatures, which is critical to sustaining aquatic life. Where possible, wider buffers have been proven to help counteract narrower natural buffers or areas where vegetation is largely removed. On

**Figure 6-1:  
Tiered Buffering System**





average, natural feature setbacks should be 100 feet from the high water mark, or wetland boundary, and should be managed through Tiered Buffering System, as shown in Figure 6-1. This will allow for reasonable use as residential yards or green space, in the outer edges of the buffer, with gradually more restrictions on removal of natural vegetation and fertilizer use closer to the water's edge. Education of waterfront property owners may encourage some to re-vegetate their property frontage along the river; however, the best efforts will be to preserve a larger buffer if the golf course or Bear Archery site is redeveloped.

### ***Storm Water Management***

Increased development activity places additional burden on existing natural drainage systems. The overtaking of drainage systems leads to localized flooding, environmental damage and costly storm drainage improvements to be borne by taxpayers. Storm water drainage can be managed by installation and improvements to storm water drainage systems. Another way to manage storm water is through preservation of

natural drainage ways and providing onsite storm water detention with controlled discharge. Wet ponds and storm water marsh systems should be used for detention instead of deep detention ponds that require security fencing, which should not be permitted. Storm water facilities should be landscaped with plantings adapted to hydric conditions to create a system that emulates the functions of natural wetlands and drainage ways both in terms of hydrology and natural habitat. Rain gardens, using native vegetative species, as a tool for pre-treatment of storm water before it reaches the AuSable River or the groundwater supply has been successful.

***Key Recommendation:***

*The City should not abandon the concept of natural detention and rain gardens but, rather, should reconsider their design.*

Acknowledging that some impacts must be anticipated, a comprehensive approach to storm water management should encourage the preservation of existing natural features that perform storm water management functions, minimization of impervious surface, direction of storm water discharge to open grassed areas and careful design of erosion control mechanisms. A large detention pond, located at the fish hatchery on N. Down River Road, receives approximately a quarter of the City's storm water runoff. It is managed by Crawford County, which allows for ideal monitoring and maintenance.

### ***Overlay Zoning District***

The interrelation of the environmental component of the master plan with the land use component is most visible with the establishment of land use

categories. While most of the City is already developed, the possibility of development at the Fred Bear Archery site and Grayling Country Club and Golf Course presents the potential for larger-scale development. Both sites are located along the AuSable River; therefore, any development efforts should be considerate of the river as well as any associated wetlands. Within areas identified as having significant and fragile natural resources, lower impact/density development is recommended, used in conjunction with clustered development.

The impact to these areas can be minimized through overlay zoning districts that limit the intensity of development and require clustered development to preserve these critical natural areas. Other regulations, such as protection of significant woodlots, vegetative corridors, or other significant environmental areas can also be incorporated into the overlay district, or may become part of a general ordinance.

Utilizing clustered development is one of the most effective means of preserving existing vegetation and other valuable natural features. Specific standards can be applied to Planned Unit Development (PUD) regulations and site plan review to require preservation of open space, vegetative cover and natural topography. Clustering should also be utilized to preserve greenway corridors, buffers and natural open space. In addition to preserving natural features, the regulations can require the provision of landscaping and buffer strips to enhance the natural character of a site.

***Key Recommendation:***  
*Clustered development is one of the most effective means of preserving existing vegetation and other valuable natural*

## Chapter Seven: Community Facilities and Transportation

Much of the City of Grayling is shaped by the transportation system and various community facilities that serve the area. The information in this Chapter is intended to give City officials a frame of reference when preparing future plans for these facilities, and also acts as a handy guide for new residents and visitors who are seeking information about the City.

### Existing Community Facilities

As the county seat, the City of Grayling contains several public facilities, including those owned by local schools, and by City, County, State and Federal governmental agencies. These facilities are described below:

#### *City of Grayling*

Along with the AuSable River City Park discussed in the Existing Land Use Chapter, the City maintains several other sites, which are described below and shown on Map Five, Community Facilities:

*Grayling is the county seat of Crawford County, and as such, contains several City, County, State and Federal buildings, as well as various schools and religious institutions.*

**Administration.** The City's administrative offices are located on City Boulevard, near the City's northern boundary.

**Public Safety.** The City's full-time Police Department maintains a force consisting of the Police Chief and 4 patrolmen, and operates from the City's main administrative office. The Grayling City and Township Fire Department, also located on City Boulevard, serves both the City and Township, and provides service to Camp Grayling, the Grayling Army Airfield and two rest areas located off of I-75. Their 20+ members, with over 200 years of combined experience, operate on a volunteer basis.

**Other Facilities.** The Department of Public Works maintains a garage, the City's water tower and wastewater treatment lagoons which are all located on Industrial Street, in the southern end of the City. City wells are located near the Grayling Elementary School and the hospital along Michigan Avenue. The historic Elmwood Cemetery with its larger, more modern expansion is located along North Down River Road.

### ***Crawford County***

County sites include the Crawford County Jail and Courthouse, located downtown where Michigan Avenue terminates at the railroad tracks. The County Library (Devereaux Memorial Library) is located on Plum Street, where it turns into Ingham Street. In addition, the County maintains a garage off of Huron Street (M-72), just west of Industrial Street.

Located on North Down River Road, near the City's eastern boundary is the Fish Hatchery. The hatchery was established by Rasmus Hanson in 1917 and is now owned by the County as an attraction open to the public. The State of Michigan purchased the site in 1927, and sold it in 1995 to Crawford County. While the hatchery operations ceased in the mid 1960s, the facility is operated as a tourist attraction. A county-wide millage helps fund the efforts of the Recreational Authority, including their operations of the Hanson Hills ski area. The County maintains a large retention basin that receives storm water runoff from approximately one quarter of the City, located on the hatchery site.

### ***Federal***

The U.S. Postal Service maintains an office in Grayling, which is located downtown on Michigan Avenue.

### ***Crawford AuSable School District***

The City of Grayling is home to a few local schools. While Grayling High School is located outside of the City, the Crawford AuSable School District maintains the AuSable Primary School (grades K-2) on Plum Street near the Library, the Grayling Elementary School (grades 3-5) just around the corner on Michigan Avenue, and the Grayling Middle School (grades 6-8) located on Spruce, just north of Michigan Avenue.

## **Transportation Conditions**

A major factor in future planning for the City of Grayling is the transportation system. While railroad lines originally provided access from southern portions of Michigan, the roadway system is now a more dominant factor in the development of the community with I-75 and other regional arterials such as M-72 and M-93 traversing the area. The I-75 expressway is a major carrier of tourist traffic to the area, which provides convenient access to the City via two off-ramps located at the north and south ends of the City. M-72 and M-93 are more regional corridors that primarily carry traffic west to Kalkaska and Traverse City, east to Mio and north to Gaylord. Transportation facilities need to be considered in relation to traffic volumes and roadway congestion, safety, non-motorized

transportation, land use relationship and intensities, impact on community character, environmental impacts, air quality, noise and fiscal constraints.

***Relationship between Transportation and Land Use***

A well-developed master plan must consider plans for land use in the context of transportation planning. Future traffic patterns within the road network will be closely related to specific land use. The intensity of land uses should, in part, be considered in relationship to the suitability of the transportation system. Future traffic volumes will depend on the amount, type and intensity of development. *Table 7-1* below provides the estimated traffic generated by various land uses. The figures represent averages and are given for the peak morning hour and total trips within a typical weekday. The peak hour represents the AM or PM hour when traffic is greatest (i.e. rush hour), which in Grayling is between 8 and 9 AM and 4 to 5 PM. The figures provided below are intended only as a guide and should not replace more detailed traffic impact studies. Rather, they should be used to help evaluate the accuracy of such studies. The fractional numbers shown in the *Table 7-1* represent the average number of trips that can be expected from the various land uses listed. For example, the City can expect apartments to produce 0.51 vehicle trips per hour, or roughly 1 trip every two hours during the peak morning rush.

*Convenience stores and banks are the land uses that generate the highest volume of traffic.*

**Table 7-1  
Typical Traffic Volumes  
Comparison of Trip Generation Rates**

	<b>Trips In Peak Hour</b>	<b>Trips In Weekday</b>
<b>Residential (per unit)</b>		
Single Family	0.75 (AM)	9.57
Apartment	0.51 (AM)	6.63
Condominium	0.44 (AM)	5.86
<b>Office (per 1,000 sq. ft. gross floor area)</b>		
General Office Building	1.56 (AM)	11.01
Medical Office Building	2.43 (AM)	36.13
<b>Commercial (per 1,000 sq. ft. gross floor area)</b>		
Shopping Center	3.74 (PM)	42.92
Supermarket	11.51 (PM)	111.51
Quality Sit-down Restaurant	7.49 (PM)	89.95
Service Station (per pump)	14.56 (PM)	168.56
Convenience Store	53.73 (PM)	737.99
Drive-in Bank	54.77 (PM)	265.21
<b>Industrial (per 1,000 sq. ft. gross floor area)</b>		
Light Industrial	0.92 (AM)	6.97

Note: A trip is a one-way movement, 10 trips = 5 in, 5 out  
Source: Institute of Transportation Engineers, Trip Generation Manual, 6th Ed.

Traffic information for the City was obtained from another local study of the Grayling transportation system, which is being organized by the Northeast Michigan Council of Governments (NEMCOG) and facilitated by the Crawford County Economic Development Council. This study is being conducted to understand the current traffic patterns of the community and to identify future transportation needs in the region, with emphasis on the local interstate access to the City and surrounding townships. Traffic counts were taken in June and July of 2007 at four intersections within the City: the intersection of the I-75 BL and Michigan Avenue, the intersection of the I-75 BL and North Down River Road, the intersection of North Down River Road and Michigan Avenue, and the intersection of I-75 BL, State Street and M-72 East. These counts indicate the largest volume of traffic in the morning rush hour travels into the City's commercial areas (on Michigan Avenue and I-75 BL) from North Down River Road and I-75 BL. These patterns generally reverse during the evening. Other results of the traffic counts are summarized for each intersection in *Table 7-2* below:

**Table 7-2**  
**Peak Traffic Volumes at Four Major Intersections**  
**City of Grayling, June/July 2007**

Intersection	Peak AM hour			Peak PM hour		
	Begins at:	Highest Vehicle Count	Direction of Travel	Begins at:	Highest Vehicle Count	Direction of Travel
I-75 BL at Michigan Ave.	7:45 am	333	I-75 BL southbound traveling through intersection	4:00 pm	589	I-75 BL northbound traveling through intersection
I-75 BL at N. Down River Rd.	7:30 am	175	N. Down River westbound turning left onto southbound Michigan Ave.	4:15 pm	216	Michigan Ave. northbound turning right onto eastbound N. Down River
N. Down River Rd. at Michigan Ave.	7:45 am	167	I-75 BL northbound traveling through intersection	4:00 pm	242	I-75 BL southbound traveling through intersection
I-75 BL at State & M-72 E	7:45 am	326	I-75 BL heading north/northwest bearing left through intersection	4:00 pm	603	I-75 BL heading southeast/south bearing right through intersection

### ***Functional Classification***

Management of the roadway system in Grayling can be described and evaluated through the use of a road classification system, and they can be improved by planning and designing facility improvements for their

specific purpose. Most communities use a functional system or hierarchy of roads that evaluates roads based on their ability to move traffic or how access is granted to specific sites. This hierarchy ranges from major arterials, which primarily provide for travel to areas outside of the City, to local subdivision streets, which serve to access individual homes. The roadway system in Grayling consists of five different road classifications which are depicted on Map Seven: Transportation Map, and are described briefly below.

**Interstate.** Interstates are designed to carry the largest volumes of traffic from state to state and region to region. Because their function is not to provide access to individual properties, access to interstates is limited to on- and off-ramps. In Grayling, the I-75 interstate serves as the principal route between northern and southeastern Michigan as well as to the eastern and southeastern states. I-75 also provides regional connections to cities north of Grayling, such as Gaylord and Mackinaw City.

**Major Arterials.** Major arterials provide for movement through the City. And, similar to the Interstate, provide major traffic links between communities. The primary function of these roads is to move large volumes of traffic, therefore, access to these roads must be properly managed in order to maintain safe and effective movement. Arterials in

Grayling include the I-75 Business Loop, and that portion of M-72/M-93 that extends west of the Business Loop. These roadways are all designated as state major arterials and are under the jurisdiction of MDOT.



**Minor Arterials.** Minor arterials provide access to important traffic generators, such as employment/shopping centers, and to areas outside of the City. Similar to major arterials, the primary function of these roads is to move large volumes of traffic, therefore, access to these roads must also be properly managed for safety and travel efficiency. Minor arterials in the City consist of portions of M-72 and M-93 as they extend east and north from the I-75 Business Loop. While both M-72 and M-93 fall under the State’s jurisdiction, these segments do not carry the same volume of traffic that those designated as Major Arterials do, and therefore are classified as Minor Arterials.

**Collectors.** Collectors serve to gather traffic from local roads and subdivision streets of residential neighborhoods and deliver it to higher classified roads. Collectors also serve to provide access to abutting properties. The sole collector road in Grayling is North Down River

Road. While it can be argued that some of the internal streets like Michigan Avenue, located within the City's primary neighborhood, act in this capacity, they are located within the neighborhood and are therefore considered local streets.

**Local Streets.** Local streets primarily provide access to individual property and homes. These roadways include all of the residential streets in Grayling, which are generally short, and provide connections to streets of higher classifications.



## Community Facilities Plan

### *Parks and Recreation*

There are currently several parks that serve the residents of Grayling. In addition, regional opportunities are plentiful for both passive and active recreation. However, improvement can always be made, and the City of Grayling is committed to providing enhanced recreation to all residents. During development of this plan, the following priorities were established for recreation:

- Efforts should be made toward providing additional non-motorized amenities, or connections between existing regional trails. Accomplishing this will require cooperation with neighboring communities and Crawford County.
- The Grayling area is especially popular to snowmobile enthusiasts during the winter months. A common activity for snowmobile groups is to visit various eating and drinking establishments. This presents an opportunity for Grayling businesses; currently the City has designated snowmobile trail routes. In order to capitalize on the additional business that snowmobilers can bring to the community, a study of local roads and the needed connections from regional trail systems, should be conducted to ensure they can handle this additional traffic. For example, identified snowmobile road crossings should be reinforced with a paving material that is more durable than asphalt to withstand the additional wear and tear. Seasonal parking areas could also be established to help accommodate the often large number of snowmobiles that gather at various locations.
- Residents in Grayling have identified a desire for additional indoor recreational facilities. While these sorts of facilities are extremely costly and often require special millages to support construction and operations, the City may choose to participate in a regional effort. This concept should be viewed as a long-term goal, due to the fact that Crawford County is not likely to grow in population fast enough to support such projects.

The City Parks & Recreation Committee developed a Grayling Parks & Recreation Master Plan and is being updated at the time this Master Plan was updated. The following are some of the primary improvements expected to emerge from that effort:

- **AuSable River City Park.** The City wishes to expand the existing pathways at this park to establish a connection between it and the fish hatchery site located on N. Down River Road. The route of the pathway would follow the AuSable River through the central neighborhood and cross the river near the south end of the medical

complex located there. The long-term goal is to improve the pathway with a durable material that will allow for all modes of non-motorized travel including pedestrian, bicycle, rollerblade or wheelchair accessibility.

- **North Town Recreation Nature Park.** This new park will be the final destination for the pathway expansion discussed above. It is expected to encompass the remaining vacant land located south of the fish hatchery. The property will be enhanced with a parking lot, canoe/kayak launch and passive trail facilities.
- **Central Residential City Youth Park.** This park is planned to enhance the existing playground facilities at the Grayling Middle School. The City wishes to see additional playground facilities focused toward pre-school and elementary aged children at the corner of Ottawa and Chestnut. An existing vacant green space is located behind the homes on Ottawa, between Spruce and Chestnut, and could effectively accommodate the expansion of the playground at the school. However, since it requires the purchase and demolition of the homes fronting on Ottawa, this park is more of a medium-term goal for the City.



### *Utilities*

To ensure the continuance of high quality community facilities and services, the city needs to adequately plan for future development patterns and ensure adequate public services for the entire community. Responsible planning of the community's land uses and residential densities requires an accurate assessment of community utilities. This process establishes whether the appropriate infrastructure is available to support the demands of new development.

Because the City is mostly developed, Grayling's water and sewer systems are currently adequate. Clearly, improvements to these systems will be implemented as new treatment mandates are created by the State and Federal governments. However, in general, capacity and treatment are currently satisfactory.

The future land use plan does not threaten the integrity of either system, as it provides a reasonable land relationship that should not overtax them. However, any annexation of land into the City could demand additional service beyond what can currently be accommodated. The City currently owns adequate land to accommodate any needed expansion of the City's settling ponds at the south end of the industrial park, but may be pressed to provide financing of large expansion projects. The City may wish to perform its own assessment of system capacity to establish a baseline of

information upon which future expansions can be based. Large development projects are not anticipated for the term of this plan; however, should this change, the City may need to adjust its fee schedule to address future system improvements.

## **Transportation Plan**

### ***Roadway Improvements***

Over time, traffic levels will increase creating capacity deficiencies. While there is significant need for roadway improvements, this should be supplemented with transportation management practices that will help maintain the capacity of the network. Transportation management practices described later in this chapter, such as access management, can be used to maintain the efficiency of the transportation network. The approach of managing the system combined with targeted improvements limits costs and minimizes impacts to the community character.

The City of Grayling has identified the following road improvement projects that should be considered:

- **I-75 Interchanges.** Expand access options to the City from the I-75 freeway. Ideally, this will be accomplished through expanded interchange designs at N. Down River Road and at the south end of the I-75 Business Loop. Coordination with MDOT is needed to secure proper funding to design and construct such improvements.
- **Norway Street.** Norway Street, located west of James Street (I-75 BL), currently provides valuable secondary access to the central business district. It can become a vibrant extension of the district with some attention. Although the east side of Norway Street abuts the rear of several businesses that front on James Street, the west side contains many valuable businesses that can significantly contribute to the vitality of downtown. The City envisions a streetscape along Norway that is similar to the recent improvements along Michigan Avenue. This will help connect the two areas, while providing a catalyst for redevelopment, especially the rear portions of those businesses that currently back onto Norway Street.

## *Regional Considerations*

**Camp Grayling Expansion.** Because Grayling is part of a larger area of commerce and recreation, it plays a role in the success or failure of various other aspects of the community, and vice versa. It is important to take a regional approach to planning, especially with respect to transportation systems that often traverse municipal boundaries. Camp Grayling, located west of the City in Grayling Township on M-93, expects to expand its military operations to include year-round activity and training. They also plan to improve operations at the Grayling Army Air Field, located just north of the City on M-93. Therefore, cross access between their two facilities, as well as to the military reservation located farther north, will be an important factor in the movement of troops and supplies between these areas. The City of Grayling is active in regional transportation planning efforts, and intends to facilitate the additional traffic and activity in as much as possible. The City envisions establishing a bypass route around the City for tourists and visitors whose destination is not Grayling, which could help alleviate traffic congestion during peak tourist seasons. Ongoing communication between Camp Grayling and the City is needed to properly design the bypass.



## *Residential Roads*

The typical pavement width for local residential streets within a subdivision is 27 feet, back to back of curb. This width allows for two travel lanes with parking on one side of the road. Some residential roads in Grayling's central neighborhood are wider than this standard. If it is found that excessive speeding or traffic safety is a concern, the City may choose to modify the road to help alleviate these problems. This can be achieved through physical reconstruction to narrow the road width, or through road re-striping. Physical changes can include traffic calming elements, as described below, or a complete reconstruction of the roadway. Re-striping can include adding a center turn lane to higher volume residential collectors, or adding on-street parking. Both of these approaches will narrow the striped travel lane and encourage slower speeds.

## *Transportation Management*

The City can help manage traffic through a variety of tools that reduce vehicle trips or lessen their impact. These efforts can often be

implemented at a lesser cost than physical improvements and, as such, should be considered and weighed alongside physical improvement alternatives. The concept of transportation management is that some automobile trips can be eliminated by giving people other choices, such as transit or walking, to help relieve congestion of the street system. Land use arrangements that shorten the length of vehicle trips, or interconnected streets that eliminate the need to use major roads can also help. Other less tangible elements can include demand management, which involves coordination of work hours for large employers in the City. Removal or re-design of driveways that are close to one another or to an intersection will help preserve capacity and reduce potential for crashes. Use of new technology, such as signals that respond to actual traffic conditions or informing motorists of alternate routes when there is congestion or a crash, can further benefit traffic operations, especially during peak hours of travel. Collectively, these ideas can help address the City's future transportation needs without large capital investments. Some specific transportation management tools are discussed below.

### ***Traffic Calming***

Residents expect low volumes of traffic and low speeds within neighborhoods and in areas of high pedestrian activity. Where high volumes and speeds exist, traffic calming measures may help keep driver speeds at an appropriate level. Physical changes in the road design can affect the driver's psychological frame of mind, causing them to intuitively reduce their speed of travel. Some of the common traffic calming measures described below may be appropriate in certain situations in the City, such as in the central neighborhood where wider roads are found, or in areas where mixed-use, pedestrian-oriented development is planned. A number of factors need to be considered such as traffic volumes, cost, maintenance, and impact on emergency access.



**Street Narrowing, Slow Points, or Chokers.** These features can include curb modifications, channelization, and landscaping features that narrow the street to a minimum safe width. They are often installed at intersections to reduce speed and/or redirect traffic. They provide larger areas for landscaping, enhance the neighborhood, facilitate loading and unloading and optimize pedestrian crossing locations.



**Medians and Boulevards.** Medians and boulevards include center islands that divide the opposing travel lanes at intersections or at mid-blocks. They are aimed at reducing vehicle speeds while enhancing the safety of pedestrian crossing points by offering them a "refuge" area when

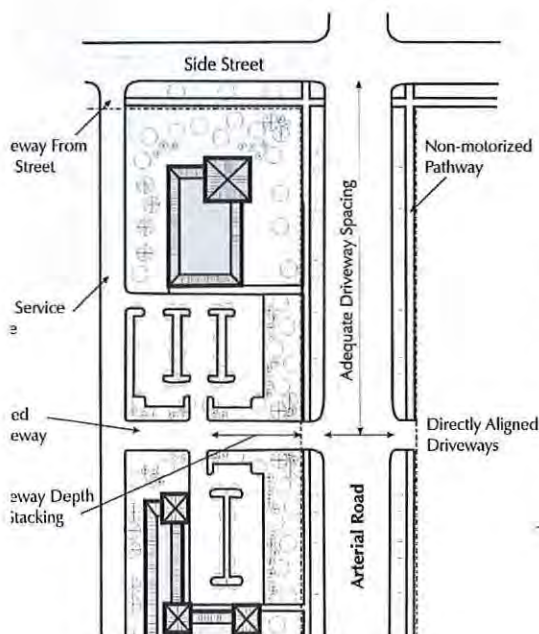
high traffic volumes make it difficult to cross several lanes of traffic at once. Medians have been constructed on the south Business Loop, which has enhanced safety and improved aesthetics along the corridor. A median may also be desirable on some wider residential streets such as Michigan, if higher traffic volumes are expected.

**Perimeter Treatments.** Visual and physical treatments are used to communicate a message to drivers entering a residential neighborhood. Traffic signs, intersection narrowing, boulevards, and textured pavement surfaces, such as brick and landscaping features, are often used to create this effect. Entry treatments can be a visual enhancement and can be used to increase driver awareness of changes in roadway environment. These types of elements should be coordinated with any larger streetscape projects or planned gateway improvements.

### *Access Management*

Control of the location and spacing of driveways or access points along the main roads will improve safety and help preserve the roadway's ability to carry traffic. Access management guidelines have two functions, to protect the public investment in the roadway by minimizing congestion and crash potential and to provide property owners with reasonable access to property. The goal of access management is to provide standards that will facilitate traffic operations and improve public safety along major roads. Access management looks at the following factors:

- **Number of Access Points:** Because the number of driveways allowed along major roads will affect traffic flow, ease of driving, and crash potential, the number of driveways on a major road should be limited. Alternative access should be provided from side streets, shared driveways, or frontage roads, wherever possible.
- **Sight Distance:** Proper sight distance needs to be provided at driveways and intersections to ensure a vehicle can safely enter or exit the traffic stream.



- **Driveway Spacing:** Driveways need to be adequately spaced from intersections and other driveways to assist in the reduction of turning movement conflicts.

Access management is implemented generally either as part of road improvement projects or application of standards as sites are proposed for development or redevelopment. Consequently, access management requires a joint effort between MDOT, Crawford

County and the City in terms of both standards and review. City development regulations can be important tools for implementing access management concepts.

The City of Grayling Zoning Ordinance currently contains access management standards that permit one driveway per parcel (more for those with excessive frontage width). The ordinance also contains driveway spacing standards that require driveways to be spaced at least 150 feet from the nearest intersection or 300 feet from other driveways. These regulations provide a good basis for access management; however, the City’s standards could be improved through stronger requirements or additional regulations, as recommended below.

- The City should consider driveway spacing regulations from Expressway Ramps. A minimum of 600 ft. is recommended between expressway ramps and any driveway.
- Stronger spacing requirements can further improve traffic flow and reduce crashes. Driveways should be spaced a minimum of 300 feet from un-signalized intersections. Where this standard cannot be met, a right-turn-in, right-turn-out driveway could be considered for access, with left-turns accommodated through frontage roads or service drives. Changes to these guidelines should only be considered if it can be demonstrated by a traffic impact study that the driveway operation will not result in conflicts with vehicles at the adjacent intersection.
- Minimum and desirable driveway spacing requirements should be determined based on posted speed limits along the parcel frontage, in accordance with the Driveway Spacing Guidelines Table. The recommended distances provided in the table are based on the sight distance necessary to allow an exiting vehicle to enter the major road traffic stream without causing oncoming traffic to decrease their speed by more than 10 mph, and should be required where parcel size permits. The "minimum" values in the table are based on the distances required to avoid conflicts between vehicles turning right or left from adjacent driveways.

<b>Driveway Spacing Guidelines</b>		
Posted Speed (mph)	Driveway Spacing* (in feet)	
	Minimum	Recommended
30	150	185
35	175	245
40	200	300
45	315	350
50+	350	455
* As measured from the centerline of each driveway. Spacing on boulevards may be adjusted.		

### ***Traffic Impact Analysis***

Increases in traffic may over time begin to place a strain on the road system. One procedure to help ensure that traffic impacts are properly evaluated during the development process is to require a traffic impact study. A traffic impact study allows for the evaluation of a development's potential impact on the local road system and the identification of roadway improvements needed to mitigate the traffic impact, such as adding additional turn lanes or re-timing a traffic signal.

A detailed traffic impact statement should be required for larger developments that will generate higher volumes of traffic, such as more than 100 peak hour directional trips or 750 or more trips on an average day. This study needs to include an evaluation of traffic impacts at each of the site's access points and nearby intersections.

The traffic impact study should include trip generation rates based on the most recent edition of Trip Generation published by the Institute of Transportation Engineers. The traffic impact study should address site access issues, such as the potential to share access or use service drives, and should identify the likely impact the project will have on local levels of service, either along adjacent roadways or intersections. The study should analyze options to mitigate traffic impacts, including needed changes to access or improvements to the roadway or intersection.

### ***Streetscape***

Significant road corridors in the City must be treated as design elements that represent the quality and character of the City. This will distinguish it from other communities in Northern Michigan. Streetscape enhancements can also be utilized as a unifying element in the community to define Grayling as a unique place. Significant streetscape improvements have been made to the I-75 Business Loop, south of M 72, and along Michigan Avenue in the central business district. These projects were implemented based on similar goals: to improve the aesthetic quality of each roadway, while creating a more attractive environment for new or redeveloped businesses. However, the character created by each project varies greatly due to the different function and character desired. The Business Loop improvements focused on landscaping and pathway installations, including new sidewalk benches and other pedestrian amenities.

- Landscaping should be provided along roadways. For commercial sites where visibility from the road is important, landscaping should be designed to enhance the aesthetics of the site and soften views of the parking lot with canopy trees and shrub plantings within a greenbelt along the road frontage.



- Ornamental street lights are an important element to a streetscape design. These not only provide aesthetic enhancement, but also improve the comfort and safety of the roadway for pedestrians. Ornamental street lights can serve as a strong unifying element for certain districts such as the central business district. Ornamental street lights should also be considered for new residential developments within proximity to the downtown and for historic residential neighborhoods.
- Community entrance signage may be provided at entrance locations to the City to help further define it as a unique place.
- All streets need to be considered from a multi-modal perspective and be designed to that serve all users, moving by car, truck, transit, bicycle, wheelchair or foot. Sidewalks and non-motorized pathways need to be included as part of the streetscape. Sidewalks should be required along all new residential streets. Non-motorized pathways should be constructed along major roadways.



## Chapter Eight: Critical Issues Analysis

During the development of this Plan, the Planning Commission discussed various areas that need further discussion to identify a desired plan for their future. It is important to include this discussion in the Plan so future residents and business owners know the rationale behind the established goals.

*The City of Grayling, as well as the State of Michigan, is currently challenged by a declining economic market.*

The City of Grayling, as well as the State of Michigan, is currently facing a declining economic market. This is problematic when attempting to attract redevelopment activity, which is needed throughout the City. Various residential properties are in need of maintenance or have been left vacant, and some commercial buildings, especially in the central business district, are in need of structural improvements or cosmetic attention.

While some of these issues will be discussed in more detail below, it is important to understand their collective impact on the future growth and development in Grayling. Broader issues regarding an aging population, service-oriented job market and economy are relevant to the City's future, as evidenced by the following findings:

- The population distributions indicate an aging population, with a decrease in children age four or less, and an increase in seniors aged 65 to 74.
- 58.8% of Grayling residents are employed in the service industry, with 32.3% of residents directly employed in service-related jobs.
- A 30% increase in the “young professional” population (ages 25 to 34) between 2000 and 2010 indicates a need to provide additional job opportunities to retain them.
- There is an increase of individuals and families reporting incomes below the poverty level. This indicates a need for additional services, job training and low-cost day care.

### City-Wide Issues

While the City of Grayling still maintains issues that are city-wide, more specific areas were identified as key factors contributing to the future of the City. A brief description of each topic or location is included in this

discussion, followed by some suggested concepts or tools that can be used to further the goals of this plan for each specific area.

**Identity.** The perception of a community is determined in large part by first impressions and the appearance of entryways. Coordinated entry signs and associated landscaping should be maintained. The City can also work with abutting communities to ensure that appropriate land uses and high-quality development are located near or adjacent to the entryways to Grayling.

**Economic Development.** The City of Grayling could benefit from revitalization and investment in its commercial areas. Below is a list of several State laws enacted to assist communities in redevelopment efforts, which in Grayling could be used to enhance both the DDA and possibly other general commercial areas:

- **Downtown Development Authority Act (PA 197 of 1975, as amended):** The intent of this act is to promote economic growth, to correct and prevent deterioration, to increase property tax valuation, and to enhance the physical environment of the Development District. Grayling established a DDA in 2003 to utilize this and other economic development tools. The DDA could levy millage, not to exceed two mils, as allowed by state law, to support their plans.
- **Brownfield Redevelopment Authority Act (PA 381 of 1996, as amended):** Under the authority of the Brownfield Redevelopment Act, the City is served by the Crawford County Brownfield Redevelopment Authority (BRA). Under the County program, Grayling projects can be considered for Tax Increment Financing (TIF). The City could use this incentive to assist in redevelopment of contaminated, blighted or obsolete sites.
- **Corridor Improvement Authority Act (PA 280 of 2005).** The Corridor Improvement Authority Act allows the City to create a district, similar to Downtown Development Authorities (DDAs), for older commercial corridors along major traffic thoroughfares. This act was established to promote economic development along designated corridors that are not addressed through other authorities like a DDA. The primary "tool" for this authority is the use of tax increment revenues to pay for a variety of improvements within the district. Authorized improvements include constructing or renovating public facilities, such as streets, bridges, buildings, plazas and pedestrian malls, parks and parking facilities. A municipality

may establish one or more corridor improvement authorities to revitalize and reinvigorate commercial corridors.

- **Industrial Property Tax Abatement (PA 198 of 1974, as amended).** Public Act 198 of 1974, as amended, is the primary tool used by local units of government as an incentive for companies to renovate and expand aging manufacturing plants or to build new plants in Michigan. The City Council grants the abatement, which reduces local property taxes by roughly 50% on new plants. In the case of a rehabilitation project, the obsolete state equalized values (SEV) are frozen and the investment on improvements is 100% exempt from property taxes. Abatements can cover both real and personal property and can run from one to twelve years, at the option of the local unit.
- **Local Development Financing Authority Act (P.A. 281 of 1986 as amended):** The Local Development Financing Act (LDFFA) uses tax increment financing to fund public infrastructure improvements. The tool is designed to promote economic growth and job creation. Communities across Michigan have utilized this tool to extend sewer and water lines, construct roads, service manufacturing, agriculture processing or high technology operations.
- **Obsolete Property Rehabilitation Act (P.A. 146 of 2000, as amended):** This act established another tool for redevelopment projects in eligible distressed areas. It is designed to complement brownfield redevelopment activities by providing an exemption for ad valorem property taxes to commercial property and commercial housing properties within an established obsolete property rehabilitation district. Only designated Core Communities are eligible to establish these districts, wherein buildings and improvements are eligible for exemption for ad valorem property (personal property is not eligible) taxes from 1 to 12 years. To qualify, the property must be commercial property or commercial housing property that is a "facility" (contaminated), "blighted," or "functionally obsolete." The sunset for granting exemption is December 31, 2016.

*A slow economic market coupled with a relatively low regional residential population has prevented large-scale revitalization in the downtown.*

## DDA District

The City's central business district (CBD), also called the "Uptown District" by some, has historical significance that should be embraced. To date, Grayling has established a Downtown Development Authority (DDA) which recently completed new streetscape efforts aimed at

increasing business and the vibrancy of downtown. Unfortunately, a slow economic market coupled with a relatively low regional residential population has prevented large-scale revitalization in the downtown. Historically, as once-vibrant downtowns began to decline, contemporary site planning practices produced more suburban developments that were not compatible with more urban environments. This trend is somewhat true in Grayling, where larger retailers and businesses have moved to locations along the I-75 Business Loop. However, the physical framework and local support of the downtown is still in tact. The City wishes to maintain the CBD as a vibrant asset to the community that, in combination with other efforts, will attract new businesses, residents, employers and tourists. It is important that the CBD retain its existing character and urban feeling. Therefore, it is not intended to attract general commercial uses that could compromise the aesthetic value of the existing buildings and which are more appropriate along the business loop or other auto-oriented commercial districts. It should maintain an urban character that is distinct from the City's general commercial districts; one that encourages pedestrian activity over automobile activity. Residential development in proximity to or within the central business district will help generate daily traffic and help improve the vibrancy of business there. The following recommendations are given to accomplish the desired goals of this Plan:

**Build Upon Previous Efforts.** Coordinate with Crawford County to do an updated Downtown Market Study, a baseline for any downtown redevelopment efforts should follow a Downtown Market Study for the DDA. Any plan recommendations should adhere to the following principles

1. Merchandise mix should meet expectations of local residents first, visitors second.
2. Strive for retail synergies and connectivity, and avoid fragmentation.
3. Traditional merchant space along main street is for conventional retail tenants. Services should be in ancillary locations which complement main street.
4. Develop selected properties to their highest and best use, without short-cuts.
5. Add some multi-family owner or renter-occupied homes in the downtown area.
6. Create a pedestrian-friendly environment, under New Urbanism design principles
7. Operate stores with good business and management practices.

8. Pursue existing businesses and entrepreneurs for relocation to the downtown.

**Municipal Parking.** The City provides 2 municipal lots located to the North of Michigan Avenue.

**Signage.** As part of the overall streetscape of the CBD, signage can contribute to a unique character. Signage should draw upon Grayling's history, as well as the historic character of downtown buildings. To attract visitors to the CBD, way finding signage should coordinate with this theme, and use of banners, hung from light poles along the business loop, can add color and help unify the sense of place.

**Agency Coordination.** Presently there are several community organizations that serve the business community in Grayling. Grayling Recreational Authority (GRA), Grayling Promotional Association (GPA), Grayling Regional Chamber of Commerce (GRCC), Grayling Visitor's Bureau (GVB), Crawford County Economic Development Partnership (CCEDP) and the Crawford County Brownfield Redevelopment Authority (CCBRA) all work toward marketing Grayling and the surrounding area to new businesses, residents and tourists. Many of these groups have hired independent staff, and some are experiencing financial difficulty and are at risk of dissolution. To help avoid this, and to improve the regional marketing for Grayling, these agencies should coordinate their efforts. While they may naturally work together on various projects or endeavors, their collective efforts are sure to produce more results than each operating in isolation. A consortium of organizations may be better coordinated through the Grayling DDA or other municipal department that can, through cost sharing and cooperative efforts, provide staffing and support services at a more reasonable cost to each organization.

***Key Recommendation:***

*Seek to coordinate the numerous economic organizations that maintain a goal to improve the Grayling community.*

**Retention of Anchor Tenants.** Anchor tenants are large businesses or traffic generating uses that bring patrons to an area. In Grayling's CBD, anchors include the Crawford County Building/Jail and U.S. Post Office, both of which bring daily traffic to the CBD that often benefits other shops and destinations downtown. To maintain a vibrant CBD, the City should strengthen its relationship with the County and Federal representatives to ensure these anchors remain. Other ways to improve business downtown include recruiting of businesses that are attractive to the region yet compatible with the CBD's established downtown character. Another viable option to generate activity downtown is to work toward re-locating the City administrative offices back to the CBD. These operations were

recently moved to a new site off of City Boulevard at the city's north end, where they are not likely to contribute to the economy and activity in the CBD.

**Regulatory Change.** The City should strongly consider changes in local zoning ordinances that are more conducive to the existing downtown environment. Conventional zoning regulations often include parking, landscaping and building location standards that address more suburban environments where site improvements relate to a single use rather than a district. In the CBD, development occurs in a much different way that demands unique regulations. Form-Based Codes (FBC) are often used to regulate the building form rather than the land use, which is the typical focus of zoning ordinances. A FBC should be implemented if the City anticipates a high number of redevelopment projects or large expansions to the CBD so new construction will compliment existing buildings. Specific parking regulations that consider municipal parking lots and on-street parking are also recommended.

The vibrancy of many downtown areas relies on their flexibility to market forces and is therefore less relative to land use than it is on the character or "sense of place" established. The City should consider ways to streamline application processes to ensure businesses wishing to improve their façade, repair their building or build an addition are not deterred by overburdening regulations. One specific factor if the City considers increasing its maximum building height are Federal regulations for clear zones associated with the Grayling Army Airfield.

**Promote Downtown Activities.** The City of Grayling is rich in history and culture, much of which is still celebrated today. Several events, many organized by the local agencies and organizations mentioned above, take place annually.

- 4<sup>th</sup> of July / Block Party (1<sup>st</sup> week in July)
- AuSable River Festival (3<sup>rd</sup> week in July)
- Sidewalk Sales (2<sup>nd</sup> weekend in August)
- Harvest Fest (1<sup>st</sup> or 2<sup>nd</sup> week in October)
- Christmas Walk (third weekend in November)
- Route 27 Car Tour

Many local businesses rely on these events, along with activity during the general tourist season to sustain their business. Accordingly, their continuation is of the utmost importance to the CBD and the City as a



whole. The summer months are a typical time for festivals and activities throughout Northern Michigan, and the Grayling region could benefit from additional festivals and other activities related to the Independence Day holiday. The City currently has Independence Day fireworks and other small parades, but no other organized festivities. The timing and success of the AuSable River Festival, which currently draws tremendous numbers of people to the area each year, presents an opportunity to expand the height of the tourist season in Grayling. While the annual AuSable River Canoe Marathon is the primary attraction during the festival, racers' families often seek other activities or destinations during that time. Grayling should draw upon current successes to increase tourist activity in the City by either increasing the magnitude of events to showcase the City's downtown, or by extending the sequence of events to include Independence Day celebrations. This will help the City capitalize on tourist traffic, which by way of I-75 travel to other areas like Traverse City, Petoskey and Gaylord.

**Economic Development.** The City of Grayling is considered a "Core Community" by the State of Michigan. Designated Core Communities are urban and traditional centers of commerce that are in need of additional tools for new housing development, redevelopment of obsolete facilities and development of contaminated properties. The designation is intended to create private development opportunities by offering three economic development tools. Core Communities are eligible to use the resources of the Obsolete Property Rehabilitation Exemption and Neighborhood Enterprise Zones, which are described in further detail below. Core Communities are also eligible to use Brownfield Redevelopment resources for blighted and obsolete properties, not just contaminated sites, and the designation allows developers to apply for additional tax credits not available to non-core communities.

The City of Grayling is currently enrolled in the Michigan Main Street Program at the Select Level and should work towards reaching the Master Level of the Michigan Main Street Program. The City of Grayling is also identified by the Michigan State Housing Development Authority (MSHDA) as an Eligible Distressed Area. These include areas which, because of disinvestment and demographic dislocation, represent underutilized infrastructure and exhibit higher than statewide average levels of economic distress. Communities declared Eligible Distressed Areas may receive certain enhancements to their applications for competitive MSHDA programming and certain other benefits through other state agencies.

## Hospital Complex

The City of Grayling is fortunate to contain the Munson Healthcare Grayling Hospital complex, which is the only hospital in Northern Michigan named a 100 top hospital in 2012, located in the northeast portion of the City at the intersection of N. Down River Road and Michigan Avenue. This medical complex serves a seven-county area containing Crawford, Roscommon, Oscoda, Otsego, Kalkaska, Montmorency and Ogemaw Counties. Changes in management have improved and expanded hospital services. Services began in the new state of the art Emergency Department in 2007. Since then, other additions and updates include; a Sleep Lab/Testing area; significant renovations to the Outpatient Departments and Inpatient Units; addition of another Operating Room allowing for a dedicated Operating Room for C-Section. Major equipment upgrades include fixed MRI, fixed 64-slice CT, and digital mammography. Its employed network of physician offices continues to grow and now includes over 30 providers. The hospital employed over 700 people as of July 2013, making this partnership the largest employer, by far, in the City. It should come as no surprise then, that the City wishes to capitalize on the success of the hospital for job creation, but equally so for enhancing the medical services currently provided to Grayling residents.



As noted, the hospital currently draws patrons from a large region, many of which require supplemental testing, laboratory work, or services that are not provided at the medical complex. Local demand for these services has caused redevelopment of several homes that surround the medical complex into related small-scale medical and financial establishments. Collectively called the “Medical Cottage Industry,” these new businesses represent an opportunity for economic growth in the City. Because these uses are anticipated to encompass residential lots located at the periphery of the medical complex, it is important that they retain a moderate scale that will not detract from the residential quality of the surrounding area. While some land combination is expected to accommodate structures larger than the existing homes, large-scale institutional uses should be located in other, more general commercial areas. To accomplish the desired goals for this area of the City, land at the periphery of the medical complex must be of an appropriate size. The typical lot sizes in the

residential neighborhood are approximately 60 feet by 120 feet, or 7,200 square feet. This lot size is not adequate to accommodate some of the desired uses. Therefore, to create adequately sized development sites, combination of lots is likely to occur. The City needs to ensure local regulations do not discourage this activity. Accordingly, the City of Grayling wishes to see the following implemented to support this activity while promoting additional medical services for area residents.

**Review Land Consolidation Laws.** The State of Michigan regulates land consolidation activity in any established subdivision plats. State laws currently do not allow consolidation of platted lots for zoning and development purposes, but they do not prevent local municipalities from adopting laws that regulate the activity. It is highly recommended that the City of Grayling adopt a new ordinance that not only facilitates lot consolidation, but also gives the City the proper authority to regulate lot sizes. Any new ordinance should relate to the zoning ordinance, which prescribes the appropriate minimum and maximum lot sizes for this area.

**Review Local Zoning Ordinance.** In order for the Medical Cottage District to succeed, any zoning laws relating to permitted uses, lot sizes, and other site planning issues must be compatible with the needs of the medical environment. When crafting or revising ordinances relating to this area, the City should communicate with the hospital and other medical providers in the area to determine the appropriate mix of uses are permitted and the desired amenities are provided. The uses for this area may include some moderate-scale, low-intensity office uses or financial institutions along with the supportive medical uses. The lot sizes must be adequate to accommodate redevelopment, which includes parking facilities, signage, waste receptacles, landscaping and, most likely, larger building sizes or additions to existing residential homes. Specifically, local zoning ordinance should consider the following:

- Lot sizes are expected to increase, as new businesses assemble several lots into larger building sites. Lot assembly of approximately two lots is appropriate, but in no case should a new business assemble more than one established city block.
- Building sizes should be restricted to a moderate size that allows for conversion of existing residential buildings, but prevents large buildings that are not compatible with the surrounding neighborhood. Appropriate building sizes for this area should range between 3,500 square feet to 5,000 square feet.
- Buildings should be high-quality in design so they complement and enhance the quality of buildings in the general area. Design

guidelines for this area should be established that requires basic architecture and materials to mirror those already established in the residential neighborhood.

- Signage should be small in size to coordinate with the residential character. High-quality materials should be used to strengthen the appeal of the area as a center of professional activity.
- Landscaping should be focused in areas that will help buffer these uses from neighboring residences, or that will screen parking lots or waste receptacles. Extensive front yard buffers are not essential in this area, as the intent is to create a dynamic flow of business between the Hospital and the small business located across Michigan Avenue, and landscaping may reduce visibility from across the street.
- Placement of accessory items such as waste receptacles and mechanical equipment will depend upon the relationship between a proposed business and any adjacent residential uses. In as much as possible, these items should be located away from residential properties, but should never be placed in any front yard. Proper screening of these facilities is needed to ensure any impacts of noise or odor do not negatively affect neighbors.
- The City may wish to facilitate the application and review process for businesses that wish to occupy existing residential homes. In some cases, the City may identify certain applications that could be reviewed by administrative staff, streamlined or somehow made faster. In any case, careful consideration is needed to ensure site amenities like parking and landscaped buffers are provided.

## Commercial

**Promote Regional Economic Strengths.** The strengths of the Grayling economy lay in the medical and tourist industries. The 2004 Downtown Market Study explored the entire Grayling market, and encouraged more community and civic projects aimed at attracting general attention to the natural assets of the community. It states the area is ripe to receive up to 1,000 additional jobs in professional/white-collar positions. Attracting additional residents, especially professionals, will enhance the local economic base for future business. However, additional opportunities should still be pursued now to address the needs when they arise. Attracting large employers or other facilities can take several years and taking a proactive approach can help assure they are secured in time to address rising demands. Opportunities for advanced educational facilities could enhance the economy in Grayling, while also providing needed

educational opportunities for area residents. As the county seat, the City of Grayling is an ideal location for an institution of higher learning, and it contains a higher concentration of housing than outlying areas. An educational facility may provide opportunities to partner with local employers toward targeted employee training, new educational programs, etc.

**Recruit Large-Scale National Retailers.** While sometimes a controversial issue, the need for large-scale retailers, also called “big boxes” has been expressed in both the community survey and public forum efforts. Citizens have expressed a desire for additional variety and competition in the retail market. Anticipated population increases throughout the region support the need for retailers that address a variety of consumer needs. The City recognizes citizen support for these uses, and seeks to provide for their development, in locations that do not detract from the downtown or the overall character of Grayling. Specifically, larger commercial sites along the I-75 Business Loop, at the Fred Bear Archery site or the golf course, may be considered for these uses, provided transportation, environmental and cultural resources are not compromised. The City should allow for big boxes as special land uses in these areas, at appropriate sizes, and should prescribe specific development standards that must be met for approval.

**Consider Annexation to Industrial Park.** Expansions of the commercial economy in Grayling will lead to needs for additional land. The City should continue to explore the possibility of land annexation into the City. While annexation is not a current priority for the City, the need for additional land in the City is likely to arise in the future. As the redevelopment efforts recommended in this plan start to come to fruition, additional demand for industrial land, or land for other uses, will likely increase. Annexation opportunities are not likely to be frequent, and so, consideration of any opportunities should be seriously measured and studied, not just to satisfy immediate needs, but those anticipated in the long-term. However, some of the regional influences discussed in this plan could accelerate these needs, which supports the idea that no opportunity should be refused without careful consideration.

**Explore Wireless Cable Access.** As cable franchise agreements near the expiration of their term, City officials should make a priority to negotiate new wireless access to the area. Through new cable and telephone contracts, additional services and technological upgrades may be negotiated. These services will be especially important to attract future technology-based business and industry.

**Transportation Improvements.** Businesses looking to locate in Grayling will likely assess local transportation systems. The City should continuously work toward implementing the concepts of access management, streetscape and landscaping discussed in the Transportation and Community Facilities Chapter of this plan.

**Preservation of Creeks and Drains.** The AuSable River and other natural features throughout the City are an asset to the community and should be protected and enhanced through sensitive zoning regulations. Individual site plans and projects must incorporate protective measures including storm water management techniques that minimize pollutants entering into creeks and drains.

## Neighborhoods/Residential Needs

The following topics relate to the various needs throughout Grayling's neighborhoods. As community residents continue to age, additional senior housing will be in demand, and as the economy continues to grow, new homes will be needed to accommodate additional residents. The regional influences of Camp Grayling can also affect housing demand. Camp Grayling is expanding their operations, which may spur employment growth in other industries that support their operations. In order to address the expected housing demands of the future, and to improve the neighborhoods that currently exist in Grayling, the following is recommended:

**Increase Density.** The City should review their current ordinance regulations to ensure they permit expansion of residences to allow for above-garage units or mother-in-law apartments which could serve future residents. This concept requires no annexation of land, rather, it allows the existing residential properties in the City to accommodate more households.

**Encourage Improvements to Multiple-Family Structures.** Several of the older homes and carriage houses adjacent to downtown have been converted into multiple family structures and are in need of maintenance. The City should continue to encourage the proper maintenance of these buildings through code and ordinance enforcement. Establishment of a low interest loan program for rental properties should also be investigated.

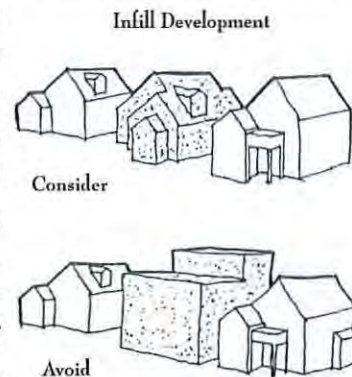
**New Residential Development.** One of the primary concerns in the City is the need for new single-family residential development. The City can

expect to see an increase in residential demand based on several outside influences, including expansion of Camp Grayling to year-round operations.

Some areas in the City, including the Fred Bear Archery property or Grayling Country Club, could be redeveloped as new residential. However, in general, there is a lack of available land in the City. The City should consider annexing or entering into a joint development agreement for land in Grayling Township that abuts the City boundary. This will help facilitate new residential development and may encourage the sale of land already in the City. Any new single-family residential development should incorporate the following features:

- **Create Open Space Areas.** New residential developments should provide usable open space, in the form of playgrounds and pocket parks, for the residents to enhance the appearance and livability of the neighborhood.
- **Continue Grid Street Pattern.** New residential developments in this area of the City may incorporate an interconnected grid pattern of streets. This will help maintain the character of the community and provide better access than is found with alternate layouts.
- **Landscape Buffers/Greenbelts.** New developments must also incorporate adequate landscape buffers and greenbelts to enhance the appearance of the project and minimize the impact on abutting land uses.

**Infill Development.** Infill development is intended to encourage development within existing developed areas. While infill is typically associated with commercial or downtown areas, it can be used in residential and office areas as well. To accomplish this, design guidelines and zoning standards must be established for new building construction and renovation of existing structures. These standards can address issues such as scale, proportion, window openings, exterior materials, etc. and respect the architecture of surrounding buildings. Infill can reduce the negative impacts to property values by reducing the probability that negative or sharply contrasting impressions of neighboring properties will affect property sales. Infill development can also enhance the vitality of a commercial area by increasing the commercial mass while increasing the likelihood that a visitor will



patronize multiple businesses in one trip. In residential areas, the most important benefit of infill regulations is to maintain the neighborhood character so new residences will not contrast greatly with the older homes on the block.

**Key Recommendation:**  
*Capitalize on State and Federal Housing programs to encourage residential revitalization.*

**Neighborhood Revitalization.** Regardless of the uses involved, blighted areas of the City must be eliminated over time through code enforcement and redevelopment. Blight discourages new, quality investment and makes it difficult to obtain voluntary compliance. Vehicular parking in the right-of-way and in yards contribute to the blighted appearance of some older areas of the City. The following programs can help improve neighborhoods in Grayling:

- **Neighborhood Improvement Authority Act (P.A. 61 of 2007, as amended).** Similar to the Corridor Improvement Authority Act, this law encourages redevelopment efforts aimed at correcting and preventing deterioration in designated neighborhoods and other areas. This tool enables communities to bond for or use tax increment financing to prepare plans for and implement needed repairs, maintenance or redevelopment of dilapidated neighborhoods.
- **Neighborhood Enterprise Zone Act (P.A. 147 of 1992, as amended):** This program was established to spur the development and rehabilitation of residential housing in communities where it may not otherwise occur by providing a tax incentive for the development and rehabilitation of residential housing. A qualified local unit of government (a.k.a. Core Community) may designate one or more areas as a Neighborhood Enterprise Zone within that local unit of government. The program also encourages owner-occupied housing and new investment in communities.

**State Housing Development Authority Act (P.A. 346 of 1966, as amended).**

This law enabled the State of Michigan to establish the Michigan State Housing Development Authority (MSHDA), a known resource for housing ownership and financing programs. MSHDA offers financial homebuyer assistance, rental development and rehabilitation, homelessness assistance and neighborhood preservation. Aside from general assistance offered by MSHDA, it has provided several sources of funding assistance to further the Department's goals.





**Continuum of Housing.** Providing a continuum of housing involves consideration of all residents and providing housing options to suit their needs. Analysis of resident age, income and family sizes are required to identify deficiencies in the housing supply. Elements such as housing values, gross rent, size and location can all play a role in providing a range of housing options for residents today, tomorrow and long into the future. Because they are not often documented, the needs of certain segments of the population, such as the homeless or disabled, must be acknowledged in a more general sense.

**Table 8-1:  
Population Groups - 2010  
City of Grayling**

Age	Population	Percent	Group
Under 5 years	124	6.6%	<b>School Age</b> (27.0%)
5 to 9 years	132	7.0%	
10 to 14 years	123	6.5%	
15 to 19 years	130	6.9%	
20 to 24 years	118	6.3%	<b>Young Families</b> (30.2%)
25 to 34 years	251	13.3%	
35 to 44 years	199	10.6%	
45 to 54 years	254	13.5%	<b>Empty Nesters</b> (22.1%)
55 to 59 years	83	4.4%	
60 to 64 years	80	4.2%	
65 to 74 years	171	9.0%	<b>Seniors</b> (20.7%)
75 to 84 years	133	7.1%	
85 years and over	86	4.6%	

Source: U.S. Census

Table 8-1 shows the population distribution in Grayling as reported by the U.S. Census in 2010. The age groups have been categorized into general groups according to their typical housing needs. The largest segment of the population is the young families group. This age group is expected to demand larger home sizes within close proximity to schools and parks. Empty nesters are typically looking to shed their larger homes for smaller homes that are easier to maintain, while seniors can be expected to gradually leave their small independent homes in favor of group settings that offer additional services.

As residents within the young families category move into the empty nester group, Grayling can expect increasing demand for ranch-style condominium living. Projecting even further, those residents can also be expected to need increasing health care and assisted living care over the longer term. The City must position itself to ensure its local ordinances permit housing types suitable for all residents. Areas of deficient supply may require public assistance to become a reality; however, the housing market fluctuates based on market demand, and it is expected that smaller homes and senior housing will become a target for developers in the future.

**Key Recommendation:**  
*Ensure that a continuum of housing is accommodated, including  
 Independent Living  
 Assisted Living  
 Nursing Homes  
 Continuous Care  
 Retirement Communities*

In the next several years, the City should expect to see an increase in

senior housing needs as those currently under the age of 55 moves into the senior category and begin considering alternative housing options. Obviously, an aging person who moves into a new age category is not likely to automatically require additional services and nursing care. However, their health is likely to decline over time, and many seniors find themselves transitioning into housing that offers incrementally higher health care and more comprehensive general services.

Providing appropriate senior housing options is increasingly important as the general population ages. Fewer financial resources are available to older residents, and so they need affordable options that are safe, attractive and stimulating. Many seniors live in established neighborhoods, and some find their financial resources strained over time, leaving them to struggle to maintain their homes, or even worse, to heat them or pay their mortgage at all. Others live in multiple-unit complexes, in assisted living or in nursing facilities. The level of care provided can be described using several factors, as summarized in Table 8-2. 1) daily activity (dressing and personal care); 2) community services (laundry and cleaning services); 3) overall health (physical and emotional); 4) health services (medication and nursing care); 5) community activity (social events, golf, outings, etc.); and, 6) environmental (personal independence).

**Table 8-2:  
Senior Housing Services**

Type of Housing	Type of Service	Level of Service Provided		
<b>Independent Living</b>	Daily Activity	<i>None</i>	♦	<i>Comprehensive</i>
	Community Services	<i>None</i>	♦	<i>Many</i>
	Overall Health	<i>Poor</i>	♦	<i>Good</i>
	Health Services	<i>None</i>	♦	<i>Skilled Nursing</i>
	Community Activity	<i>None</i>	♦	<i>Many</i>
	Environmental	<i>Limited</i>	♦	<i>Independent</i>
<b>Assisted Living</b>	Daily Activity	<i>None</i>	♦	<i>Comprehensive</i>
	Community Services	<i>None</i>	♦	<i>Many</i>
	Overall Health	<i>Poor</i>	♦	<i>Good</i>
	Health Services	<i>None</i>	♦	<i>Skilled Nursing</i>
	Community Activity	<i>None</i>	♦	<i>Many</i>
	Environmental	<i>Limited</i>	♦	<i>Independent</i>
<b>Nursing Home</b>	Daily Activity	<i>None</i>	♦	<i>Comprehensive</i>
	Community Services	<i>None</i>	♦	<i>Many</i>
	Overall Health	<i>Poor</i>	♦	<i>Good</i>
	Health Services	<i>None</i>	♦	<i>Skilled Nursing</i>
	Community Activity	<i>None</i>	♦	<i>Many</i>
	Environmental	<i>Limited</i>	♦	<i>Independent</i>
<b>Continuous Care Retirement Community</b>	Daily Activity	<i>None</i>	♦	<i>Comprehensive</i>
	Community Services	<i>None</i>	♦	<i>Many</i>
	Overall Health	<i>Poor</i>	♦	<i>Good</i>
	Health Services	<i>None</i>	♦	<i>Skilled Nursing</i>
	Community Activity	<i>None</i>	♦	<i>Many</i>
	Environmental	<i>Limited</i>	♦	<i>Independent</i>

Source: Move, Inc.

The City of Grayling should ensure their local ordinances provide for the retention and development of a full range of senior housing options, including:

- **Independent Living:** Independent Living, often referred to as Retirement Communities, Congregate Living or Senior Apartments, are designed specifically for independent senior adults who want to enjoy a lifestyle filled with recreational, educational and social activities with other seniors. These communities are designed for seniors who are able to live on their own, but desire the security and conveniences of community living. Some communities, often congregate living or retirement communities, offer organized social and recreational programs as a part of everyday activities, while others like senior apartments provide housing with only a minimal amount of amenities or services.

Some Independent Living Communities offer abundant recreational activities and other provide basic services like laundry, meals, local transportation or planned social activities or outings. Communities can be either "Age Inclusive" or "Age Exclusive." Age Inclusive communities attract retirees, but do not have age-requirements whereas Age Exclusive communities do have senior age-requirements (usually age 55 and older).

Independent Living communities are not licensed by local, state or federal agencies and are often managed by a private company providing the services. Private Funds are most often used, although some senior apartments are subsidized and accept Section 8 vouchers. Medicare and Medicaid do not cover payment since no healthcare is provided.

- **Assisted Living:** Assisted Living provides a combination of residential housing, personalized support services and healthcare. These residential settings maximize independence, but do not provide skilled nursing care. Assisted Living facilities are sometimes referred to as residential care facilities, adult living facilities, adult foster care, etc. Care can be provided in a single residence, or in a group setting. Larger facilities typically offer the same features as independent living communities, with the added service of personal care. They are designed to meet the individual needs of those requiring help with daily activities, such as dressing and cooking, but do not need the skilled medical care provided in a nursing home.

Costs for assisted living depend on the number of services and accommodations that they offer. Most assisted living communities accept private pay only, which can be supplemented by long-term care insurance policies, provided they cover assisted living.

Adult foster care facilities are regulated by the Michigan Adult Foster Care Facility Licensing Act (P.A. 218 of 1979). The law was passed to ensure proper care is provided in adult care facilities, and identifies the State Adult Foster Care Licensing Advisory Council as the regulating body, not local government, whose authority is superseded by State law.

Although many Assisted Living communities and Nursing Homes cater to individuals with Alzheimer's disease and other related memory disorders or dementia, there is a growing trend towards facilities that provide specialized care and housing tailored to the special needs of individuals with this disease. These facilities offer care that foster individual skills and interests in an environment that helps to diminish confusion and agitation. Specialty services are provided in a secure environment, such as activity programs designed to include reality orientation classes and specially trained professional staff are skilled in handling the behavior associated with memory impairments. Many facilities that specialize in Alzheimer's or related dementia disorders have building design features that assist with the problems associated with this disease: color-coded hallways, visual cues, and secure wandering paths for additional security.

Similar to Assisted Living communities, most provide assistance with dressing, grooming, bathing, and other daily activities. Assistance with medications differs according to state regulations. Meals, laundry and housekeeping are usually provided within private and semi-private rooms in a residential type setting.

- **Skilled Nursing Care (Nursing Home):** Nursing homes, or skilled nursing facilities, are designed for seniors who are in need of 24-hour nursing care. Nursing facilities provide many of the same residential components of other senior care options including room and board, personal care, protection supervision, and may offer other types of therapy. Their onsite medical staff sets them apart from other types of senior housing. Nursing care is provided by registered nurses (RN), licensed practical nurses (LPN), and nurses aides at all

hours of the day. Standard services provided include housekeeping and linen service, medically planned meals and snacks, trained medical staff, professional service staff-activity directors, social workers, etc. Additional services may include on-call physicians and services, physical, respiratory, and speech therapists, medications, personal care and laundry service.

Nursing homes are licensed and regulated by State Department of Public Health and are individually certified by the State for Medicare and Medicaid. They must also meet federal requirements.

Often families purchase long-term care insurance in anticipation of nursing home costs, while others must depend on other forms of financing. Facilities accept a variety of Medicare, Medicaid, private insurance carriers, and private funds.

- **Continuing Care Retirement Communities:** Continuing Care Retirement Communities (CCRC) are residential campuses that provide a continuum of care from private units to assisted living and then skilled nursing care, all in one location. CCRCs are designed to offer active seniors an independent lifestyle from the privacy of their own home, but also include the availability of services in an assisted living environment and on-site intermediate or skilled nursing care if necessary.

Retirement communities offer a variety of residential services including cleaning and laundry service, meals in common dining areas, grounds maintenance, security, and social, recreational, and cultural programs. Health care services often include contracted services; personal care and help with daily activities; nursing and rehabilitative care; respite and hospice care; and Alzheimer's care.

Retirement communities are often compensated according to a contract that prescribes the extent of care, or charge residents when additional care above the basic services is provided. Depending on the level of medical care provided, retirement communities may be regulated similarly to nursing homes or adult foster care facilities. There is no federal agency that oversees them.



## Chapter Nine: Future Land Use

The future land use plan establishes land use categories, illustrates the location of planned land uses and provides strategies for implementation. This section also provides a rationale for the placement of preferred land uses and the intensity of those uses. The plan serves as the primary policy guide for future land use decisions, investment in public improvements and coordination of public improvements and private development.

The plan presents the desired future as identified through the planning process. The plan, however, also provides the practical guidance local decision-makers need regarding today's issues. It is the intent of the plan to assist in the orderly development of the City, assist the community in maintaining and enhancing its pleasant natural environment and spark a vision for the future.

### Factors Considered

It is important to consider a number of factors when locating future land uses. The future land use plan should guide the future development pattern of the community into a logical arrangement which maintains the character of the community, protects the environment and ensures adequate services and land for all types of land uses. These factors include:

- Consistency with existing land use patterns.
- Preservation of natural features and consideration of the effects of development on the environment.
- Maintenance of aesthetic qualities that contribute to the community character and quality of life.
- Positive incorporation of natural amenities.
- Existing planning policies and zoning regulations.
- Availability of infrastructure including utilities, roads and community facilities.
- Market conditions for various land uses.
- The goals and objectives of the plan that express the community character desired by residents.

### Future Land Use Categories

The future land use plan can generally be described as having distinctive components that, when viewed together, form an overall vision for the City over the next 20 years. The residents, property owners and business owners in Grayling voiced their desires in a community survey, conducted

**Future Land Use Categories Include:**

*Low Density Residential*  
*Moderate Density Residential*  
*High Density Residential*  
*Central Business District*  
*Medical Cottage Industry*  
*Neighborhood Commercial*  
*General Commercial*  
*Industrial*  
*Institutional*  
*Recreation*

in November, 2013. The future land use plan has been developed to accommodate the range of housing and commercial services needed to serve residents, and to preserve the values held closely by City residents. Below is a description of each of the future land use categories found on Map 7.

### ***Residential***

**Low Density Residential.** This category is intended for large-lot residential land uses that contain natural features. Most of the land categorized as Low Density Residential is located along the AuSable River in the central neighborhood, however smaller areas are located at the south end of the golf course, and along Walker Street, northwest of M-72. This category correlates to the proposed R1-A zoning district.

Development standards for this district should include increased setbacks from the river, as well as larger lot sizes to accommodate them. Uses should be restricted to residential uses that will not negatively affect the quality of natural resources.

**Moderate Density Residential.** The predominant land use in the City falls within this category. Moderate Density Residential land uses will continue to dominate the landscape, unless unforeseen annexation occurs and another land use is established. This category correlates to the City's R1-B zoning district and includes most of the residential land located in the City's central neighborhood. As such, it includes the majority of historic homes that still remain in the City's first platted area. Maintaining the integrity of these residential areas will be most important, especially since the central neighborhood is generally surrounded by non-residential land uses. Buffering and setback considerations with respect to these potential land use conflicts are discussed in the higher intensity districts. Another threat to this district is the infiltration of new modern homes which can disrupt the historic character already established. Infill regulations should include a requirement that the architecture and building sizes relate to others within the same block or along the same street. The City may choose to designate the central neighborhood a historic district in the future, which would strengthen the ability to regulate building materials, color and architecture. At a minimum, design guidelines should be established to help guide property owners toward maintaining the historic character of these areas.

**High Density Residential.** Areas designated in the future land use plan for high density residential development are found to the southeast of the central neighborhood. This category includes existing residential uses on the smallest allowable lots. Some existing buildings have also been converted to multiple-family buildings, which is encouraged to continue, provided the homes retain their existing character. This designation

#### ***Residential Districts:***

*Low Density –  
relates to the R1-A  
Zoning District*

*Moderate Density –  
relates to the R1-B  
Zoning District*

*High Density –  
relates to the R-2 and  
R-3 Zoning Districts*



includes high density single-family as well as attached condominiums and apartments, and coincides with the proposed R-2 and R-3 zoning districts.

### **Commercial**

As the center of commerce for Crawford County, Grayling maintains a diverse mix of commercial land uses. In order to properly plan for commercial growth and re-development within the City, four commercial categories are included on the future land use plan:

**Commercial Districts:**

*Central Business District*

*Medical Cottage Industry*

*Neighborhood  
Commercial*

*General Commercial*

- Central Business District;
- Medical Cottage Industry;
- Neighborhood Commercial; and
- General Commercial.

**Central Business District.** This category relates to Grayling’s downtown area, generally described as the area along Michigan Avenue between Spruce Street and the railroad tracks. Specific recommendations for this area of the City are included in Chapter 8, and include the desire for re-development and improved building quality. Future interest and redevelopment in the Central Business District (CBD) is likely to arise after more general activity occurs downtown. For example, projects such as the recently completed streetscape project, will be instrumental in improving the aesthetic of the downtown and generating future interest.

**Medical Cottage Industry.** This area of the plan is located near the existing Munson Healthcare Grayling Hospital and medical complex located on Michigan Avenue. It includes many existing residential properties, which by way of proximity to the medical complex, has been identified as an area appropriate for conversion into supportive medical uses. Future development in this area will correspond to the C-2 zoning district. More discussion of the Medical Cottage Industry is included in Chapter 8.

**Neighborhood Commercial.** Areas categorized as Neighborhood Commercial relate to the City’s C-1 zoning district, and are intended to accommodate small-scale commercial uses that serve the residents of Grayling. Uses anticipated in this category include personal service establishments like dry cleaners or movie rental shops, and low-intensity retail and restaurant uses that provide a daily service to those living in Grayling. Accordingly, this category generally surrounds the central neighborhood on the northwest and southwest sides. This district is not intended to include large retailers that require large parking lots and buffering requirements. These uses should be directed to one of the General Commercial districts. The existing lots designated for Neighborhood Commercial are relatively narrow and can only sustain small commercial buildings. They are, therefore, ideal as Neighborhood

Commercial since this naturally limits building size and impacts on local neighborhoods.

**General Commercial.** The City's General Commercial areas are intended to serve larger tenants, or those drawing from a more regional market. This category relates to the City's C3-A and C3-B zoning districts. The General Commercial areas located in "South Town," encompassing land along the I-75 BL, south of M-72, are intended to attract highway commercial uses including national "big box" retailers interested in locating in Grayling. Other sites may be considered for big box uses, where they will not detract or alter the general character of the City. The General Commercial areas located elsewhere in the City are intended to accommodate commercial buildings that are larger than can be accommodate in the Neighborhood Commercial category, but which do not exceed approximately 15,000 square feet in size. Because these areas are more internal to the City, they must be carefully planned so as not to disrupt the local commercial character established by land in the CBD and Neighborhood Commercial categories.

### ***Industrial***

Industrial uses in Grayling will generally be directed to the City Industrial Park, located at the south end of the City. Another area of Industrial land is planned in the City's northwest corner. These areas will accommodate future industrial growth in the City and are intended to receive both high-tech and research and development type



industries, along with the more traditional manufacturing and warehousing uses currently located in these areas. Existing development in the City Industrial Park generally includes pole-type buildings or larger warehouse-type facilities and accessory storage and parking. However, the area could be enhanced with additional development standards relating to landscaping and detention. Natural detention areas should be used where possible and landscaping, in the form of street trees and buffers, should be used to help improve the aesthetics of the Industrial Park. Land in the northwest corner of the City is characterized by larger stands of trees and may not require such extensive regulation. However, protection of vegetation that helps buffer these uses should be included in any industrial development standards.

### ***Institutional***

Areas designated as Institutional are scattered throughout the City and include a variety of governmental, public and religious facilities. Areas

designated as such generally include established civic uses, such as churches, schools and other public buildings. As noted, the City of Grayling is the County seat and therefore contains several local, County, State and Federal buildings. Any redevelopment or expansion for Institutional uses within these areas will need to maintain the proper relationship with the surrounding land uses.

### *Recreation*



This category includes locations designated for recreation facilities and neighborhood parks. This includes the AuSable River City Park, open spaces such as those on Industrial Street and North Town Recreation Nature Park, near the fish hatchery, as well as the Grayling Country Club. Due to limited availability of land, recreation facilities on these sites must make the most of available land. Multi-use parks and facilities are encouraged, and the City should follow the Community Recreation Plan as it relates to future improvements.



# Chapter Ten: Implementation

## Introduction

Along with the Future Land Use Plan, a key feature of the Master Plan is the implementation section. This includes a list of prioritized items that will guide City planning and development efforts in the coming years. The table below lists recommendations compiled from each Chapter of this Plan, and identifies the appropriate implementation action or document that should be used to address each task. Some of the recommendations can be undertaken in the next year while others may take a longer period of time. The priority for each recommendation is given to help assess the urgency of implementation or to identify those items that need immediate attention versus those that can be addressed over time.

This chapter should be utilized as a resource for the City as they implement the goals and objectives of this plan. Over time, the City may discover new approaches and opportunities that may alter this implementation plan. Changes to the specific strategies are to be expected, however, the City must remain committed to upholding the integrity of the goals and objectives of the document.

## Implementation Table

Implementation tools are defined in further detail following the table below. In some cases, a new implementation mechanism is suggested and explained to give additional direction. Additional research and study is needed to develop these additional measures, however, it is important to understand all of the possible tools available from which the City may choose when implementing the following recommendations.

A priority was given for each item using a letter grading system where each letter represents a range of years as follows:

<b>Rank</b>	<b>Timing of Implementation</b>
A	Immediate
B	1 to 2 years
C	2 to 5 years
D	5 to 20 years

This scale indicates the desired timing of project implementation, or for longer-term projects, a range of years representing the desired beginning and end of implementation. For example, a priority rank of A-B suggests implementation should begin immediately and preferably be completed within 2 years.

Plan Recommendation	Implementation Mechanism *	Priority
<b>Overall Land Use:</b>		
Provide residential areas that offer varying degrees of density & housing.	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> <li>▪ Building Code</li> <li>▪ NEZ</li> </ul>	A-B
Accommodate commercial & office development in various forms to balance the needs of nearby neighborhoods, the community & the region.	<ul style="list-style-type: none"> <li>▪ Zoning Map</li> <li>▪ Zoning Ordinance</li> </ul>	A-C
Encourage commercial development in both the central business district & general commercial districts, but maintain distinct boundaries to ensure they will not alter the character of the central business district.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ Zoning Ordinance</li> </ul>	A-C
Continue to encourage community uses such as public & institutional facilities.	<ul style="list-style-type: none"> <li>▪ DDA</li> </ul>	A-D
Encourage the gradual elimination of non-conforming uses.	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> <li>▪ Building Code</li> </ul>	A-D
Support reuse & redevelopment of vacant, decaying or dilapidated sites throughout the City, especially the former Bear Archery property & select downtown structures.	<ul style="list-style-type: none"> <li>▪ OPRA</li> <li>▪ DDA</li> <li>▪ MMS</li> </ul>	A-C
Develop an established list of improvement projects & locations that are targeted priorities for the City.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ CIP</li> <li>▪ MMS</li> </ul>	A
Consider existing programs offered by the Michigan Economic Development Corporation that can be used to support the City's redevelopment strategy.	<ul style="list-style-type: none"> <li>▪ CCBRA</li> <li>▪ DDA</li> <li>▪ Core Communities</li> <li>▪ MMS</li> </ul>	A-B
<b>Residential:</b>		
Enlist the aid of private developers & local housing organizations to renovate existing homes or to build new, infill housing.	<ul style="list-style-type: none"> <li>▪ MSHDA</li> </ul>	A-B
Provide flexible regulations & consider ways to allow increased densities (such as by allowing garage apartments or in-law suites) that may be attractive to developers of affordable housing.	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> <li>▪ Zoning Map</li> </ul>	C
Identify future areas for higher density residential development, including smaller condominium complexes, townhomes & apartments.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ Zoning Map</li> </ul>	B-C
Develop financial programs that facilitate & encourage home ownership.	<ul style="list-style-type: none"> <li>▪ MSHDA</li> <li>▪ NIA</li> <li>▪ GHC</li> </ul>	A-C
Encourage & maintain the level of safety of all residential neighborhoods. Street lighting, landscaping of public spaces, sidewalks & paths, orientation of dwelling "front rooms", & other residential design features can be effective in discouraging crime. Consider implementing the design principles of programs such as "Crime Prevention Through Environmental Design (CPTED)".	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> <li>▪ Building Code</li> </ul>	A-D
Promote housing rehabilitation programs to facilitate use of existing quality housing as an alternative to new construction.	<ul style="list-style-type: none"> <li>▪ MSHDA</li> <li>▪ NEZ</li> <li>▪ NIA</li> </ul>	A-C

Plan Recommendation	Implementation Mechanism *	Priority
Examine the existing housing stock & promote maintenance & rehabilitation of existing housing & residential neighborhoods.	<ul style="list-style-type: none"> <li>▪ NIA</li> </ul>	A-B
Maintain an environment that encourages pride of ownership & contributes to an affordable & easily marketable housing stock.	<ul style="list-style-type: none"> <li>▪ MSHDA</li> <li>▪ NEZ</li> <li>▪ NIA</li> </ul>	A-D
Consider implementing an awards program that recognizes landscaping & upkeep of individual residential properties or blocks.	<ul style="list-style-type: none"> <li>▪ Property Maintenance Code</li> <li>▪ NIA</li> <li>▪ NEZ</li> </ul>	B-D
Develop rental control regulations that address such issues as parking, general safety & maintenance of units in a fashion consistent with local building codes. Create an ordinance implementing a rental property control program.	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> <li>▪ Design Guidelines</li> </ul>	A-C
Consistently enforce zoning, building code & property maintenance regulations to ensure that rental units do not become a blighting influence on the community.	<ul style="list-style-type: none"> <li>▪ Property Maintenance Code</li> <li>▪ Building Code</li> <li>▪ Zoning Ordinance</li> </ul>	A-D
<b>Commercial:</b>		
Encourage local merchants to use the established design guidelines by helping to identify sources of funding or creative financing options.	<ul style="list-style-type: none"> <li>▪ DDA Plan</li> <li>▪ Design Guidelines</li> <li>▪ MMS</li> </ul>	A-D
Create safe, convenient, & attractive pedestrian routes & green spaces throughout the City's general commercial areas.	<ul style="list-style-type: none"> <li>▪ Community Recreation Plan</li> <li>▪ Zoning Ordinance</li> </ul>	A-D
Permit & Encourage the inclusion of residential uses within & around the central business district.	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> <li>▪ Zoning Map</li> <li>▪ MMS</li> </ul>	A-D
Identify & emphasize structures & places of historical and/or architectural significance to support & reinforce the special identity & character of the community.	<ul style="list-style-type: none"> <li>▪ DDA Plan</li> <li>▪ County Façade Improvement Program</li> <li>▪ MMS</li> </ul>	A-D
Define, Maintain & buffer the edges of commercial areas as related to surrounding neighborhoods.	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> <li>▪ Design Guidelines</li> </ul>	A-D
Promote private investment & use of the County's façade improvement program through continued investment in the central business district (i.e. the current streetscape improvements), provision of municipal parking, & through identification of unique financing programs.	<ul style="list-style-type: none"> <li>▪ County Façade Improvement Program</li> <li>▪ CIP</li> <li>▪ LDFA</li> <li>▪ CCBRA</li> <li>▪ MMS</li> </ul>	A-C
Conduct a 'void' or 'gap' analysis to identify those businesses that might be attracted to one or more of the City's commercial or industrial areas.	<ul style="list-style-type: none"> <li>▪ Downtown Market Study (2004) Update</li> <li>▪ MMS</li> <li>▪ DDA</li> </ul>	A-C

Plan Recommendation	Implementation Mechanism *	Priority
Create new jobs through retention & expansion of existing employers & the attraction of new companies.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ Zoning Ordinance</li> <li>▪ LDFA</li> <li>▪ Core Communities</li> <li>▪ MMS</li> </ul>	A-D
Target both the light industrial & tourist/recreation sectors of the economy for new job creation.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ LDFA</li> <li>▪ Core Communities</li> </ul>	A-D
Market the industrial park as a desirable location for new & expanding business & manufacturing development.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ LDFA</li> <li>▪ Core Communities</li> </ul>	A-D
Work with local groups to expand the business & industrial development marketing program to support business attraction & retention consistent with the goals of this Plan.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ County Economic Development</li> </ul>	A-D
Work with local educators to provide technical, educational & job training support programs which match residents with industry needs.	<ul style="list-style-type: none"> <li>• CASD</li> <li>• KCC</li> </ul>	A-D
Recognize the City's unique opportunities in the medical, educational, arts & industrial markets, & strongly pursue development of a new college that, through focused curriculum, will support these disciplines.	<ul style="list-style-type: none"> <li>• KCC</li> </ul>	A-C
Promote business mentor programs & involvement in the schools.	<ul style="list-style-type: none"> <li>• CASD</li> <li>• KCC</li> </ul>	A-C
Develop & maintain cultural/historical facilities in keeping with community support.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ Zoning Ordinance</li> <li>▪ MMS</li> </ul>	A-B
Acknowledge the presence of Camp Grayling as a strong member of the Grayling community, & support expansion of facilities & operations by discussing any housing, transportation or community facility needs that may be accommodated in the City.	CAMP GRAYLING	A-D
Engage the State in discussions related to the future of State lands between M-72 & Four Mile Road, east of I-75. Sale of State-owned land around the City should be coordinated in a way that will enhance the City's efforts to create new industry, jobs & residential development.	CITY COUNCIL	B-C
Work with local agencies such as the Grayling Promotional Association (GPA), Grayling Recreational Authority (GRA), the Grayling Chamber of Commerce, Grayling Visitor's Bureau, the Crawford County Economic Development Partnership (CCEDP) & others to present a coordinated economic development strategy for the City.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ County Economic Development</li> <li>▪ MMS</li> </ul>	A-D
When negotiating franchise agreements with local cable, internet, & wireless communication providers, pursue city-wide broadband & Wi-Fi services that will attract additional commerce to the area.	<ul style="list-style-type: none"> <li>▪ Franchise Agreements</li> </ul>	A-D
Expand City Industrial Park, possibly through annexation.	<ul style="list-style-type: none"> <li>▪ Intergovernmental Agreements</li> <li>▪ Annexation Strategy</li> </ul>	B-D



Plan Recommendation	Implementation Mechanism *	Priority
Encourage multiple uses within buildings in the central business district, including retail or commercial on the first floor & office &/or residential uses in upper floors. Market studies may be needed to ensure the proper mix of uses is achieved.	<ul style="list-style-type: none"> <li>▪ Form-Based Code</li> <li>▪ Downtown Market Study (2004) Update</li> <li>▪ MMS</li> </ul>	A-C
Promote a blend of retail, office, & service establishments within the central business district, with a focus toward entertainment, speciality retail, small offices & government buildings. Residential uses may also fit into this mixture to help create activity after the businesses have closed.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ Form-Based Code</li> <li>▪ MMS</li> </ul>	A-C
Coordinate land use & development strategies for the downtown with local, regional & State organizations to promote continued investment & reinvestment.	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> <li>▪ Zoning Map</li> <li>▪ Form-Based Code</li> <li>▪ MMS</li> </ul>	A-C
Encourage retention of municipal tenants that draw daily activity in the central business district, such as the post office & County offices.	<ul style="list-style-type: none"> <li>• MMS</li> </ul>	A-D
Pursue opportunities to move City Hall back to the central business district.	<ul style="list-style-type: none"> <li>• MMS</li> </ul>	A-C
As the County seat, continued & increased governmental presence in Grayling’s central business district should be encouraged, including the development of shared City/County facilities that offer education and/or training capability.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ Intergovernmental Agreements</li> <li>▪ MMS</li> </ul>	A-C
Recognize typical shopping patterns & habits, & work to maintain existing downtown anchors, such as the historic theatre or post office, in strategic locations that will maximize local spending & investment.	<ul style="list-style-type: none"> <li>• MMS</li> </ul>	A-D
Promote community events downtown, especially an Independence Day celebration, as a way of attracting business & attention to downtown shops.	<ul style="list-style-type: none"> <li>▪ Newsletters</li> <li>▪ Website</li> <li>▪ Regular Meetings</li> <li>▪ DDA</li> <li>▪ MMS</li> </ul>	A-D
Promote visual & physical links, such as landscaped walkways, streetscapes, & public art, between the I-75BL & Michigan Avenue to encourage through traffic to visit the downtown.	<ul style="list-style-type: none"> <li>▪ Streetscape Plan</li> <li>▪ Wayfinding</li> <li>▪ Zoning Ordinance</li> <li>▪ DDA</li> <li>▪ MMS</li> </ul>	A-D
Institute a sign program, including wayfinding, street signs & welcome signs that reflect the historic character of downtown.	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> <li>▪ Wayfinding</li> <li>▪ MMS</li> </ul>	A-C
Encourage outdoor seating areas for local restaurants & businesses in the central business district.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ MMS</li> </ul>	A-D
Develop maintenance & design codes to improve or restore the façades of buildings in the downtown area.	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> <li>▪ County Façade Improvement</li> <li>▪ Property Maintenance Code</li> <li>▪ MMS</li> </ul>	B-C

Plan Recommendation	Implementation Mechanism *	Priority
Encourage the development of new residential neighborhoods in the vicinity of the central business district as a source of customers that can add vitality to the downtown.	<ul style="list-style-type: none"> <li>▪ Zoning Map</li> <li>▪ DDA</li> </ul>	B-C
As a priority, land occupied by marginal buildings & uses should be redeveloped to benefit the downtown area.	<ul style="list-style-type: none"> <li>▪ CCBRA</li> <li>▪ OPRA</li> <li>▪ MMS</li> </ul>	A-C
Encourage volunteer activity in the community, & utilize them for community events & festivals.	<ul style="list-style-type: none"> <li>▪ Volunteer / Citizen Awards</li> <li>▪ MMS</li> </ul>	A-D
Monitor the progress of the military airport's plans to realign their runway, & when complete, modify City ordinances to allow taller, mixed-use buildings in the central business district.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ Form-Based Code</li> </ul>	C
<b>Industrial:</b>		
Target & recruit industrial development that expands upon the existing assets of the community.		A-D
Promote industrial use of rail lines, & work to expand them to accommodate the needs of area businesses.	<ul style="list-style-type: none"> <li>▪ CIP</li> </ul>	B-C
Expand on the existing timber industry by attracting complementary business, improving transportation routes, & marketing Grayling's lumber history.	<ul style="list-style-type: none"> <li>▪ CIP</li> <li>▪ Zoning Ordinance</li> </ul>	A-C
Attract global industry by improving internet, broadband, Wi-Fi & other technological services within the City.	<ul style="list-style-type: none"> <li>▪ Franchise Agreements</li> <li>▪ CIP</li> </ul>	A-D
<b>Medical Cottage Industry:</b>		
Recognize the hospital & medical complex as a regional employer, & continue to encourage their growth through private-public partnerships that benefit both the hospital & the community.	<ul style="list-style-type: none"> <li>▪ Development Incentives</li> <li>▪ Zoning Ordinance</li> </ul>	A-D
Preserve the residential character of the area by encouraging re-use & conversion of existing homes into new, smaller scale office facilities.	<ul style="list-style-type: none"> <li>▪ Zoning Ordinance</li> </ul>	A-D
Allow multiple-lot consolidation to allow for building expansion into reasonably-sized office facilities that are consistent with the existing scale & architecture of the area. Large, institutional style buildings that are inconsistent with the cottage industry concept should be located either in the general business or industrial district.	<ul style="list-style-type: none"> <li>▪ Land Division Ordinance</li> <li>▪ Zoning Ordinance</li> <li>▪ Land Consolidation Ordinance</li> </ul>	B-C
<b>Environmental:</b>		
Develop a community recycling program that provides residents, either for free or for a nominal fee, curbside collection service or convenient drop-off locations.		B-C
Expand upon the City's current brush pick-up program to include composting of material that can be used on City grounds or offered to the residents.		B-C
Develop a vegetation management plan for the City of Grayling that identifies compatible vegetation that is recommended for residential use, & educate them on the importance of riparian buffers & vegetative cover in protecting the quality of local water resources.	<ul style="list-style-type: none"> <li>▪ Newsletters</li> <li>▪ Website</li> <li>▪ Design Guidelines</li> </ul>	B-C

Plan Recommendation	Implementation Mechanism *	Priority
Educate local residents on their role as stewards of the land by providing resource information & preservation guidebooks.	<ul style="list-style-type: none"> <li>▪ Newsletters</li> <li>▪ Website</li> </ul>	B-C
Support ongoing efforts to promote sensitive & responsible storm water management practices by encouraging natural design of basins & use of innovative technology (i.e. aqua swirl devices) aimed at removing sediment from storm water runoff.	<ul style="list-style-type: none"> <li>▪ CIP</li> <li>▪ Engineering Standards</li> </ul>	A-D
Incorporate access to natural features in the community into the City's non-motorized transportation system.	<ul style="list-style-type: none"> <li>▪ Community Recreation Plan</li> </ul>	A-D
Support developments that increase access & view of the AuSable River.	<ul style="list-style-type: none"> <li>▪ Community Recreation Plan</li> </ul>	A-D
Encourage developers to integrate existing natural features into the design of new developments.	<ul style="list-style-type: none"> <li>▪ Design Guidelines</li> <li>▪ Zoning Ordinance</li> </ul>	A-D
<b>Transportation:</b>		
Promote use of all modes of transportation including the automobile, bicycle, pedestrian & small bus or van through capital investment & cooperative efforts with neighboring communities, transit providers & trail enthusiasts.	<ul style="list-style-type: none"> <li>▪ Community Recreation Plan</li> <li>▪ CIP</li> <li>▪ Transportation Plan</li> </ul>	A-C
Continue to enforce local laws to improve traffic safety along the main routes through the City of Grayling.		A-D
Employ current design philosophy & technology to improve the design of local roads & to improve the safety & efficiency of the system.	<ul style="list-style-type: none"> <li>▪ ITS</li> <li>▪ Transportation Plan</li> </ul>	A-D
Ensure adequate public & private parking is available to meet business, resident & visitor needs.	<ul style="list-style-type: none"> <li>▪ CIP</li> <li>▪ Parking Studies</li> </ul>	A-C
Encourage use of a "bypass" route for truck traffic that uses the interchange at N. Down River Road & routes along M-93 & M-72, to alleviate traffic congestion on the business loop within the City during peak visitor travel periods.	<ul style="list-style-type: none"> <li>▪ Grayling Area Transportation Study</li> <li>▪ Directional Signage</li> </ul>	A
Work with MDOT & the County Road Commission toward maintaining the long-term function & capacity of the local highway system & ensuring proper road connections.	<ul style="list-style-type: none"> <li>▪ Transportation Plan</li> </ul>	A-C
Encourage MDOT to modify the I-75 interchanges into the City into full-directional designs.	<ul style="list-style-type: none"> <li>▪ Grayling Area Transportation Study</li> <li>▪ Transportation Plan</li> </ul>	A-C
Pursue development of a continuous system of pathways & sidewalks as an alternative travel mode & to improve the City's quality of life.	<ul style="list-style-type: none"> <li>▪ Community Recreation Plan</li> <li>▪ CIP</li> <li>▪ Transportation Plan</li> </ul>	A-C
Use access management & Intelligent Transportation Systems (ITS) to maximize the safety, efficiency & lifespan of roadways, & reduce the need for significant capital investments.	<ul style="list-style-type: none"> <li>▪ Transportation Plan</li> <li>▪ Zoning Ordinance</li> <li>▪ Design Guidelines</li> </ul>	C-D
Upgrade the appearance of key corridors through tree preservation, & upgraded site design standards.	<ul style="list-style-type: none"> <li>▪ Design Guidelines</li> <li>▪ Zoning Ordinance</li> </ul>	A-C

Plan Recommendation	Implementation Mechanism *	Priority		
Prepare a detailed streetscape plan that expands upon recent beautification efforts to address safety & aesthetics of the City’s primary roadways & parking lots. Signage should coordinate with wayfinding programs, & recommendations for street trees, road medians, bike lanes, traffic signals or other amenities should be included.	<ul style="list-style-type: none"> <li>▪ Streetscape Plan</li> <li>▪ CIP</li> <li>▪ Transportation Plan</li> </ul>	B-C		
<b>Community Facilities:</b>				
Enhance the natural beauty of the City by planting more vegetation, making its physical assets both accessible & memorable to visitors.	<ul style="list-style-type: none"> <li>▪ Community Recreation Plan</li> <li>▪ CIP</li> </ul>	B-C		
Coordinate with the County & neighboring communities to develop a regional indoor recreation facility for area residents that includes a swimming pool or ice rink, along with general purpose gymnasiums & rooms for events.		B-C		
Consider ways to attract or provide a regional conference center that includes facilities for larger events, trade shows, theatre performances, dances, banquets, etc.		B-C		
Ensure recreational facilities are accessible to all residents & visitors, & work toward providing additional facilities or services, as needed, for physically disabled or aging residents.	<ul style="list-style-type: none"> <li>▪ Community Recreation Plan</li> <li>▪ CIP</li> </ul>	B-C		
Provide areas along the River for public gathering & recreation within or adjacent to the central business district that are appropriate for events, festivals, or small entertainment venues. This area should include proper facilities to accommodate such events, including a small band shell, pavilions or stands for local vendors.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ CIP</li> <li>▪ Community Recreation Plan</li> <li>▪ MMS</li> </ul>	B-D		
Improve access to the River through expanded riverside board walks & new canoe/kayak launches.	<ul style="list-style-type: none"> <li>▪ DDA</li> <li>▪ CIP</li> </ul>	B-C		
Bury all power, telephone & cable lines as opportunities arise.	<ul style="list-style-type: none"> <li>▪ CIP</li> <li>▪ Streetscape Plan</li> <li>▪ Building Code</li> </ul>	A-D		
Consider ways to accommodate snowmobile activity within the City, including directional signage, partnerships with local restaurants, & especially regulatory modifications to allow use of City rights-of-way.	<ul style="list-style-type: none"> <li>▪ Community Recreation Plan</li> <li>▪ Traffic Code</li> </ul>	A-D		
<table style="width: 100%; border: none;"> <tr> <td style="width: 50%; vertical-align: top; border: none;"> <p>* Implementation Tool Abbreviations:                      IDD – Industrial Development Districts                      OPRA – Obsolete Property Rehabilitation Act                      NEZ – Neighborhood Enterprise Zones                      NIA – Neighborhood Improvement Authority                      CIP – Capital Improvements Plan                      MMS - Michigan Main Street                      ITS – Intelligent Transportation Systems</p> </td> <td style="width: 50%; vertical-align: top; border: none;"> <p>CCBRA – Crawford County Brownfield Redevelopment Authority                      LDFA – Local Development Financing Act                      DDA – Downtown Development Authority                      MSHDA – Michigan State Housing &amp; Development Authority                      GHC – Grayling Housing Commission                      CASD – Crawford AuSable School Dist.                      KCC – Kirtland Community College</p> </td> </tr> </table>			<p>* Implementation Tool Abbreviations:                      IDD – Industrial Development Districts                      OPRA – Obsolete Property Rehabilitation Act                      NEZ – Neighborhood Enterprise Zones                      NIA – Neighborhood Improvement Authority                      CIP – Capital Improvements Plan                      MMS - Michigan Main Street                      ITS – Intelligent Transportation Systems</p>	<p>CCBRA – Crawford County Brownfield Redevelopment Authority                      LDFA – Local Development Financing Act                      DDA – Downtown Development Authority                      MSHDA – Michigan State Housing &amp; Development Authority                      GHC – Grayling Housing Commission                      CASD – Crawford AuSable School Dist.                      KCC – Kirtland Community College</p>
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## Potential Funding Sources

The following are brief descriptions of alternative funding sources for implementation of the Master Plan:

**Special Assessment.** Special assessments are compulsory contributions collected from the owners of property benefited by specific public improvements (paving, drainage improvements, etc.) to defray the costs of such improvements. Special assessments are apportioned according to the assumed benefits to the property affected. Special assessment funding might prove useful to implement roadway paving, streetscape improvements, secondary access drives in districts fronting on arterial streets and to construct new roads, as necessary and appropriate. These programs are particularly helpful for improving and upgrading older local roads.

**Bond Programs.** Bonds are among the principal sources of financing used by communities to pay for capital improvements. General obligation bonds are issued for specific community projects and are paid off by the general public via property tax revenues. Revenue bonds are issued for construction of projects that generate revenue (i.e. parking structures, etc.). These bonds are retired, or serviced, using income generated by the project.

**Tax Increment Financing.** Tax increment financing is authorized by the Downtown Development Authority Act and Local Development Finance Authority Act. When a tax increment finance district is established, the stated equalized assessment value of all properties within the district is recorded. Every year thereafter, the property tax revenue generated by any increase in the total stated equalized value is "captured" by the responsible organization to finance improvements established in the overall development plan. The development plan is a required document illustrating all proposed improvements within the district. Often, revenue bonds are used to finance the improvements and the tax increment revenues are used to repay the bonds. This tool could also prove to be a valuable tool for roadway improvements within the city.

**Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).** This Act establishes a fund for transportation enhancement activities. Funds from the Surface Transportation Program are set aside for these activities and can include a number of transportation enhancement activities including historic preservation, landscaping and beautification, pedestrian pathways, roadway improvements and other similar projects. Each year funds become available for allocation based on a competitive needs basis. Requests are solicited and screened for application completeness at the local level, screened for project merit at the regional level and finally selected for action at the State level by the Michigan Department of Transportation. This program is an established resource which the township should also consider, particularly to fund bike path construction.

**Land and Water Conservation Fund.** LWCF provides funding assistance for communities to acquire and develop land for outdoor recreation. Grant applications are processed by the Michigan Department of Natural Resources and is evaluated using four criteria: project need, applicant history, site and project quality, and a fourth criterion specific to the type of proposed project. The minimum award is \$30,000 and the maximum of \$100,000, with a requirement that the local community provide a funding match of 50% of the total project cost. The eligibility criterion emphasizes preservation of natural resources such as waterways. This grant is ideal for land acquisition that is intended for passive recreation and open space in the future.

**Michigan Natural Resources Tree Planting Grants.** Through the Michigan Department of Natural Resources, there are three tree planting grant programs that will assist in funding landscape enhancements at the parks and re-forestation projects.

## Implementation Tools

This Master Plan is only valuable if used consistently. This chapter has been prepared to summarize the various recommendations into a checklist to outline actions and responsibilities for implementation. Tools to implement the Master Plan generally fall into these categories:

- Land use regulations derived from police powers.
- Capital improvement programs derived from budgetary powers.
- Community Development Block Grant (CDBG) Program.
- Programs or additional studies derived from the city charter and approvals by the city council or administration.

Each tool has a different purpose toward Plan implementation. Some suggest specific short term priorities, some are medium term policies and others involve on-going activities. The key tools are described below.

### *Land Use Regulations*

The primary tools for Plan implementation, such as the Zoning Ordinance and other land use regulations, are summarized below. The City also has a number of other codes and ordinances to ensure that activities remain compatible with the surrounding area, such as noise, blight and nuisance ordinances, and to control impacts on the environment and infrastructure.

**Zoning Map.** The intent is that changes to the zoning map over time will gradually result in better implementation of the objectives encouraged in the Future Land Use Map. In some cases, the City may wish to initiate certain zoning changes as part of an overall zoning map amendment. Other changes to the zoning map will be made in response to requests by landowners or developers. In those cases, City officials will need to determine if the time is proper for a change. A key point to remember is that the future land use plan is a long range blueprint: Implementation is expected, but gradually in response to needs, conditions and availability of infrastructure.

**Zoning Regulations.** Zoning regulations control the intensity and arrangement of development through standards on lot size or density, setbacks from property lines, building dimensions and similar minimum requirements. Various site design elements discussed in this Plan are also regulated through the site plan review process, which addresses overall site design for items such as landscaping, lighting, driveways, parking and circulation, access management, pedestrian systems and signs. Zoning can also be used to help assure performance in the protection of environmentally sensitive areas such as floodplains, state regulated wetlands and woodlands.

**Subdivision, Land Division and Condominium Regulations.** Subdivision, land division and condominium regulations control the manner in which property is subdivided in the City and the public improvements required to support the development. The distinctions are not always apparent once a project is built, but the approval procedures are different due to separate state statutes that govern the three types of land development/division in Michigan.

**Property Maintenance Code.** Property Maintenance Codes are often adopted as part of the State Building Code. However, since City building permits are issued through Crawford County, they should consider adopting maintenance standards into the zoning ordinance or general code of ordinances. Maintenance Codes

provide the City with enforcement powers to ensure that properties are maintained to the standards of the community.

**Development Review and Approval Process.** Most land development regulations are applied when new construction is proposed. Once proper zoning is in place, a site plan must be approved followed by approval of building and site engineering construction plans and then permits for construction. Buildings and sites are inspected and then occupancy permits are issued. Regulations are enforced through a combination of monitoring by City staff and in response to complaints.

**Form-Based Code.** Areas planned for more urban development may be more appropriate to regulate through form-based codes rather than traditional zoning ordinances. Form-Based Codes focus more on the building form than the land use, and strives to achieve a desired atmosphere first, and considers use as a secondary concern. They include very specific building regulations that ensure proper building placement relative to the public realm.

### ***Capital Improvement Plan (CIP)***

A CIP is a multi-year program that lists recommended improvements, timing, estimated costs and funding for infrastructure (streets, bikeways, sidewalks, sanitary sewers, waterlines, storm sewers and drainage) and community facilities (public buildings, fire, police and parks). Capital projects should be identified and constructed in a manner that helps support and promote desired development, and to meet the needs of residents and businesses already in the City. The number of projects and their timing is influenced by several factors, in particular the cost, need for environmental clearance or approval by other agencies, and funds available. For example, the amount of funding available from outside sources varies as new programs become available. Funding is also influenced by the timing of development (i.e. tax revenue), tax abatements, and other changes to the anticipated tax base.

### ***CDBG Program***

The Michigan Economic Development Corporation (MEDC) administers the Michigan Community Development Block Grant (CDBG) program. CDBG is a federal grant program utilizing funds received from the U.S. Department of Housing and Urban Development (HUD). Eligible economic development projects are those involving public infrastructure directly related to a for-profit private business location or expansion that will result in the creation and/or retention of permanent jobs, with at least 51% of the jobs held by low and moderate-income people. Eligible community development projects are those with economic development impacts that address critical infrastructure needs in communities with concentrations of low and moderate-income people.

### ***Additional Studies and Programs***

A variety of housing, economic development, informational and other programs and studies are or can be used by the City to assist with implementation of recommendations in this Plan. Programs targeted toward various neighborhoods could also be created to respond to specific situations such as traffic calming where traffic speeds or volumes are a concern.

There are numerous state and local programs that are viable implementation strategies for this Plan. Some of the available programs, which are described in greater detail in Chapter 8, are as follows:

- Corridor Improvement Authority.
- Neighborhood Improvement Authority.
- Brownfield Redevelopment Authority.
- Industrial Property Tax Abatements.
- Tax Increment Financing Authority.
- Local Development Financing Authority.
- Obsolete Property Rehabilitation.
- State Housing Development Authority.
- Downtown Development Authority.
- Neighborhood Enterprise Zones.
- Renaissance Zones.
- Tax Increment Financing Authority.
- Michigan Main Street Program

Additional studies and programs which may be useful in implementing this plan include:

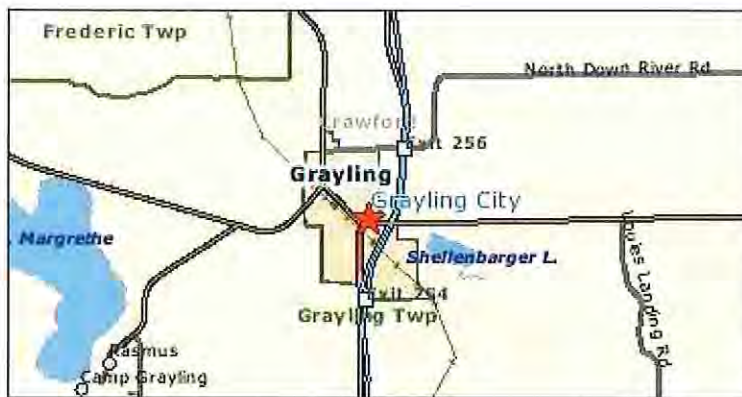
- Streetscape Plan - to address general road maintenance, design, gateway and road character issues.
- Residential façade loan program - to assist residential landowners with property improvements, similar to the assistance currently offered to commercial landowners.
- Commercial Market Analysis - to assess existing need and supply for various business uses.
- Tax abatement program - to encourage industrial development and modernization.
- Access Management Plan - to determine needed driveway consolidation, service drives or other measures necessary to maintain the safety and efficiency of Grayling's primary commercial corridors.
- Parks and Recreation Plan - to address existing and future recreation needs, and determine priorities and mechanisms for implementation.
- Pathways Plan - to inventory existing sidewalks, pathways and greenways throughout the City and to identify and prioritize needed improvements.



## Executive Summary

The following summarizes the content and recommendations offered in the Master Plan for the City of Grayling. It is not intended to provide the level of detail found in the plan, but it provides a brief guide to citizens seeking basic details about the plan. Anyone using the executive summary must consider that much more information, analysis and descriptions of recommendations and future land uses are provided in the full text of the Plan.

## Introduction to the City of Grayling



The City of Grayling is a small community located in northern Lower Michigan, in Crawford County. Grayling draws on its accessibility, natural features and strong community spirit as it continues to grow. With direct access from I-75 and M-72, Grayling proclaims to be the “Gateway to the North,” providing convenient services and activities for residents, travelers and tourists.

As with many communities in northern Lower Michigan, Grayling began as a logging town. Early settlers were drawn to the towering pine trees and river access provided by the Au Sable and Manistee Rivers. Today, much of this history is celebrated through annual events and local attractions that honor the traditions of the past.

This plan directs the intensity and arrangement of various types of land uses and promotes design that complements the character of the City. The plan strives to provide a complementary mix of land uses intermingled with natural features to create an attractive, sustainable community that offers a high quality of life for residents.

The master plan represents a year long effort by the Planning Commission, City officials and residents. Development of the plan involved collection and analysis of data on population, land use, environmental, transportation, infrastructure and socioeconomic conditions. The recommendations of the plan are based upon this information and input from the public.

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## Community Profile

The first step in the planning process was to review the community demographics to identify trends in housing, population and the economy. This information was then considered by the Planning Commission during development of this plan. Some key findings are listed below:

- **Population.** According to Grayling city Census 2010 results, the population of the area was approximately 1,884 people. From 2000 to 2010, the Grayling population growth percentage was -3.6% (or from 1,952 people to 1,884 people.)
- **Education.** The overall education level in the City increased between 2000 and 2010. Furthermore, the proportion of City residents that had at least some college education slightly increased from 41% in 2000 to 42% in 2010, and the proportion that had college degrees remained the same at 18%.
- **Age Distribution.** 2010 Census, 27% of the population is 19 years of age or younger, 52.3% is 20 to 64 years of age and 20.7% is 65 years or older.
- **Employment.** Retail Trade and Service jobs have historically been the predominant employers. In 2010, the leading job class in the City was Services, employing 58.8% of residents.
- **Unemployment.** In 2010, unemployment rates for the City were consistent with the County average of 13.0%, which was higher than the State average of 12.7%.
- **Income.** In 2010, income levels fell below the State average of \$48,869, the lowest of all communities examined (see Chapter 3 for complete analysis), with 33% of individuals and 29.6% of families in Grayling reporting income levels below the poverty level.
- **Household Size.** The City's average household size is greater than in previous years. The average household size increased from 2.24 in 2000 to 2.27 in 2010. Grayling's average household size was lower than State and County averages, 2.49 and 2.31 respectively.
- **Housing.** The City has a higher percentage of owner-occupied homes at 51.3% than renter occupied homes at 48.7%.
- **Housing Values.** Housing values for the City have decreased since 2000 from \$62,400.00 to \$55,982.00 in 2012.
- **Age of Housing.** Over half of the housing units in the City were built before 1959.

## **Existing Land Use**

The existing land uses in the City were identified from physical surveys conducted by the Northwest Michigan Council of Governments, and were verified by the City of Grayling. This information shows how land is being used in Grayling today. Existing Land Uses in Grayling are shown graphically on **Map Two: Existing Land Use**, and include the following categories, described further in Chapter Five.

- Single Family Residential.
- Multiple Family Residential.
- Commercial.
- Central Business District.
- Industrial.
- Institutional.
- Recreation.
- Wetlands, Lakes and Rivers.
- Undeveloped.

## **Goals and Recommendations**

The primary purpose of this Master Plan is to give direction about the future use of land in Grayling. For the Plan to work effectively, it must reflect the views of the people who live, work and own property in the City. This involves obtaining a consensus on a wide variety of issues through a citizen participation process. The goals listed below reflect public feedback gathered through a community-wide survey. Recommendations to support these goals are listed in Chapter Two.

### **Overall Land Use:**

- Create a diversified and balanced mixture of land uses that will support the economic vitality, tax base, and livability of the City.
- Promote redevelopment of vacant lots and dilapidated sites that would not otherwise be used into new buildings and uses, to maximize the desirability and tax base of the City.

### **Residential:**

- Encourage in-fill development within existing neighborhoods that is consistent with the established character of the City.
- Provide high quality residential opportunities for current and future residents of Grayling, regardless of age, income, lifestyle, physical capability or household type.
- Promote the preservation of existing residential structures rather than complete reconstruction.
- Ensure that rental housing units are maintained and remain an asset to the community.

**Commercial:**

- Create vibrant, visually attractive commercial development that is consistent with the City's established character and that provides a wide range of goods and services.
- Promote commercial development, redevelopment and business expansion that supports full employment of all residents and that provides income opportunities above the poverty level.
- Coordinate economic development efforts with other communities, the County and State, and enlist the resources and assistance from local and state agencies, organizations and advocacy groups to promote a positive and strong image for the Grayling area.
- Create a lively downtown environment that has a good variety of businesses and maintains historical character and aesthetics of the City.

**Industrial:**

- Locate industrial land uses within existing industrial parks, where they can best be served by existing infrastructure.

**Medical Cottage Industry:**

- Encourage continued growth in the medical industry, while maintaining the integrity of local neighborhoods, in order to sustain the local economy by providing valuable jobs and services to the community.

**Environmental:**

- Provide local services that encourage environmental stewardship and engages local citizens in preservation efforts.
- Protect and improve the quality of existing natural resources and protect Historical areas.
- Encourage integration of natural features into site development as aesthetic and functional features, while protecting and improving their quality.

**Transportation:**

- Create a safe and coordinated transportation system adequate to support existing and future land uses, and economic vitality that balances traffic needs with actions to ensure the City remains an attractive place to live.
- Improve the visual appearance of the City through street and related improvements.

**Community Facilities:**

- Promote the Grayling area as an attractive place to live and visit that provides a wide range of recreation opportunities to its residents, vacationers and tourists alike.

## Natural Features Protection Plan

Protection of City resources requires the adoption of policies directed toward the specific resource issue including drainage, groundwater quality, natural topography, and vegetation. Resource protection regulations can be incorporated in subdivision, zoning, and other special purpose regulations. Some of the options for protecting natural features during the development process are described below:

- **Natural Feature Setback.** The City should ensure local zoning standards require an appropriate building setback from the Au Sable River, other water bodies, and wetlands. Though the majority of land in Grayling is developed, the City should apply this mechanism to any redevelopment of land.
- **Storm Water Management.** Storm water drainage can be managed by the installation and improvement of storm water drainage systems through preservation of natural drainage ways, and by onsite storm water detention with controlled discharge. A comprehensive approach to storm water management should encourage the preservation of existing natural features that perform storm water management functions, minimization of impervious surface, direction of storm water discharge to open grassed or natural areas and careful design of erosion control mechanisms.
- **Overlay Zoning District.** Within areas identified as having significant and fragile natural resources, lower impact/density development is recommended. Impacts to natural areas can be minimized through overlay zoning districts that limit the intensity of development and/or require clustered development to preserve these critical natural areas. Other requirements, such as protection of significant woodlots, vegetative corridors, or other significant environmental areas can also be incorporated into the overlay district, or may become part of a general natural resource ordinance.

## Community Facilities Plan

**Parks and Recreation.** Grayling is committed to providing enhanced recreation to all residents. During development of this plan, the following priorities were established for recreation:

- Consider providing additional non-motorized paths and trails, including connections between existing regional trails.
- Study local roads and needed connections with regional trail systems to identify areas where the City can improve the trail network and bring traffic into the City. Seasonal parking areas could also be established to help accommodate the large number of snowmobiles that often gather at various locations.

- Consider ways to provide indoor recreation. Due to the high costs associated with indoor recreational facilities, the City should consider participating in regional efforts and partnerships aimed at providing indoor recreation, and should consider this a long-term goal.
- Promote the recommendations of the Community Recreation Plan, especially as it relates to improvements to the Au Sable River City Park, and establishment of a North Town Recreation Nature Park and Central Residential City Youth Park.

**Utilities.** Because the City is mostly developed, Grayling's water and sewer systems are currently adequate. This plan recommends the City position itself to provide additional system capacity in the event any larger-scale redevelopment, or land annexation occurs.

## Transportation Plan

**Roadway Improvements.** The City of Grayling has identified the following road improvement projects that should be considered:

- **I-75 Interchanges.** Seek to expand access options into the City from the I-75 freeway through expanded interchange designs at N. Down River Road and at the south end of the I-75 Business Loop.
- **Norway Street.** The City envisions a streetscape along Norway that is similar to the recent improvements along Michigan Avenue, to connect the two areas, while providing a catalyst for redevelopment.

**Residential Roads.** Construct new residential roads to a width that is adequate for safe travel, but not unnecessarily wide. Existing roads that experience excessive speeding and safety concerns can be retrofitted with traffic calming elements. For example, a road can be restriped to help narrow the driver's focus and instinctively slow their speed of travel.

**Transportation Management.** Transportation management can help relieve congestion of the street system by giving people other travel choices, such as transit or walking. Access management, intelligent transportation systems such as coordinated traffic signals or integrated highway signage, street connectivity, and even coordinated work hours can all contribute to a more efficient system if applied properly.

**Traffic Calming.** Where high volumes and speeds exist, traffic calming measures may help keep driver speeds at an appropriate level. Physical changes in the road design can affect the driver's psychological frame of mind, causing them to intuitively reduce their speed of travel. Some of the common traffic calming measures, more specifically described in Chapter Seven, include street narrowing, slow points, or chokers, medians and boulevards and perimeter treatments.

**Access Management.** Access management guidelines have two primary functions, to protect the public investment in the roadway by minimizing congestion and crash potential and to provide property owners with reasonable access to property. Access management looks at the number of access points, sight distances and driveway spacing and seeks to provide reasonable and safe access. This can sometimes require use of side streets or service drives for access, and may limit the number and location of driveways if a proposed location will present conflicts with the existing road system.

**Traffic Impact Analysis.** Traffic impact studies allow for the evaluation of a development's potential impact on the local road system and the identification of roadway improvements needed to mitigate the traffic impact, such as adding additional turn lanes or re-timing a traffic signal. A detailed traffic impact statement should be required for larger developments that will generate higher volumes of traffic, such as more than 100 peak hour directional trips or 750 or more trips on an average day.

**Streetscape.** Significant road corridors in the City must be treated as design elements that represent the quality and character of the City. Elements such as landscaping, ornamental lighting, community signage and entrance design should be incorporated into any road reconstruction project.

## Critical Issues Analysis

During the development of this plan, the Planning Commission discussed various issues that required a detailed review to identify recommendations for addressing them. The critical issues identified for additional discussion include:

### City-Wide Issues.

- **Identity.** Coordinated entry signs and associated landscaping should be implemented.
- **Economic Development.** Chapter Eight identifies several State and Federal assistance programs that can be used to attract new economic growth and strengthen the housing stock in the City.

### DDA District.

- **Build Upon Previous Efforts.** A baseline for any downtown redevelopment efforts should follow the Downtown Market Study for the DDA, developed by the Anderson Economic Group and Gosling Czubak Engineering Sciences in 2004. This study is described in Chapter Eight.
- **Municipal Parking.** To address the need for additional parking near the central business district, the City is continuing working towards providing permanent municipal parking options in and around the downtown area.
- **Signage.** A coordinated signage program for the City should draw upon Grayling's history, as well as the historic character of downtown buildings.
- **Agency Coordination.** There are at least seven agencies and organizations in the region that seek to improve the business community in Grayling. Local organizations and agencies should be coordinated to provide the most cost effective service to the community and to prevent duplicative efforts.
- **Retention of Anchor Tenants.** As the catalyst for additional business, the City must recognize and seek to maintain existing downtown anchors, including the Crawford County Building/Jail and U.S. Post Office, both of which bring daily traffic to the CBD that often benefits other shops and destinations downtown.
- **Regulatory Change.** The City should review its zoning ordinance and other regulations to ensure they are suitable to the downtown. Recommended changes include development of more specific regulations that address the unique needs of the CBD, including specific parking regulations that consider shared or municipal parking and on street parking.
- **Promote Downtown Activities.** The Grayling region could benefit from additional festivals and other activities related to the Independence Day holiday. Grayling should draw upon current



success of the Au Sable River Festival to increase tourist activity in the City by either increasing the magnitude of events to showcase the City's downtown, or by extending the number of events to include Independence Day celebrations.

- **Economic Development.** Though an overall goal for the City, the downtown is also in need of economic development attention. The State of Michigan has identified Grayling as both a "Core Community" and an "Eligible Distressed Area" which qualifies it for additional financial and program assistance. The City should capitalize on these programs as much as possible to improve the central business district. In 2014 the City of Grayling became a Select Level Main Street Community through the Michigan Main Street program. The Michigan Main Street program offers many opportunities for assistance with economic development and revitalization.

### **Hospital Complex**

- **Review Land Consolidation Laws.** The City should consider adopting a specific land consolidation ordinance to regulate the anticipated need to combine platted lots and consolidate land for redevelopment.

### **Commercial**

- **Promote Regional Economic Strengths.** The strengths of the Grayling economy lay in the medical and tourist industries, and the area is ripe to receive up to 1,000 additional jobs in professional/white-collar positions. The City also boasts a strong lumbering industry and is the County seat. These attributes should be sold to attract large employers or educational facilities that will further boost the local economy.
- **Recruit Large-Scale National Retailers.** The City recognizes citizen support for large-scale commercial uses, and seeks to provide for their development, in locations that do not detract from the downtown or the overall character of Grayling.
- **Consider Annexation to Industrial Park.** Expansions of the commercial economy in Grayling will lead to a need for additional land. Grayling should continue to explore the possibility of land annexation into the City. While annexation is not a current priority, the need for additional land is likely to arise in the future.
- **Explore Wireless Cable Access.** As cable franchise agreements near the expiration of their term, City officials should make a priority to negotiate new wireless access to the area.

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## Neighborhoods/Residential Needs.

- **Increase Density.** The City should review their current ordinance regulations to ensure they permit expansion of residences to allow for above-garage units or mother-in-law apartments which could serve future residents.
- **Encourage Improvements to Multiple-Family Structures.** The City should continue to encourage proper maintenance of residential buildings through code and ordinance enforcement. Establishment of a low interest loan program for rental properties should also be investigated.
- **New Residential Development.** Any new single-family residential development should incorporate open space areas, a interconnected street pattern, and attractive landscaping and buffers.
- **Infill Development.** Design guidelines and zoning standards should be established for new construction and renovation of existing structures within the City's central neighborhood. These standards can address issues such as scale, proportion, window openings, exterior materials, etc. and respect for the architecture of surrounding buildings.
- **Neighborhood Revitalization.** As with economic development, there are a number of State and Federal programs, described in Chapter Eight, aimed at improving the quality and affordability of housing. The City should continually seek funding sources and programs that will further its goals toward improved residential housing in Grayling.
- **Continuum of Housing.** The City must ensure a proper continuum of housing opportunities are offered that provide a range of services and assistance to address the needs of an aging population. The various housing types typically in demand are detailed in Chapter Eight.
- **Establishment of Rental Property Regulations.**

## Future Land Use

The future land use plan establishes land use categories, identifies the location of planned land uses and provides strategies for implementation. This section also provides a rationale for the placement of preferred land uses and the intensity of those uses. The future land use plan serves as the primary policy guide for future land use decisions, investment in public improvements and coordination of public improvements and private development.

The future land use plan for Grayling has been developed to accommodate the range of housing and commercial services needed to serve residents, and to preserve the values held closely by City residents. Future Land Use categories are briefly described below (with more detail offered in Chapter Nine), and illustrated in **Map Seven: Future Land Use Map**.

**Low Density Residential.** This category is intended for large-lot residential land uses that contain natural features, and correlates to the proposed R1-A zoning district.

**Moderate Density Residential.** The predominant land use in the City falls within this category. This category correlates to the City's R1-B zoning district and includes most of the residential land located in the City's central neighborhood.

**High Density Residential.** This designation includes high density single-family as well as attached condominiums and apartments, and coincides with the proposed R-2 and R-3 zoning districts. This category includes existing residential uses on the smallest allowable lots. Some existing buildings have also been converted to multiple-family buildings, which is encouraged to continue, provided the homes retain their existing character.

**Central Business District.** This category relates to Grayling's downtown area, generally described as the area along Michigan Avenue between Spruce Street and the railroad tracks.

**Medical Cottage Industry.** This area is located near the existing hospital and medical complex located on Michigan Avenue. Future development in this area will be subject to the C-2 zoning district.

**Neighborhood Commercial.** Areas categorized as Neighborhood Commercial relate to the City's C-1 zoning district, and are intended to accommodate small-scale commercial uses that serve the residents of Grayling.

**General Commercial.** The City's General Commercial areas are intended to serve larger tenants, or those drawing from a more regional market. This category relates to the City's C3-A and C3-B zoning districts.

**Industrial.** Industrial uses in Grayling will generally be directed to the City Industrial Park, located at the south end of the City.

**Institutional.** Areas designated as Institutional are scattered throughout the City and generally include established civic uses, such as churches, schools and other public buildings.

**Recreation.** This category includes locations designated for recreation facilities and neighborhood parks. This includes the Au Sable River City Park, open spaces such as those on Industrial Street and in North Town Recreation Nature Park, near the fish hatchery, as well as the Grayling Country Club.



Dear Community Member,

The City of Grayling is in the process of updating their Master Plan. The Master Plan is the base for building/improving the City. . Your answers will help influence programs to be done in the City. We are asking if you would please complete this survey and return it to City Hall by Sept. 19<sup>th</sup> 2013. You may hand deliver or mail your survey to 1020 City Blvd., Grayling, MI 49738. If you have any questions please call 348-2131

Thank you for your assistance in helping to plan Grayling's future!

Doug Baum  
City Manager/Police Chief

**SECTION ONE: BACKGROUND INFORMATION**

**INTRODUCTION**

This survey consists of six sections. If you choose to give your name and address we will not share your information with anyone. Individual survey responses will be kept private and only survey totals will be made public.

Are you a...(please check only *ONE* box)

- 58.32% A resident of the City of Grayling
- 23.53% A business owner in the City of Grayling
- 5.88% Both a business owner and resident in the City of Grayling
- 11.76% Neither a business owner nor a resident in the City of Grayling

1. If a business owner, is your business in "downtown" Grayling?

Yes 30.95% No 69.05%

2. How long have you owned your business?

Average of 19.37 years

3. What type of business do you own?

Retail 20% Professional Services 40% Restaurant 5% Trade/Contractor 5% Other 30%

4. Do you belong to: (Check all that apply)

Downtown Development Authority 8.51% Grayling Regional Chamber of Commerce 57.45% Grayling Promotional Association 19.15%  
Other 14.89%

**RESIDENT DEMOGRAPHICS**

1.1 How long have you lived in the City of Grayling?

Less than 2 years 3.13% 2 to 7 years 14.58% 8 to 15 years 17.71% Over 15 years 64.58%

1.2 Do you rent or own your home? Rent 1.15% Own 98.85%

1.3 How many people live in your household? Average of 1.75

1.4 Are you a registered voter in the City of Grayling? Yes 87.88% No 12.12%

1.5 What is your occupational status?

Retired 49.46% Working 45.16% Domestic Homemaker 0% Other: 5.38%

1.6 If working and you reside in the City, where are you employed?

City of Grayling 47.87% Elsewhere in Crawford County 13.04% Neighboring County 13.04% Camp Grayling/Mates 4.35% Other 21.74%

1.7 What is your age? Under 19 0% 19 to 29 1.14% 30 to 39 13.64% 40 to 49 7.95% 50 to 59 26.14% 60 or over 51.14%

## SECTION TWO: CITY PROGRAMS & SERVICES

2.1 Of the following enforcement issues, which is of greatest concern to you?

- 24.11% Property maintenance (i.e. mowing the lawn, painting the house, et.)
- 17.02% Removal of unlicensed vehicles
- 49.65% Demolition of unsafe, obsolete residential and commercial buildings
- 9.22% Other \_\_\_\_\_

How strongly do you agree/disagree with the following statements about City policies? Please circle your response.

Policy	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
2.2 I would support garbage collection user fees.	9.52%	15.87%	26.19%	15.08%	33.33%
2.3 The city should encourage additional business enterprises that will provide a competitive marketplace and make available more choices of goods and services.	62.22%	28.15%	7.41%	1.48%	.74%
2.4 The City should concentrate on supporting and maintaining existing, established businesses.	45.45%	31.81%	19.70%	2.27%	.76%
2.5 I support the City's efforts to revitalize the central business district (i.e. Michigan Ave.) through additional shopping, restaurants and night life	49.63%	31.11%	15.56%	2.22%	1.48%
2.6 The City should attract Big Box retail stores.	30%	29.23%	21.54%	10%	9.23%

## SECTION THREE: CITY PARKS

3.1 Should the Parks program in Grayling be expanded?

Yes 55.04% No 44.96%

3.2 Does the city need Pocket Parks

Yes 34.23% No 65.77%

3.3 Should access to the river be preserved to allow for public utilization.

Yes 96.21% No 3.79%

3.4 Does the City need additional indoor recreational facilities?

Yes 61.16% No 38.84%

3.5 If yes, recommendations:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

## SECTION FOUR: RESIDENTIAL DEVELOPMENT

4.1 If the expected population growth of Grayling is greater than what can be accommodated in current housing, which ONE of the following do you think should be built to best accommodate them?

- 36.75% Single-family residences
- 13.86% Duplex residences
- 24.70% Apartment dwellings
- 10.84% Mixed-use (i.e. 2<sup>nd</sup> floor residential over business)
- 13.86% Townhouses

4.2 In order to promote more housing development should the city aggressively pursue purchasing of existing, obsolete residential properties for sale to private developers?

Yes 60.34%

No 39.66%

4.3 Do you think there are enough housing options available for senior residents?

Yes 47.56% No 52.54%

How strongly do you agree/disagree with the following statements about residential development in the City of Grayling? Please circle your response.

Policy	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
4.4 The City should pursue programs to encourage and Support single-family home ownership.	31.54%	39.23%	22.31%	4.63%	2.31%
4.5 Multiple-family housing should be built in the same Neighborhoods as single-family ownership.	3.88%	17.05%	32.56%	27.91%	18.60%
4.6 I prefer to see existing homes restored rather than Seeing them torn down and rebuilt.	23.85%	33.08%	30.77%	9.23%	3.08%
4.7 The City should accommodate future population growth, Even if it means developing multiple-family homes.	15.52%	25.87%	31.03%	21.55%	6.03%
4.8 Homes on larger lots are needed to attract more residents To the City, even if they are more expensive to purchase.	46.15%	25.38%	49.23%	16.92%	3.85%

### SECTION FIVE: TRANSPORTAION

- 5.1 Would Grayling benefit from increased access to I-75?  
 Yes 68.66% No 10.45% Unsure 20.90%
- 5.2 Would access to I-75 at North Down River Road in both the North and South directions be beneficial?  
 Yes 71.85% No 11.11% Unsure 17.04%
- 5.3 Do you...(check one)  
 72.41% Drive to work  
 2.59% Take public transportation  
 7.76% Bike or walk  
 17.24% Other \_\_\_\_\_

How strongly do you agree/disagree with the following statements about transportation in the City of Grayling? Please circle your response.

Policy	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
5.4 The City should pursue additional walking paths.	23.30%	25.56%	26.32%	18.80%	16.02%
5.5 The City should enhance bike utilization along City streets	21.48%	27.41%	27.41%	17.78%	5.93%
5.6 The City should pursue additional bike paths	23.13%	16.12%	29.10%	14.18%	7.46%
5.7 Traffic congestion is a problem in the City	24.06%	30.88%	22.56%	18.05%	4.51%

### SECTION SIX: OVERALL GROWTH

6.1 What do you want the City of Grayling to be known as?

Residential community 17.24% Tourist/Recreational 39.41% Commercial/retail center 13.80% Military town 12.32% Historical 13.80%  
 Other: 3.45%

6.2 What do you think is the biggest draw to our Community?

6.3 How should the Bear Archery property be developed?

- 29.79% Big box retail stores
- 28.367% Specialty stores/small retail shops
- 9.22% Single-family residential homes
- 21.99% Residential condominium complex
- 10.64% Other

6.4 Do you believe the City needs to acquire land to accommodate future growth?

- Yes 50%
- No 50%

6.5 If so, what should acquired land be used for?

- 12.18% Higher-value single-family homes on larger lots
- 10.43% Condominiums, duplexes, triplexes, and quadplexes
- 9.57% Multiple-family housing, including apartments with 12 or more units per building
- 16.52% Industrial Business
- 36.52% General commercial business
- 14.78% Other \_\_\_\_\_

6.6 Other:

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

How strongly do agree/disagree with the following statements about overall growth in the City? Please circle your response.

Policy	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
6.7 Protect private property rights over community interests.	25.98%	32.28%	33.07%	7.87%	.79%
6.8 Any new construction would be good for the City.	24.03%	39.53%	27.91%	6.20%	2.33%
6.9 The City should take a more aggressive approach to Enforcing land use and zoning regulations.	16.40%	26.56%	43.75%	10.94%	2.34%

### SECTION 7: INFORMATION

7.1 What do you use a primary source of information for community events?

- 15.19% Grayling Regional Chamber of Commerce
- 50% Crawford County Avalanche
- 4.43% Grayling Visitors Bureau Website
- 7.59% The Weekly Choice
- 8.23% Radio
- 14.56% Other \_\_\_\_\_

7.2 Would you be interested in volunteering with events?

Yes 18.66% No 81.34%

7.3 If yes,

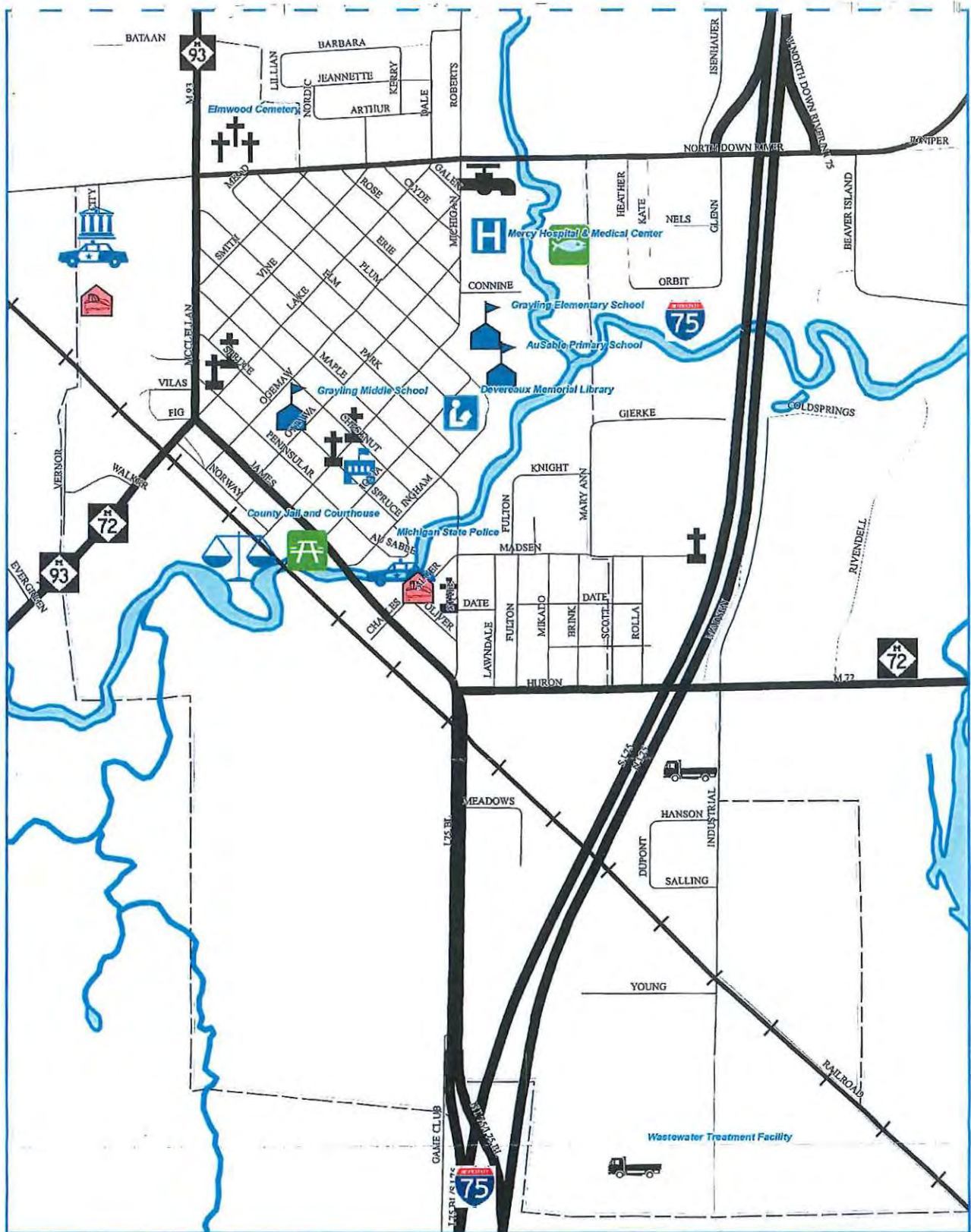
Name: \_\_\_\_\_

E-mail: \_\_\_\_\_

General Comments: Please indicate any other comments, concerns, or suggestions related to land use, development and improvement that you may have for the City Planning Commission or City Council.

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_





Map Five

# Community Facilities

City of Grayling Master Plan

- |                     |                       |                   |
|---------------------|-----------------------|-------------------|
| Cemetery            | Dept. of Public Works | Park              |
| City Administration | Fire Station          | Places of Worship |
| City Well           | Fish Hatchery         | Police            |
| Jail and Courthouse | Hospital              | School            |
|                     | Library               | Post Office       |



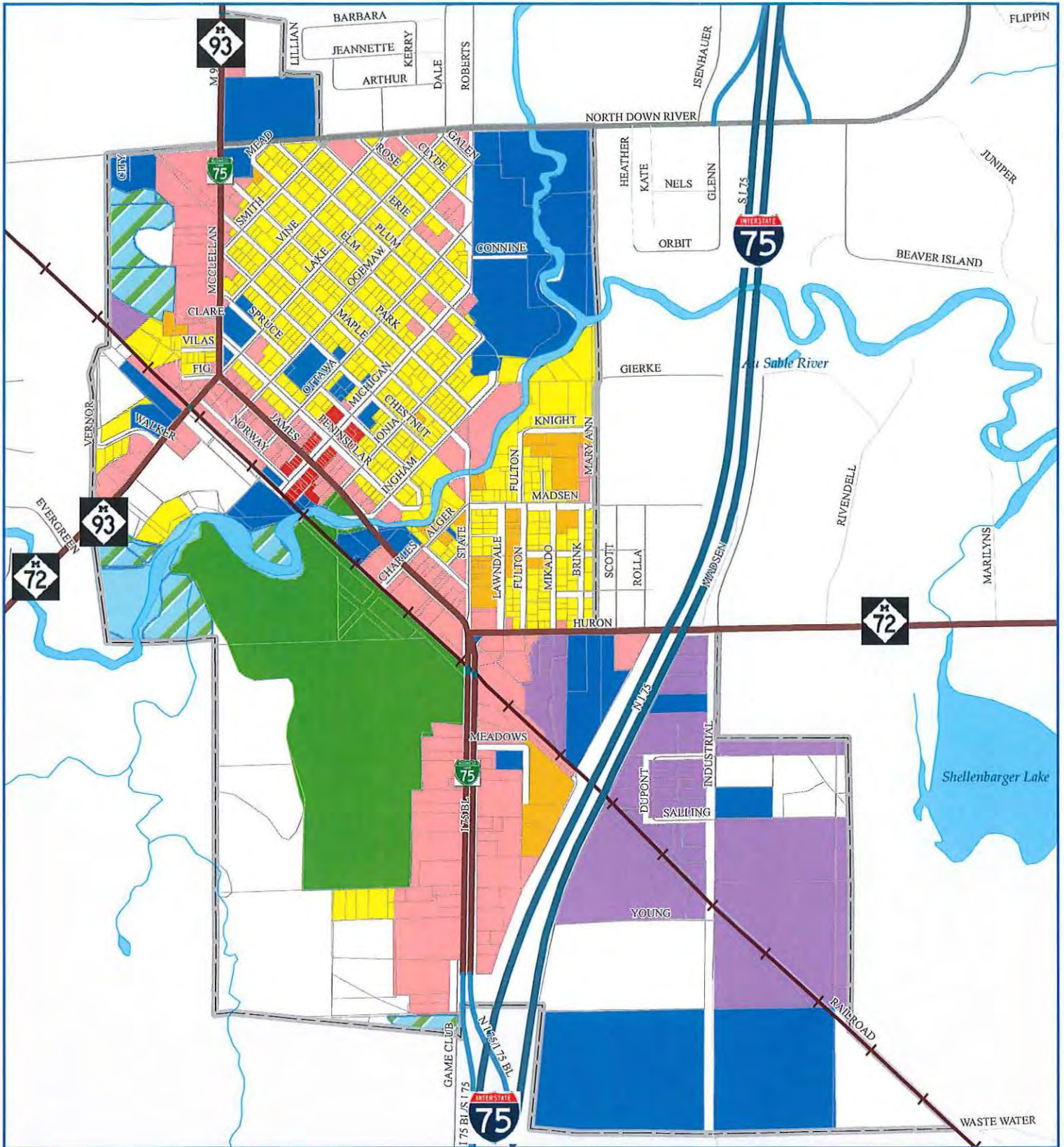
April 2008

Data Sources: MCGI, Crawford County GIS



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Map Two

# Existing Land Use

City of Grayling Master Plan

- |   |  |
|---|--|
|  Single Family Residential |  Institutional                    |
|  Multi-Family Residential  |  Recreation                       |
|  Commercial                |  Wetlands (wooded and non-wooded) |
|  Central Business District |  Lakes and Rivers                 |
|  Industrial                |  Vacant                           |



January 2014

Data Sources: MCGI, Crawford County GIS

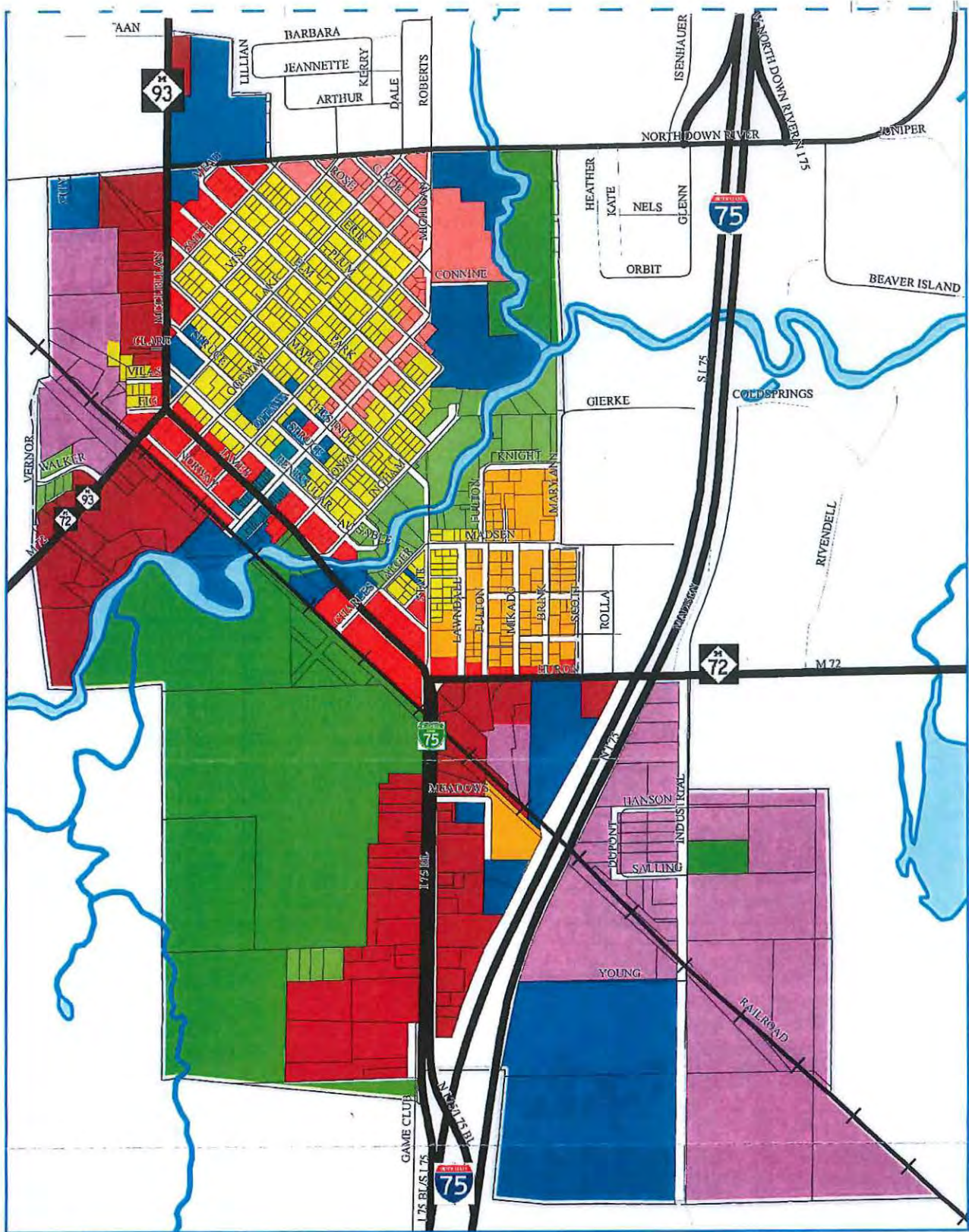
Wetland boundaries are approximate and should be verified by official survey for site-specific matters.



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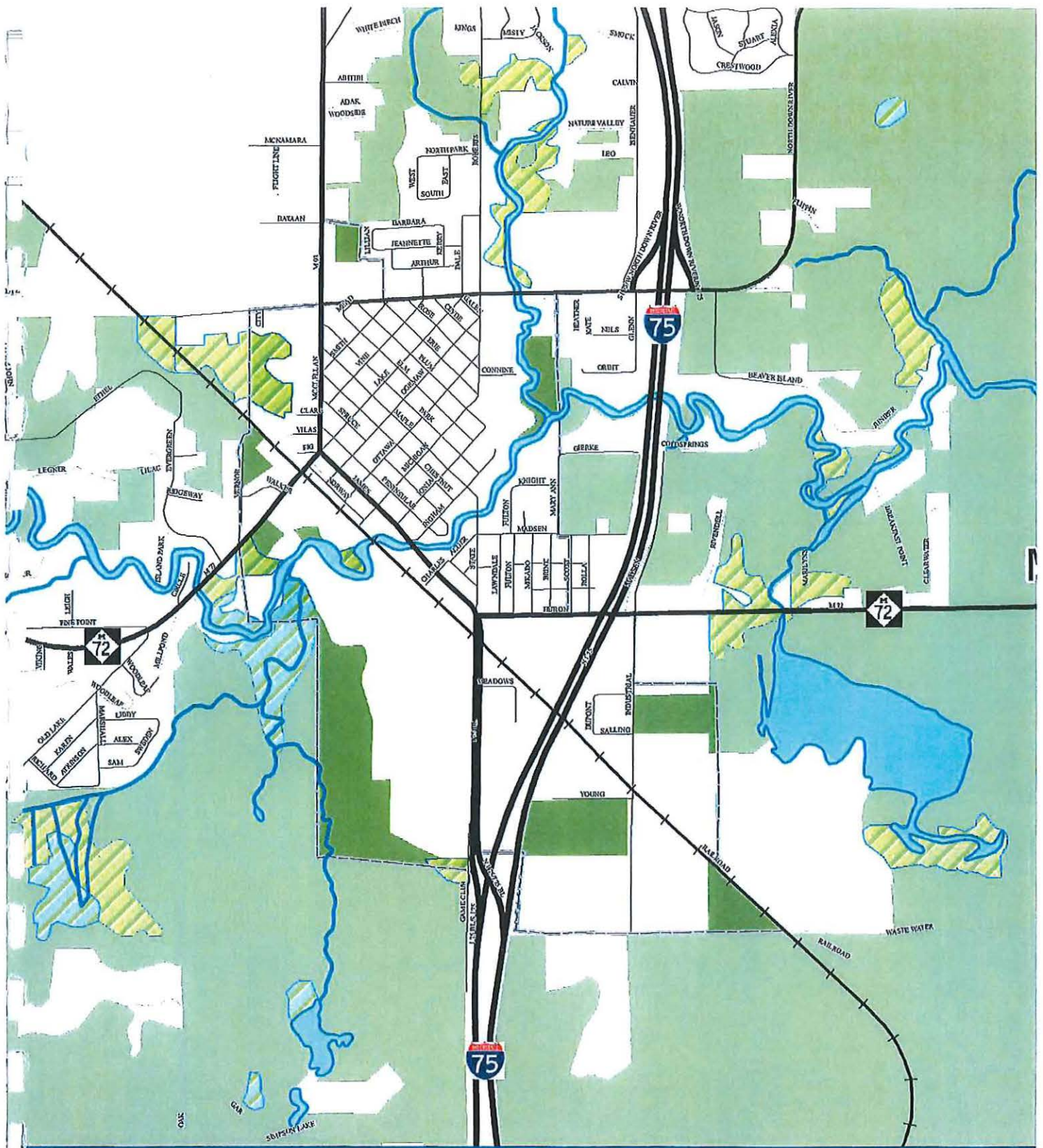
Map Seven

# Future Land Use

City of Grayling Master Plan

- |  |   |
|--|---|
| <span style="color: green;">■</span> Residential Low Density     | <span style="color: blue;">■</span> Central Business District |
| <span style="color: yellow;">■</span> Residential Medium Density | <span style="color: pink;">■</span> Medical Cottage Industry  |
| <span style="color: orange;">■</span> Residential High Density   | <span style="color: lightblue;">■</span> Other                |
| <span style="color: red;">■</span> Commercial Neighborhood       | <span style="color: purple;">■</span> Industrial              |
| <span style="color: darkred;">■</span> Commercial General        | <span style="color: cyan;">■</span> Institutional             |
|  | <span style="color: green;">■</span> Recreational             |





Map Three

# Natural Features

City of Grayling Master Plan

- City Limits
- Railroads
- Roads
- Non-wooded Wetland
- Wooded Wetland
- Woodlands (non-wetland)
- Lakes and Rivers



April 2008

Data Sources: MCGI, Crawford County GIS

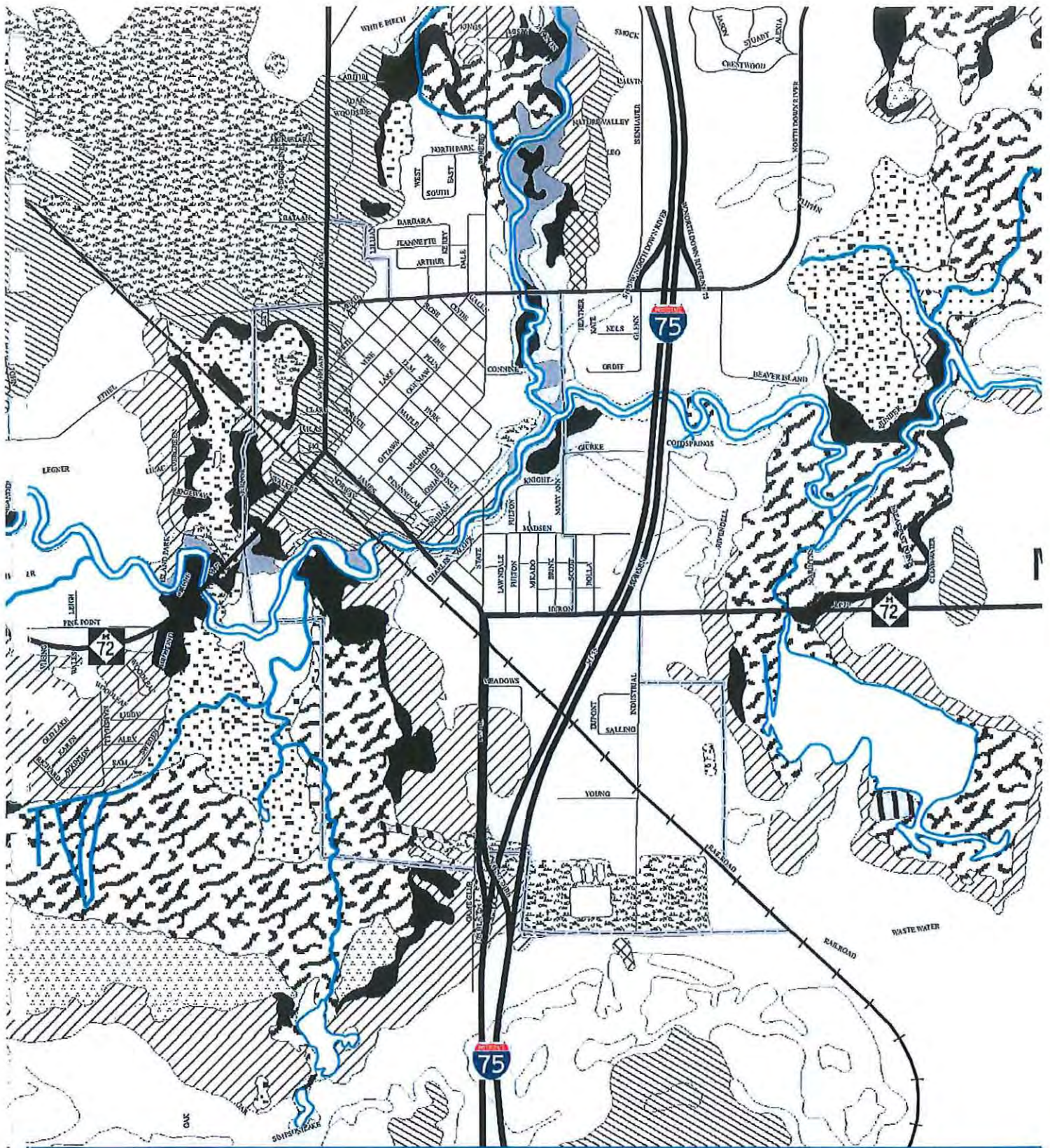
Wetland boundaries are approximate and should be verified by official survey for site-specific matters.



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Map Four

# Soil Classifications

City of Grayling Master Plan

- |             |                         |           |              |
|-------------|-------------------------|-----------|--------------|
| — Roads     | <b>Soil Composition</b> | GRAYCALM  | PITS, BORROW |
| — Railroads | AQUENTS                 | GRAYLING  | RUBICON      |
| City Limits | AU GRES                 | KINROSS   | UDIPSAMMENTS |
|             | AUSABLE                 | LEAFRIVER | WATER        |
|             | CROSWELL                | LUPTON    |              |



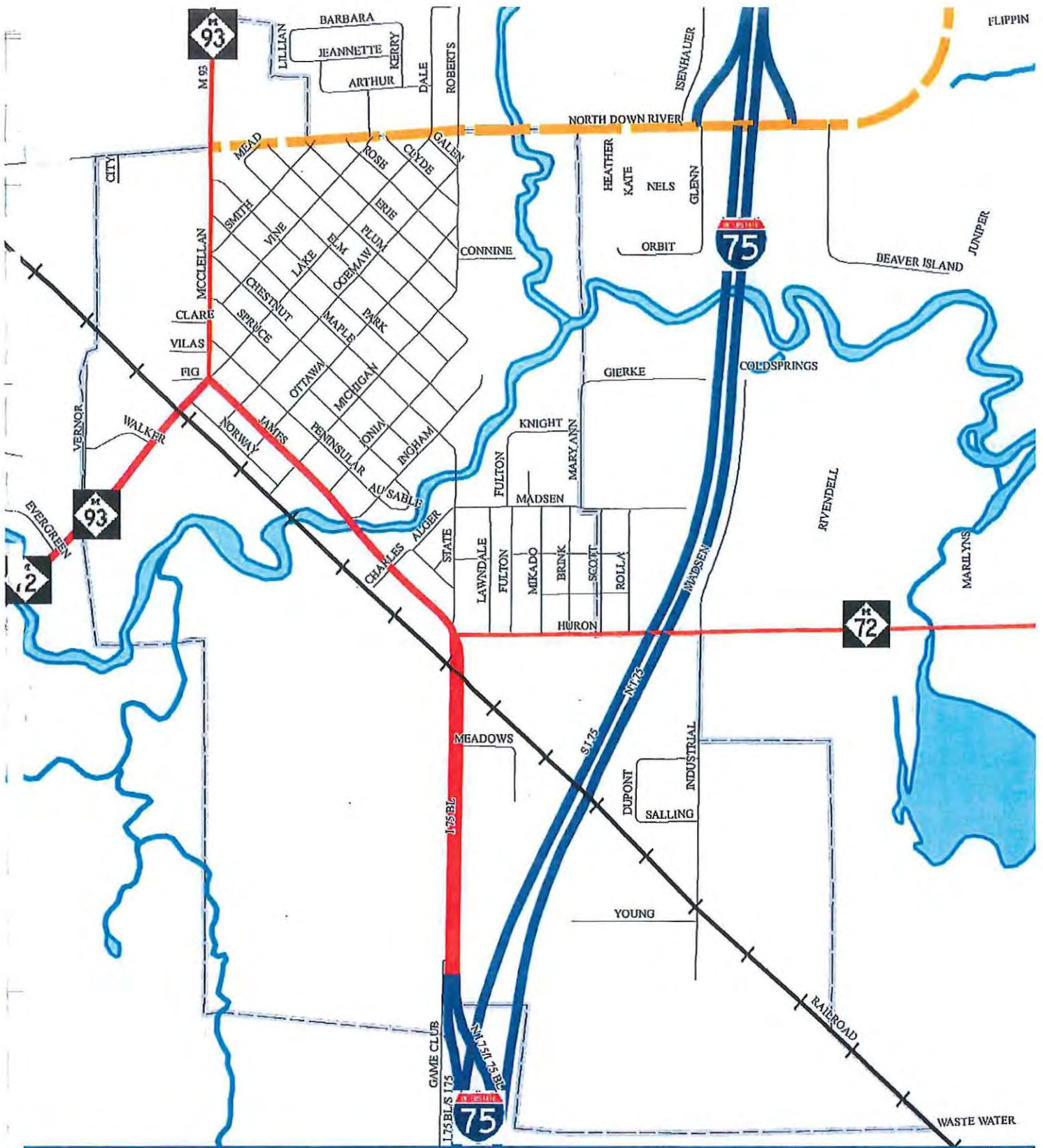
April 2008  
Data Sources: MCGL, Crawford County GIS

0 500 1,000 2,000  
Feet



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Map Six

# Transportation

City of Grayling Master Plan

- |  |             |  |                    |  |                 |
|--|-------------|--|--------------------|--|-----------------|
|  | City Limits |  | Interstate         |  | Minor Arterial  |
|  | Railroad    |  | Principal Arterial |  | Major Collector |
|  | Local Road  |  |                    |  |                 |



April 2008  
Data Sources: MCGL Crawford County GIS



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