



Grand Ledge

Master Plan

2026

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## Chapter 1 The Master Plan – Today, Tomorrow, and Beyond

The City of Grand Ledge 2026 Master Plan builds on the city’s previous planning efforts, notably the 2012 and 2018 Master Plans.

The 2018 Master Plan began with the following statement: “Grand Ledge is almost fully developed, ALTHOUGH A FEW LARGE TRACTS OF VACANT LAND STILL EXIST ALONG THE CITY BOUNDARY LINES.” While this statement is still accurate in 2026, the city and Oneida Township entered into a Cooperative Development Agreement (CDA) that became effective on January 1, 2022<sup>1</sup>. The CDA provides the city with growth opportunities through the conditional transfer of land and an accompanying Water and Sewer Agreement<sup>2</sup>. Planning for the CDA area necessitates a major planning effort which is incorporated into this plan.

The city began an update to the 2018 Master Plan in late 2022. That effort was put on hold as a major economic development initiative was announced in Eagle Township, adjacent to the northern city limits. The Mid-Michigan Innovation Center or “Eagle Mega Site” as it was referred to locally, was a 1400-acre development area targeting high tech industries. Ultimately, pursuit of the initiative was abandoned after the Eagle Township Board made it clear that it did not support it.

In addition to the CDA, several other factors influenced a major re-write of the 2018 Master Plan including:

- Major water and sewer infrastructure upgrades, including the Iron Removal Plant replacement (\$20 million) and planned Wastewater Treatment Plant expansion (\$52.4 million), with other major water and sewer projects needed in future years.
- Regional growth pressure moving west toward the city.
- Preservation and maintenance of Grand Ledge’s small-town look and feel.
- Need for additional housing and housing options.
- Economic development and redevelopment opportunities.
- Continued quality of life enhancements to advance the following: parks and recreation, walkability and access, and downtown.

The Michigan Planning Enabling Act (PA 33 of 2008) mandates that the Master Plan contains specific items. The Master Plan will be developed in accordance with those requirements. In addition, the Master Plan will incorporate or reference other known county, state, or regional plans which directly affect the city or immediately surrounding areas. City-adopted plans and priorities that are part of this document include:

- The Capital Improvements Plan<sup>3</sup>
- The City Council Priorities<sup>4</sup>

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<sup>1</sup> [Cooperative Development Agreement with Oneida Township](#)

<sup>2</sup> [Water and Sewer Agreement](#)

<sup>3</sup> [Capital Improvements Plan](#)

<sup>4</sup> [City Council Priorities](#)

- The Park and Recreation Master Plan<sup>5</sup>
- The Downtown Development Authority First Amended Development Plan<sup>6</sup> and the Downtown Development Authority Priorities<sup>7</sup>.
- The Abrams Municipal Airport Layout Plan<sup>8</sup>.

To assist with the development of the 2026 Master Plan, specifically to facilitate planning in the CDA, the city hired the Giffels Webster firm. Giffels Webster produced a Master Plan Summary Report, dated August 7, 2023<sup>9</sup>. The Planning Commission and staff have utilized the Summary Report in the development of the 2026 Master Plan.

The Master Plan is useful for a number of reasons, including:

- It contains a land use plan which guides new development and redevelopment.
- It contains a motorized and non-motorized section which shows where new streets, sidewalks, widewalks, and related transportation improvements are planned.
- It provides information on water and sewer infrastructure, including needed infrastructure improvements projected for the next ten years.
- It provides a basis to inform the City Council and Planning Commission in decision-making related to zoning, public infrastructure, public buildings and grounds, and parks and recreation.
- It maintains and advances the city as a desirable small town.

The overarching theme of the 2026 Master Plan is maintaining the small-town character of Grand Ledge, while encouraging development and redevelopment, investing in major public infrastructure projects, and continued investment and maintenance of public buildings, and public spaces and parks.

The following chapters provide the basis and rationale for the Future Land Use Plan and Implementation section of the plan. In an ever-changing world, the Future Land Use Plan and Implementation section of the plan should be reviewed regularly to ensure they advance the goal of maintaining the city's small-town character.

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<sup>5</sup> [Parks and Recreation Master Plan](#)

<sup>6</sup> [Downtown Development Authority First Amended Development Plan – July 2007](#)

<sup>7</sup> [Downtown Development Authority Priorities](#)

<sup>8</sup> [Abrams Municipal Airport Layout Plan](#)

<sup>9</sup> [Master Plan Summary Report](#)

## Chapter 2 Community Profile

Located just ten miles west of the City of Lansing, the City of Grand Ledge covers an area that is roughly 3.82 square miles. Grand Ledge was settled in 1848 and was first known as “Big Rocks” by the Ojibwe indigenous peoples. “Grand Ledge” became the official name in 1850 when local settlers petitioned the legislature to create a post office in the city. The name comes from the ledges of rock found along the Grand River that runs through the city.

As the city grew, residential neighborhoods developed generally south of the Grand River and businesses were established along the north side, close to the railroad. Over time, the central business district expanded along both sides of the river, surrounded by single family neighborhoods. The availability of public utilities allowed the city to develop more densely than the surrounding townships and improvements to the highway system made it convenient to live in Grand Ledge and work elsewhere.

Residents of Grand Ledge are able to enjoy the small-town environment, while still being located in close proximity to the region’s major employment centers, educational institutions, medical facilities, and shopping districts. The city is home to Grand Ledge Public School’s primary educational and athletic facilities and has unique natural resources that create a strong sense of place. A top-rated school system, vast and unique recreational facilities, a vibrant downtown, well-maintained housing stock, and its location within the region makes Grand Ledge a desirable place to live for people of all ages and familial status.

The intent of this chapter is to provide a profile of the city’s demographics, existing land uses, public facilities, and natural resources to assist in developing the remaining chapters of this plan. This chapter is divided into six sections, as follows:

**Population Characteristics:** Demographic data is an important and standard component of municipal master plans. The data is useful in identifying current conditions, trends over time, and comparisons to other communities of similar size in the region to assist in planning for future growth, primarily in terms of housing, utility, and transportation needs. The majority of the demographic information is based on figures from the 2020 U.S. Census.

**Development Patterns:** Provides a general description of the locations and conditions of the city’s commercial, industrial, agricultural, institutional, and various residential areas.

**Natural Features:** Focuses on the Grand River as the centerpiece of the city and one of its most valuable assets/features.

**Parks, Public Spaces, Widewalk/Trails, and Recreation:** Describes the current status and condition of these facilities and provides links to relevant documents, including the city’s Parks and Recreation Master Plan that is included by reference in this plan, in its entirety as it is currently written and as may be rewritten or amended from time to time over the effective period of this plan.

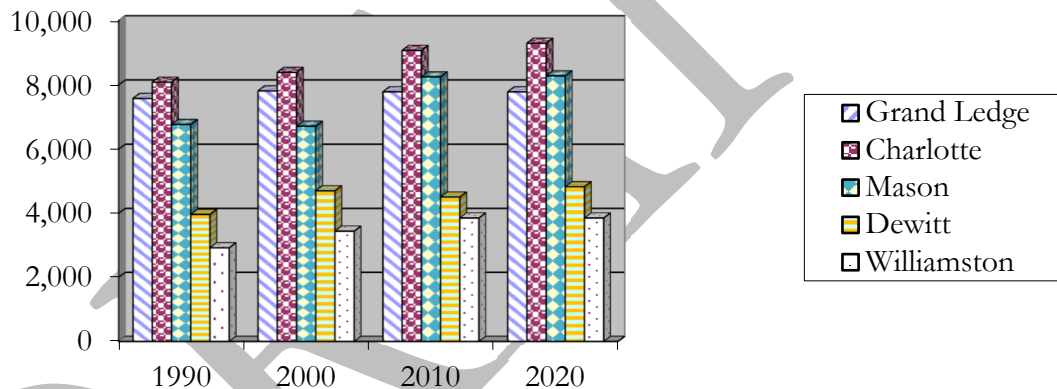
**Community Facilities and Services:** Describes the locations of and services provided at the publicly owned and operated facilities in the city.

**Key Chapter Findings:** Describes the information contained in this chapter as it relates to the development of the future land use, community/recreational facilities, and transportation chapters of this plan.

## Population Characteristics

The 2020 Census reported the population of Grand Ledge to be 7,784 people. The city grew at a steady pace between 1960 and 1980 with a slow down between 1980 and 1990 due in part to the unavailability of land for new residential development. The city experienced a slight (1%) increase in population between 1990 and 2000 and a slight (-2.3%) decrease in population between 2000 and 2010. Since 2010, the city’s population has remained the same. As evidenced by Table 1, the other communities used in this profile experienced only slight increases in population during this same time-period. The lack of growth is the result, in part, of the length of time it took for the economy and housing market to recover from the 2008 housing crisis and recession. Virtually no new residential development occurred for several years following the 2008 financial crisis and projects that had already begun prior to that time were put on hold until the market/economy recovered.

**TABLE 1 – Population**



Source: United States Census Bureau

As Table 2 demonstrates, the population for Grand Ledge has not changed over the past decade, and the other communities of comparable size listed in the table only experienced very small increases in populations. According to the 2020 Census, Oneida Township has a population of 3,933 and has been experiencing a population decline of 0.3% annually since the 2010 Census. The population for Eagle Township was 2,776 at the 2020 Census, up by 101 people from the 2010 Census data. Delta Township had a population of 33,119 at the 2020 Census, up from 32,408 at the 2010 Census.

Population projections for the State of Michigan and Eaton County are available, forecasting populations through 2050. Generally, they show flat growth until 2040, at which time there is a slow decline in population. Lansing regional population forecasts show similar trends. Based upon that data, it is reasonable to assume that population growth in the city will be relatively flat. New housing development, including the recently approved Avenue at Grand Ledge development, will provide for some population growth over time. Opportunities for additional population growth are available in the CDA, developable

land within the city limits, and redevelopment sites. However, it is likely that sustained local and regional economic development will be needed to create the demand for new housing development.

**TABLE 2 – Population Trends in Grand Ledge and Surrounding Communities - 1990-2020**

	% Change 1990 - 2000	% Change 2000 - 2010	% Change 2010 - 2020
Grand Ledge City	10.52%	-0.3%	-0%
DeWitt City	18.6%	-4.1%	-1%
Charlotte City	3.8%	8.2%	.9%
Mason City	-0.8%	22.9%	.9%
Williamston City	17.8%	12.0%	.9%
Eaton County	11.6%	4.0%	1%

Source: United States Census Bureau

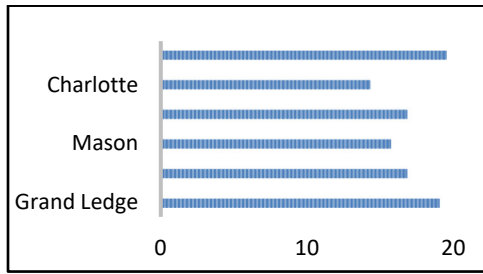
**TABLE 3 – 2020 Persons per Household**

Grand Ledge and Comparable Communities	
Grand Ledge	2.14
DeWitt	2.6
Charlotte	2.45
Mason	2.38
Williamston	2.60
Eaton County	2.40

Source: United States Census Bureau

**Household Size:** Table 3 depicts the 2020 household sizes for Grand Ledge and communities of comparable size in the area. 27.7 % of the city’s population is over the age of 65. The reduction in household size and the lack of increase in total population is directly related to an increase in “empty nester” households and the limited housing options for senior citizens.

**TABLE 4 – Percent of Population 65 Years or Older**



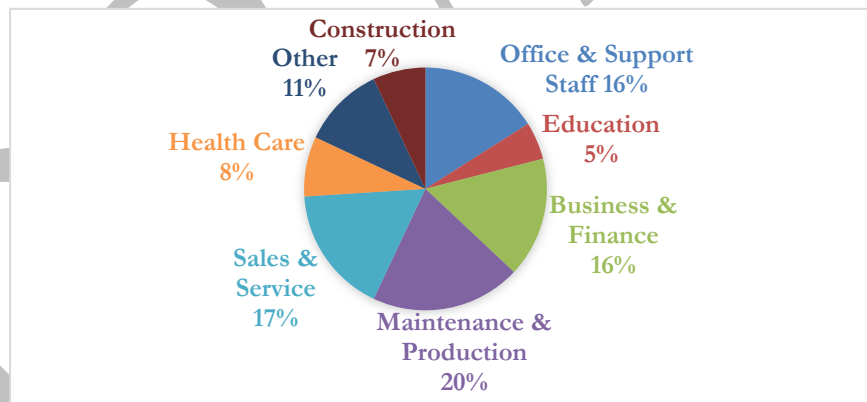
Source: United States Census Bureau

**Age Distribution:** The median age in Grand Ledge for 2020 was reported at 42.4 years, compared to 40.3 years in 2010. The highest percentage of the city’s population falls between the ages of 50-59 according to the 2020 Census. Grand Ledge also has a significant percentage of people over 65 years of age.

Grand Ledge is considered a “bedroom community” where most of its residents live in the city but work elsewhere. The data supports this perception as only about 8% of city residents work and live in the city. The city has a workforce of approximately 2,600 people and nearly 87% live outside the city limits.

A primary factor impacting this statistic is the limited job opportunities for professionals and skilled trades within the city limits. The 2020 census reports that 96.8% of Grand Ledge residents older than 25 years in age are high school graduates. This is slightly higher than the 94.6% reported for Eaton County. The 2020 Census also reports that 28.9% have a bachelor’s degree or higher which is slightly less than the 29.2% reported for Eaton County.

**TABLE 5 – Occupations**



Source: 2020 U.S. Census

A stable and growing tax base is important as it funds several city services. The city’s police, cemetery, recycling/compost center, City Hall, administrative staff, and elections departments are primarily funded by property taxes and rate/user fees. It is, therefore, very important that the Master Plan addresses opportunities to increase the tax base since more than 46% of the city’s general fund revenue comes from property taxes and fees. Without an increase in tax revenue through growth, the burden of funding the city’s infrastructure maintenance and upgrades will fall on the city’s residents through increased taxes and fees.

The CDA establishes the framework for the conditional transfer of properties from Oneida Township to the city. The CDA provides significant opportunities to increase the city’s tax base, despite the provision that the township annually receives 1.5 mills of the tax revenue generated within the CDA areas.

The following table depicts the 2024 total millage rate for principal residence or agricultural exemptions for comparable cities and adjacent townships, including special assessments. Oneida and Eagle Township are included as they are located within the Grand Ledge Public Schools district.

**TABLE 6 – Millage Rates - 2024**

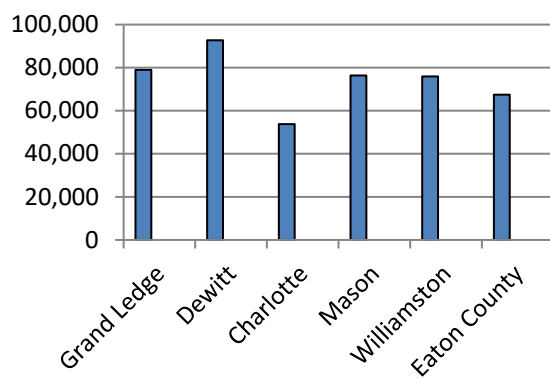
Grand Ledge	47.7607
Charlotte	48.6890
Delta Township	39.2519
Oneida Township	37.3849
Williamston	56.4797
DeWitt	44.7872
Eagle Township	33.8352
Mason	53.5519

*Source: Michigan Treasury – 2024 Total Property Tax Rates in Michigan Chart*

**Labor Force:** Approximately 70% of people 16 years and over are in the civilian labor force. Approximately 2.8% of the civilian labor force was reported in the 2020 Census as unemployed. The majority of occupations held by the city’s labor force are highly skilled and either require higher education or specialized training.

The largest employers in the city are Grand Ledge Public Schools, Meijer, McLaren Health Care, University of Michigan Health-Sparrow, City of Grand Ledge, Roberts Sinto Corporation, ETM Enterprises, and Capital Bedding.

**TABLE 7 – Median Household Income**



**Income:** Median household income for the city has increased dramatically since 2010 and has outpaced Eaton County in general. The 2020 median household income reported for the city is \$78,887, which is significantly higher than the Eaton County median income of \$67,440. As Table 6 demonstrates, the median income for the city is higher than that of most of the surrounding communities of similar size.

*Source: United States Census Bureau*

**Housing:** Table 8 is a comparison of the percentage of occupied housing units and compares median housing values for the city and other communities of similar size.

**TABLE 8 – 2020 Percent of Owner-Occupied Housing Units**

Grand Ledge	66.7
DeWitt	64.4
Mason	69.5
Charlotte	61.5
Williamston	64.4
Eaton County	72.6

**TABLE 9 – 2020 Median Owner-Occupied Housing Values**

Grand Ledge	\$147,200
DeWitt	\$229,800
Mason	\$139,700
Charlotte	\$105,000
Williamston	\$229,800
Eaton County	\$160,000

**Existing Land Use:** Existing land use patterns and residential densities are a major determinant in decisions on the type, location, and densities of future land uses. This section describes the existing land use patterns and how they relate to the future land use plan and other plan recommendations.

### Development patterns

**In General:** Grand Ledge’s diverse land use pattern resembles a traditional midwestern small city. One of the charms of a small city is that uses frequently defined as “incompatible” in modern zoning can co-exist and contribute to the unique sense of place and a walkable community. In contrast to many suburban communities, which lack a sense of place, Grand Ledge is the community focal point for an area that extends well beyond the city limits because of the commercial, educational, and entertainment uses it provides.

The core Central Business District (CBD) along the Grand River includes many historic and architecturally significant two- and three-story buildings. The more contemporary buildings have not blended in well with the historic character of the CBD. The Zoning Ordinance was amended within the past decade to provide architectural standards intended to ensure that future development is compatible with the historic character of the majority of the buildings in the CBD. New commercial establishments are located along the streets with the highest traffic volumes (M-43 and M-100) and recent industrial development has occurred primarily in the Grand Ledge Willis Industrial Park.

There is a significant difference in character between the older and newer residential areas of the city. Many of the homes in the older neighborhoods, particularly surrounding downtown, are of Victorian architecture with high pitched roofs, large front porches, and wood siding, located on small lots along a grid street pattern. More recent residential development has a more suburban atmosphere with larger lots along curvilinear streets and houses that, while of very high quality, have a style typical of most new subdivision development that has occurred over the past few decades.

Most of the existing land uses are considered fixed, that is, change over time is not desired or likely. In some cases, however, existing land uses are not appropriate in consideration of factors such as compatibility with surrounding land use, capacity of infrastructure, or availability of better sites for the use elsewhere in the city. Many of these improperly located uses were established years ago, before planning and zoning tools were available. An example would be the residential neighborhood located on the north side of the city between the rail line to its south and the industrial uses to its north, without sufficient buffering.

The rich diversity of the city can be better understood through real life experience than any written description or map. Thus, this inventory of existing land uses is intended to describe how the city appears today and indicates where land uses need to change or sites need to be improved over time to meet the goals of this plan.

**Single-and Two-Family Residential:** Single- and two-family residential uses are the most dominant in the city, as is typical for most small cities. Housing is moderately dense compared to surrounding areas, even in the new subdivisions, due in part to the availability of public utilities. Three eras of residential construction are easily discernable extending outward from both sides of the river. The oldest neighborhoods were generally built in the early 1880's with relatively small lots and shallow setbacks placed on a grid street pattern at a right angle to the Grand River and immediately adjacent to the central business district. Some of these neighborhoods are located on the national register of historic places, thus making them eligible to become local historic districts. Several individual homes are on the national or state register of historic buildings.



The second large phase of development occurred in the 1940's and is also set on a grid street pattern but on a true north-south orientation. This pattern surrounds the previous building period. The most recent development has happened since the 1970's primarily on the outer edges of the city on annexed land. These newer subdivisions are characterized by larger homes with attached garages on larger lots along curvilinear and cul-de-sac streets. The newer subdivisions are only marginally connected to the main fabric of the community. Two-family residences are scattered throughout the older neighborhoods and mainly consist of converted larger single-family homes.

The average age of the housing stock is older than in more suburban communities. However, most of the older homes have been well maintained and contribute in a positive manner to the character of areas in which they are located. Many of the residential homes in and around the core area of the city have had significant renovations and improvements in the past few years.

**Multiple-Family Residential:** This category includes buildings that contain more than two dwelling units, including converted homes, the adaptive reuse of the former Grand Ledge Chair Factory on the west riverfront into loft apartments, apartment buildings, townhouses, and senior housing facilities on S. Clinton St. The largest older multiple family complexes are situated along or in close proximity to the north frontage of Saginaw Highway (M-43) west of S. Clinton St. (M-100). Smaller buildings are in scattered areas throughout the city. Unfortunately, the architectural styles and site design do not reflect the established

character of the surrounding single-family neighborhoods. A new apartment complex of higher quality and design along the east side of S. Clinton St, south of Saginaw Highway has provided much needed housing of its kind. Additional apartments are planned for development along Saginaw Highway at the city's east boundary.

**Mobile Home Parks:** Grand Ledge has two large isolated manufactured housing communities. The largest contains 215 units and is south of the Grand River near the far west portion of the city. A sole entrance is through a berm on W. Jefferson St. The other park has 168 units and is north of the rail lines with access from N. Clinton St. and Burt Ave. in Oneida Township.

**Commercial and Office:** Commercial development occurs in two concentrations. The CBD is the heart of the community. It is the historic center and spans both sides of the Grand River by a bridge connection. Most buildings are two and three stories high and abut one another. There is a wide spectrum of uses in downtown that draw a significant amount of traffic on a daily basis, including public buildings (i.e., city hall, library, post office), salons, restaurants, specialty shops, a gas station, a theatre, churches, offices, and apartments.



Over the past two decades, several buildings in the CBD have undergone substantial façade and interior improvements. In addition, the city has constructed two new, well designed parking lots on the north side of the Grand River and has improved the appearance of its parking lots on the south side of the Grand River. There are few vacancies in the CBD, and the majority of the businesses have been in operation for a significant period of time. Numerous community events throughout the year draw large numbers of people to the CBD which helps support the businesses. Speeding traffic and the prevalence of large trucks, however, due to Bridge St. being a designated state trunkline, makes downtown less inviting for pedestrians. Recent Bridge St. improvements included curb bump-outs at the street intersections, which appear to have slowed traffic and created a safer and more pedestrian-friendly environment.

Saginaw Highway (M-43) and Clinton St./Hartel Rd. (M-100) are the center points of more recent commercial development and function as the front door to the community. In contrast to the more compact and pedestrian-oriented CBD, these corridors are primarily characterized by a wide variety of customer-oriented businesses that generate a high volume of traffic, such as restaurants, pharmacies, banks, convenience retail, auto repair, auto parts and hardware stores, offices, and gas stations. New commercial development has created a more uniform setback pattern, increased landscaping, a reduction in the number of driveways, and a more consistent sign pattern along M-43.

**Industrial:** Industrial uses provide important employment opportunities and tax base to support improvements to capital facilities and municipal services. Most of the older industrial sites in the city are concentrated along N. Clinton St. and along the side streets that run east off N. Clinton St. These include ETM Enterprises, Robert Sinto Corporation, plumbing and heating companies, and storage facilities. Some renovation is needed to correct deterioration of some sites and buildings.

The largest concentration of industrial uses is located within the Grand Ledge Willis Industrial Park which provides more acreage and modern amenities not available at other industrial locations in the city.

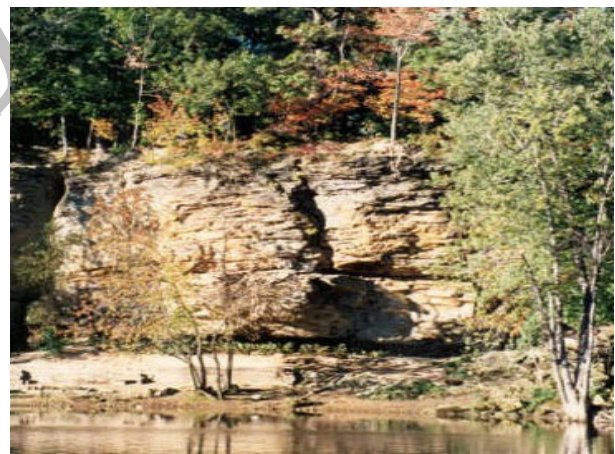
**Institutional:** This category includes city, state, and federal buildings, water towers, schools, churches, and other public or quasi-public buildings. City offices, police and fire departments, the Grand Ledge Area District Library, U.S. Post Office, and several churches are directly adjacent to or located within the CBD. These functions strengthen the focus of this district both locally and regionally and provide important opportunities for social contact among members of the community. The high school and middle school serve a seven-township area. Three elementary (two public and one private) schools and the administration buildings are located in close proximity to the larger schools. Government operations are discussed in greater detail in the Community Facilities section of this chapter.



**Agriculture:** There is an actively farmed, 140-acre parcel of land on the south side of E. Saginaw Highway, west of the Fieldstone Farms subdivision.

**Vacant:** There are a few tracts of vacant land in the city; the largest of which is the 140-acre parcel on E. Saginaw Highway. Others include the city owned property located west of Fitzgerald Park, and a 26-acre parcel located on the east side of S. Clinton St. at the southern border of the city.

## Natural Features



The Grand River and the ledges along its banks are significant natural features, unique to Grand Ledge. The city sits at an elevation of 860 feet above sea level with a rolling terrain due to the Grand River and early glacial activity. General topography is characterized as being gently rolling with a downward slope from north to south. The Grand River traverses the city in a southeast to northwest direction and takes a southerly dip in the eastern portion of the city. Sandstone Creek traverses the western part of the city to the south side of the Grand River. The Grand River has a profound presence in the city. At its widest point, the river is nearly 400 feet wide and the only crossing in the city is the Bridge St. bridge.

The name “Grand Ledge” is a result of the unique natural features created by the Grand River along the two-mile stretch within the city. Unlike most river basins in mid-Michigan, this stretch of the Grand River is entrenched in a “valley” of sandstone with walls nearly sixty feet high in some places. The result is beautiful, exposed sandstone ledges that gave the city its name and help create a dramatic and scenic landscape unlike any other in Michigan’s lower peninsula.

Some areas that are located along the Grand River have more gradual banks and are more prone to flooding. Because of the steep ledges along the Grand River, the majority of its local floodplain is located in the eastern half of the city.

## **Parks, Public Spaces, Widewalk/Trails, and Recreation<sup>10</sup>**

**Parks and Greenspace:** The city and the Downtown Development Authority (DDA) collectively own 122 acres of parks and greenspaces located throughout the city. Fitzgerald Park, the largest city-owned park, is currently operated and maintained by the Eaton County Parks Department by agreement with the city. All other city parks and greenspaces are managed and maintained under the supervision of the city’s Public Works Superintendent. The City Council, with recommendations from the Parks and Recreation Commission, provides governance and funding for park improvements and maintenance. The city’s signature parks are located along the Grand River.

The city has made significant upgrades to its parks in recent years. A few of the most recent improvements and planned projects include:

- A new ballfield adjacent to Fitzgerald Park, constructed in 2025. The city has received a grant for a second ballfield at this location, which is expected to be constructed in 2026.
- A deck and restroom added to Riverview Park in 2024.
- A new universally-designed ADA inclusive playground at Jaycee Park, constructed in 2025.
- A new ADA accessible observation platform at Jaycee Park, to be built in 2026.



A map of the city parks can be found at the end of this section.

**Public Spaces:** The portion of W. River St. between Bridge St. and Harrison St. has been designed to encourage public gatherings for events and other occasions. As part of the 2024 Grand Renovations for Downtown Grand Ledge project, W. River St. was designed so that it can be closed to vehicular traffic by installing temporary bollards between Bridge St. and Harrison St. W. River St. was recently converted to one-way traffic to enhance pedestrian use of the area. Angle parking along the street was removed and the space converted to a permanent public gathering space that includes outdoor seating. Adjacent to the new

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<sup>10</sup> [Parks, park facilities, and features](#)

public gathering space is the newly constructed W. River St. hillside seating that provides a stunning view of the Grand River and Fitzgerald Memorial Ball Field.

**Widewalk and Trails:** The widewalk is a ten-foot-wide sidewalk, approximately two miles long connecting Jaycee Park and downtown to Grand Ledge High School. A planned expansion of the widewalk along M-43 from E. Saginaw Highway to the M-43 roundabout at Lohne Dr. will provide neighborhoods in the southwestern part of the city a safe pedestrian crossing at the roundabout. A future expansion will extend it from its current western terminus to Fitzgerald Park.

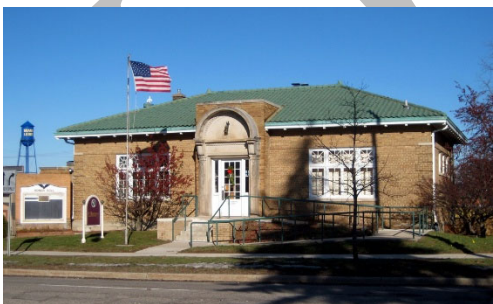
The Riverwalk Trail is located along the Grand River and connects the widewalk through Jaycee Park to Fitzgerald Memorial Ball Field and historic Island Park. The Riverwalk Trail is hard surfaced and ADA accessible between Jaycee Park and Island Park. An unimproved portion of the trail connects Island Park with Fitzgerald Park. This rugged trail, which is well used, provides a scenic walk along the Grand River that passes underneath the iconic railroad trestle bridge. Access to the eastern portion of this trail is located near the W. River St. lift station. Plans to improve this portion of the trail, to make it more universally accessible, are dependent on grant funding.

**Recreation:** A community recreation program<sup>11</sup> is operated and maintained by Grand Ledge Public Schools. Many of the recreation facilities are located within the city.

## Community Facilities and Utilities Systems



**City Hall:** City Hall is located at 310 Greenwood St. at the site of the former Greenwood Elementary School. The building houses the Council Chambers, city administrative staff, and the Police Department, as well as community rooms and a gymnasium that are available for public use. The community rooms are available as warming and cooling centers during periods of inclement weather and can be used by the public during power outages, as City Hall has a backup generator. There is also a park on the City Hall property grounds, adjacent to the building along Main St.



**Library:** The Grand Ledge Area District Library<sup>12</sup> is located at 131 E. Jefferson St. in downtown. The library continues its efforts to address the rapidly changing demands of extended hours, programs, and internet access.

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<sup>11</sup> [Community Recreation Program](#)

<sup>12</sup> [Grand Ledge Area District Library](#)

**Police Department<sup>13</sup>:** The Grand Ledge Police Department (GLPD) is located in City Hall with its main entrance on W. Main St. The GLPD operates 24/7 with full-time and part-time staffing dedicated to serving the community.



**Fire Protection and EMS<sup>14</sup>:** The Fire Station was erected in 1952 and is located at 500 N. Clinton St. The fire station is managed and operated by the Grand Ledge Area Emergency Services Authority (GLAESA) and serves the city and Oneida Township. GLAESA provides fire, emergency medical, and ambulance services.

GLAESA is considering sites for a second fire station, south of the downtown bridge, to address vulnerability concerns with only one river crossing. The existing fire station is located on the north side of the Grand River, between the bridge and the railroad tracks. GLAESA has both full and part-time staff. Most of the personnel are cross-trained for both firefighting and emergency medical service.

**Department of Public Services<sup>15</sup>:** The Department of Public Services is charged with improvements, maintenance, and operations of city infrastructure and facilities. This includes streets, sidewalks, snow removal, water system, sanitary sewer system, wastewater system, and stormwater management. Additional responsibilities are managing the Compost and Recycling Center, Oakwood Cemetery, the Iron Removal Plant, and the Wastewater Treatment Plant, as well as overseeing maintenance and improvements at city parks, Abrams Municipal Airport, and other city facilities. The Department of Public Services has several buildings located throughout the city and one on Lawson Rd. in Oneida Township.

**Oakwood Cemetery<sup>16</sup>:** The city owns and operates Oakwood Cemetery, located at 301 Oakwood St. in the northeastern part of the city. The cemetery is approximately 18.5 acres in size.

**Composting and Recycling<sup>17</sup>:** The city owns and operates a composting and recycling center at 410 Whitney St. The center is currently open two days each week. Until 2025, the recycling center was operated in part by a grant from Eaton County. In 2026, a fee (sticker purchase) for services was established to use the recycling center, as the county grant funding was eliminated. The future of the recycling center is uncertain as of early 2026. Currently, the city and Granger Waste Services have an agreement for free curbside recycling for Granger customers.

**Grand Ledge Public Schools<sup>18</sup>:** The Grand Ledge School District covers 120 square miles and has numerous buildings and facilities. Grand Ledge Public Schools is a major presence in the city including buildings for early learning (Neff), elementary (Holbrook), middle school (Beagle), high school (Grand Ledge High School), administrative offices (Sawdon), and athletic fields and other student facilities.

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<sup>13</sup> [Police Department](#)

<sup>14</sup> [Grand Ledge Area Emergency Services Authority](#)

<sup>15</sup> [Department of Public Services](#)

<sup>16</sup> [Oakwood Cemetery](#)

<sup>17</sup> [Composting and Recycling](#)

<sup>18</sup> [Grand Ledge Public Schools](#)

**Water System:** The city’s water system is made up of the following components:

- Four current public water wells. The city’s fifth public well is expected to become operational in 2026. The wells are located throughout the city. A future well is needed and is being actively pursued. Additional wells will likely be needed in the future. In 2024, the average daily demand for the water system was 0.70 million gallons/day with a maximum daily demand of 1.35 million gallons/day.
- A water distribution system made up of nearly fifty miles of water mains of various sizes and ages. The oldest part of the system dates to 1908 and is located under the Grand River. Historically, the city’s water mains were replaced as needed, but over the past ten years, water and sewer mains are replaced during street reconstruction projects.
- Two water towers, one located on E. Saginaw Hwy., that was constructed in 1971 and holds 500,000 gallons of water, and one located on Front St., that was constructed in 1909 and holds 100,000 gallons of water. The Front St. water tower provides pressure for most of the city north of the Grand River. Although the tower is sound and provides an iconic presence along the Grand River, it is over 116 years old, and planning and budgeting for a new water tower is needed.
- A 750,000-gallon ground water storage tank is located in the Willis Industrial Park and provides water to the Michigan National Guard facility on Eaton Highway for fire suppression. The tank also provides additional reliability to the water system.
- The Iron Removal Plant is located on E. Saginaw Hwy. The new Iron Removal Plant was completed in Spring 2025 and became fully operational in 2025. The plant has been designed so that an increase in treatment capacity can occur in the future if needed. As the name implies, the plant removes iron and other minerals which discolor plumbing fixtures and laundry. The Iron Removal Plant does not soften water. The new plant will not change the water hardness because iron does not cause water hardness. Rather, water hardness is from naturally occurring minerals, including calcium and magnesium. The new Iron Removal Plant was designed with the ability to add water softening capabilities in the future, but the costs are significant.



**Water System Summary:** Overall, the water system is in good condition, and the new Iron Removal Plant should improve water quality. The city has spent considerable time and effort evaluating improvements to water quality.<sup>19</sup>

Major Capital Water System Future Needs:

- New water storage tank to replace the Front St. water storage tank.

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<sup>19</sup> [Water and Wastewater Treatment Plant Expansion Initiatives](#)

- Additional public wells to meet not only demand but to add firm capacity. Firm capacity is regulated by the State of Michigan Department of Environment, Great Lakes, and Energy (EGLE) and additional firm capacity is needed.
- Water main replacement and/or new water mains under the Grand River to add redundancy.
- New water mains will need to be added in order to accommodate new development within the CDA area. In most instances, new development will pay for the infrastructure needed to serve the new development.
- Replacement of older water mains during street reconstruction projects.

More information about the city's water system can be found in the Grand Ledge Reliability Study<sup>20</sup>.

**Sanitary Sewer System.** The city's sanitary sewer collection and treatment system is comprised of the following:

- A sanitary sewer collection system made of nearly fifty miles of sewer mains of various sizes, manholes, and lift stations. Major components of the system include:
- A pump station located on W. River St.
- A pump station located on W. Jefferson St.
- A pump station located on Whitney St.
- A pump station located on Eaton Hwy.
- Other smaller lift stations.

The existing Wastewater (Sanitary Sewer) Treatment Plant (WWTP) is located on city-owned property along the Grand River adjacent to Fitzgerald Park. The original plant was built in the 1930's, reconstructed in 1975, and upgraded in 2009. The WWTP is operating under a Violation Notice to eliminate sanitary sewer overflows into the Grand River during 25-year, 24-hour design storm events. The city has been working on plans to expand and upgrade the current WWTP for several years. A new \$52,400,000 plan to expand, upgrade, and improve treatment quality at the existing WWTP site began in summer 2025. The improvements will address overflows caused by significant rainfall and seasonal events by adding storage capacity, improving sanitary sewer treatment processes, and increasing treatment capacity from 1.5 million gallons per day to 3.0 million gallons per day. The plant has been designed so that an increase in treatment capacity can occur in the future if needed. Included as part of the WWTP expansion project are improvements to the W. River St. pump station. The WWTP treats 370 million gallons of sanitary sewer annually.

#### Major Capital Sanitary Sewer System Future Needs:

The WWTP expansion project is expected to serve the city for the foreseeable future and accommodate properties within the CDA area that may transfer into the city.

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<sup>20</sup> [Grand Ledge Reliability Study](#)

The sanitary sewer collection system, like many systems in Michigan, is subject to seasonal inflow and infiltration (I&I). In simple terms, I&I is rainwater and ground water entering the sewer pipes and traveling to the WWTP to be treated. Reducing the amount of I&I reaching the WWTP is essential, as I&I increases the volume of wastewater needing to be treated at the plant. Previous I&I studies have shown that the solutions to the city's I&I are complicated and very expensive.

The sanitary sewer collection system is repaired and replaced on an as-needed basis and with planned upgrades during street reconstruction projects. The collection system was televised several years ago and the data used to identify priority areas that needed repair or replacement.

Expansion of the sanitary sewer collection system (sewer mains, lift stations, and related items) will be needed to serve properties in the CDA area. In most instances, new development will pay for the required infrastructure improvements. The current expansion of the WWTP will accommodate growth (based on current projections) for the foreseeable future. The WWTP has been designed for future expansion as needed.

**Water and Sewer Infrastructure Costs and Utility Billing:** Although the city seeks grants, loans, and appropriations from the state and federal governments to help offset the costs of water and sewer infrastructure costs, the city's Water and Sewer fund pays for the vast majority of those costs. The Water and Sewer fund generates revenue from users of the water and sewer utilities by billing customers for fixed fees and usage costs. Water and Sewer usage rates have risen over the past several years to fund major improvements such as the Iron Removal Plant and the Wastewater Treatment Plant and Collection System Improvements. With major water system and sanitary sewer infrastructure improvements required in the future, increased utility fees will be necessary to pay for the improvements.

**Stormwater System:** The city's stormwater system is made up of pipes, catch basins, and drainage structures that collect rainfall and snowmelt and direct the water to the Grand River via outfalls. The stormwater system is primarily located in and along streets and roads with the purpose of allowing the streets and roads to drain properly and to avoid flooding. Unlike the water and sanitary sewer system, stormwater is not treated. Maintenance generally consists of street sweeping, cleaning out catch basins, and mowing. Stormwater basins and smaller rain garden facilities are located throughout the city.

The city is designated as a MS4 (part of the Clean Water Act, part 2) and permitted by the State of Michigan. Permit requirements include ongoing testing, cleaning of facilities, and inspections. There are numerous state and federal mandates related to stormwater, with increasing costs.

**Other Utilities:** Consumers Energy provides electricity and natural gas. There are multiple fiber-based internet service providers.

**Wellhead protection:** Due to the high volume and intensity of commercial activity along the M-43 corridor, wellhead protection continues to be a high priority. Wellhead protection involves regulations on land uses and activities within an identified area to reduce the potential for groundwater contamination.

There are a number of potential sources of ground water contamination that may be controlled. These may include discharge of hazardous substances from commercial and industrial facilities, pesticides and fertilizer from residential and agricultural areas, overloaded septic systems, non-point source pollution from roadways and parking lots, leaking underground storage tanks, and sites containing environmental contamination.

Additionally, there are a number of pathways by which contaminants can reach the groundwater including air contaminants, leaking underground storage tanks, and floor drains that must be considered during development. The city is currently in the process of working with engineering consultants to develop a wellhead protection plan that will address existing areas of concern and prevent the potential for any future groundwater contamination.

## Key Chapter Findings

The following is a summary of the findings developed from the information contained in this chapter that form the basis for establishing the goals and recommendations for the remaining chapters of this plan:

- Due to availability of vacant land for residential development within and adjacent to the existing city limits in the CDA area, the city's population is expected to experience some increase over the next twenty years. There is a need to plan for commercial and professional service growth, and upgrades to public infrastructure systems such as roads and utility systems.
- The city has a relatively high median age due to the large percentage (19%) of citizens over the age of 65. The city must plan for various types of senior housing in order to adequately serve these residents, so they do not have to relocate to other communities.
- A plan for residential, commercial, and industrial growth is pivotal as there is an ever increasing need to generate additional tax revenue in order to maintain and upgrade the city's infrastructure, facilities, services, and amenities that improve quality of life for residents. Innovative strategies to spur growth may need to be considered given future population projections.
- Even though major capital investments in the city's water and sanitary sewer utilities are complete (Iron Removal Plant) and underway (Wastewater Treatment Plant and Collection System Improvements) numerous costly major improvements are still necessary.
- The city has a well-educated and skilled population which has allowed for a stable median income, high skill level occupations, and higher housing values. Overall, the city has been able to accommodate a substantial amount of desirable and affordable housing opportunities. The city should continue to maintain this balance to serve all segments of the population. Higher density condominium development should be considered to accommodate an aging population that may want to downsize without giving up the option of home ownership.
- The older residential areas of the community are characterized by traditional neighborhood design with tree lined streets, sidewalks, and compact spacing of homes. There are many signs of reinvestment that demonstrate the residents' devotion to the city's character. This must be preserved as vacant sites develop and existing sites redevelop.
- Commercial and office development is concentrated primarily in downtown and along Saginaw Highway. Both are valuable to the community yet serve different functions. Future development in the CBD should be compatible with its unique character. New development in other areas of the city should be of high-quality design, in terms of building materials, architecture, and site design in order to create a sense of place beyond the CBD.
- Expanding the city's tax base is vital and evaluating tax base revenue generation will be addressed in the future land and implementation portions of this plan.

- Institutional land uses as well as parks and open space are scattered throughout the city and are generally adequate to serve its residents. The city should consider creating additional parks, particularly in areas where existing parks are not easily accessible, as well as the city's continuing efforts to create a walkable community by expanding and closing the gaps in its non-motorized transportation system.
- There are a number of significant natural features, primarily located along the Grand River. The river is one of the community's greatest assets and continuing to enhance views of and access to the river is a priority.
- GLAESA is in need of facility upgrades and is considering a second location south of the bridge.
- The goals of the Parks and Recreation Master Plan should be implemented and supported by all other relevant city plans to increase the city's ability to obtain grants to help fund the included improvements.
- The city should continue to pursue new water wells, as there are regulatory capacity limitations. Consideration should be given to amending the Zoning Ordinance to prohibit certain uses within designated wellhead protection areas to protect the city's wells.

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## Chapter 3 The Grand River

The Grand River is the major waterway in the city. The river generally flows from east to west and bisects the city. The M-100 (Bridge St.) bridge provides vehicular and pedestrian traffic with a way to cross the river in downtown.

The CSX trestle bridge<sup>21</sup>, which was constructed in 1904, provides a railroad crossing of the river.

The ledges along the river and the Seven Islands in the river are unique and iconic features of the Grand River and Grand Ledge<sup>22</sup>.

The high banks located along both sides of the river within the city curb the amount of flooding that occurs seasonally and during major rainfall events. Most of the developed properties in the city are not prone to flooding as they are constructed above the floodplain, on the high banks.

Several city parks are located along the low banks of the Grand River. Island Park, Fitzgerald Memorial Ball Field, parts of Jaycee Park, and portions of Fitzgerald Park are prone to seasonal flooding, and the facilities located in the floodplain have been designed accordingly. When flooding occurs, parks or portions of them are closed. Most of Oak Park and Riverview Park are located on the high bank.

The city has a public boat launch in Jaycee Park as well as an ADA accessible kayak launch. Boating, kayaking, and canoeing are popular on the river.

The city's Wastewater Treatment Plant is located on the south side of the river adjacent to Fitzgerald Park.

The city's stormwater collection system outfalls into the river in numerous places. The John Earl Drain (an Eaton County drain), which is also known as Sandstone Creek, outfalls into the river, near the Seven Islands Dam.

The Seven Islands Dam is located near the westerly city limits in Fitzgerald Park. The dam was constructed in 1921. In 2014, a study was completed providing options for the repair or removal of the dam<sup>23</sup>. The Planning Commission has previously recommended implementation of option three (3) of the study, which is to remove the dam and replace it with a series of boulders, channels, and pools which would maintain water elevations upstream.

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<sup>21</sup> [Grand Ledge Railroad Bridge](#)

<sup>22</sup> [Grand River and Ledges](#)

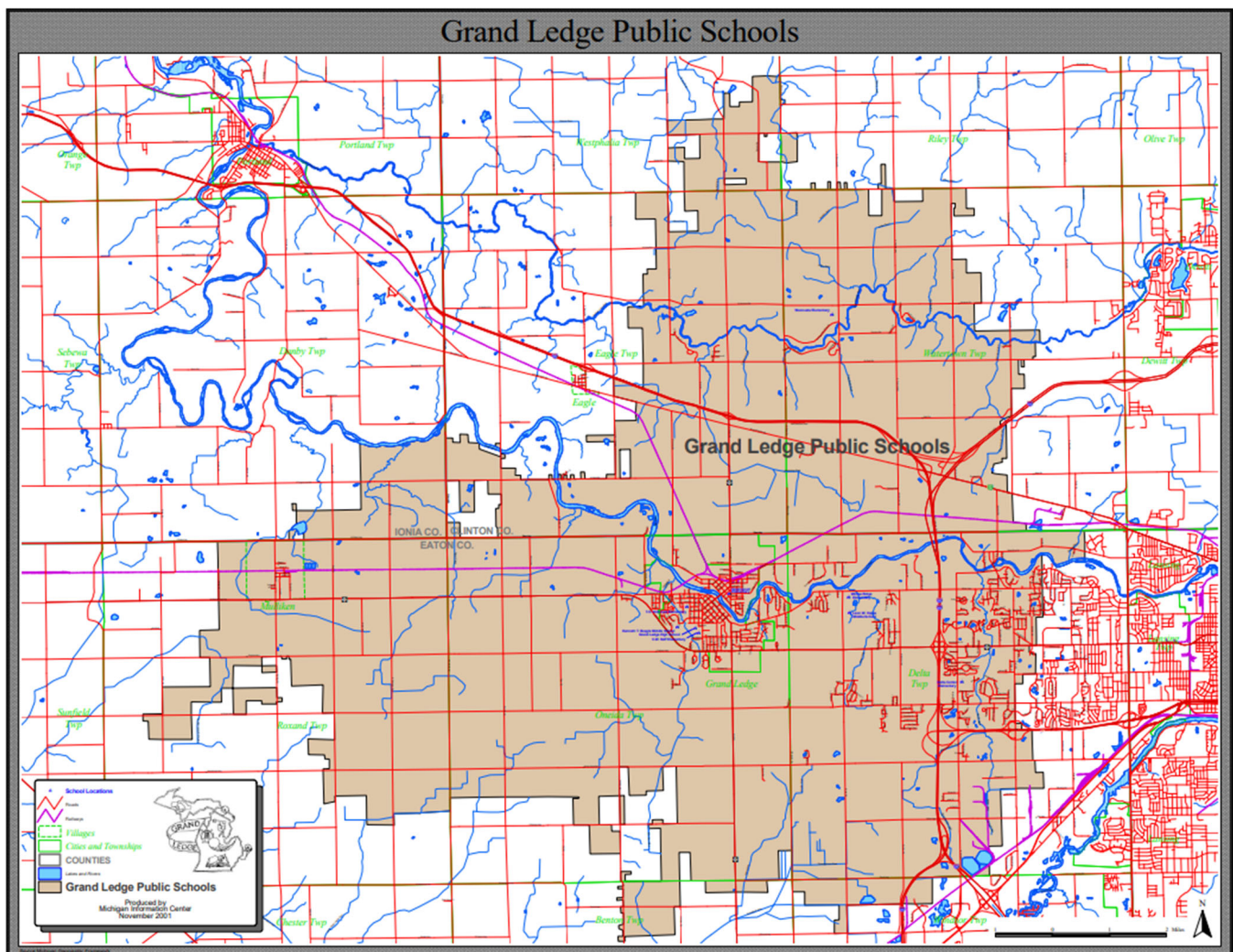
<sup>23</sup> [Seven Islands Dam Repair Options](#)

## Chapter 4 Grand Ledge Public Schools

### CURRENTLY UNDER REVIEW BY GRAND LEDGE PUBLIC SCHOOLS

Grand Ledge Public Schools (GLPS) has a rich history of school spirit and community pride and is committed to its mission of growing learners and preparing students. The school district's approximately 700 staff deliver an exemplary academic curriculum, award-winning arts programs, and championship-level athletics to about 5,500 students in grades K-12. Two early childhood centers, four K-4 elementary schools, one 5-6 intermediate school, one 7-8 middle school, and one 9-12 high school all endeavor to provide every student a high-quality education, critical thinking skills, and social development to reach their highest potential in a safe and inclusive environment. The district's 120 square miles are about 10 miles west of Lansing, Michigan, and are mainly located in Eaton County, with portions in Clinton and Ionia Counties. It includes the City of Grand Ledge, the villages of Eagle and Mulliken, the communities of Delta Mills and Wacousta, as well as a large portion of Delta Township.

#### Grand Ledge Public Schools District Map.



Source: Grand Ledge Public Schools website.

GLPS anticipated an enrollment of 5,500 students for the 2025-2026 school year. Enrollment has rebounded from years affected by COVID 19, when school enrollment dropped by nearly 5% statewide. Enrollment in the 2016-2017 school year was 5,240.

No future enrollment projections are available. Student enrollment at GLPS generally follows population trends.

Grand Ledge High School, Beagle Middle School, Holbrook Elementary School, Neff Early Childhood Center, and Sawdon Administration Building are located within the city limits, as are the community stadium and other facilities.

Two bond proposals were on the November 2018 ballot, and both were approved by voters.<sup>24</sup>

As is noted in the Land Use Plan – Maintaining Small Town Character section, having a strong public school physical presence in the city is very important and is part of the fabric of daily life.

Part of the city’s identity and success is linked to the GLPS. Public school reputation, academics, and sports are considerations for potential new residents, business owners, and companies when making decisions on where to locate. In more cases than not, the quality of the public school system is directly related to the health of the community it serves.

GLPS is a valued partner of the City of Grand Ledge.<sup>25</sup>

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<sup>24</sup> [2018 Bond Proposals](#)

<sup>25</sup> [Grand Ledge Public Schools](#)

## Chapter 5 Economic Development and Redevelopment

The major theme of this plan is maintaining and advancing the city's small-town character and quality of life. Maintaining streets and sidewalks, supporting civic events, investing in downtown, improving parks, and accessibility all require funds and a healthy revenue source. Economic development, which includes redevelopment, is a way to generate revenue sources without increasing taxes. These funds can be used for street and sidewalk improvements, quality of life projects, and public safety.

Throughout this plan, opportunities for new development and redevelopment are identified. One key economic development opportunity that has not previously been mentioned is Michigan State University (MSU) and the land it owns in Oneida Township and Eagle Township. The MSU property is located in a prime location for economic development with easy access to M-100 and I-96. Dialog with MSU and working toward mutually beneficial opportunities are key moving forward.

Traditionally, housing, both single-family, multiple-family, and senior housing (including active adult, assisted living, and skilled care), have not been considered as economic development. Times have changed and in a bedroom community such as Grand Ledge, housing is economic development and new housing growth increases the tax base.

The purpose of this chapter is not to re-state the economic development and growth opportunities previously identified, but instead to signal clearly that the city supports economic development that advances this plan and to identify key factors that influence economic development and redevelopment.

**Economic Development Policy Statement:** The city supports economic development and redevelopment which advances this plan and the City Council Priorities. The city is open to considering new and innovative development.

**Economic Development Influences:** Factors that positively influence economic development and redevelopment:

- Great schools
- Adequate market pressure
- New development activity
- Water and wastewater capacity
- Access to interstates and highways
- Talent availability
- Quality-of-life improvements (downtown, parks, river access, community events, walkability, blight elimination, etc.)
- Superior public safety

**Incentives – Financial and Non-Financial:** The city generally does not have funds to provide direct financial assistance for economic development projects. If an economic development project qualifies for

state or regional funds, the city will support the project to the extent it can, provided the project aligns with economic development policy.

**Partnering on Public Infrastructure:** Due to major financial investments in the Iron Removal Plant and Wastewater Treatment Plant, the city does not have funds readily available to partner with developers on required public infrastructure extensions or upgrades. The city may, on a case-by-case basis, consider partnering with a developer on public infrastructure improvements in instances where the new development is expected to provide a significant increase to the city's tax base in a short time horizon.

Exploring additional partnerships with the State of Michigan Department of Natural Resources and Department of Transportation (MDOT) to further enhance recreation opportunities in the city.

**Redevelopment:** Redevelopment is a broadly used term. For the purpose of this plan, it means any new construction, renovation, or rehabilitation in an area which has or had a pre-existing use. The area or site may have buildings on it or may be vacant. The city is interested in seeing certain properties revitalized, in general conformance with this plan.

In general, the redevelopment of property is more expensive and difficult than 'greenfield' or never developed property. As such, incentivizing redevelopment areas, through relaxation of zoning regulations, financial incentives, tax incentives, and other methods may be needed to spur developer interest.

Redevelopment is critical to the health, vitality, and appearance of a community. There are several locations in the city where the surrounding neighborhoods and the city at large would benefit from new development to improve current conditions.

The Planning Commission has identified and classified redevelopment areas as Tier 1 and Tier 2. The objectives for Tier 1 and Tier 2 are as follows:

#### Tier 1

- Transformation of existing conditions by means of major rehabilitation, additions and new construction, and/or demolition and new builds.
- Major new construction on vacant sites.
- Plans for redeveloped property advance this plan, and are in context with and complementary to, nearby properties.
- The redevelopment will generate a boost to the city's economy and enhance the city's tax base.
- If the site has a viable existing use, incorporating the existing use into the redevelopment is desirable.

#### Tier 2

- Enhancement of building appearance and property appearance.
- Improved economic utilization and viability of property.
- Redevelopment yields an increase in the city's tax base and an overall benefit to the area in which it is located.

- Plans for redeveloped property advance this plan, and are in context with and complementary to, nearby properties.
- If the site has a viable existing use, incorporating the existing use into the redevelopment is desirable.

In 2025, the Planning Commission approved two site plans paving the way for significant redevelopment of properties located on M-43. The former Wendy's restaurant located at 980 W. Saginaw Hwy. is demolished and will be redeveloped as an Aldi store. The Doty Professional Building located at 950 W. Saginaw Hwy. is slated for demolition, to be replaced by a Tommy's Car Wash.

For additional information about redevelopment and identification of redevelopment areas in the city, a website, which is under development, will be available in late 2026.

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## Chapter 6 Housing

Housing in Grand Ledge generally falls into four categories:

- Single-family homes and duplexes
- Multiple family (three or more units) which include homes divided into dwelling units, apartments, and attached single-family units.
- Dwellings located in commercial buildings (primarily downtown apartments)
- Mobile homes in mobile home parks.

The American Community Survey (2023) – US Census Bureau provides information about households in Grand Ledge<sup>26</sup>.

Total households:	3,604
Average household size:	2.14
Total families:	2,041
Average family:	2.82

One-unit structure:	58.9%
Two or more-unit structure:	31.6%
Mobile homes and all others:	9.5%

Owner occupied housing units:	67.7%
Renter occupied housing units:	32.3%

Vehicles Available at Household	
No vehicles available:	236
1 Vehicle available:	1,382
2 Vehicles available:	1,513
3 or more vehicles available:	473

<sup>26</sup> [US Census Bureau – Grand Ledge](#)

One-unit detached units:	2,055
1-unit attached units:	68
1- or 2-unit apartments:	96
3- or 4-unit apartments:	183
5-to-9-unit apartments:	99
10 or more-unit apartments:	761
Mobile home/other housing:	342

Year Structure Built	
2000 or later:	41
2010 to 2019:	121
2000 to 2009:	197
1980 to 1999:	937
1960 to 1979:	1,025
1940 to 1959:	372
1939 or earlier:	911

The American Community Survey confirms visual and anecdotal observation that the majority of the housing stock in town are single-family owner-occupied residences.

**Available Housing:**

- Single Family – Most of the housing units in the city are single-family residences, the majority of which were constructed between 1960 – 1999. Homes vary in size and style based on the age of the structure and its location.
- Apartments and multi-family dwellings – There are several duplex units scattered in residential neighborhoods in the city. Some apartments are located in upper floors of downtown buildings, in single apartment-style buildings, and in larger apartment complexes such as the Arcadian Apartments.
- Senior Housing – There are several senior housing options available within the city limits, including Independence Village, Clinton Street Place, Serenity Place, and smaller group homes. The Planning Commission has identified the need for additional senior housing options.
- Mobile Homes and other types of housing – There are two large mobile home parks in the city: Grand Ledge Ravines in the western part of the city and Grand Oaks Village in the northern part of the city.

## **Future Housing:**

- Avenue Apartments.
- Second phase of Arcadian Apartments.
- Vacant lands identified in the Land Use/Future Land Use Chapter to be developed as housing.
- CDA area lands to be developed as housing.
- Senior housing – the Planning Commission believes the city has positioned itself well through public improvements in downtown and in parks to be a desirable place for seniors to live and be active. Additional senior housing and greater opportunities for aging-in-place are needed.

## **Non-Traditional Housing Options:**

- ‘Missing Middle’ Housing – for in-fill development. “Missing Middle” housing is the contemporary name for duplex, tri-plex, and four-plex structures constructed in, or in close proximity, to single-family neighborhoods, typically constructed on vacant lots or re-development on corner or larger-than-average size lots. The Planning Commission has determined that this type of housing is needed to address the need for varied housing options, to provide more affordable housing, and to encourage aging-in-place housing. Zoning Ordinance amendments to allow this type of housing are necessary. It is likely that a special permitting process will be developed to ensure compatibility with neighborhoods.
- Aging-in-place housing: A part of the strategy to provide additional housing for seniors is independent senior living in neighborhoods. In many parts of the city, the existing housing stock was not designed to accommodate the needs of today’s senior residents. Homes with exterior stairs at entrances, interior stairs, narrow hallways and doors, and basement laundry facilities are not user-friendly features. Encouraging housing types that align with the needs of seniors will allow them to stay in close proximity to surroundings they are familiar with. The Planning Commission has determined that keeping residents who wish to age-in-place is a high priority.
- Rooms for rent: Many modern zoning ordinance provisions do not permit the renting of rooms in single-family neighborhoods. The term single-family on its face suggests that room rental to non-family members is not permissible. The Planning Commission has determined that providing more housing options through allowing rooms for rent is viable. A Zoning Ordinance amendment is likely needed to make it clear that rooms for rent in single-family zoned areas is permissible.
- Use of a Planned Unit Development (PUD) ordinance: A PUD ordinance will encourage smaller lots and smaller homes, and the construction of non-traditional housing to increase varied housing options, improve housing affordability, and encourage development of aging-in-place housing.
- Accessory Dwelling Units: The Planning Commission has determined accessory dwelling units within existing single-family areas may be appropriate under certain circumstances. A Zoning Ordinance amendment will need to be carefully crafted to ensure that the single-family home and property retain most of its original characteristics. Some type of special approval mechanism will be required.

## Chapter 7 Transportation

In Grand Ledge, people get from place to place, and goods and services are transported, using transportation infrastructure, which is made up of streets, sidewalks, informal bike lanes, state highways, and trails. The infrastructure provides a system that ‘connects the dots’ so that vehicle and human-powered travel is possible and relatively easy. Rail lines and the Abrams Municipal Airport are also part of the transportation infrastructure in the city.

The Grand River is a significant presence on the transportation network as it bisects the city. Crossing the river is a major challenge, as there is only one bridge over the Grand River in the city, the M-100 bridge in downtown. The next closest river crossing is over six miles away by road at the Jones Rd. bridge in Clinton County, northwest of the city. East of town there is a crossing of the Grand River at the I-96/I-69 bridge, over 6.5 miles away.

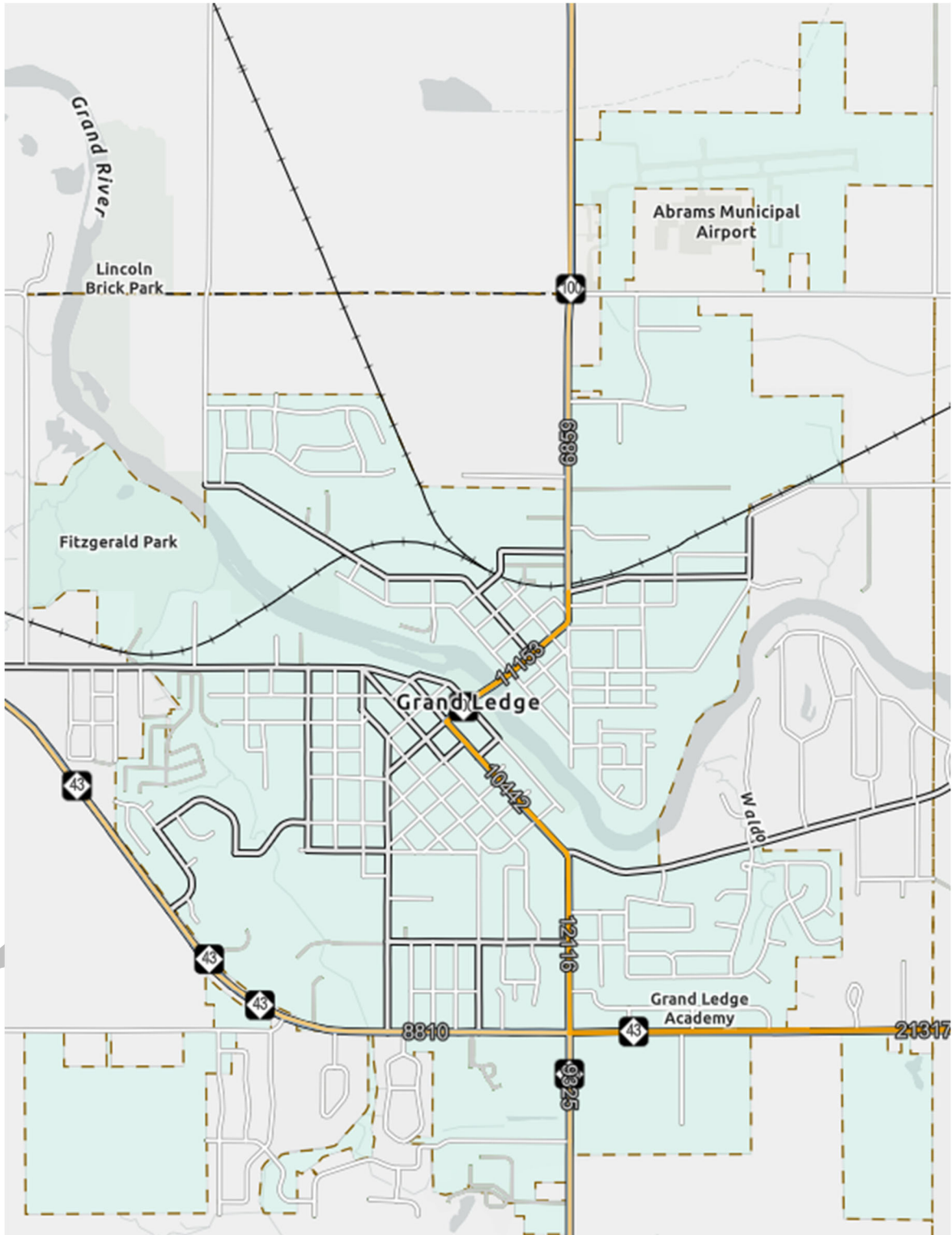
The M-100 bridge connects the north and south parts of downtown. Passenger vehicles, trucks, farm equipment, pedestrians, and bicycles all use the bridge to cross the river. The M-100 bridge is under the jurisdiction of MDOT. The bridge is a critical part of the city’s transportation network, and a bridge failure or long-term closure would have wide-ranging, devastating effects on transportation and the economy.

The primary mode of transportation in the city is vehicle traffic, both passenger motor vehicles and trucks (box trucks, semi-trucks, and other commercial vehicles). M-43 and M-100 are high-volume state trunklines used by local and through traffic. M-43 is part of the National Truck Network and M-100 is designated as an all-season truck route. Most of the commercial and industrial land uses in the city are located along these routes.

Semi-trucks in downtown have been a concern for years. Commercial vehicle traffic counts on M-100 confirm that almost 5% of the traffic in downtown is commercial traffic. In comparison, commercial vehicle traffic is about 3% of the traffic on M-43 east of M-100 and over 9% of the traffic west of M-100.

Traffic patterns in town and the neighboring townships are influenced by the I-69/I-96 interchange with Saginaw Hwy., located approximately 3.5 miles east of the M-43/M-100 intersection. A second freeway interchange with I-96 is located approximately 3.25 miles north of downtown on M-100.

M-43 & M-100 AADT Map



Source: MDOT Website

City streets are classified as city Major or city Local under Michigan Public Act 51. The city is responsible for maintaining and improving city streets. Although the amount can vary depending on street improvement projects, the city spends approximately \$2,000,000 annually on major and local street improvements, operations, and maintenance.



In the older parts of the city, there is a traditional ‘grid’ pattern made up of major and local streets. The grid pattern provides drivers with numerous driving options. For the most part, these are residential streets with a 25-mph speed limit. The streets are tree-lined with mature trees and have sidewalks. In areas of the city where residential development has occurred in the past forty-or-so years, the residential street system is made up of longer streets with fewer intersections than the grid system. Cul-de-sacs and streets with limited access points are common. These streets also have 25 mph speed limits and are tree lined with sidewalks. There are a limited number of private streets in the city.

The Eaton County Transportation Authority (EATRAN)<sup>27</sup> provided fixed route bus service in the city in 2024 and 2025. It was known as the Grand Ledge Connector Service and was discontinued in early 2026. EATRAN continues to provide door-to-door service on an as needed basis.

**Non-motorized amenities:** The city has a vast system of sidewalks along city streets, M-100, and M-43. The sidewalk, Riverwalk Trail, aforementioned sidewalks, and informal bike lanes located within the streets provide connections to parks, schools, businesses, residential areas, industrial areas, and downtown. These facilities provide solid options for bicyclists, pedestrians, and ADA mobility. Encouraging walking, cycling, other human powered transportation, and ADA mobility reduces congestion on roads and streets and are a key part of maintaining the city’s small-town character.

**Rail:** The CSX railroad bisects the city mainly north of the Grand River. The rail line crosses the river in the western part of town on the iconic 1904 bridge. The CSX line is active but not heavily used. A rail spur connects the Archer Daniels Midland grain facility to the CSX line. The rail spur is active during the fall harvest season.

**Airport:** The Abrams Municipal Airport<sup>28</sup> is owned by the city. The airport is located in Eagle Township in Clinton County.

**Street and Road Network Resurfacing, Reconstruction, and Planned Future Improvements:** For the most part, the existing street and road network within the city is not planned to be widened or have additional capacity added. This includes M-43 and M-100, which MDOT is responsible for.

The plan for city streets resurfacing and reconstruction is laid out in the five-year Capital Improvements Plan (CIP). Street improvements are funded through local mileage, MDOT allocation, grants, and the Eaton County Road millage. On average, the city has received approximately \$350,000 to \$400,000 per year from the Eaton County Road millage. The millage is set to expire in 2026.

A Future Street Improvement map shows planned street extensions and new streets in the city and the CDA area. While there are several noteworthy street improvements shown on the map, highlighted below are four major initiatives:

- A second bridge over the Grand River is depicted at Oneida Road. New bridges and river crossings are expensive and complicated. A river crossing at this location will require the cooperation of the Eaton County and Clinton County Road Commissions as well as numerous local, state, and federal

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<sup>27</sup> [Eaton County Transportation Authority](#)

<sup>28</sup> [Abrams Municipal Airport](#)

agencies and governmental units. Other bridge crossing locations are possible, and all feasible options should be pursued seriously.

- Extensions of Fieldview Dr. (east of M-100) and Overbrook Drive to the west will provide residents with improved access.
- A longer-term plan to create ‘north-south’ access points to St. Joseph Hwy. As development occurs south of M-43, it is likely that traffic will be routed to M-100. Additional north-south routes, especially south of the Fieldview Dr. extension will be needed to provide alternative routes to M-100. On the east side of the city, this is exacerbated by the fact N. Royston Rd. ends at St. Joseph Hwy, instead of extending through to M-43.
- A future traffic signal, roundabout, or similar modification at the M-43 and E. Saginaw Highway intersection. Improvements at this location will enhance traffic safety and provide pedestrians, bicyclists, and other users of the sidewalk/widewalk a safe crossing of M-43 close to the Grand Ledge Public Schools campus.

Where new streets are shown on the Future Street Improvements map, the location and alignment depicted is approximate.

**Non-Motorized Amenities, including Pedestrian, Bicycle, and ADA mobility devices:** The ability for pedestrians, bicycles, and ADA mobility devices like wheelchairs (powered and non-powered) and scooters to get from place to place is critical to access parks, schools, civic events, and businesses.

Safety is an important factor for users of sidewalks, the widewalk, trails, and informal bike lanes. Generally, the slower vehicle speeds are, the safer these users feel. Users of sidewalks in residential neighborhoods generally feel safe as speed limits are 25 mph on these streets unless posted otherwise. The higher the vehicle speeds in the street, the less safe people feel walking along the street.

In addition to speed, the crossing of streets, especially with those with speeds higher than 25 mph and higher traffic volumes can be intimidating. The city has addressed crossings in a number of ways including improved crosswalk markings, improved crosswalk signs, rapid flashing beacon crosswalk lighting, and bump outs. Work to improve crossings needs to continue, especially the crossings of M-100 and M-43.

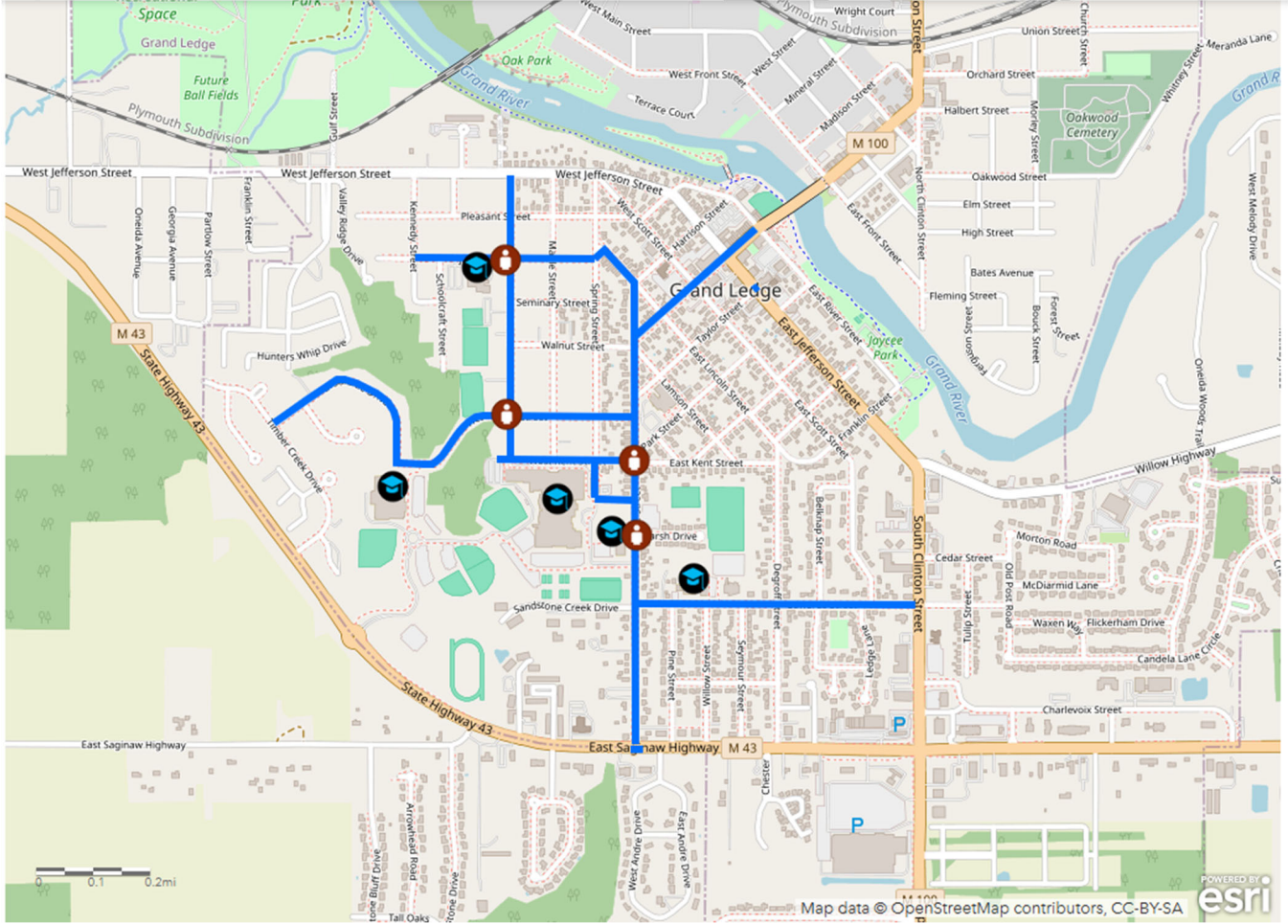
Providing sidewalks, a widewalk, trails, informal bike lanes, and ADA accessibility has been and needs to continue to be a high priority for the city. This infrastructure allows people to walk, bike, and roll to and access community events, schools, school events, parks, and the Grand River. Pedestrians, bicyclists, and people utilizing ADA mobility devices are able to get to downtown, most of the businesses along M-100 and M-43, and residential areas without the use of a motor vehicle. This connectivity reinforces the city’s small-town character.

The Non-Motorized Amenities Plan shows numerous planned improvements. Highlighted improvements include:

- Extension of the widewalk on the west side of the city to connect with the current termination point at Timbercreek Dr. to Fitzgerald Park.
- Extension of the widewalk to the east to connect to the Avenue Apartments development.

- A major pedestrian/bicycle/ADA mobility crossing of M-43 near the Grand Ledge Public Schools campus. A traffic signal, roundabout, pedestrian crossing gates, pedestrian hybrid beacons, or pedestrian refuge island is needed as M-43 is a three-lane, high speed road in this area. Connecting the school facilities with the residential neighborhoods on the south side of M-43 is critical.
- Enhanced pedestrian/bicycle/ADA mobility crossing at the M-43/M-100 intersection. An enhanced crossing is needed as this is a signalized intersection. There are no other signalized intersections on M-43 east of this intersection. The lack of a signalized intersection east of M-100, along with high traffic volumes and 45 mph and 55 mph speed limits make pedestrian/bicycle/ADA mobility crossings M-43 nearly impossible.
- The signalized intersection of Bridge St. and Jefferson St. has pedestrian crosswalks but remains challenging for pedestrians. Work to improve pedestrian safety at this intersection is needed.
- As the city expands into the CDA area, it is critical that new pedestrian/bicycle/ADA mobility infrastructure is built and connected to the existing infrastructure.

**Safe Routes to School<sup>29</sup>:**



<sup>29</sup> [Safe Routes to School](#)

**Traffic congestion:** For the most part, traffic congestion in town is minimal. Recent improvements at the M-43/M-100 intersection have relieved congestion and signal delays.

The M-100 intersection downtown experiences congestion daily from 3:00 p.m. to 6:00 p.m. Both northbound and southbound M-100 traffic experiences delays. There are daily afternoon traffic queues on southbound M-100 that extend to River St.

Long traffic queues on northbound M-100 are not as frequent as southbound M-100 traffic, however, when they occur, they can be very long. Queues that extend to Willow Hwy. (and beyond) occur occasionally during times of very heavy traffic, special events, and when road work occurs. A protected green arrow offering southbound M-100 traffic the ability to turn left without navigating oncoming traffic is a desired solution.

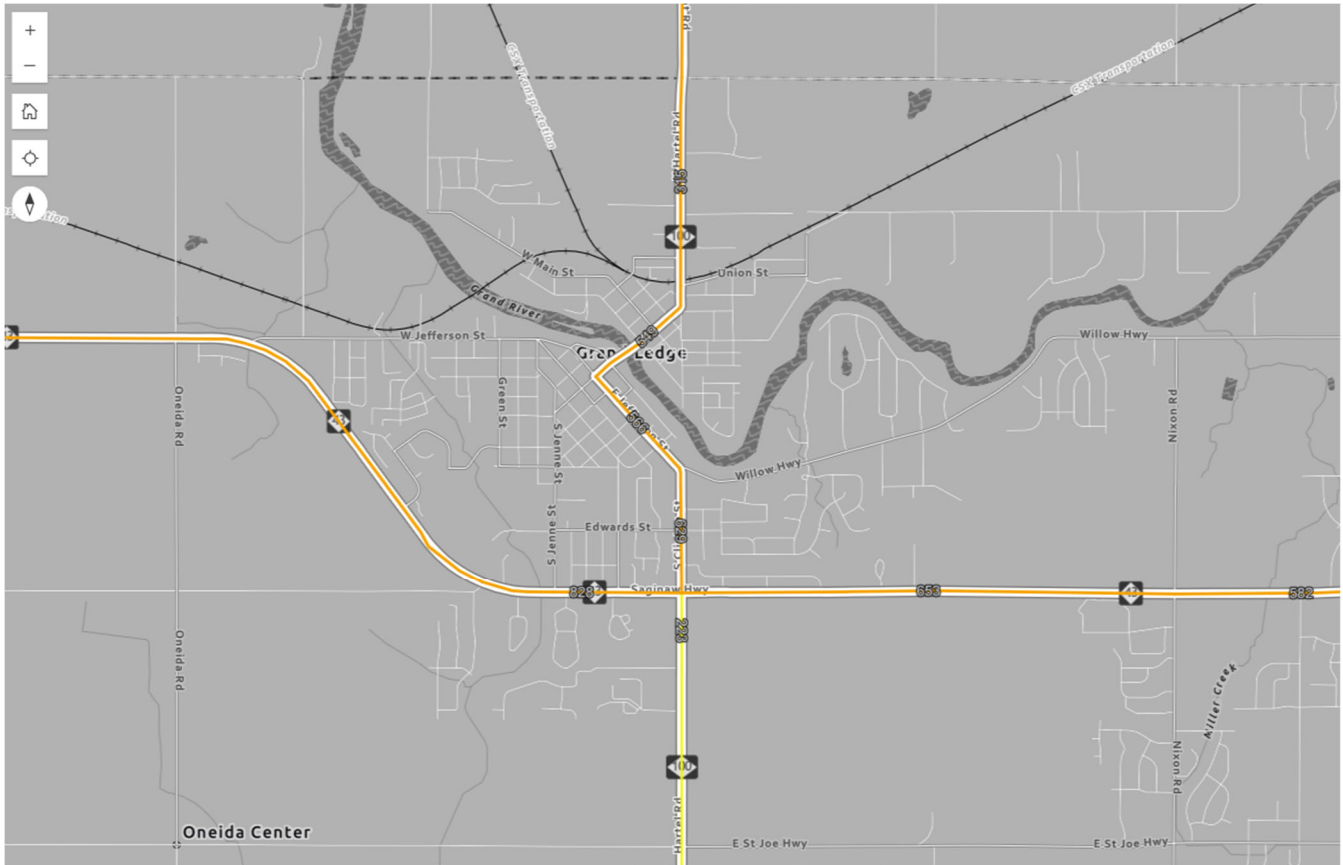
**Commercial Vehicle Traffic:**

24 hours AADT

Location	Count
Saginaw Hwy. east of M-100	653
Saginaw Hwy. west of M-100	828
M-100 south of M-43	223
M-100 north of M-43	629
M-100 north of Willow Hwy.	566
M-100 north of Grand River Bridge	549

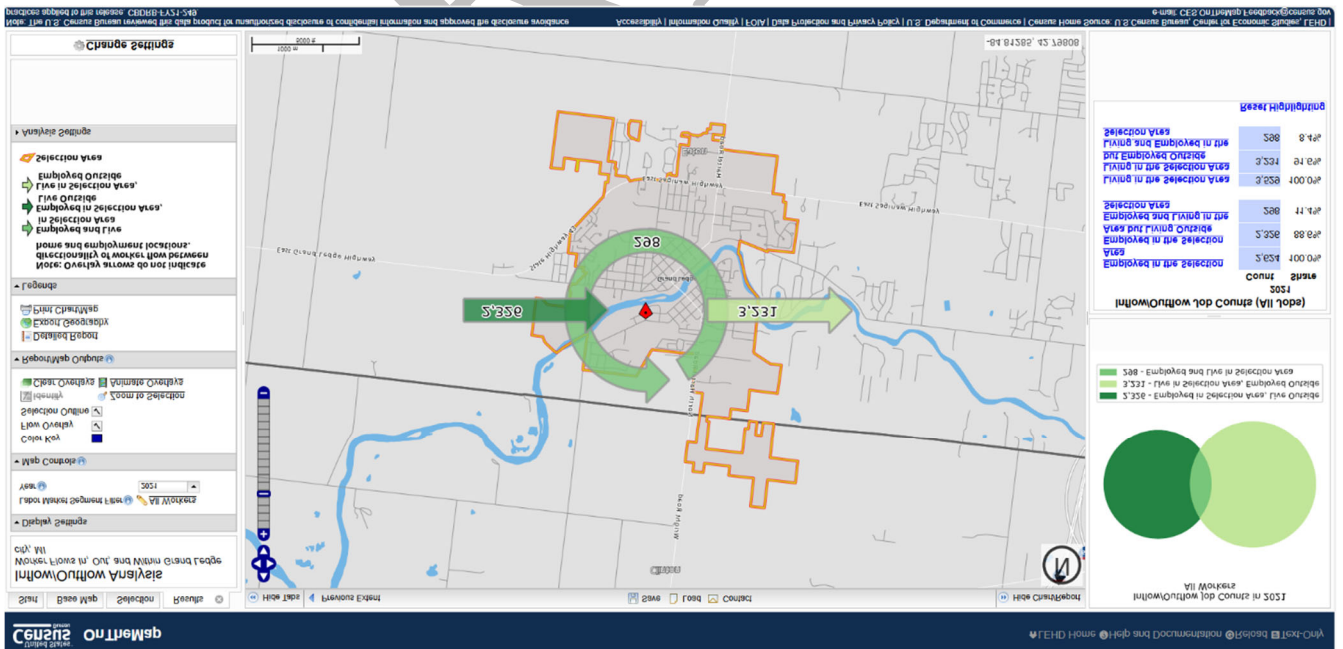
*Source MDOT website.*

## Commercial AADT map



Source: MDOT website

**Commuter Patterns:** Consistent with local knowledge and the suggestion that Grand Ledge is a bedroom community; 2020 Census data shows that more people leave town for work than work in the city.



The Census data also shows that approximately 41% of the outbound commuters are heading east to Lansing, Waverly, East Lansing, Okemos, and Holt. Charlotte, Grand Rapids, Ionia, and Battle Creek were reported destinations for about 5% of the commuters. Approximately 46% of the commuters reported 'other locations' as their destination. Based on morning and evening traffic patterns, M-43 and M-100 are heavily used by commuter traffic. (Source 2020 Census Bureau – On the Map Application)

**M-43/M-100 intersection and M-100/Bridge St. intersection:** The M-43/M-100 intersection and M-100/Bridge St. intersection are also highlighted in the Areas of Special Concern section of this plan.

**Summary:** M-43 and M-100 are state trunklines that provide access to I-69/I-96 to the east and I-96 to the north. M-43 is heavily travelled, especially east of M-100. M-100 goes through downtown and provides the single vehicular crossing point of the Grand River. The closest other vehicular bridge crossing is more than six miles away. While passenger vehicular travel is the predominate form of transportation, pedestrian, bicycle, and ADA mobility travel are very important and offer a solid alternative to using a passenger vehicle.

The vehicular transportation system is heavily dependent on the single bridge crossing of the Grand River. The major challenge facing the pedestrian/bicycle/ADA mobility infrastructure is the safe crossing of M-43 and M-100.

DRAFT

## Chapter 8 Land Use and Future Land Use Plan

**Major Water and Wastewater Improvements:** As previously noted, the city has undertaken major projects to replace the Iron Removal Plant and enhance/expand the Wastewater Treatment Plant to improve treatment and add capacity. Additional water wells are necessary to continue to add capacity to the city's water supply.

Once completed, these improvements will support growth within the city and CDA area. Based on current growth trends and existing state regulations, water treatment capacity and wastewater treatment capacity are sustainable for the foreseeable future as a result of the improvements. Additional water wells are needed to ensure a sustainable water supply.

**Maintaining Small Town Character:** Tree lined streets with sidewalks, a distinctive downtown, quiet neighborhoods, the renowned ledges, the Grand River, parks, and schools (elementary, middle and high) within the town limits describe some of the city's physical characteristics. Additionally, numerous parades and community events, an iconic historical past, and identity as the Grand Ledge Comets is part of the fabric of everyday life.

Grand Ledge is primarily a bedroom community, with most of its residents working in the Greater Lansing area. Most of the land area within the city is single-family residential homes. M-43 (Saginaw Hwy.) is a commercial corridor, with a mix of national chains, regional chains, and local business. Downtown and M-100 are important locations for small businesses.

There is a genuine sense of place in Grand Ledge. The middle school and high school as well as athletic fields are located on a campus in the southwestern part of town. Recent investments in downtown, Jaycee Park, Riverview Park, and on W. River St. have advanced the sense of place.

For the most part, the city is built-out north of Saginaw Hwy. (M-43) and south of the railroad tracks. Ensuring that infill development and redevelopment maintain the size and scale and incorporate desirable architectural elements of nearby development is critical to maintaining the small-town character. In the event that Zoning Ordinance requirements force new development to deviate from existing neighborhood character, variances should be sought, and/or ordinances modified.

On January 1, 2022, a Cooperative Development Agreement (CDA) between the city and Oneida Township became effective. The CDA provides for the conditional transfer of jurisdiction of property (under certain conditions) from the Township to the city. In addition to the CDA area, the Willis Industrial Park, Section 36 of Eagle Township (Act 425 agreement), the vacant lands within the city limits south of M-43, and northwest of the railroad tracks within the city limits provide for significant growth opportunities. As growth occurs in these areas, it will take substantial effort and care to maintain the city's small-town feel, character, and connectivity.

While growth can be a threat to a small town, it can be beneficial if done properly. The size, scale, and appearance of new development is important in maintaining small town character. The Arcadian Apartments and commercial development along Charlevoix Dr. are solid examples of recent development blending in well with their surroundings.

Keeping new development, particularly residential development, south of M-43 connected to parks, downtown, the Grand River, community events, schools, and other amenities is going to be challenging as it is difficult for pedestrians to feel safe crossing M-43. The ability to walk safely to destinations is a key component of small-town living. Identification of a number of at-grade pedestrian crossings of M-43 should be identified and pursued with MDOT. While a single-grade separation may be pursued, grade separation crossings such as a pedestrian bridge and/or tunnel require a significant pedestrian effort to avoid conflicts with vehicles, as they require long ramp approaches that are necessary to make pedestrian bridges and tunnels ADA accessible. The long approaches discourage pedestrian use of bridges and tunnels as they take more effort and time than simply crossing the street.

An alternative to grade separation could be warning lights and gates like those for rail crossings. A crossing such as this could be pursued, as it provides pedestrians a way to cross the trunkline safely without inconvenience. Perhaps Grand Ledge could be the test case for pedestrian crossings of a trunkline in Michigan. A pedestrian hybrid beacon<sup>30</sup> and a more conventional pedestrian crossing may be pursued as well. Multiple safe pedestrian crossings of M-43 will be needed to provide connectivity to the rest of town.

Feeling safe is usually a calling-card for small-town living, and Grand Ledge is a safe place. The city's Police Department is stationed in City Hall and responds to calls from residents, business owners, and visitors.

Preserving small town character is necessary for the city to maintain its identity as a desirable and safe place to live, recreate, and do business. Continued emphasis on walkability, complete streets, park improvements, and community events is critical. Partnerships with the Grand Ledge Area Chamber of Commerce and Grand Ledge Public Schools are also key. As mentioned earlier, it will be challenging to create the small-town feel in places where residential growth occurs south of M-43 as it will be difficult to establish the same connectivity (walkability/easy access to parks, public spaces, downtown, schools, athletic fields, etc.) that currently exists north of M-43.

The city, working with MDOT, developers, and other partners, must do what it can to extend connectivity and the feeling of safety to areas where new development occurs or risk these areas becoming development islands without easy and safe access to all the city has to offer.

The overall theme of this plan focuses on maintaining and strengthening small town character.

**Existing Residential Neighborhoods and Neighborhood Conservation:** The city's existing residential neighborhoods are located both north and south of the river. The River Ledge Historic District, which is listed in the National Register of Historic Places, is shown on the map located on the next page. The Grand Ledge Chair Company property, located at 101 Perry St., is also on the Register.

Other neighborhoods found throughout the city are known by their street name, nearby landmark, or development name. Older areas of the city were created by subdivision plats (often referred to as platted). Recently developed areas such as the Meadow Woods development were created as site condominiums.

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<sup>30</sup> [Pedestrian Hybrid Beacons | FHWA](#)

For the most part, the city’s neighborhoods are made up of single-family homes. In the older neighborhoods, there are businesses, churches, schools, apartments, and similar uses in or adjacent to the neighborhoods. In more recently developed areas, the neighborhoods are residential in nature.

Keeping the city’s residential neighborhoods safe and attractive, and accessible to parks, schools, businesses, school and civic events, and other amenities is critical to maintaining the small-town feel.

River Ledge Historic District – National Register of Historic Places.



Source: National Park Service website

Focus items moving forward:

- Continue funding street and sidewalk maintenance.
- Continue funding street tree plantings.
- Enhance community policing efforts and police visibility in neighborhoods.
- Enhance property maintenance in residential neighborhoods and adjacent non-residential areas.
- Diligently enforce ordinances for blighted residential properties.
- Explore a Neighborhood Business Zoning District rather than B-1 Zoning for commercial properties along W. Jefferson St. and similar areas.

**New Neighborhood/Residential Development Including Multiple Family:** It is likely that new residential development will look different moving forward than it has in the past. Changing market demand by consumers and housing costs are leading developers to provide a variety of housing types. The city recently adopted Planned Unit Development zoning to accommodate non-traditional housing.

Most of the larger tracts of land available for new residential development, both within the current city limits and within the CDA area, are removed from downtown, parks, businesses, schools, and civic events. As such, significant effort will be required to ensure that these new areas are well connected and accessible by vehicle as well as pedestrians, bicyclists, and users of ADA devices.

Ensuring connectivity between new developments and the rest of town is important to maintain small-town character. The size, scale, and appearance of new residential development is also key to maintaining small-town character.

It is anticipated that new neighborhood development will consist of single-family development and Planned Unit Developments (PUDs). The PUDs may include non-residential uses.

Multiple-family land use designations on the Future Land Use Map generally reflect existing development. Multiple-family development is desirable at appropriate locations. New multiple-family density ranges will be determined by locational factors, but generally densities of five to eight units per acre are envisioned. Higher density is anticipated on parcels with frontage on M-43 and M-100, and downtown.

Multiple-family development is encouraged in mixed-use PUDs and may be appropriate in residential PUDs.

**Downtown:** Like many communities across Michigan and the nation, downtown is key to the city's identity, history, and civic events. Downtown is somewhat unique as the Grand River separates the north and south parts of downtown, with only the M-100 bridge connecting downtown areas.

In previous Master Plans, downtown has been referred to as the Central Business District. With the focus on maintaining small-town character, "downtown" seems to be a better way to describe the area. The Central Business District was a focus of the 2018 Master Plan, and this plan embraces and refines the 2018 plan, including using the term Downtown instead of the term Central Business District.

The city's Downtown Development Authority (DDA) has partnered with the city on numerous projects to enhance and redefine downtown. Notably during 2024 a major streetscape improvement project was completed on M-100 (Bridge St.) A midblock pedestrian crossing, "bump outs", improved crosswalks, and the installation of planter boxes were highlights of the project. The city is optimistic that private sector investment in building interiors and exteriors will follow the major public investment in the streetscape and nearby projects.

Other downtown construction projects that occurred in 2024 include:

- A major deck expansion, installation of public restrooms, and a fireplace at Riverview Park.
- Hillside seating and converted parking into public gathering space along W. River St. As part of this project, the ability to close W. River St. for community events can now occur as bollards can be installed to stop vehicles from entering the closed section of W. River St.

The DDA is also a major funder of the following 2025 projects in downtown:

- Jaycee Park Playground. A universally designed, ADA accessible playground built into the hillside at Jaycee Park. In addition to the DDA, grant funds and local donations made this project a reality. Construction was completed in fall 2025.
- Jaycee Park ADA Observation Platform.

Specific recommendations for the Downtown include:

- Continue to focus on placemaking downtown.
- Determine feasibility of a pedestrian bridge to connect the north side of the river to downtown at Jaycee Park or Island Park.
- Promote the use of the public gathering space along W. River St.
- Support the DDA First Amended Development Plan and Priorities.
- Encourage the redevelopment/development of Bridge Street Plaza.
- Consider allowing first floor residential in the 300 block of N. Bridge St.
- Identify buildings that need façade improvements and encourage/incentivize those properties to make the improvements.
- Continue to partner with the Grand Ledge Area Chamber of Commerce and sponsors for civic events, Music in the Park, and other events that bring the community together in downtown.
- Ensure that redevelopment/new development in downtown, especially on Jefferson and Bridge Streets maintains the size, scale, and placement of existing buildings in downtown. Building architecture and materials should complement and enhance downtown.
- Ensure that the M-100 Bridge is well maintained and that efforts to slow speeds down on the bridge continue.
- Vehicular traffic speed in downtown is a problem, and it deters pedestrian activity. Work to continue to slow traffic speeds in downtown must continue to improve pedestrian safety.

Other recommendations are found in the Areas of Special Concern Section, and Transportation Section of this plan.

The downtown is one of the most critical components of maintaining small-town character.

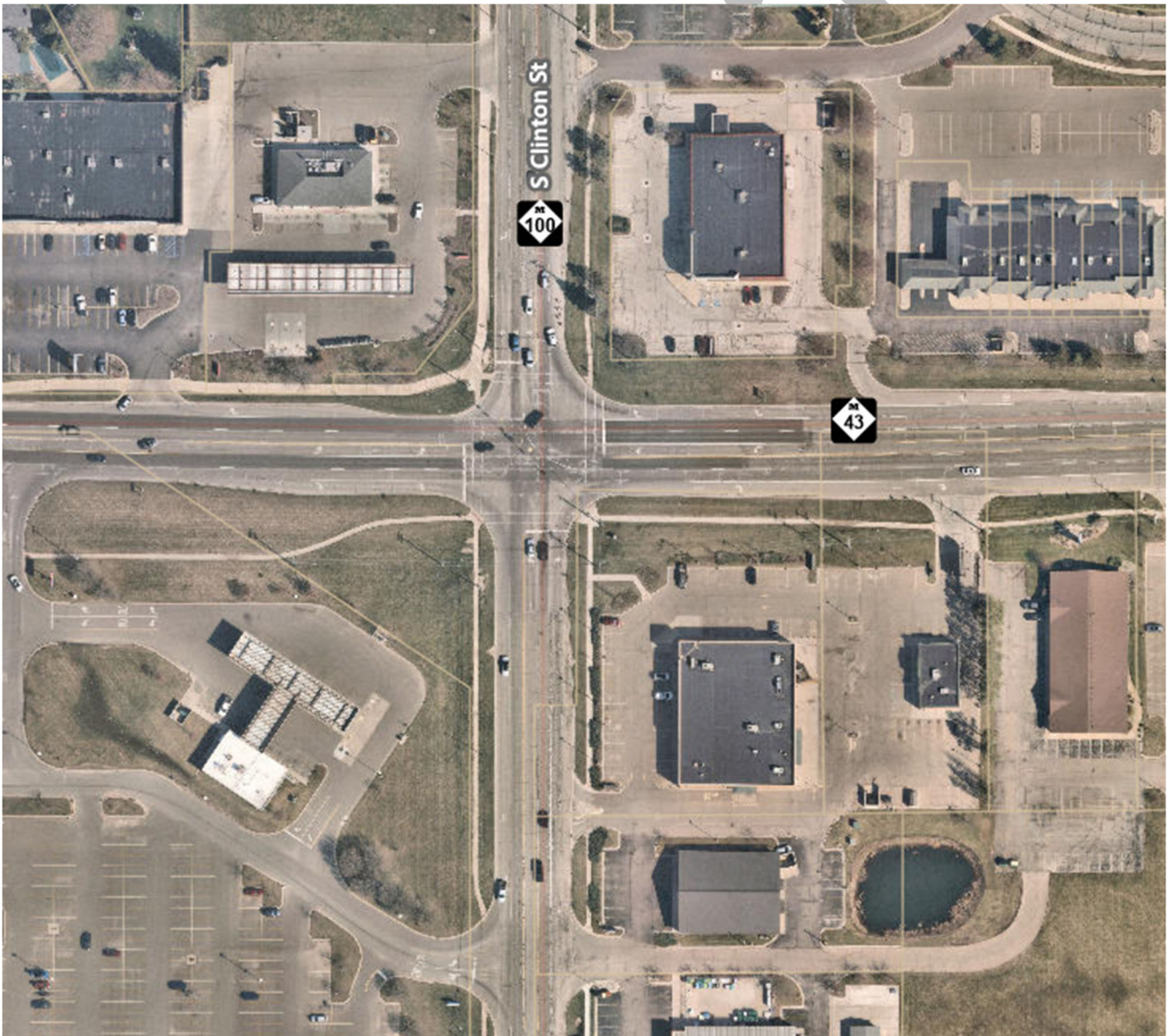
**M-43, M-100, and Areas of Special Concern:** M-43 (Saginaw Highway) between the east city-limits and west city-limits is where a significant portion of commercial and office property is located in the city. Due to high traffic counts, this is a desirable location for local, regional, and national businesses/chains. The Future Land Use Plan supports those uses.

M-100 (Clinton St.) between the southern city-limits and Willow Highway is a mix of commercial, office, residential, and other uses. The Future Land Use Plan supports those uses.

The Redevelopment Section of this chapter provides information about potential redevelopment sites along M-43 and M-100.

**Areas of Special Concern:** While land use, building size, scale, appearance, and overall site design are important in all parts of the city, there are certain key locations in the city, where the use of the land and the development which is located upon it serve a more critical function. These key locations establish the ‘look and feel’ for the area in which they are located. The streets and adjacent private property development project impressions and messages to drivers of vehicles and to pedestrians. These impressions and messages have a strong influence over pedestrian movements, driver behavior, and affect vehicle speeds. The city has two primary Areas of Special Concern (ASC), and each is unique and different from the other.

ASC #1 – Intersection of M-43 (Saginaw Hwy) and M-100 (Clinton St.)



The “Main 4” intersection of the city is the signalized intersection of two state highways (M-43 and M-100). The intersection is under the control of MDOT. High volumes of traffic utilize the intersection and the existing land uses located immediately adjacent to the intersection are typical of development located along

high traffic volume streets in Michigan. The posted speed limit on M-43 is 45 mph. The posted speed limit on M-100 is 45 mph south of M-43 and 35 mph north of M-43.

Each of the four quadrants of the intersection on private property are occupied by buildings, parking lots, landscaping (to some degree), and signage.

More than any other landmark along M-43 (Saginaw Hwy.) or M-100 south of Franklin St., the Main 4 intersection projects an image of Grand Ledge to tens of thousands of vehicle drivers and passengers each day. This is, by far, the most heavily travelled intersection in the city. The projected image is not representative of the city and its small-town character. The intersection and adjacent private property uses are ubiquitous, not unique to Grand Ledge, and are typical of high-volume suburban intersections. The private development buildings are generally well maintained, in good condition, and have solid curb appeal. The building at the northeast corner is currently vacant and some façade modernization and/or redevelopment is welcomed by the next owner/occupant.

MDOT completed intersection improvements in 2023. The intersection is clearly designed for vehicular traffic and crossing the intersection as a pedestrian is daunting, given the width of the roadways, traffic volumes, and vehicle speeds.

M-43 is on the National Truck Route and M-100 is an All-Seasons Truck Route. There is regular semi-truck traffic on both roads. MDOT does not permit truck restrictions within one mile of streets designated as National Truck Routes

The Planning Commission and Downtown Development Authority desire a “Grand Ledge” sign to inform users of the Main 4 intersection that they are in Grand Ledge. The need for a sign acknowledges that the intersection and adjacent private property development currently do not project any identifying characteristics that are unique to the city. The city wants to create a Grand Ledge identity at this important intersection. M-43 is a six-lane (five lanes plus a right-turn lane) road and M-100 is a four-lane road. Importantly, northbound M-100 leads to the heart of the city, through downtown. Although MDOT directional signage on M-43 provides guidance to drivers about the ‘business district’ and ‘Grand Ledge’, and there is recognition of the Franklin D. Fitzgerald Memorial Highway, there is nothing at the Main 4 intersection that suggests the attractions the city has to offer.

As the intersection has been recently upgraded by MDOT and each of the four corners of the private property are developed, the options to create a Grand Ledge identity are somewhat limited. The following is a list of items that will help to create an identity for the Main 4 intersection:

Short-term improvements:

- A Grand Ledge sign.
- Decorative walls on private property.
- “Wayfinding” signs.
- Identification of land uses that advance the city’s identity.
- Architectural details on building renovations and façade upgrades.
- Replace “Business District” signs with “Downtown” signs.

Longer term improvements and options to consider:

- Mast arms (to match planned downtown mast arms).
- Lower speed limits on M-43.
- Improve ability for pedestrians to cross M-43 and M-100.
- Consider allowing new buildings to be built closer to the street.
- Encouraging the construction of identifying features as part of a redevelopment on one (or more) of the four corners.
- Architectural detailing on new development or façade improvements as buildings become dated.
- Encourage parking behind buildings.

#### ASC #2 – Intersection of M-100/Bridge St./Jefferson St. in Downtown

The main intersection in downtown is the signalized intersection of Bridge and Jefferson Streets. Each of the four corners of the intersection is developed with buildings located on private property. M-100 is Jefferson St. east of the intersection and Bridge St. north of the intersection. The 90-degree turn of M-100 complicates pedestrian and bicycle movements in downtown. There are a substantial number of trucks that use the intersection. Trucks often have difficulty navigating turning movements.

There are numerous Grand Ledge identifying features at this intersection. It is the heart of Grand Ledge; the buildings and streetscape of downtown, the bridge over the Grand River, the Grand Ledge Mural and W. Jefferson St. residential area can all be seen from different directions of the intersection. A strong sense of place is evident at the intersection.

The DDA, working with MDOT, has agreed to fund mast arms that new traffic signals will be mounted on. The mast arms will replace the current box span wire signal supports. The mast arms are expected to be installed by MDOT in 2027.

The private property development on the four corners of the intersection are all two-story or taller buildings. The two buildings on the northwest side of Bridge St. are complementary to downtown and share architectural features with other buildings in downtown. The two buildings on the southeast side of Bridge St. are both former banks with drive-through's. The architecture of both building facades is not consistent with other buildings in downtown. The buildings' drive-throughs are inactive, and the areas currently used for parking.

Despite the strong sense of place, recent streetscape improvements, and planned installation of mast arms, several improvements at the intersection are necessary and desirable. The list of improvements below will help enhance the sense of place, and improve vehicle and pedestrian movements:

- Request MDOT to consider a protected left turn movement (green arrow) for southbound M-100 traffic to improve congestion and improve pedestrian safety. Currently, M-100 left turns rarely yield to pedestrians.
- W. Jefferson St. is currently a short-cut for semi-truck traffic. At a minimum, semi-trucks should be advised to stay on the MDOT trunkline.

- Façade incentives should be considered to facilitate improvements to the buildings on the southeast side of Bridge St.
- Improve pedestrian signalization at the intersection.
- Consider wayfinding similar to that used at the M-43/M-100 intersection.
- Consider “case signs” at the intersection that could also be used on future mast arms at the M-43/M-100 intersection.
- Continue efforts to reduce vehicle speeds in downtown.

As M-43 and M-100 are both state trunklines, cooperation with MDOT is necessary to improve existing conditions. Improvements to those streets are undertaken by MDOT or done with MDOT permission.

Façade improvements could be made voluntarily by the property owners. The Downtown Development Authority may be willing to consider a façade grant or incentive if approached by the property owners, provided that adequate funding exists. Discussion about removal of the drive-throughs should also occur.

Zoning districts B-1 and CBD should be reviewed to determine if certain uses should be required to obtain special use permits in Areas of Special Concern.

**General Business/Commercial Areas:** The majority of the city’s business and commercial areas are located on or near M-43 (including Charlevoix Dr. and M-100 south of Willow Hwy., and north of downtown). Future expansion of general business/commercial areas are anticipated along Petoskey Dr. and on M-100 in the CDA area. M-43 in the CDA area, west of the city limits is an area for expanded business/commercial growth, that is suited for mixed use PUD or a commercial frontage of a residential PUD. The Planning Commission has a strong preference that future commercial development in the CDA area, especially in the M-43 corridor, does not take the form of conventional strip development.

Small general business/commercial areas in close proximity to established neighborhoods are designated as Neighborhood Commercial areas. Small-scale businesses, ideally those that provide a benefit or convenience to the neighborhood, are desirable in these locations.

**Developable Vacant Land Within the Current City Limits:** There are three large vacant parcels of land within the existing city limits that are in solid locations for development to occur.

- Vacant Parcel 1:

This parcel is located in the southwest part of the city and is approximately 140 acres in size. The property is shown as Residential PUD on the Future Land Use Plan and is planned for single-family residential or mixed residential development (PUD) at an overall density of five units per acre. The Future Streets Map depicts the general location of future through streets in this property.

- Vacant Parcel 2:

This parcel is located south of the Arcadian development and east of M-43 and is twenty-six acres in size. Development of this parcel as a standalone property will be challenging given its narrow and long configuration. The Future Streets Map shows a future through street on this property. The Future Land Use Plan shows this property as Multiple Family. Given the property configuration

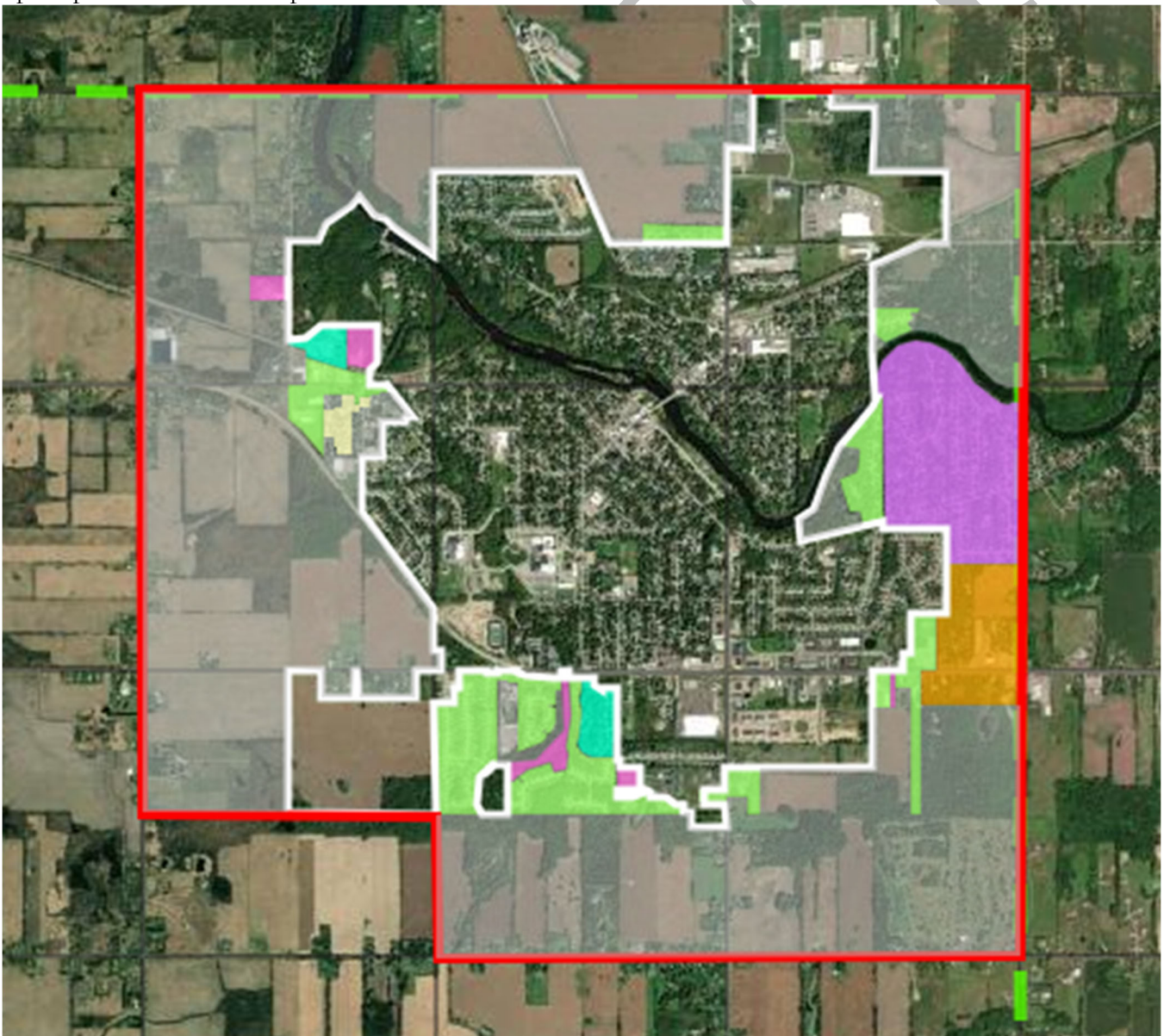
and future through street, the city may wish to consider viable development proposals that advance this plan.

- Vacant Parcel 3:

This parcel is located in the north central part of the city, north of the CSX railroad and south of the Meadow Woods development. The parcel is more than thirteen acres in size. The property is shown as Single Family on the Future Land Use Plan and development density should be similar to the Meadow Woods development. The Future Steets Map shows a future through street connecting the Meadow Woods development with Front St. on this property.

The above-mentioned parcels should be developed following the guidance provided in the New Neighborhood/Residential Development section of this plan.

**Cooperative Development Agreement Area:** The Cooperative Development Agreement (CDA) between the city and Oneida Township provides for growth of the city by land transfer and preserves farmland and open space in the Township.



Once completed, improvements to the Iron Removal Plant and Wastewater Treatment Plant will support growth in the CDA area (based on current growth rates) for the foreseeable future, however, additional public water wells are needed to ensure sustainable water capacity.

In 2022, the city hired Giffels Webster<sup>31</sup> to assist with preparation of the Master Plan. A substantial part of Giffels Webster's effort was developing recommendations for the land use of the CDA area. The Planning Commission has developed a land use plan for the CDA area, and it is shown on the Future Land Use Plan.

Maintaining the city's small-town character as the CDA area develops will be important. Keeping new development connected to downtown, parks, schools, and businesses is necessary. Streets, sidewalks, bike paths, and trails can help achieve this.

Residential development densities in the CDA area are intended to be similar and complementary to those in the city. Land transferred into the city for residential or mixed-use development with a residential component, should be developed following the guidance provided in the New Neighborhood/Residential Development section of this plan.

The size and scope of commercial development will be dependent on location and market demand. The Planning Commission has a strong preference that future commercial development in the CDA area, especially in the M-43 corridor, does not take the form of conventional strip development.

Planned Unit Developments and Mixed-Use Development, including Mixed Use PUD's, are encouraged in the CDA area.

See Chapter 7, Transportation for future streets, sidewalks, and trails in the CDA area.

**Industrial Park and Industrial Areas:** The city's industrial areas are located in the northern part of the city, in close proximity to M-100 and the CSX Railroad. Outside of the Willis Industrial Park, industrial buildings and uses are well established with minimal vacant land available for expansion or new development. Industrial uses are an important part of the city's job base and economy.

Historically, industrial development was a key contributor to the tax base, with real estate and property (tools, machinery, and equipment) taxes. Although there are exceptions, new industrial development does not pay personal property taxes. As such, new industrial development does not provide the enhancement to the tax base that it did historically.

The Willis Industrial Park<sup>32</sup> is in the northeastern part of the city. The Willis Industrial Park is home to a number of businesses, the largest being the Lowe's Distribution Center located on Winstanley Blvd.

Work on the Master Plan Update was paused in 2023 due to a large scale regional and state economic development initiative in Eagle Township. The location of the Willis Industrial Park and its available land could have allowed the development of complementary industrial/high tech uses to locate in the park had

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<sup>31</sup> [Giffels Webster](#)

<sup>32</sup> [Willis Industrial Park](#)

the regional economic development come to fruition. Work on the regional industrial initiative ceased and there is no current reason to believe that Eagle Township will be considered for similar proposals.

In the absence of a large, regional economic initiative and the lack of historically robust industrial development in the Willis Industrial Park, the Planning Commission is open to consider alternative land uses in parts of the Willis Industrial Park that would be complementary. The southwest part of the Willis Industrial Park (near the intersection of M-100 and Eaton Hwy.) is likely the most appropriate location for complementary use consideration, possible multiple family housing or senior housing. The Future Land Use Map can be evaluated if an alternative use is proposed for the Willis Industrial Park.

**Eagle Township Future Land Use Section 36:** Shown on the Future Land Use Map is Section 36 of Eagle Township in Clinton County. The city-owned Abrams Municipal Airport was previously part of Section 36, Eagle Township. In 2000 the city and Eagle Township entered into an agreement to conditionally transfer the property to the city. The same agreement authorizes the conditional transfer of other properties located in Section 36 to the city. In accordance with the Michigan Planning Enabling Act Section 125.3831 (1)(b), and as there is an agreement for the conditional transfer of property, designating future land use is appropriate for Section 36. The Future Land Use for most of the undeveloped portion of Section 36 is designated as Planned Unit Development - Mixed Use.

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## Chapter 9 Implementation

In order for this plan to be an effective document for the next ten years, steps must be described to guide community leaders towards implementation. This chapter provides a summary of the recommendations described in previous chapters.

The items listed in the tables below are generally longer-term in nature (five to ten years).

Improvements and projects projected to occur within the next five years are listed in the Capital Improvements Plan (CIP). The CIP is reviewed annually by the Planning Commission and adopted by City Council. Capital projects found in the Parks and Recreation Master Plan, DDA First Amended Development Plan and DDA Priorities, as well as City Council Priorities are found in the CIP.

PLAN RECOMMENDATION	ACTIONS	FUTURE PLANNING
<b>Plan Overall</b>		
2026 Master Plan is a continuation of the city's Master Planning efforts. This plan builds off the 2018 Master Plan.	<ul style="list-style-type: none"> <li>➤ Refer to 2018 Master Plan for historic background information.</li> </ul>	
Implement Future Land Use Plan	<ul style="list-style-type: none"> <li>➤ When conditions are ripe (growth pressure, water/sewer availability, economic development) for implementation of the Future Land Use Plan, consider appropriate zoning actions. Use of PUD zoning is encouraged, especially on acreage parcels.</li> <li>➤ Future Land Use Plan includes the CDA areas and Section 36 Eagle Township. Use of PUD and other appropriate zoning districts are encouraged once preconditions for property transfer have occurred.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Re-evaluate the future land use designations at least every five years to confirm it is still consistent with market conditions, current land use trends, and other factors related to land use.</li> </ul>
Maintain Small Town Character	<ul style="list-style-type: none"> <li>➤ Maintain single-family residential as largest land use by area.</li> <li>➤ Continue street tree maintenance and plantings.</li> <li>➤ Continue public investments that advance sense of place.</li> <li>➤ As growth occurs in the city and CDA Areas, ensure that new development is</li> </ul>	<ul style="list-style-type: none"> <li>➤ Work with MDOT to identify and evaluate pilot pedestrian crossings of M-43.</li> </ul>

PLAN RECOMMENDATION	ACTIONS	FUTURE PLANNING
	<p>connected by sidewalks/pathways to downtown, schools, and parks.</p> <ul style="list-style-type: none"> <li>➤ Growth occurring south of M-43 will need safe and innovative pedestrian crossings of M-43 to connect to the existing sidewalk/widewalk infrastructure. Partner with MDOT on M-43 crossings.</li> <li>➤ Continue partnerships with Grand Ledge Public Schools, Grand Ledge Area Chamber of Commerce, and other organizations to promote community activities and events.</li> <li>➤ The feeling of safety is a key element to small-town atmosphere. Visibility and deterrence at community events, school events, and in downtown is an important responsibility for the Police Department.</li> <li>➤ Install “gateway” entrance signs</li> </ul>	
Redevelopment	<ul style="list-style-type: none"> <li>➤ Create a redevelopment website where up-to-date redevelopment sites are shown and information on specific redevelopment sites is available.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Periodic Planning Commission review of the redevelopment map.</li> </ul>
Areas of Special Concern	<ul style="list-style-type: none"> <li>➤ Specific actions are outlined for the M-43/M-100 intersection and the M-100 intersection (Bridge and Jefferson Streets) in downtown. See Areas of Special Concern section.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Both intersections are under the jurisdiction of MDOT. Planning, cooperation, and coordination with MDOT are needed to address identified concerns.</li> </ul>

**Short Term Motorized Transportation System Improvements are identified in Streets and DDA Sections the CIP**

**Long Term Motorized Transportation System**

<p>Continue preparing the annual Capital Improvements Plan</p>	<ul style="list-style-type: none"> <li>➤ Implement streets and other transportation projects listed in annual CIP.</li> </ul>	
<p>Diligently pursue a second bridge crossing of the Grand River in reasonable proximity to the city limits</p>	<ul style="list-style-type: none"> <li>➤ Work with MDOT, Tri-County Planning Commission, Eaton and Clinton County Road Commissions, and neighboring jurisdictions to identify a location for a second bridge crossing.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Identify funding for bridge design and rights-of-way.</li> </ul>
<p>Extensions of Fieldview Dr. (east of M-100) and Overbrook Dr. (west)</p>	<ul style="list-style-type: none"> <li>➤ As further development occurs east of M-100 and in the west part of the city, south of M-43, additional collector/primary streets are needed. The street extensions should become part of approved development plans.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Review Motorized Transportation map periodically and adjust new street alignment as needed.</li> <li>➤ Secure rights-of-way for new streets as part of Public Infrastructure Agreements or other means.</li> </ul>
<p>Installation of traffic signal/roundabout/or similar modification of the intersection of M-43 and E. Saginaw Hwy (aka Old Saginaw Hwy).</p>	<ul style="list-style-type: none"> <li>➤ Work with MDOT and Grand Ledge Public Schools to plan the intersection improvements.</li> <li>➤ Traffic safety and significantly improved pedestrian (student)/bicycle crossing is needed.</li> <li>➤ Safer crossing will enhance current sidewalk and planned sidewalk extension.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Identify potential funding sources for engineering and construction.</li> </ul>
<p>Truck traffic in downtown</p>	<ul style="list-style-type: none"> <li>➤ Require through truck traffic stay on M-100. Currently W. Jefferson St. is a shortcut to M-43 westbound.</li> <li>➤ Investigate the potential for a truck route for M-100 that does not include downtown.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Work with MDOT to ensure that through truck traffic stays on M-100.</li> <li>➤ Discuss possible truck route designations with MDOT.</li> </ul>

**Short Term Non-Motorized Amenities Improvements are identified in the Streets, DDA, and Parks and Recreation sections of the CIP**

**Long Term Non-Motorized Amenities**

<p>Installation of traffic signal/roundabout/or similar modification of the intersection of M-43 and E. Saginaw Hwy.</p>	<ul style="list-style-type: none"> <li>➤ Work with MDOT and Grand Ledge Public Schools to plan the intersection improvement.</li> <li>➤ Traffic safety and significantly improved pedestrian (student)/bicycle crossing is needed.</li> <li>➤ Safer crossing will enhance current sidewalk and planned sidewalk extension.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Identify potential funding sources for engineering and construction.</li> <li>➤ Seek Grand Ledge Public Schools student input on crossing alternatives.</li> </ul>
<p>Other enhanced pedestrian/bicycle/ADA crossings of M-43s</p>	<ul style="list-style-type: none"> <li>➤ Develop a plan for enhanced pedestrian/bicycle, ADA mobility crossings along the M-43 corridor. Multiple crossings will be effective for users and will sensitize drivers to non-motorized users of the corridor.</li> </ul>	<ul style="list-style-type: none"> <li>➤ There is an opportunity in this corridor to partner with MDOT on innovative and/or pilot crossings.</li> </ul>
<p>Improve pedestrian safety at signalized M-100 intersection in downtown</p>	<ul style="list-style-type: none"> <li>➤ Work with MDOT on the upcoming intersection mast arm project to coordinate pedestrian safety improvements. Improved crosswalk signals, crosswalk striping, and other safety improvements should be included as part of the mast arm project.</li> </ul>	<ul style="list-style-type: none"> <li>➤ The city may wish to hire a consultant with signalization and pedestrian safety expertise to assist with the improvements to the intersection.</li> </ul>
<p>Extend pedestrian/bicycle/ADA mobility infrastructure into the CDA area</p>	<ul style="list-style-type: none"> <li>➤ As development occurs in the CDA area, ensure new developments have sidewalks/pathways, and the development's sidewalk/pathways provide direct connection to the city's sidewalk/widewalk/pathway network.</li> <li>➤ When appropriate, the city's informal bike lane network should be extended into new developments in the CDA area.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Ensure pedestrian/bicycle/ADA mobility infrastructure are shown on site plans and are included in Public Infrastructure Agreements.</li> </ul>
<p>Connect city sidewalk/widewalk with Delta Township non-motorized infrastructure.</p>	<ul style="list-style-type: none"> <li>➤ Meet with Delta Township to understand the township's non-motorized plan and construction timing.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Revise Non-Motorized Transportation Plan as needed.</li> <li>➤ Add new sidewalk connections to the CIP.</li> </ul>

**Short Term Water and Sewer System Improvements are identified in the Water and Sewer sections of the CIP**

**Long Term Water and Sewer System**

New water storage tank	➤ Replace Front St. water tank.	➤ Develop a plan that evaluates options and costs for preserving the iconic water tower in some manner.
Additional public wells to add firm capacity	➤ Identify properties that satisfy EGLE requirements for the placement of new public wells. Property acquisition is necessary.	
Water line/main replacement	➤ Replace or add new water mains under the Grand River.	

**Natural Features**

Protect the city’s natural features as new development occurs	<ul style="list-style-type: none"> <li>➤ Preserve mature trees and other desirable natural features through good site design and site plan review.</li> <li>➤ Encourage use of the PUD Ordinance and preserve natural features as part of approval process.</li> </ul>	
Neighborhood Conservation	<ul style="list-style-type: none"> <li>➤ Continue funding street and sidewalk maintenance.</li> <li>➤ Continue funding street tree plantings.</li> <li>➤ Maintain a high rate of owner occupancy.</li> <li>➤ Enhance community policing efforts and police visibility in neighborhoods.</li> <li>➤ Enhance property maintenance in residential neighborhoods and adjacent non-residential areas.</li> <li>➤ Diligently enforce blight ordinances.</li> <li>➤ Explore a Neighborhood Business zoning district for areas zoned B-1 along W. Jefferson St.</li> </ul>	➤ Consider full-time Zoning Administrator position with a specific focus on Neighborhood Conservation.
Housing – Existing Neighborhoods	<ul style="list-style-type: none"> <li>➤ Maintain a high rate of owner occupancy.</li> <li>➤ Promote aging-in-place as an option for senior housing.</li> </ul>	

	<ul style="list-style-type: none"> <li>➤ Amend the Zoning Ordinance to allow for “missing middle” housing.</li> <li>➤ Amend the Zoning Ordinance to allow for rooms for rent.</li> <li>➤ Amend the Zoning Ordinance to allow accessory dwelling units within existing single-family homes by special permit.</li> </ul>	
<p>Housing – New Neighborhoods/Residential Development</p>	<ul style="list-style-type: none"> <li>➤ Encourage the use of the PUD Ordinance.</li> <li>➤ Ensure that new development is designed to the proper size, scale, and character as nearby development within the city.</li> <li>➤ To the extent possible, new neighborhoods should be extensions of the city’s street and sidewalk infrastructure to connect new development with schools, parks, downtown, and other amenities.</li> <li>➤ Be open to new development and housing types and styles when there is known market demand.</li> <li>➤ Require building materials to be high-quality and durable.</li> <li>➤ Accommodate Master Plan Future Street and Future Non-Motorized Plan in new developments.</li> </ul>	
<p>Housing – Senior Housing and Aging in Place</p>	<ul style="list-style-type: none"> <li>➤ Focus efforts to make the city a regional leader in senior housing and aging-in-place.</li> <li>➤ Encourage additional senior housing facilities.</li> <li>➤ Make aging-in-place a high priority.</li> <li>➤ Identify new housing options, such as “missing middle” housing, accessory dwelling units, and others for aging-in-place.</li> <li>➤ Expand senior housing options and opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Planning Commission should take up this matter after completion of Master Plan.</li> </ul>

Land Use – Cooperative Development Agreement Areas (CDA)	<ul style="list-style-type: none"> <li>➤ Identify CDA area land uses on the Land Use Plan to provide clarity on how the property will develop if/when transferred into the city.</li> <li>➤ The Planning Commission has a strong preference that future commercial development in the CDA area not take the form of conventional strip development.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Consider a new commercial zoning district for the CDA area.</li> </ul>
Land Use – Commercial Areas	<ul style="list-style-type: none"> <li>➤ Continue to ensure compliance with site plan review standards.</li> <li>➤ Continue new street and sidewalk development to provide access to commercial properties.</li> </ul>	
Downtown	<ul style="list-style-type: none"> <li>➤ Continue focus on placemaking in downtown.</li> <li>➤ Determine the feasibility of a pedestrian bridge to connect the north side of the river to downtown at Jaycee Park or Island Park.</li> <li>➤ Promote the use of the public gathering space along W. River St.</li> <li>➤ Support the DDA First Amended Development Plan and Priorities.</li> <li>➤ Encourage the redevelopment/development of Bridge Street Plaza.</li> <li>➤ Consider an ordinance amendment to allow first floor residential in the 300 block of N. Bridge St.</li> <li>➤ Identify buildings that need façade improvements and encourage/incentivize the property owners to make improvements.</li> <li>➤ Continue partnership with the Grand Ledge Area Chamber of Commerce for parades, Music in the Park, and other civic events.</li> <li>➤ Ensure that redevelopment/new development in downtown, especially on</li> </ul>	<ul style="list-style-type: none"> <li>➤ Ensure that the DDA is aware and supportive of the actions listed in this plan.</li> <li>➤ Continue planning efforts with MDOT on traffic calming, pedestrian safety, and truck traffic on M-100.</li> </ul>

	<p>Bridge and Jefferson Streets maintain the size, scale, and placement of existing buildings in downtown. Building architecture and materials should complement and enhance downtown.</p> <ul style="list-style-type: none"> <li>➤ Ensure that the M-100 Bridge is well maintained.</li> </ul>	
<p>Land Use – Industrial</p>	<ul style="list-style-type: none"> <li>➤ Maintain enough Industrially zoned land to support existing Industrial Uses and future expansion as industrial land use is an important component of the city’s economy.</li> <li>➤ Continue to promote development in Willis Industrial Park.</li> <li>➤ Evaluate the feasibility of complementary alternative land uses in the southwest portion of the Willis Industrial Park near the intersection of M-100 and Eaton Hwy.</li> <li>➤ Section 36 of Eagle Township is subject to an agreement between the city and Eagle Township for conditional transfer of property for economic development. Industrial land use may be appropriate in this area or as part of a PUD.</li> </ul>	
<p>Economic Development</p>	<ul style="list-style-type: none"> <li>➤ Promote great schools.</li> <li>➤ Insure water and wastewater capacity.</li> <li>➤ Continue to make quality of life improvements and investments.</li> <li>➤ Continue to provide solid public safety services.</li> <li>➤ Consider both financial and non-financial incentives.</li> <li>➤ Continue to be a business-friendly city.</li> <li>➤ Explore ways to partner on needed infrastructure improvements.</li> <li>➤ Maintain regional partnership with the Lansing Economic Area Partnership.</li> </ul>	

	<p>➤ Explore additional partnerships with the DNR and MDOT to further enhance recreation opportunities.</p>	
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## Chapter 10 Zoning Plan

The Michigan Planning Enabling Act of 2008 requires the inclusion of a zoning plan in all municipal master plans demonstrating how the land use categories on the Future Land Use Map relate to the city’s zoning districts. The Master Plan is a policy document that provides a guide to the future development of the city, and the Zoning Ordinance is the legal tool that is used to regulate land uses and establish the requirements to ensure that the city develops in accordance with the plan.

While there are some vacant parcels of land within the city, it is mostly “built out.” Thus, the Future Land Use Map primarily serves as a guide to rezoning land as it is transferred into the city.

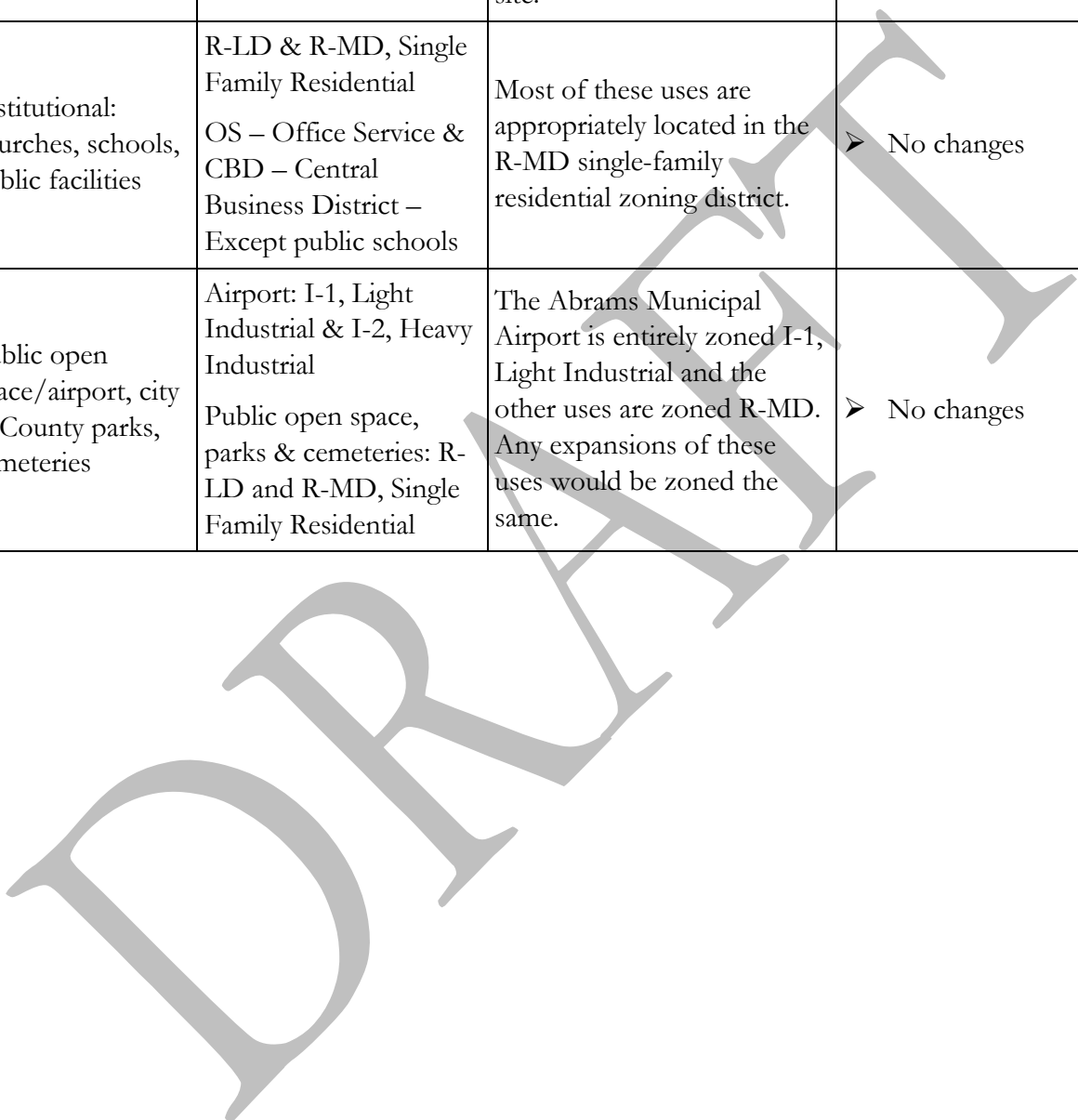
As the below table illustrates, the various zoning districts and their permitted uses are consistent with the Master Plan’s future land use categories. The Zoning Map is also generally consistent with the Future Land Use Map, with the exception of certain areas that have been identified as being incompatible with surrounding uses. These areas include, but are not limited to, the multiple-family residential uses along Grand Manor Dr. and various parcels along W. Jefferson St. and N. Clinton St. that contain commercial and quasi-industrial uses.

The following table lists the future land use categories, the zoning districts that permit the various uses, a description of the uses, and recommendations for changes to the Zoning Ordinance necessary to implement the Future Land Use Plan:

Future Land Use	Zoning	Description	Recommendations
Single Family Residential	R-LD, Single Family Residential R-MD, Single Family Residential	Single family residential development in the form of subdivision plans and condominiums. The only significant difference between the two districts is that the minimum lot size in the R-MD district is lower than that of the R-LD district.	<ul style="list-style-type: none"> <li>➤ Eliminate the R-LD Zoning District.</li> <li>➤ There is no land in the R-LD Zoning District.</li> </ul>
Multiple Family Residential	R-HD, Multiple Family Residential R-PC – Planned Residential Community	The primary difference between the two zoning districts is that the R-PC district permits higher density residential use.	<ul style="list-style-type: none"> <li>➤ No changes</li> </ul>
Mobile Home Community	MH- Mobile Home	The only properties that are zoned MH are the two existing mobile home parks.	<ul style="list-style-type: none"> <li>➤ No changes</li> </ul>
Downtown	CBD, Central Business District	Downtown commercial land uses such as specialty retail shops, restaurants/cafes,	<ul style="list-style-type: none"> <li>➤ Amend the Zoning Ordinance to permit multiple-family residential</li> </ul>

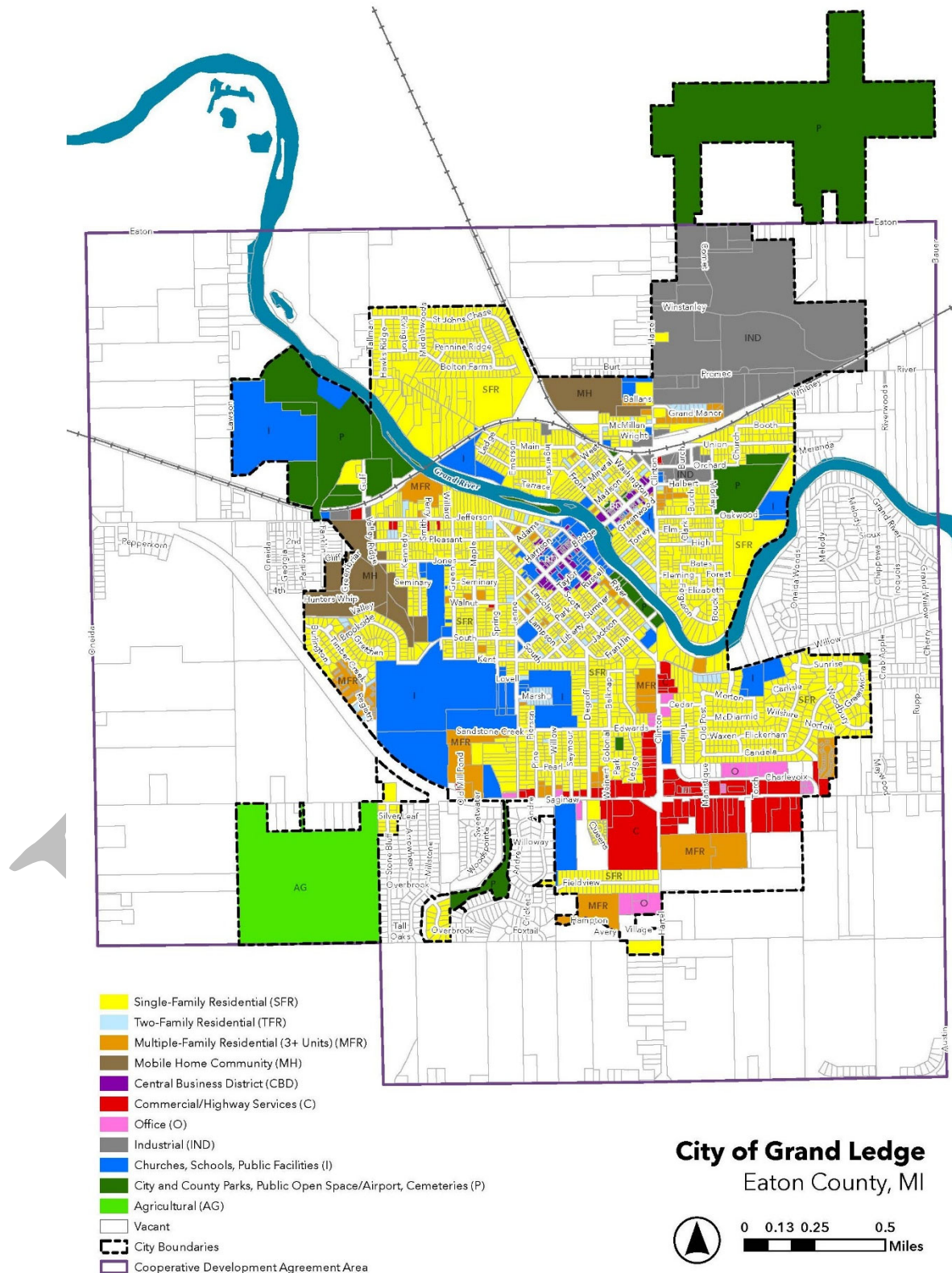
Future Land Use	Zoning	Description	Recommendations
		offices, government and institutional land uses, and upper floor residential units.	land use in certain areas without first floor commercial/office space.
Neighborhood Commercial	Not included in the existing zoning ordinance.	Light commercial uses on properties that are in predominantly residential areas, that do not draw a high volume of vehicular traffic, and contain uses that are generally intended to provide convenient service to the areas in which they are located	<ul style="list-style-type: none"> <li>➤ Amend the Zoning Ordinance to create a new district.</li> </ul>
Office	OS, Office Service	Business and medical offices, financial institutions, personal service establishments, churches, and single-family residential uses.	<ul style="list-style-type: none"> <li>➤ No changes</li> </ul>
Commercial	B-1, Highway Service District	Commercial businesses that generate a high level of traffic and depend on exposure to create and maintain a strong customer base, such as convenience and comparison retail, drive-through restaurants and financial institutions, personal service establishments, and medical offices.	<ul style="list-style-type: none"> <li>➤ No changes</li> </ul>
Industrial	I-1, Light Industrial I-2, Heavy Industrial	All light and heavy industrial uses including manufacturing, recycling operations, warehousing and distribution, automobile body shops, laboratories, experimental testing, and research facilities.	<ul style="list-style-type: none"> <li>➤ Consolidate the two Industrial districts into one.</li> <li>➤ There is no land in the city zoned I-2, Heavy Industrial.</li> <li>➤ All industrial uses are subject to the same performance standard.</li> </ul>

Future Land Use	Zoning	Description	Recommendations
Residential, Commercial, & Mixed Use Planned Unit Developments	Permitted under the PUD section of the zoning ordinance	Provides development options in all zoning districts to accommodate a mix of land uses and residential density levels on the same site.	➤ No changes
Institutional: churches, schools, public facilities	R-LD & R-MD, Single Family Residential OS – Office Service & CBD – Central Business District – Except public schools	Most of these uses are appropriately located in the R-MD single-family residential zoning district.	➤ No changes
Public open space/airport, city & County parks, cemeteries	Airport: I-1, Light Industrial & I-2, Heavy Industrial Public open space, parks & cemeteries: R-LD and R-MD, Single Family Residential	The Abrams Municipal Airport is entirely zoned I-1, Light Industrial and the other uses are zoned R-MD. Any expansions of these uses would be zoned the same.	➤ No changes

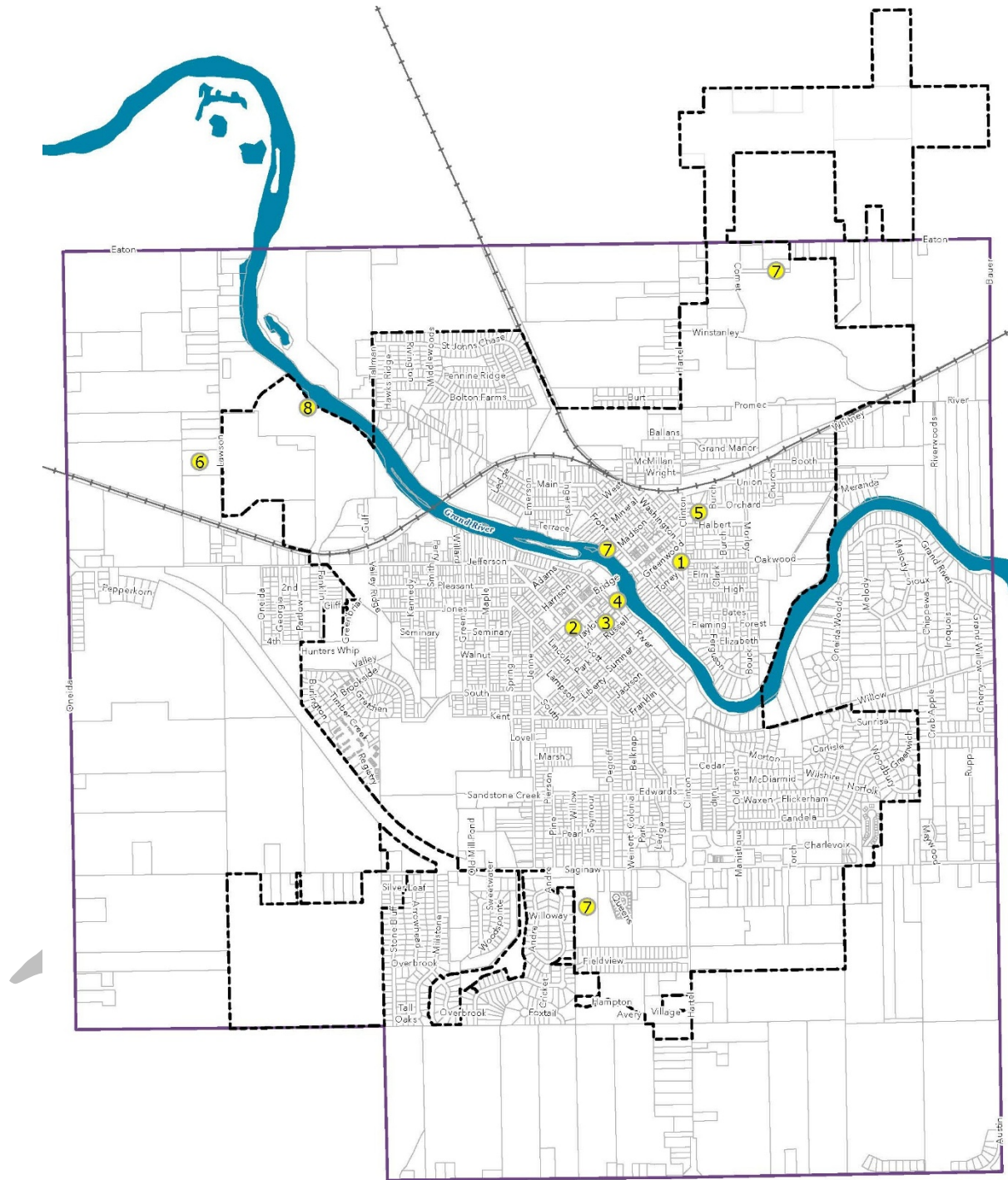


# Chapter 11 Maps

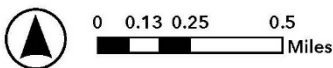
## Existing Land Use Map



# Community Facilities Map



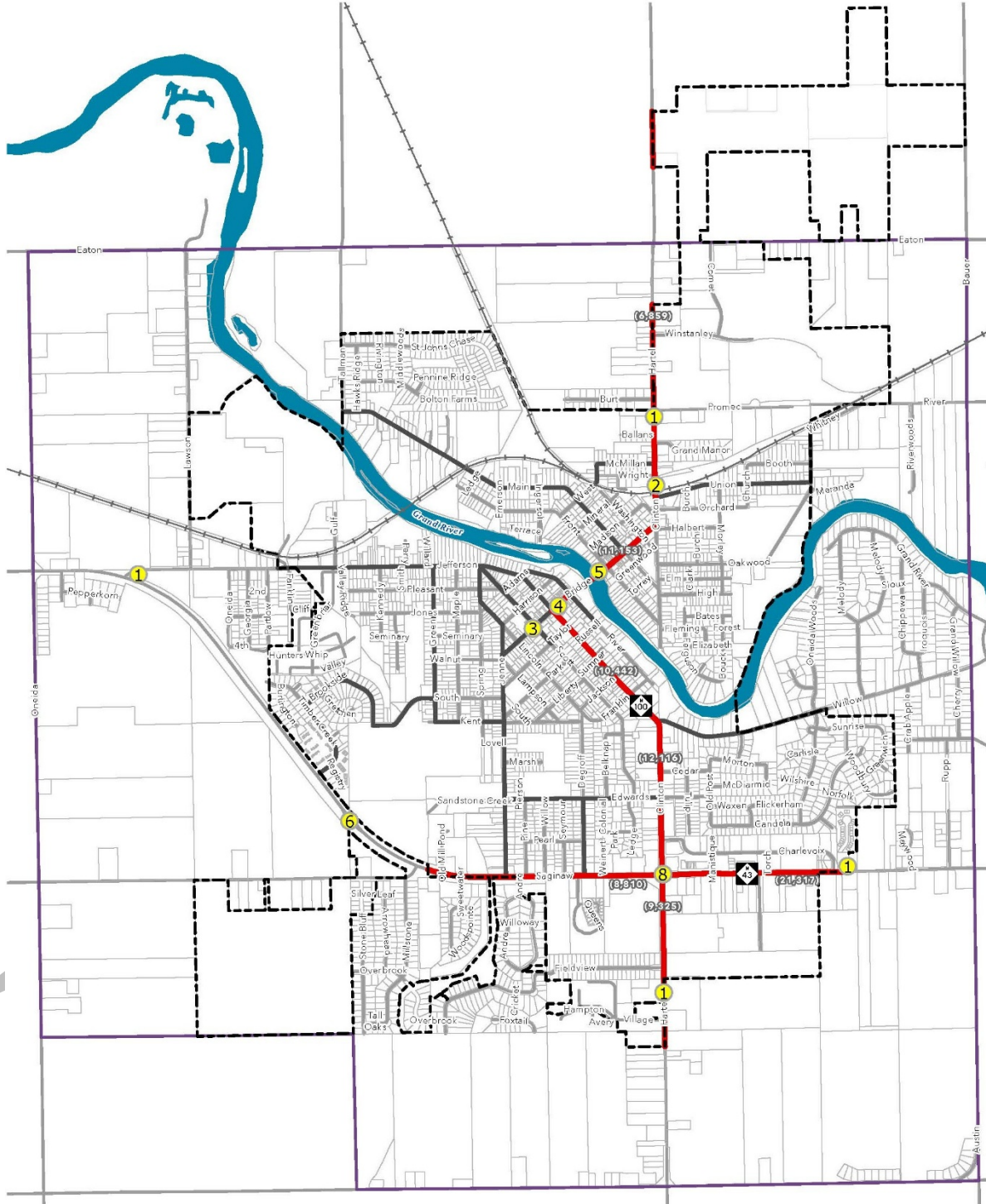
## City of Grand Ledge Eaton County, MI



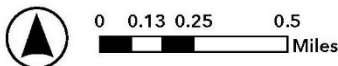
Map Created: October, 2025

- 1 City Hall, Police Department, Chamber of Commerce
- 2 U.S. Post Office
- 3 Public Library
- 4 Opera House
- 5 GLAESA/Grand Ledge Fire Department
- 6 DPW Garage
- 7 City Water Towers/Storage
- 8 Wastewater Treatment Plant
- City Boundaries
- ▭ Cooperative Development Agreement Area

# Transportation Issues Map



## City of Grand Ledge Eaton County, MI

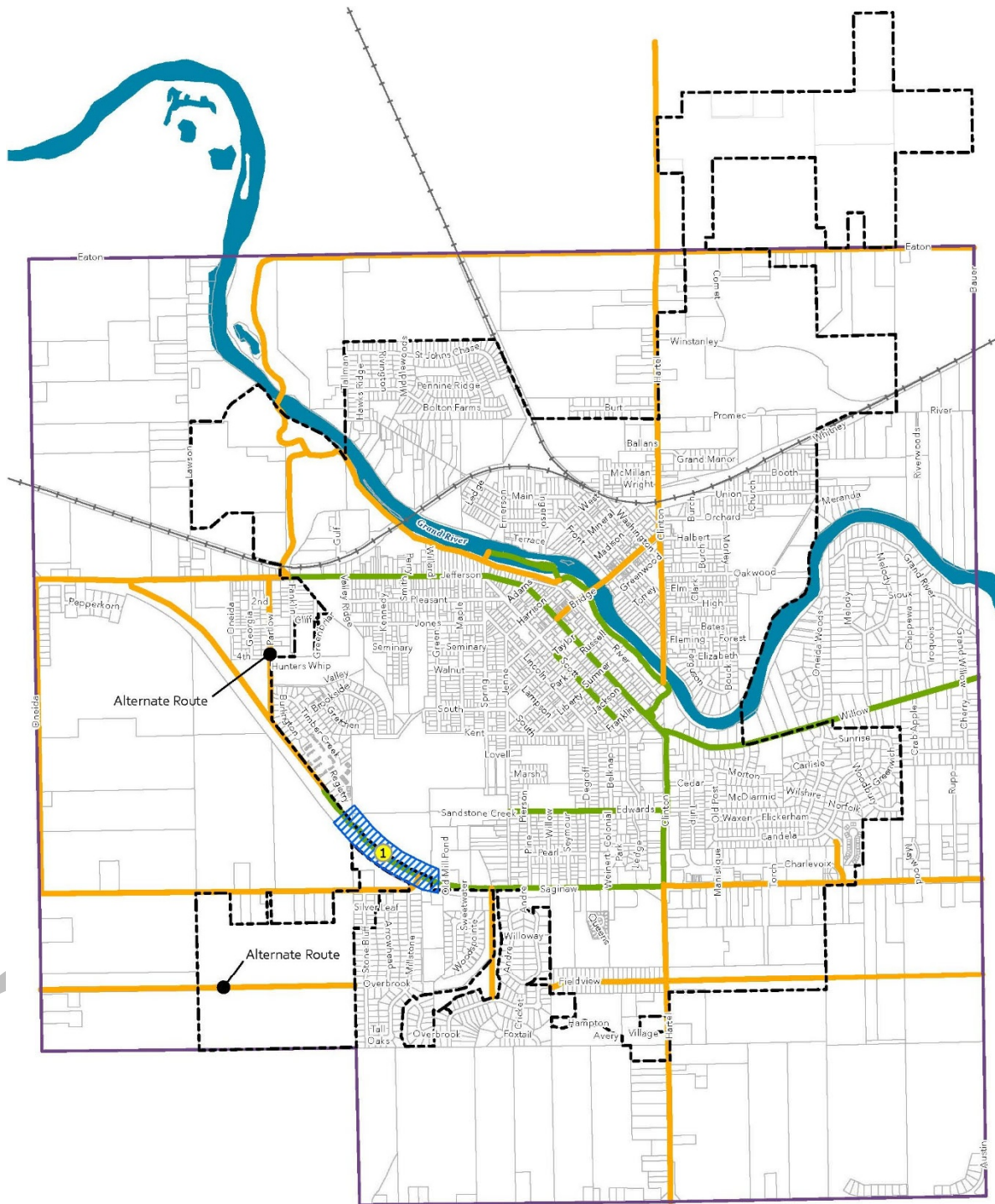


Map Created: November, 2025

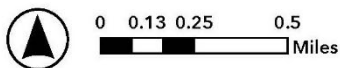
- Minor Arterial
- Principal Arterial
- State Highway
- - - City Boundaries
- ▭ Cooperative Development Agreement Area
- (00000) 2024 Average Annual Daily Traffic (AADT)

- 1 Aesthetics Concerns at City Entrances
- 2 Railroad Crossing Delays
- 3 Pedestrian Safety in Downtown
- 4 Truck Traffic in the Downtown Area  
(Area of Special Concern #2)
- 5 High Speed Bridge Traffic
- 6 Pedestrian/Bicycle Crossing at Roundabout  
or Other Safety Improvement
- 7 Additional Crossings over the Grand River
- 8 Area of Special Concern #1

# Non-Motorized Amenities Map



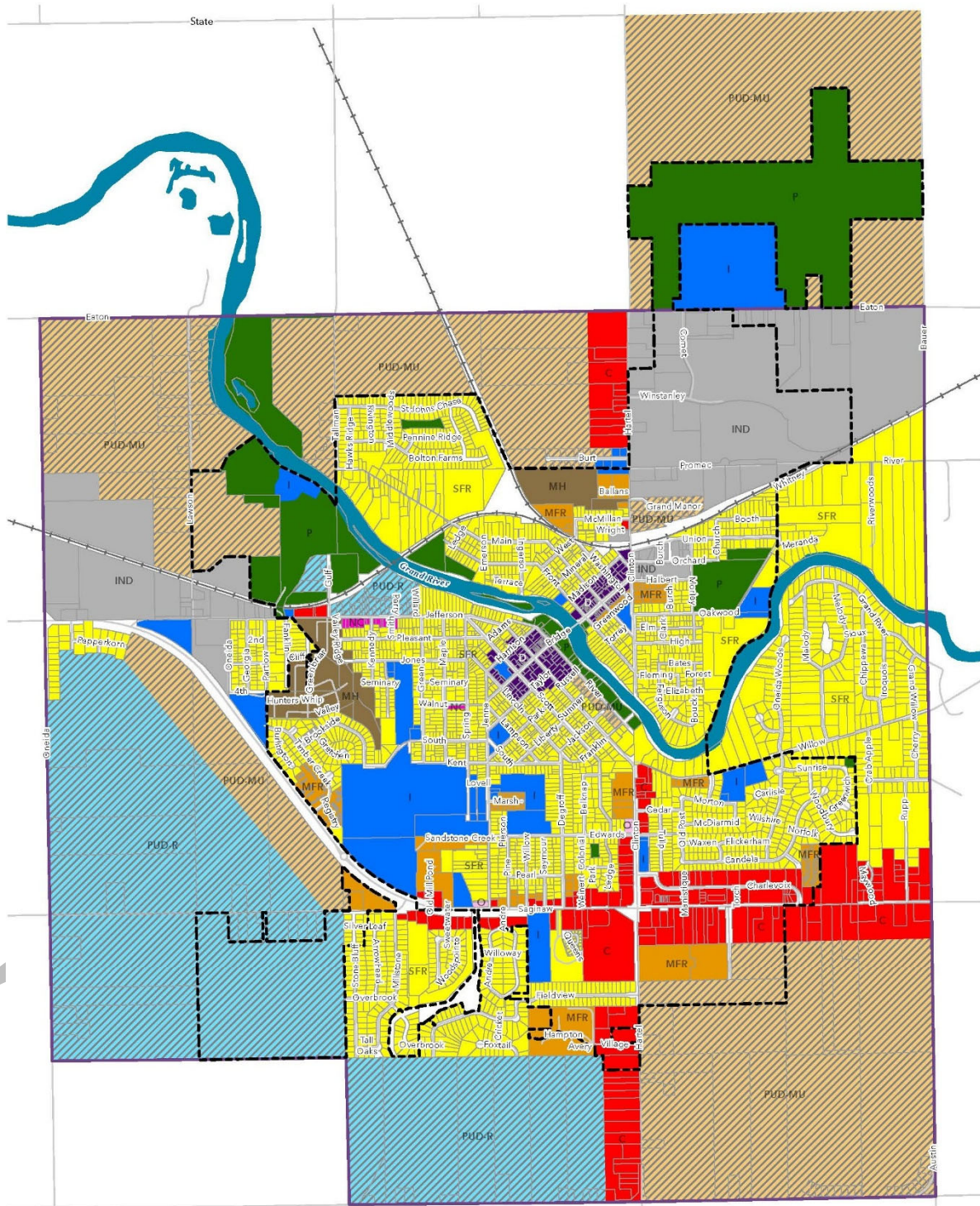
## City of Grand Ledge Eaton County, MI



Map Created: October, 2025

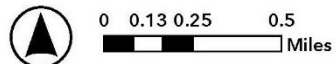
- Future Non-Motorized Facility
  - Existing Non-Motorized Facility (includes informal bike lanes on streets)
  - 1 Future Pedestrian Crossing
  - City Boundaries
  - Cooperative Development Agreement Area
- Note: Not shown on map are City sidewalks along City streets*

# Future Land Use Map



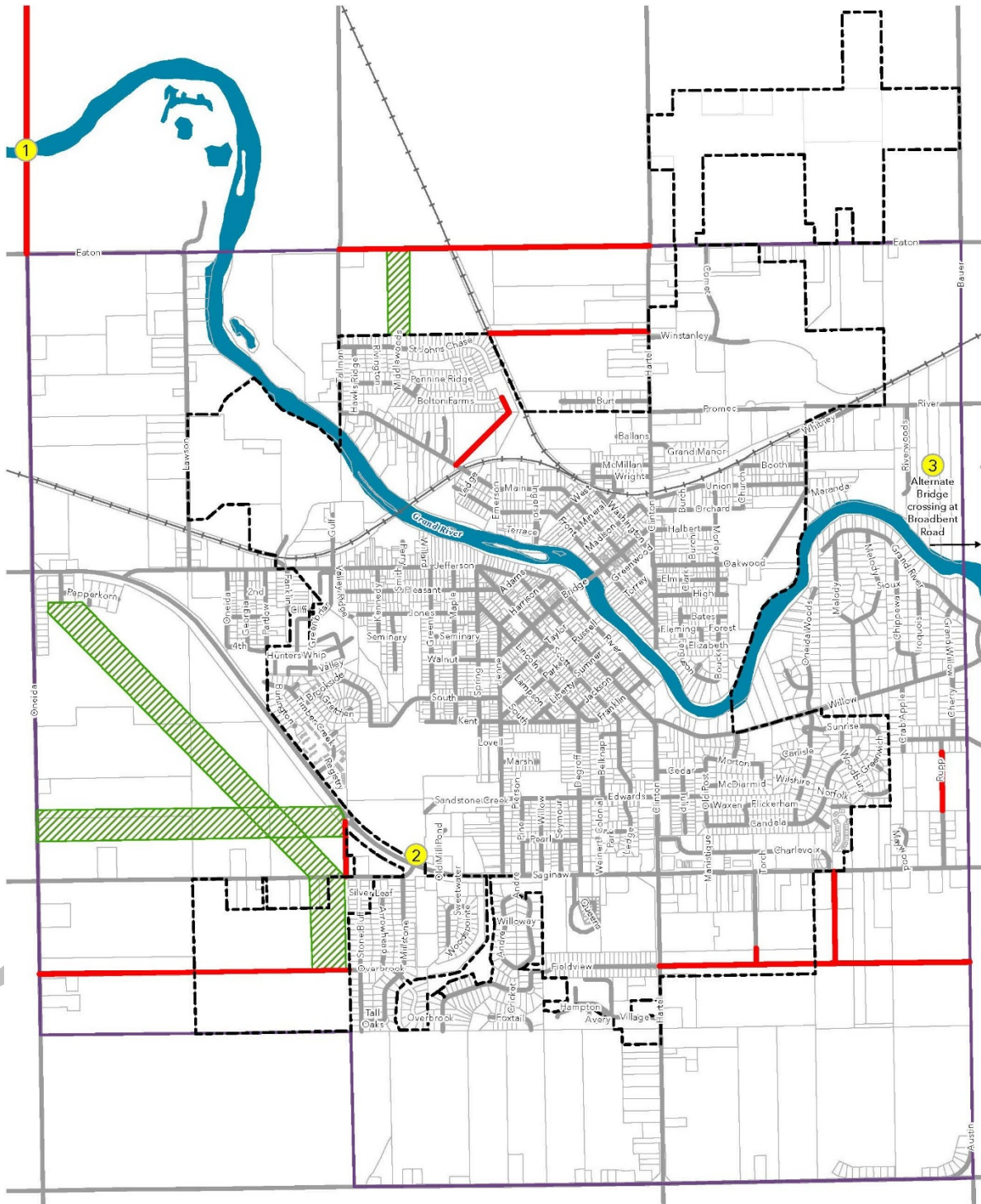
- Single Family Residential (SFR)
- Multiple Family Residential 2+ Units (MFR)
- Mobile Home Community (MH)
- Planned Unit Development - Residential (PUD-R)
- Planned Unit Development - Mixed Use (PUD-MU)
- Public Open Space/Airport, City & County Parks, Cemeteries (P)
- Office (O)
- Commercial (C)
- Downtown (D)
- Neighborhood Commercial (NC)
- Institutional: Churches, Schools, Public Facilities (I)
- Industrial (IND)
- City Boundaries
- Cooperative Development Agreement Area

## City of Grand Ledge Eaton County, MI



Map Created: December, 2025

# Future Streets Map



## City of Grand Ledge Eaton County, MI

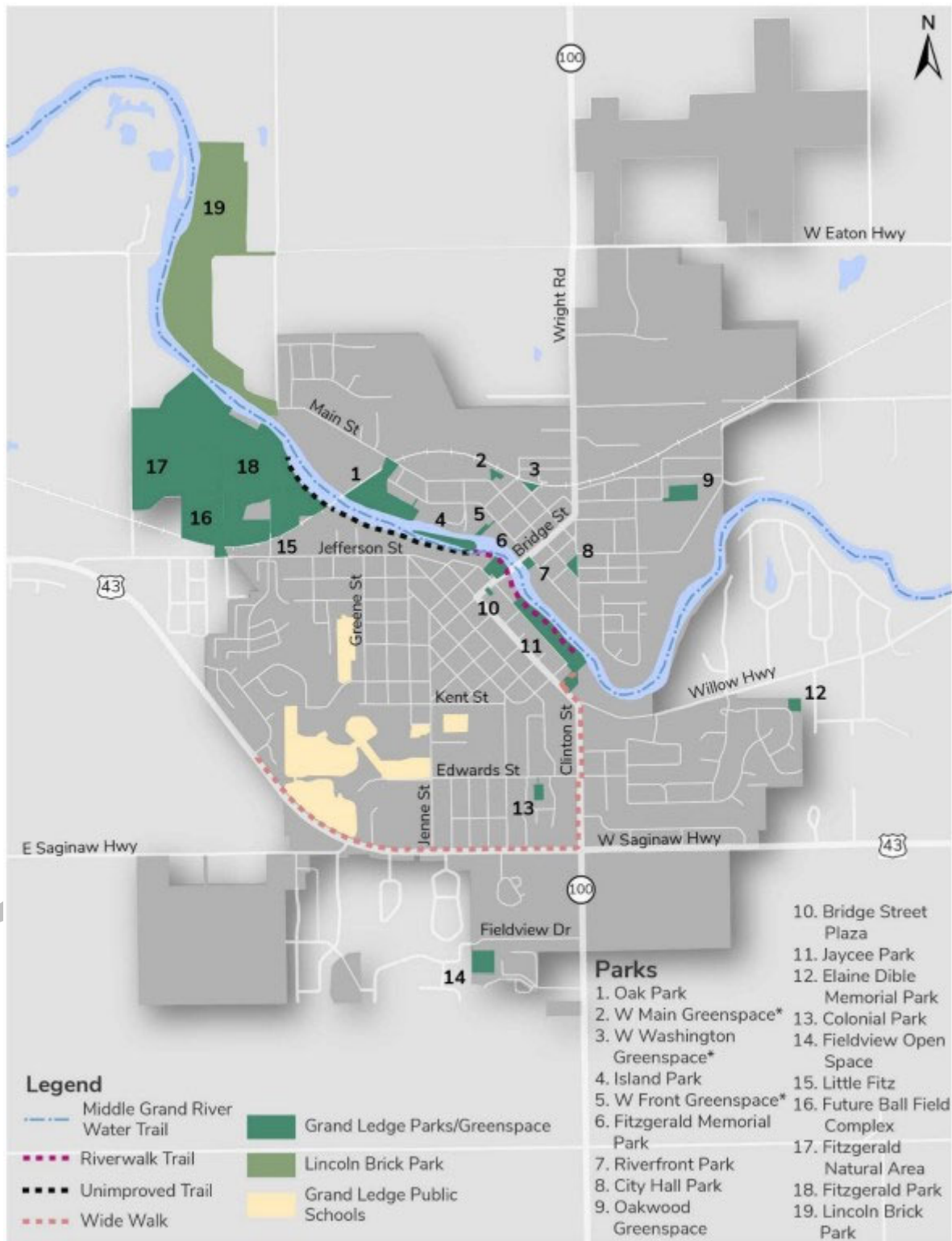


- Proposed Streets
- Approximate Proposed Street Location
- Existing Roads
- City Boundaries
- Cooperative Development Agreement Area

- 1 Future Oneida Road Bridge over Grand River
- 2 Future Roundabout or Other Traffic/Pedestrian Safety Improvement
- 3 Alternate Bridge Crossing of Grand River at Broadbent Road

Map Created: November, 2025

# Parks and Open Space Map



Eaton County operates Fitzgerald Park and Lincoln Brick Park.

## Chapter 12 Appendix

The following documents are incorporated into the Master Plan and the city's annual Capital Improvements Plan. Links to these documents can be found in the chapters above.

1. 2022-2026 Parks and Recreation Master Plan
2. DDA First Amended Development Plan – July 2007
3. Abrams Municipal Airport – Airport Layout Plan 2018, last updated January 2023

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