



# VILLAGE OF EASTLAKE

## Master Plan and Recreation Plan

February 2012

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**Northwest Michigan  
Council of Governments**

Workforce • Business • Community

*Prepared by:*

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# Eastlake Village Master Plan & 5-Year Recreation Plan

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# Chapter 1: Introduction

Since it was founded in the 1870's, the Village of Eastlake has changed from a bustling lumber town to a quiet residential community along the shores of Manistee Lake. With close connections to industrial activity along the shoreline and with the City of Manistee, the Village is known as a bedroom community with access to incredible fishing and boating opportunities, a small town atmosphere, and historic character and heritage.

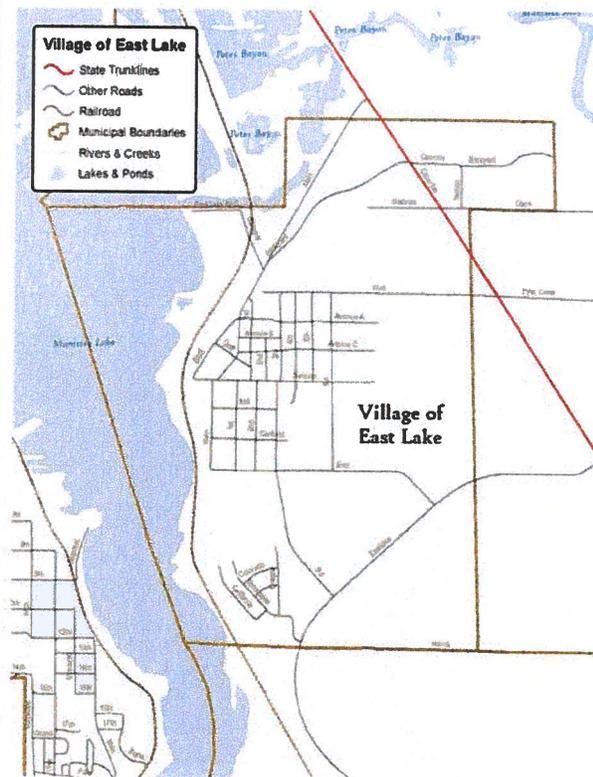
To ensure that Eastlake's cherished qualities are preserved and maintained, while allowing for added investment that will enhance the local economy and quality of life, the community must plan and prepare for change.

The purpose of the Eastlake Village Master Plan is to set forth a strategy for the Village to guide future development and change according to the community's priorities. The plan is intended to provide for:

- **Informed decisions:** The Master Plan provides a stable, long-term basis for informed decision-making. Analysis of existing conditions, combined with the goals and policies that are outlined in the Plan, help guide the Planning Commission and Village Council as they consider zoning, new development, capital improvements, and other matters relating to land use and development.
- **Optimizing Investments:** The Plan provides for coordination of public improvements

## Statutory Authority

The Eastlake Village Master Plan was created by the Eastlake Village Planning Commission, with assistance from the Northwest Michigan Council of Governments. The Plan was prepared in accordance with provisions of the Michigan Planning Enabling Act (Public Act 33 of 2008) to enhance and protect the health, safety, and welfare of its citizens.



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and private development, and also helps the Village prioritize improvements to community facilities.

- **Predictability:** The Master Plan informs citizens, property owners, and neighboring communities of the Village's priorities and goals, as well as where and how the community is expected to grow—allowing them to plan for the use of property in a way that is consistent with the community's vision.
- **Zoning:** The Master Plan provides the legal foundation for zoning. The Michigan Zoning Enabling Act requires the zoning ordinance be based on a plan designed to meet residents' needs for natural resources, housing, recreation, industry, business, service, and other uses.

## Planning Process

The Eastlake Village Master Plan was developed by the Eastlake Village Planning Commission and a master plan subcommittee, with assistance from the Northwest Michigan Council of Governments. The 2011 Master Plan provides background information and public input, with strategies designed to address changing population, economic, and land use trends.

In order to ensure a broadly representative planning process and recommendations, public input was obtained from a variety of sources. Two public forum/visioning sessions were held on March 3, 2011, and a community survey was mailed to all property owners and addresses in the Village, and was also made available and publicized online. Survey summaries and responses, along with information relative to



## Other Plans and Resources

Many previous studies and plans have informed the development of the Eastlake Village Master Plan. Relevant elements of the following plans and studies are highlighted/identified throughout the Master Plan:

- **Manistee County Master Plan (2000)** includes policy based on the natural capabilities of the land to sustain development; future needs for various types of development; the relationship of agricultural and undeveloped land on the community's character and economy the desires and needs of residents and officials.
- **EnVision Manistee (2005)**, a county-wide vision for land use and transportation, was created with input from a variety of community stakeholders and provides a clear and citizen-led focus for a wide range of community resources and needs, including culture, recreation, economy, employment, education, government, growth/change, health, public safety, social environment, infrastructure, and natural resources/environment.
- **New Designs for Growth** is a best-practice resource guide for local governments and developers in Northwest Lower Michigan. New Designs for Growth builds on the ten tenets of smart growth to provide design guidelines that preserve the region's unique character, scenic beauty, and natural resources.
- **The Comprehensive Economic Development Strategy (2010)** assesses the economic conditions of the region and provides a strategy for building on strengths and overcoming challenges.
- **Regional Non-Motorized Comprehensive Strategy (2008)** is a facilities strategy for 13 counties in northwest lower Michigan that identifies priority non-motorized transportation projects to help guide MDOT's investment in the region's non-motorized transportation system.
- **Benchmarks Northwest (2004)** evaluate quality of life indicators in Northwest Michigan by offering secondary data and public perception (survey) information that provides a snapshot of community strengths and challenges. The reports integrate environmental, economic, and social factors in a way that demonstrates the interconnectivity of issues impacting regional quality of life.
- **Six Pillars of Prosperity** are economic sectors that the People and Land/Land Policy Institute have identified as priority areas for Michigan's success in the New Economy: Attractive Cities and Neighborhoods, Highly Competitive Schools and Lifelong Learning Opportunities, Knowledge Based Technologies, Thriving Agriculture, Natural Resources for Recreation and Job Creation, Inclusive and Entrepreneurial Culture.

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public events, are included in the plan appendices. Plan goals, objectives, strategies, and future land use recommendations were developed based on public input obtained throughout the process, analysis of existing conditions, and previous or related plans and studies.

### Organization of the Plan

The Eastlake Village Master Plan provides overviews of existing conditions, discussion of public input, identification of issues and opportunities surrounding different elements of the community, and goals, objectives, and action statements/implementation strategies. Descriptions of best practices, relevant programs, and examples from other communities are highlighted throughout the plan. The plan is divided into sections and chapters as follows:

1. **Introduction** provides an overview of the process and contents.
2. **Existing Conditions and Context** discusses Eastlake's history, its place in Manistee County and the region, and issues that are relevant across the spectrum of the community, including demographics and economics indicators.
3. **Natural Resources** discusses the topography, soils, water resources, and green infrastructure available in and around the Village.
4. **Recreation**. This chapter serves as the Village's 5-year recreation plan, and discusses existing recreational facilities and future needs.
5. **Land Use**. This chapter summarizes the character, types, and location of the various land uses found in the village, including residential, commercial, and community facilities and services.
6. **Goals, Objectives, and Action Strategies**. Goals, Objectives, and Action Strategies will address the issues and opportunities identified in previous plan chapters.
7. **Future Land Use Map and Zoning Plan** will formalize goals and objectives into future land use policies that will be used in making decisions on zoning changes and new development. The map and zoning plan will provide a stable, continuous basis for land use decision making through changes in the makeup of elected and appointed boards, and therefore encourages the implementation of the long-term goals and objectives of the Master Plan.
8. **Plan Implementation, Leadership, and Civic Engagement**. This chapter will provide an overview of the Village's decision making structure, leadership, and other considerations that will ultimately drive the implementation of the plan. Public participation, civic engagement, leadership, and partnership opportunities will be discussed in this chapter.

# Chapter 2:

## Existing Conditions and Context

### History & Regional Context

Eastlake is defined in part by its setting along the lakeshore and by the natural resources that surround it, as well as its proximity to the City of Manistee and the surrounding region. This regional context and access to natural resources have been the drivers for much of the Village's development and economic patterns, and continue to provide much of the Village's recreation, service, and employment opportunities.

Northwestern lower Michigan is a place of incredible natural beauty, tremendous natural resource assets, thriving agricultural economies, seasonal recreation and resorts, and year-round communities. The landscape of forests, lakes, rivers, orchards and farmland is dotted

with villages and small cities that are considerable distances from larger metropolitan communities. These distances have shaped the character of these small communities and created individual identities that are well-recognized as retirement and resort destinations, as well as desirable year-round communities.

The rural character and access to water, forest, and other natural resources has been the region's greatest economic driver. Many communities—Eastlake among them—were built up around the lumber industry, or served as major hubs for water-based or rail-based transportation. Eastlake had its beginnings in the logging boom of the nineteenth century, with the construction of a sawmill on the shore of Manistee Lake in 1870. The Village later became a stop



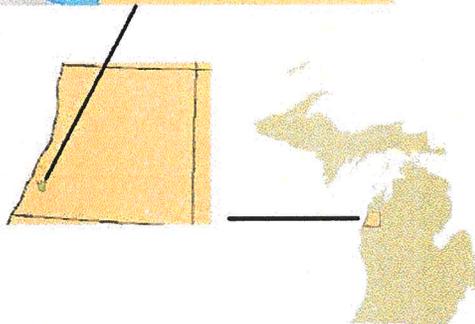
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### Manistee County

The county is blessed with abundant and high quality natural resources: the Great Lakes coastline, extensive river systems, vast forested areas including high value wetlands, a healthy farm economy based on productive soils, attractive lakes, and plenty of land available near existing developed areas for future growth.

Manistee County's high quality natural resources and environment contribute to its quality of life and make it a great place to live, work, and play.

—*Manistee County Master Plan*

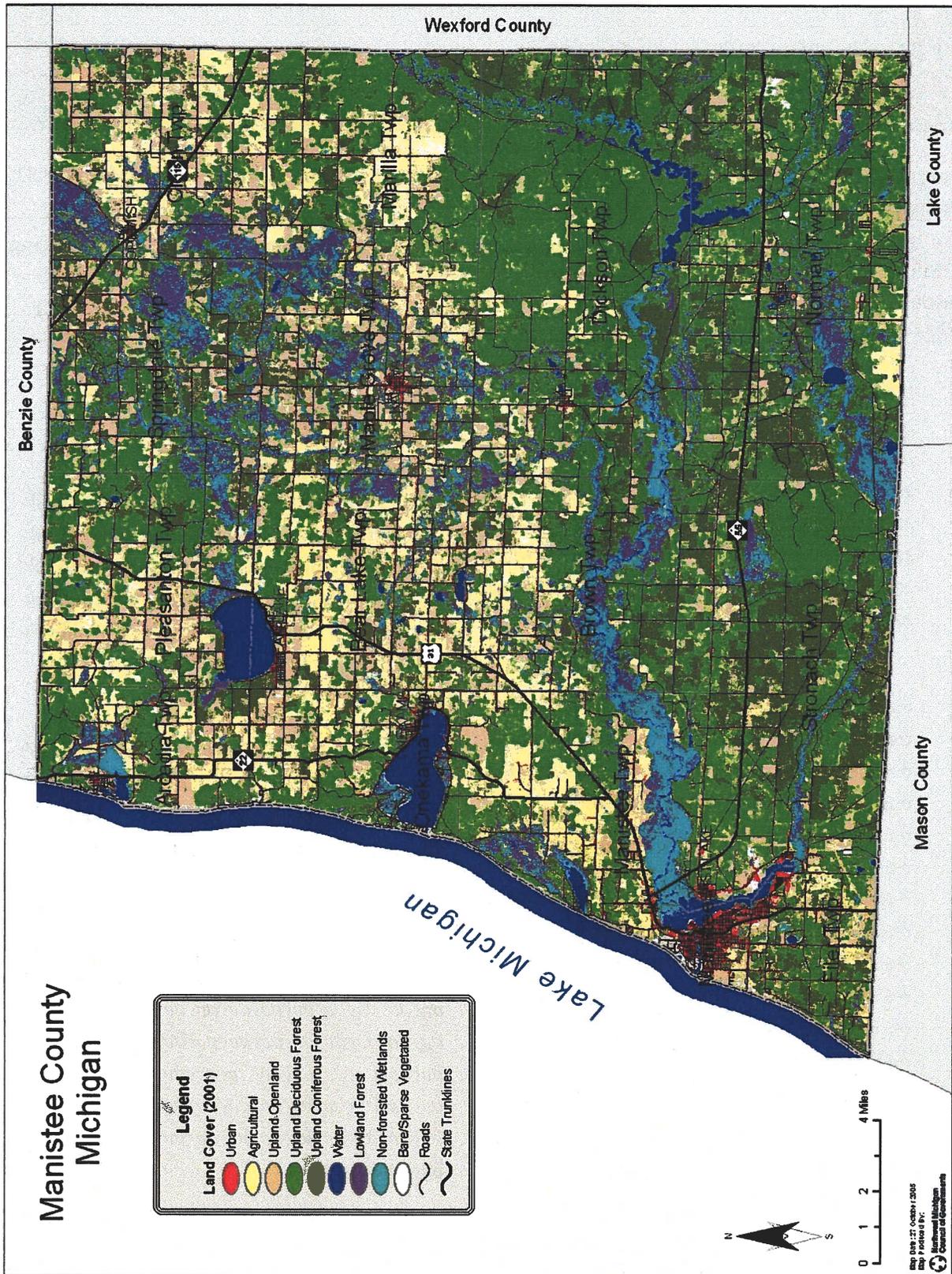


on the Pere Marquette Railroad, which supported the logging industry and contributed to the growth of the Village, which was incorporated in 1912.

In many parts of the region, once the land was cleared, agriculture became an economic foundation for some parts of the region, while others developed economies around other natural resources such as oil and gas. In the Manistee area, however, water- and rail-based shipping opportunities supported a variety of industries, particularly along the Manistee Lake waterfront, which provided access to commercial shipping.

The area's history as a thriving industrial center and commercial port has resulted in a fairly stable population base in Manistee County, when compared to the rapid growth witnessed in other parts of the region. Between 1920 and 2010, the population in many parts of the region has more than doubled. Manistee County's population, on the other hand, has increased by about 18% during that time period.

Much of the growth in the region and the County is the result of retirees and seasonal residents that have moved to the area to take advantage of the region's small town and rural lifestyles, outdoor recreation, and natural beauty. However, most of those population increases—along with the new development



## Eastlake Village Master Plan

### Population Trends, 1930-2010

|                          | 1920    | 1930    | 1940    | 1950    | 1960    | 1970    | 1980    | 1990    | 2000    | 2010    |
|--------------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| <b>NW Lower Michigan</b> | 132,183 | 116,900 | 129,031 | 135,488 | 139,017 | 158,333 | 208,286 | 230,962 | 281,468 | 297,912 |
| <b>Manistee County</b>   | 20,899  | 17,409  | 18,450  | 18,524  | 19,042  | 20,094  | 23,019  | 21,265  | 24,527  | 24,733  |
| <b>Eastlake Village</b>  | 675     | 392     | 412     | 376     | 436     | 512     | 514     | 473     | 441     | 512     |

that follows population growth—have occurred outside of cities and villages. The desire for rural lifestyles or homes on larger lots, combined with limited land supply and higher costs in city and village boundaries, has led to greater growth and development in rural areas, while city and village population levels remain stagnant or decline.

In part because of these new development trends, but in large measure as a result of the decline of logging and other industries, the population of Eastlake has dropped substantially since its peak in the late 19th century, when it was home to around 3,500 residents. With the end of the logging boom, the number of Eastlake residents dropped to 675 by 1920. Since that time, the population has fluctuated, with a low of 376 in 1950. The 2010 population of Eastlake was 512—a 16% increase from 2000, likely reflecting the construction of new dwelling units in the Village over that time period.

## Population Characteristics

### Household Size and Age

The age of a community's residents has significant impacts on housing demand, service needs, and employment base; while household size can reflect changes in community demographics and signal a need for additional housing options.

At 2.22 people per household (PPH), Eastlake's average household size has declined about 5% since 2000. The decline in household size is generally linked with the aging of the population. As the baby boomers—the country's largest population group—reach retirement age, the number of one- and two-person households increase, as do median age and percentage of the population over age 65. In the Village of Eastlake, between 2000 and 2010, the number of residents over the age of 65 increased by over 50%. 148 residents, or about 22% of the Village's population, were over the age of 65 in 2010.

## Income & Housing Trends

|                   | Median Household Income |        |          | Median Home Value |         |          |
|-------------------|-------------------------|--------|----------|-------------------|---------|----------|
|                   | 2009                    | 1999   | % Change | 2009              | 2000    | % Change |
| Eastlake          | 36,042                  | 31,750 | 14%      | 72,900            | 59,800  | 22%      |
| Manistee Township | 48,065                  | 39,946 | 20%      | 121,200           | 86,500  | 40%      |
| Manistee County   | 48,690                  | 34,208 | 42%      | 125,500           | 77,400  | 62%      |
| City of Manistee  | 37,721                  | 30,351 | 24%      | 108,600           | 66,500  | 63%      |
| State             | 48,700                  | 44,667 | 9%       | 147,500           | 115,600 | 28%      |

Source: 2000 Census & 2009 American Community Survey

Eastlake's population is representative of the County as a whole, in terms of median age and percentages of those over aged 65. The median age in Eastlake is 46.8 years, compared to 47 County-wide.

Despite the increase in the number of those over age 65, the number of school aged children has remained stable over the last 10 years, with about 19% of Eastlake's population under the age of 18.

### Sex and Race

The population of Eastlake is slightly more diverse than the County or regional population. About 90% of the Village's population is white, compared to 92% in the County and 95% in the region. About 3% of Eastlake's population is American Indian, and about one half of a per-

cent is black or African American. Another 5.6% are of two or more races.

In 2010, the male-female distribution was 245 to 267, respectively, or about 48% male and 52% female.

### Education

Educational attainment provides an important context when considering local workforce capacities and the community's economic vitality, and plays a role in determining which types of industries or business may choose to locate in or near the community.

About 89% of Eastlake residents have a high school degree or higher, a greater percentage than surrounding communities and the state. However, the percentage of those in Eastlake

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### Poverty

|                  | <u>% of Families<br/>below the<br/>poverty level</u> | <u>% of people be-<br/>low the poverty<br/>level</u> |
|------------------|--|--|
| Eastlake         | 2.4%   | 7.9%   |
| Manistee Twp     | 7.0%   | 9.4%   |
| Manistee Co      | 9.0%   | 12.6%  |
| City of Manistee | 9.0%   | 13.5%  |
| State            | 10.3%  | 14.5%  |

Source 2009 American Community Survey

with a bachelor's degree or higher—about 3% - is substantially lower than neighboring communities and the County.

### Income

Education and income levels are closely correlated, with higher education levels generally translating into higher incomes. The median household income in the Village of Eastlake in 2009 was \$36,042 - slightly below income levels in nearby City of Manistee and significantly below County median household income of \$48,690. Income levels in Eastlake grew by about 14% between 1999 and 2000, a slower rate than regional income growth, but higher than statewide income growth. However, despite lower overall incomes, poverty rates in Eastlake were significantly lower than in surrounding communities. The percentage of people in Eastlake with incomes below the poverty level in 2009, as reported by the American

Community Survey, was about 8%, compared to 12.6% county-wide.

### Housing Values

In 2009, the median home value in Eastlake was \$72,900, compared to the County median home value of \$125,500. Median monthly rent was slightly lower as well, at \$559 per month in Eastlake, compared to \$607 for the County.

About 42.8% of Village renters, and 34.3% of homeowners with a mortgage in the Village, paid 30% or more of their household income for housing. When households spend over 30% of their income on housing, they're considered "cost overburdened," which puts them at higher risk of foreclosure, homelessness, overcrowding, or occupying substandard housing.

Eastlake overburden rates are consistent with regional affordability issues, with over 44% of renters paying over 35% of their household income for rent and 26.3% of homeowners experiencing cost overburden on a regional level.

## Economy

### Employment Sectors

The American Community Survey reports that Eastlake has a workforce of about 239. The

| Employment by Industry   |                         |                     |                                   |                   |
|--|-------------------------|---------------------|-----------------------------------|-------------------|
| Industry   | Eastlake<br>(Employees) | % of Work-<br>force | Manistee<br>County<br>(Employees) | % of<br>Workforce |
| Civilian employed population 16 years and over   | 239                     |                     | 9,844                             |                   |
| Agriculture, forestry, fishing and hunting, and mining                                     | 2                       | 0.8%                | 270                               | 2.7%              |
| Construction   | 9                       | 3.8%                | 805                               | 8.2%              |
| Manufacturing  | 64                      | 26.8%               | 1,411                             | 14.3%             |
| Wholesale trade  | 0                       | 0.0%                | 182                               | 1.8%              |
| Retail trade   | 56                      | 23.4%               | 1,064                             | 10.8%             |
| Transportation and warehousing, and utilities  | 8                       | 3.3%                | 514                               | 5.2%              |
| Information  | 0                       | 0.0%                | 143                               | 1.5%              |
| Finance and insurance, and real estate and rental and leasing                              | 5                       | 2.1%                | 337                               | 3.4%              |
| Professional, scientific, and management, and administrative and waste management services | 8                       | 3.3%                | 562                               | 5.7%              |
| Educational services, and health care and social assistance                                | 39                      | 16.3%               | 2,090                             | 21.2%             |
| Arts, entertainment, and recreation, and accommodation and food services                   | 35                      | 14.6%               | 1,453                             | 14.8%             |
| Other services, except public administration   | 8                       | 3.3%                | 355                               | 3.6%              |
| Public administration  | 5                       | 2.1%                | 658                               | 6.7%              |

largest employment sectors in the Village were production, transportation, and material moving occupations (29.7%), sales and office occupations (27.2%), and service occupations (25.5%). The largest industries, in terms of number of employees, were manufacturing and retail, followed by educational services/

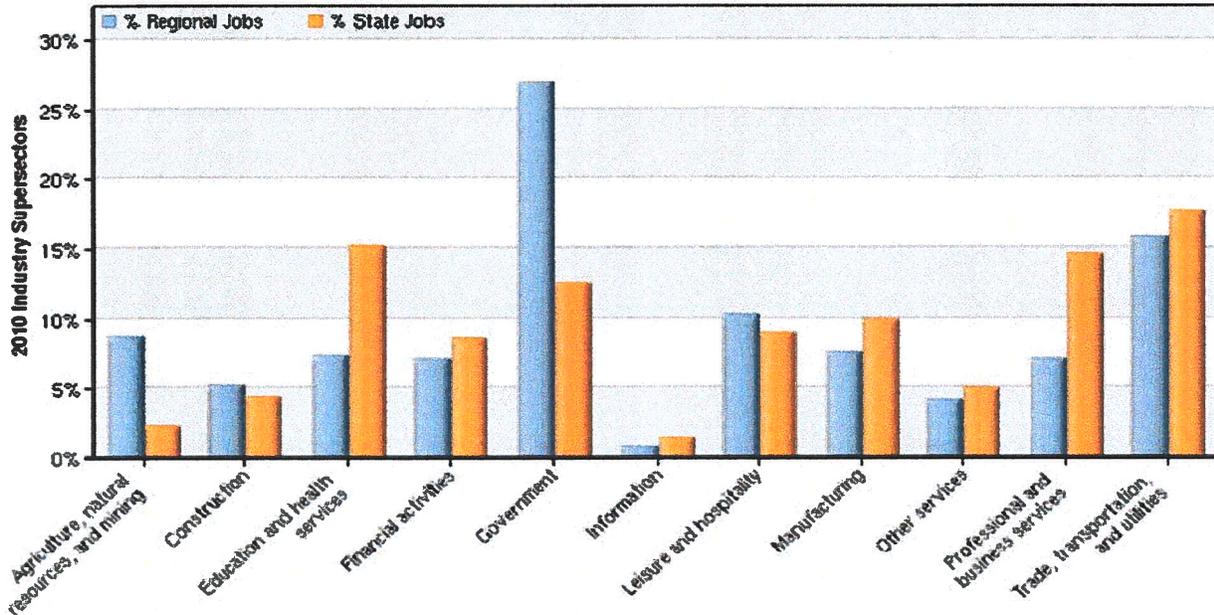
health and social assistance and arts, entertainment, and recreation.

Eastlake's—and Manistee County's—employment trends are tied to statewide economic issues. Michigan has lost hundreds of thousands of manufacturing jobs since 2000.

# Eastlake Village Master Plan

## Industry Sectors, Manistee County and the State of Michigan, 2010

Data from Bureau of Labor Statistics



Because of the state’s traditional reliance on manufacturing employment, these job losses have created a long-lasting recession with enormous repercussions, resulting in unemployment rates that have persistently been the highest in the country for the last several years. Northwest Michigan’s unemployment rates have generally followed state trends, while Manistee County, with its historical importance as an industrial and manufacturing community, has experienced more job losses than the region as a whole. Between 1998 and 2009, according to the US Census, the number of establishments with paid employees in Manistee County declined by 10%, compared to a 5.8% decline statewide; and in 2010, the average unemployment rate over the course of the year

in Manistee County was 12.7% - slightly higher than the statewide rate.

It is expected over the short term that the state and the region’s unemployment rates will remain higher than the nation’s; however, the region and the state as a whole are experiencing growth in several sectors, reflecting an economic transition. Projections for Manistee County’s economy through 2020 show growth in the finance industry, as well as in agriculture, fishing, forestry, and hunting.

- Knowledge– and skill-based employment is experiencing significant growth in Manistee County. **The finance industry** is expected to have the County’s greatest increase in em-

## Data Sources

Different geographies, data collection methodologies, and update timelines mean that comparable information isn't always available at the Village level. And, changes in the Census mean that comparisons between current and historic Census is not available. Following is some information to provide context on the data sources used throughout the Master Plan.

- The decennial **US Census** is conducted every 10 years to measure population, age, and other basic demographic information for all geographies in the country. Historically, the Census "long form" also recorded more detailed information on individual household characteristics, including income, employment, poverty, housing value, commute time, etc. Beginning in 2005, that information is instead collected every 5 years by the American Community Survey.
- The **American Community Survey (ACS)** is a large, continuous demographic survey conducted by the Census Bureau that will eventually provide accurate and up-to-date profiles of America's communities every year. Questionnaires are mailed to a sample of addresses to obtain information about households and housing units. The survey produces estimates of population and housing characteristics data for small areas, including tracts and population subgroups. Questions asked are similar to those on the decennial census long form. Estimates for small geographic areas are based on data collected over a 5-year time period, and represent the average characteristics over that time period.
- **Bureau of Labor Statistics** is a unit of the US Department of Labor that collects, processes, analyses, and disseminates statistical data regarding current social and economic issues. Data is available for county geographies, metropolitan statistical areas, and micropolitan statistical areas.

ployment, both in terms of total number of jobs (201) and percent growth (26%) through 2020.

- **Manufacturing** was identified as a declining sector of the County's economy; employment is predicted to drop slightly by another 2% by 2020.
- **Government** employment is the largest employment sector for the County. Concentrations of government employment are much higher than statewide percentages (27% vs. 13%, respectively). Government employment is expected to grow by about 4% through 2020.
- Employment in **agriculture, fishing, forestry and hunting** is significantly higher than statewide concentrations in this sector, and is one of the largest employment

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sectors in the County. Employment in this industry is expected to grow by about 20% through 2020.

- **The trade, transportation, and utilities** industry is one largest industries in the county, and is expected to see limited growth (about 2%) through 2020.
- **Leisure and hospitality** employment, one of the County's biggest employment sectors, is expected to remain at similar levels through 2020, with about 2% growth.

### **Employment Location and Commute Time**

Because there are few commercial or industrial uses within the Village limits, much of the community's workforce is employed in nearby communities. Almost all of the workforce drove to work, either alone or in a carpool; less than half a percent reported working from home. According to the American Community Survey, about 89% of Eastlake's workforce was employed within Manistee County, with the remaining 11% commuting outside the County for employment. The mean travel time to work was about 17 minutes.

# Chapter 3: Natural Resources

The natural resources in and surrounding the Village of Eastlake are some of its most important economic and quality of life assets. Regional industries rely on access to the area's natural resources for both raw materials and shipping needs. Manistee Lake is of regional and statewide significance for its fishing, boating and industrial shipping opportunities. A state game area is located immediately to the north of the Village, and just outside the Village limits, the state and national forestland covers over 120,000 acres of the County. These resources are key to Eastlake's quality of life, and both residents and visitors take advantage of the recreation and economic opportunities available in the forests, lakes, and streams within and surrounding the Village.

To ensure the continued and enhanced quality of these resources, it will be important to balance community development needs with environmental considerations. The benefits of such a balance are increasingly being quantified in economic, public safety, health, and social measures. Environmental quality and protection can enhance economic opportunities, increase the value of developed properties, and act as a draw for new residents and visitors.

This Chapter will discuss natural resources within the Village, to provide context for planning and future development that considers overall environmental quality.



## Natural Resources Inventory

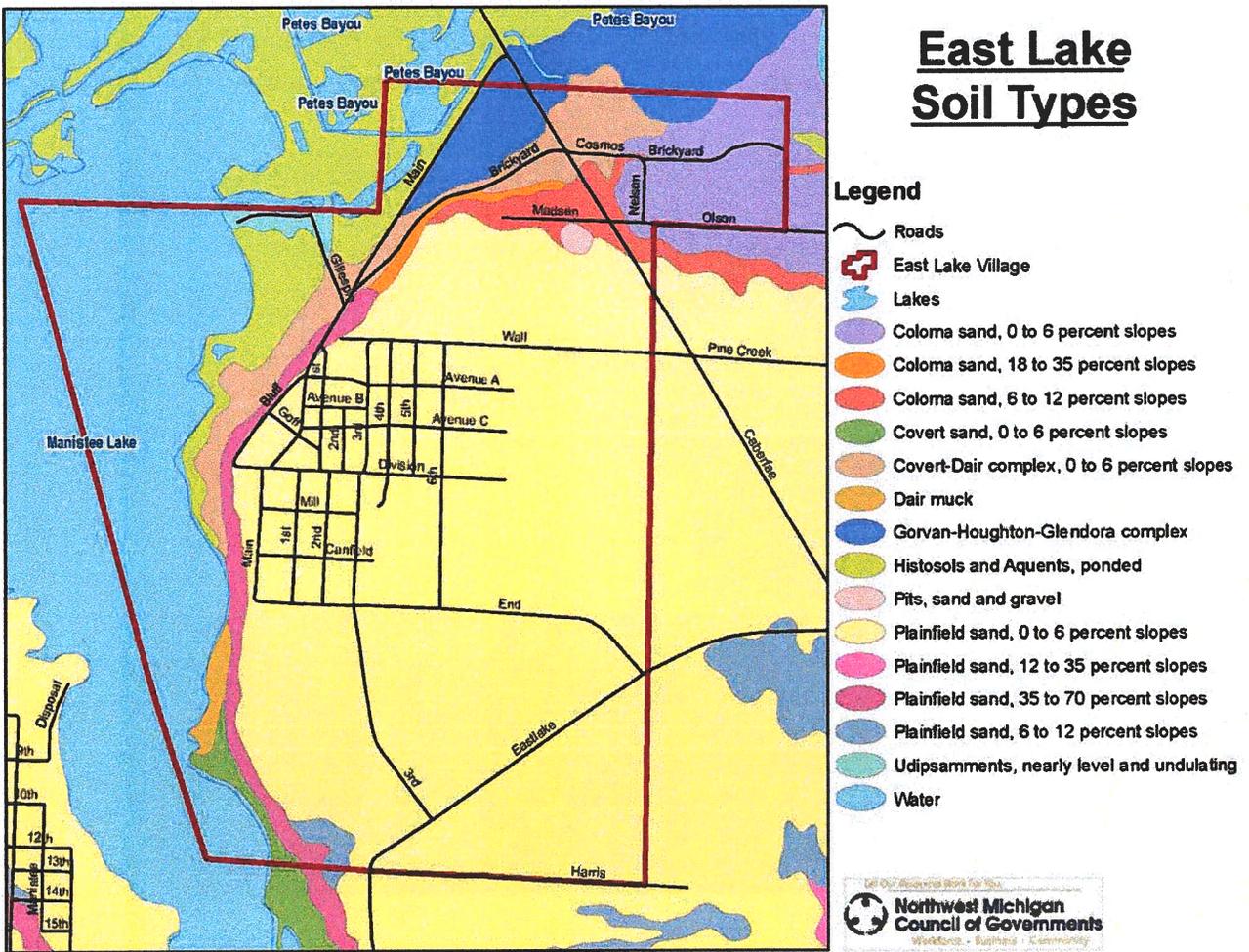
### Topography and Soils

Soils in the area are predominantly sandy soils with flat or gently sloping topography. Nearly 70% of the Village's land area is covered by Plainfield sands with 0-6% slopes. However, because of steep slopes along the Manistee Lake shoreline, much of the Village is located within a state-designated high-risk landslide area. Soils along the shoreline include about 22

acres of Plainfield sands with 35-70% slopes. These areas have severe building constraints and are prone to erosion.

### Lakes and Streams

The Village of Eastlake is bounded on the west by about 1.5 miles of shoreline along Manistee Lake, a 930 acre lake that serves as the confluence for the Manistee River and Little Manistee River watersheds. The lake drains into the Ma-



Manistee Harbor of Lake Michigan through a 1.5 mile long channel, and also provides access to the Manistee River. As wildlife habitat, recreation opportunity, and commercial waterway, Manistee Lake is a cornerstone of the economy, quality of life, and natural environment in Eastlake and the greater Manistee area.

The lake provides habitat for a wide variety of species, including lake sturgeon, a state-threatened species. Manistee Lake is considered a high-quality fishing opportunity, and as such is a critical element of the local economy and is significant statewide in terms of its importance to tourism. According to a 2010 fisheries report conducted by the Michigan Department of Natural Resources, the number of angler trips on Manistee lake runs as high as 20,000 per year.

Since the logging boom of the nineteenth century, the shoreline along Manistee Lake has been heavily used by industry. The shoreline still hosts forestry processing, salt production, chemicals plants, and power plants, which depend on the commercial shipping opportunities available through the deep water port in Lake Michigan. Freighters are able to access factories along Manistee Lake through the Manistee River Channel, which is regularly dredged to allow for shipping traffic.

Historical industrial uses along the shoreline within the Eastlake Village limits have been removed; the former industrial area now in-

cludes 23 acres under ownership of Little River Band of Ottawa Indians, and is the site of the Little River Band Natural Resources building. The Penny Park Campground and boat launch are located along the northern Eastlake shoreline.

The industrial history around the lake has resulted in high levels of pollutants—including oils, brines, resin acids, arsenic, and mercury, and petroleum compounds—in the lake and shoreline. Brownfield remediation efforts have been ongoing, and have addressed contamination within the Village and at other sites around the shoreline; but elevated levels of contaminants still exist in some areas of the lake. However, according to the DNR, areas near the mouths of the Manistee and Little Manistee are not as affected due to the effects of the flow of the rivers.

### **Wetlands and Floodplains**

Wetlands—often called marshes, swamps, or bogs—are areas where water is found, either on or near the surface, at any time during the year. These areas are invaluable natural resources for a variety of factors: they offer important wildlife habitat, along with opportunities for recreation such as fishing, hunting, boating, and birdwatching. They improve water quality by removing and sequestering excess nutrients and sediments found in rivers and streams; and reduce potential for floods by acting as natural “sponges,” slowing down flood and storm waters. About 87 acres of wet-

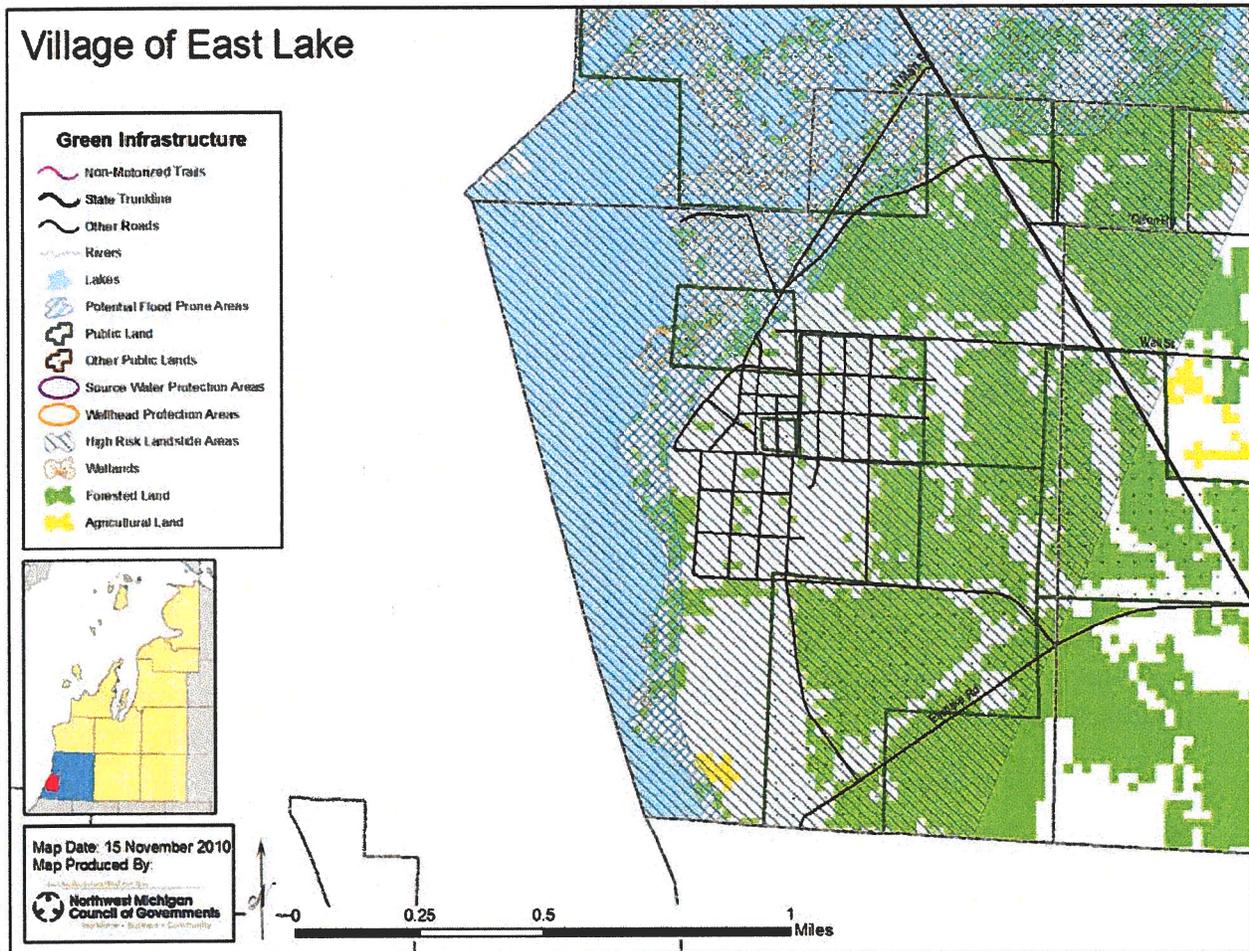
## Eastlake Village Master Plan

lands—including large cattail marshes—are located in the north and northwest corner of the Village, along the Manistee Lake shoreline. This area provides important wildlife habitat and marks the western limits of the Manistee River State Game Area. Within the State Game Area, just to the north of the Village boundaries, is a diked area called Peter's Bayou. The dike was installed to create waterfowl habitat and hunting opportunities; however, there is

some concern that the dike may have adverse impacts on water levels and fish habitat.

### Green Infrastructure

The term “green infrastructure” refers to connected systems of woodlands, wetlands, rivers, and streams that are valuable in providing a variety of benefits to a community’s economy and environmental quality. Because greenway spaces like trails and natural areas are often



seen as more valued amenities by residents than even golf courses or swimming pools, green infrastructure can increase the value of nearby property, with corresponding increases in tax revenues. And, continuous systems of forests, wetlands, and other open areas reduce the risk of flooding by controlling stormwater runoff, and provide protection from storm damage and erosion in coastal areas. Green infrastructure systems also provide invaluable wildlife habitat and foster ecological diversity.

Open space and forestland cover about half of the Village's land area. About 440 acres of forested areas are found throughout the Village. Along the boundaries of the Village, forestland generally connects with larger tracts of forest and open space.

### Issues & Opportunities

#### Water Quality

As noted, historical industrial activity has led to high levels of contaminants in some parts of Manistee Lake. Some contamination sources, including sites in Eastlake, have been or are being addressed through brownfield remediation activity.

Another contaminant that has been identified as an issue in some areas of Manistee Lake is sediment, a surface water pollutant that washes from roads, parking lots, and driveways through stormwater runoff, which carries nutri-

ents and other forms of pollution such as salt, oil, and anti-freeze. Sediment and sand smother the habitat that aquatic organisms need to survive and reproduce.

Normally, these contaminants are filtered out through rain and snowfall, which naturally filtrate through the earth and recharge the groundwater. However, on paved, or impervious, surfaces, precipitation instead flows over the ground, picking up chemicals, dirt, and other pollutants, then flowing into a storm sewer system or directly into a lake, stream, river, or wetland, where it is discharged, untreated, into nearby water resources. Reducing impervious surfaces such as roads, driveways, and parking lots can provide significant benefits to water quality, while also reducing the potential for erosion.



# Chapter 4: Recreation

Parks, playgrounds, community events, trails, and recreation programming bring residents and visitors together and foster opportunities for cultural expression, education, and civic engagement. They promote public health and wellness by encouraging opportunities for physical activity. And they act as economic drivers, raising property values, drawing new residents to the community, and encouraging new development and tourism. Enhancing Eastlake's recreation opportunities will thus help create an engaged, healthy, socially vital and economically vibrant community.

Because of its importance to all parts of the community, recreation is a focal point in the planning process. This chapter will explore Eastlake's existing recreation facilities and opportunities to enhance and improve its parks, culture, and recreation opportunities. This chapter will also serve as the Village's 5-year Recreation Plan.

## What is a Recreation Plan?

Through its recreation grants program, currently funded through the Michigan Natural Resources Trust Fund and the federal Land and Water Conservation Fund, the Michigan Department of Natural Resources (DNR) provides financial assistance to communities that would like to purchase land for parks, or are planning to improve or develop recreation facilities. To be eligible to apply for these grant programs, a community must have a 5-year recreation plan, approved by the DNR, that meets certain requirements. DNR-approved recreation plans must include the following components:

- Community Description and Planning Considerations
- Administrative Structure
- Recreation and Resource Inventory
- Description of Planning and Public Input Process
- Goals, Objectives, and Action Program

This chapter of the Master Plan serves as the 5-year Recreation Plan for the Village of Eastlake. Some recreation plan components will be included in other chapters of the Master Plan.

## **Recreation: An Important Community Asset**

At their most basic, parks, recreation facilities, and community events provide an environment in which residents and visitors can gather and interact in an informal setting; but parks also provide a number of health and economic benefits to the community:

- Parks encourage physical activity, which is critical in staying healthy, reducing stress, fighting obesity, and preventing chronic conditions that lead to heart disease, high blood pressure, and diabetes.
- Parks and trails are safe options for non-motorized transportation—which is especially important for those that don't own a car or can't drive due to age, disability, or income.
- Recreation opportunities attract visitors, increasing local tourism revenues.
- Demographic groups with expendable income and significant amounts of leisure time, such as retirees and young professional, often relocate to communities with a "recreation oriented" lifestyle and a high quality of life.
- National studies have shown that improvements to parks, civic spaces, and trails can encourage new development or redevelopment.
- Property values tend to increase in direct proportion to their proximity to parks and trails.

## **Recreation Inventory**

Several important recreation opportunities are available within Eastlake; and Village residents and visitors also have access to a variety of opportunities beyond the Village limits. The following recreation inventory was completed with information provided by Eastlake Village officials and field visits, and provides discussion on recreation facilities, as well as regional assets, and their place in the community.

### **Penny Park**

Penny Park, located along Manistee Lake, is the Village's largest and most frequently used park. The park includes 38 campground sites, half of which offer electrical hookup capacity. The park also includes restrooms and showers for campers, a picnic area, fish cleaning station, and boat launch facility. The park is regionally significant as an access to Manistee Lake, which also provides access to the Manistee River and Lake Michigan. Fishing in these water resources is considered world-class, and as such Penny Park attracts a large number of visitors to the community in the spring and summer months.

Penny Park is owned by the Michigan Department of Natural Resources (DNR), and is leased to and maintained by the Village. The lease agreement requires that all fees collected for usage of the park be held separately and dedicated solely to improvements, maintenance, and staffing at Penny Park.



## Eastlake Village Master Plan

*Accessibility Assessment: Some of the park's facilities meet accessibility guidelines.*

### **Johnson Field**

Johnson Field includes a baseball diamond, basketball court, and playground. The park was donated by Village resident Art Johnson. Originally used by local softball and baseball leagues, usage of the park has dropped off over the years.

*Accessibility Assessment: Some of the park's facilities meet accessibility guidelines.*

### **Nature Walk**

The nature walk is located on Village-owned property in the southern end of the Village, and includes a loop through forest area, totaling about 2 miles of trails. The Nature Walk is maintained by local scout groups.

*Accessibility Assessment: None of the park's facilities meet accessibility guidelines.*

### **Eastlake Playground**

The Eastlake Playground, located on a small lot behind the Village Hall, was developed in 2011 and includes a new play structure. The park was developed with donations in an effort led by Village residents. Additional improvements, including landscaping and seating, are planned.

*Accessibility Assessment: None of the park's facilities meet accessibility guidelines.*

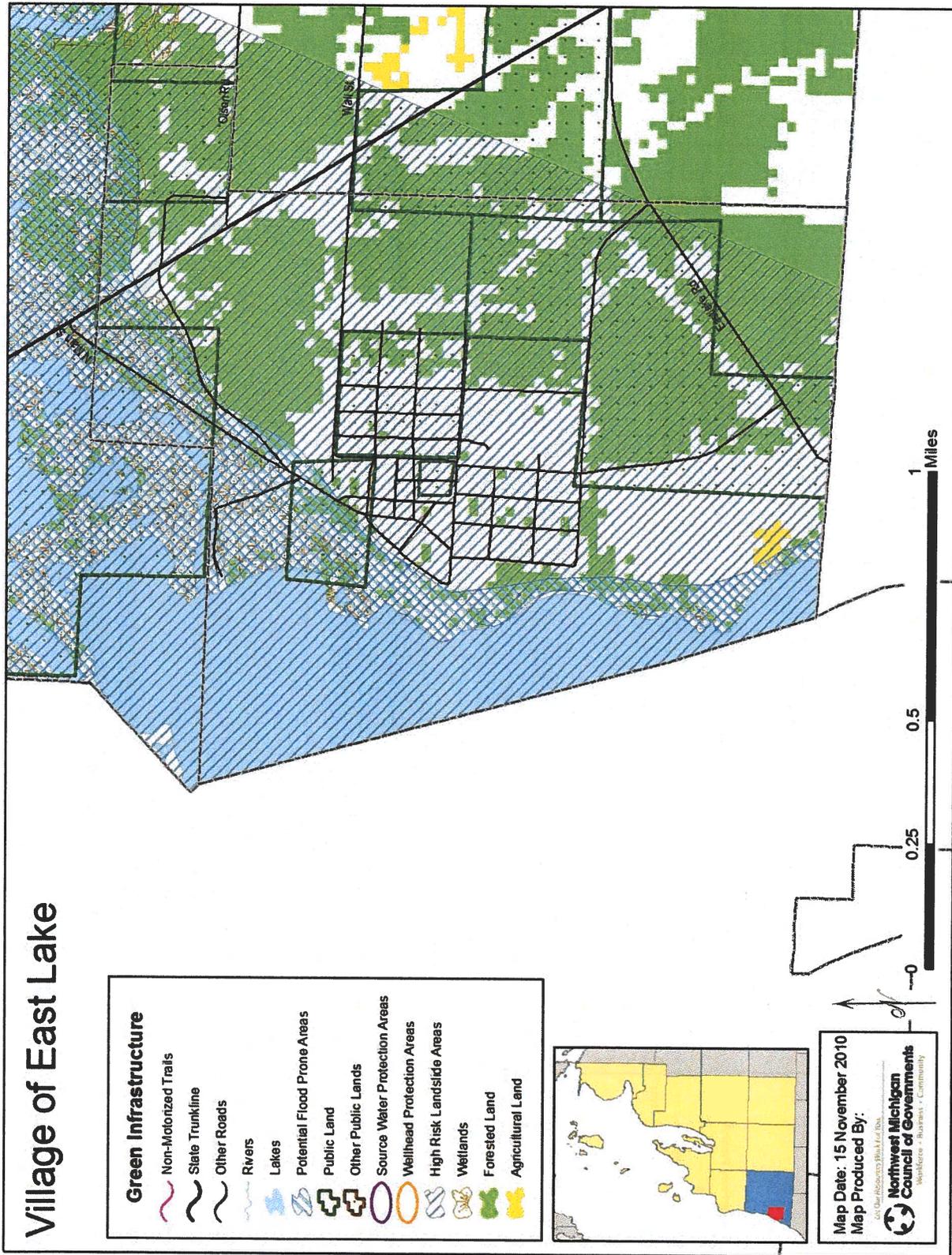
## **Regional Recreational Assets**

### **Natural Resource Areas**

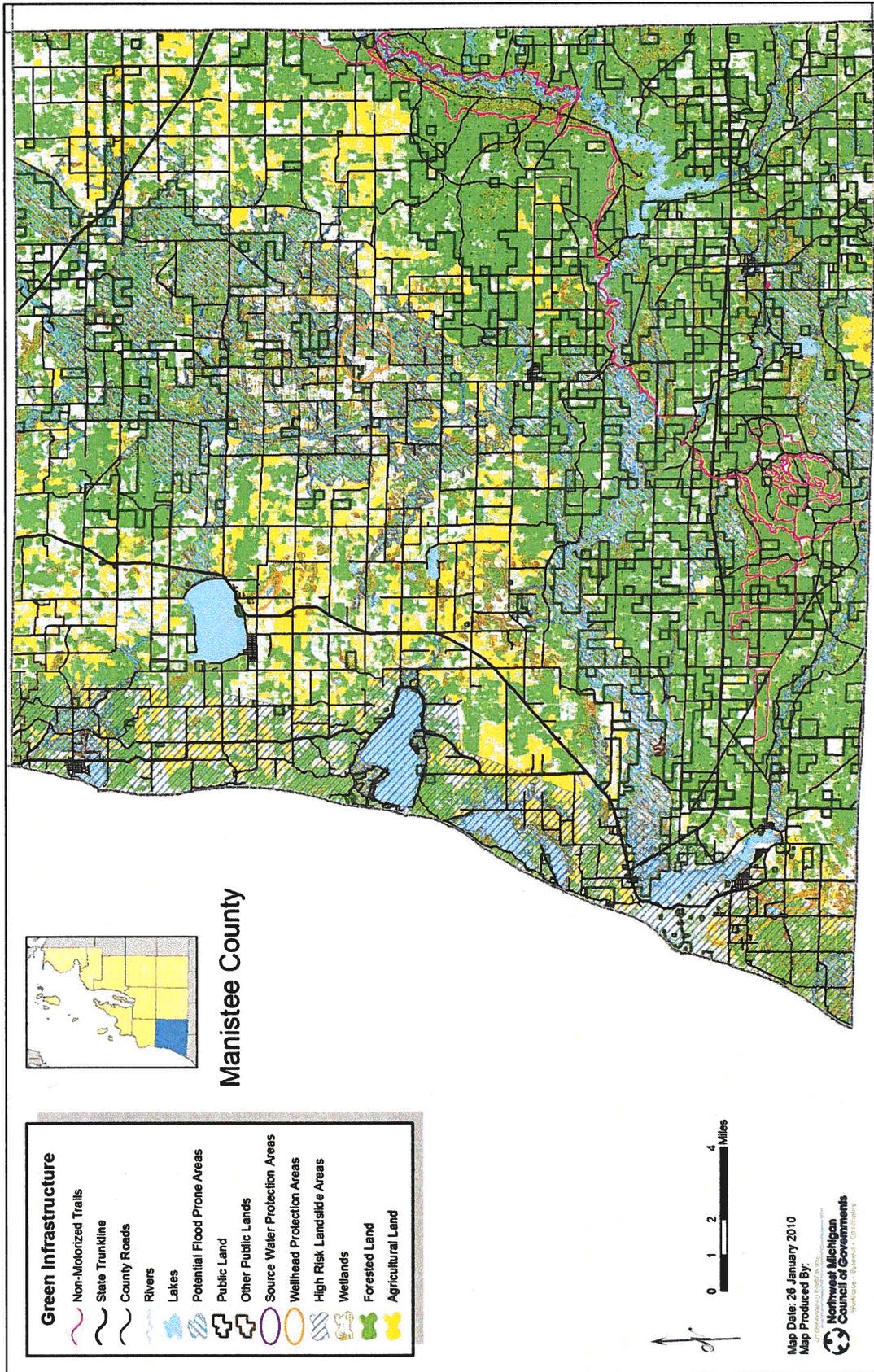
The Village is surrounded by hundreds of thousands of acres of national forest, lakes, and streams. These natural resources and outdoor recreation opportunities are prized assets for the Village, the County, and the region as a whole. 276 miles of rivers and streams in Manistee County—including 45 miles of wild, scenic, or natural rivers—wind through the County, offering quality fishing, canoeing, and kayaking experiences. Additional fishing and boating opportunities, along with swimming access, are available in the County's many inland lakes—which total over 9600 acres of surface water—and along the 25 miles of Lake Michigan shoreline.

About 73% of the County, or about 253,200 acres, is forested; much of this acreage is accessible to the public as part of the Manistee National Forest. These areas, both within and surrounding the Village, lend themselves to outdoor recreation activities like fishing, snowmobiling, hunting, skiing, hiking, and mountain biking. Access to areas is available for snowmobilers, ORVs, cyclists, skiers, hikers, and others through several trail systems including the North Country Trail.

Nationally significant regional recreational op-



# Eastlake Village Master Plan





portunities—including the Sleeping Bear Dunes National Lakeshore in Benzie and Leelanau Counties—are located within an hour’s drive from the Village and are easily accessible to Manistee residents.

#### **Snowmobile and ORV Trails**

Snowmobiling is a popular winter activity for both residents and visitors. In addition to designated trail systems, within the national forest, snowmobiles and off-road vehicles (ORVs) are authorized to use Village street right-of-ways.

#### **Private Recreation Facilities**

Private golf courses, campgrounds, and other amenities are available throughout the Village and County.

## **Administration, Funding and Budgeting**

### **Village Council**

The seven-member Village Council is elected every two years to adopt budgets, approve contracts, adopt policies, and oversee staff. Budgets, planning, staffing, and other issues related to the parks and other Village facilities are overseen by the Village Council.

### **Staff & Volunteers**

Parks are maintained by Village maintenance staff, which includes one full time employee. A park attendant for Penny Park is employed seasonally. Some maintenance is conducted by volunteers or community services groups.

### **Funding & Budgeting**

Funding for park maintenance, improvements, and activities comes from several Village funds. Penny Park improvements, maintenance, and staffing is supported by campground fees, which are deposited in a park fund dedicated solely to Penny Park activities. In 2010, about \$14,000 was budgeted for Penny Park.

## Eastlake Village Master Plan

Maintenance for the Nature Walk is supported by a percentage of funding from the Major Street and Local Street Program. Funding is set annually based on federal guidelines for the maintenance and upkeep of off-road areas. \$5,049 was budgeted for off-road street maintenance in 2010; funds cover both nature walk maintenance and landscaping along the tunnel of trees.

Maintenance and improvement activities at Johnson Field are supported by funding from the “general maintenance” fund; \$1,000 was budgeted for this fund in 2010.

## Issues and Opportunities

How does Eastlake build on its recreation assets? Where are improvements needed? What is missing from the recreation system? What types of recreation opportunities do residents need and want? To begin to answer some of these questions, issues and opportunities have been identified for consideration in goal setting, action planning, and policy development.

### Recreation Priorities:

#### 2011 Survey Results

The 2011 Master Plan Survey asked respondents about the importance of the development or enhancement of the following types of recreation. Following are the percentage of responses that indicated that these activities are “very important” or “somewhat important.”

|                                       |     |
|---------------------------------------|-----|
| Fishing access                        | 91% |
| Boating access                        | 86% |
| Playground equipment                  | 68% |
| Athletic fields/tennis courts         | 56% |
| Hiking/skiing trails                  | 52% |
| Swimming                              | 51% |
| Universal accessibility features      | 46% |
| Snowmobile/ORV use of Village streets | 41% |
| Snowmobile/ORV trails                 | 38% |

### Demographics

Different population groups have different recreation needs and interests; so when planning for recreation facilities, the community’s growth trends, age, and income levels are important factors to consider. Eastlake has seen some population shifts over the last ten years, as noted in Chapter 2, Existing Conditions and Context, with a decreasing household size, a drop in the number of family households, and increasing numbers of seniors. As individuals age, needs increase for facilities that accommodate passive recreation such as walking and boating. Barrier-free access to recreation is particularly important for an aging population, and the provision of barrier-free recreation will become an increasingly high priority as the population ages.

With nearly a quarter of the Village's population under the age of 18, youth-oriented recreation opportunities will continue to be important both for current residents and as an amenity to draw new families to the Village.

In addition to age considerations, it's also important to ensure that activities and amenities in the community are within the financial means of the majority of residents. Because per capita and median household income in the Village are lower than the County and the State of Michigan, the need for free activities or lower prices to accommodate families and those with moderate incomes may be important.

### **Penny Park**

Public input shows that Penny Park activities—namely boating and fishing—are considered important priorities, and the 2011 Master Plan survey showed that a majority (78%) of residents would support overall improvements to the park. Support was even higher for specific improvements relative to boating and fishing, with a significant majority of respondents (91%) answering that development or enhancement of fishing access was somewhat or very important. 86% felt that boating access improvements or enhancements were important.

In addition to support expressed in the survey,

## **Planning Process**

The recreation plan was developed with guidance from the Eastlake Village Planning Commission and Master Plan Committee, with assistance from the Northwest Michigan Council of Governments (NWMCOG).

### **Public Input**

Public input was obtained through Committee input, a Village Master Plan Public Forum held in March 2011, and a community survey that was mailed to all Village addresses and property owners in March 2011.

### **Recreation Plan Comment Period**

Notices were posted relative to the availability of the plan for review on November 25, 2011 and December 23, 2011. No comments were received during the plan comment period.

### **Public Hearing and Adoption**

Public hearings were held on January 11, 2012 and February 8, 2012. The Planning Commission recommended adoption of the Recreation Plan to the Village Council on January 11, 2012. The Village Council approved the plan on February 8, 2012.

## Eastlake Village Master Plan

discussions at the March 2011 public forums recreation comments were centered on Penny Park improvements, as follows:

- **Dredging canal** to improve fishing access
- **Floating dock** to enhance accessibility
- **Linkages to the Village and other parks** through a trail or stairway from Johnson Field to Penny Park
- **Landscaping, maintenance, and general improvements** to address issues and needs for lighting, waste, signage, and landscaping.
- **Improvements to restrooms and showers**, including universal accessibility features
- **Swimming access** is not currently available on Manistee Lake, due to marsh areas along the shoreline. A number of beaches that provide swimming access to Lake Michigan are available in nearby Manistee.



### Johnson Field

2011 survey results and forum comments indicate that Johnson Field usage is generally low, with only 16% of survey respondents stating that they use the park. A low percentage of survey respondents (25%) indicated that they're satisfied with the park. At the public forums, residents discussed low usage, concerns over maintenance of the park, and an interest in improvements to the ball fields, dug-outs, and lighting, to encourage greater usage by local softball and baseball teams, including Little League.

### Nature Walk and Trails

The Nature Walk lacks linkages to other trail systems, which may contribute to relatively low usage levels.

Access to Penny Park is currently only available from an access drive located outside of the Village's primary residential area. A trail and stairway from Johnson Field to the lakefront and Penny Park were identified in the public forum as possible recreation improvements that would enhance access and usage for residents. Public discussions also included linkages to existing snowmobile and other trails within the National Forest, with parking availability. Connections such as these between Penny Park, Village neighborhoods, other Village parks, and surrounding trail systems could enhance use of the community's resources and attract visitors

| Goal/Action   | Timeframe |
|---|-----------|
| <b>General Improvements</b>   |           |
| Install security cameras  | 2012      |
| Provide accessibility features at all parks   | 2012+     |
| Provide for parking and landscaping improvements at all parks   |           |
| <b>Penny Park</b>   |           |
| Dredge canal  | 2012      |
| Implement general park improvements to campsites, access, signage, and park facilities  | 2012      |
| Develop a floating dock   | 2012+     |
| Provide electric hookups for all campsites  | 2012+     |
| <b>Johnson Field</b>  |           |
| Improve lighting at the ball fields   | 2012+     |
| Provide for parking   | 2012      |
| Develop a gazebo or picnic area   | 2012+     |
| <b>Nature Walk</b>  |           |
| Provide for parking   | 2012      |
| Pursue trail expansions and/or linkages with nearby trail systems   | 2012+     |
| <b>Eastlake Playground</b>  |           |
| Landscaping and seating improvements  | 2012      |
| <b>Other</b>  |           |
| Develop a "snowmobile route" with posted signage from trail throughout the Village  | 2012+     |
| Explore and consider implementation of a trail or walkway providing access to Penny Park/Manistee Lake shoreline from Village residential areas | 2012+     |

## Eastlake Village Master Plan

looking for mountain biking, snowmobiling, or other trail-based recreation opportunities.

### Community Events

Discussion at public forums included comments about historical community events and declining participation. Festivals and other community events to celebrate local history could help build public pride and community engagement.



# Chapter 5: Land Use

An understanding of existing land use patterns is required to ensure that any future development or redevelopment is compatible with the Village's existing character, environmental features, community needs, and vision and goals. The Master Plan addresses land use through analysis and recommendations portrayed through several types of maps and descriptions :

- The **existing land use map and descriptions** identify the current, "on the ground," uses of properties within the Village, regardless of what is permitted by zoning or recommended by the Master Plan.
- **Zoning** identifies the permitted land uses for development and redevelopment for each geographic area in the Village. The zoning map shows what is allowed to occur legally on a parcel-by-parcel basis, *regardless* of the current existing use for that parcel.
- The **future land use map and descriptions** identify the preferred patterns of develop-

ment and redevelopment, and are based on the goals and objectives of the community, as identified in the planning process. The future land use map is not intended to be parcel specific; future land use recommendations are intended be used as a long-range (20+ years), general guide for development patterns. Desired results are not expected to occur in the near future.

To provide a context for future land use decisions, this chapter includes descriptions of existing land use and neighborhood types found in the Village, as well as issues and opportunities that have been identified for each use.

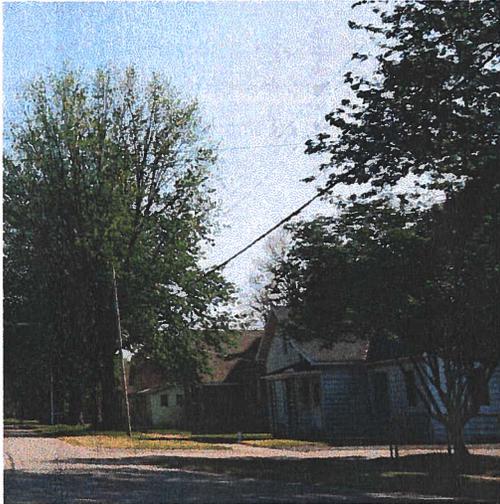
## Residential

A sizable majority of Eastlake's developed land area consists of residential uses. The 2010 Census reports that there are 266 housing units in the Village, of which 231 units (87%) are occupied.

### Eastlake Zoning Ordinance & Relation to the Master Plan

The Master Plan and Zoning Ordinance are closely connected, and both have important impacts on land use and development. The Michigan Zoning Enabling Act (PA 110 of 2006) requires zoning to be based on an adopted plan that is designed to promote the health, safety, and general welfare of all citizens. The master plan provides guidance for zoning decisions, including amendments to the text or the zoning map. As such, zoning is the method most commonly used to achieve master plan goals. However, it's important to recognize that the Master Plan is only a guide, and does not have the rule of law and cannot enforce where or how something is built. The Zoning Ordinance, on the other hand, is a legally enforceable law that regulates land and buildings, and establishes standards for development.

## Eastlake Village Master Plan



According to the 2009 American Community Survey, Eastlake's housing stock primarily consists of owner-occupied single family homes and mobile homes.

- **Single Family Residential:** The majority - 86% - of the Village's housing stock consists of single-family detached homes.
- **Mobile Homes:** A mobile home park, the Village's newest housing development, is located on the south end of the Village. According to the American Community Survey, about 7.8% of the Village's housing stock consists of mobile homes.
- **Multi-Family Residential:** About 5% of housing units are 2 or more units.

Over half of the Village's housing stock was built before 1960, and about a third was built prior to 1940.

## Commercial

Commercial land uses make up only a small percentage of the Village's land area. One commercial establishment, a restaurant, is located on M-55, a second is located within a residential neighborhood, and a third is located along the Manistee Lake shoreline. However, significant acreage is currently zoned for commercial development along M-55.

## Industrial

There are currently no industrial uses within the Village. However, significant acreage along the shore of Manistee Lake has historically been used for industry. This area, which currently has access to rail service and has been considered for new industrial development, is zoned for industry.

The Village of Eastlake also owns 10 acres in the Manistee Industrial Park Renaissance Zone.

## Community Facilities and Services

Community facilities and services play an important role in the Village's vitality, and serve health, recreational, and government needs of the Village. The quality of these services and facilities is linked inextricably with the Village's quality of life. These uses are closely aligned

## Eastlake Housing Stock

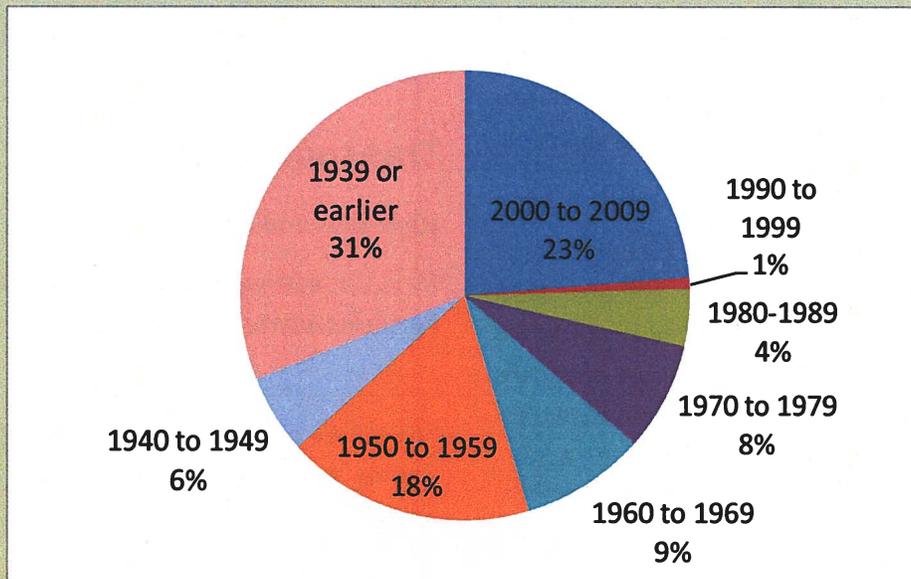
### Occupied and Vacant Housing Units

|   | #   | % of Total |
|---|-----|------------|
| <b>Occupied Housing Units</b>                 | 231 | 86.8%      |
| <b>Vacant Housing Units</b>                   | 35  | 13.2%      |
| For rent                                      | 16  | 45.7%      |
| Rented, not occupied                          |     | 0          |
| For sale only                                 | 5   | 14.3%      |
| Sold, not occupied                            | 1   | 2.9%       |
| For seasonal, recreational, or occasional use | 6   | 17.1%      |
| All other vacants                             | 7   | 20%        |

Source: 2009 American Community Survey

### Year Structure Built

Source: 2009 American Community Survey



## Eastlake Village Master Plan

with residential areas, and are often considered to be part of the neighborhood. There are several public facilities in the Village, including parks, Village offices and service areas, the Little River Band Natural Resources building, and the Eastlake Post Office. Other critical services and facilities that meet community health, educational, and other needs are located nearby in the City of Manistee and Manistee Township.

### Village Hall

The Village Hall, an historic structure located in the center of the Village, serves as community meeting and event space, and houses administrative offices. The hall was built in the late nineteenth century.

### Village Services

The Village Fire Department is a volunteer fire department. The department, formed in 1881, is one of the oldest in the state. A Village-owned storage building houses fire equipment.

Other Village-owned property include the leaf dump/compost site, four parks, and open land. About 80 acres of Village-owned property are located near the southern Village boundary. Parks are addressed in detail in Chapter 4, Recreation.

### Utilities

Eastlake has no central water or sewer system. Homes and other structures are serviced by private wells and septic systems.

### Other Facilities and Services

Many essential services are available nearby in Manistee City and Township :

- **Medical Facilities:** The West Shore Medical Center, a 25-bed nonprofit, acute care critical access hospital that provides emergency, diagnostic, treatment, and rehabilitation services, is located on Parkdale Avenue in Manistee Township, about 4 miles outside the Village of Eastlake.
- **Schools:** Eastlake is located in the Manistee Area Public School District.
- **Libraries:** Manistee County operates several libraries, in Arcadia, Bear Lake, Kaleva, Manistee, Onekama, and Wellston.

## Transportation

### Highways and Streets

M-55, an east-west state highway, bisects the northeast quarter of the Village.

The Village maintains 8.47 miles of streets, including 2.55 miles of major streets and 5.92 miles of local streets.

All-terrain vehicles and off-road vehicles, including snowmobiles, are permitted in the Village street rights-of-way.

### **Air and Rail**

Regional air service is available nearby at the Manistee-Blacker Airport, located three miles northeast of the City of Manistee. A new terminal built in 2007, along with new security fencing and instrument landing system, have enhanced the services of the airport.

Rail lines are located in the Village of Eastlake along the shore of Manistee Lake. Freight is the primary usage of the rail system, which currently provides services to Manistee industries.

### **Non-Motorized Transportation**

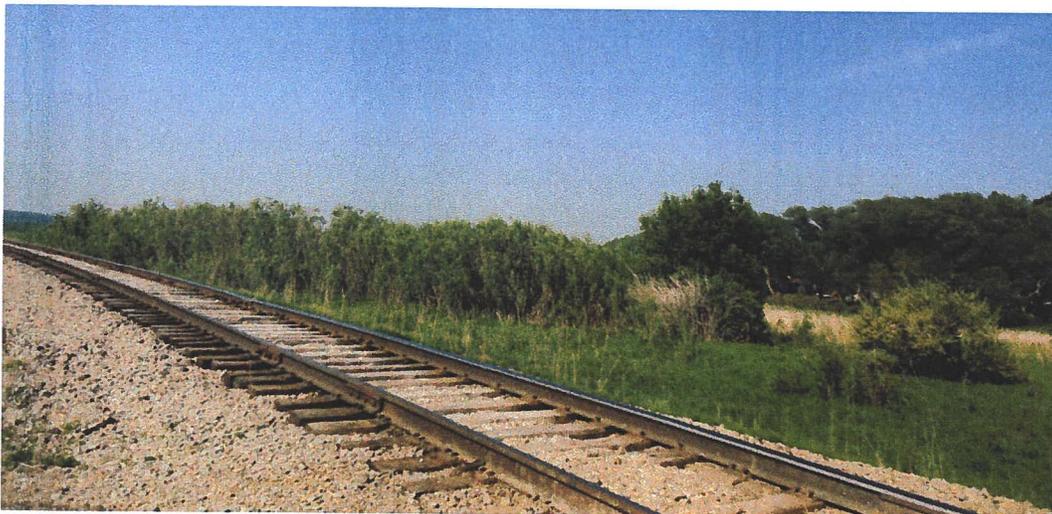
Some residential streets are served by sidewalks. The Nature Walk, a non-motorized trail,

is located on Village-owned property in the south of the Village.

### **Transit**

The Village's public transit needs are served by the Manistee Transportation Authority, a private nonprofit corporation. Established in 1975, it receives funding from state and federal sources along with county tax revenues from a dedicated transportation millage that supports public transportation services. MCT provides dial-a-ride service within a service area of about 544 square miles; in 2010, over 109,000 passengers were served by MCT.

Public transit is most frequently used by four groups: those with low incomes, seniors, individuals with disabilities, and households with limited access to vehicles. About 40% of MCT's total ridership is comprised of seniors and persons with disabilities.



### Issues and Opportunities

#### Residential Character & Development

Public input expressed a strong desire to maintain and enhance the primarily residential character of the Village, with survey results and public discussions both stressing an interest and priority in preserving the existing mix of land uses. 92% of respondents to the community survey indicated support for maintaining the primarily residential character of the Village. As might be expected from these responses, there was also strong support for new single family home development.

#### Household Characteristics and Housing Demand

Trends toward shrinking household sizes mean that more housing units will be needed simply to maintain existing population levels. Changes in demographics will also result in changes in housing demand. As household size declines

and population ages, it's important to provide a variety of housing types and sizes to accommodate the needs of smaller households and an aging population. Currently, the majority of housing stock for sale consists of mobile homes. Additional housing options and land available for residential use will be an important consideration.

#### New Commercial Development

Public input throughout the planning process included discussions about opportunities for new commercial development. Survey responses showed low levels of support for *general* commercial development; but when more specific questions were asked relative to neighborhood commercial development— i.e. small retail, services, or offices—support increased to 59%. Just over half of respondents supported the idea of additional highway commercial such as gas stations and retail. In public forums, discussions expressed an interest in small scale commercial uses that could meet residents' basic shopping needs, such as a small grocery

### Best-Practice: Planned Unit Developments

A planned unit development (PUD) is a zoning technique that acts as a type of overlay or supplement to existing zoning. PUDs allow some flexibility in terms of use, density, and site layout, but also include a special review process, in which the site plan is reviewed in the context of adopted community goals or standards that are included in the PUD ordinance. This technique is often used in creating large-scale, mixed-use developments, as they provide a certain level of flexibility that is balanced with community involvement and accountability.

The term "PUD" is often used interchangeably to mean both the development itself, as well as the zoning regulation.

store or convenience store. Responses and discussions generally appear to support the idea of some small scale commercial development, but only if it allows the Village to retain its residential character.

### **New industrial development**

The 2011 Master Plan survey showed very low levels of support for industrial development, particularly relative to heavy industry (about 8% positive responses). However, there were more positive responses for light industrial activities like high-tech electronics and computer-related manufacturing, with about 51% indicating they would support this type of development.

### **Village hall**

Due to its age, the Village Hall needs some rehabilitation. An energy efficiency audits was completed in 2011, and indicated needs for new lighting and improvements to building envelope, systems (including heating), and controls, in order to improve efficiency and reduce energy consumption and costs. Some structural improvements may also be necessary.

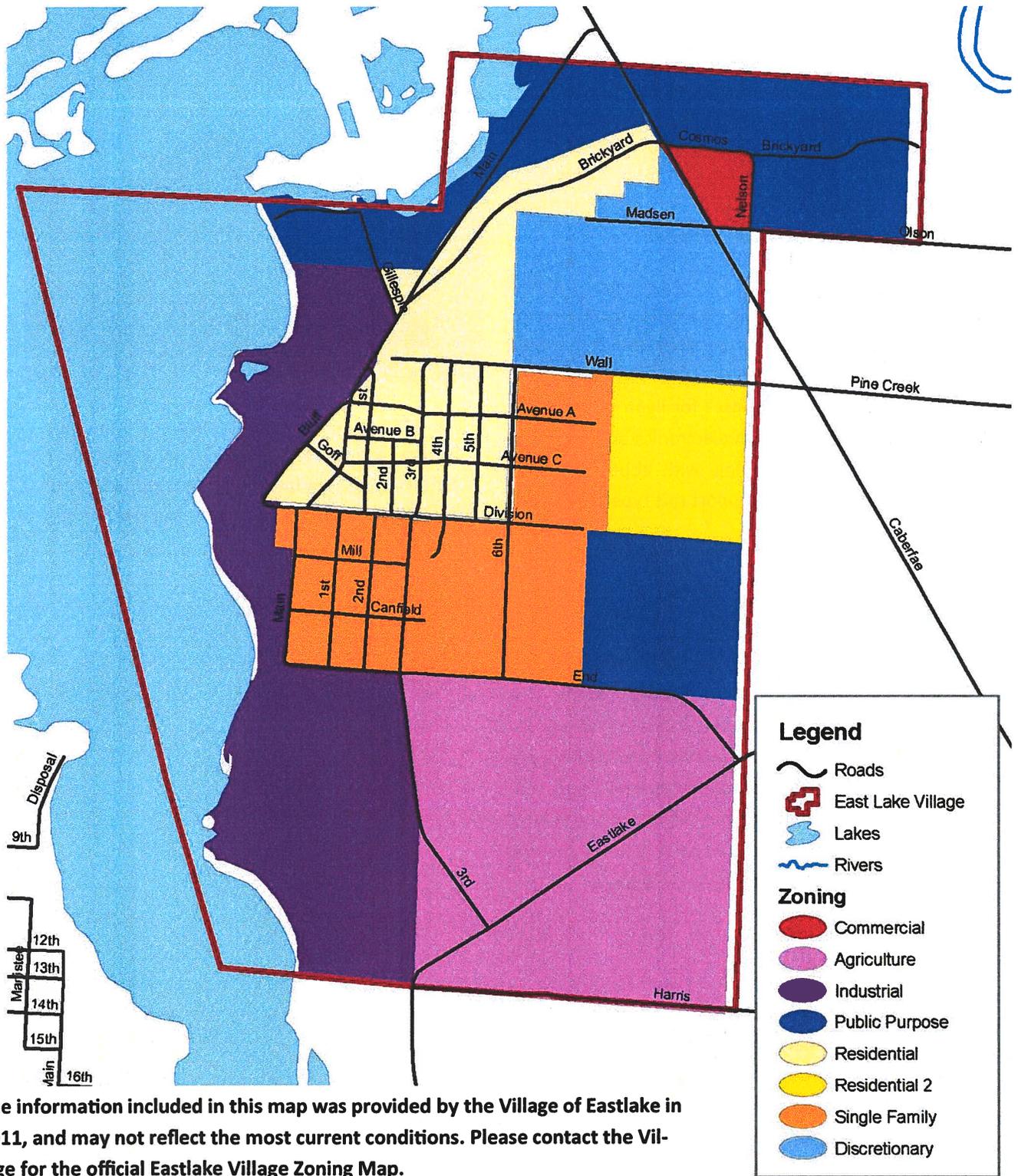
### **Partnerships**

The Village of Eastlake has successfully implemented partnerships in the past for community services such as maintenance and beautification efforts. There has been discussion on exploring opportunities to partner with neighbor-



ing units of government, including Manistee County, Manistee Township, and Little River Band on some initiatives. Several comments in the surveys and public forums addressed the potential for partnership with other communities on some issues.

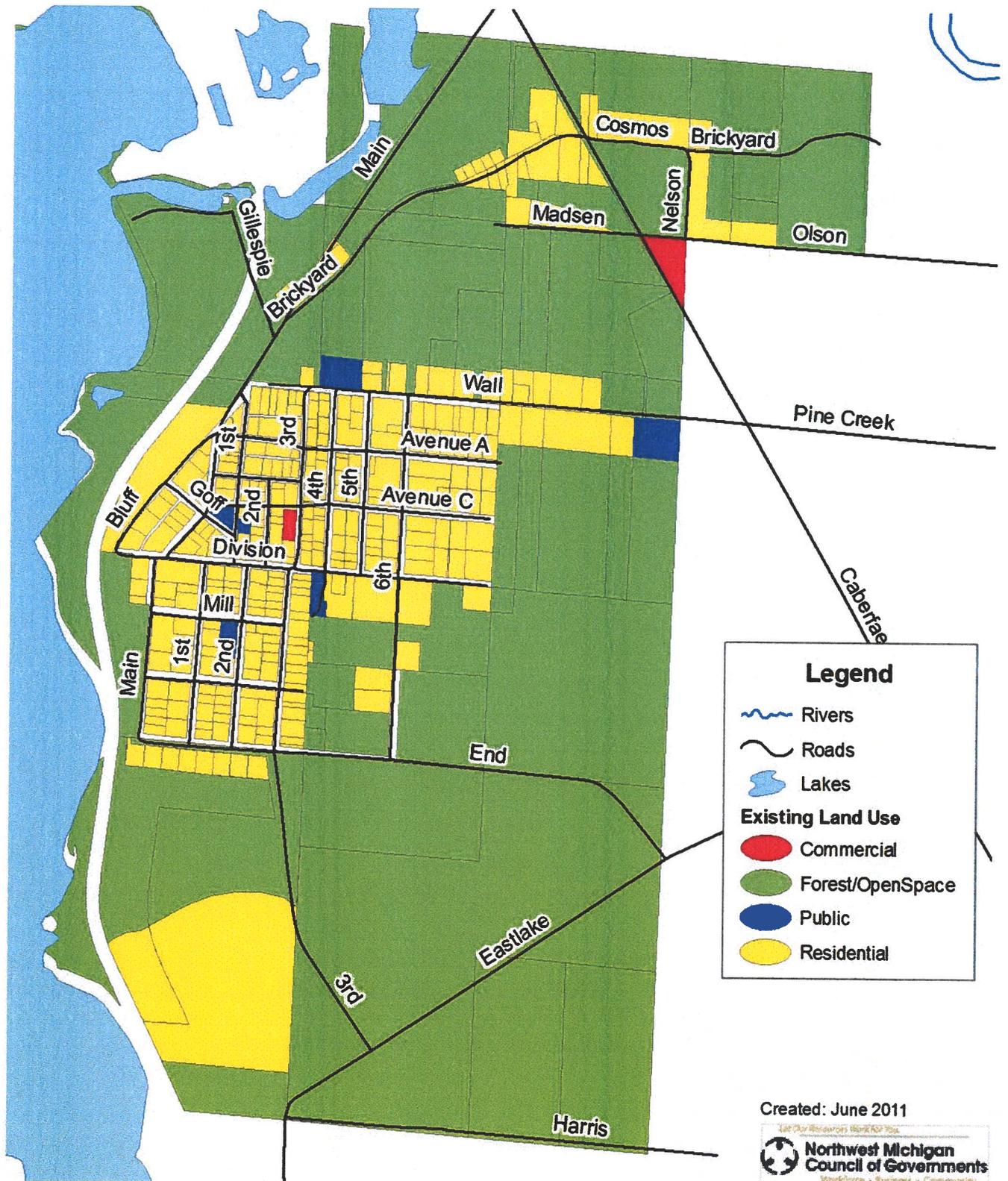
# Village of Eastlake Zoning



The information included in this map was provided by the Village of Eastlake in 2011, and may not reflect the most current conditions. Please contact the Village for the official Eastlake Village Zoning Map.

Created: June 2011

# Village of Eastlake: Existing Land Use



Created: June 2011  
 Northwest Michigan Council of Governments  
 Workforce • Business • Community



# DRAFT 9-13-11

## Chapter 6: Goals, Objectives, & Action Statements

The goals, objectives, and action strategies in this chapter are intended to guide future development, policy initiatives, and other activities in a manner that reflects the community's values and priorities. These goals were developed using public input, previously adopted plans and studies, and analysis of current conditions, as discussed in previous plan chapters.

### Land Use

**Goal:** Encourage balanced land use patterns and design that meet the needs of existing and future land uses, while maintaining and enhancing Eastlake's sense of place.

### Objective

**Improve the quality of existing housing stock.**

- Provide consistent enforcement of Village ordinances.

### Definitions

In order to appropriately administer goals, objectives and strategies—and to ensure that progress is being made towards the community's vision—it's important to understand the roles of each and their relationship to each other.

- **Goals** provide general direction and serve as a description of the desired future. They address issues and specific needs, but are broad in scope.
- **Objectives** are a means of achieving goals, and are attainable.
- **Action Strategies** set forth the specifics necessary to accomplish objectives. One strategy might be used to accomplish multiple objectives; or an objective might require multiple strategies. Action strategies identify implementation tools (such as zoning changes) and the players involved in meeting goals and objectives.

## Eastlake Village Master Plan

- Work with community partners to provide and promote housing rehabilitation programs and incentives.
- Continue and enhance enforcement of existing nuisance and land use regulations.
- Review staffing and administration to ensure regular enforcement of existing regulations.

### **Objective**

**Provide for a range of housing types, sizes, and prices.**

- Continue to provide for a range of housing densities throughout the Village.
- Encourage high-quality housing infill development in existing residential areas.
- Consider zoning changes to allow for a range of housing sizes or types that are consistent with existing residential neighborhoods and character.

### **Objective**

**Provide for a range of uses to support the service, shopping, employment, and recreation needs of residents and visitors.**

### **Action Strategies**

- Regularly review, and if necessary, update, Village zoning and other land use policies to ensure...
- Provide for commercial uses that meet the basic needs of residents and visitors, with minimal impacts to residential neighborhoods.
- Provide for well-designed industrial uses

with minimal noise, lighting, emissions, or environmental impacts to adjacent uses.

- Allow for some low-impact commercial type uses such as home occupations, cottage industries, or office space in nonconforming buildings, provided impacts to neighboring residential properties are minimal.

## **Transportation**

**Goal: Provide a safe, efficient, and balanced transportation system.**

### **Objective**

**Provide a balanced, high-quality, multi-modal transportation network that provides safety and efficiency for all users.**

### **Action Strategies**

- Maintain and improve the existing road system to provide for traffic flow that is safe and efficient for all users, including vehicle/truck traffic, pedestrians, bicyclists, and others.
- Create separate bike/walking paths, where needed and feasible. Consider safe, wide shoulders on street pavement for bicycles.
- Explore the creation of nonmotorized linkages to nearby trail systems, parks, and neighboring communities.
- Develop private road standards to accommodate small-scale developments. Standards should address road width, design specifications, surfacing types, and maintenance.

### Planning Considerations

*At a public forum on March 3, 2011, the public identified the following goals for the future of the Village:*

#### **Vision: Village Character & Quality of Life**

- Save trees on Bullfrog or replace if necessary.
- Need a greater sense of place to counteract negative image
- Better upkeep – maintain or improve image
- Maintain residential character
- Keep the Village the same as it is but with better efficiency
- Landscaping/planting with native plants
- Beautification – flowers, trees, etc
- Keep separate from Manistee
- Celebrate heritage
- Market and advertise assets
- Keep walkable, safe and quiet
- Organize more community events – community yard sales, picnics, art fairs, softball, etc.
- Restore sense of community
- Attract more young families
- Need more jobs to attract new residents

#### **Vision: Recreation & Natural Resources**

- Open up water way to Penny Park
- Build stairway from ball field to Penny Park.
- Basic recreation improvements
- Upgrades at Johnson Field – lighting, dugouts, parking
- Fishing dock – floating docks?
- Dredging
- Fishing/picnic/water access
- Maintain trails
- Penny Park improvements – landscaping, dredging, swimming opportunities, increased infrastructure i.e. handicap accessibility and showers.
- Swimming area possibilities
- Work with DNR
- Provide snowmobile/ORV trail for access to natural areas. Parking lot and trail into state land on 6<sup>th</sup> street and N street. Regulate snowmobile use.
- Provide trail linkages to national forest
- Maximize Manistee Lake and River connections

to the Village

- Improve land and water quality
- Better park maintenance
- Focus on parks/roads/playgrounds
- Festivals or events to celebrate heritage/history
- Dredging could improve fishing access

#### **Vision: Community Facilities & Services**

- Potential for sale or development of Village-owned land.
- Use prison or jail workers for community service
- Provide improvements to Village hall – preserve historic character
- Preserve Bullfrog Alley
- Address access to leaf dump.
- Management of government employees
- Become a charter city
- Potential partnership opportunities with tribe
- Make safer routes to bus stops
- Fire department upgrade – own building
- Renewable/alternative energy sources for local sustainability

#### **Vision: Land Use**

- Condos
- Restaurant
- Light industry – home business, live/work
- Mini-mart on M-55
- Keep the buffer between the industrial park and the Village
- Small-scale commercial uses
- Potential for nearby commercial development
- Keep residential atmosphere
- Residential and commercial growth could increase revenue
- Small light quiet commerce/industry
- Small grocery, gas station, bait store, mom and pop store – something both residents and visitors could use
- More housing

## Eastlake Village Master Plan

nance agreements, at a minimum.

- Support the region's public transportation system.

### Quality of Life & Sense of Place

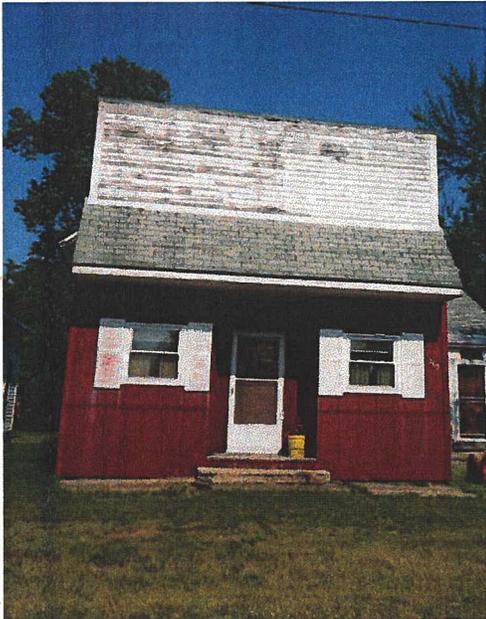
**Goal:** Maintain and enhance the quality of life and small-town character of the Village of Eastlake.

#### Objective

Encourage citizen engagement in local government and community events.

#### Action Strategies

- Promote and encourage the use of parks and civic space for community events and festivals.



- Encourage and support arts and cultural opportunities in civic spaces.

#### Objective

Preserve Eastlake's historic and unique character

#### Action Strategies

- Maintain willow tree "tunnel of trees" along Bullfrog Highway, replanting when necessary.
- Celebrate heritage with community events.
- Encourage and support historic preservation programs and efforts at the Village Hall and in Village neighborhoods.

### Natural Resources

**Goal:** Protect and promote Eastlake's natural features

#### Objective

Preserve and enhance natural areas such as wetlands, floodplains, and woodland areas

#### Action Strategies

- Support and participate in the development of a Manistee Lake plan that addresses water quality and other environmental issues within the lake and along the shoreline
- Work with DNR and other stakeholders to pursue habitat restoration in bayou area of Manistee Lake
- Work with Little River Band on shoreline

## Goals, Objectives, and Action Statements

redevelopment .

- Continue to work with Manistee Lake stakeholders toward water quality improvement measures.

### Recreation

**Goal: Provide a variety of recreation opportunities for all ages and abilities, that meet the community's existing and future needs .**

#### Objective

**Maintain and improve existing parks.**

#### Action Strategies

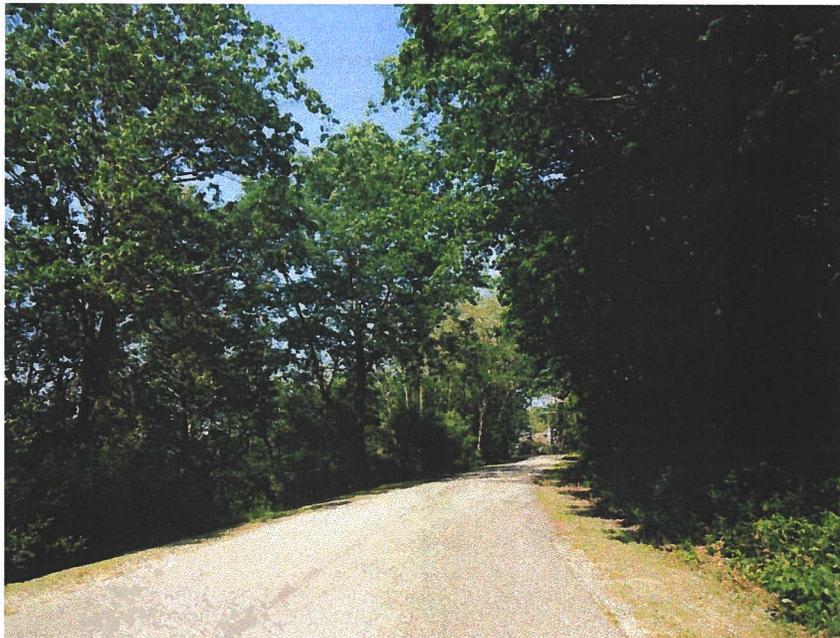
- Install security cameras
- Provide accessibility features at all parks
- Provide for parking and landscaping im-

provements at all parks

- Dredge Penny Park canal
- Implement general Penny Park improvements to campsites, access, signage, and park facilities
- Develop a floating dock at Penny Park
- Provide electric hookups for all campsites
- Improve Johnson Field lighting
- Provide for Johnson Field parking
- Develop a gazebo or picnic area at Nature Walk
- Provide for parking at the Nature Walk

#### Objective

**Consider trail linkages and expansions to enhance access to additional recreation and transportation options**



## Eastlake Village Master Plan

### Action Strategies

- Pursue trail expansions and/or linkages with nearby trail systems
- Develop a “snowmobile route” with posted signage from Nature Walk trail throughout the Village
- Explore and consider implementation of a trail or walkway providing access to Penny Park/Manistee Lake shoreline from Village residential areas

### Objective

**Provide cost-effective, responsive, efficient recreation services and facilities**

### Action Strategies

- Appoint a 5- to 7-member recreation committee to oversee park improvements and activities and make recommendations on park activities and budgets to the Village Council.
- Maintain an updated 5-year recreation plan.



## Community Facilities & Services

**Goal: Provide cost-effective, responsive, efficient services and facilities that adequately meet the community’s existing and future needs .**

### Objective

**Maintain and improve existing community buildings, facilities, and services.**

### Action Strategies

- Improve public building facades.
- Update Village hall interior and implement energy audit recommendations and necessary structural improvements.
- Develop and promote an effective Village web presence.

### Objective

**Provide cost-efficient, effective Village services.**

### Action Strategies

- Implement energy efficiency features in community buildings and facilities.
- Work with other community organizations to address improvement or expansion needs.
- Pursue grant funding and donations for projects when applicable and available.

## **Partnerships, Cooperation, & Civic Engagement**

**Goal:** Work closely and collaboratively with neighboring communities, stakeholder groups, and the public to implement shared goals and objectives.

### **Objective**

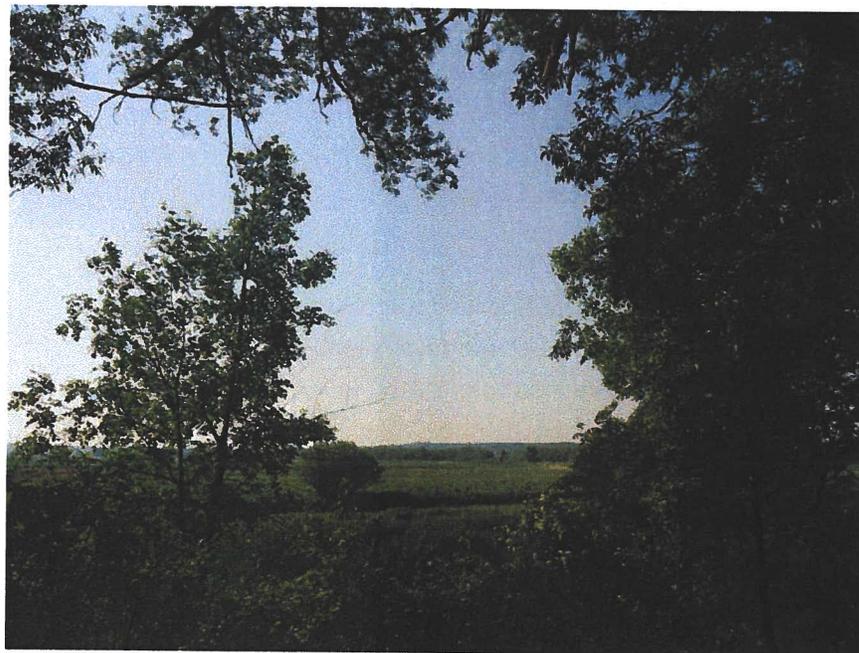
**Pursue partnerships that provide greater cost-effectiveness and efficiencies**

### **Action Strategies**

- Continue the Village's working relationship with neighboring jurisdictions to coordinate planning and other Village activities.
- Engage in regular communications with neighboring communities and stakeholders

on areas of mutual concern.

- Partner with nonprofits and community groups on fundraising and implementation activities.
- Coordinate with service groups, nonprofits, schools, and other community partners to encourage civic engagement and volunteerism in the implementation of community goals.



# Chapter 7:

## Future Land Use & Zoning Plan

The Future Land Use Map and district descriptions translate the Plan's goals, objectives, and action statements into future land use policy. Future land use district boundaries and recommendations are based on existing land use, environmental conditions, social and economic characteristics, and community goals and objectives.

The map and district descriptions identify desired future land use development patterns and approximate locations for each district. The map is not intended to be parcel-specific and as such does not reflect the precise boundaries or dimensions of future development. Rather, the Future Land Use Map is a

long range guide that describes the intended character of the Village's neighborhoods and districts, and portrays a general land use arrangement.

The map and descriptions included in this chapter are intended to ensure that existing land uses can continue while allowing for well-planned growth and investment that protects and enhances local assets. As such, the Future Land Use Map and district descriptions will serve as a guide for the Village, residents, property owners, developers, and other stakeholders when considering new policies, current issues, land use and zoning decisions, public improvements, and community investments.

### Future Land Use and Zoning Maps

The Future Land Use Map and Zoning Ordinance are closely related, but not interchangeable, community land use policies. The Master Plan is a guide for land use 20 or more years into the future; the Zoning Ordinance regulates the use of land in the present. The Master Plan is not a binding, legal document, the Zoning Ordinance is a law.

It's important to note that some future land use classifications may be the same as the existing zoning for that area, while in some cases the recommended future land use is different from the existing zoning or use. This means that in some cases, to use a property for a use as identified in the Future Land Use Map, rezonings or zoning text amendments may be necessary. However, the Future Land Use Map does not, in and of itself, change the existing zoning in an area. A property owner must use the property as it is currently zoned. Changes to zoning are subject to an application and review process that provides for legal review, Planning Commission and Village Council action, and numerous opportunities for public comment.

## **Future Land Use Designations & Zoning Plan**

### **Residential 1**

#### **Existing Conditions**

The Residential 1 category includes a range of medium- to high-density single family residential areas, most of which is located in or near the central core of the Village. Most homes are of traditional nineteenth-century design or single-level mid-20th-century homes. Some non-residential uses, including small-scale business, parks, and governmental uses, currently exist in this district.

#### **Future Land Use Intent**

The intent of the Residential 1 district is to preserve the single-family residential character of existing neighborhoods while offering a range of housing types, prices, and sizes. New single-family residential development should be compatible with historic development patterns, and should be well-connected to adjacent neighborhoods, commercial districts, and services via sidewalks, trailways, and streets.

This Plan recognizes that some non-residential uses in this district provide important services, employment, and recreation opportunities to residents. Accessory uses, home occupations, two-family dwellings, public or community uses, and small scale services may be appropriate if the use supports the needs and functions of the neighborhood (i.e. parks, churches,

schools, daycares, etc), and do not detract from the residential character of the neighborhood. Any non-residential uses must limit impacts such as traffic volumes, lighting, and signage.

### **Residential 2**

#### **Existing Conditions**

The Residential 2 district includes existing single family homes and some undeveloped property to the south of the Village core. Existing development consists of medium-density manufactured homes in Eastlake Estates, a small subdivision.

#### **Future Land Use Intent**

The intent of this district is to support the continued development of the planned residential subdivision and allow for additional single-family home development in a variety of sizes and densities.

New development should be consistent with the design and architectural styles of existing Village residential areas, and should be connected to adjacent neighborhoods via streets, trailways, or sidewalks.

### **Rural Residential**

#### **Existing Conditions**

The Rural Residential district includes much of the Village's undeveloped areas, as well as some existing low- to medium-density single family homes. Existing homes in this district are

## Eastlake Village Master Plan

of a variety of architectural styles, and many are on larger lots that are somewhat separated from the Village core. Homes and lots have a more rural or forested character than residential lots within or near the Village core.

### **Future Land Use Intent**

The intent of this district is to allow for some additional residential development in a more rural setting, in a variety of sizes and densities. Development should be consistent with the rural and forested character of the area. Development should provide for both vehicular and non-motorized transportation connections with other parts of the community. Private roads or other infrastructure may be necessary to serve some areas of the Village.

Best practices for site design, including open space conservation, non-motorized connections or trailways, and environmentally sensitive development patterns, should be considered.

### **Commercial**

#### **Existing Conditions**

The Commercial district includes one existing commercial use and surrounding acreage along M-55.

#### **Future Land Use Intent**

The intent of the Commercial district is to ac-

commodate existing uses and residential development, while providing additional opportunities for small-scale retail, office, or service uses. Uses that serve basic shopping or service needs for residents and visitors are encouraged.

New development should include consideration of best practices for site design in order to encourage safe and efficient traffic flow. Parking areas should be designed to minimize impervious surfaces and the amount of roadway frontage devoted to parking. Parking lots should be screened and/or located to the side or rear of buildings, and requirements relative to the amount of parking should be flexible. Lighting should be designed so as not to encroach upon neighboring properties. New development should be well-connected to other parts of the Village through streets, sidewalks, or trailways.

### **Shoreline**

#### **Existing Conditions**

As one of the Village's most important assets, and in consideration of existing environmental conditions, the Manistee Lake shoreline has been designated a special land use category. The Shoreline district includes a mix of uses along the shoreline, including Penny Park, the Little River Band Natural Resources administration building, and a boat storage/warehouse building, along with rail, road, and water transportation access. Significant amounts of wetlands and steep slopes create environmentally

sensitive conditions that may impact development, and some portions of the district have been identified as brownfield sites.

### **Future Land Use Intent**

The intent of the Shoreline district is to allow for continued use of the waterfront while preserving and enhancing the Village's natural resources and sensitive natural features. Development may be permitted in this district, but because of existing conditions, may be subject to additional state and federal regulations pertaining to sensitive natural features or brownfield conditions.

Uses that protect and enhance the Village's natural resources and recreational activities, such as natural areas, trailways, and parks, are encouraged. Some residential, commercial, or light industrial development may be appropriate, provided that the area's natural resources are protected. Any new development should consider best practices that limit negative impacts to the natural environment, such as natural landscaping, shielded lighting, use of native vegetation, and low impact or environmentally sensitive development techniques. Any industrial or commercial development should be low-intensity, with low emissions, noise levels, and limited impacts to adjacent uses or natural resources. New development should be compatible with surrounding neighborhoods and well-connected to other parts of the Village through streets, sidewalks, or trailways.

### **Public/Recreation**

#### **Existing Conditions**

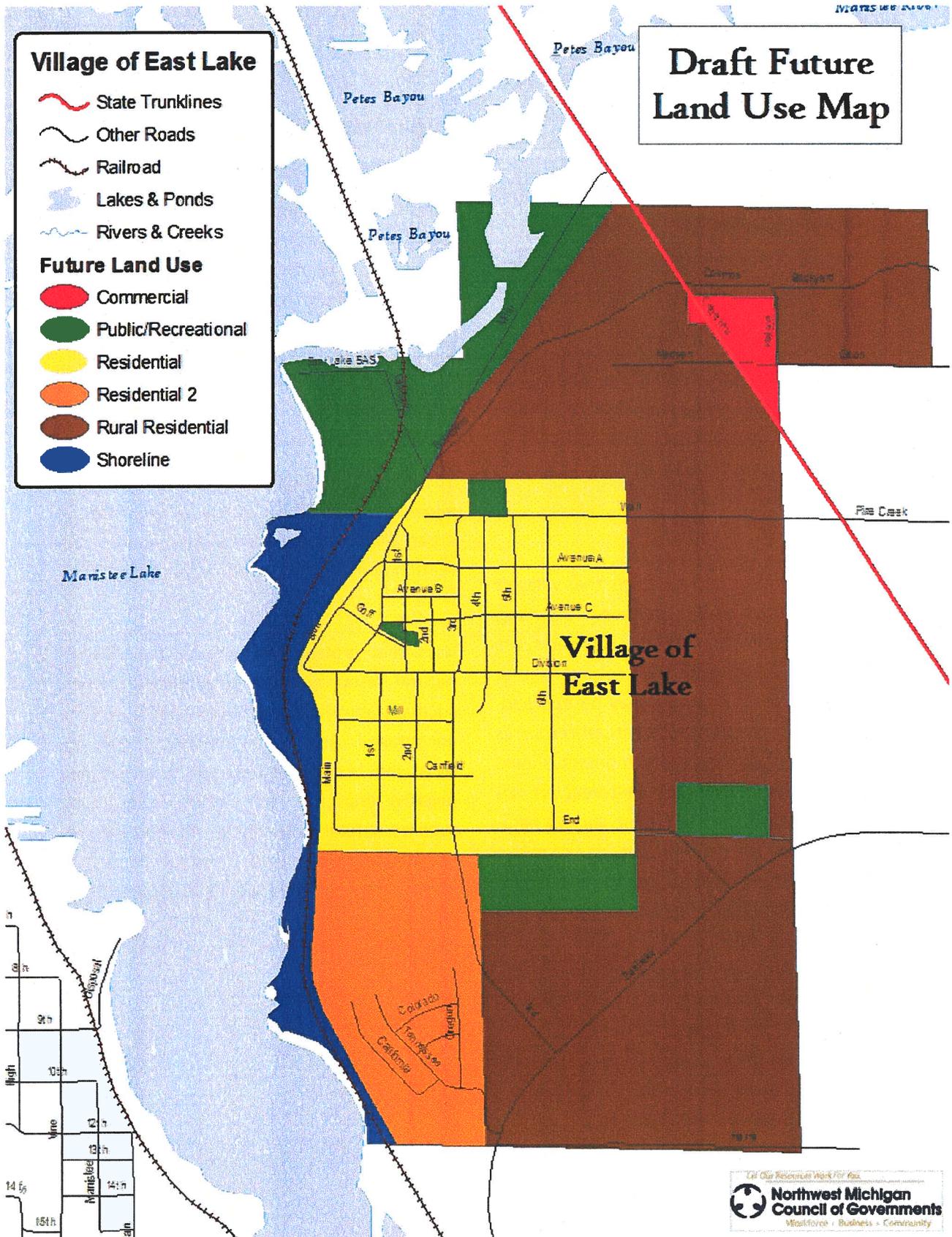
The Public/Recreation district includes properties that are permanently protected due to status as environmentally sensitive areas, recreational uses, or government-owned properties, including Village-owned parks, wetlands, and the former Village dump.

#### **Future Land Use Intent**

The intent of the Public/Recreation district is to allow for preservation of the Village's natural areas and to accommodate and enhance recreation opportunities and community facilities.

Uses that protect and enhance the Village's natural resources and recreational activities, such as natural areas, trailways, and parks, are encouraged. Any recreation-related development should consider best practices that limit negative impacts to the natural environment, such as natural landscaping, shielded lighting, use of native vegetation, and low impact or environmentally sensitive development techniques.

# Eastlake Village Master Plan



# Chapter 8:

## Plan Implementation

### Zoning Plan

Zoning has traditionally been the primary means of implementation for most master plans. Further, the Michigan Planning Enabling Act (PA 33 of 2008) requires the Master Plan to include a zoning plan, showing how land use categories on the future land use map relate to the zoning map. The Future Land Use Map and district descriptions act as the Village of Eastlake Zoning Plan. The proposed land uses illustrated on the future land use plan map are a guide and not intended to indicate the precise boundary between uses. These uses could vary depending on how a specific proposal relates to existing uses, environmental conditions, and to the plan.

Many goals and objectives in the Master Plan can be addressed through administration and implementation of, or changes to, the Village Zoning Ordinance. Because the Village has not completed a comprehensive update of the zoning ordinance in some time, it may be necessary in many cases to amend the zoning ordinance or map in order to accommodate the desired intent of the future land use map. **The Village should thoroughly review and update existing zoning regulations in order to ensure that they are consistent with the adopted Master Plan.** In particular, some zoning policies the Village may wish to review, update, or develop include:

- **Zoning district classifications, boundaries, and uses,** should be updated to ensure that

an appropriate mix of uses is permitted.

- **Special or conditional use provisions,** to allow for higher-intensity uses, such as industry, while ensuring that impacts to surrounding neighborhoods are minimal.
- **Site plan review** language insures that development is in compliance with the zoning ordinance and other requirements, and provides a review mechanism that ensure that new development is well-designed with minimal negative impacts to surrounding neighborhoods.
- **Lighting standards** can limit impacts of lighting to adjacent properties while providing energy savings and reducing sky glow (light pollution).
- **Private street or road standards** regulate private road design, with engineering specifications and guidance for continued maintenance. Private roads can provide access to larger undeveloped properties, thereby offering additional development opportunities
- **Access management** is a best practice that guides the placement of driveways and traffic circulation, in order to ensure safe and efficient traffic flow.
- **Parking standards** should be carefully designed to allow for flexibility in parking in order to reduce impervious surfaces.
- **Planned unit development** regulations allow options and flexibility for large or mixed-use developments, while accom-

## Eastlake Village Master Plan

plishing a number of community goals or objectives.

### **Rezoning and Conditional Rezoning**

In many cases, current zoning allows for the use of properties in a way that is consistent with the intent of the Future Land Use Map. However, in some cases, rezonings may be needed to allow for the intended uses or development types of the Future Land Use Map.

Conditional zoning is a technique permitted in Michigan which allows a property owner to voluntarily attach conditions to a rezoning request. These conditions restrict the development of the property to that scenario proposed by the applicant, and must be offered by the applicant—not imposed by the local government. This technique may be useful in circumstances where possible impacts to adjacent uses are a concern.

### **Capital Improvements, Grants, & Spending**

While many Village planning goals will be implemented through zoning or other policies, some projects or objectives will require local expenditures. Because some expenses or improvements may be eligible for grant funding, the Village should pursue grant opportunities as appropriate. Other, non-grant funded spending needs will be addressed in the Village budget, which is adopted annually and ad-

resses expenditures for facilities, maintenance, staffing, and other administrative functions.

To aid in the budgeting process, the Village should consider a capital improvements plan (CIP) that provides a blueprint for capital expenditures such as roads, utility improvements, parks, and heavy equipment. The CIP would help maximize tax revenues, encourage efficient administration, and aid in grant applications.

### **Leadership and Public Input**

The Master Plan is implemented in part by decisions that are made by Village leadership on issues including zoning, budgets, policy, and capital improvements. Village leadership includes the Village Council, Planning Commission, Zoning Board of Appeals, and appointed staff. Each group plays a different role in the implementation of the Master Plan.

#### ***Village Council***

The Village Council is elected every four years to represent the community. Responsibilities include:

- Appointing the Planning Commission
- Adopting plans and ordinances
- Setting tax rates
- Authorizing expenditures and borrowing
- Hiring administrative staff
- Providing oversight of public facilities

- Actively enforce the zoning ordinance and related Village Ordinance
- Other duties as necessary.
- Acting on requests for variances from zoning regulations
- Acting on requests for interpretation of zoning regulations

### ***Village Planning Commission***

The Village Planning Commission is appointed by the Village Council and is charged with:

- Development of plans and zoning ordinances
- Administration of the Zoning Ordinance
- Advising the Village Council on proposed rezonings or zoning ordinance changes
- Review of development proposals
- Regular review (at least once every 5 years), and, if necessary, update of the Village Master Plan

### ***Zoning Board of Appeals***

The Zoning Board of Appeals is appointed by the Village Council and is responsible for:

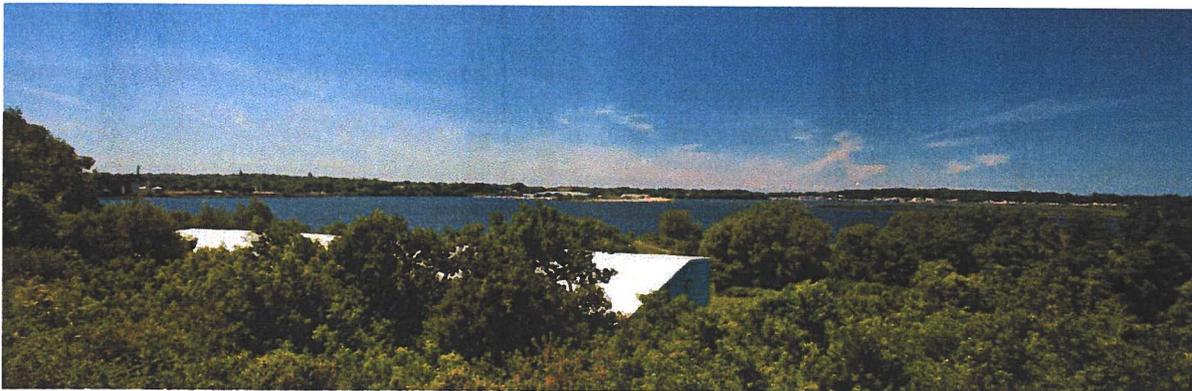
- Hears appeals on zoning decisions

### ***Zoning Administrator***

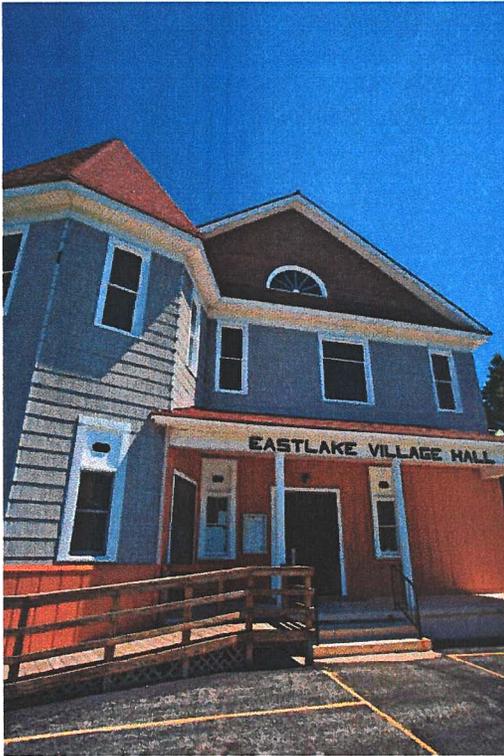
The Zoning Administrator is a staff or volunteer position appointed by the Village Council. Responsibilities include:

- Review and investigate applications to ensure compliance with zoning ordinance
- Issue zoning permits, when appropriate
- Investigate alleged zoning violations
- Conduct site plan reviews and prepare staff reports on zoning applications

Elected and appointed leadership, as well as any paid or volunteer staff, should attend regular training sessions on planning and zoning



## Eastlake Village Master Plan



fundamentals, best practices, and emerging and innovative approaches to community development.

To ensure that the Village is responsive to community and development needs while protecting the public health, safety, and welfare, the Village Council, Planning Commission, and staff should engage in regular, open communication with the community. Regular focus groups, public discussions, or other forum type opportunities should be considered as a means to continuously obtain input and feedback.

### Partnerships and Citizen Engagement

While many of the plan's objectives may be addressed through Village policies, ordinances, or other regulations, many of the goals and objectives will require strong partnerships with community stakeholders.

The plan recommends pursuing partnerships with local service clubs, schools, nonprofits, regional agencies, and other levels of government. Partnerships broaden the scope of available grant dollars and other revenue, encourage citizen engagement in community activities, and enhance staff capacities and efficiencies. Possible partners may include:

- Manistee County
- Little River Band of Ottawa Indians
- Manistee Township, City of Manistee, and other neighboring units of government
- Local service groups
- Student groups
- Alliance for Economic Success
- Northwest Michigan Council of Governments
- Michigan Department of Natural Resources
- Michigan State Housing Development Authority
- Michigan Department of Transportation
- Michigan Economic Development Corporation

Partnerships with some of these organizations

may provide volunteer capital to implement some small-scale community projects. Volunteer activities will be critical to building citizen engagement and community pride.

Joint planning with neighboring units of government may also offer some important opportunities for efficiency in planning and administration. Joint planning activities could include shared master plans or recreation plans, shared planning or zoning staff, or planning for issues of intergovernmental concern, such as water quality or watershed plans.

### **Plan Updates**

The Michigan Planning Enabling Act requires that all plans be reviewed, and updated if necessary, every 5 years. While comprehensive updates may not occur as often as every 5 years, regular review of the plan and its objectives will be important to ensure that the plan and related ordinances are effective, whether the goals and objectives are being addressed, whether the plan's policies are still relevant and appropriate, and which objectives remain to be addressed.

During the plan review, several objectives should be identified and prioritized as an implementation schedule, in order to help focus the Planning Commission's activity throughout the year.

The Recreation Plan, which is included in this Master Plan, should be reviewed and updated every five years, to ensure that goals are relevant and objectives are being addressed.

## **Eastlake Village Master Plan Public Input: Executive Summary**

In 2011, the Village of Eastlake began efforts to develop a Village Master Plan and Recreation Plan. The purpose of the Village Master Plan is to provide guidance for land use, zoning decisions, and other community policy; while the Recreation Plan is intended to provide a five-year action plan for recreation improvements and enhancements. As part of this effort, the Eastlake Village Master Plan Committee has worked to obtain public input as a foundation for the plans. Two public forums were held on March 3, 2011, with participation from about 30 residents total. In addition, a survey was mailed to all addresses within the Village and to out-of-town property owners in February 2011. Following is a summary of consistent themes that emerged from community discussions and survey results.

### **Village Character and Quality of Life**

Comments at the March 3 forum reflect the desire to maintain Eastlake's small town atmosphere and sense of community, which are highly valued by Village residents. However, there was some discussion regarding a decline in attendance or participation in community or social events. Participants also discussed concerns relative to junk or blight, and how these issues contribute to a negative image.

These sentiments were reflected in the Village survey, which indicated that relatively low numbers of respondents feel that the social environment (25%) and overall Village appearance (38%) are "good" or "excellent. 92% of respondents would like the Village to remain primarily residential. Survey results also stressed the interest on the part of respondents regarding enforcement of junk or nuisance ordinances, with only 18% indicating that they are satisfied with current enforcement activities, and 77% answering that these activities are somewhat or very important. 86% would support enforcement initiatives in the future. This issue was also addressed in several written comments in the survey

### **Recreation & Natural Resources**

Recreation and natural resources were identified as important community assets at the forum. Recreation discussions at the forum focused on potential improvements to Penny Park, which attracts the most usage of the three Village parks. Improvements to Penny Park – including restroom improvements, dredging of the canal, and accessibility improvements for boating and fishing – attracted more support than other identified recreation improvements. Other recreation discussion and comments included trail linkages to public forest land; providing for pedestrian accessibility to Penny Park, such as the development of a stairway to the water; and improvements or enhancements to Johnson Field.

### **Community Facilities and Services**

Surveys addressed current levels of satisfaction and importance levels for Village facilities and services. Maintenance activities – particularly winter maintenance – were identified as the most important, and several comments in the surveys addressed this issue, along with the potential for partnership with other communities on some issues. Discussion at the forum included comments such as addressing access to the leaf dump, partnership opportunities, improvements to the Village hall, fire department building upgrade, and addressing maintenance costs. Apart from historic preservation efforts (i.e. Village Hall), support in the survey for these items appeared to be split, with support for these initiatives at around 50% and significant amounts of neutral responses. These issues appear to be areas that will require careful consideration and discussion in the future.

### **Land Use**

Responses regarding satisfaction with the community's current mix of land uses were nearly evenly divided between negative, positive, and neutral, but most participants in both the survey (92%) and at the March 3 forum would like to see the Village retain its primarily residential character. However, there is an interest in some small scale commercial. There was discussion and interest at the forum regarding a "neighborhood store" that would serve residents' basic shopping needs. While general survey results don't show substantial support (38%) for *general* commercial development, that support grows to 59% when specific commercial uses are identified – i.e. neighborhood commercial (small retail, services, offices). Similar results are apparent when respondents are asked about highway commercial (gas stations, retail, dining, etc), which had 54% support in the survey. This holds true for light industrial as well, which had 51% support when specifically identified, compared to very low levels of support for *general* industrial development. Based on input, it seems that there is interest in commercial or industrial development but at a small scale that serves residents needs.

## March 3 Eastlake Village Master Plan Public Forum Public Input Summary

Two Eastlake Village Master Plan Public Forums were held on March 3 at the Village Hall; about 30 people participated (total). After presentations on Village planning history, demographics, and plan basics, participants worked in small groups to discuss the following questions:

- What are the Village's most important qualities and assets? What are strengths and weaknesses? Why?
- What are your hopes and priorities for the future of the Village? What's your vision?

Some themes were apparent, based on wrap-up discussions at the forum and on notes from facilitators. The Village's high quality of life and quiet, friendly, safe, small town atmosphere; and parks, open spaces, and recreation emerged as the most important Village assets. Natural resources, including lake frontage, proximity to the Manistee River, and national forest were also cited frequently as Village assets, particularly in relationship to recreation opportunities.

Concerns focused on the local economy and Village aesthetics, along with some issues relative to usage or amenities at Village parks. "Main ideas" or themes relative to community vision were as follows,:

- Maintain the Village's residential character and small town feel, while improving or enhancing the sense of community
- Maintain and improve the Village parks and recreation opportunities
- Allow for/encourage some small-scale, low-impact commercial uses that meet needs of residents and visitors

Focal points from the discussion included the Village character or image and quality of life; recreation and natural resources; community facilities and services; and land use. Following are summaries of assets, challenges and visions for each of these focus areas.

### Village Character and Quality of Life

**Assets:** The residential character and quiet, friendly, safe, small town atmosphere were seen as the Village's biggest asset. There was discussion regarding the family friendly environment and sense of community and safety – i.e. knowing your neighbors and neighbors looking out for each other. The Village's historic character and Bullfrog Alley, proximity to Manistee (city assets without city), walkability, and affordable living opportunities were also considered important attributes.

**Challenges:** Junk and maintenance issues create a negative image. There is a lack of services or basic businesses for residents – i.e. bank, grocery, gas station – and for visitors, primarily lodging. Community events that have been held in the past have been "lost" – there is a lack of participation and momentum to organize events, and an overall lack of engagement from residents in Village activities. There was some discussion regarding lack of enforcement on some Village issues, such as traffic speeds on Village streets.

### Vision:

- Save trees on Bullfrog or replace if necessary.
- Need a greater sense of place to counteract negative image
- Better upkeep – maintain or improve image
- Maintain residential character
- Keep the Village the same as it is but with better efficiency
- Landscaping/planting with native plants
- Beautification – flowers, trees, etc
- Keep separate from Manistee
- Celebrate heritage
- Market and advertise assets
- Keep walkable, safe and quiet

- Organize more community events – community yard sales, picnics, art fairs, softball, etc.
- Restore sense of community
- Attract more young families
- Need more jobs to attract new residents

## Recreation & Natural Resources

**Assets.** Penny Park campground and fishing access are important to the community. Thousands of acres of national forest and the world class Manistee River are nearby.

**Challenges:** There is a lack of swimming opportunities or access for pedestrians to the water. Johnson Field is not well maintained. The Village is not connected via trails to the surrounding forest. Sand deposits from Manistee River and impacts to water flow in the lake from the Milwaukee boat affect fishing opportunities.

### Vision:

- Open up water way to Penny Park
- Build stairway from ball field to Penny Park.
- Basic recreation improvements
- Upgrades at Johnson Field – lighting, dugouts, parking
- Fishing dock – floating docks?
- Dredging
- Fishing/picnic/water access
- Maintain trails
- Penny Park improvements – landscaping, dredging, swimming opportunities, increased infrastructure i.e. handicap accessibility and showers.
- Swimming area possibilities
- Work with DNR
- Provide snowmobile/ORV trail for access to natural areas. Parking lot and trail into state land on 6<sup>th</sup> street and N street. Regulate snowmobile use.
- Provide trail linkages to national forest
- Maximize Manistee Lake and River connection to the Village
- Improve land and water quality
- Better park maintenance
- Focus on parks/roads/playgrounds
- Festivals or events to celebrate heritage/history
- Dredging could improve fishing access

## Community Facilities and Services

**Assets:** Village leadership is invested in the community as residents. Not a lot of rules/regulations provides for flexibility. Quality fire department/EMT. Village owns 80 acres of undeveloped land.

**Challenges** Low revenues create difficulties meeting needs. Ordinance enforcement, maintenance costs, and employee management were cited as concerns, as were natural gas/infrastructure expenses for residents.

### Vision:

- Potential for sale or development of Village-owned land.
- Use prison or jail workers for community service
- Provide improvements to Village hall – preserve historic character
- Preserve Bullfrog Alley
- Address access to leaf dump.
- Management of government employees
- Become a charter city
- Potential partnership opportunities with tribe
- Make safer routes to bus stops
- Fire department upgrade – own building
- Renewable/alternative energy sources for local sustainability

## Land Use

**Assets.** The Village's primarily residential character is seen as an asset. Large lots allows for space between homes and privacy.

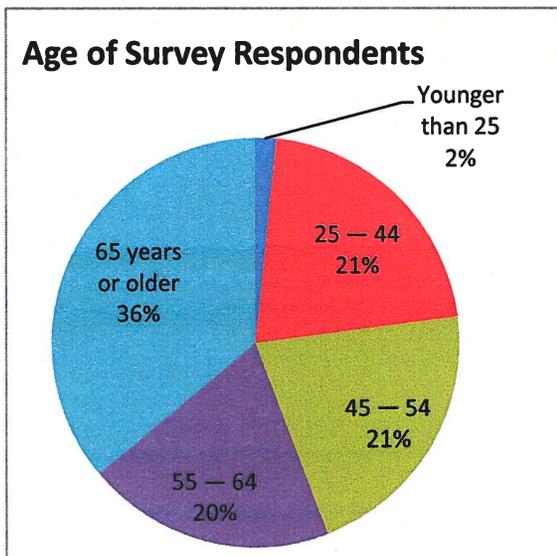
**Challenges.** No commercial uses means that residents have to drive to Manistee for basic needs. Mobile home park may impact new residential development.

### **Vision:**

- Condos
- Restaurant
- Light industry – home business, live/work
- Mini-mart on M-55
- Keep the buffer between the industrial park and the Village
- Small-scale commercial uses
- Potential for nearby commercial development
- Keep residential atmosphere
- Residential and commercial growth could increase revenue
- Small light quiet commerce/industry
- Small grocery, gas station, bait store, mom and pop store – something both residents and visitors could use
- More housing
- Opportunities for vacant land – housing developments?

# Village of Eastlake 2011 Master Plan Survey

The Village of Eastlake released a Master Plan survey in February 2011, as part of the Village's master plan and recreation plan development efforts, in order to better understand the community's preferences for the Village. A total of 335 surveys were mailed the week of February 21 to all addresses in the Village of Eastlake, as well as to property owners that do not reside in the Village; surveys were also made available online. Recipients were asked to return their surveys by March 18. 63 surveys were returned. Using the mailing total for a base, this would equal a response rate of about 19%.



Based on answers provided in Part 4 of the survey, which asked for basic demographic information, most survey respondents are Village residents (86%), and an even higher percentage were property owners (95%). Most were age 45 or older (77%), and 36% were age 65 or older. Only 2 respondents were younger than 25. The age of remaining participants was fairly evenly in terms of percentage.

This report summarizes survey results, with a focus on the strongest positive/negative responses overall and for each survey section, in order to determine areas of community priority and consensus.

## Agreement Areas

Several issues in the survey attracted a significant level of positive responses. Survey questions that received over 80% positive responses are considered "agreement areas" as they have strong community support. Planning, zoning, or operational issues that the community faces now or in the future should take these areas into consideration, as they appear to be important to the community and will assist Village leaders in setting current priorities and will provide a direction for the future. Strong negative responses, on the other hand, clearly identify which current conditions and future directions are not acceptable to most residents.

Respondents clearly indicated their interest in retaining the residential character that they think the Village already has, and indicated which Village activities should take priority – i.e. maintenance, improvement of fishing access, and efforts to address the Village quality of life and overall appearance of the community.

Areas of divided opinion are reflected in response rates that are fairly evenly divided between positive, negative, and neutral responses. These "toss up" questions can signal the need for careful analysis or community discussion surrounding these issue areas.

The responses below include questions which received a total positive response (includes *somewhat important* and *very important*, *somewhat agree* and *strongly agree*, *somewhat satisfied* and *very satisfied*, and *yes* responses) of 80% or more. Strong negative responses include a total negative response ("*not very unimportant*" and "*very unimportant*," *somewhat disagree* and *strongly disagree*, *somewhat dissatisfied* and *very dissatisfied*, *needs improvement* and *poor*, and *no* responses) of 60% or more. Toss up questions are identified in commentary on each relevant section.

**Agreement Areas - Strong Positive Responses:**

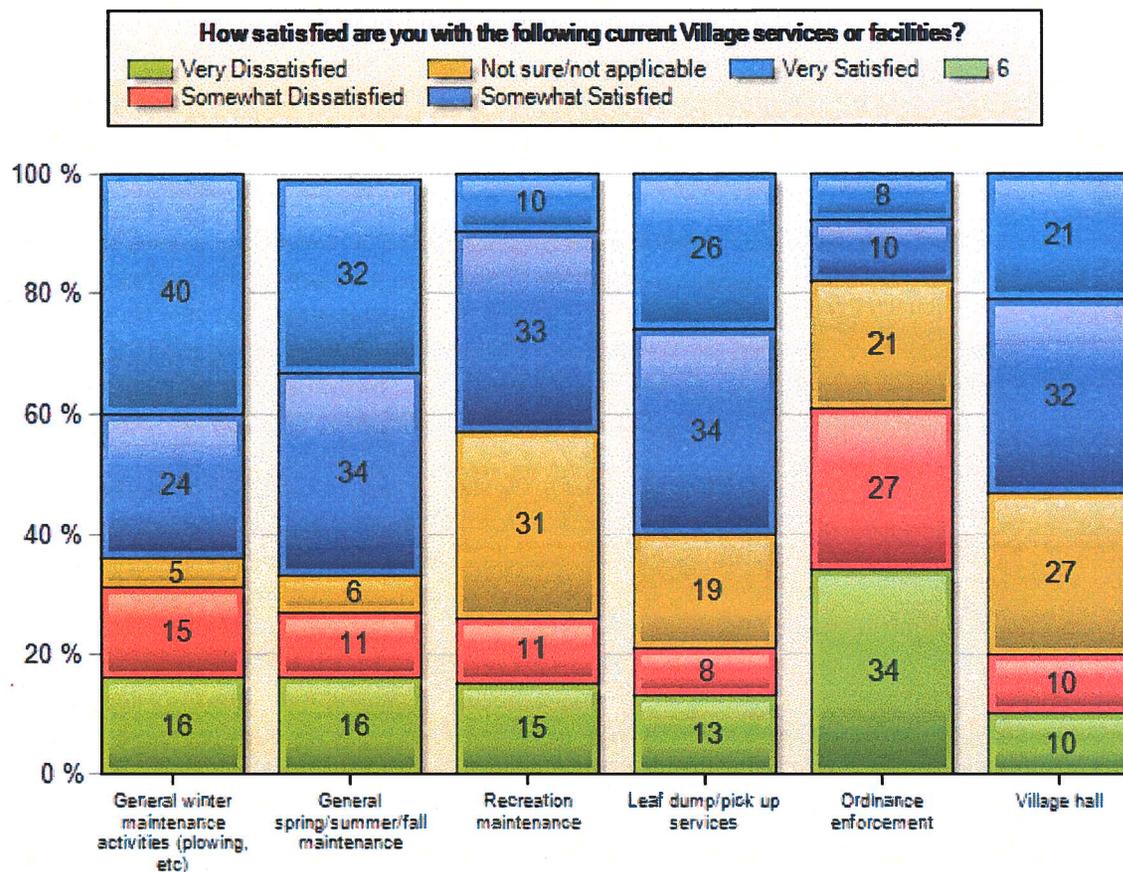
- A total of 92% answered that they **would like to see the Village remain a primarily residential community** (57% strongly agree, 35% agree somewhat).
- 92% consider Village maintenance to be important. 79% indicated that **winter maintenance** activities are "very important." An additional 13% considered winter maintenance to be "somewhat" important (total 92% positive responses). 48% felt that **summer maintenance** activities are "very important," and an additional 44% answered that this activity is "somewhat important" (total 92% positive responses)\
- 92% would support **private foundation grants or donations**
- 91% indicated that it's important for **fishing access** to be developed/enhanced in the Village
- 90% would support **grants** for recreation funding.
- 89% feel it's important for the Village to address the **overall quality of life**.
- 88% feel it's important for the Village to address **overall Village appearance**, and 86% think it's important to address **Village services and facilities**.
- 86% answered that it's important to develop or enhance Village **boating access**.

**Agreement Areas – High Level of Negative Responses:**

- 84% do not use **Johnson Field**
  - 78% would not support **heavy industrial development** in the Village
  - 71% do not use the **nature walk**
  - 67% would not like to see more **industrial growth** in the Village
  - 61% expressed dissatisfaction with **ordinance enforcement** (34% were "very dissatisfied" and 27% were "somewhat dissatisfied")
-

## Part 1. Current Village Services, Facilities, and Qualities

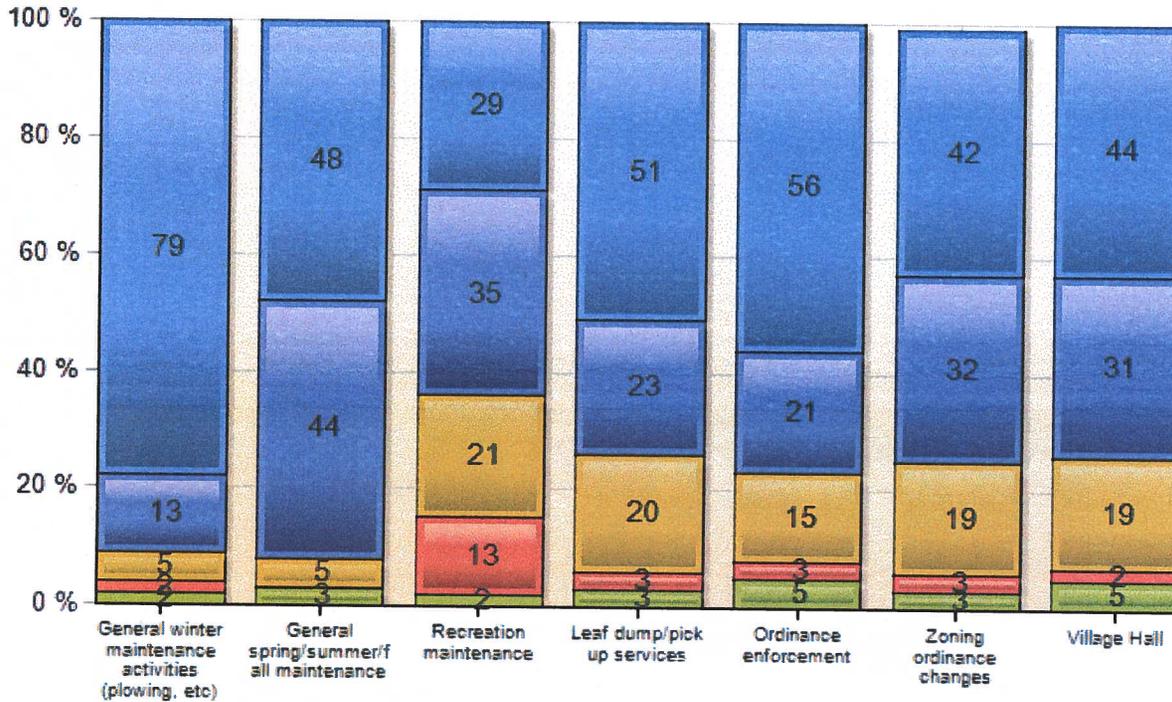
Questions in Part 1 of the survey asked participants to indicate the level of satisfaction with current services and identify areas that should be considered current priorities. Three questions were asked relative to satisfaction, importance, and quality of current facilities or aspects of the Village. Seven specific services, facilities, or Village aspects were identified for each question. In general, levels of satisfaction or perceptions of current quality were somewhat lower than the levels of importance assigned to the features listed.



**Question 1. How satisfied are you with the following current Village services or facilities?** Responses in Question 1 indicated fairly positive views of most current Village services or facilities. Winter and summer maintenance activities received the highest number of positive responses, with 64% and 66% of respondents selecting positive responses on these questions, respectively. Ordinance enforcement was not viewed positively: only 18% expressed satisfaction with current ordinance enforcement activities, and 61% of respondents indicated that they are very dissatisfied or somewhat dissatisfied with these efforts. Other activities – including recreation maintenance, the Village hall, and leaf dump/pick-up services were more evenly divided, reflecting a “toss up” or split community opinion. Significant numbers of respondents selected “not sure/not applicable” for these questions (over 20% for each question).

**How important are the following Village services or facilities to you?**

Very Unimportant    Not sure/not applicable    Somewhat Important    Very Important  
 Not very Important



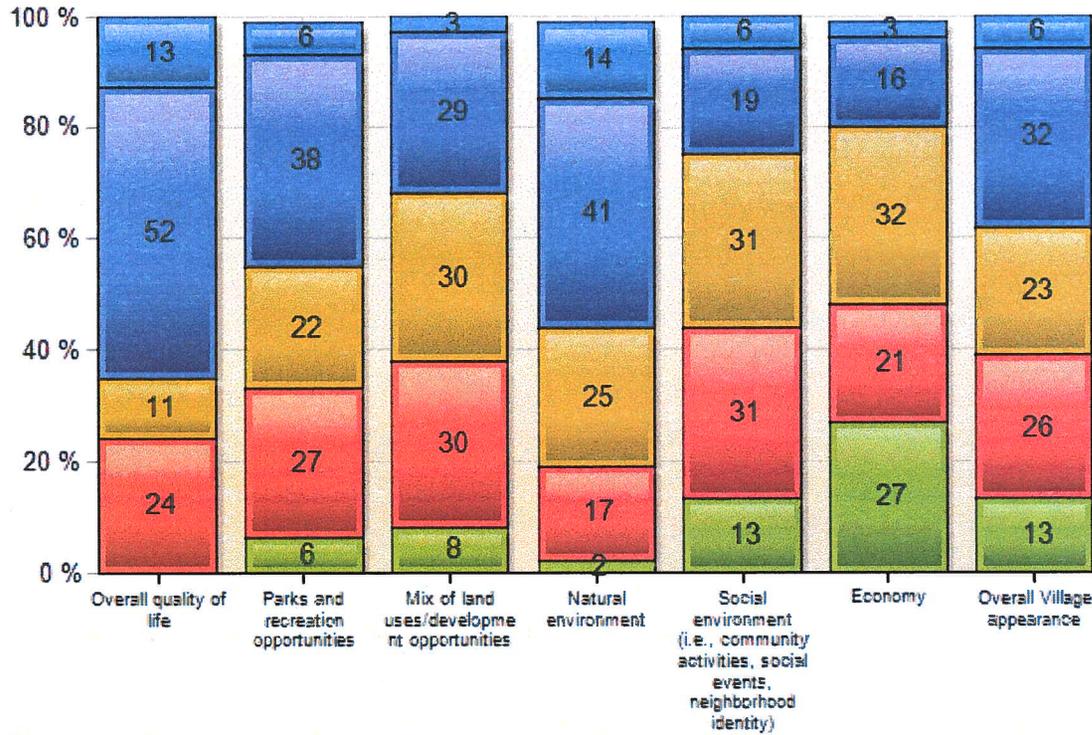
**Question 2. How important are the following Village services or facilities to you?** Despite varying levels of satisfaction with the services or facilities identified in Question 2, there is fairly clear consensus that all current activities are important to Village residents, with positive responses ranging from 64% to 92% for each question. Maintenance activities were by far considered the most important Village service, with 92% of respondents selecting “somewhat” or “very” important for both questions. 79% of respondents indicated that winter maintenance activities are “very” important – the highest level of strong agreement (i.e., “very important,” “strongly agree,” etc.) for any question in the survey. While the majority has expressed general satisfaction with this service, there is somewhat of a disconnect here with how important respondents believe this activity to be (92%), compared with how satisfied they are with current services (64%). Several comments in Part 5 discussed maintenance issues.

Other priority services or facilities, indicated by strong levels of support, are ordinance enforcement and leaf dump/pick up services. Ordinance enforcement had a high percentage of positive responses (77%) in terms of its importance. As with maintenance activities, there is a disconnect with the level of importance assigned to the activity and the current level of satisfaction with this activity (18%).

Respondents also consider the Village hall and zoning changes to be important, with 74% and 75% positive responses, respectively.

**Please rate the current quality of the following aspects of the Village.**

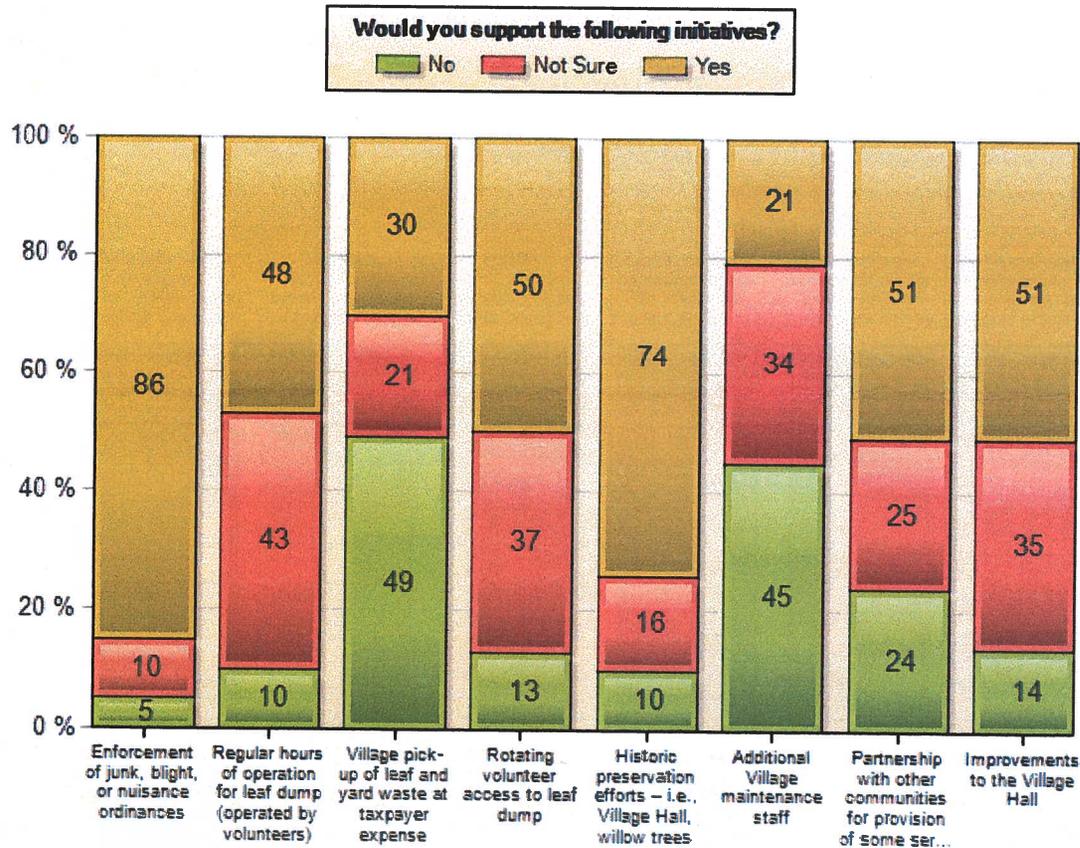
■ Poor   
 ■ Needs Improvement   
 ■ Neutral   
 ■ Good   
 ■ Excellent



**Question 3. Please rate the current quality of the following aspects of the Village.** In respect to the current quality of various aspects of the Village, responses reflect some "toss up" areas and relatively low levels of positive responses. The highest positive response was relative to the overall quality of life (65%), followed by natural environment (55%). Positive ratings for the community's social environment and economy were low, both under 30%. There were significant percentages of neutral responses (30% or greater) in this section for questions including the mix of land uses, social environment, and economy.

## Part 2. Planning for the Future

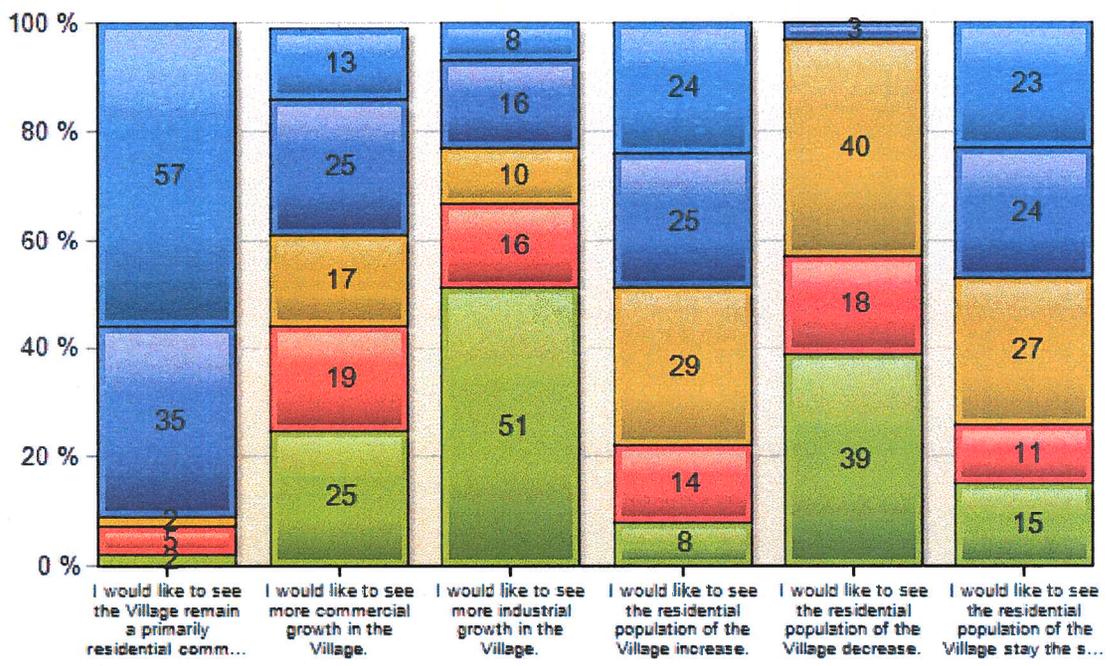
Questions in Part 2 were asked to will help the Village determine priorities for land use planning and Village services in the future. Four questions were asked in this section relative to potential future initiatives, how the Village should grow or change in the future, what types of development respondents would support, and how important it is for the Village to address certain issues. Responses generally reflect importance, quality, and satisfaction levels identified in Part 1.



**Question 4. Would you support the following initiatives?** Participants were asked to select yes/not sure/no responses for a variety of community activities. The highest rated initiatives were enforcement of junk, blight, and nuisance ordinances, as might be expected from the high level of importance assigned to this activity in Question 2. Historic preservation activities also attracted significant support. Outside of these two initiatives, there were significant numbers of neutral responses. Partnership with other communities and Village hall improvements both received support from just over half of respondents. The lowest-rated activities were additional Village maintenance staff and Village pick-up of leaf and yard waste at taxpayer expense.

**How would you like the Village to grow or change over the next 20 years? Please indicate whether you agree or disagree with the following statements.**

■ Strongly Disagree   
 ■ No opinion   
 ■ Agree Somewhat   
 ■ Strongly Agree  
■ Disagree somewhat

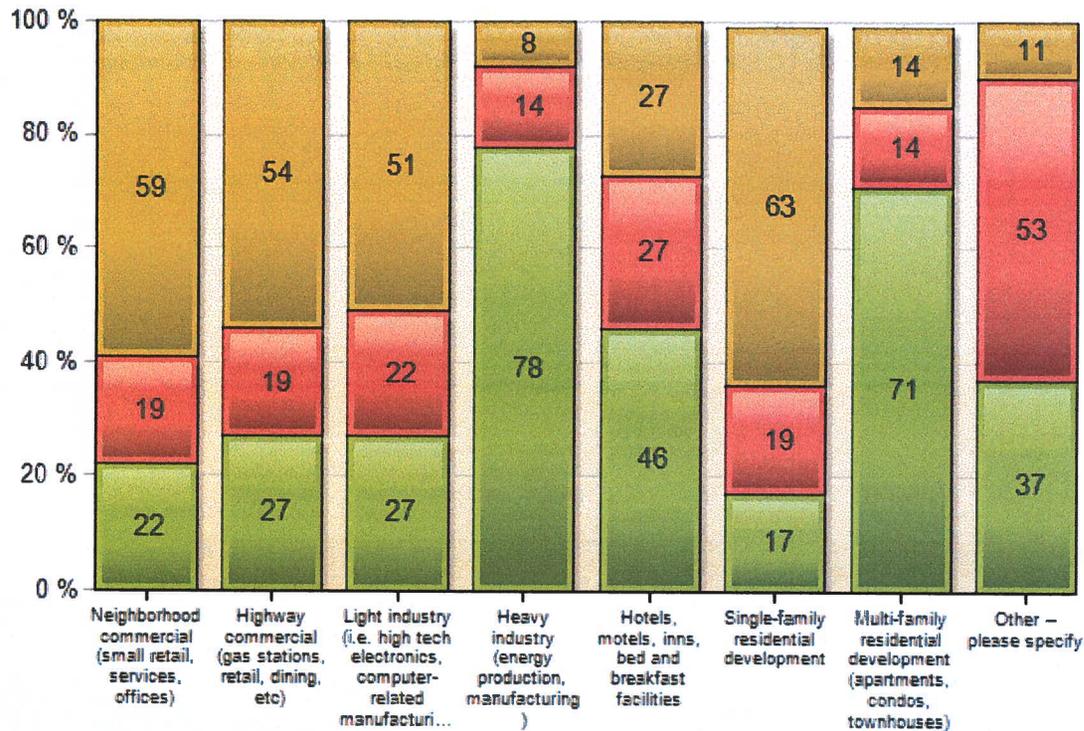


**Question 5. How would you like the Village to grow or change over the next 20 years?** There was clear consensus in support of the Village remaining a primarily residential community – 92% indicated agreement with that statement. Support for other changes was not consistent, with positive responses ranging from 3% to 49%. There was fairly strong consensus *against* industrial growth, with 67% of respondents disagreeing with the statement that they would like to see more industrial development. Slightly fewer respondents supported additional commercial development (38%) than those that disagreed that there should be more of this type of development (44%).

While respondents were clear that the Village should retain its residential character, there was not a clear direction in terms of whether that residential population should increase or stay the same. While there was fairly strong agreement *against* a population decline, with only 3% indicating support for a population decrease and 57% opposed, opinions on whether the population should increase or stay the same were split, with less than 50% support for both questions.

**What types of additional or new development would you support in the Village of Eastlake?**

■ No ■ No opinion ■ Yes



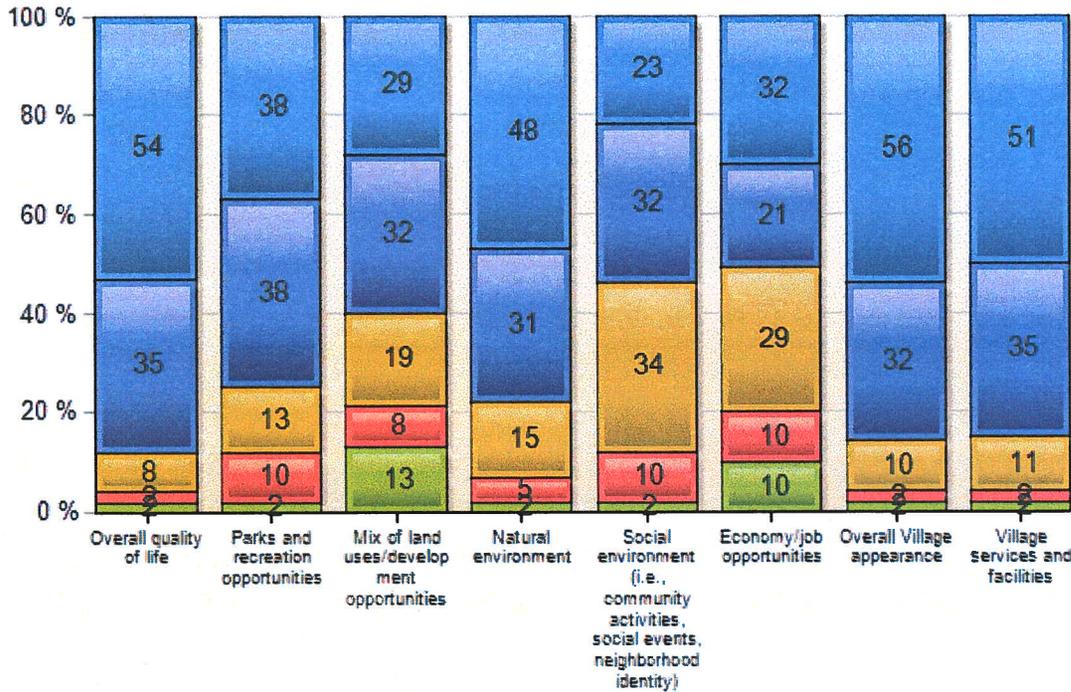
**Question 6. What types of additional or new development would you support in the Village of Eastlake?** As might be expected from responses to Question 5, the greatest support for additional development was for single family residential, with 63% answering that they would support additional single family homes.

Despite fairly low levels of support for additional commercial development in Question 5, there was nearly as much support for neighborhood and highway commercial development in Question 6 (59% and 54%, respectively) as there was for additional single family homes. The higher levels of support likely occur due to the level of specificity in the question: residents may support additional commercial or industrial development, but only if it allows the Village to retain its residential character. This can be observed in responses to questions on industrial questions as well. Despite strong disagreement with general industrial growth in Question 5, just over half of respondents would support light industry. Heavy industry, however – which typically involves more impacts to the surrounding community – was viewed negatively, with 78% indicating they would not support this type of development.

Other development options listed in Question 6 - multi-family residential and hotels/motels - were not widely supported by respondents.

**In your opinion, how important is it for the Village to address the following aspects of the community?**

■ Very Important   
 ■ No opinion   
 ■ Somewhat Important   
 ■ Very Important  
■ Somewhat Important

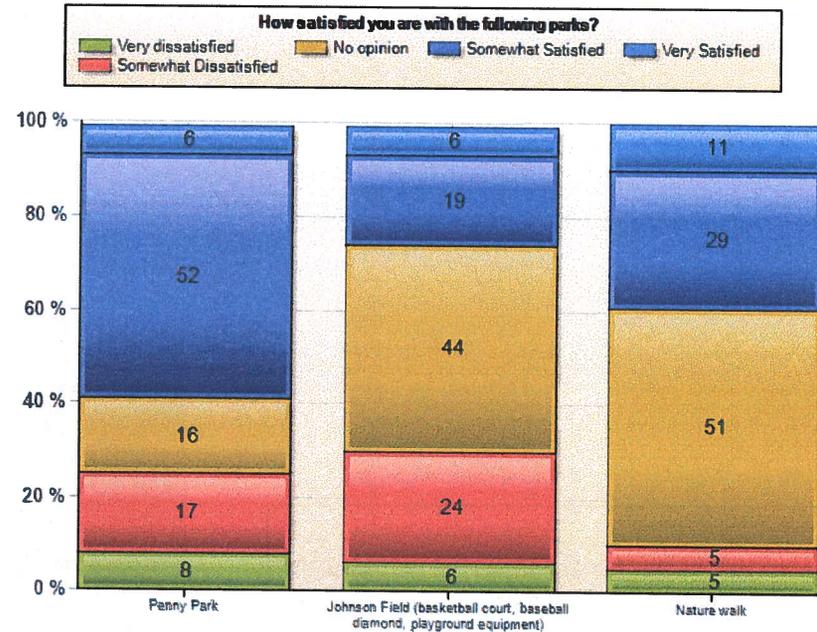
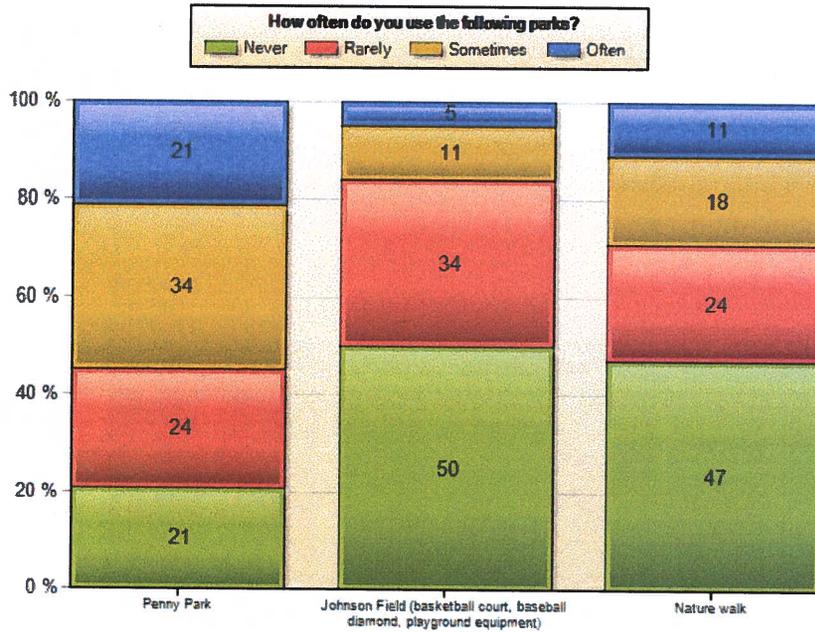


**Question 7. In your opinion, how important is it for the Village to address the following aspects of the community?**

Participants were asked to indicate whether it was important for the Village to address a variety of community issues, some of which were listed in Part 1, Question 3, which asked respondents to rate the current quality of various aspects of the Village. The majority of the responses for Question 7 indicated that it is important for the Village to address those aspects. There was substantial consensus in particular regarding the importance of Village efforts to address the overall quality of life, overall Village appearance, Village services and facilities (89%, 88%, and 86% positive responses, respectively). Support for efforts to address the natural environment and parks and recreation was also high (79% and 76%, respectively). These high levels of support reflect the importance assigned to these features and current levels of satisfaction identified in Part 1. Lower levels of support or split responses were found for "social environment" and "economy/job opportunities" which haven't traditionally been considered the purview of local government.

### Part 3. Parks and Recreation

Part 3 asked 5 questions to help the Village determine current and future priorities for Village parks and recreation. Questions addressed usage rates, satisfaction levels, and potential improvements to existing parks, and also asked what types of improvements or developments are important and would be supported by respondents.

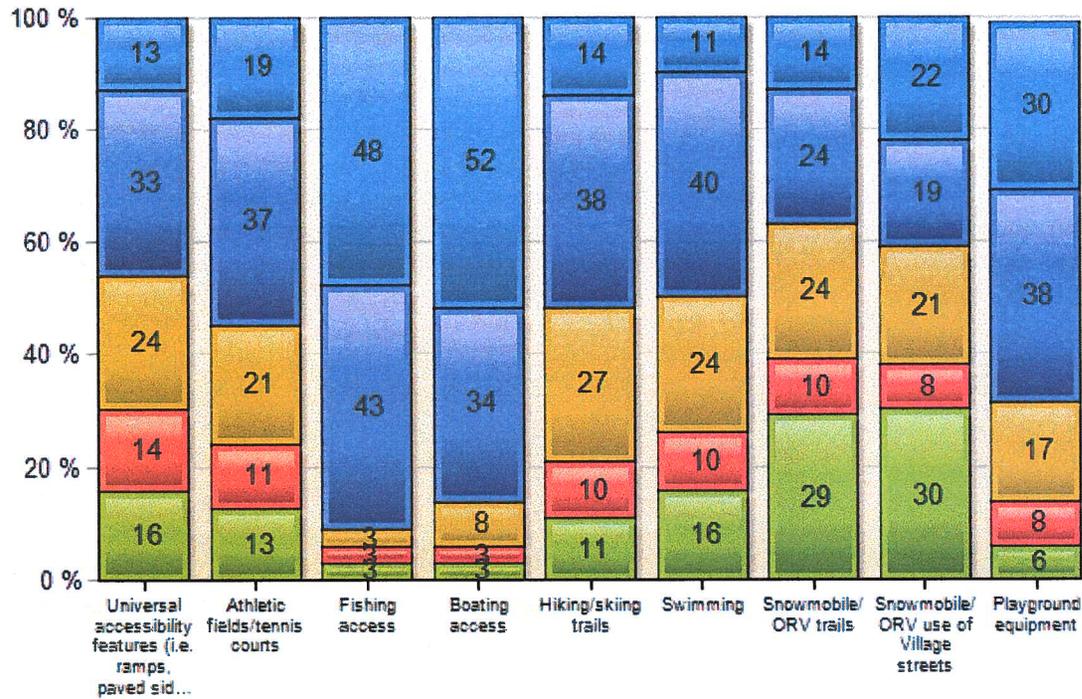


**Question 8. How often do you use the following parks?** Johnson Field and the nature walk are rarely used by survey respondents. Penny Park is used most often, with about 55% of respondents indicating that they “sometimes” or “often” use that park.

**Question 9. How satisfied are you with the following parks?** Responses in question 9 included significant numbers of neutral answers for Johnson Field and the nature walk, reflecting the low levels of usage indicated in Question 8. Penny Park, the most frequently used Village park, had 58% positive responses.

**In your opinion, how important is the development or enhancement of the following types of recreation in Eastlake?**

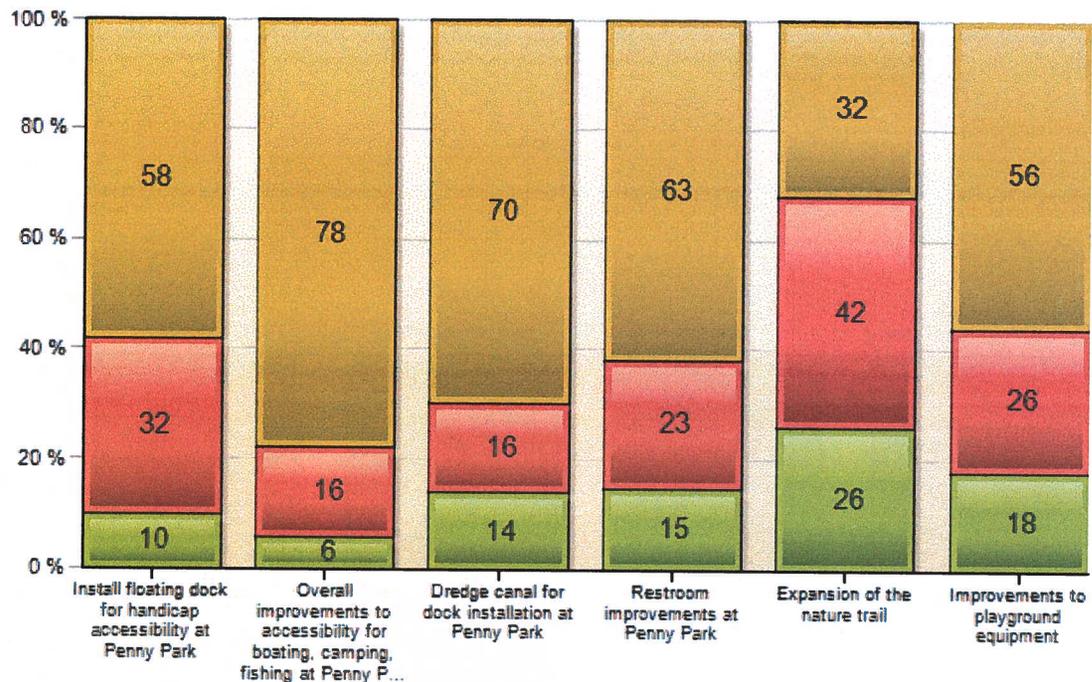
■ Very Unimportant   
 ■ No Opinion   
 ■ Somewhat Important   
 ■ Very Important  
■ Somewhat Unimportant



**Question 10. In your opinion, how important is the development or enhancement of the following types of recreation in Eastlake?** As might be expected from the higher usage rates indicated for Penny Park, fishing access and boating access were considered to be important by a clear majority of respondents (91% and 86% respectively). Support for improving or enhancing other types of recreation was more lukewarm, with responses ranging from 46% to 68% support for activities such as universal accessibility features, athletic courts, and playground equipment. Snowmobile/ORV usage of streets and trails had a nearly equal amounts of positive and negative responses, showing some level of divided opinion over these activities.

**Would you support the following improvements to Village parks?**

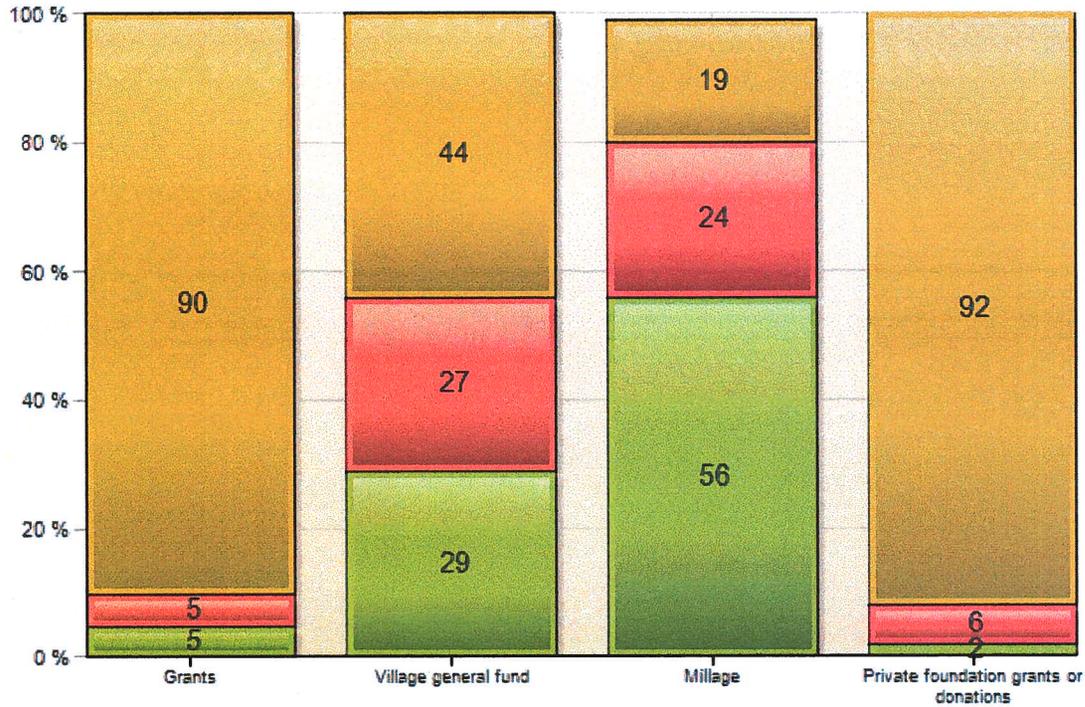
■ No   
 ■ Not sure   
 ■ Yes   
 ■ Other improvements - please specify in Part 5, Additional Comments



**Question 11. Would you support the following improvements to Village parks?** Improvements to boating, camping, and fishing at Penny Park had the greatest amount of positive responses, with 78% answering that they would support these activities. The high level of support for Penny Park improvements - including 70% support for dredging the canal for dock installation and 63% support for restroom improvements - reflects the greater usage rates at this park along with the high level of importance assigned to fishing and boating access.

**Would you support using the following types of funding for improvements to Village parks and recreation?**

■ No   
 ■ Not Sure   
 ■ Yes   
 ■ Other - please specify in Part 5, Additional Comments



**Question 12. Would you support using the following types of funding for improvements to Village parks and recreation?** Most respondents would support using grants or donations for recreation improvements, while a slight majority (56%) would oppose the use of a millage. Support for the use of the Village general fund for recreation improvements was split.

## **Part 4. Demographic Information.**

As noted, the survey asked general demographic questions relative to age, residency, and property ownership. Questions were also asked regarding computer/Internet access and whether respondents would access Village ordinances or other information online. 70% answered that they do have Internet access, and of those, 76% would access Village information online if it was available.

## **Part 5. General Comments**

Over half of the participants provided additional comments (35). 17 provided names and/or contact information. Comments relative to the master plan or recreation plan processes addressed issues including:

- Mobile homes
- Fundraising
- Recreation opportunities
- Ordinance enforcement
- Convenience store
- Junk cars/general junk and maintenance issues
- Village hall
- High speed internet
- A number of comments addressed specific recreation improvements, including:
  - Dredge Penny Park canal
  - Install a "Bell Park"
  - Skating rink
  - Reduced camping rates for Village residents
  - Cut recreation
  - Improve area west of Johnson Field with bench and handicap access
  - Clear out woods for junior area at Johnson field
  - Develop bayou into marina
  - Pier heads and breakwaters to provide a harbor entry into the bayou
  - Nature walk needs maintenance and better signage

There were also a number of comments relative to community service issues. About 9 comments were related to fire department issues, and about 8 comments addressed issues with Village maintenance – plowing in particular.

- Penny Park waste issues
- SEV
- Enforcement of speed limits and dog leash laws
- Access to jobs
- Leaf dump access
- Snowmobile ordinance/enforcement of speed limits

