



CITY OF LUDINGTON MASTER PLAN

Adopted: December 6, 2021

ACKNOWLEDGMENTS

Mayor

Steve Miller

City Commission

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Les Johnson (Third Ward)
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Wally Cain (Fifth Ward)
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CITY OF LUDINGTON
MASON COUNTY, MICHIGAN

RESOLUTION APPROVING THE ADOPTION OF THE MASTER PLAN

At a regular meeting of the Ludington City Council held on December 6, 2021, the following Resolution to adopt the 2020 Master Plan was considered and adopted:

A RESOLUTION APPROVING THE 2020 MASTER PLAN

WHEREAS, the Michigan Planning Enabling Act, MCL 125.3801 (MPEA) authorizes the Planning Commission to prepare and periodically update a Master Plan for the use, development and preservation of all lands in the City; and

WHEREAS, the Ludington Planning Commission prepared an updated Master Plan and submitted such plan to the Ludington City Council for review and comment; and

WHEREAS, the Ludington City Council received and reviewed the proposed Master Plan on August 23, 2021 and authorized distribution of the Master Plan to the Notice Group entities identified in the MPEA; and

WHEREAS, notice was provided to the Notice Group entities as provided in the MPEA;

WHEREAS, the Ludington Planning Commission held a public hearing on November 3, 2021 to consider public comment on the proposed Master Plan, and to further review and comment on the proposed Master Plan; and

WHEREAS, the Ludington City Council finds that the proposed Master Plan is desirable, proper, and reasonable and furthers the use, preservation, and development goals and strategies of the City;

NOW, THEREFORE, BE IT HEREBY RESOLVED AS FOLLOWS:

1. Adoption of the 2020 Master Plan, The Ludington City Council hereby approves and adopts the proposed 2020 Master Plan, including all of the chapters, figures and maps and tables contained therein. Pursuant to MCL 125.3843, the Ludington City council has asserted by resolution its right to approve or reject the proposed Master Plan and therefore the approval granted herein is the final step for adoption of the Plan.
2. Effective Date, the updated Master Plan shall be effective as of the date of adoption of this resolution.

YEAS: 6

NAYS: 0

ABSTAIN: 0

ABSENT: 1

CERTIFICATION

I, Deborah L. Luskin, Ludington City Clerk, do hereby certify that the foregoing is a true and original copy of a resolution adopted by the Ludington City Council at a regular meeting hereof held on the 6th day of December, 2021.



Deborah L. Luskin, MiPMC
City Clerk

CITY OF LUDINGTON
MASON COUNTY, MICHIGAN

PLANNING COMMISSION RESOLUTION

At a regular meeting of the City of Ludington Planning Commission held on December 1, 2021, at the City of Ludington Municipal Building, the following Resolution was offered for adoption by Commission Member White, supported by Commission Member Boggs.

A RESOLUTION FOR RECOMMENDATION TO
THE CITY OF LUDINGTON CITY COUNCIL FOR
THE ADOPTION OF THE
CITY OF LUDINGTON MASTER PLAN

WHEREAS, the Michigan Planning Enabling Act, MCL 125.3801 (MPEA) authorizes the Planning Commission to prepare and periodically update a Master Plan for the use, development and preservation of all lands in the City; and

WHEREAS, the Planning Commission prepared an updated Master Plan and submitted such plan to the City Council for review and comment; and

WHEREAS, the City Council received and reviewed the proposed Master Plan and authorized distribution of the Master Plan to the Notice Group entities identified in the MPEA; and

WHEREAS, notice was provided to the Notice Group entities as provided in the MPEA;

WHEREAS, the Planning Commission held a public hearing on November 3, 2021 to consider public comment on the proposed Master Plan, and to further review and comment on the proposed Master Plan; and

WHEREAS, the Planning Commission finds that the proposed Master Plan is desirable, proper, and reasonable and furthers the use, preservation, and development goals and strategies of the City;

NOW, THEREFORE, BE IT HEREBY RESOLVED AS FOLLOWS:

The City of Ludington Planning Commission hereby recommends that the City of Ludington City Council adopts the proposed Master Plan, including all of the chapters, figures, descriptive matters, maps and tables contained therein.

YEAS: 8

NAYS: 0

ABSENT: 1

ABSTAIN: 0

ACTION: Carried

CERTIFICATION

I hereby certify that the above is a true copy of a resolution adopted by the City of Ludington Planning Commission at the time, date, and place specified above pursuant to the required statutory procedures.

Dated: 12/1/2021

By: Karen Haldeman

Karen Haldeman
Planning Commission Secretary

CITY OF LUDINGTON
MASON COUNTY, MICHIGAN

RESOLUTION APPROVING THE DRAFT COMPREHENSIVE PLAN FOR DISTRIBUTION

At a regular meeting of the Ludington City Council held on August 23, 2021, the following Resolution endorsing the distribution of the City's Draft Master Plan was considered and adopted.

A RESOLUTION APPROVING THE DRAFT COMPREHENSIVE PLAN FOR DISTRIBUTION

WHEREAS, the Michigan Planning Enabling Act, MCL 125.3801 *et seq.* ("MPEA") authorizes the Planning Commission to prepare a Master Plan for the use, development and preservation of all lands in the City of Ludington; and

WHEREAS, the City of Ludington Planning Commission has undertaken an effort to evaluate and update the City's Master Plan and has assembled a revised draft Comprehensive Plan; and

WHEREAS, the Michigan Planning Enabling Act, MCL 125.3842, requires the City Council to authorize distribution of the Comprehensive Plan to the notice group entities identified in the MPEA; and

WHEREAS, the Michigan Planning Enabling Act, MCL 125.3843, provides the Ludington City Council with the option to assert their right to adopt the Master Plan following a public hearing and recommendation of the Planning Commission on the new Master Plan following appropriate public notice.

NOW, THEREFORE, BE IT HEREBY RESOLVED AS FOLLOWS:

1. *Intent to Adopt Master Plan.* Pursuant to MCL 125.3843, the Ludington City Council hereby asserts its right and intention to adopt a new Comprehensive Plan.

2. *Distribution of Draft Plan to Notice Group.* Pursuant to MCL 125.3842, the Ludington City Council hereby approves distribution of the draft updated Master Plan to the Notice Group outlined in MPEA for review and comment.

YEAS: 6

NAYS: 0

ABSENT: 1

ACTION: CARRIED

CERTIFICATION

I, Deborah L. Luskin, Clerk of City of Ludington, hereby certify that the above is a true copy of a resolution adopted by the Ludington City Council at a regularly scheduled meeting held on the 23rd day of AUGUST, 2021.

Deborah L. Luskin
CITY CLERK

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CHAPTER 1 - INTRODUCTION

This Master Plan is the result of meetings of the Planning Commission, City Council and public input to address shared issues and plan for the future of the entire Ludington Community and an uncertain economy.

Many of the goals from the 2016 *Comprehensive Plan* update have been realized and a number of new community challenges have emerged in the past five years. While conditions within Ludington have changed over time, much of the 2016 *Comprehensive Plan* remains valid and applicable to the City today. Therefore, this version of the *City of Ludington Master Plan* is intended to build upon the past plan and its update, using direct excerpts and revised language where appropriate.

PURPOSE OF THE MASTER PLAN

The purpose of the Master Plan is to serve as the official document used to guide the future development and growth of the City and the management of its resources. The Master Plan provides the framework and basis for future decision making and establishes a vision and direction for the City. The Master Plan also:

- Identifies and evaluates existing conditions, characteristics, community values, trends, issues, and opportunities as the factual basis for decision making.
- Gives guidance to property owners, citizens, developers, regional and state agencies, and neighboring jurisdictions about expectations and standards for public investment and future development.
- Solidifies the vision for the community.
- Establishes the basis for the zoning ordinance, capital improvements, new policies, and other implementation tools and programs.
- Provides the framework for day-to-day planning and land-use decisions by the City's staff, Planning Commission, and City Council.
- Establishes the basis for the policies and tools that help build greater community resilience.
- Builds an informed constituency that can help support and participate in plan implementation.
- Builds support for the allocation of funding and helps leverage funding from regional, state, and federal agencies.

The Master Plan is intended to be a flexible document that guides growth and development within the City for the next 20 years and beyond while providing the ability to respond to changing conditions, innovation, and new information. In addition to describing where new development should be directed, the Master Plan also identifies:

- Important natural and cultural resources to be preserved.
- Standards to which new buildings should adhere.
- The characteristics of existing neighborhoods.
- Recommended improvements to transportation systems.
- Ways that the community can better adapt to changing economic conditions.

BUILDING COMMUNITY RESILIENCE

Most communities across Michigan are wrestling with difficult economic, social, and environmental challenges. The shifting global economy and statewide recession are forcing big changes in business practices and employment. State and federal funding is declining and new long-term assistance appears unlikely. Fuel and electrical energy costs are subject to unpredictable fluctuations. Further, paying for basic energy supplies continuously siphons off community resources. Making matters worse, the harmful impacts of extreme weather events on agriculture, infrastructure, and human health are being felt almost everywhere across Michigan.

These are turbulent times for many Michigan communities. However, with planning and preparation, communities can weather the storms and recover, becoming even better places to live and thrive. Through community-wide planning, cities and townships actively cultivate their abilities to recover from adverse situations and events, working to strengthen and diversify their local economies and communications networks, increase social capital and civic engagement, enhance ecosystem services, improve human health and social systems, and build local adaptive capacity.

Economic Trends and Challenges

In the wake of the Covid-19 pandemic, technologies such as broadband digital communications and the breakdown of supply chains in agricultural and manufactured goods have changed the global economy. Many manufactured goods can now be produced anywhere in the world and transported anywhere else, increasing global competition.

The trend toward moving jobs to other, lower-cost countries together with the continuing automation of processes has resulted in the nation, as a whole, losing manufacturing jobs. The impact of this changing trend has been particularly hard on Michigan's economy, which has relied more heavily on manufacturing than most other states' economies.

Over the past decade, most communities across Michigan have faced severe economic challenges due in part to a statewide loss of manufacturing jobs combined with a severe national recession. Along with the harsh economic downturn has come a loss in population and a significant rise in real estate values as many people look to work remotely. Ranked 17th of all states in 1970, Michigan was ranked 32nd in average household income in 2020.

According to many experts, most of the future economic growth in Michigan will come in the high-technology and services sectors, including health care, financial management, highly-skilled manufacturing, human services, and the food industry. While the recovering manufacturing sector will remain a major component of our state's economy, most of the jobs already lost will not return. Rather than compete for a decreasing number of manufacturing jobs, the experts say, communities and regions should embrace this *New Economy*.

The *New Economy* is a buzz-phrase used to describe the transition from a manufacturing-based economy to a service-based or innovation-based economy. In the New Economy, communities and regions are encouraged to build from within, expanding existing businesses and supporting new entrepreneurial enterprises. To rebuild or retain economic vitality, the experts say, communities will need to attract and retain educated and talented people.

There are a number of things that communities and regions can do to improve their economic outlook. Economic development actions recommended by many experts reflect the characteristics of the *New Economy*. For example, the following list presents some of the actions suggested by Michigan State University's Land Policy Institute's (MSU LPI) 2010 training course. All of these actions could, if properly focused, increase community resilience.

Actions We Could Take to Restore Prosperity

1. Diversify our economy.
2. Expand our markets.
3. Embrace the Green Economy and its focus on alternative energy.
4. Promote and support entrepreneurialism.
5. Focus on talent retention and attraction.
6. Focus on population retention and attraction.
7. Focus on effective *placemaking* and place-based strategies.
8. Right-size and maintain our infrastructure.

Climate Change and Variability

Based on the most recent models, the climate of Michigan will continue to warm, with greater increases in temperature during the winter months and at night. There are a variety of weather impacts expected with this change in average temperatures. For example, storms are expected to become more frequent and more severe. Some of the potential impacts of climate change for Michigan include:

1. Increases in winter and spring precipitation;
2. Less precipitation as snow and more as rain;
3. Less winter ice on lakes;
4. Extended growing season (earlier spring/late fall);
5. Greater frequency and intensity of storms;
6. More flooding events with risks of erosion;
7. Increases in frequency and length of severe heat events;
8. Increased risk of drought, particularly in summer;
9. Longer shipping season.

These changes in climate could have a number of both good and bad effects on the greater Ludington area. For example, an extended growing season could help increase crop yields for area farmers. On the other hand, highly variable weather conditions, such as severe storms and flooding mixed with summer droughts, present big challenges to farming. Additionally, increased summer temperatures and a longer summer season could improve the local tourism economy, but at the same time stormwater contamination of the area's lakes could limit their appeal to tourists.

Responding to the impacts of climate change will challenge many different parts of the Ludington Community, from social services to industrial production. The following is a partial list of climate change impacts on community life as described by Great Lakes Integrated Sciences and Assessments (GLISA) and Michigan's State Climatologist:

Rivers, Streams and Lakes

- Decline in cold-water fish populations – changing fisheries.
- Lower river and lake levels and more frequent lake stratification.
- Increases in pollution from stormwater runoff.

Plants and Wildlife

- Increases in invasive species that damage local trees and plants.
- Changes in tree species able to survive in the new regional climate.
- Extended growing season for local crops.

Energy and Industry

- Increases in electrical energy demand due to heat waves.
- Reduced water availability from streams and groundwater.

Transportation

- Increased damage to roads and bridges from flooding and heat waves.
- Additional difficulty for shipping on the Great Lakes due to lower water levels.
- Longer shipping season (less ice).

Public Health Risks

- Increased risk of illness and death due to high heat and humidity.
- Increased risk of water contamination from flooding events.
- Increased risk of disease spread by mosquitoes, ticks and other vectors.

CHAPTER 2 – NATURAL AND CULTURAL FEATURES

The City of Ludington is located in Mason County on the western edge of Michigan’s Lower Peninsula. Nestled on the eastern shore of Lake Michigan, Ludington’s proximity to incredible natural beauty and numerous recreational opportunities, combined with its historic small-town charm, create a unique atmosphere that is cherished by residents and visitors alike. While much of the City’s land area is developed for a variety of residential, commercial, and industrial uses, its natural resources provide important quality of life, ecological, and economic benefits and must be carefully considered when planning for the future.

Ludington’s history, including roots in Michigan’s lumber, shipping, and railroad industries, has helped shape a cultural identity that makes the community a desirable place to live and visit. The City’s ties to its past and its waterfront, beaches, and public lands have supported a significant tourism industry for many decades.



Ludington’s location on the shore of Lake Michigan contributes to its unique atmosphere.

CULTURAL AND HISTORICAL FEATURES

Prior to European settlement, the Ludington area was inhabited by a number of North American Indian tribes. In 1675, an early explorer and missionary, Jacques Marquette, made the first known European contact at Ludington's location. Pere Marquette Lake was named after the traveler and a memorial currently marks the location of his death on Buttersville Peninsula.

The Ludington area's dense hardwood and pine forests and natural harbor made the location ideal for the logging industry. Formerly called The Village of Pere Marquette, Ludington was platted in 1867 by Milwaukee lumberman James Ludington. The town served as a shipping center for West Michigan lumber. In 1874, the Flint & Pere Marquette Railway reached Ludington, bringing the city into the heyday of the lumber industry and making it home to the world's largest carferry fleet. Lumber barons built grandiose mansions that still line Ludington Avenue today, many of which have been converted to bed and breakfasts or office uses.

Ludington became the Mason County seat in 1873, when county offices were moved from the now-vanished village of Lincoln. At that time, Ludington was the county's most prosperous settlement. The Mason County Courthouse was erected in 1893-94. Grand Rapids architect Sidney J. Osgood designed the Richardsonian Romanesque structure, which was built of Jacobsville sandstone from the Upper Peninsula. The courthouse is listed in the National Register of Historic Places.

Today there are several resources and services in or near the City to educate residents and visitors about the history of Ludington. White Pine Village is operated by the Mason County Historical Society. The museum offers a living-history, family friendly tour of a late 19th-early 20th century pioneer village. It has 30 historic building exhibits, has meeting facilities, a research library and archives, and exhibit areas where artifacts illustrating county history are displayed on a rotating basis on such topics as local maritime history, lumbering, Indian culture, and industrial and commercial activities.

White Pine Village, located on South Lakeshore Drive overlooking Lake Michigan, contains thousands of authentic artifacts and thousands of area school children, families out of town visitors and local residents tour the Village annually. First opened in 1976, the Village now includes 30 buildings, ranging from a trapper's log cabin built in 1850 to a huge early 20th Century barn that houses historic agricultural displays and even the original 1849 Mason County Courthouse.

The Port of Ludington Maritime Museum in the former Coast Guard station opened in 2017 in the City of Ludington. The Maritime Museum includes a variety of interactive exhibits that provides visitors an in-depth view of the maritime heritage of the Ludington region.

The Mason County Historical Society (MCHS) has enjoyed remarkable support from county residents. In the past, the MCHS was partially funded by a millage that was reaffirmed several times. Now the Historical Society operates on a volunteer and admissions basis. The Society is affiliated with the Mason County Genealogical Society and the Western Michigan Old Engine Club.



CLIMATE

The influence of Lake Michigan on the climate of the Ludington area is quite strong throughout most of the year. In fact, at one time Ludington boasted the motto, “Ludington: air-conditioned by nature.” Because of the prevailing westerly winds coming across Lake Michigan, spring and early summer temperatures are cooler than normally expected at this latitude, while fall and winter temperatures are milder. Ludington experiences few prolonged periods of hot, humid weather or extreme cold. Summers are dominated by moderately warm temperatures with only a few days exceeding the 90-degree mark. Yearly average precipitation is approximately 36 inches. The regional abundance of outdoor recreation is a direct benefit of the natural environment. Area lakes provide the best in boating and water skiing, and Ludington is the number one king salmon port on Lake Michigan. This uniqueness and quality of the environment substantially influences the decisions made by vacationers when choosing to visit the Ludington area. The natural resources around Ludington will continue to be a major factor in determining Ludington’s future by influencing the quality of life, as well as by providing opportunity for economic development. In addition, the climate in the region has proven very conducive for fruit production. Orchards, some vineyards and other small berry farms operate in the Ludington area.

WATERSHEDS AND HYDROLOGICAL RESOURCES

Located on the shores of Lake Michigan and near several inland lakes and rivers, Ludington and the surrounding area have abundant freshwater resources. Lake Michigan, its beaches, and the other freshwater resources of the Ludington Community help attract many visitors throughout the year and play an important role in the region’s tourism, industrial, and transportation economies. The City of Ludington should seek to protect these assets to the greatest extent possible, partnering with neighboring jurisdictions when needed.

Watershed Protection

The surface water resources in Ludington, specifically Lake Michigan, Pere Marquette Lake, and Lincoln Lake, are some of the most important community assets. Preserving the quality of these resources is important as they enhance residents’ quality of life, provide recreational opportunities, provide a wide range of wildlife habitat, perform a multitude of ecosystem services, and help drive the tourism economy.

In the past, water bodies within the watershed were primarily used for transportation, industry, water supply, and waste disposal. In the late 1800s and early 1900s, the lake and rivers were used extensively by the lumber and manufacturing industries that relied upon these waters. While the impact of local industry on water quality has lessened over time, new concerns have emerged. Human activity and development within the watersheds now present the greatest threat to water quality. Erosion and sedimentation from land disturbance, road/stream crossings, and heavy recreational use present concerns. Non-point pollution from agricultural activities, shoreline development, and stormwater run off also impact the water quality within the watersheds of the City’s water bodies. Sedimentation, increased nutrient loading, habitat loss, invasive species, and increasing water temperatures are among the major threats to the State’s inland lakes and rivers.

Low Impact Development (LID) techniques can be used to reduce the impacts of stormwater runoff and protect water quality. LID is a method of stormwater control that promotes managing stormwater where it falls. Rather than collecting stormwater and removing it through pipes as quickly as possible, LID seeks to mimic a site’s predevelopment hydrology and promote the slowing of stormwater runoff speeds and increase stormwater retention and percolation. The utilization of LID techniques can help reduce or prevent:

- Flooding and property damage;
- Degradation of stream channels;
- Soil erosion and sedimentation;
- Loss of habitat;
- Increased surface water temperatures; and
- Surface water pollution.

Additionally, the use of LID techniques can allow for better groundwater recharge and improve the aesthetic quality of the landscape. A variety of LID techniques are applicable within Ludington and should be promoted within all future public and private development. Techniques to consider include both nonstructural and structural best management practices. The *Low Impact Development Manual for Michigan* suggests the following LID best management practices.

Nonstructural Best Management Practices

- Cluster development;
- Minimize soil compaction;
- Minimize total disturbed area;
- Protect natural flow pathways;
- Protect riparian buffers;
- Protect sensitive areas;
- Reduce impervious surfaces; and
- Stormwater disconnection.

Structural Best Management Practices

- Stormwater runoff infiltration methods such as bioretention areas, rain gardens, pervious pavement, and infiltration basins and trenches;
- Vegetated roofs and rainwater capture/reuse;
- Constructed wetlands;
- Sediment, oil, and refuse trapping/filtering catch basins;
- Underground stormwater detention; and
- Restoration of riparian buffers and native vegetation

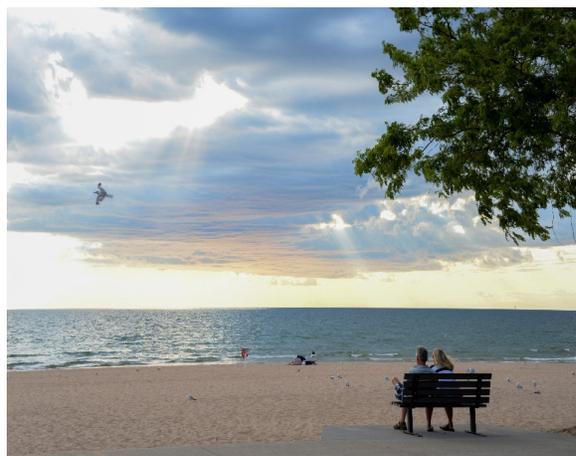
The City will work toward developing comprehensive stormwater control regulations that incorporate the use of LID techniques. Additionally, the City Zoning Ordinance should be analyzed to ensure that its standards promote the use of LID techniques and the protection of water quality.

Lake Michigan

On its western border, Ludington has 1.7 miles of Lake Michigan shoreline. Within the City limits, much of the waterfront is accessible to the public in parks or by sidewalks. The lake provides numerous quality of life benefits to residents and visitors, including spectacular views and a variety of recreational opportunities like swimming, boating, and fishing.

Lincoln Lake

Lincoln Lake divides the City from Hamlin Township to the north. The Lincoln River basin is located north and east of the City of Ludington. This river flows east to west into Lincoln Lake and by a channel into Lake Michigan.



Lake Michigan and Ludington's other water resources provide numerous quality of life benefits to residents and visitors.

Pere Marquette Lake

Pere Marquette Lake divides the City from Pere Marquette Township to the south, aside from a small isthmus within the City's jurisdiction just south of the channel. Pere Marquette Lake provides the sheltered harbor for the Port of Ludington and offers both recreational and commercial facilities. At least eight public and private marinas are located on, or adjacent to, the lake. Charter fishing operations are located there as well. The Lake Michigan Carferry Service makes daily seasonal use of the commercial port facilities and brings thousands of tourists and visitors to Ludington every year during warm weather. Pere Marquette Lake serves as an industrial port and plays a vital role in the operation of many local industries.



FLOODPLAIN

The Federal Emergency Management Agency (FEMA) develops Flood Insurance Rate Maps (FIRMs) for each county in the United States. According to FEMA, the FIRM is “the primary tool for state and local governments to mitigate the effects of flooding in their communities.” The National Flood Insurance Program was created in 1968 to reduce future damage and provide an insurance program that would help protect property owners from losses. The FIRM shows areas subject to flooding, based on historic, hydrologic, hydraulic and meteorological data as well as flood controls. The maps identify a base flood elevation (BFE), sometimes referred to as the 100-year flood zone. These are areas with a 1% chance of flooding in any given year. The maps also identify the areas with a 0.2% chance of flooding in any given year, sometimes called the 500-year flood zone. FEMA points out that these are only probabilities, not forecasts. Therefore, there is a 26% chance of a flood occurring in the 100-year flood zone during a 30-year period, the term of a residential home mortgage. Map 2.2 in Appendix A shows the 100-year flood zone identified by FEMA in Ludington.

Although flooding events in Ludington have been infrequent, winter and spring are the most likely flooding seasons. Additionally, flooding due to heavy precipitation events can occur at any time. The *Hazard Mitigation Plan for Mason County* identifies potential riverine and urban flooding as the 10th highest priority natural hazard in the County. Although traditional riverine floodplain flooding is not as big a concern as other natural hazards, heavy runoff that overwhelms storm sewer infrastructure can cause flooding in low-lying areas. This type of flooding caused extensive damage to both public and private property in the region during and after a rise in lake levels in 2019 and 2020. The City will continue to evaluate the ability of its existing stormwater control infrastructure and low impact development (LID) techniques throughout the City to better accommodate high volumes of precipitation. Additionally, the Hazard Mitigation Plan for Mason County suggests that local jurisdictions utilize their planning and zoning policies to direct development away from hazardous areas such as floodplains and wetlands.

WETLANDS

Wetlands are an important natural resource that provide both aesthetic and functional benefits. Wetlands perform a variety of important natural functions, including:

- Flooding and stormwater runoff control;
- Water quality improvement and filtration;
- Erosion and sedimentation control;
- Recharge of groundwater;
- Wildlife/bird habitat;
- Natural open space and aesthetic areas; and
- Recreational opportunities.

The locations of wetlands within the City of Ludington are shown on Map 2.3 in Appendix A. Ludington should continue to work to preserve wetlands within the City and limit the impacts of future development on these valuable resources. In 2014, the Michigan Department of Environmental Quality (MDEQ) conducted a Landscape Level Wetland Functional Assessment (LLWFA) for Ludington area watersheds. The LLWFA utilizes National Wetland Inventory (NWI) data and assesses wetland function within the Ludington area, including the City of Ludington. The LLWFA evaluated a wide variety of wetland functions including:

- Floodwater storage;
- Streamflow maintenance;
- Nutrient transformation;
- Sediment and particulate retention;
- Shoreline stabilization;
- Groundwater influence;
- Wildlife habitat;
- Carbon sequestration; and
- Pathogen retention.

The LLWFA illustrates the loss of area wetlands that perform these valuable functions over time. In order to protect water quality, limit flooding, and preserve wildlife habitat, the City should carefully consider the impacts of future development on any remaining wetlands. The LLWFA can serve as a valuable resource to help identify wetland areas to preserve and areas for potential wetland restoration.

WOODLANDS AND TREE COVER

While Ludington is mostly developed at this point in time, there are some locations within the City that remain wooded. There is also substantial tree canopy present in many of the City's established residential areas and parks. Wooded areas and substantial urban tree canopy provide a variety of benefits to communities including:

- Improved natural and aesthetic character;
- Visual barriers between conflicting land uses;
- Reduced erosion and stormwater runoff;
- Reduced air pollution;
- Increased wildlife habitat;
- Reduced temperatures (ground, air, and water); and
- Reduced energy costs through building shading.

Significant wooded areas within the city are located in Cartier Park on the north side of the City, and between Bryant Road and Tinkham Avenue on the east side of the City. Additionally, many of the City's other parks and residential neighborhoods have substantial tree canopy coverage, and mature street trees can be found along a majority of the City's streets outside of the main commercial areas. Street trees are included in all street improvement projects and efforts made to introduce street trees along roads in commercial areas of the City when space permits. Private development standards that require tree planting should also be included in the City's Zoning Ordinance. Map 2.4, showing the existing tree canopy in the City, can be found in Appendix A.

The City has created a Tree Advisory Board that meets monthly to ensure the proper species and esthetic is brought to Ludington. The advisory secured grants to plant 35 trees in 2020. The City has been recognized as a Tree City USA by the Arbor Day Foundation since 2018.



Mature street trees can be found in many of Ludington's streets.

CHAPTER 3 – THE PEOPLE OF LUDINGTON

This section of the Master Plan provides an overview of the people of Ludington. It describes the population, socioeconomic, and employment statistics and trends of the City. Data included in this section were provided by the U.S. Census Bureau for 2000, 2010 and 2020. Some figures from the Census Bureau’s five-year American Community Survey estimates are utilized as well. Population forecasts were provided by the West Michigan Shoreline Regional Development Commission.

The characteristics of a community’s population can impact its ability to respond to changing circumstances and shocks.

POPULATION CHARACTERISTICS

Total Population

According to data published by the U.S. Census Bureau, the population of Ludington in 2020 was 7,655. This marked a decrease in population between 2010 and 2020. Over the same time period, the overall population of Mason County rose by 1.2% and the population of the State of Michigan rose by 1.96%.

The following table shows the population trends from 2000 to 2020 for Ludington, Mason County and the State of Michigan.

Population Trends 2000 - 2020

Community	2000	2010	Percent Change 2000-2010	2020	Percent Change 2010-2020
City of Ludington	8,357	8,076	-3.4%	7,655	-5.2%
Mason County	28,274	28,705	1.5%	29,052	1.2%
State of Michigan	9,938,444	9,883,640	-0.6%	10,077,331	1.96%

It should be noted that the seasonal population is not counted in the Census figures. This indicates that Ludington, like many lakeside communities in Michigan, has a seasonal population that is higher than the year-round population.

Racial Make-up

The population of Ludington is predominantly identified as “white,” with those identified as “white” making up approximately 90% of the total population in both 2010 and 2020. The largest minority population in the City of Ludington is the “Hispanic or Latino” population. The City of Ludington, while predominately “white,” is more racially diverse than the surrounding townships and Mason County as a whole. In 2020, Mason County as a whole had “white” population of 89.6%. The following table depicts the racial make-up of the City of Ludington in 2010 and 2020. Map 3 in Appendix E represents the percent of population that are non-white.

City of Ludington Racial Make-up

Race	2010 Census		2020 Census		Change 2010 to 2020
	Number	Percent	Number	Percent	
White	7,194	89.1%	6,860	89.6%	-0.6%
Black or African American	79	1.0%	66	.9%	-14.0%
American Indian and Alaska Native	90	1.1%	82	1.0%	-2.7%
Asian	51	0.6%	59	0.8%	28.3%
Hispanic or Latino	512	6.3%	436	5.7%	-9.5%
Other	150	1.9%	152	2.0%	5.3%
Total Population	8,076	100%	7,655	100%	

An Aging Population

The age distribution of the population within a community can help identify social trends and the potential for future service needs. The following table shows the age distribution of the City of Ludington’s population from 2000-2020.

City of Ludington Population by Age

Age	2000 Percent	2010 Percent	2020 Percent	2010-2020 Percent Change
0 to 4	6.1%	7.1%	2.6%	-5.6%
5 to 9	6.5%	5.6%	6.7%	19.6%
10 to 14	7.2%	5.3%	7.9%	49.1%
15 to 24	12.6%	12.6%	12.0%	-4.8%
25 to 34	12.0%	11.8%	9.6%	-18.6%
35 to 44	14.0%	9.8%	12.5%	27.6%
45 to 54	12.6%	13.6%	12.1%	-11.0%
55 to 64	9.1%	13.1%	12.6%	-3.8%
65 to 74	7.9%	9.5%	12.2%	28.4%
75 to 84	8.6%	6.5%	8.4%	29.2%
85 +	3.4%	5.1%	3.3%	-35.3%

An aging population presents challenges to the City as it considers how to plan for the future. The quality of life for seniors can be improved by providing a range of housing options that allows for aging in place, accessible transportation options, and a variety of social services.

While an aging population can present challenges to a community, it is also important to recognize the benefits that can be provided by retired, or nearly retired, individuals moving into the community. This group has decided on Ludington as the place where they are choosing to live following their careers and greatly appreciates all that the community has to offer. They are generally well educated, professionally experienced, and interested in participating in community activities and volunteer work. The knowledge and willingness to participate in the community makes these individuals a vital part of the City’s population. See Map 1 in Appendix E for the percentage of population aged 65 and older.

Income and Poverty

Income levels in the City of Ludington are lower than those in Mason County as a whole. According to the U.S. Census Bureau’s preliminary 2020 census, estimated median household income in Ludington was \$45,302, compared to \$51,725 in Mason County. This is an increase of 41.5% and 25.7% respectively.

Median Household Income

	Median Household Income 2014	Median Household Income 2020	2014-2020 Percent Change
City of Ludington	\$32,010	\$45,302	41.5%
Mason County	\$41,136	\$51,725	25.7%
State of Michigan	\$48,411	\$59,584	23.1%

The percentage of the total population living below the poverty level in the City rose slightly from 16.3% at the time of the 2000 census to 17.0% at the time of the 2019 American Community Survey 5-Year Estimates. Poverty rates within the City are higher than those of both Mason County and the State of Michigan at 12.1% and 13.0% respectively. Rising poverty levels, in conjunction with declining household incomes and rising property values, can lead to an increased need for affordable housing. The percentage of households living below the poverty threshold are shown in Map 4 of Appendix E.

Percent of Population Below Poverty Level

Community	Percent Below Poverty Level 2000	Percent Below Poverty Level 2020	Change 2000-2020
City of Ludington	16.3%	17.0%	4.3%
Mason County	11.0%	13.9%	26.4%
State of Michigan	10.5%	13.0%	23.8%

Educational Attainment

Educational attainment levels are increasing in Ludington. Between 2000 and the time of the U.S. Census Bureau’s 2019 American Community Survey 5-Year Estimates, the percentage of the City’s population that graduated from high school rose by 13.9%. Generally, higher levels of educational attainment correlate with higher incomes. Map 5 in Appendix E, demonstrates the percent of population 25 years and older with less than a high school education.

City of Ludington Educational Attainment

Level of Educational Attainment	2000	2020	Change 2000-2020
Less Than High School Graduate	17.9%	7.4%	-58.7%
High School Graduate	33.2%	37.8%	13.9%
Some College/Associate’s Degree	30.8%	30.8%	0.0%
Bachelor’s Degree or Higher	18.1%	24.0%	5.9%

Employment

Consistent with State and Nation-wide trends, unemployment levels in the City of Ludington increased between 2000 and the time of the U.S. Census Bureau’s 2019 American Community Survey 5-Year Estimates. Over this time period, unemployment rates increased 12% in Ludington. This rate is higher than the unemployment found in Mason County and in the State of Michigan. The following table shows unemployment level trends in Ludington, Mason County, and the State of Michigan.

Unemployment

	Percent Unemployment 2000	Percent Unemployment 2020	Difference 2000-2020
City of Ludington	7.5%	8.4%	12.0%
Mason County	7.3%	6.1%	-16.4%
State of Michigan	5.8%	5.0%	-13.8%

COMMUNITY ENRICHMENT

A chief component of resident and visitor satisfaction with a community is related to arts, culture, education and social engagement. Many communities organize events and design gathering spaces to facilitate improved quality of life, neighborly interactions, and to create or carry-on traditions.

The City hosts a number of social and cultural events including Downtown events, such as summer festivals and events, Oktoberfest, the New Year's Eve Ball Drop and the Farmers Market, the Petunia Parade, and concerts at Waterfront Park Amphitheater and fine arts and craft shows at Rotary Park. Private organizations join in hosting events like fishing tournaments, the Fourth of July Grand Parade and fireworks celebration, and the Carferry first sailing celebration.

Events and community groups are an excellent indicator of a community's social capital. Ludington proves to be very strong with a well-supported Historical Society, a highly ranked public school system, and fantastic library facilities. Maintaining long-time social organizations like the Ludington Area Jaycees and growing organizations like the Ludington Center for the Arts and Sandcastle's Children's Museum illustrates care for the City and consideration for the quality of life of fellow residents of all ages.

Community enrichment may not be a measurable element of planning, but it can be the single strongest factor in reversing negative patterns or improving perceptions.

Newly completed projects are a source of pride to the Community including Ludington's West End, which meets ADA requirements and access to the beautiful views of Lake Michigan and the Ludington Lighthouse. James Street Legacy Plaza which gives residents and visitors an enriching cultural experience as well as a place to eat, shop and listen to live local musicians. The Splash Pad at Copeyon Park opened in the summer of 2020. This was a welcome addition to the park, the 4th Ward and the City in general.



CHAPTER 4 – HOUSING AND NEIGHBORHOODS

Ludington is primarily built-out with many well-established, attractive, and historically significant neighborhoods. These neighborhoods help define the character and unique sense-of-place of the City. The preservation and enhancement of these neighborhoods is essential to the City's success. Every effort should be made to stabilize and encourage reinvestment in these neighborhoods.

At the same time, the City must continue to seek out and invest in new housing options. These new housing options should include the types of housing desired by young professionals, empty nesters and seniors, including duplexes, townhouses and live/work apartments. Recent market studies have shown that individuals in these age groups are increasingly looking for these types of housing units instead of detached, single-family homes. The City needs to provide a variety of housing options throughout the City that is affordable to all City residents.

HOUSEHOLD CHARACTERISTICS

Household Units

The number of households in Ludington in the year 2010 was 4,432. According to the U.S. Census Bureau's 2020 Decennial Census, that number increased 3.75% to 4,598. The average household size in the City of Ludington remained nearly unchanged between 2010 and 2019. According to the U.S. Census Bureau, the average household size in the City in 2010 was 2.21 persons per household, a very slight decrease to 2020 when the average household size was 2.16 persons per household. Household sizes can be expected to shrink in the future if the City's population continues to age and fewer families with children choose to live in Ludington.

Housing Tenure and Value

According to the U.S. Census Bureau, there were a total of 4,598 housing units in the City of Ludington in 2020. This was an increase of 166 housing units from the 2010 Census. According to the 2019 American Community Survey 5-Year Estimates, 58.5% of the housing units in the City were owner occupied and 41.5% renter occupied.

The vacancy rate and high number of rental properties in the City are indicative of the seasonal tourism economy. Those who live in Ludington for the summer months may not be present when census counts are taken in the spring, leading to vacancy rates being recorded as higher than they actually are. Additionally, many of the rental properties in Ludington are vacation rentals, which can create some instability in neighborhoods but are important to the local tourism economy.

City of Ludington Housing Tenure

	2010 Quantity	2010 Percent	2020 Quantity	2020 Percent	Change 2010- 2020	Percent Change 2010- 2020
Total Housing Units	4,432	100%	4492	100%	60	1.4%
Occupied Housing Units	3,549	80.1%	3603	80.2%	54	1.5%
Owner Occupied	1,980	44.7%	2108	58.5%	128	6.5%
Renter Occupied	1,569	35.4%	1495	41.5%	-74	-4.7%
Vacant	883	19.9%	889	19.7%	6	0.7%

The Rental Inspection Program began in 2016. This program requires all rentals to be registered and inspected on a three-year cycle. The end of 2020 showed that there are 1573 units registered. Due to Covid-19, many inspections were forced to be cancelled.

This helps hold rental property owners to the same standards as surrounding homeowners. Renter-occupied housing unit rates are higher in the City of Ludington than in surrounding areas, and while some of these properties are part of larger housing complexes, many are single-family detached homes. Maintenance and upkeep on homes (both renter and owner occupied) is an important issue for the City.

The Short-Term Rental (STR) Program began in 2020. This allows 30 units maximum to be used as short-term rentals. There is a registration fee, inspection fee and licensing fee to be in this program. There are to be no more than two STR's per block.

Housing values throughout the Ludington area have risen in recent years. The median home value in Ludington at the time of the U.S. Census Bureau's 2019 American Community Survey 5-Year Estimates was \$124,400, a 70.4% increase from the year 2000. By comparison, median home value in Mason County rose by 73.5% over the same time period. The following table illustrates the change in home values within Ludington and Mason County between 2000 and 2020.

Median Household Value 2000-2020

Community	Median Household Value 2000*	Median Household Value 2020	Change 2000-2020	Percent Change 2000-2020
City of Ludington	\$73,000	\$124,400	\$51,400	70.4%
Mason County	\$81,500	\$141,400	\$59,900	73.5%

*Specified owner-occupied housing units

Age of Housing

Nearly 31.5% of the housing stock in Ludington was built prior to 1940. The largest building boom in the City between 1940 and today occurred between 1950 and 1959, with 774 housing units built. Over time, the construction of residential housing units has slowed. Only 8.6% of the City's housing stock has been built since the year 2000. Many of the older housing units were built before modern building codes were instituted in the latter half of the 20th Century. While most older homes exhibit quality craftsmanship, many of these units might not meet today's code standards. The City will work with homeowners to ensure that older, historic homes meet current building standards while also maintaining their historic character. The following table shows information about the age of the housing stock in the City of Ludington. In Appendix E, Map 13 shows the year homes were built.

City of Ludington Housing Age

Year Structure Built	Quantity
2010 or Later	35
2000-2009	354
1990-1999	288
1980-1989	361
1970-1979	586
1960-1969	388
1950-1959	774
1940-1949	307
1939 or earlier	1423

New Residential Development and Redevelopment

New residential growth has been limited in recent years. This has been primarily because the City is nearly built-out, with small portions of its residential land in large, vacant parcels. The newest single-family homes in the area are on the north side of town, and the new multi-family development is happening throughout the City.

New residential development projects that have been proposed and constructed have been mixed-use developments, multi-family complexes, and senior housing that maximize the yield of the limited remaining lands. Many sites near downtown and the waterfront are prime candidates for either mixed-use or multi-family redevelopment as the demand rises for attached housing units within close, walkable proximity to recreational opportunities, entertainment venues, and commercial centers. Infill development in neighborhoods that consist of primarily single-family residential uses should complement the size, scale, proportion, and design of the existing homes.

A further indicator of growth in residential land uses in the community is the number of new residences established each year. New housing units are still being constructed within the City and it is interesting that despite the increase in the overall number of housing units, the population is still waning. This illustrates a declining household size, which often occurs in an aging community.



Housing Quality and Property Maintenance

Ludington is a mature community where approximately half of the housing stock is at least 60 years old. Around a quarter of the homes in Mason County, most of which are in the City of Ludington, are 60 or more years old. Deteriorating housing quality and the need for maintenance are issues within the City of Ludington. Maintaining the quality of housing within the community is important, as it ensures safe living conditions for residents, preserves aesthetic character, and improves perceptions of the City's neighborhoods.

In 2020, The City of Ludington Code Enforcement office, which is responsible for enforcing the Property Maintenance Code, processed 767 code enforcement issues. Of the 767 violations in 2020, 390 were for lawn mowing, 109 were for junk removal, 42 were for building maintenance violations, and 56 were for inoperable vehicle violations. By maintaining thorough enforcement of its Property Maintenance Code, the City can help ensure safe living conditions for residents and preserve the character of its neighborhoods.

The City may also consider creating or supporting an "adopt-a-block" neighborhood beautification program to make positive physical improvements to properties in the City's residential neighborhoods. An adopt-a-block program would encourage churches, community groups, and service organizations to "adopt" an entire block, or at least one property within a designated block, and organize a group of volunteers to perform light maintenance work to improve the aesthetics of the properties and neighborhood.

The City will continue to work with Habitat for Humanity on a Neighbor-to-Neighbor improvement project to the exterior of homes.

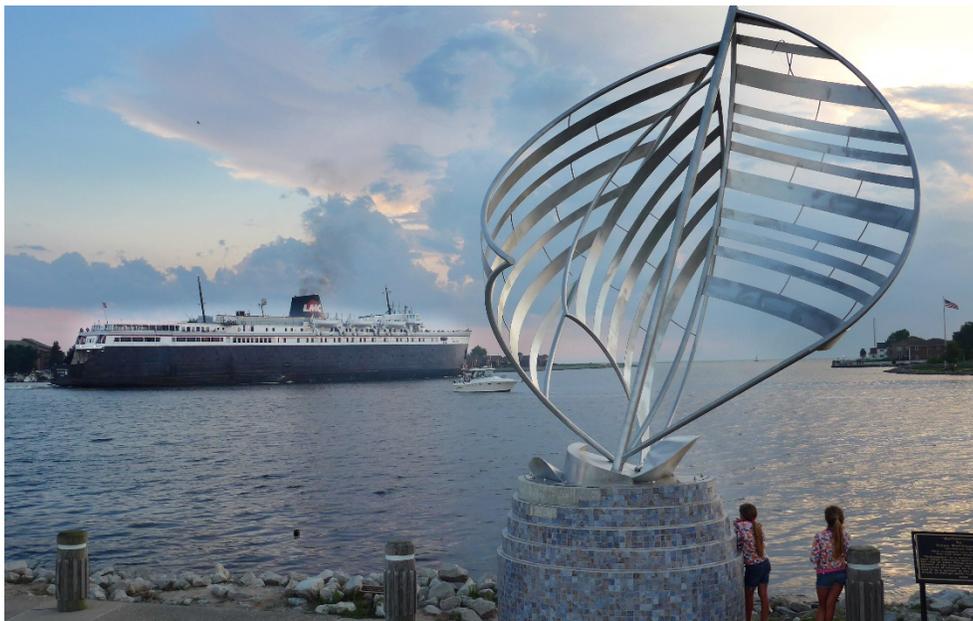
The City continues to apply for downtown Rental Rehabilitation funding from the Michigan State Housing Development Authority (MSHDA) for renovations of downtown apartments to provide residential opportunities and property improvements in the core of the City.

CHAPTER 5 – ECONOMIC DEVELOPMENT AND REDEVELOPMENT

Facilitating economic growth and prosperity is a complex and constantly changing challenge for communities throughout Michigan. A foundation for prosperity must be established in order to create economic sustainability. Communities must initiate or facilitate investments that help attract new business, retain and expand jobs, support life-long learning, build a strong tax base, and support the amenities that make it a desirable place to live and work. If done well, these investments can also help attract the entrepreneurs that create jobs in the new economy and build greater economic resilience. Establishing the foundation for economic prosperity requires cooperation and investments from local and regional institutions, citizens, business leaders, government agencies, and community stakeholders.

Ludington's economy has always been closely linked to its natural resources. The logging and lumber industry drove the City's early economy, and the chemical, transportation, and manufacturing industries grew as time passed. More recently, Ludington's natural resources have allowed tourism to become a major factor in the area's shift from a manufacturing-based economy to a more diverse economy. While tourism can generate a great deal of prosperity for communities, it also presents a variety of challenges, including susceptibility to fluctuations in the state and national economies, high seasonal unemployment rates, and lower-wage jobs.

Employment in Ludington tends to fall more heavily in the "production" and "service" categories relative to the county and state. Generally, these occupational categories have lower wages than others like professional/administrative, sales, and construction. These lower wages are reflected in the income data presented in Chapter 3. However, many of the state's manufacturing jobs lost in recent years are unlikely to return. Because they provide a bulk of the employment opportunities for residents, it is important for the City to continue to support its manufacturing and service businesses while looking for ways to diversify local businesses and provide greater opportunity for entrepreneurship to create a more resilient local economy. The table on the following page illustrates the major employers in Ludington and the surrounding community.



Ludington's economy has always been closely linked to its natural resources. The City's water resources help to drive the tourism industry and provide shipping access for entities including the Lake Michigan Carferry.

Major Employers in Mason County (2020)		
50-99 Employees	100-249 Employees	250-499 Employees
Brill Manufacturing, Ludington	Gourmet Mushrooms, Scottville	Floracraft, Ludington
Cal-Chlor Corp, Ludington	Great Lakes Castings, Ludington	Walmart, Ludington
City of Ludington, Ludington	Home Depot, Ludington	500-999 Employees
House of Flavors, Restaurant, Ludington	House of Flavors Manufacturing, Ludington	Spectrum Health - Ludington Hospital, Ludington
Kaines West Michigan, Ludington	Metalworks, Ludington	UACJ (Whitehall Industries), Ludington
Lake Michigan Carferry, Ludington	Indian Summer Co-Op, Ludington	
Ludington Components/Haworth, Ludington	Lowe's, Ludington	
Mason County Eastern, Custer	Ludington Area Schools, Ludington	
Oakview Medical Care, Ludington	Mason County Central Schools, Scottville	
Straits Steel and Wire, Ludington	Mason County, Ludington/Scottville	
West Shore Bank, Ludington/Scottville	Medilodge, Ludington	
West Shore ESD, Ludington	Meijer, Ludington	
	Metalworks, Ludington	
	Occidental Chemical Corporation, Ludington	
	ProAct Services, Ludington	
	West Michigan Community Mental Health, Ludington	
	West Shore Community College, Scottville	
	Western Land Services, Ludington	

NEW ECONOMY

According to many experts, most of the future economic growth in Michigan will come in the high-technology and services sectors, including healthcare, financial management, highly-skilled manufacturing, human services, and the food industry. While the recovering manufacturing sector will remain a major component of our state's economy, most of the jobs already lost will not return. Rather than compete for a decreasing number of manufacturing jobs communities and regions should embrace this "New Economy."

The New Economy is a phrase used to describe the transition from a manufacturing-based economy to a service-based or innovation-based economy. In the New Economy, communities and regions are encouraged to build from within, expanding existing businesses and supporting new entrepreneurial enterprises. To rebuild or retain economic vitality, the experts say, communities will need to attract and retain educated and talented people. The Placemaking section of this chapter identifies many strategies to help make Ludington a place that these educated, talented people choose to live, work, and play.

ECONOMIC GARDENING

While recruiting new businesses from outside the community is important, recent research has shown that expansion of existing small-to medium-size businesses generates the largest number of jobs. Locally-owned and operated businesses tend to spend more of their money locally, are less likely to move, and are more accountable to the greater community. Further, when people spend money at a locally-owned business, more of the money circulates within the community. According to Local First, a Grand Rapids-based organization that promotes and supports local business growth in Michigan, for every dollar spent at a locally-owned store, 68 cents stays within the local economy as opposed to only 43 cents of every dollar spent at a non-local business or franchise.

In the “New Economy,” entrepreneurs, as opposed to government, are the primary engines of economic development. Recent studies have shown that 55% of job creation comes from existing businesses growing and 45% come from new business startups. Successful communities are ones that develop a support system for these entrepreneurs. Support systems come in the form of social networks, a culture that embraces and celebrates entrepreneurs, and resources and information that support new businesses.

Many agencies and programs that support local businesses and entrepreneurs exist in the Ludington area. The Ludington and Scottville Area Chamber of Commerce offers a variety of resources and information to new and existing businesses, including SCORE, which has the largest network of free volunteer small business mentors in the nation. The Mason County Growth Alliance strives to attract, expand, and retain business and industry. Additionally, West Shore Community College is an important resource for local businesses, offering training programs for local workers and partnering with the West Shore Inventors Network (WIN) to help entrepreneurs launch new or expanding business ventures. WSCC is also valuable to local graduates and cooperates with the Mason County Promise Scholarship Program, which covers up to 72 attempted credits, including all tuition and mandatory fees.

The Ludington Downtown Development Authority meets regularly and aims to support businesses in the Downtown via special events, projects, marketing and education. They have helped secure WIFI to the Downtown, created additional parking, and upgrade James Street Plaza to the new and improved Legacy Park.

TOURISM

Tourism is a large part of the economy in west Michigan, with many visitors traveling to the region each year. Ludington’s parks, beaches, water resources, historic attractions, and small-town charm draw tourists throughout the year. Expanding upon the existing opportunities for visitors to provide additional economic development within the region, with the potential for expanding recreational and cultural offerings as a way to improve not only the visitor’s experience, but the quality of life for residents. Existing groups, like the Ludington Area Convention and Visitors Bureau, promote area tourism by coordinating regional marketing, providing information to visitors, and facilitating partnerships.



Recreation-based Tourism

Recreation-based tourism is travel that depends on an area’s natural resources or landscape as a setting for recreational activities. Examples of these activities include boating, fishing, hunting, biking, hiking, wildlife viewing, snowshoeing and paddling. Ludington should continue to leverage its unique natural resources in order to draw tourists seeking recreational opportunities to the City. The City should maintain and enhance both the City park system and access to natural resources within the City to provide an abundance of quality leisure and recreational opportunities to both residents and tourists.

Additionally, creating a robust local non-motorized trail system that connects to attractions within the City and other communities in the region can help Ludington take advantage of the growing recreation-based tourism movement. The City will work to enhance existing non-motorized transportation routes, create new trails and walks within the City, and provide trail connections to other communities in the region.

To help make Ludington a destination for trail users, the City began development of a “Trail Town” strategy to increase recreational tourism in the form of visiting bicyclists, paddlers, and other trail users. The following basic elements of a “Trail Town Strategy,” from *Trail Towns: Capturing Trail-Based Tourism, a Manual for Communities in Northern Michigan*, should be considered as a part of this strategy:

- Entice trail users to get off the trail and into your town;
- Welcome trail users to your town by making information about the community readily available at the trail;
- Make a strong and safe connection between your town and the trail;
- Educate local businesses on the economic benefits of meeting the needs of trail tourists;
- Recruit new businesses or expand existing ones to fill gaps in the goods or services that trail users need;
- Promote the “trail-friendly” character of the town; and
- Work with neighboring communities to promote the entire trail corridor as a tourist destination.

Cultural/Heritage-based Tourism

Ludington’s unique lumbering and maritime history can provide the basis for *cultural tourism* or *heritage-based tourism*. According to Dr. William Anderson, “Cultural tourism means providing the visitor with an engaging and memorable experience based upon our history, the real character of a place, culture, traditions, and creativity.” Cultural and historical attractions, events, and festivals can play a valuable role in Ludington’s tourism industry. The City will continue to celebrate its history through existing and new festivals, and local historical displays or educational signage throughout the City.

The Ludington area boasts a variety of historic and cultural attractions:



The Ludington Area Center for the Arts provides cultural events, exhibits, and educational opportunities to residents and visitors.

Historic White Pine Village in Pere Marquette Township offers insight into the region’s past and is popular with visitors. The Cultural Economic Development Task Force is creating a network of cultural trails throughout Mason County — including lumber, agricultural, quilt barn, maritime, and sculpture trails — to provide interactive, educational experiences. The Mason County Historical Society opened the Port of Ludington Maritime Museum in 2017 to celebrate the area’s maritime history, and the Ludington Area Center for the Arts provides cultural events, exhibits, and education to the community. Sandcastle’s Children’s Museum encourages and inspires children and families to explore with hands-on learning. The City should continue to support the creation of cultural and heritage events and attractions within the community and seek to preserve historic places and structures whenever possible.

PLACEMAKING

There are many unique assets and characteristics that contribute to Ludington’s unique sense of place and distinctive identity. City residents and visiting tourists enjoy the vibrant downtown, exceptional waterfront, and convenient parks. Art installations in public spaces throughout the City, historic sites, and numerous festivals contribute to Ludington’s cultural identity. Enhancing the unique identity, or *sense of place*, in Ludington can improve the quality of life for those who live, work, play, and shop there. Creating a unique sense of place, or “placemaking,” is an important component for competing in the New Economy.

What is Placemaking?

Placemaking is the process by which we collectively design and manage elements of the public realm to create places that are appealing, accessible, comfortable, and support social activity.

Placemaking is both a process and tool by which we collectively design and manage elements of the public realm (markets, waterfronts, squares, streets, parks, neighborhoods, downtowns, etc.) to create places that are appealing, accessible, comfortable, and support social activity. Placemaking helps to define the pattern and use of the built environment and the manner and ease in which people are able to access, connect with, and move around in it. Placemaking can also help build and enhance sense of place by creating spaces that encourage social interaction and support interesting activities.

Some placemaking advocates propose that there are actually four different types of placemaking, and that each placemaking approach can be applied to achieve a specific objective and/or activity.

- **Standard Placemaking** - Standard Placemaking is the process of creating quality places that people want to live, work, play and learn in.
- **Strategic Placemaking** - Strategic Placemaking is targeted to achieve a particular goal in addition to creating quality places. It aims to create places that are uniquely attractive to talented workers so that they want to be there and live there, and by so doing, they create the circumstances for substantial job creation and income growth.
- **Creative Placemaking** - Creative Placemaking works to institutionalize arts, culture, and creative thinking in all aspects of the built environment.
- **Tactical Urbanism** - Tactical Urbanism is a process of creating quality places that uses a deliberate, often phased approach to change. The process begins with short-term commitment and realistic expectations that can ramp up quickly and often at low cost.



The installation of numerous sculptures in Waterfront Park is an example of existing placemaking efforts in the City.

In fact, placemaking activities have been taking place in Ludington for many years. Examples of past placemaking projects include the renovation of the downtown streetscape and the installation of numerous sculptures in Waterfront Park, Ludington’s West End and Legacy Plaza. These projects have helped contribute to Ludington’s unique sense of place.

Placemaking and Competing in the New Economy

“Place” has always been an important element in sustaining long-term economic activity. It used to be that prosperous places were based on their proximity to natural resources (e.g., navigable waterways, extractable minerals). Today, prosperous places are based upon the number of entrepreneurial and knowledge-based workers they have and the ability of these workers to compete in the New Economy. More and more, these knowledge-based workers (and other segments of the population, as it turns out) want to live in communities that offer interesting and vibrant urban settings, access to outdoor recreational amenities, entertainment and cultural diversity, and walkable neighborhoods. In essence, these placemaking attributes make up part of a new strategy for attracting and retaining talented workers and establishing a knowledge-based economy.

Placemaking Elements

Placemaking can help improve quality of life for local residents, attract businesses and entrepreneurs, and increase tourism. Communities must work to attract talented, well-educated people to compete in the changing economy. This makes improving the community through placemaking efforts extremely important. Strategic placemaking improvements for small towns and cities include:

- Creating a wider range of entertainment and eating establishment options;
- Providing entrepreneurship and incubator services;
- Creating more bike paths and links to parks, green spaces, and waterways within town and connect to rural places within a few miles;
- Maintaining good schools;
- Providing a wide range of activities for all citizens;
- Maintaining good shopping areas;
- Constructing small mixed-use developments in key activity locations; and
- Developing regional nodes of activity.

Additionally, the MIplace Initiative has identified key elements of quality places. Implementing components of these elements may involve moving forward with a single project, adopting a new policy, creating a new activity, or a combination of all three. These key elements are:

1. Mixed uses
2. Quality public spaces
3. Broadband service
4. Transportation options
5. Housing options
6. Historic preservation
7. Arts and culture
8. Green places

Mixed Uses

Mixing land uses in areas where people can walk or bike helps to create active and interesting places. In turn, the pedestrian activity helps to revitalize the community by making streets, public spaces, outdoor restaurants and retail establishments places where people want to meet. Additionally, the pedestrian activity can enhance the perceived security of an area, support opportunities for social interaction, and help foster civic engagement.

A mix of uses is also good for business. Studies show that commercial and retail uses located close to residential areas often have higher property values. Areas within downtown Ludington and near the waterfront are ideal locations to promote a mix of uses because of their proximity to desirable natural features, shopping, dining and entertainment venues.

Quality Public Spaces

Quality public spaces are an important component of successful communities. They help build a sense of place and civic identity. They also support social interaction through casual meetings and/or large community events. The size and intensity of a public space can vary greatly. For example, a public space can be a large park with walking paths, picnic facilities, and recreational amenities, or it may be a bench located on a public sidewalk that provides a place for pedestrians to sit and relax.

Ludington is fortunate to have many quality public spaces, including its public parks, beaches, and downtown sidewalks. The City should continue to support and maintain its public spaces and consider new ways to encourage people to use them. Additionally, the City should continue to seek out opportunities to create new public spaces. This may include providing incentives (e.g., increased density) to private developers to include public spaces in their projects. The City should also ensure that consideration is given to creating good public spaces in all future civic and municipal building projects, as they often provide a good example and establish the standard for private building projects.



Broadband Enabled

Good and reliable broadband service is an essential piece of infrastructure in the global economy. Broadband service connects businesses and individuals to the global marketplace. Broadband also allows businesses to communicate and respond to questions and problems in real time. In addition, broadband service has become an essential quality-of-life amenity for most citizens, both young and old. Broadband service allows people to communicate through social media and video conferencing, download music, and watch movies and television. Broadband also allows for more flexible lifestyles by providing access to education through long-distance learning programs or remote working environments.

Multiple Transportation Options

A transportation system that provides multiple ways for people to move around the community is very important. Communities can provide these choices by making it easy for residents and visitors to drive, walk, bike, or take public transportation. Providing for a variety of transportation options has many community benefits. Studies have shown that bicycle and pedestrian amenities lead to increased physical activity and better health. A variety of transportation amenities also provides travel options for people who are unable to drive (e.g., children, older adults, and people with disabilities) or cannot afford a car. Ludington should continue to provide — and identify new opportunities to provide — a variety of transportation options for residents and visitors.

Multiple Housing Options

Providing quality housing options for people of all income levels and ages is essential for the long-term growth of the community. According to the Smart Growth Network, *housing is a critical part of the way communities grow, because it constitutes a significant share of new construction and development. More importantly, however, housing availability is also a key factor in determining households' access to transportation, commuting patterns, access to services and education, and consumption of energy and other natural resources.* The City should seek to identify the types of housing that are needed and desired within the community and ensure that the Zoning Ordinance accommodates these housing types.

Preserve Historic Structures

The preservation of historic buildings and structures is important because it preserves the historic, architectural, and aesthetic character and heritage of the community and helps to provide a sense of place and continuity. Historic preservation is also important because it is an efficient use of resources. Reusing existing buildings, instead of tearing them down and building new, conserves resources and reduces waste. Additionally, historic buildings typically have good form, which supports a vibrant street life and social interaction.



Preserving historic structures is an important element of maintaining the aesthetic character and heritage of the community.

Arts and Culture

Arts and cultural activities greatly enhance quality of life. They bring about personal and collective enjoyment, enrich perspectives, stimulate intellectual thought, and provide opportunities for public involvement. Arts and culture can also attract new and exciting activity, increase tourism, and fuel economic development.

Green Places that Link Urban Areas with Rural Areas

Parks, greenways, and trails provide areas for recreation and relaxation. Green places also support social interaction and civic engagement. In a larger, community-wide context, greenways connect urban areas with rural areas. Ludington should continue to explore ways in which trails and greenways can connect different parts of the City, surrounding communities, and regional recreational opportunities.



REDEVELOPMENT STRATEGY

In order to stimulate economic development, attract new businesses and talented workers, and improve the quality of life and prosperity of Ludington residents, it is important to enhance qualities that make the City a place that people want to live, work, and play. There are a variety of placemaking techniques that can be used to enhance Ludington’s sense of place, but it is also necessary to make the City more attractive to private investment, development, and redevelopment that appeals to existing residents, tourists, and potential residents and businesses. The following Redevelopment Strategy identifies priority redevelopment locations and goals, implementation steps, and timelines for their redevelopment.

Overall Strategy for Redevelopment

Guiding this plan and the overall goals set forth in Chapter 8 is the intent to review the current zoning ordinance and how that can be made more efficient and better address staff time, citizen needs, process efficiency, and transparency of process.

The following items outline the focus for updates to the zoning ordinance;

- Encourage the use of Low Impact Design (LID) stormwater techniques like rain gardens, bioretention areas, and bio-swales in new developments
- Encourage and support electric vehicle infrastructure
- Analyze the zoning ordinance to ensure the desired land use, site design and form are accurate to each zoning area.
- Ensure the Zoning Ordinance standards allow for the desired mix of uses and site and building standards in each identified zoning area.
- Analyze and investigate form-based code.
- Analyze and investigate Vacant Property Ordinances to address blight and encourage redevelopment.

Redevelopment Ready Communities in Michigan

The State of Michigan has initiated a program that certifies Michigan communities as “redevelopment ready” to aid them in their redevelopment goals. The Redevelopment Ready Communities (RRC) program was created to “foster communities that creatively reuse space, embrace economic innovation, and proactively plan for the future — making them more attractive for investments that create places where people want to live, work, and play.” A certification through the RRC program, which is administered by the Michigan Economic Development Corporation (MEDC), helps ease the barriers to redevelopment and indicates to developers and business owners that a community embraces economic development and is ready to make positive changes for its future.

Should a community choose to participate in the RRC program, it must undergo an assessment administered by the MEDC and meet a series of required standards prior to RRC certification. One of these standards is the inclusion of a Redevelopment Strategy within the Master Plan.

Priority Redevelopment Areas

The following areas were identified as priority locations where redevelopment activities would help foster economic development in the City and enhance the quality of life and sense of place in Ludington. Redevelopment goals, implementation steps, and a proposed redevelopment timeline are identified for each priority redevelopment area. A Redevelopment Areas Map 5.1 showing the locations of these areas can be found in Appendix A.

1 – Downtown Ludington

Redevelopment Goal: Encourage redevelopment and revitalization in the downtown that complements existing historic character and fosters a vibrant and welcoming atmosphere for residents and visitors.

Implementation Steps:

- Analyze the Zoning Ordinance to ensure that desired land use, site design, and building character standards are required within the identified area;
- Continue efforts to improve building façades, signage, alleys and open spaces;
- Investigate the potential use of a form-based code for the Central Business District to ensure that new development and redevelopment preserves and/or complements existing character;
- Promote the preservation and adaptive reuse of historical structures.

2 – South James Street Corridor

Redevelopment Goal: Encourage development along the corridor that provides for a mix of uses and an aesthetically pleasing and welcoming experience into the City of Ludington.

Implementation Steps:

- Continue efforts to improve building façades, signage, alleys and open spaces;
- Create a streetscape improvement strategy that identifies necessary aesthetic improvements, prioritizes potential projects, and identifies a timeline for implementation;
- Promote the preservation and adaptive reuse of historical structures.

3 – Stearns Beach Recreation Area

Redevelopment Goal: Develop the public waterfront at the west end of Ludington Avenue to provide greater public access to the water, additional recreation amenities, and connections to the maritime history museum, downtown, adjacent neighborhoods, and Stearns Beach.

Implementation Steps:

- Identified public and private funding sources for the implementation of improvements within the development area.

4 – “Old Town”/4th Ward

Redevelopment Goal: Encourage rehabilitation and adaptive reuse of historic buildings for a mix of commercial, residential, and cultural uses that cultivates an “old town” theme while improving public water access and recreational opportunities.

Implementation Steps:

- Create a redevelopment plan for Copeyon Park that provides designs and phasing plans that identify locations for improved public water access, additional recreational amenities, public gathering space, landscaping, lighting, public art, parking improvements, and improved pedestrian connections to South Washington Avenue and surrounding neighborhoods;
- Identify public and private funding sources for the implementation of improvements within the development area;
- Analyze the potential for a Corridor Improvement Authority;
- Support the continued improvement of Copeyon Park.

5 – Former Elementary School Properties

Redevelopment Goal: Revitalize and enhance the existing neighborhood while maintaining historic, small-town character.

Implementation Steps:

- Identify and implement policies and/or programs that provide assistance to home owners to perform needed maintenance and upgrades to residential building façades;
- Target code and property maintenance enforcement where needed;
- Create a development area master plan and marketing materials to illustrate development potential to prospective developers and property owners.

6 – Dowland Corridor

Redevelopment Goal: Encourage redevelopment along the south corridor that provides a welcoming experience allowing for the melding of commercial, manufacturing and residential use.

Implementation Steps:

- Analyze potential use of a Corridor Improvement Authority;
- Target code and property maintenance enforcement where needed;
- Create a streetscape improvement strategy that identifies necessary aesthetic improvements, prioritizes potential projects, and identifies a timeline for implementation.



CHAPTER 6 – EXISTING LAND USE

The characteristics of the land and the ways people use the land change over time. Vacant lands become developed, and uses on specific properties change as economic, social, environmental, and cultural trends change. Changes in City zoning regulation, infrastructure, and transportation routes also create changes in land-use patterns over time. In order to make informed decisions regarding future land use, it is important to have a clear understanding of existing land uses and relationships between land uses. The existing land-use Map 6.1, found in Appendix A, is based on the City's property classification data and identifies the general usage (residential, commercial, etc.) of land in Ludington.

RESIDENTIAL USES

Residential neighborhoods occupy more area within Ludington than any other use. Most of the residential neighborhoods in the City are mature, traditional neighborhoods primarily consisting of single-family homes. The homes in these traditional neighborhoods are built on relatively small lots with shallow setbacks on a grid street pattern. Many blocks have alley access behind the homes that provides service and parking access. Some small multiple-family residential developments, institutional uses, and neighborhood businesses have been integrated into the single-family neighborhoods over time. A small number of larger single-family residential lots are located along the Lake Michigan shoreline in the northwest portion of the City.



A majority of Ludington's residential neighborhoods primarily consist of traditional, single-family homes.

Larger multiple-family residential developments that provide increased density within walking distance of the waterfront and core of the City can be found near Pere Marquette Lake and downtown Ludington. These larger multiple-family developments provide additional housing options for groups like empty-nesters and young professionals, who are increasingly looking to live in attached units near recreational, cultural, and entertainment opportunities. Additional multiple-family residential uses exist in downtown Ludington and in mixed-use projects that are being proposed and built as properties near downtown are redeveloped.

COMMERCIAL USES

Commercial, retail, and office uses within the City are primarily concentrated within the Central Business District (CBD), along Ludington Avenue, and south of the Central Business District near Pere Marquette Lake and the waterfront. The CBD is generally located along the north and south sides of Ludington Avenue between Lewis Street and Rowe Street and contains what is considered the City's downtown. Additional commercial and office uses line James and Rath Streets south of Ludington Avenue. Additionally, a number of small motels and bed-and-breakfasts are located along Ludington Avenue outside of the CBD.



There are significant levels of automobile-oriented, regional commercial uses located just east of the City boundary in Pere Marquette Township. These developments are more suburban in nature, include a number of national chains and big box stores, and create a much different shopping experience than that in downtown Ludington.

INDUSTRIAL USES

Industrial uses in the City of Ludington have traditionally been located along Pere Marquette Lake. This deep-water harbor has played, and continues to play, an important role in the development and prosperity of Ludington. The City's industries provide opportunities and significant tax base to support improvements to infrastructure, facilities, and municipal services. Ludington's industrial park, located on the east side of the City, contains land to serve most small-to medium-scale industrial uses. As the City's land area available for industrial uses becomes built out, future industrial development will likely occur in Pere Marquette Charter Township, which has the necessary utilities, open industrial land, and access to transportation routes to accommodate such uses.

INSTITUTIONAL USES

This category includes uses such as schools, places of worship, libraries, and community medical centers. In keeping with the traditional development pattern of the City, most of these types of uses have become integrated into the neighborhoods. This has contributed to a comfortable, walkable environment for residents, which should be protected as the City grows and changes.

PUBLIC USES

This category includes publicly-owned sites such as City, county and state buildings and public parks. Similar to Institutional uses, it is important to maintain the presence of public lands and facilities in order to meet the service and social needs of residents. As development competition increases with nearby communities, the ability to offer extensive, convenient public services and areas will reinforce the City as a desirable place to live or locate a business. Parks, natural areas, City facilities, and other public uses are scattered throughout the City. The extent of these properties and facilities is discussed in greater detail in the Chapter 7 of this Plan. Parks should continue to be integrated into neighborhoods and public facilities should maintain their current use or be reused for other needed public facilities as the City evolves.



CHAPTER 7 – COMMUNITY FACILITIES AND SERVICES

Ludington offers a wide variety of municipal services to its residents and businesses and operates a number of public facilities. Local schools, health care facilities, and other entities provide additional community facilities and services to City residents. Quality of life for City residents and the community's growth and redevelopment are impacted by the quality, availability, and cost of these services. When choosing where to live, people consider the ability of the municipality to meet their present and future needs in a cost-effective manner. Similarly, the availability — or lack — of cost-effective municipal services plays a role in where developers, businesses, and industrial operations choose to locate. To remain competitive with other communities in the region and state, Ludington must continue to maintain, upgrade, and diversify its services and facilities. Community facilities include government buildings and agencies, parks, schools, cultural opportunities, and health care facilities.

ADMINISTRATIVE STRUCTURE

The City of Ludington is a Home Rule City that has a Mayor and a City Council made up of seven elected City Council members. The City Manager serves as the Chief Administrative and Executive Officer of the City, is responsible for the day-to-day operation of the City, and reports to the City Council. To offer specialized services to residents, the City has a variety of departments, employees, and advisory bodies that manage different aspects of the City's operation. City departments include Fire, Police, Public Works, Community Development, Planning & Zoning, and Parks and Recreation. The City has a Planning Commission, Zoning Board of Appeals, and Recreation Board that report to the City Council. Additionally, the City has a Downtown Development Authority (DDA) Board that oversees the operation of the Ludington DDA and a Marina Board that advises the Ludington Municipal Marina and Harbor View Marina.

EXISTING FACILITIES AND SERVICES

The City of Ludington owns and operates a number of public facilities and a variety of public services are available to citizens. The following is an overview of those facilities and services.

Water Service

The City of Ludington provides water service through a municipal water treatment and distribution system that consists of a series of pumps, a treatment facility, storage reservoirs/towers, and water distribution lines. Water service is provided to City residents and businesses as well as to the City of Scottville, Epworth Heights, and portions of Amber and Pere Marquette townships and West Shore Community College. Water is pumped from Lake Michigan to the water treatment plant located on Lakeshore Drive. There, the water is treated to make it safe for consumption and pumped through many miles of water lines to residents and businesses. Approximately 1,050,584,000 gallons were produced in 2020. The plant went through extensive upgrades that are now complete, this increased the treatment capacity of the water plant as required by EGLE.



Ludington's water treatment plant, located on Lakeshore Drive.

Sanitary Sewer Services

The City of Ludington provides sanitary sewer services to properties within the City, the City of Scottville, portions of Pere Marquette, Hamlin and Amber townships, West Shore Community College, and Epworth Heights. The Ludington Wastewater Treatment Plant began operation in 1975. The Treatment Plant changed its treatment process from an aerated lagoon system to an activated sludge treatment system in the spring of 2019, with completion of the new system in 2021. The new treatment process included the addition of a headworks building that contains screening and grit removal equipment that the original plant did not include. The treated effluent is disinfected, and discharged to the Pere Marquette River. The sewage collection system includes approximately 65 miles of sanitary sewer lines as well as 18 lift stations, seven of which are operated by municipalities other than the City of Ludington. The plant treats approximately 2.5 million gallons of sewage each day.

Stormwater Infrastructure

The City of Ludington has stormwater control infrastructure that includes curbs, gutters, and underground stormwater pipes. The management of stormwater is an important service that is provided to protect roads, bridges, homes, and businesses from damage and to ensure the personal safety of residents. Proper stormwater management can also help protect the quality of local lakes, rivers, streams, and groundwater. As significant precipitation events increase in frequency and intensity, effective stormwater management will become increasingly important for the City.

Importantly, Ludington's stormwater control infrastructure is completely separated from the sanitary sewer system. This helps reduce the risk of sanitary sewer overflows into local bodies of water during heavy precipitation events. Despite being separated from the sanitary sewer system, urban stormwater that flows untreated into lakes and streams can still be a significant source of pollution. Untreated urban stormwater is also a source of sediment, oils, grease, and heavy metals. In order to protect the water quality of Lake Michigan, Pere Marquette Lake, and other bodies of water, the City should investigate ways to control stormwater more efficiently. The Tip of the Mitt Watershed Council is a valuable resource in this regard and can provide information that could help the City determine the best course for dealing with its urban stormwater.

Utility Maintenance Department

The City of Ludington's Utility Maintenance Department's responsibilities include maintenance of water and sewer lines, reading, repairing and changing out meters. They clean and repair leaks in water and sewer mains, using the vacuor when necessary. They maintain the fire hydrant lines throughout the City and flush lines when needed. Duties also include performing maintenance and repairs to valve boxes, curb stops, meter pits and catch basins. They are also in charge of marking water and sewer lines working directly with MISS DIG. Replacement of lead service lines over the next 20 years will also be the task of the Utility Maintenance Department.

Department of Public Works

The Ludington Department of Public Works is responsible for maintaining the streets, public property and right-of-ways in the City of Ludington. Duties that fall under these categories include snow plowing; tree planting, trimming and removal; street cleaning, marking and patching, sign installation and maintenance; parking lot maintenance; and maintenance of portions of City parks in conjunction with the City of Ludington Cemetery and Parks crew. They are also a presence at special events to deliver and remove picnic tables, barricades and trash receptacles.

Solid Waste Collection and Disposal

Through Republic Services, the City of Ludington provides solid waste collection and disposal services to residents. Residents are allowed to dispose of three 33-gallon bags of trash per week plus monthly recycling. Additionally, a Bulk Item Pickup Program is available on the first regular waste collection day of each month. This allows a single-family home to dispose of two (2) bulk items; or two (2) non-freon- household appliances; or up to six (6) additional bags of garbage. Multi-family and residential housing apartments (up to four units) can dispose of one (1) bulk item; or one (1) non-freon- household appliance; or up to three (3) additional bags of garbage. Bulk items and extra garbage bags may also be disposed of on regular pickup days with a Bulk Item or Extra Bag Tag which can be purchased at City Hall.

Government Facilities

Ludington City Hall is located at 400 S. Harrison Street. City Hall is the location of a majority of the City offices and hosts meetings of the City Council, Planning Commission, and other boards. The City's Wastewater Treatment Plant is located at 5160 W. Sixth Street east of the City boundary and the Water Treatment Plant is located at 501 N. Lakeshore Drive, adjacent to Lake Michigan. The Ludington Department of Public Works is located at 975 First Street.

Public Safety

Public safety services are important to communities as they protect the well-being of residents and provide much needed help during times of emergency. The perception of security and the quality of public safety impact the attractiveness of a community to visitors and potential newcomers. The City of Ludington operates both a Police Department and Fire Department.

The Ludington Police Department, located at 408 S. Harrison St., provides 24-hour service with manned patrols within the city limits. The office is open for walk-in service from 8 a.m. to 5 p.m., Monday through Friday. Calls for service or after normal business hours are routed through Mason-Oceana 911 (Central Dispatch Center). The Police Department provides primary road and traffic patrol, response to and investigation of criminal complaints, assistance with crowd control, fire calls, special event activities, narcotics investigation, response to critical incidents, and downtown and park patrol.

Ludington has an on-call Fire Department, located at 918 Tinkham Avenue. The Fire Department opened the new facility in 2019. The Fire Department is fully equipped, and water is available on a grid system, with hydrants about 300 feet apart throughout the City. On the average, response time for the 20-person department is 2.5 to 5 minutes to get the trucks rolling. The number of fire calls has decreased over the past several years, attributed to an expansion of public education and prevention activities. All commercial buildings are inspected annually. The fire department has an extrication rescue squad and also the fire boat for off shore rescues. Emergency medical services are provided by an independent medical first responder located in Pere Marquette Township. The Ludington Fire Department aids in community events, such as the New Year's Eve Ball Drop and Fourth of July Parade, Lake Jump events, Pure Ludington Beach Bonfires and Ludington Area Schools Football Games.

Schools

The Ludington Area Public School District covers 75 square-miles and includes, in addition to the City, all or portions of Pere Marquette, Amber, and Hamlin townships. The district serves 2,157 students across five buildings- Ludington High School (9-12), O. J. DeJonge Middle School (6-8), Foster Elementary (3-5), Franklin Elementary (K-2) and Lakeview Elementary (K-2). The Pere Marquette Early Childhood Center is also part of LASD, and offers several pre-school options for young children. An independent charter, project-based learning middle and high school is also located in the county. A new elementary school is currently being built and set to open in 2022.

The school district gets consistently high marks on all statewide testing. The school system has a fine reputation within the community and is one of the biggest community assets.

Senior Services

The Ludington Senior Citizens Center is located at 308 S. Rowe Street. The building offers a variety of services such as a library section, gift shop, card and game room, offices and two multi-purpose rooms. The Senior Center is available for use with public hours from 9 a.m. to 4:30 p.m. Monday through Friday. The Senior Center promotes “healthy aging” and serves as a bridge between area agencies.

Examples of recreational programs offered by the Center include yoga, aerobics, games, billiards, arts and crafts classes, senior health club, support groups, socials, recreation for physically limited, line dancing, and several annual cultural and shopping trips. Service programs include Medicare/Medicaid assistance, health education, medical clinics, insurance counseling, tax and other governmental form assistance, driving refresher courses, and case management.

The Center also serves as the designated congregate meals site set up by the Area Agency on Aging. The home-delivered meal program for the western half of Mason County is also monitored by the center. Operation of the Center is funded by the City of Ludington, a Mason County millage, the United Way of Mason County, and state and federal agencies.

TRANSPORTATION

The automobile is the prominent mode of transportation in the City of Ludington, but residents and visitors are also served by a network of sidewalks, other non-motorized transportation routes, and the Ludington Mass Transportation Authority’s bus services. Water and rail transportation played an important role in the development of business and industry within the City, and are still significant components of the local transportation network. Ludington’s protected harbor provides refuge for recreational boaters and provides an ideal location for the Lake Michigan Carferry, which carries passengers, automobiles, and trucks between Ludington and Manitowoc, Wisconsin.

Street and Highway Network

Ludington’s street network is primarily organized in a traditional, rectangular grid pattern with public alleys in much of the City. US-10 provides the primary entrance into the City from the junction with the US-31 freeway just east of Ludington in Pere Marquette Township. From east to west within the City, US-10 runs into downtown as Ludington Avenue and then heads south as James Street, eventually becoming Maritime Drive, where the route continues by water across Lake Michigan to Manitowoc, Wisconsin. M-116 runs from Ludington north along Lakeshore Drive and terminates at Ludington State Park approximately eight miles north of the City.



Complete Streets

In 2011, the City of Ludington adopted a Complete Streets resolution in which the City Council declared its support of Complete Streets policies, design considerations and practices in future transportation projects.

The Complete Streets movement has been gaining increased attention in communities across the county. The State of Michigan requires local transportation agencies to consider all roadway users in all phases of transportation projects through Complete Streets legislation passed in 2010. State of Michigan Public Act 135 defines Complete Streets as “roadways planned, designed, and constructed to provide appropriate access to all legal users, whether by car, truck, transit, assistive device, foot or bicycle.” It is important to consider all modes of transportation when designing and constructing transportation improvements to provide equitable opportunities for those with differing transportation needs, financial means, and physical abilities. Additionally, integrating Complete Streets practices can help encourage safe and active transportation, decrease pollution, and reduce the incidence of childhood obesity, social isolation, and serious health conditions. Ludington should continue to support the inclusion of safe and diverse transportation opportunities in all future transportation projects.

Public Transportation

Public transportation within the City of Ludington is provided by the Ludington Mass Transportation Authority (LMTA). LMTA provides bus services within Ludington, Scottville, and Pere Marquette Township through a demand-response (dial-a-ride) system. LMTA operates 21 vehicles, which are all equipped with lifts to allow for the boarding of those who need physical assistance. In 2019, LMTA transported 177,659 passengers. Of those 34,704 were senior citizens, 34,016 were passengers with disabilities and 14,824 were elderly with disabilities. In 2020, during the Covid-19 pandemic, LMTA transported 125,092 passengers. Of those, 27,202 were senior citizens, 23,264 were persons with disabilities and 10,287 were senior citizens with disabilities. A majority of LMTA riders are area workers and school children who use the bus services to travel to and from work and school, respectively. In 2019 28% of passengers were senior citizens and in 2020, that went up to 30%.



*LMTA operates 21 vehicles within the area.
Photo source: Ludington Area Convention & Visitors Bureau.*

Non-motorized Transportation Options

There is a need for better non-motorized transportation route connectivity within the Ludington Community. There are gaps within existing bicycle and pedestrian infrastructure, and places where the infrastructure does not exist at all. Expanding the City’s non-motorized transportation network and implementing better safety features for pedestrians and bicyclists will make it easier to get around the City for those who cannot or choose not to drive a car. Non-motorized connections between Ludington and surrounding communities were lacking and could be improved. The City will continue to identify opportunities for new and improved pedestrian and bicycle facilities and work with the appropriate agencies and neighboring jurisdictions to provide better regional non-motorized transportation connections.

Pedestrian Routes

The city has made a strong effort to locate sidewalks within neighborhoods and throughout the downtown. Most neighborhood streets, particularly those closest to downtown, have sidewalk infrastructure within the right-of-way. There are some streets, or portions of streets, within the City where sidewalks do not currently exist. These gaps in the sidewalk infrastructure are slowly being filled in as properties are developed or redeveloped, as the inclusion of sidewalks with new projects is required. The City will consider the adoption of changes to its sidewalk policies that would require that sidewalks be constructed where they do not exist. The City's sidewalk ordinance now states that an inspection of all sidewalks at the time of home sales be conducted and repaired or replaced as necessary, splitting the cost between the City and the property seller.



An extensive sidewalk system provides pedestrian access to a majority of the City's neighborhoods, commercial areas, and parks.

Bicycle Routes and Paths

A variety of bicycle paths and routes can be found in and around Ludington. The wide, paved shoulder of M-116 from Stearns Park in the City allows easy bicycle travel along the shore of Lake Michigan all the way north to Ludington State Park. Cartier Park offers a one-mile paved path for bicyclists, and additional bike trails are located within Ludington State Park and at the Ludington School Forest just outside of the City. A variety of local trail advocacy groups have been investigating ways to extend the Pere Marquette State Trail from Baldwin to Ludington. The City should continue to work with neighboring jurisdictions, advocacy groups, and state agencies to create better non-motorized connections between Ludington, its neighbors, and existing regional trail systems.

The US-10/31 bike path extends to the carferry dock and continues across Lake Michigan picking up again in Wisconsin. An ordinance went into effect in 2016 allowing golf carts on City streets, with the exception of state trunklines (Ludington Avenue, South James Street and North Lakeshore Drive). Golf carts must be registered with the Ludington Police Department.

Lake Michigan Carferry

The Lake Michigan Carferry can carry 620 passengers and 180 vehicles between Ludington and Manitowoc, Wisconsin on the S.S. Badger, a 410-foot ship. This 60-mile trip is considered an extension of US-10 between the two cities. The S.S. Badger has been providing passage across Lake Michigan since 1953, and has become a valuable part of Ludington's identity and heritage. Approximately 140,000 passengers arrive in Ludington on the carferry each year and the City continues to investigate opportunities to improve the entry experience for these visitors. The City's Waterfront Comprehensive Plan envisions the development of a walkway connecting the carferry to downtown that provides a welcoming, recreational atmosphere. The City has revised its Zoning Ordinance to allow for a mix of uses in this area in order to promote development that improves the experience of traveling between the carferry dock and downtown. The S.S. Badger became a National Historic Landmark in 2016. The Lake Michigan Carferry completed a new retainer wall project in 2019. This has been designed to withstand several decades of use.



PARKS AND RECREATION

The City of Ludington has a wide variety of recreational opportunities available for residents and visitors. Ranging in size and intensity of development, the City's parks are well distributed throughout its neighborhoods. The City, often collaborating with private partners, strives to provide a wide range of recreational programs, facilities, and equipment within its parks and is continuously upgrading its offerings. The parks and recreational spaces within Ludington and the surrounding area are some of the community's greatest assets. The area's sizeable seasonal population and tourists make use of the City parks, increasing demand on the recreational facilities and bringing money into the local economy.

The *City of Ludington Community Recreation Plan*, adopted in 2021, identifies existing recreational lands, facilities, and activities and plans for future development and maintenance of the City's recreational infrastructure. Maintaining a current recreation plan that conforms to Michigan Department of Natural Resources (MDNR) standards is important, as it qualifies the City for recreation grant funding through the MDNR Trust Fund. In order to remain eligible for these funds, the City must review, update, and submit the recreation plan to MDNR every five years.

Ludington's City park system is supplemented by other entities within the City that also provide recreational lands and facilities. The Ludington Area School District funds and maintains a variety of athletic fields, facilities, and a Community Swimming Pool. Ludington State Park, a 5,400-acre state-owned recreational area located north of the City, provides an abundance of recreational opportunities and serves as one of the primary tourist attractions in the region. Additional information on the City of Ludington parks system and other recreational options within the City and region can be found in the *City of Ludington Community Recreation Plan*.

A map illustrating the locations of parks and public lands in Ludington Map 7.1 can be found in Appendix A.



CHAPTER 8 – GOALS AND OBJECTIVES

The primary function of this Master Plan is to guide future development and growth within the City of Ludington. The Master Plan identifies a vision for the future of the City and a series of goals and objectives to guide decision making. It is important that the vision and goals of the Plan reflect the needs and desires of the people of Ludington.

GUIDING PRINCIPLES

The City of Ludington Planning Commission in a joint meeting with the City Council developed goals and objectives for the future development of the City and the remainder of the Master Plan.

- Improve regional coordination with Hamlin and Pere Marquette townships and Mason County.
- Address the potential impacts of the aging population on housing, transportation, and service needs.
- Utilize the community's unique assets to enhance Ludington's sense of place and drive economic development.
- Protect natural resources, water quality, and open spaces.
- Improve, maintain, and expand infrastructure within the community.
- Improve walkability, biking, and accessibility in the community.
- Provide quality, affordable housing for all members of the community

Building on the Existing Foundation

The City of Ludington's last master plan was adopted in 2016. In the time since its adoption, many of the plan's recommendations have been implemented, and conditions within the City have changed. Applicable portions of the past plan helped inform the creation of this Master Plan.

The following plans and planning efforts informed the creation of this Master Plan and continue to be valuable resources for decision makers in Ludington.

City of Ludington Community Recreation Plan (2021)

This plan describes the recreational assets of the community and outlines where future recreational development and investment should be made in the City. Keeping a current parks and recreation plan filed with the Michigan Department of Natural Resources (MDNR) makes the City eligible to apply for MDNR Trust Fund grant funding.

Hazard Mitigation Plan for Mason County and Constituent Local Governments (2015)

Produced by the West Michigan Shoreline Regional Development Commission, this document addresses the importance of reducing community vulnerability to natural and technological hazards. The analysis includes the different types of hazard threats in the county and a risk assessment of each hazard.

US-10/US-31 Access Management Plan (2005)

This plan, created by the Planning & Zoning Center, identifies the existing conditions of the US-10/US-31 corridor and makes recommendations for improvements to the corridor within the City and surrounding jurisdictions.

Comprehensive Economic Development Strategy (2014)

This report, produced by the West Michigan Shoreline Regional Development Commission, provides an overview of the existing economic conditions in west Michigan and recommendations for economic development across the region.

Cultural Economy Development Plan for Ludington/Mason County, Michigan (2011)

Created by Hargrove International and Becky Anderson Consulting, this plan provides recommendations to diversify and strengthen the regional economic base by exploring opportunities associated with the cultural economy.

The Greater Ludington Area Waterfront Master Plan (1996)

Produced by Camiros, Ltd., this plan provides a vision for the future of waterfront areas in the greater Ludington area. The plan identifies potential actions for improvements in City parks, the Central Business District, the City's waterfront, the South Washington Avenue area, and other locations within the City and larger community.

GOALS AND OBJECTIVES

The goals and objectives in this chapter of the Master Plan provide guidance for the future planning of the City of Ludington and are based on the input gathered during the City of Ludington Planning Commission meetings, City Council meetings and solicited public comment. The goals and objectives are grouped under seven headings that represent the major themes that emerged during the planning process. Those seven themes are:

- Natural, Recreational, and Cultural Features,
- Social Enrichment,
- Housing and Neighborhoods,
- Economic Development and Employment,
- Land Use and Community Design,
- Downtown and the Waterfront, and
- Infrastructure.

Goals provide statements that describe the desired future for Ludington and provide general direction for local decision makers. Objectives are more detailed descriptions of actions needed to achieve the goals. All of goals and objectives will take into consideration accessibility, diversity and the communities multi-generational population.



Natural, Recreational, and Cultural Features

Goal 1

Recreational opportunities in Ludington will be interconnected by a non-motorized network and include a diverse range of outdoor and indoor activities that further the physical and mental well-being of residents and visitors.

Objectives

- A. Develop and take steps towards implementing a plan to establish a connected seasonal system of pedestrian/bicycle paths to interest areas (natural, commercial, parks, recreational, educational) or other attractions.
- B. Sustain and improve the community's multi-generational recreational amenities and opportunities to provide a wide variety of passive and active recreation activities for residents and visitors.
- C. Continue the partnership with Ludington Area Schools for youth recreational programs.
- D. Build and strengthen relationships with neighboring townships and the County to work as a region to improve the quality of life of residents.
- E. Recognize and support citizen desires for conveniently located, safe and well-maintained parks and public spaces.
- F. Support adjoining jurisdictions and Mason County in the creation of a multi-use path from Ludington to Scottville and Ludington to Pentwater. Identify potential points to connect City pedestrian and bicycle infrastructure to the future multi-use path.
- G. Research and compile pet friendly recreational opportunities.
- H. Research the possibility of creating a Friends of Ludington Parks group.
- I. Incorporate public art throughout the City's parks, plazas, streetscapes, and other public spaces.

Goal 2

Residents of Ludington will enjoy clean air and water resources. The City will collaborate with surrounding areas to protect water quality and preserve unique natural resources.

Objectives

- A. Promote the establishment of a regional watershed council to further water-quality protection activities in the area.
- B. Investigate stormwater management standards for private developments that prevent the direct discharge of storm or melt water into bodies of water or wetlands.
- C. Reduce impervious surface coverage within the City on both public and private properties, as appropriate.
- D. Encourage and support electric vehicle infrastructure.

Social Enrichment

Goal 1

The City of Ludington will be known for its unique historic character, a relaxed and casual pace of life, and a willingness to cooperate to achieve the continual improvement of the community.

Objectives

- A. Provide areas that encourage social interaction and high use in parks and other public spaces. Work to enhance the local arts scene.
- B. Work with the Cultural Economic Development Task Force to foster the implementation of the Cultural Economic Development Plan in order to provide additional cultural opportunities for residents and visitors while bolstering the local economy.
- C. Promote locally grown and produced food by continuing to strengthen the downtown farmers market and encouraging the use of local produce in area restaurants.

Goal 2

Residents of Ludington will continue to benefit from an open, available and transparent communication process with City leadership and staff.

Objectives

- A. Collaborate with local organizations to host community activities and cultural events year-round. Develop and implement a program of community involvement in public safety and service activities to strengthen neighborhoods and communication channels.
- B. Continue to include local citizens in City decision-making processes and identify new ways to foster public participation and input.

Housing and Neighborhoods

Goal 1

The City will encourage a variety of residential settings to serve all citizens with attractive, efficient and affordable homes located in safe and inviting neighborhoods.

Objectives

- A. Develop tools to foster a range of housing types for residents of varying ages and income levels.
- B. Expand programs to renew and improve existing housing, and pursue funding to renew areas that require attention.
- C. Target code and property enforcement where needed.
- D. Address the needs of the most vulnerable in our society's housing needs.

Goal 2

The City will continually work to maximize the safety of residents by collaborating with the Mason County Emergency Management Office to identify and respond to potential hazards.

Objectives

- A. Maintain communication with the Emergency Management to identify ways that the City can be prepared to better respond to potential hazards.
- B. Coordinate and host informational presentations on emergency preparedness to better inform residents of potential hazards and how to respond to them.
- C. The City will work with adjoining jurisdictions and local economic development groups to promote a thriving and diverse business environment.
- D. Collaborate with other jurisdictions and business organizations to identify current economic conditions and needs and develop a comprehensive local economic strategy or plan.

Economic Development and Employment

Goal 1

The City of Ludington will continue to attract and encourage industries that provide employment now and in the future. The City will feature attractive development sites and complete services to accommodate future economic development.

Objectives

- A. Evaluate existing zoning for its impact on economic development and create appropriate amendments to encourage desired investment.
- B. Capture a greater share of Michigan's tourism by enhancing facilities and expanding promotional activities and events.
- C. Encourage, offer incentives and simplify the process for entrepreneurs and small business development.
- D. Research the feasibility for accessory commercial units.

Goal 2

The City will work with adjoining jurisdictions and local economic development groups to promote a thriving and diverse business environment.

Objectives

- A. Collaborate with other jurisdictions and business organizations to identify current economic conditions and needs and develop a comprehensive local economic strategy. One method will be through developing private / public partnerships.
- B. Create a developer flow chart.

Land Use and Community Design

Goal 1

Residential and commercial property in Ludington will consistently meet or exceed minimum code standards through the cooperative efforts of the City and property owners. Land-use decisions will be made in accord with a living Master Plan and will be reached with broad community involvement and support.

Objectives

- A. Evaluate the Zoning Ordinance and develop amendments to further the goals of the Plan.
- B. Identify and develop an inventory of infill opportunities and tools to encourage investment and reuse of underutilized properties.
- C. Pursue certification in the Michigan Economic Development Corporation's Redevelopment Ready Communities program.
- D. Develop a uniform City sign design for public and informational signs.
- E. Identify areas in existing residential neighborhoods where the establishment of small-scale, service commercial uses would benefit residents and promote mixed-use development in these areas.

Downtown and the Waterfront

Goal 1

Downtown Ludington will serve as the area's economic and commercial core, characterized by successful retail and service businesses and entertainment venues to meet the needs of residents and visitors. Development in downtown Ludington and along the waterfront will be sensitive to the community's heritage and valuable views, while incorporating attractive and inviting design elements to promote human-scale patterns of growth.

Objectives

- A. Assist the DDA in regularly updating its Tax Increment Financing Plan.
- B. Enhance the Carferry experience and incorporate the Carferry into downtown.
- C. Develop additional marketing tools for Ludington's downtown and waterfront areas.
- D. Investigate the potential use of form-based codes for downtown.
- E. Provide high-quality public spaces downtown and along the waterfront to promote gathering, interaction and commercial activity.

Infrastructure

Goal 1

Ludington will be served with abundant clean water, power, fuel and modern communication linkages to support the requirements of a vibrant and active community. A safe and efficient system of roadways and public transportation will serve the citizens of the City, providing effective linkages between and among neighborhoods, shopping and employment areas. Utility presence and capacity will help guide land-use decisions, which will be coordinated among jurisdictions.

Objectives

- A. Develop a schedule to bring all streets, curbs, and sidewalks up to good condition.
- B. Work with the Ludington Mass Transit Authority and other entities to evaluate the need or desire for expanded public transportation systems and increased coordination.
- C. Provide pedestrian and bicycle connections between neighborhoods, parks, and commercial areas within the City. Develop a plan to provide sidewalks in areas where they currently do not exist.
- D. Explore the maintenance and clearing of obstructions such as snow and parked cars from all City sidewalks and foster community awareness of the importance of maintaining clear sidewalks.
- E. Create a plan for maintenance of public utilities.
- F. Investigate ways to improve community-wide access to technology like wireless Internet and fiber-optic networks.

IMPLEMENTATION TABLE

The table on the following pages identifies the priority levels and general implementation timing for the objectives for each goal in this chapter. Each objective has been assigned a priority of low, medium, or high importance. The objectives have also been assigned a timeframe for completion. Objectives are either identified for completion in the short-term (within the next five years), or over the long-term (five years or more in the future). If an objective is something that should be addressed in the short term, but work will continue for a period of time longer than five years into the future, the objective is considered “ongoing.” The goals, objectives, and implementation table from this plan can help inform the creation of the City’s Capital Improvement Plan.

Natural, Recreational, and Cultural Features

Goal 1	Timeframe	Priority
Recreational opportunities in Ludington will be interconnected by a non-motorized network and include a diverse range of outdoor and indoor activities that further the physical and mental well-being of residents and visitors.		
Objective A: Develop and take steps towards implementing a plan to establish a connected seasonal system of pedestrian/bicycle paths to interest areas (natural, commercial, parks, recreational, educational) or other attractions.	Long-term	Low
Objective B: Sustain and improve the community’s multi-generational recreational amenities and opportunities to provide a widevariety of passive and active recreation activities for residents and visitors.	Short-term	Medium
Objective C: Continue the partnership with Ludington Area Schools for youth recreational programs.	Ongoing	Medium
Objective D: Build and strengthen relationships with neighboring townships and the County to work as a region to improve the quality of life of residents.	Ongoing	Medium
Objective E: Recognize and support citizen desires for conveniently located, safe and well-maintained parks and public spaces.	Short-term	High
Objective F: Support adjoining jurisdictions and Mason County in the creation of a multi-use path from Ludington to Scottville. Identify potential points to connect City pedestrian and bicycle infrastructure to the future multi-use path.	Ongoing	Medium
Objective G: Research and compile pet friendly recreational opportunities.	Ongoing	Medium
Objective H: Research the possibility of creating a Friends of Ludington Parks group.	Ongoing	High
Objective I: Incorporate public art throughout the City’s parks, plazas, streetscapes, and other public spaces.	Short-term	High

Goal 2	Timeframe	Priority
Residents of Ludington will enjoy clean air and water resources. The City will collaborate with surrounding areas to protect water quality and preserve unique natural resources.		
Objective A: Promote the establishment of a regional watershed council to further water-quality protection activities in the area.	Ongoing	Medium
Objective B: Investigate stormwater management standards for private developments that prevent the direct discharge of storm or melt water into bodies of water or wetlands.	Ongoing	Medium
Objective C: Reduce impervious surface coverage within the City on both public and private properties, as appropriate.	Ongoing	Medium
Objective D: Encourage and support electric vehicle infrastructure.	Ongoing	High

Social Enrichment

Goal 1

	Timeframe	Priority
The City of Ludington will be known for its unique historic character, a relaxed and casual pace of life, and a willingness to cooperate to achieve the continual improvement of the community.		
Objective A: Provide areas that encourage social interaction and high use in parks and other public spaces. Work to enhance the local arts scene.	Ongoing	High
Objective B: Work with the Cultural Economic Development Task Force to foster the implementation of the Cultural Economic Development Plan in order to provide additional cultural opportunities for residents and visitors while bolstering the local economy.	Ongoing	Medium
Objective C: Promote locally grown and produced food by continuing to strengthen the downtown farmers market and encouraging the use of local produce in area restaurants.	Ongoing	Medium

Goal 2

	Timeframe	Priority
Residents of Ludington will continue to benefit from an open, available and transparent communication process with City leadership and staff.		
Objective A: Collaborate with local organizations to host community activities and cultural events year-round. Develop and implement a program of community involvement in public safety and service activities to strengthen neighborhoods and communication channels.	Ongoing	High
Objective B: Continue to include local citizens in City decision-making processes and identify new ways to foster public participation and input.	Ongoing	High

Housing and Neighborhoods

Goal 1

Timeframe **Priority**

The City will encourage a variety of residential settings to serve all citizens with attractive, efficient and affordable homes located in safe and inviting neighborhoods.		
Objective A: Develop tools to foster a range of housing types for residents of varying ages and income levels.	Ongoing	High
Objective B: Expand programs to renew and improve existing housing, and pursue funding to renew areas that require attention.	Ongoing	High
Objective C: Target code and property enforcement where needed.	Ongoing	High
Objective D: Address the needs of the most vulnerable in our society’s housing needs.	Ongoing	High

Goal 2

Timeframe **Priority**

The City will continually work to maximize the safety of residents by collaborating with the Mason County Emergency Management Office to identify and respond to potential hazards.		
Objective A: Maintain communication with the Emergency Management Office to identify ways that the City can be prepared to better respond to potential hazards.	Ongoing	Medium
Objective B: Coordinate and host informational presentations on emergency preparedness to better inform residents of potential hazards and how to respond to them.	Short-term	Medium
Objective C: The City will work with adjoining jurisdictions and local economic development groups to promote a thriving and diverse business environment.	Ongoing	High
Objective D: Collaborate with other jurisdictions and business organizations to identify current economic conditions and needs and develop a comprehensive local economic strategy or plan.	Ongoing	High

Economic Development and Employment

Goal 1	Timeframe	Priority
The City of Ludington will continue to attract and encourage industries that provide employment now and in the future. The City will feature attractive development sites and complete services to accommodate future economic development.		
Objective A: Evaluate existing zoning for its impact on economic development and create appropriate amendments to encourage desired investment.	Short-term	High
Objective B: Capture a greater share of Michigan’s tourism by enhancing facilities and expanding promotional activities and events.	Ongoing	High
Objective C: Encourage, offer incentives and simplify the process for entrepreneurs and small business development	Ongoing	High
Objective D: Research the feasibility for accessory commercial units.	Ongoing	High

Goal 2	Timeframe	Priority
The City will work with adjoining jurisdictions and local economic development groups to promote a thriving and diverse business environment.		
Objective A: Collaborate with other jurisdictions and business organizations to identify current economic conditions and needs and develop a comprehensive local economic strategy. One method will be through developing private / public partnerships.	Ongoing	High
Objective B: Create a developer flow chart.	Short-term	High

Land Use and Community Design

Goal 1	Timeframe	Priority
Residential and commercial property in Ludington will consistently meet or exceed minimum Code standards through the cooperative efforts of the City and property owners. Land-use decisions will be made in accord with a living Master Plan and will be reached with broad community involvement and support.		
Objective A: Evaluate the Zoning Ordinance and develop amendments to further the goals of the Plan.	Ongoing	High
Objective B: Identify and develop an inventory of infill opportunities and tools to encourage investment and reuse of underutilized properties.	Ongoing	Medium
Objective C: Pursue participation in the Michigan Economic Development Corporation’s Redevelopment Ready Communities program.	Short-term	High
Objective D: Develop a uniform City sign design for public and informational signs.	Ongoing	Medium
Objective E: Identify areas in existing residential neighborhoods where the establishment of small-scale, service commercial uses would benefit residents and promote mixed-use development in these areas.	Ongoing	Low

Downtown and the Waterfront

Goal 1

Timeframe Priority

<p>Downtown Ludington will serve as the area’s economic and commercial core, characterized by successful retail and service businesses and entertainment venues to meet the needs of residents and visitors. Development in downtown Ludington and along the waterfront will be sensitive to the community’s heritage and valuable views, while incorporating attractive and inviting design elements to promote human-scale patterns of growth.</p>			
	<p>Objective A: Assist the DDA in regularly updating its Tax Increment Financing Plan.</p>	<p>Ongoing</p>	<p>High</p>
	<p>Objective B: Enhance the Carferry experience and incorporate the Carferry into downtown.</p>	<p>Ongoing</p>	<p>High</p>
	<p>Objective C: Develop additional marketing tools for Ludington’s downtown and waterfront areas.</p>	<p>Ongoing</p>	<p>High</p>
	<p>Objective D: Investigate the potential use of building and development design standards or form-based codes for downtown.</p>	<p>Ongoing</p>	<p>Medium</p>
	<p>Objective E: Provide high-quality public spaces downtown and along the waterfront to promote gathering, interaction, and commercial activity.</p>	<p>Ongoing</p>	<p>High</p>

Infrastructure

Goal 1	Timeframe	Priority
Ludington will be served with abundant clean water, power, fuel and modern communication linkages to support the requirements of a vibrant and active community. A safe and efficient system of roadways and public transportation will serve the citizens of the City, providing effective linkages between and among neighborhoods, shopping and employment areas. Utility presence and capacity will help guide land-use decisions, which will be coordinated among jurisdictions.		
Objective A: Develop a schedule to bring all streets, curbs, and sidewalks up to good condition.	Ongoing	Medium
Objective B: Work with the Ludington Mass Transit Authority and other entities to evaluate the need or desire for expanded public transportation systems and increased coordination.	Ongoing	High
Objective C: Provide pedestrian and bicycle connections between neighborhoods, parks, and commercial areas within the City. Develop a plan to provide sidewalks in areas where they currently do not exist.	Short-term	Medium
Objective D: Explore the maintenance and clearing of obstructions such as snow and parked cars from all City sidewalks and foster community awareness of the importance of maintaining clear sidewalks.	Ongoing	Medium
Objective E: Create a plan for maintenance of public utilities.	Long-term	Medium
Objective F: Investigate ways to improve community-wide access to technology like wireless Internet and fiber-optic networks.	Ongoing	Medium

CHAPTER 9 – FUTURE LAND USE PLAN, ZONING PLAN, AND IMPLEMENTATION

The Zoning Plan reflects the Future Land Use Plan and should be used as a guiding document when updating the Zoning Ordinance. Additional recommendations for future development and strategies for the implementation of this Plan's goals and objectives are also included in this chapter.

FUTURE LAND USE PLAN

A generalized, preferred organization of future land uses in the City of Ludington are described in the Future Land Use Plan and Future Land Use Map. The Future Land Use Plan is a general framework used to guide land use and policy decisions within the City over the next 25 years. The Future Land Use Plan was developed through consideration of a variety of factors, including existing land use, public input, analysis of community vulnerabilities, desired community character, development impacts on natural features, and future growth. The Future Land Use Map 9.1, found in Appendix A, shows generalized locations for the broad future land use areas described below.

Residential Areas

The existing neighborhoods of Ludington have a historic, small-town character that is valued by residents. New homes and residential structures, whether in new or infill development, should be constructed to complement existing neighborhood character and designed to create a friendly atmosphere that promotes social interaction between neighbors. Streets should be lined with trees and friendly to pedestrians. Infill development and renovations should be done in a way that is compatible with adjacent housing. Providing a variety of housing options to accommodate the needs and desires of existing and future populations is important to consider when planning for future residential development. The following types of residential land use fit with the vision for the future of Ludington.

Single-Family Residential

A primary goal of the City of Ludington is the preservation of family living environments by encouraging attractive residential neighborhoods. The main focus of this district is to establish, preserve, and enhance inviting and walkable neighborhoods at suitable densities with less than five units per acre to accommodate empty-nesters, families with children, and single residents. This designation is meant for single-family houses on individual lots, typically in subdivisions and traditional grid street neighborhoods.

Most of the City is classified as Single-Family Residential. The principal land use in this district will be single-family detached housing. On a restricted basis, higher densities might be considered where the effects of that density on natural features can be mitigated, and where impacts on neighboring residences can be effectively buffered.



Residential Mix

A primary goal of this Master Plan is to provide guidance for high quality and aesthetic forms of development that increase residential density while creating a very attractive living environment for residents. The Residential Mix designation is key to this goal. The primary purpose of this designation is to establish walkable neighborhoods in close proximity to commercial and recreational services with amenities and design that work with respect to views of the waterfront. These neighborhoods are scaled for public transit or for passenger car travel with good pedestrian connections to commercial and institutional land uses nearby.

The primary land use within this area will be attached homes developed in clusters, in multi-unit buildings, or in buildings mixed with commercial uses where land is available or redevelopment is desired. This may also include garden cottages and other senior living opportunities. Designers will be encouraged to establish small pockets of public green space within this relatively intense development form. Innovative design techniques will be considered to accommodate mixed uses that complement one another. Overall residential densities from five to 12 dwelling units per acre will be achieved.



Increasing existing densities around the Central Business District will preserve the more stable single-family residential areas while utilizing the locations in close proximity to goods and services. It is understood that today, much of this area has development of one kind or another on the existing property. Recent condominium projects have demonstrated that there is a market for mixes in residential housing. Since this plan is intended to be the vision for 20 to 25 years into the future, developing a residential mix in this area should be the goal of the Ludington Planning Commission and City Council when reviewing site plans and rezoning requests. This suggestion simply guides the market to take action preferred by the City.

Commercial Areas

The character of downtown Ludington and other commercial areas in the City significantly contribute to the perception of the City, as the primary transportation corridor (Ludington Avenue) and visitor locations within the City are lined by commercial uses. Development and redevelopment within commercial areas should be designed to complement the existing character of Ludington, capitalize on the close proximity to natural beauty, integrate green space, and be pedestrian friendly.

Central Business District

The Central Business District (CBD) is intended to promote efficient and inviting forms of development in the downtown core of the City. With attractive and walkable patterns of development along and off of Ludington Avenue, higher density residential and commercial uses here will allow for a secure and vibrant living and shopping environment. This land-use designation is meant to serve the entire Ludington region and its visitors with goods and services while developing in accord with the surrounding residential and residentially mixed neighborhoods.



Finally, this district is meant to serve as a social gathering place for area residents, as several community facilities are relocated here.

As the downtown area of Ludington, the Central Business District is located generally north and south of Ludington Avenue and stretches from Lewis Street to Rowe Street. This district also extends to the south along James Street towards Pere Marquette Lake between Harrison and Robert down to Foster Street.

The key to distinguishing the Central Business District from the other land-use classifications in the City of Ludington is high-density mixed uses. For example, buildings along Ludington Avenue are in the process of being redeveloped to encourage a mixture of commercial and residential apartment uses. Planned uses in this district include, but are not limited to, commercial, office, entertainment, civic, high-density residential, and pocket parks. Maintaining a compact downtown core allows public investment to have a greater impact on a smaller area and makes strolling the downtown a pleasurable experience for shoppers and residents.

Performance Commercial

Performance Commercial areas are defined in portions of the City where a mix of commercial and industrial activities exist in close proximity to residential neighborhoods. These areas provide local jobs as well as goods and services to the community. In many cases these types of uses may coexist without conflict. Since these areas are well established and cause little nuisance, they will be preserved in the Future Land Use Plan. However, in the event that new businesses locate in these areas or existing businesses apply to expand or change their facilities and operation, performance standards will be applied to ensure continued compatibility. Developments should, to the greatest extent possible, be designed and built to preserve unique natural features and to support smooth traffic movements.

Facilities in the Performance Commercial district are likely to include wholesale retailing, automobile-related services, mini-storage, harbor-related services, and some offices. It is desirable for such facilities to be designed to be aesthetically pleasing and for parking areas to include adequate landscaping to minimize the appearance of an oppressive, asphalt-dominated look, while respecting the need for easy access and loading.

Visitor Accommodations

Ludington is growing as a tourism destination in Michigan. Providing excellent visitor accommodations is a critical component to building that portion of Ludington's economy. Within and surrounding these areas, it will be critical to enhance the aesthetic appeal of the Visitor Accommodations district and expand the current area designated for hotels and motels to include more resort options. This area may also include some small retail, dining establishments, and other entertainment venues.

The Visitor Accommodation District is located at the eastern entrance to the City on Ludington Avenue and at the very western end of Ludington Avenue. It is intended to portray a sense of welcome and hospitality. As bookends to the City, the district will encourage development concepts that illustrate attention to detail and pride in community, and visually separate Ludington from Pere Marquette Township. The area within this district south of the hospital will serve out-of-town guests attending to hospital patients and those visiting Ludington for vacation and respite.

Industrial Areas

Industrial development within Ludington is vitally important as it provides jobs for residents and tax base for the City. Maintaining existing industrial uses and adding new businesses within these areas will help strengthen the local economy. When planning for the future, it is important to consider not only the site requirements of industrial uses, but the impacts of these uses on surrounding neighborhoods and transportation corridors.

The Industrial land-use classification is meant for manufacturing, shipping, and heavy commercial employment opportunities to serve the greater Ludington area. Facilities should be developed with suitable utility and transportation links and with respect for the City's environmental features.

The future Industrial uses cluster in two sections of the City: along the City's shoreline of the Pere Marquette Lake deep-water port, and in the Ludington Industrial Park. This area actually extends eastward into Pere Marquette Township, which complements the industrial park with additional industrial uses.

Traditionally, the Industrial designation has accommodated the following purposes:

- To shield residential areas against potentially undesirable effects of manufacturing, such as noise, odors, fumes, and truck traffic;
- To provide sufficient lands for base industrial employment and investment; and,
- To establish appropriate land-use controls intended to protect manufacturing and neighboring residential developments from congestion and pollution.



Public and Civic Areas

This designation identifies public institutions, civic facilities, government buildings, schools, and parks that contribute to the sense-of-place in the City of Ludington. Public and Civic areas should be compatible with the character and scale of the neighborhood in which they are located.

Civic

The Civic land-use designation includes government buildings, public institutions, and schools. For example, City Hall, the Ludington Post Office, the Mason County Courthouse, Spectrum Health Ludington Hospital, Ludington High School, the elementary schools, and the Ludington Library are Civic land uses. A primary purpose of this usage is to facilitate public meetings, education, and culture for the City of Ludington. Uses in the Civic land-use districts should be in harmony with governmental and educational purposes, and intended for the public good.



Parks

Recreational activities in the Ludington area are plentiful. The immediate region contains some of the best beaches, hiking trails, camping facilities, and fishing streams in the state. The City contributes opportunities for sporting events, socializing, children’s play activity, and passive recreation. With careful planning, these common areas can be enhanced and connected. These lands are a vital part of the community’s identity and health. The Parks land-use designation is intended for community parkland, public beaches, trails, pocket parks, and community plazas.

The largest concentrations of “parkland” in Ludington are Cartier Park and Lakeview Cemetery and Stearns Park. The areas falling under the Parks land-use designation are intended for public ownership and use. Maintaining and promoting more green space, safe public gathering places, and recreational opportunities is essential to the quality of life in Ludington.



Other Areas

Historic Maritime

The Historic Maritime District is intended to preserve the historic character of the area. Currently South Washington Avenue hosts an eclectic mix of historic buildings and charter-fishing operations with supporting facilities. While the five-block area has experienced some deterioration, the authentic, raw character of South Washington makes it prime for young professionals and the “creative class.”

The goal of the Historic Maritime District is to encourage rehabilitation and adaptive reuse of the historic buildings for maritime-related business, residential uses, and the arts. Along with the existing charter-fishing businesses, uses in this district may include graphic design, entertainment, working art studios, culinary arts, interior design, and those in the business of other creative-thought industries. This land-use classification will provide commercial and studio options with additional associated residential forms to create a village-like atmosphere. Residential uses are envisioned as flats or loft-style apartments above business spaces.

Waterfront Visitor Arrival

The deep-water harbor in Ludington has long been an asset to the community. The Lake Michigan Carferry, other cruise ships, and charter-fishing boats use Ludington’s waterfront to dock. The Waterfront Visitor Arrival area is intended to preserve the location of the carferry and continue harbor uses in the area while improving both its appearance and its connectivity to the downtown.

ZONING PLAN

According to Section 2(d) of the Michigan Planning Enabling Act (PA 33 of 2008), a Master Plan shall include a “Zoning Plan” depicting the various zoning districts and their use, as well as standards for height, bulk, location, and use of building and premises. The Zoning Plan serves as the basis for the Zoning Ordinance.

Relationship to the Master Plan

The Master Plan describes the vision, objectives, and strategies for future development in the City of Ludington. The Zoning Plan is based on the recommendations of the Master Plan and is intended to identify areas where existing zoning is inconsistent with the objectives and strategies of the Master Plan and guide the development of the Zoning Ordinance. The Zoning Ordinance is the primary implementation tool for the future development of Ludington.

Residential Zoning Districts

The residential zoning districts in the City of Ludington are:

- R1A – Shorefront Residential District
- R1B – Single Family Residential District
- R1C – Planned Residential District
- R2A – General Single Family Residential District
- R3A – Multi-Family Residential District
- R4A – Mobile Home Park District

The main purpose of these zoning districts is to provide a variety of housing options within the City. The R1A Shorefront Residential and R1B Single Family Residential Districts are intended to encourage suitable environments for families with children in primarily single-family housing neighborhoods. The R1C Planned Residential District is intended to accommodate planned residential development of a unique 40-acre site with a former landfill on a portion of the property. The R2A General Single Family Residential District is intended to accommodate primarily single-family residential uses on lots smaller than those in the R1A and R1B districts. The purpose of the R3A Multi-Family District is to accommodate for duplex or multiple-family dwellings. The R4A Mobile Home Park District is intended to provide appropriate locations for the development of mobile home parks.

Commercial Districts

The commercial zoning districts in the City of Ludington are:

- LC – Limited Commercial District
- C1 – Old Town Business District
- C2 – General Retail District
- CBD – Central Business District
- MC – Maritime Commercial District

The purpose of the Commercial Districts is to accommodate a variety of commercial and service uses intended to serve visitors and people residing in the surrounding neighborhoods and region. The LC Limited Commercial District is intended to accommodate limited commercial uses characterized by existing office and residential development within the district. The C1 Old Town Business District is intended to provide for the

use, possible expansion, and improvement of older small neighborhood business areas. The purpose of the C2 General Retail District is to accommodate primarily automobile-oriented businesses that don't rely on pedestrian traffic or proximity to other businesses. The CBD Central Business District is intended to encourage and facilitate the development of a sound and efficient downtown with a mix of commercial, retail, office, entertainment, and residential uses. The MC Maritime Commercial District is intended to provide a transition between the Waterfront District and the Central Business District and to allow for a mix of uses that encourages redevelopment and preserves the historical character of the area.

Industrial Districts

The industrial zoning districts in the City of Ludington are:

- M-1 – Wholesale and Light Industry District
- M-2 – Heavy Industry District

The intended purpose of the M-1 Wholesale and Light Industry District is to encourage and facilitate the development of industrial enterprises within the City. The M-2 Heavy Industry District is intended to accommodate heavy manufacturing and industrial operations.

Waterfront Districts

The following are the waterfront zoning districts in the City of Ludington:

- W – Waterfront District
- W/S – Waterfront/Shipping District
- WM1 and 2 – Waterfront Maritime Districts
- WCB – Waterfront Central Business District

The intended purpose of the W Waterfront District is to accommodate a mix of recreational, resort, residential, service, public, and business uses in waterfront areas within the City. The W/S Waterfront/Shipping District is intended to accommodate waterfront uses allowed in the Waterfront District as well as special uses that provide for a “working harbor.” The WM1 and 2 Waterfront Maritime Districts are intended to provide a transition between established business areas and the developing waterfront area. The WCB Waterfront Central Business District is intended to permit expansion of the Central Business District and accommodate higher residential densities in waterfront areas of the City.

Special Districts

The following are considered “special” zoning districts in the City of Ludington:

- P – Parking District
- M-R – Motel-Resort District
- G-1 – Government Service District

The intended purpose of the P Parking District is to provide specific locations for public or private off-street parking. The M-R Motel-Resort District is intended to accommodate motels and related uses oriented to visiting tourists and travelers. The G-1 Government Service District is intended to designate locations for public services.

CITY OF LUDINGTON MASTER PLAN

The following table illustrates the regulations of the existing zoning districts in the City of Ludington Zoning Ordinance.

City of Ludington Zoning District Regulations

Zoning District	Min. Lot Area (S.F.)	Min. Lot Width (Ft)	Setbacks (Ft)			Maximum Building Height (Ft)	Min. Floor Area (S.F.)	Max. % Lot Coverage
			Front	Side	Rear			
R1A Shorefront Residential District	43,560	100	50	15	50	35	1,000	25
R1B Single Family Residential District	7,000	60	25	7.5	30	35	850	35
R1C Planned Residential District	12,000	100	25	15	30	35	1,000	35
R2A General Single Family Residential District	6,000	60	25	7.5	25	35	800	35
R3A Multi-Family Residential District	Varies	60	25	7.5	Var.	35	Varies	Varies
R4A Mobile Home Park District	Conformity with Michigan Mobile Home Commission Regulations							
LC Limited Commercial District	5,000	50	25	10	25	35	-	Varies
C1 Old Town Business District	6,000	60	25	7.5	25	35	-	-
C2 General Retail District	-	-	25' Residential Buffer			35	-	Varies
CBD Central Business District	-	-	25' Residential Buffer			75	-	500
MC Maritime Commercial District	-	-	25' Residential Buffer			75	-	500
M-1 Wholesale and Light Industry District	-	-	25	25	25	50	-	Varies
M-2 Heavy Industry District	-	-	25' Residential Buffer			60	-	100
W Waterfront District	Varies	-	10	7.5	7.5	35	Varies	Varies
W/S Waterfront/Shipping District	Varies	-	10	7.5	7.5	35	Varies	Varies
WM1 Waterfront Maritime District	1,452	-	10	10	10	45	By Code	Varies

WM2 Waterfront Maritime District	1,452	-	10	7.5	10	35	By Code	Varies
WCB Waterfront Central Business District	1,452	-	10	10	10	45	By Code	Varies
P Parking District	-	-	25' Residential Buffer			60	-	500
M-R Motel-Resort District	10,000	100	25' Residential Buffer			35	-	50
G-1 Government Service District	-	-	-	-	-	-	-	-

Opportunities for Rezoning

As development and redevelopment occur within the City of Ludington, rezoning requests may be made by property owners and developers. The City should consider such requests carefully and keep the goals of the Master Plan and desires of residents in mind during the decision-making process. Generally, it is intended that a majority of the land uses within Ludington remain organized in a way similar to the current configuration of land uses while allowing for new mixed-use development in specific locations. Currently, commercial uses are found in downtown Ludington, near the waterfront, and scattered throughout existing neighborhoods. Industrial uses are scattered through the City and located along the shore of Pere Marquette Lake and within the Ludington Industrial Park. The remainder of the City is primarily made up of a variety of intermingled residential, public, and institutional uses. The rezoning of certain areas within the City could be considered to help further the goals of the Master Plan.

Form-Based Code Consideration

In order to maintain Ludington’s small-town atmosphere and promote redevelopment within downtown Ludington, the City is looking into the feasibility of adopting a Form-Based Code (FBC) for the Central Business District and the various waterfront zoning districts. An FBC is a method of regulating development to achieve a specific urban form. Form-Based Codes create a predictable public realm primarily by controlling physical form (instead of a main focus on land use) through City regulations. Form-Based Codes focus on the quality of spaces and can target a specific development project or an entire portion of a community. They are vision-based, unique to individual places, and can be applied to undeveloped or redevelopment areas.

Because FBCs regulate the intensity and the scale of the built environment, they are often more conducive to foster walkable, dense, vibrant places. Oftentimes, FBCs help developments move forward more quickly by relaxing regulations and expediting the site plan review process. Traditional zoning is often very limiting for developers who are attempting to create new, innovative places.

Many communities adopt Form-Based Codes to protect existing places. Downtown Ludington has a unique character and many historic buildings that should be preserved and protected. FBCs are one tool to help protect these special historic resources. Conventional zoning is often inadequate for revitalizing historic neighborhoods and downtowns because it often fails to foster character and quality of spaces.

IMPLEMENTATION TOOLS AND PRACTICES

Zoning Ordinance Standards

The City Planning Commission should review the Zoning Ordinance to ensure that design and management standards reflect the future vision for the City. Specific attention should be given to desired land uses, building location, building orientation, and signage. Potential amendments should be focused on creating more walkable and pedestrian-oriented development. Additionally, Zoning Ordinance standards that help protect the water quality of Lake Michigan and inland waterways should be considered. Building design guidelines (discussed below) could be encouraged or required in the Zoning Ordinance as well.

Redevelopment Ready Communities Program

The Redevelopment Ready Communities (RRC) Program, administered by the Michigan Economic Development Corporation (MEDC), is a certification program that helps communities adopt redevelopment strategies and processes to encourage development. Communities that choose to participate in the program evaluate and modify their practices related to: community plans and public outreach; zoning standards; development review processes; recruitment and education; specific redevelopment sites; and community prosperity. The City should consider participating in the RRC program to show that the community is business friendly and proactive about future development. The MEDC also helps program communities' market their top-priority redevelopment sites.

Community Development Block Grants

Community Development Block Grant (CDBG) funding is provided to local communities through the Michigan Strategic Fund with assistance from the Michigan Economic Development Corporation (MEDC). A variety of grants related to economic development, downtown development, and housing projects are available. The City should investigate utilizing CDBG funding for blight elimination, façade improvement, and historic structure acquisition projects.

Transportation Alternatives Program (TAP)

The Transportation Alternatives Program (TAP) was authorized under Section 1122 of the Federal Moving Ahead for Progress in the 21st Century Act (MAP-21). Under the Program, each state Department of Transportation is required to allocate 2% of its total Federal Highway funds for programs and projects defined as transportation alternatives. Examples of transportation alternatives include non-motorized trails, sidewalks, transit stops or stations, and education and safety programs such as Safe Routes to School. This is a potential funding source for transportation-related improvements in Ludington.

Natural Resource Funding Sources

The Michigan Natural Resources Trust Fund (MNRTF) provides funding assistance for state and local outdoor recreation needs, including land acquisition and development of recreation facilities. This assistance is directed at creating and improving outdoor recreational opportunities and providing protection to valuable natural resources. Development project grant amounts range from \$15,000 to \$300,000, with a required minimum local match of 25 percent. Trails and greenways are a priority project type for MNRTF grants. The City should pursue these funding sources in support of efforts to support trail and other recreation projects in the community.

The Michigan Department of Natural Resources' (DNR) Land and Water Conservation Fund provides grants to local governments for the acquisition and development of public outdoor recreation areas and facilities. A local match of at least 50% of the total project cost is required. Grant amounts range from \$30,000 to \$100,000. This funding source could be used to support trail development and the acquisition of properties to expand local recreation and trail systems.

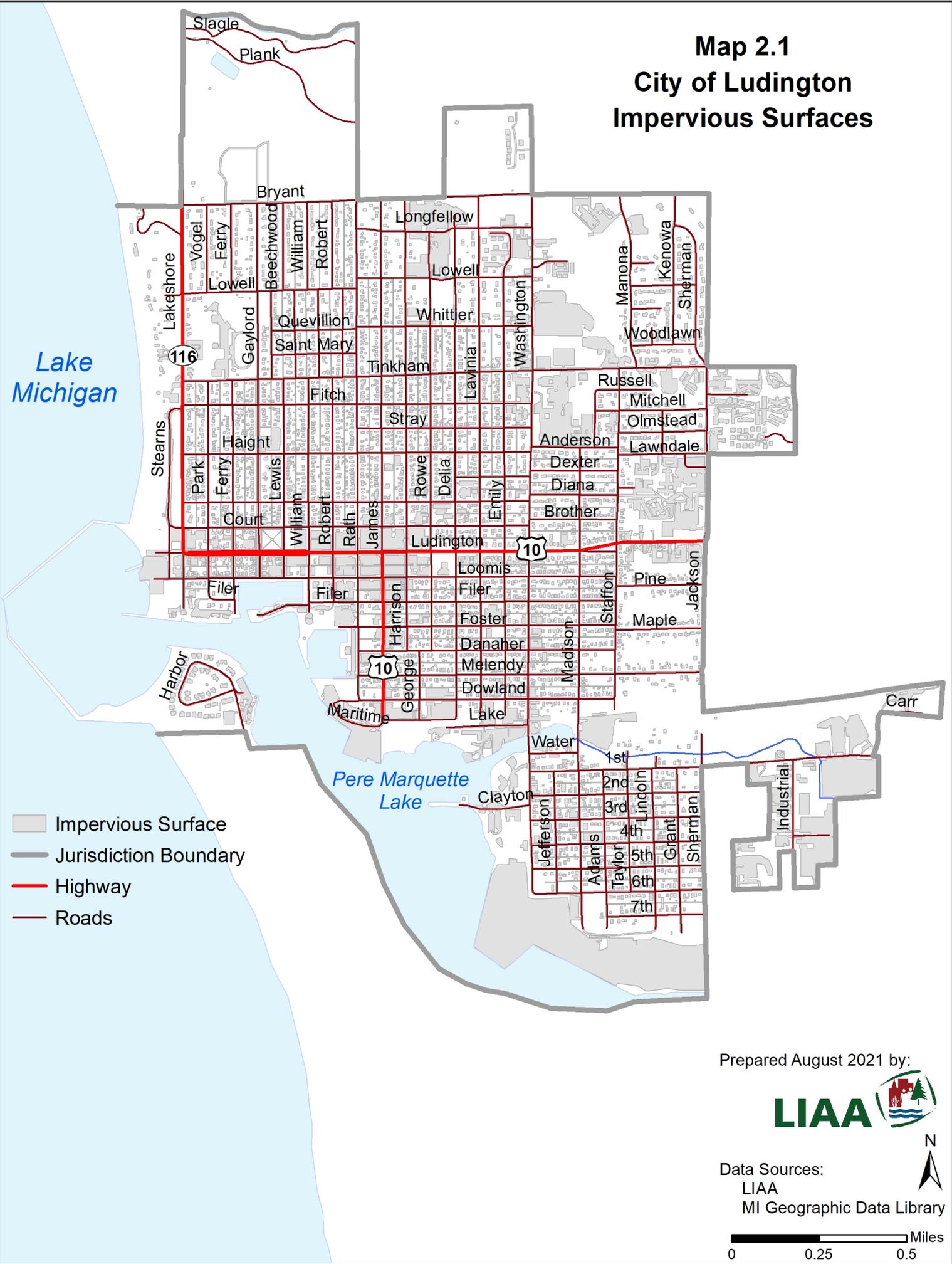
The DNR also provides Waterways Program Grants to local governments for the design and construction of public recreational marina and boating access facilities through the Michigan State Waterways Fund. Grant priority may be given to projects where a local match of 50% or greater is made. Grants can be used for design and implementation of new marina or access projects or infrastructure improvement projects. This funding source is currently being used for the development of improvements for the City's marina and water access sites. The Municipal Marina replaced "C" Dock in 2020 and "F" Dock will be replaced in 2022.

Downtown Development Authority

The City should continue to use its Downtown Development Authority (DDA) to plan for, fund, and implement mutually beneficial public infrastructure projects and the redevelopment and revitalization of underperforming commercial properties. The DDA has utilized Tax Increment Financing (TIF) to fund public infrastructure and streetscape projects in the past and should utilize this technique to fund future projects as well.



Map 2.1 City of Ludington Impervious Surfaces



- Impervious Surface
- Jurisdiction Boundary
- Highway
- Roads

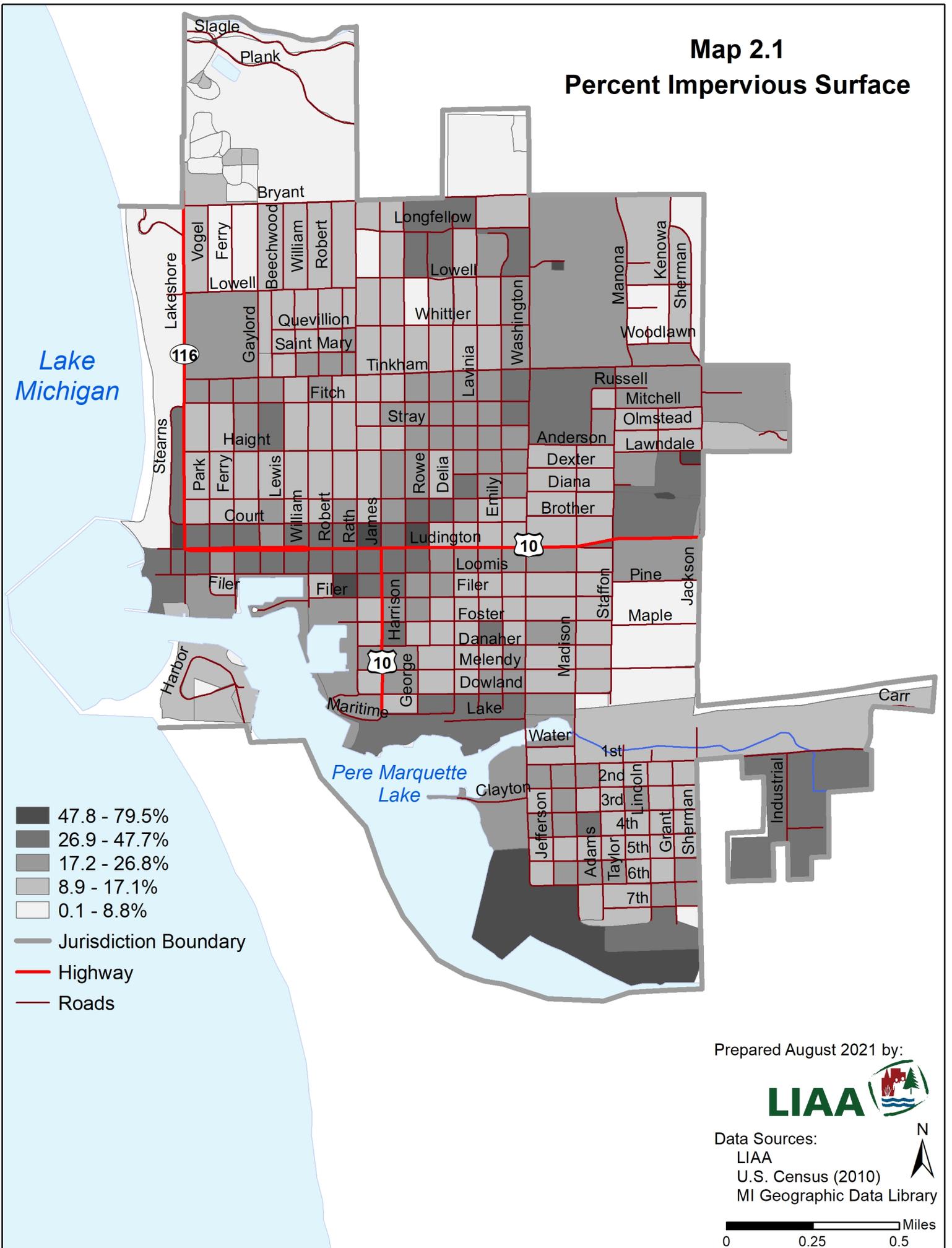
Prepared August 2021 by:



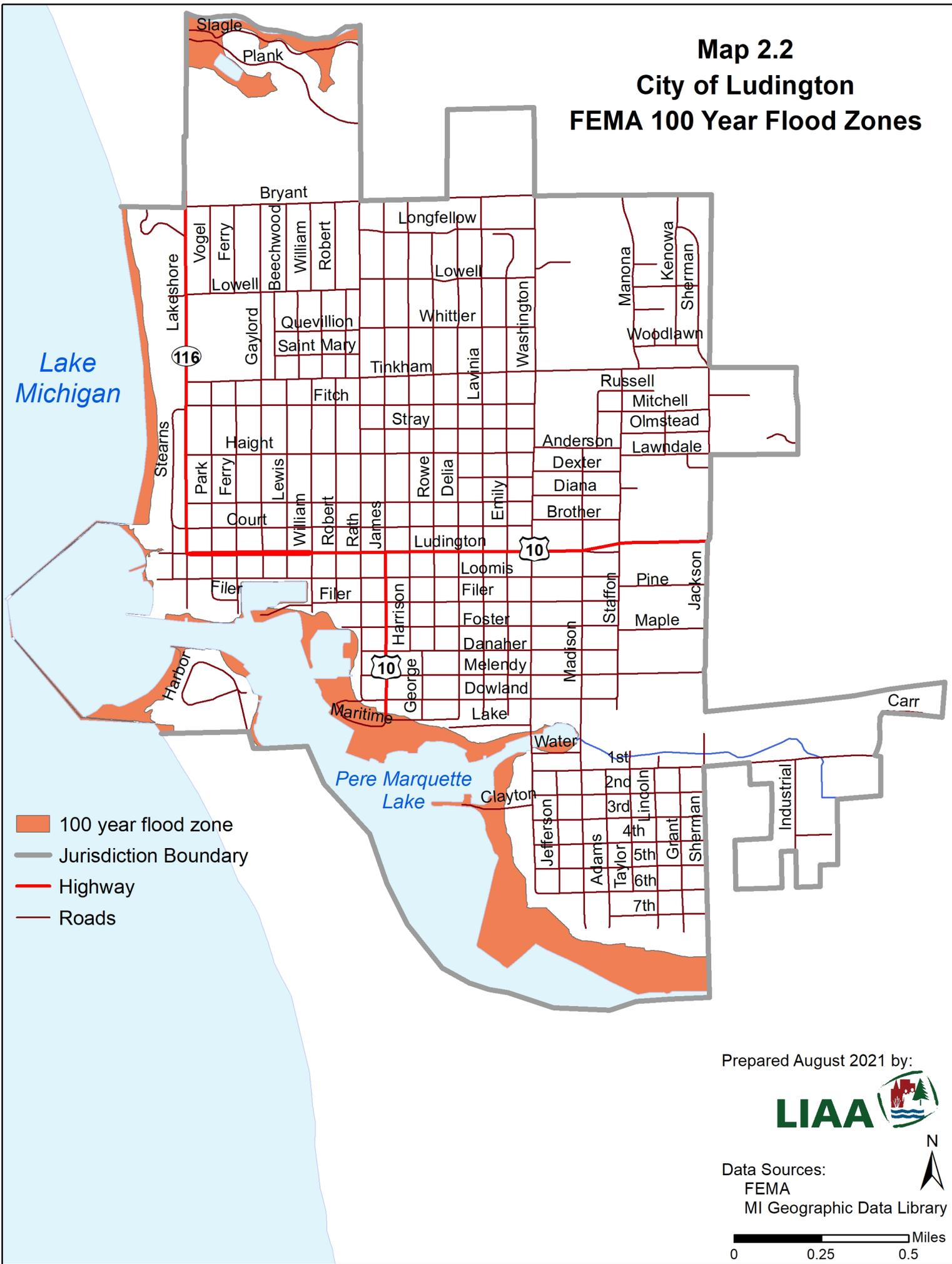
Data Sources:
LIAA
MI Geographic Data Library



Map 2.1 Percent Impervious Surface



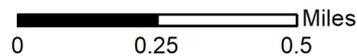
Map 2.2 City of Ludington FEMA 100 Year Flood Zones



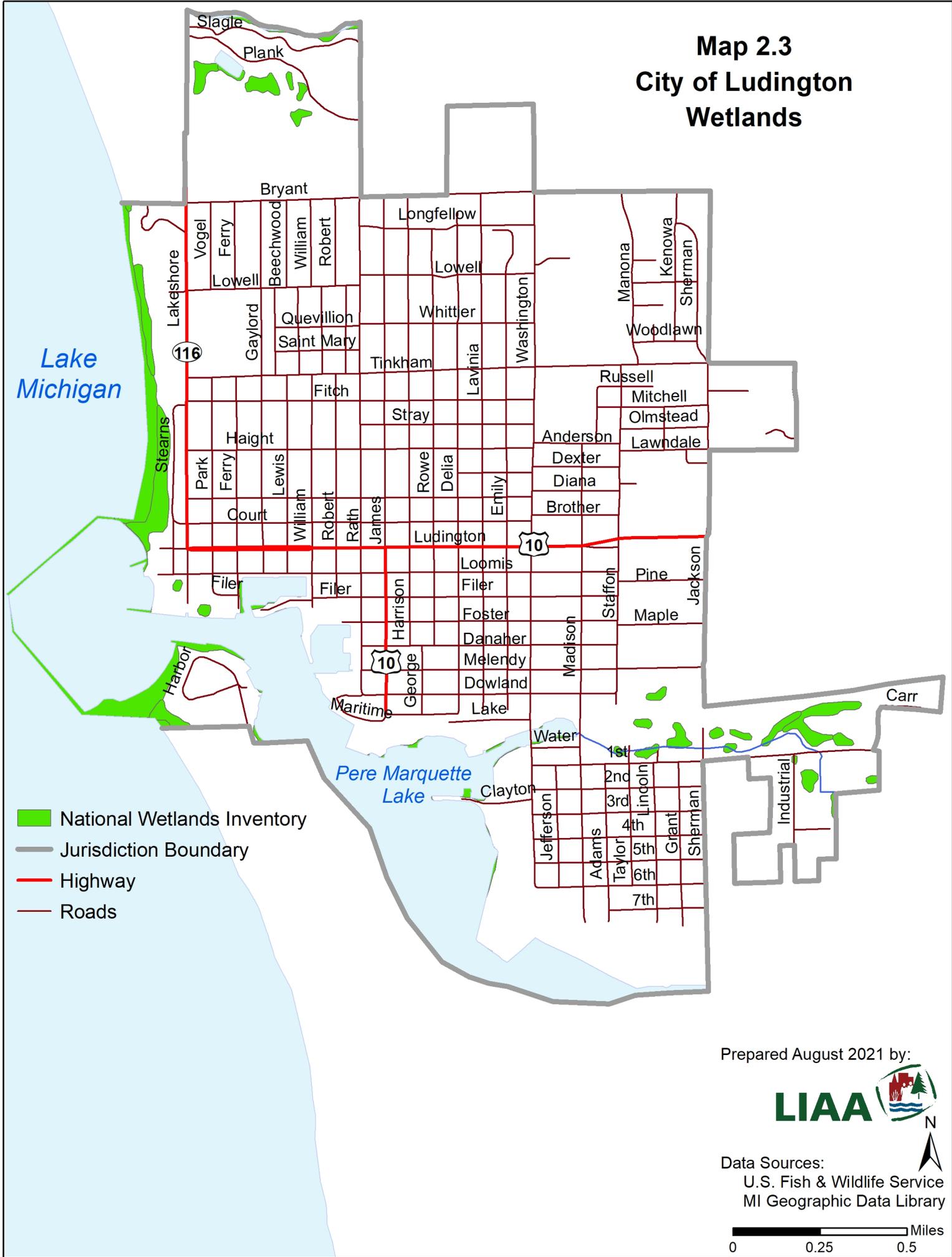
Prepared August 2021 by:



Data Sources:
FEMA
MI Geographic Data Library



Map 2.3 City of Ludington Wetlands

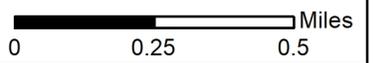


- National Wetlands Inventory
- Jurisdiction Boundary
- Highway
- Roads

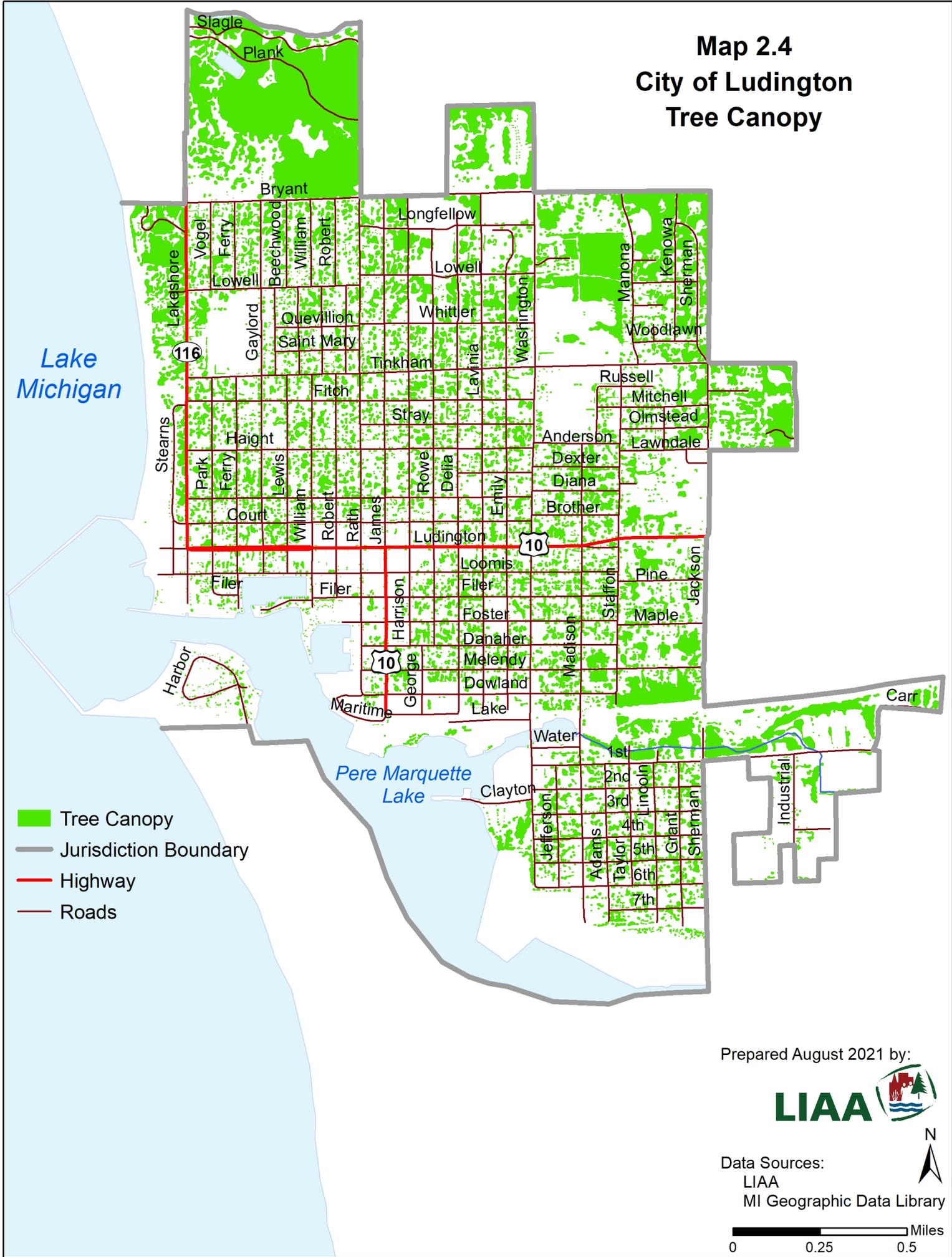
Prepared August 2021 by:



Data Sources:
U.S. Fish & Wildlife Service
MI Geographic Data Library



Map 2.4 City of Ludington Tree Canopy



Lake Michigan

Pere Marquette Lake

- Tree Canopy
- Jurisdiction Boundary
- Highway
- Roads

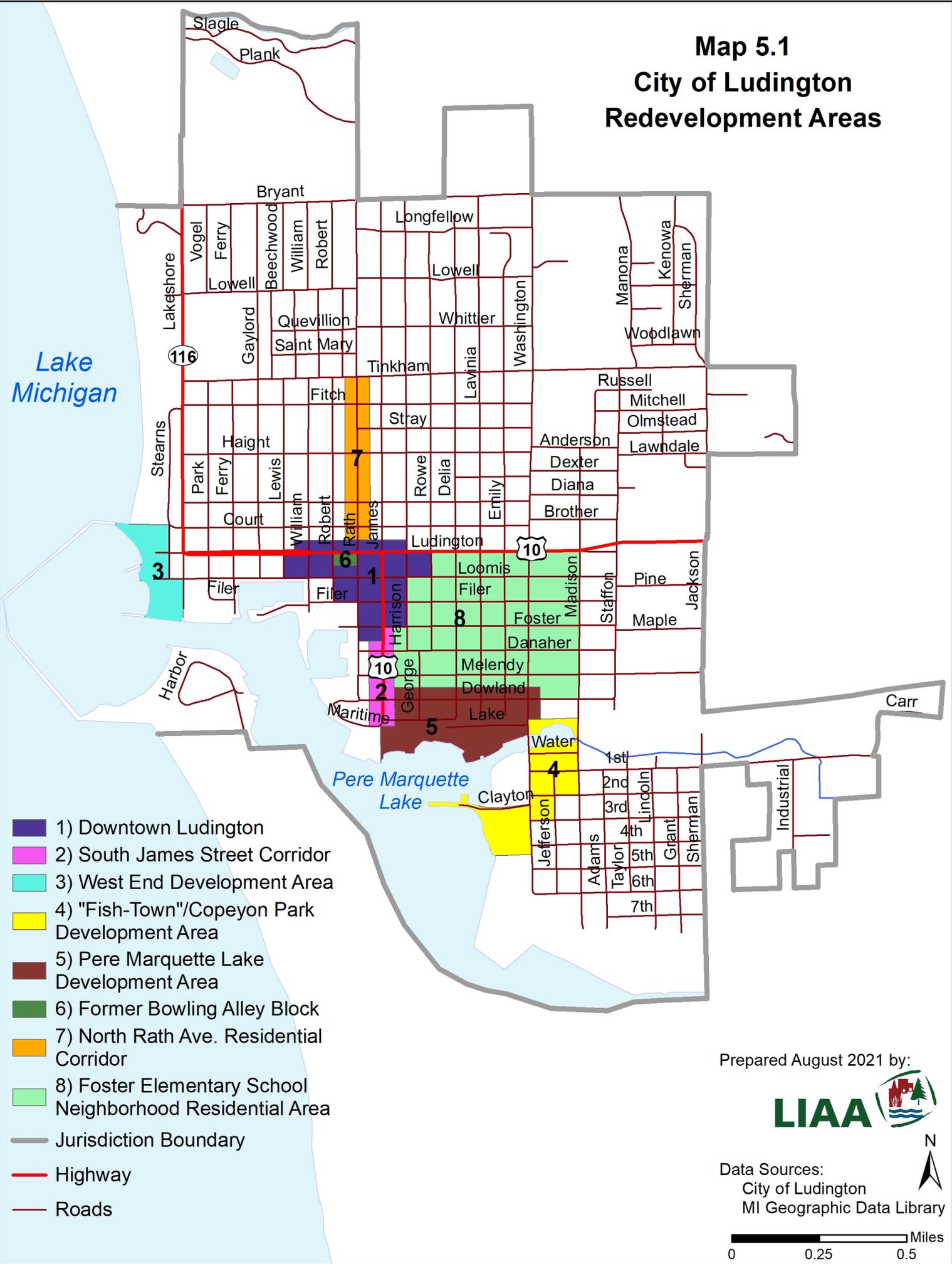
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Data Sources:
LIAA
MI Geographic Data Library



Map 5.1 City of Ludington Redevelopment Areas



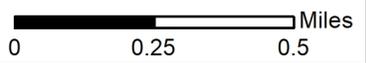
- 1) Downtown Ludington
- 2) South James Street Corridor
- 3) West End Development Area
- 4) "Fish-Town"/Copeyon Park Development Area
- 5) Pere Marquette Lake Development Area
- 6) Former Bowling Alley Block
- 7) North Rath Ave. Residential Corridor
- 8) Foster Elementary School Neighborhood Residential Area

- Jurisdiction Boundary
- Highway
- Roads

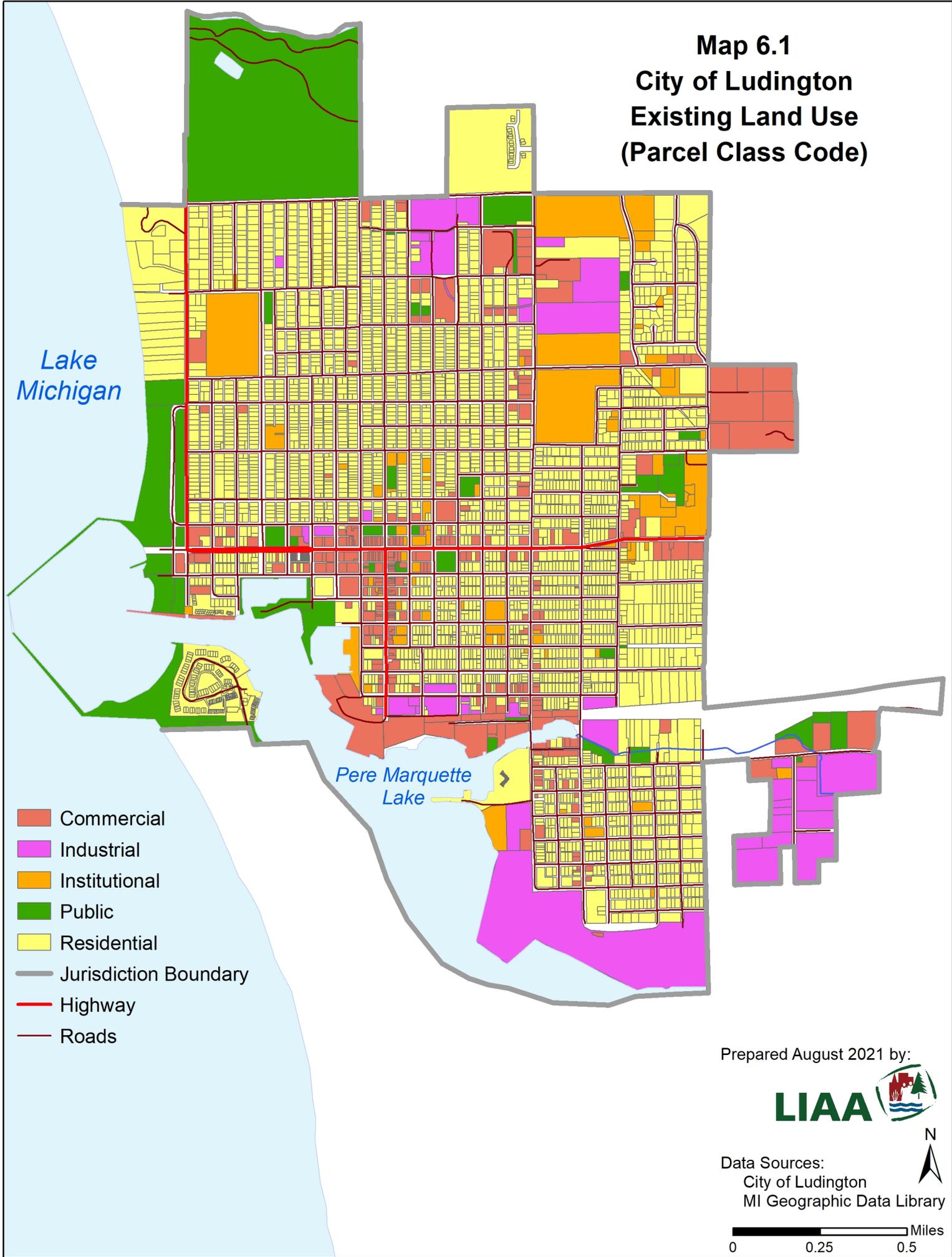
Prepared August 2021 by:



Data Sources:
City of Ludington
MI Geographic Data Library



Map 6.1 City of Ludington Existing Land Use (Parcel Class Code)



Lake Michigan

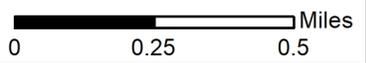
Pere Marquette Lake

- Commercial
- Industrial
- Institutional
- Public
- Residential
- Jurisdiction Boundary
- Highway
- Roads

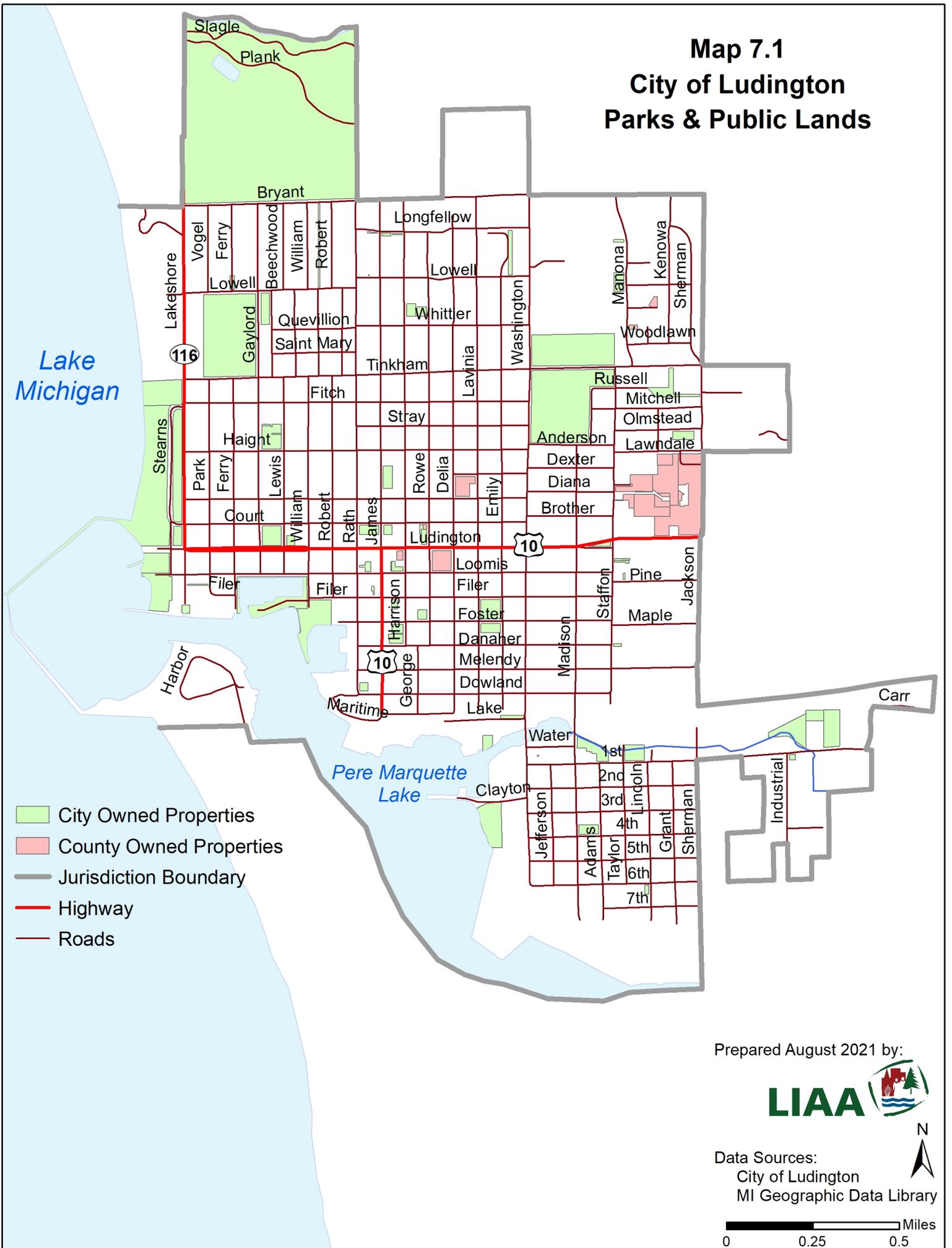
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Data Sources:
City of Ludington
MI Geographic Data Library



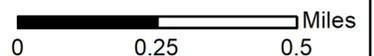
Map 7.1 City of Ludington Parks & Public Lands



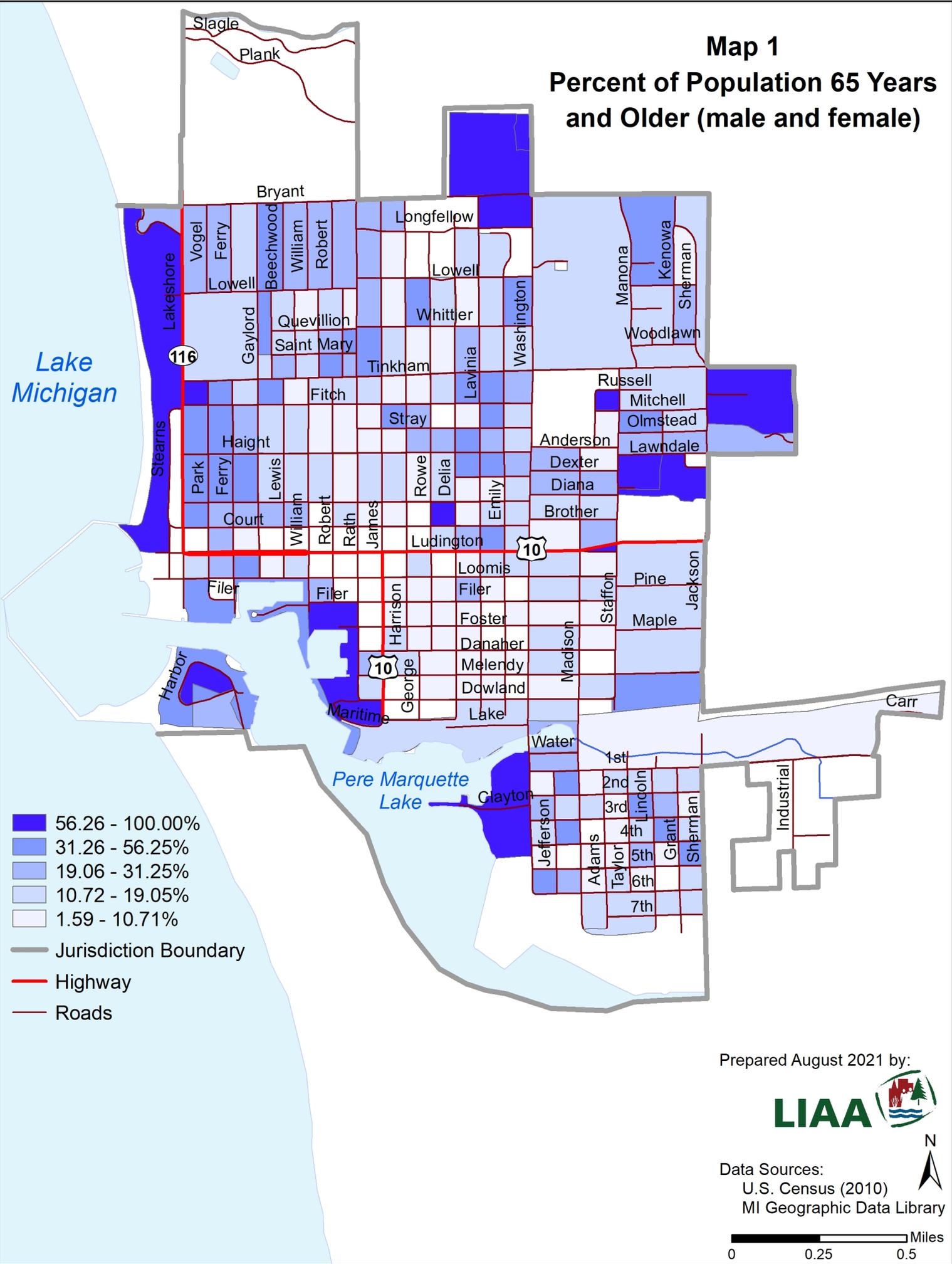
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Data Sources:
City of Ludington
MI Geographic Data Library



Map 1 Percent of Population 65 Years and Older (male and female)



- 56.26 - 100.00%
- 31.26 - 56.25%
- 19.06 - 31.25%
- 10.72 - 19.05%
- 1.59 - 10.71%

- Jurisdiction Boundary
- Highway
- Roads

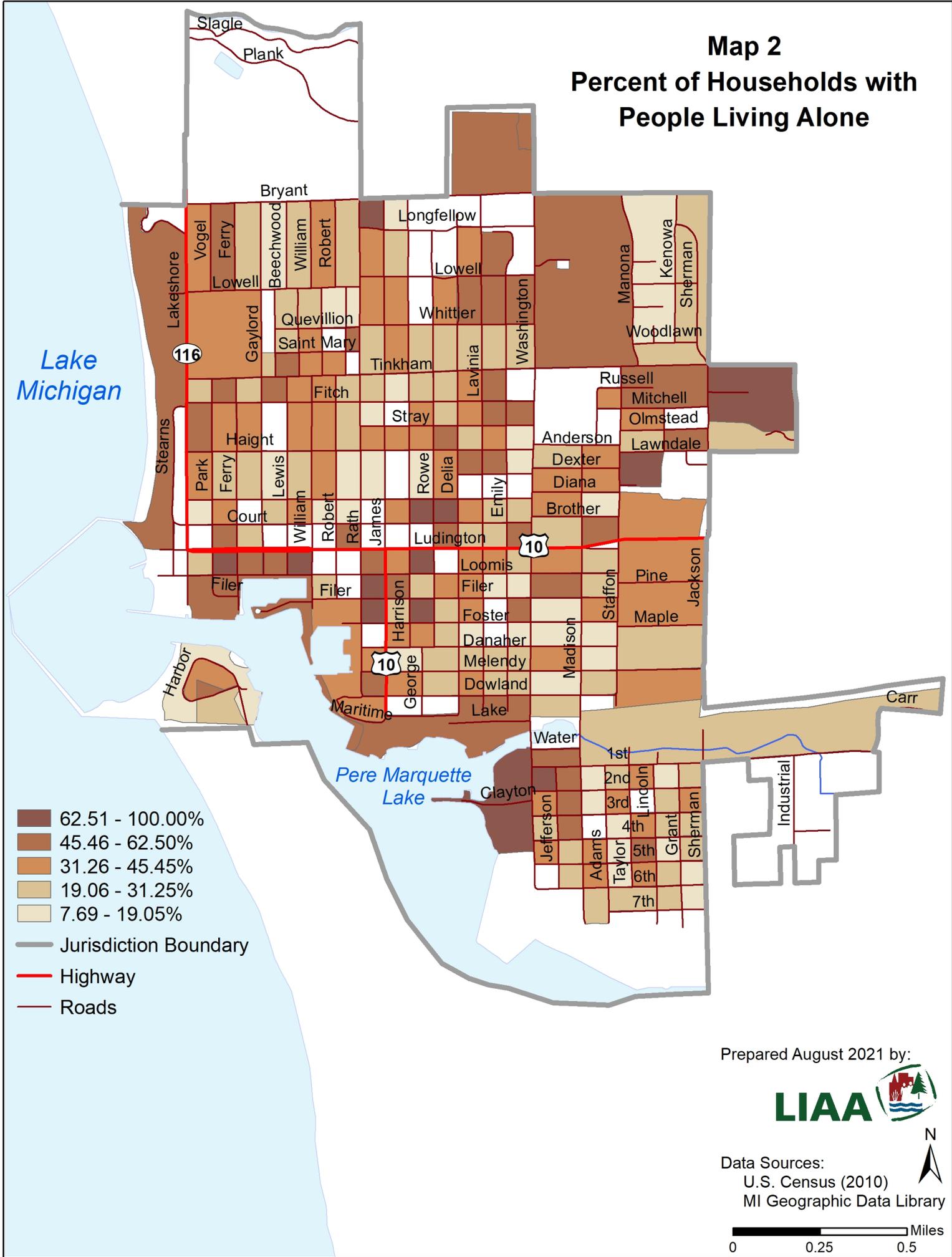
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Data Sources:
U.S. Census (2010)
MI Geographic Data Library



Map 2 Percent of Households with People Living Alone



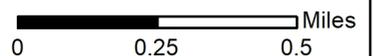
- 62.51 - 100.00%
- 45.46 - 62.50%
- 31.26 - 45.45%
- 19.06 - 31.25%
- 7.69 - 19.05%

- Jurisdiction Boundary
- Highway
- Roads

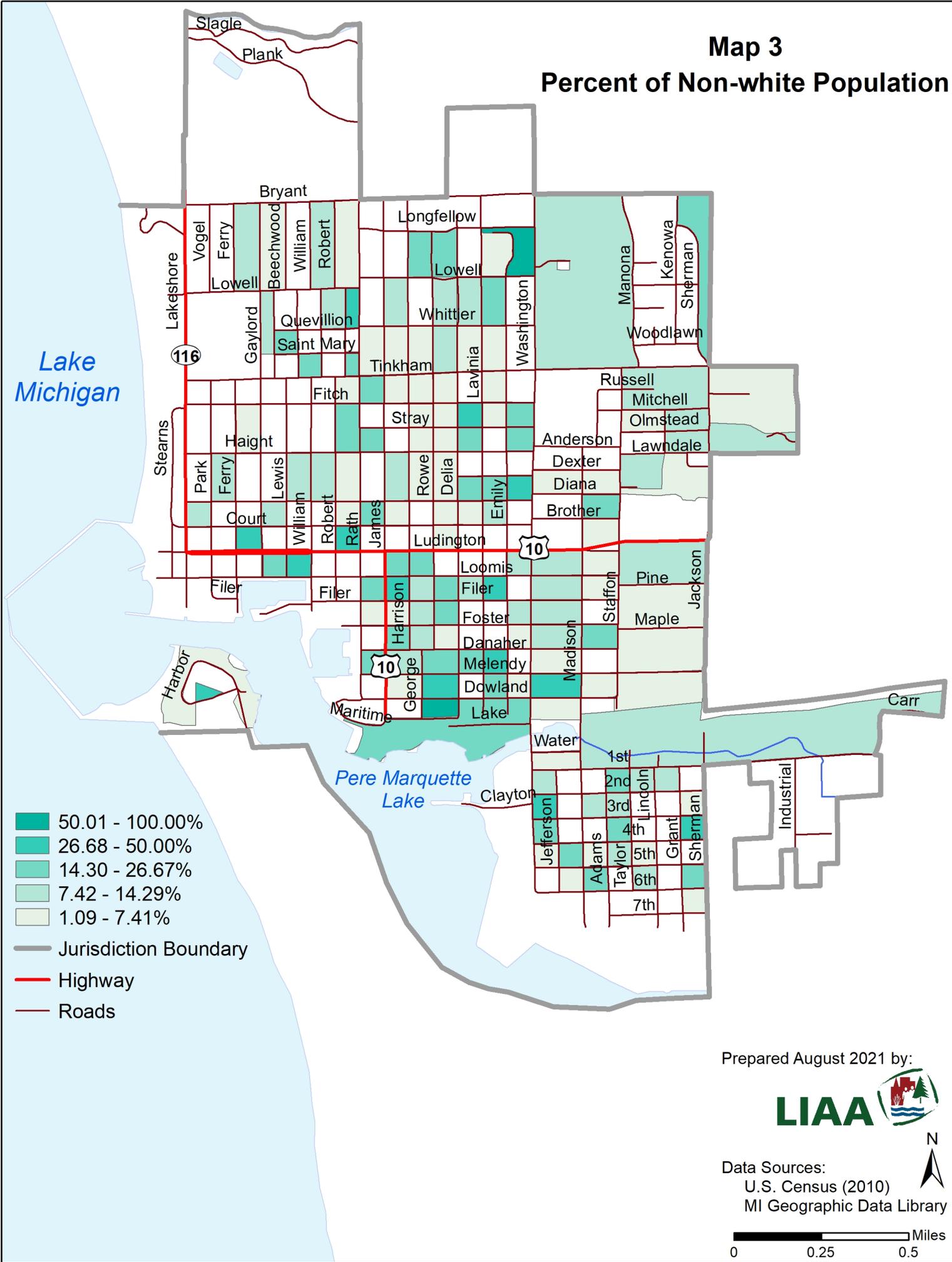
Prepared August 2021 by:



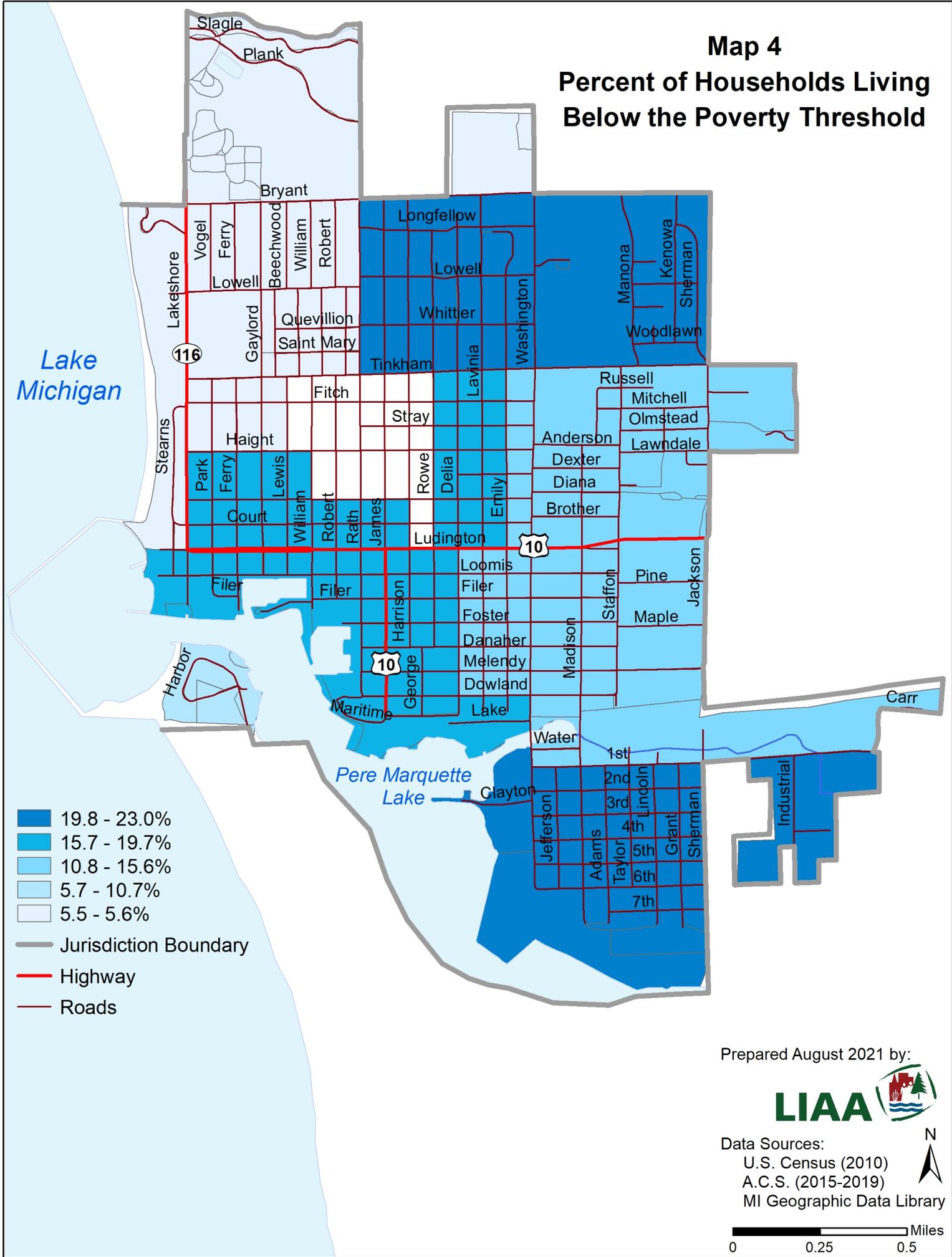
Data Sources:
U.S. Census (2010)
MI Geographic Data Library



Map 3 Percent of Non-white Population



Map 4 Percent of Households Living Below the Poverty Threshold



- 19.8 - 23.0%
- 15.7 - 19.7%
- 10.8 - 15.6%
- 5.7 - 10.7%
- 5.5 - 5.6%

- Jurisdiction Boundary
- Highway
- Roads

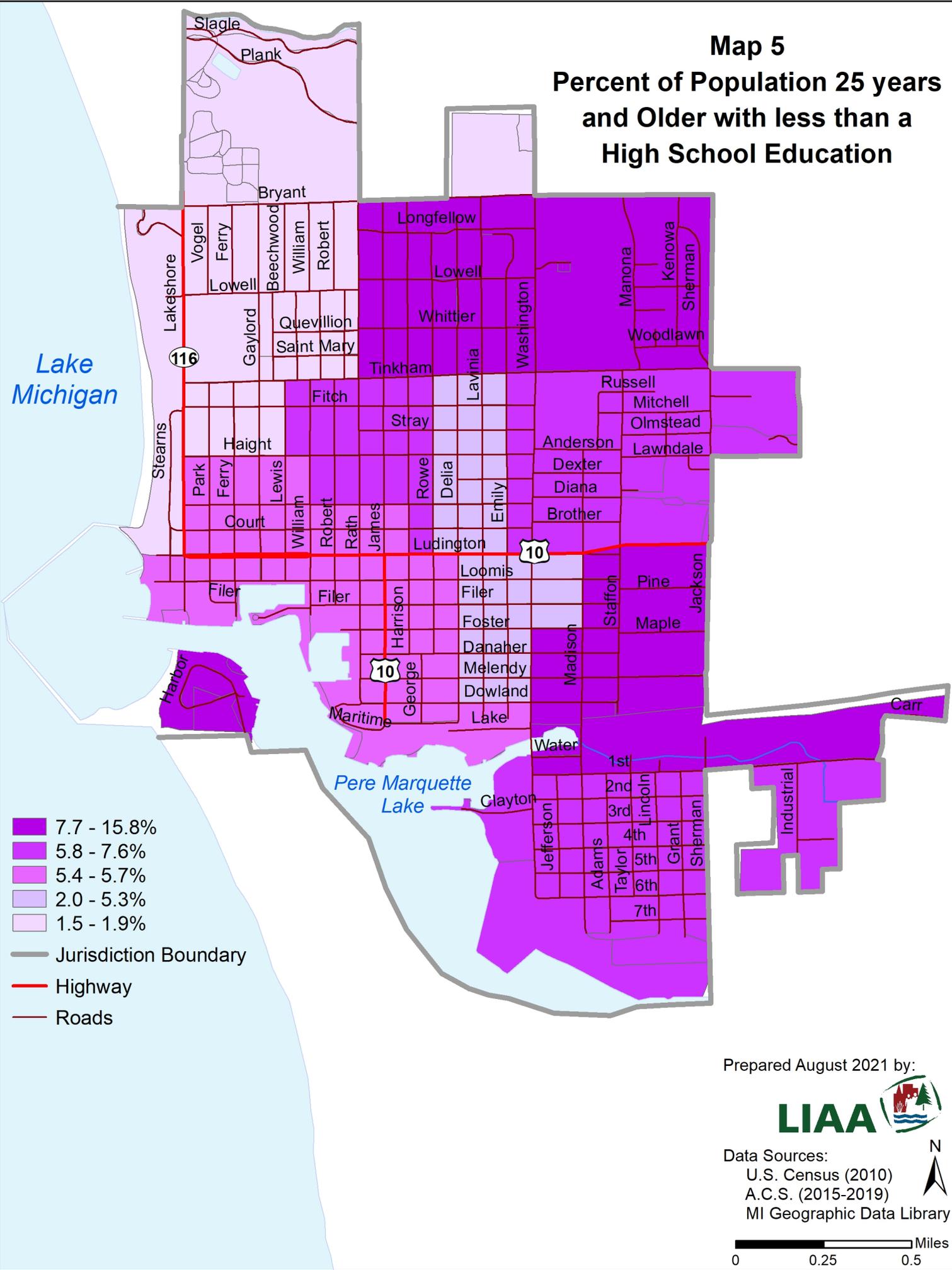
Prepared August 2021 by:



Data Sources:
 U.S. Census (2010)
 A.C.S. (2015-2019)
 MI Geographic Data Library



Map 5 Percent of Population 25 years and Older with less than a High School Education



- 7.7 - 15.8%
- 5.8 - 7.6%
- 5.4 - 5.7%
- 2.0 - 5.3%
- 1.5 - 1.9%

- Jurisdiction Boundary
- Highway
- Roads

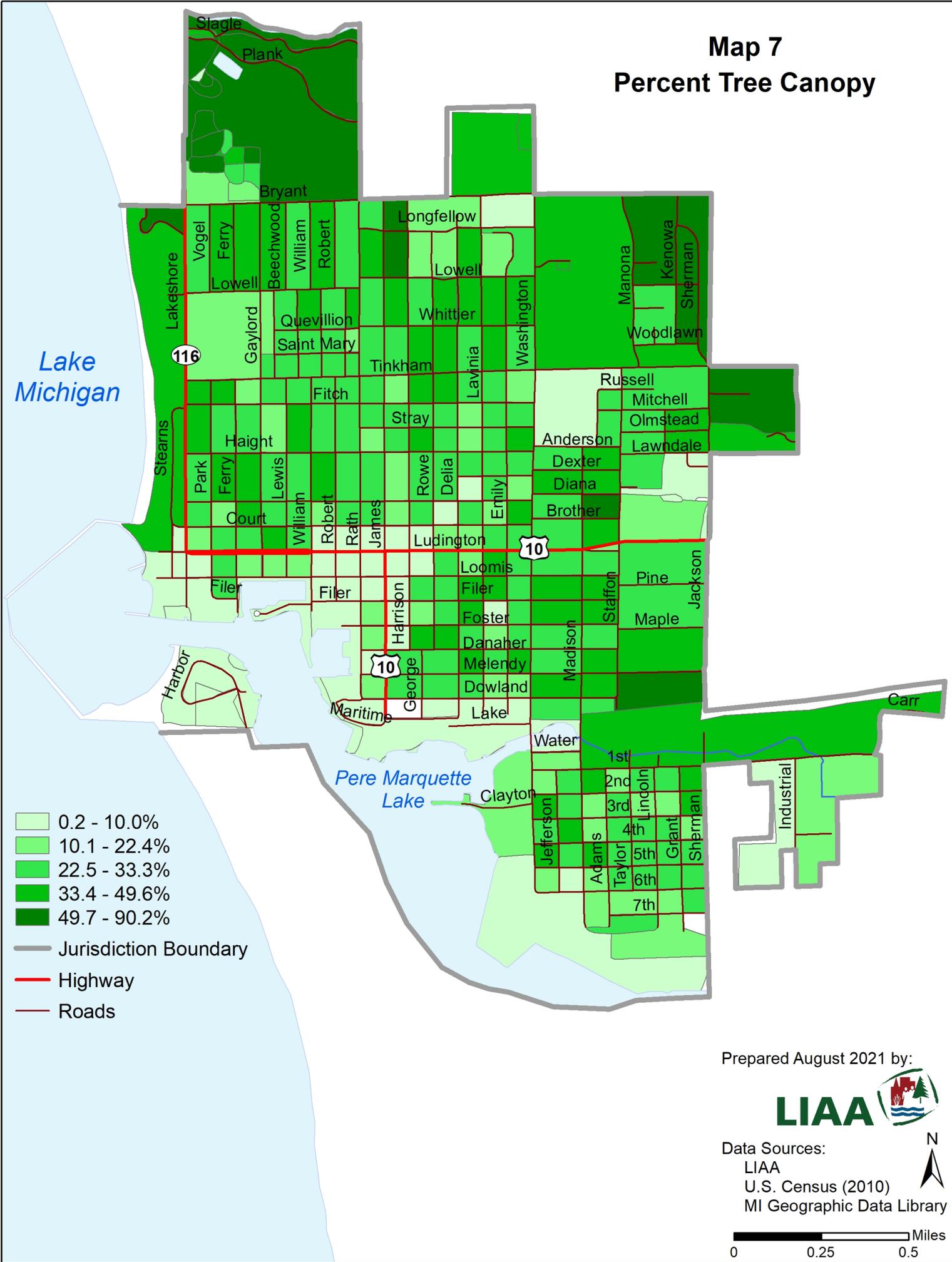
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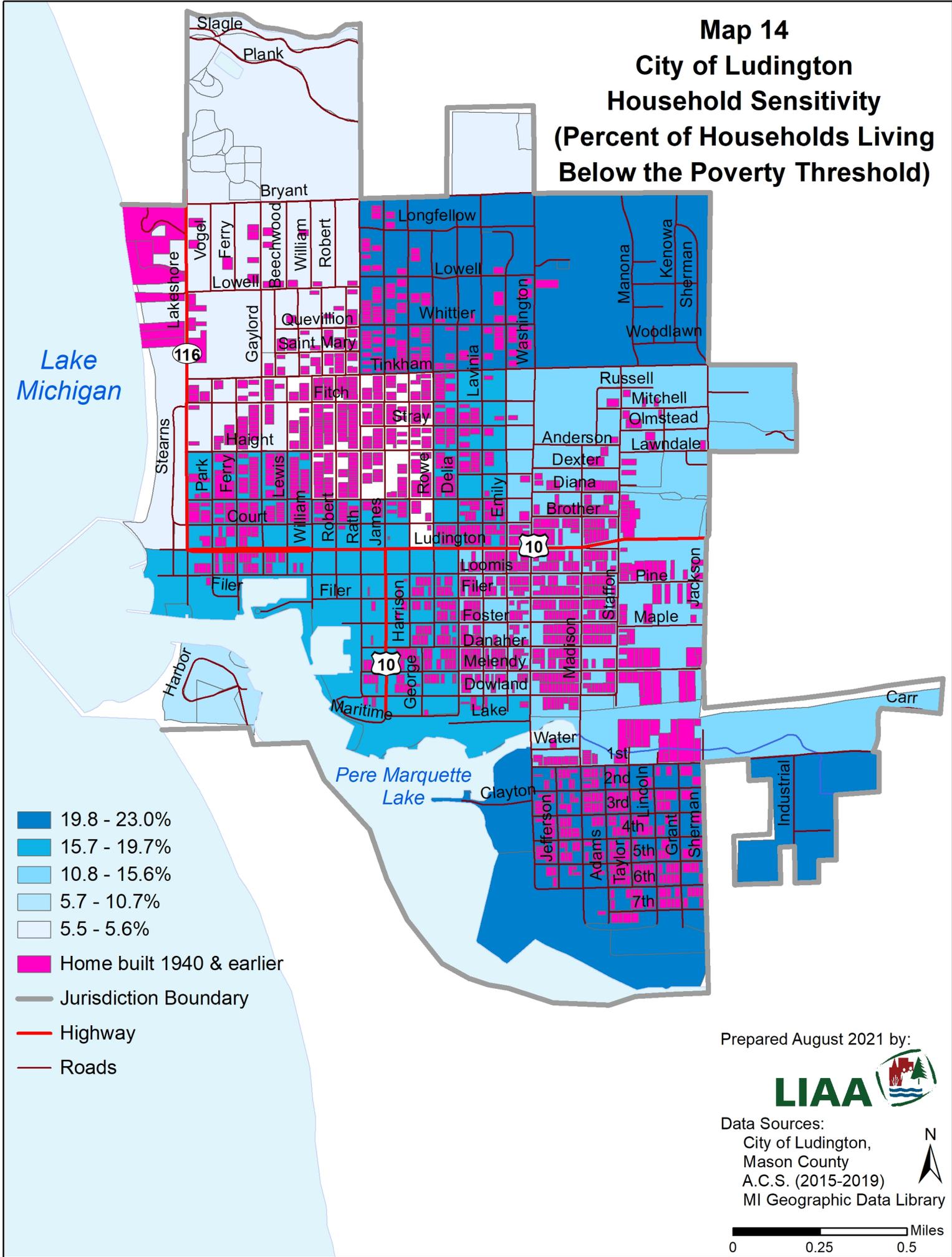
Data Sources:
 U.S. Census (2010)
 A.C.S. (2015-2019)
 MI Geographic Data Library



Map 7 Percent Tree Canopy



Map 14 City of Ludington Household Sensitivity (Percent of Households Living Below the Poverty Threshold)



- 19.8 - 23.0%
- 15.7 - 19.7%
- 10.8 - 15.6%
- 5.7 - 10.7%
- 5.5 - 5.6%
- Home built 1940 & earlier
- Jurisdiction Boundary
- Highway
- Roads

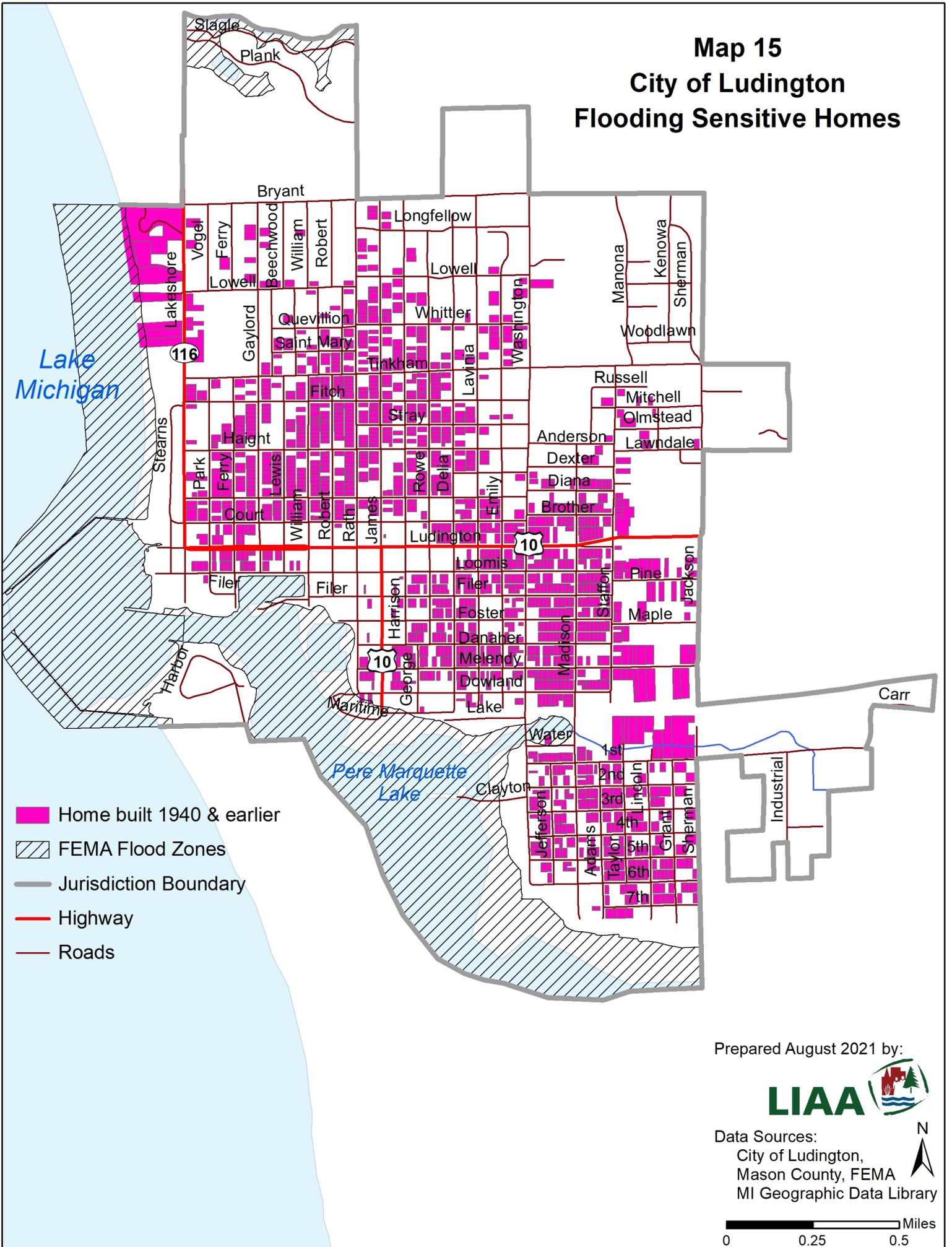
Prepared August 2021 by:



Data Sources:
City of Ludington,
Mason County
A.C.S. (2015-2019)
MI Geographic Data Library



Map 15 City of Ludington Flooding Sensitive Homes



Prepared August 2021 by:



Data Sources:
City of Ludington,
Mason County, FEMA
MI Geographic Data Library

