

# PORTLAND VISION

2040

CITY COMFORT & COMMUNITY CHARM





# **PORTLAND VISION 2040**

## **CITY OF PORTLAND, MICHIGAN**

### **2014 MASTER PLAN**

**JANUARY 9, 2015**



Prepared by McKenna Associates and the Portland City Planning Commission



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# EXECUTIVE SUMMARY

## WHY DOES THE CITY HAVE A MASTER PLAN?

The Portland Master Plan accomplishes three key functions of City governance, as follows:

1. The Plan affirms Portland's ongoing commitment and responsibility to engage its residents in a formal process to guide the decision making of elected and appointed officials.
2. The Plan fulfills the City's regulatory responsibility to have a current and updated plan that guides and informs decisions regarding City zoning and land use regulation.
3. The Plan provides a framework for the future development of the City, including the efforts of public agencies and private institutions, and communicates the community's vision.

## CONTINUOUS PLANNING

Portland is committed to continuous planning and this is the third time the Plan has been updated since 2002; once in 2008, and again in 2010 with the development of a sub area plan for the 58 acres that the City acquired on East Grand River Avenue south of I-96.

Community planning is a dynamic process that does not end with the completion of the Master Plan. Urban areas experience constant change. Planning involves identifying and responding to change. In order to sustain the planning process, generate positive results, maintain momentum, and respond to change, the Master Plan is reviewed and updated on a regular basis. State law now requires that the Planning Commission review the Plan every five years, and determine if it needs to be updated or revised.

## ACCOMPLISHMENTS OF PRIOR PLANS

Portland has many accomplishments that are the result of its commitment to planning, and many of the projects outlined in previous plans are now completed. Some of the highlights of these successes include, as follows:

- In 2006, the City completed the construction of the new water tower and well to implement the recommendations of the 2002 plan.
- Developed a Sub Area Plan for the southeast portion of the City that evaluated desirable uses for the property like regional health care, higher education and green technology or alternative energy development.
- Connected the River Trail at Oak Street, near the school easterly to the water tower.
- Extended the River Trail from the City limits through the township to the High School.
- Completed a Zoning Ordinance update to improve standards for screening and landscaping throughout the community, deemphasize automobiles and emphasize non-motorized activity.
  - Lot size, setbacks, and other standards have been updated to be more consistent with the design of the residential areas
  - The City has updated the C1 district to permit residences that are accessory to the primary use by right.
  - Developing design standards within the Zoning Ordinance in the commercial districts and the PUD district.
- Supported the increased role of the Portland DDA and Main Street program in the design and development of downtown.
- Undertook small scale pedestrian enhancements like improving connectivity between the Speedway gas station and Tom's Food Center.

- Buried the overhead wiring throughout the City to improve aesthetics and limit service interruptions.
- Established fun community events like "Portland Pay Day."

## **PUBLIC INVOLVEMENT**

Portland residents were substantively involved in guiding the development of this Plan. A wide variety of outreach techniques were utilized to provide residents with an opportunity to share their ideas. Methods to get input included focus groups, intercept kiosks in public and private spaces, and an online survey. Key points gleaned from this process include, as follows:

- Residents wanted more affordable single family housing, as well as housing targeted to seniors and retirees
- Residents also responded that new apartments and townhomes/condos were desirable.
- Residents value Portland’s recreational assets, noting the River Trail and parks as the most positive aspects of living in Portland.
- Residents enjoy Portland’s regional location between Lansing and Grand Rapids and value the sense of community.
- Downtown design improvements and neighborhood sidewalks were the most important improvements wanted to the City’s transportation system.
- Respondents thought the top three priorities for the next 15 years should be occupying vacant retail spaces, preserving natural features and redeveloping vacant commercial properties.
- Many residents felt biking was important and supported bicycle connections between neighborhoods, downtown, and the River Trail.

Finally, many of the strategies appearing in this Plan are projects that were either directly suggested by residents or old ideas that were reaffirmed by the public through discussions and comment submittals.



Photo 1: Public Meeting

## GOALS AND VISION

Portland is a livable city, with historic character, standout recreation, and thriving businesses. Residents enjoy the benefits of a small town with all the conveniences of a modern City and a close community that participates in civic activities and public events.

The above statement is the condensed vision of the 2014 Master Plan. This Plan contains goals, objectives and strategies that are intended to achieve this vision. The Plan's recommendations are all derived from public involvement and the recommendations of previous plans. Five overarching goals will guide the City's future development. These Goals are, as follows:

### Goal 1: Downtown Revitalization & Economic Development

Encourage central business district revitalization and economic development to provide more employment opportunities and tax base in the Portland area.

### Goal 2: Complete Streets, Walkability, And Connectivity

Encourage safe streets for all people in Portland that enhance the City's traditional neighborhood development patterns, provide quality connections with the River Trail and downtown, and are accessible by car, by bicycle, and by foot.

### Goal 3: Public Services and Community Stewardship

Expand and improve public services and facilities through local efficiencies, regional cooperation, and working to encourage community leadership.

### Goal 4: Sustainability & Green Technology

Implement sustainable building, energy and natural resource conservation measures and support the preservation and enhancement of the natural environment and water quality.

### Goal 5: Community Character and Public Spaces

Encourage the preservation of historic sites and structures, and beautify community spaces to improve the City's image.



Photo 2: Goal Exercise

## FUTURE LAND USE

As mentioned above, one of the primary functions of the Plan is to provide guidance on the regulation and development of land within the City. As such, this plan includes a Future Land Use map that recommends land development patterns in each of the seven categories summarized as follows.

### Single Family Residential

The majority of the City of Portland is planned for single family residential and complementary land uses.

### Flexible Residential

The housing in the Flexible Residential category consists of areas with potential for multi-family, senior, and single family attached development.

### Mixed Use

Mixed use areas permit a variety of land uses within a close proximity, or within the same building. Four distinct mixed use areas are planned within the City.

### Central Business District

The central business area coincides with the City's downtown.

### Convenience Commercial

This area is currently used for auto-oriented convenience shopping and service uses.

### Neighborhood Commercial

Neighborhood commercial is intended to provide local shopping needs for residents.

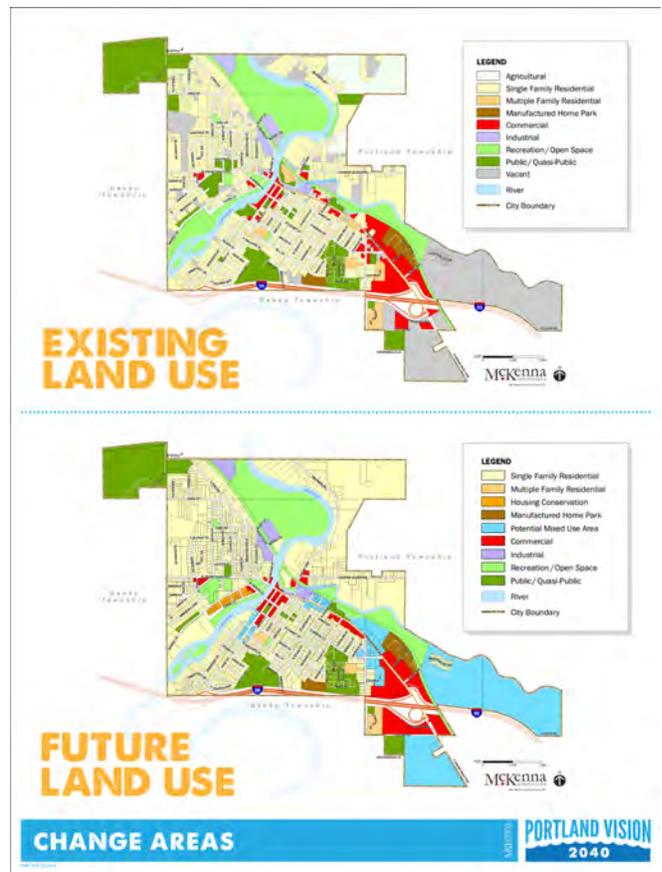
### Industrial Uses

There are three areas of industrial land use within the City, none of which is recommended for expansion.

## IMPLEMENTATION

This Plan contains guidance on implementation of the goals and objectives in an action plan contained in Part III, Implementation. The action plan lists strategies related to each of the Plan's goals as well as a time frame for implementation, partners for implementation, and potential funding sources. Additionally, the Plan contains a short summary of policy and funding programs to explore during implementation. Finally, a map showing zoning inconsistencies is provided to be referenced in future Zoning Ordinance updates. The vast majority of the City's parcels have future land use designations consistent with their current zoning.

Photo 3: Existing and Future Land Use Exercise



## INTRODUCTION

This Master Plan comes at an important time for the City of Portland. The growth and development decisions that the City makes over the next several years will have a fundamental impact on the character and quality of life of the community. When the previous Master Plans were formulated in 1993, 2002, and 2008 the City began a new course that led to the development of the River Trail as well as additions and improvements to the many recreation facilities. Based on the community surveys conducted in 2002 and 2013, as well as the public engagement efforts conducted in 2014, Portland residents value and appreciate the City's efforts in these regards. Sentiment indicates that residents and City leadership want to continue the momentum of these previous successes.

In addition to plans to extend traditional neighborhood development patterns into undeveloped areas of the City, this Master Plan now looks at the City's commercial and economic future and the community's long-term sustainability. It is envisioned that subsequent implementation and update of this and future plans will yield a stronger more vibrant city that continues to retain its small town character.

### LEGAL BASIS FOR THE MASTER PLAN

The State of Michigan Planning Act expressly authorizes cities and villages to engage in planning and zoning. The Act requires the Planning Commission to develop and adopt a master plan that, at a minimum, addresses certain specific issues.

*"The plan shall address land use issues and may project 20 years or more into the future. The plan shall include maps, plats, charts, and descriptive, explanatory, and other related matter and shall show the planning commission's recommendations for the physical development of the municipality."*

This document is the Master Plan that has been developed and adopted by the City of Portland Planning Commission under Public Act 33 of 2008.

### PURPOSE OF THE MASTER PLAN

The City's Master Plan is used for a variety of purposes. At the most basic level, the Master Plan is used as the basis for the City's Zoning Ordinance. One of the factors that makes zoning constitutionally valid is that ordinances are based on a comprehensive plan for the jurisdiction's development. The Michigan Zoning Enabling Act requires that zoning ordinances be based on a plan.

In this context, the Master Plan is a study of the present and future growth of the City and projects the amount of land needed for various types of activities, including agriculture, single and multi-family residences, commerce, and industry. After the Plan is adopted, the City can then modify its Zoning Ordinance to assure that there is sufficient land available to meet the community's long-term needs.

Planning Commission and City Council will consider the Master Plan in applying the zoning ordinance and give guidance to both developers and potential homeowners in making their investment decisions. Consistent and reasonable application of the Master Plan can reduce risk and uncertainty in the real estate market.

Another important role of the Master Plan is providing guidance and coordination of public services and the allocation of limited public resources. Understanding long-term growth patterns and community desires can be a helpful basis in making decisions for public investments, whether for parks or for water and sewer infrastructure.

The implementation of the Master Plan includes short-term strategies that can take one to three years, mid-term strategies that can take three to five years, and long-term strategies that are ongoing to be implemented over the next thirty years. Land use shifts can take a long time to realize for a variety of reasons, both economic and demographic. However, many of the Plan's implementation strategies are specific activities intended to be undertaken in the short-term to mid-term. One example might be installing new streetlamps on residential streets. It can easily take one to three years to initiate this type of project. However, these types of public infrastructure

strategies can help as incentives for long-term growth and development in the City. In all cases, the big picture is the ultimate development of the community, thirty years out.

The implementation of the Master Plan is an iterative process with many players. The City's Planning Commission serves as the lead entity and caretaker of the Plan. This Master Plan contains all the elements described. The community's vision will be achieved as City leaders make proactive decisions consistent with the Plan

## **ORGANIZATION OF THE MASTER PLAN**

The Master Plan is divided into three parts. The first part is the inventory and analysis. This part is intended to answer the question, "Where are we today?" This includes an inventory of current development patterns, community resources, and natural resources. The following chapters are included in this first part:

- Community Profile
- Existing Land Use Patterns
- Natural Resources Inventory
- Community Facilities and Public Services
- Sub Area Analysis

The second part is the goals, vision, and land use recommendations. This part is intended to answer the question, "Where do we want to be?" This part describes the processes that were used to involve the residents of Portland.

Public input was instrumental in developing a vision for the future of the community. This vision is expressed in terms of the Master Plan's goals and objectives. Finally, these goals and objectives are the basis for the future land use map. The following chapters are included in this part:

- Public Outreach Summary
- Community Vision
- Future Land Use

The final part of the Master Plan is the implementation. This part is intended to answer the question, "How do we get there?" This part describes the actions and activities the City should pursue over the next five years. The goals and strategies of this Plan are ambitious. The complete implementation of this Plan depends on the resources available. In some cases, strategies cannot be fully implemented without outside resources, such as grants. Thus, the implementation plan may not be completed in the next five years. However, this part sets forth the future that the City desires to pursue. This is included in a single chapter.

**PART ONE:  
INVENTORY AND ANALYSIS**





## COMMUNITY PROFILE

This Chapter provides a brief introduction to the City of Portland, its history, its government, its geography, and its regional context. The City of Portland is 2.78 square miles in size and is nestled around the confluence of the Looking Glass and Grand rivers. Portland is located in Ionia County in the west central part of the lower peninsula of Michigan. In 2010, the city had a population of 3,883 and an average, citywide housing density of slightly less than one house per acre. The City lies along Interstate 96, approximately 25 miles from Lansing and 44 miles from Grand Rapids. The map below shows the location of the City of Portland.

### GOVERNMENT

The City of Portland is a home rule city, M.C.L. Chapter 117, Act 279 or 1909. The City Council is made up of five elected members. The Mayor is then elected from the membership of the City Council. Portland has a Council-Manager form of government, in which the City Council appoints a professional City Manager. The City Manager serves at the pleasure of the Council and is responsible for the day-to-day operations of the City government.

The City of Portland Planning Commission is responsible for the development and adoption of the Master Plan and for most of the planning issues in the City. The Planning Commission also makes recommendations on zoning decisions. There are seven members on the Planning Commission. They are appointed by the Mayor and confirmed by the City Council.

The City also has several boards and commissions, all of which are appointed by the Mayor with the approval of the City Council;

- Parks and Recreation Board, 5 members
- Downtown Development, Authority, 10 members
- Board of Light and Power, 3 members
- Board of Review, 3 members
- Building Board of Appeals, 4 members
- Zoning Board of Appeals, 5 members
- Tree Management Commission, 4 members
- District Library Board, 6 members
- Portland Area Municipal Authority, 5 members



**Map 1: Portland Area Location**

**REGIONAL CONTEXT**

The City of Portland is an urban center in the midst of several rural townships. To the north of the City is Portland Township and to the south is Danby Township. Just to the west of these are Orange and Sebawa Townships. In the context of this plan, the City of Portland and these four townships are considered the local area. The size of each of these jurisdictions in terms of land area, population, and housing are provided in Figure 1.

Figure 1: Population and Housing, 2010, Portland and the Local Area

	Size Square Mile	Proportion of Area Total	Population	Proportion of Area Total	Housing Units	Proportion of Area Total
City of Portland	2.78	1.9%	3,883	31.2%	1,698	34.2%
Danby Township	36.1	25.0%	2,988	24.0%	1,094	22.0%
Orange Township	36	25.0%	987	7.9%	417	8.4%
Portland Township	33.5	23.2%	3,404	27.4%	1,295	26.1%
Sebawa Township	35.8	24.8%	1,171	9.4%	467	9.4%
<b>Total</b>	<b>144.18</b>		<b>12,433</b>		<b>4,971</b>	

Source: 2010 U.S. Census Bureau

While the City only contains 1.9% of the land area, it is home to 31.2% of the population, and 34.2% of the housing. 2010 Census population and housing densities for the local area are presented in Figure 2.

Figure 2: Population and Housing Density, 2010, Portland and the Local Area

	Population per Square Mile	Housing per Square Mile
City of Portland	1,396.8	610.8
Danby Township	82.8	30.3
Orange Township	27.4	11.6
Portland Township	101.6	38.7
Sebawa Township	32.7	13.0

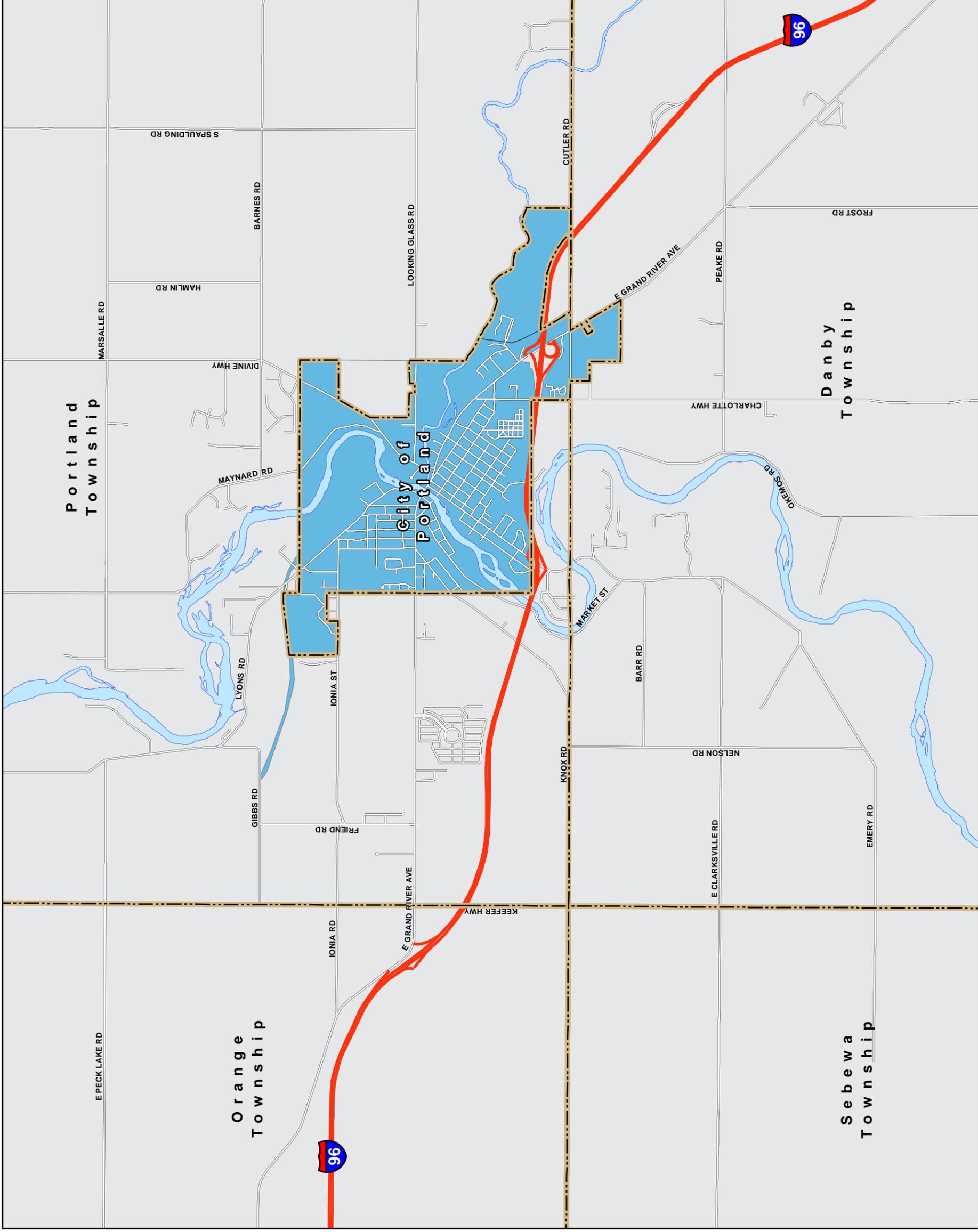
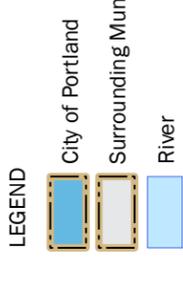
Source: 2010 US Census Bureau

This local area lies in the southeast corner of Ionia County. The Portland area map on the following page shows the location of Portland within its local context.

# Map 2 The Portland Area

City of Portland, Michigan

September 11, 2014



**SUMMARY OF CURRENT TRENDS**

A full and detailed analysis of the City’s demographic, economic, and housing trends is included in the Appendix of this plan. This section presents a few of the trends that were noted in the analysis.

**Population Characteristics**

Key demographic statistics for the city did not change much between the 2000 and 2010 Census (i.e., age structure and household profiles). The City’s population has remained stable with very little change since 1970, however, the composition of the population has had some of the same change experienced on State and national levels, namely; smaller households, more single person households, less children, and an increase in “empty nesters.” In 2010, the population increased for first time since 1980.

In general, educational attainment for the City is higher than both the County and State, with 91% of residents having a high school diploma and 24% having a bachelor’s degree. Between 2000 and 2010 the number of persons with graduate or professional degrees jumped from 68 to 183 (2.9% to 7.8%).

**Age and Household Composition.**

In general, the City has more children under 18 years of age (e.g., more families with children) and more senior residents than County and State averages, which is not unusual for a City because services are more accessible and housing tends to be more affordable. The City has a slightly larger percentage of households with individuals that are over 65 years of age than the County but slightly less than the State.

At 12% of the population, the City has almost twice as many residents in the 55 to 65 age bracket than it did in 2000. This means that residents age 65 or older will grow steadily over the next 10 years.

The average number of married-couple households for the City is less than the County and slightly less than the State average. It declined by more than 8% since 2000. The frequency of female-headed households is higher than the County and less than the State. While the population raised only slightly (2.5%) between the 2000 Census and 2012 American Community Survey, the number of housing units increased by 7.9%. This is an indicator that household sizes continue to become smaller.

**Housing Stock**

About 35% of the City’s housing stock is rental, higher than the State and County. However, cities tend to have a higher rental rate because they have a more diverse housing stock and the public services to support multifamily developments. Conversely, about two-thirds of the City’s housing stock is owner-occupied, higher than many cities throughout Michigan.

Over half of the City’s housing stock was built before 1960. About 30% was built before 1939, but many of those homes are historic in nature and have been very well maintained. About 23% were built between 1940 and 1959, after WWII. The next largest block of housing was built in the 1970s (about 14%).

The 2012 American Community Survey reflected that 71% of houses were valued under \$149,000. Almost half of those were valued under \$99,000. Houses in this range are fairly affordable to people earning the City’s median income of \$44,717.



Photo 4: Historic Housing Stock

## Employment and Income

In terms of employment, many residents commute to other cities for work. Within the City, the primary number of establishments offering employment is service and retail related. Overall, the County still has 27% of all employed persons in manufacturing, which is the largest single sector for employment.

In 2010, median household income for City residents was lower than the County and State average. This is not unusual for cities, which tend to be home to households of more limited means (e.g., single seniors, single parents, and young adults). When considering income levels, however, cost of living should also be considered.

For example, if housing and cost of services and travel is more affordable for City residents, resultant disposable income may not differ much from households with higher incomes who live under more expensive circumstances. Additionally, closer proximity of housing results in higher income density.

## Commuting

Portland's commuting characteristics are characterized by the divide between those that live and work in Portland and those that commute to Lansing and Grand Rapids. People who work in the City have very short commutes and 5.2% walk to work. This is significant because it is a level comparative to cities known for walkability. In 2012, 6.4% of residents in Chicago walked to work, while only 3.2% of residents of Grand Rapids and 3.6% of residents of Lansing walked to work. Residents who work outside of the City have longer commutes, 40.1% of residents commute more than 30 minutes, but there is a high rate of carpooling, at 9.2%. Portland residents also worked at home, with a higher frequency than the surrounding area, at 4.9%. This could be evidence of a trend to telecommuting in the professional industries.

## Moving Forward:

The following are salient points from the demographic analysis, as follows:

- While population has remained stable in Portland, over the next decade, the number of people over age 65 will grow.
- Household size is becoming smaller and the number of households is increasing at a faster rate than the population.
- The City has a good proportion of homeowners at 67% and more rental housing could be desirable.
- 67% of Portland's housing was build before 1980 and many homes are well maintained with historic characteristics.
- Portland is an educated City and many of its residents commute to professional jobs with head-of-household wages.
- Portland still has a strong manufacturing base but it also has a high incidence of non-head-of-household jobs, like retail and service positions.
- While 40% of residents commute over 30 minutes, 5.2% of residents walk to work and 4.9% work at home.

These trends support some flexibility in both residential and commercial development. Shifting populations and household size suggests that variation in housing size and type would be supported; however, the high quality of its older housing also suggests that design character should be prioritized. Many residents will continue to commute, but with the rise of telecommuting and Portland's educated workforce, there may be an opportunity to attract new employment within the City.

## EXISTING LAND USE PATTERNS

The City of Portland is extensively developed, primarily in traditional neighborhood development patterns. The Central Business District has maintained its traditional pattern, parallel to the Grand River and perpendicular to East Grand River Avenue. At the same time, strip commercial development dominates the built environment along the East Grand River entryway into the City from I-96. Suburban and rural residential development is located along the roadways leading into the City. While the revitalization and redevelopment of previously built upon lands is an important consideration in the City's Master Plan, so too is new development in vacant and newly acquired property. The city has three main areas of undeveloped lands:

1. In 2007, the City purchased and annexed the 58 acres located at the southwest corner of East Grand River Avenue and Cutler Road was purchased and annexed into the City in 2007. This area is primarily envisioned for uses that will support the development of head-of-household jobs within the City. Land uses consistent with this goal are educational, medical technology, entertainment/recreation, and light industrial.
2. The northeastern corner of the City: This is isolated from the rest of the City by the river systems. The only crossing to this area is Divine Highway. Much of this area is not served by public water or sewer, and because of topography, would be more expensive than other outlying areas to serve. Although this area is more geographically isolated from the City, design measures taken may mitigate that fact (e.g., strong trail connections). Because sewer service is not readily available to this area, and one new developable area has incorporated into the Portland Township since the last plan, this plan update advocates the area as a holding zone, with lower density development, until sewer service is more feasible. At that point, extending the existing, traditional neighborhood patterns to assure complementary land development should become a major goal of the Plan.
3. Land bound by the Looking Glass River and I-96, east of town: While this land has been approved for a traditional neighborhood, mixed use design, the development may be single family, but should still mimic the character and traditional design of Portland's historic neighborhoods.

The purpose of this Chapter is to describe the general nature of the existing land use and development in the City. This understanding forms an important basis for the Future Land Use Plan. The existing land use of the City is presented in Map 4 at the end of this Chapter. The land use categories shown on this map are described below. This Chapter ends with a more thorough description of the development of land uses within the City.



Photo 5: View of Downtown from W. Bridge Street

**LAND USE CATEGORIES**

**Single Family Residential**

This category includes single-family detached and two-family attached dwellings on larger lots, and rural residential parcels (large parcels with a residential dwelling and no productive agricultural use). Single family residential includes the historical residential section located in the oldest part of the city which reflect neo-traditional design (e.g., historic neighborhoods).

Historical neighborhoods have smaller lots, generally between 40-60 feet wide, and garages, if present, tend to be detached and behind the home. The street system is a grid pattern. Alleys are provided as are sidewalks. Neighborhoods have curb and gutter, and green space with street trees between the curb and sidewalk which serve as a buffer between pedestrians and motorized traffic.

**Multifamily Residential**

This category includes residential structures containing three or more dwelling units, including flats, triplexes, apartment houses, attached condominiums, and similar type dwellings.

**Manufactured Housing Development**

This category includes parks and courts specifically designed and developed for the use of manufactured housing as a residential dwelling, whether temporary or permanent.

**Commercial**

This category includes improved properties used for or intended for use for wholesale services, retail, office, and service businesses.

**Mixed Use**

This category includes the land encompassing the downtown business area and adjacent areas, containing a variety of uses in a compact area.

**Industrial**

This category includes improved land parcels used primarily for industry.

**Public and Semi-Public**

This category includes land parcels, either improved or unimproved, which are held in public or private interests and are exempt from real taxation. Included in this classification are such uses as: public and private schools, churches, cemeteries, parks and recreation area, government buildings and uses, and utilities.

**Agricultural and Vacant**

These categories include land used predominately as cultivated farmland, pastures, or woodlands, with or without associated farm structures and residences. These categories also include land that has been planned for residential or other development, but which development has not yet occurred.?



DRAFT

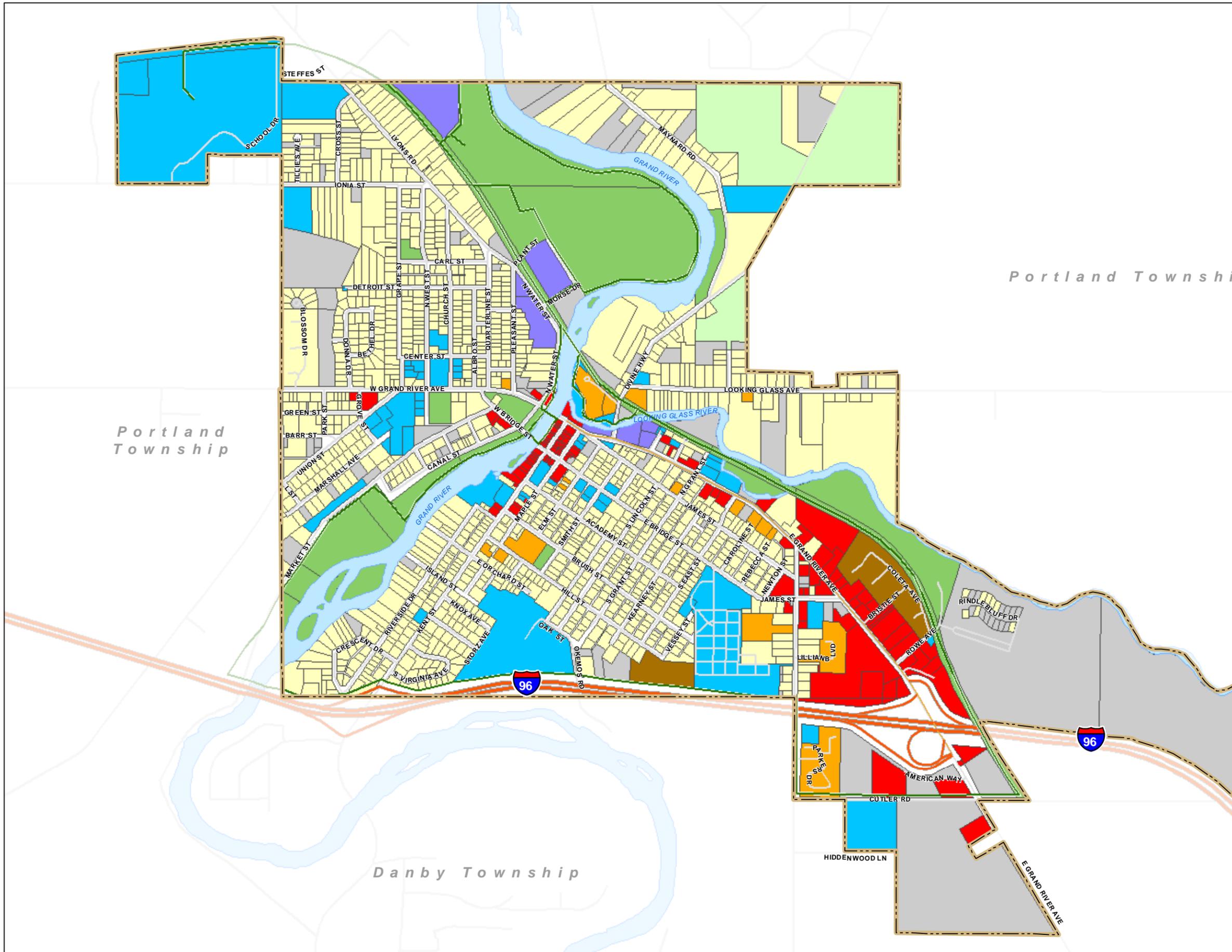
# Map 3 Existing Land Use

City of Portland, Michigan

January 8, 2015

### LEGEND

- Agricultural
- Single Family Residential
- Multiple Family Residential
- Manufactured Home Park
- Commercial
- Industrial
- Recreation/ Open Space
- Public/ Quasi-Public
- Vacant
- River
- RiverTrail
- City Boundary



**McKENNA**  
ASSOCIATES

Map Feature Source: Iona County, 2014



**RESIDENTIAL LAND USES**

The predominant land use in the City is residential, and the predominant form is single-family detached housing. Most of the City’s residential development follows traditional neighborhood development patterns: rectilinear street patterns, sidewalks, alleyways, houses oriented toward streets, garages in rear yards or de-emphasized in the overall house design, small lot sizes that are deeper rather than wide, and houses within walking distance to neighborhood commercial businesses.

This traditional neighborhood pattern is most prevalent in the southern area of the City, between the two rivers and I-96. This area is almost completely developed, with only a few, scattered, vacant residential lots. While there are several multi-family dwellings in this area, the vast majority of housing is single-family and two-family dwellings. At the fringes of this area, there are two manufactured housing developments, with a total of approximately 64 units based on the 2012 American Community Survey. One is located adjacent to the cemetery and I-96. The second is located northeast of Grand River Avenue, near the I-96 interchange, in the area of Rowe Avenue.

The northwest area of the City, west of the Grand River, also exhibits many of these traditional neighborhood development patterns, although somewhat less so than in the southern area of the City. In this area also, single-family dwellings are the primary type of housing. There are a few small multi-family dwellings and one multi-family development with approximately 22 units. There are no manufactured housing developments in this area of the City.

The northeast area of the City is the least developed. Several tracts of land in the area north of the Looking Glass River and east of the Grand River remain undeveloped; however a large agricultural parcel was removed from the City and annexed into Portland Township in 2010. The residential development that has occurred is mostly of the larger lot, suburban and rural residential type, along Looking Glass Avenue and Maynard Road. A condominium development is located along the Grand River, adjacent to the River Trail offering another housing choice in the city.



**Photo 6: 1960’s Era Housing Stock**

**NEIGHBORHOOD ANALYSIS**

The previous description of the residential development patterns contained the term “traditional”. This term has much broader implications than lot size. It reflects a development pattern which is conducive to a sense of community. For example, traditional neighborhoods emphasize people more than cars by orienting the front of the house, perhaps with a shorted front yard setback and a porch to the street. Garages are typically placed at the rear or side of the lot so they do not dominate the front yard landscape. Traditional neighborhoods are also walkable, with sidewalks that connect the blocks. In addition, they have edges, streets or natural features that clearly define their limits. Ideally, traditional neighborhoods also have the convenience of walking to shopping and public spaces such as schools and libraries.

Portland is fortunate to have two neighborhoods that can be called traditional. The first is roughly bounded by James Street, East Avenue, Kent Street, and the I-96 Freeway. This is the neighborhood that features most of the traditional pattern. This area is commonly referred to in the City as the historical neighborhood.



**Photo 7: Portland's Historic Neighborhood**

The second is roughly bounded by W. Grand River, Ionia Road, Lyons Road, and the western corporate limits. This area is commonly referred to in the City as the near northside neighborhood.

The City’s historical neighborhood features an elementary school, very traditional housing patterns, tree-lined streets, sidewalks which connect all of the blocks, and accessible shopping in the downtown. The near northside neighborhood features an elementary school, a neighborhood park, and a mixture of traditional and suburban styles of housing. While it lacks walkable shopping, it nonetheless is a walkable neighborhood.

Housing that borders these areas is still very much a functional part of the neighborhood fabric. Development in Portland, for the most part, has followed traditional neighborhood development patterns, which supports requiring new and infill development to be consistent with best examples of the City’s housing stock.

During the development of this Plan, there appeared to be no particular support demonstrated for larger lot, subdivision type development. These types of subdivisions tend to be disconnected, with few entrances and access. These types of developments are discouraged. This Plan recommends maintaining zoning and subdivision regulations that will require new residential development to continue the traditional development patterns that are prevalent in the developed portions of the City.

## COMMERCIAL DEVELOPMENT

There are two principal commercial nodes in the City of Portland: the central business district along Kent Street, and the East Grand River Avenue corridor. The first represents traditional downtown commercial development and the second represents convenience commercial development.

The Central Business District is the anchor of the traditional neighborhood development of much of the City. This area generally runs along Kent Street from about Brush Street to East Grand River Avenue and along Maple Street from Academy Street to East Grand River Avenue.

Especially along Kent Street, the buildings tend to be two stories, with commercial uses on the first floors, and commercial, office, or vacant uses on the second story. There are several vacant buildings, and the Central Business District suffers from many of the same problems that face most downtown commercial areas. Parking and automobile circulation are perceived to cause difficulties. Although first floor vacancies are minimal, there is a perception that there is insufficient flow of customer traffic. There are few buildings in disrepair and the City has a very successful Main Street program that identifies opportunities and helps to manage improvements in downtown.

The strip commercial development along the East Grand River Avenue corridor is newer than the development of the downtown and represents the modern American pattern of automobile dependent development. Each individual business building maintains its own off-street parking lot.

There are a variety of types of businesses in this area, including the City's primary grocery store, a strip mall, and several fast food restaurants. The primary development issue in this area is traffic congestions, which is fueled primarily by the extensive number of curb cuts and access points. In 1999, the City prepared an access management plan that called for the closure of several of the access points. One of the strategies this Plan calls for is the implementation of the access management plan, as the issues discussed in it remain today. Other issues that arise from strip commercial development are the lack of landscaping and green space, extensive asphalt areas, sidewalks and pedestrian crossings, and the increased storm water runoff from the parking areas. MDOT transferred East Grand River Avenue back to the City in 2008, which means the City can improve the character of the area.

In the area from the corridor's intersection with Charlotte Highway to the intersection with Divine Highway, the development is more mixed use. There are commercial uses interspersed with single-family houses and multi-family dwellings. In formulating the Future Land Use Plan, this area will require special consideration. The Plan will have to balance the protection of residential uses, with the desire for a commercial corridor, with the need to respect East Grand River Avenue's role as an arterial road that moves traffic through from one activity center, the strip commercial area and the interchange with I-96, to another activity center, the downtown and the residential areas on the west side of the City.

**INDUSTRIAL DEVELOPMENT**

There are three industrial areas in the City of Portland. The first is located in the northwestern part of the City, adjacent to the Grand River and the River Trail, with access to Lyons Road. This is the site of the TRW plant which is located partially in the City and partially in Portland Township. The second industrial area is located on both sides of Divine Highway at the intersection with East Grand River Avenue. This is the site of the Archer Daniels Midland facility. The third industrial area is located along Lyons Road, in the area of Morse Drive and Bud Plant Drive. There are several smaller industrial operations located here.

One of the issues addressed by this Master Plan is the community’s desire to facilitate economic development and create more job opportunities. The City has expressed an interest in attracting additional industrial development should the opportunity arise.



Photo 8: ADM Site

**PUBLIC AND SEMI-PUBLIC**

There are a variety of public and semi-public land uses located throughout Portland. City hall and the public library are located in the downtown on Kent Street. The Post Office is located just outside of the downtown, off East Grand River Avenue, at the intersection of Mill and Lincoln Streets. The business conducted at these facilities creates traffic for the downtown. Two blocks east on East Grand River Avenue are the Electric Department, Emergency Service, and the Portland Township Hall. The Public Works Department and the wastewater treatment facility are located in the northwest part of the City, off Water Street, at the Bogue Flats Recreation Area. The City cemetery is located in the southern part of the City, off Bridge Street.

Portland Public Schools operates four schools in the City. The Middle School and Oakwood Elementary School are located in the southern part of the City, at the end of Lincoln and Knox Streets. The location of these schools poses the difficulty of access: busses must travel through the downtown and along smaller, residential streets to get to and from these schools. The other two schools, Portland High School and Westwood Elementary are located in the northwest corner of the City, between Lyons Street and Ionia Road.

**SUMMARY OF EXISTING LAND USE DATA**

Figure 3 presents the current breakdown of existing land use in Portland. Given Portland’s role of being a bedroom community, it comes as no surprise at that 39% of the total developed land area is used for various types of residential development. Within the City, 71 acres, or 5% of the total area of the City, is dedicated to agriculture—a decline from 14% in 2002. However, what is particularly notable about land use in the City of Portland is that 14% of land is devoted to recreation.

Figure 3: Existing Land Uses, 2014, City of Portland

LAND USE TYPE	SIZE IN ACRES	NUMBER OF PARCELS	PERCENT OF TOTAL
Agricultural	70.9	3	5%
Commercial	73.4	117	5%
Industrial	23.0	8	2%
Multifamily Residential	30.7	17	2%
Manufactured Housing	21.6	2	1%
Recreation / Open Space	195.0	36	14%
Public / Quasi-Public	194.2	61	13%
Single Family Residential	511.8	1196	36%
Vacant	320.7	106	22%

Source: City of Portland, GIS Data, 2014

The amount of recreational land in the City exceeds that which is typical throughout Michigan. The Michigan Department of Natural Resources (MDNR) recommends minimum standards for various types of recreation facilities for a community. The Figure 4 illustrates the degree to which Portland exceeds the minimum. The River Trail in Portland is somewhat of a crown jewel of recreational facilities within the City. The existence of the linear park adds to the abundance of recreation designated areas and open space available to the City of Portland’s residents.

Figure 4: Acreage of Parks by Type, MDNR Standards and Existing in the City of Portland

Park Type	MINIMUM ACREAGE per 1000 Residents	OPTIMUM ACREAGE per 1000 Residents	2002 ACREAGE per 1000 Residents
Mini-Park	0.25	0.75	2.03
Neighborhood park	1	3	11.3
Community Park	5	15	19.62

Source: McKenna Associates 2002, Data Michigan Department of Natural Resources and City of Portland Parks and Recreation Plan

It is worth considering the changes in land use patterns since 2002. Meaningful comparisons can be drawn in regard to most of the land uses, especially residential, commercial and industrial. Figure 5 shows the percent changes of land use types within the City since 2002. A substantial change to the land use profile in this time period is the addition of acreage to the east and south of the city. Some 200 acres of land have been added to the community, which, for perspective’s sake, is equal to about half of the land currently developed for residential uses. Most of this land is currently classified as vacant and not included in the summary below. One large impact,

as mentioned previously, was the transfer of a large parcel of agricultural land in the northeast section of the City into Portland Township.

Figure 5: Changes in Land Use Acreage, 1993-2014, City of Portland

LAND USE TYPE	ACRES in 1993	ACRES in 2002	ACRES in 2014	PERCENT CHANGE
Agricultural	188	194	71	-63%
Commercial	28	76	73	-4%
Industrial	14	21	23	10%
Multifamily Residential	30	34	31	-9%
Manufactured Housing	15	21	22	5%
Single Family Residential	471	466	512	10%

Source: McKenna Associates 2002, and City of Portland, GIS Data, 2014

The data shows growth in the City of each basic land use type. There are, however, some discrepancies. First, there does not appear to be any additional property categorized as industrial, so the increase is probably due to better mapping techniques and more precise measurements. At the same time the difference in residential land uses is due, in part, to differing classifications for duplexes and other types of multi-family structures and some construction in the Rindlehaven development.

**HISTORICAL PERSPECTIVE**

Portland has two sites listed by Michigan’s State Preservation Office as historic landmarks. The first is the Portland First Congregational Church built in 1853 and located on the corner of Warren and Bridge Streets. The second is the site of a historical event, the first woman exercising her right to vote under the Woman’s Suffrage Amendment of 1918.

Portland has the ambience of a historical community. Contributing to this ambience is the City’s Library, which lends a distinct historical character to the City’s downtown. Other historical type houses are scattered throughout the historical neighborhood, giving snippets of architectural styles reminiscent of late 1800’s early 1900’s housing.

The impact of historic sites and structures, whether official or unofficial, is the capacity to set ambience and influence investment. A well-maintained historical structure or site signals evidence of investment and community pride. This is true for the City of Portland. The architecture of the City Hall appears to have been significantly influenced by commercial buildings and the library in the downtown. In addition, the obvious maintenance of the houses and churches in the area of E. Bridge St. also positively impacts the neighborhood.

The mixture of architectural styles throughout the City may not provide the City with enough historic or contributing structures to qualify for any officially designated historic neighborhoods. However, there are enough historic type structures to stimulate continued investment in neighborhood stabilization.

# NATURAL RESOURCES INVENTORY

## GRAND AND LOOKING GLASS RIVERS

The most notable resources in the City of Portland are the Grand and Looking Glass Rivers. The headwaters of the Looking Glass River lie far to the east in Shiawassee County, and it terminates at its confluence with the Grand River in downtown Portland. The headwaters of the Grand River lie far to the South in Jackson County. The Grand River flows through Lansing, Portland, Ionia, Grand Rapids, and empties into Lake Michigan at Grand Haven.

There are significant wetlands along these two rivers in the City of Portland. These wetlands and wooded areas provide wildlife habitat. More significantly, however, is the recreation resource provided by the rivers. The River Trail, Community Lake Park, Thompson Fields, Scout Park, William Toan Park, and the Bogue Flats Recreation Area represent a substantial public recreational use of the rivers.



**Photo 9: Kayaking on the Grand River, Downtown Portland**

## GROUNDWATER

The City’s drinking water supply relies on three wells, all of which are located in the Bogue Flats area. The City’s water supply operates in compliance with the Safe Drinking Water Act and there has never been an outbreak of a waterborne disease.

Since 2000, the City has been implementing a Wellhead Protection Program. The wellhead protection area identified extends southwest from the existing wells, with the five-year and ten-year travel times reaching into Sebewa Township. The 2013 water quality report contained no water quality violations.

The identified wellhead protection area covers an area larger than the City of Portland. It extends outside the City, through Portland, Orange, and Danby Townships, and into Sebewa Township. Thus, the effective use of land development policies to protect the City’s drinking water supply will require effective planning coordination among all four of these jurisdictions.

**FLOODPLAINS**

The floodplains associated with the Grand and Looking Glass Rivers occupy a significant area within the City. Part of the Central Business District lies within the floodplain. Other than in this part of downtown, there are not many structures located within the floodplain.

The City’s Zoning Ordinance regulates development within the floodplain. It is important to maintain the integrity of the floodplain and its ability to handle the overflow of the flooding rivers. When a portion of the floodplain is built on or filled in to accommodate development, it forces flood waters onto other properties.

**WETLANDS**

In the simplest terms, a wetland is land where water is found either on or near the surface, or underground. While in the past wetlands were considered useless land, it is now known that they have an important role in the hydrological and ecological systems. In addition to providing fish and wildlife habitat, wetlands also maintain and stabilize groundwater supplies, reduce the dangers of flooding, control erosion, and improve water quality.

The majority of identified wetlands are associated with the rivers. These wetlands provide most of the valuable functions described above. There are also some isolated wetlands in the northeast corner of the City.

Currently, the Michigan Department of Environmental Quality regulates wetlands that are contiguous to lakes, streams, drains, and ponds, as well as those greater than five acres in size. Land containing regulated wetlands has limited development potential, due to natural development constraints as well as wetlands protection regulations.

**OPPORTUNITIES AND CONSTRAINTS**

The opportunities for economic growth that the City’s natural resources present are associated with their amenity values. As was described previously, the floodplains and wetlands are associated with the two rivers.

These water features taken together greatly accentuate the quality, aesthetics, and value of the City’s recreational facilities. Enhancing the City’s recreational facilities is a tool for attracting new residents to the City and for attracting tourists. Both of these are important for the long-term economic growth of the City.

Since the majority of the natural resources are located within the floodplains, the City’s existing zoning provisions must be sufficient to assure their preservation. However, City zoning provisions, the State’s wetlands regulations, and the requirements for development in floodplains restrict development in these areas. The effect of these various regulations serve to minimize, but not preclude, the overall density and limit the level of development.

## COMMUNITY FACILITIES AND PUBLIC SERVICES

The purpose of this Chapter is to provide a brief description of the community facilities and public services provided by the City. These facilities and services are key elements influencing the rate and quality of growth and development in the City. Future growth and development puts pressures on these facilities and the provision of public services.

### PUBLIC SAFETY

#### Police Department

The Portland Police Department operates out of the Emergency Services Building located at 773 East Grand River Avenue. The department provides 24-hour service to the residents of the City of Portland. The Department is staffed with 6 full-time officers and 2 part-time officers. Officers patrol the streets with cruisers, bicycles and on foot. They also provide a presence in the area schools, community events, and on the River Trail.

#### Fire Department

The Portland Fire Department also operates out of the Emergency Services Building. The Fire Department's service area includes 79 square miles and a population of approximately 10,000 people. This service area includes the City of Portland, Portland and Danby Townships, and two-thirds of Eagle Township.

The Department's staff includes 26 part-time paid staff. The Department's equipment includes 4 pumpers, 2 tankers, 3 grass rigs, an air-light vehicle, and a command vehicle.

#### Ambulance Department

Portland Area Ambulance is a City of Portland owned ambulance service. The service is housed at the

Emergency Services Building at 773 E. Grand River Ave. The service provides 24 hour Advanced Life Support service to the citizens of the City of Portland, the Townships of Danby, Lyons, Portland, Sebewa, Westphalia and a portion of Orange. Service is also provided to the Villages of Pewamo and Westphalia.

The Ambulance Service is staffed by four full time paramedics, four part time paramedics and 12 EMT's. Three of the full time paramedics work 24 hour shifts while the 4th works Mon-Fri and is the paramedic for the 2nd out ambulance. The paid on call personnel cover shifts that run from 5am-5pm and 5pm-5am. The department is certified through the State of Michigan as an Education Facility, this allows them to offer instruction to the Advanced EMT level. The department also has four certified American Heart Association CPR instructors and instructs hundreds of people each year in CPR.

#### Public Schools

The Portland Public School District provides public education to the residents of the City of Portland and the surrounding area. The school system's enrollment in 2010 was 2122 students.

The District has four schools, all of which are located in the City.

- **Oakwood Elementary School** - 500 Oak Street, Portland, MI Grades pre-K through 2. Enrollment: 547
- **Westwood Elementary School** - 883 Cross Street, Portland, MI Grades 3 through 5. Enrollment: 448
- **Portland Middle School** - 745 Storz Avenue, Portland, MI 2000. Enrollment: 473
- **Portland High School** - 1100 Ionia Road, Portland, MI 2000. Enrollment: 609



**Photo 10: Portland High School**

**PRIVATE SCHOOLS**

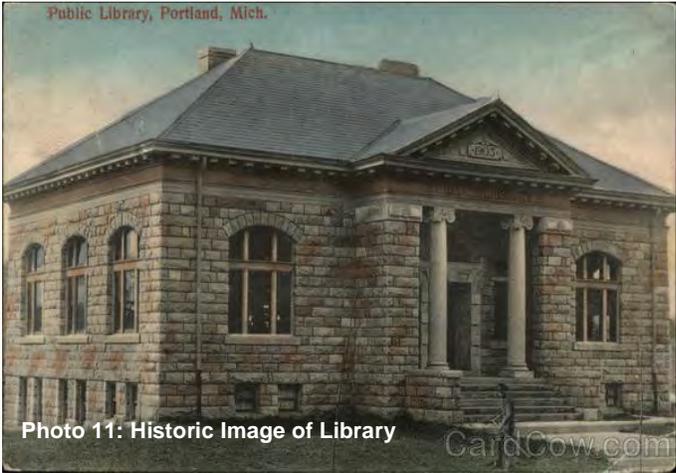
In addition to the public school system, there is one private school in the City. St. Patrick School, located at 122 West Street, provides educational instruction in grades pre-K through 12. The facility serves over 400 students.

**OTHER FACILITIES AND SERVICES**

**Public Library**

The Portland District Library was opened at its current location in 1905, with the financial assistance of the Andrew Carnegie Foundation. The Library lists a collection of over 28,000 items including books, magazines, videos, cassettes, and CDs.

The library circulates tens of thousands of items yearly to the City of Portland, Danby and Portland Townships. Over half of the residents in the service area have library cards. The Portland District Library is open 56 hours a week to serve the public’s needs.



**Electric Department**

The City’s Electric Department supplies electricity to approximately 2,200 customers and businesses. A portion of the electric supply is generated by the City’s electric generating plants, which are located at the Portland Municipal Dam and at the Grand River Avenue facility.

**Water Supply**

In April 2002, the City prepared a Drinking Water Revolving Loan Fund Project Plan. This study analyzed the quantity and quality of the City’s public water system and set forth a plan for making needed improvements. The study assessed several alternatives for addressing the weaknesses of the water system. The City Council selected the alternative that called for the construction of a new 400,000 gallon elevated storage tank in the southeast portion of the City and a new well to be located near the high school. In 2006, the City completed the construction of the new water tower and well to implement the recommendations of the 2002 plan.

### Waste Water Treatment Facility

The City's waste water treatment facility was constructed in the late 1950's, and underwent an upgrade in 1972. The plant has a treatment capacity of 500,000 gallons per day (mgd), and in 1998, had an average hydraulic flow of 1.35 mgd.

In 1998, the City prepared an evaluation of the waste water treatment system. This evaluation found that the capacity of the existing plant should be sufficient to handle the historical rate of population growth for the next 15 to 20 years, and that the City should be prepared to begin funding a new plant by 2019.

This evaluation also considered the capacity of the main trunk sanitary sewer line on the west side of town, which services everything west of the Grand River, except for Market and Lyons Street. The evaluation concluded that this line had the capacity to serve an additional population of 1,220 to 1,450 more people, or 407 to 483 more dwelling units, based on an average household size of three.

Based on the evaluation conducted in 1998, this Plan concludes that the City's wastewater treatment system has adequate capacity to serve the current population; however, the City should consider conducting a new study to update the findings of the 1998 study.



Photo 12: Portland Water Tower

## PARKS AND RECREATION

The City of Portland maintains numerous parks throughout the City and provides a variety of recreational services. The following is a list of the City's park facilities:

- Alton Park, 2.2 acres
- Powers Park, 2.5 acres
- Bogue Flats Recreation Area, 58.87 acres
- Portland Community Lake, 23 acres
- Tichvon Park, 1.27 acres
- Holloway Park, 30 acres
- Thompson Field, 6.2 acres
- Roadside Park, 0.25 acres
- Scout Park, 1.91 acres
- William Toan Park, 0.78 acres
- Brush Street School Park, 0.9 acres
- Riverfront Park, 1.0 acres
- Portland Fish Ladder
- River Trail, approximately 10.0 miles

In addition to these City facilities, recreation facilities are provided at each of the five schools located in the City. There are also several private recreational facilities and a nearby, 360 acre, State Game area. The City's recreation department provides 27 different recreation programs, which is augmented by a variety of other programs offered by various private groups and organizations.

The Parks and Recreation Board adopted the Portland Community Recreation Plan in 2011. This five-year plan provides a much more in-depth description of the various parks facilities and recreation programs that the City provides.



**Photo 13: Playground at Alton Park**

## SUB AREA ANALYSIS

Although Portland is a compact community, it has distinct sub areas that merit additional discussion. The following series of maps outlines specific observations with regard to: 1) public and quasi-public lands, 2) opportunities and recent developments; and 3) issues and concerns. Following is a brief description of each area.

### SUB AREA ONE



**Photo 14: Rindlehaven Development**

#### Geography

This area is located along East Grand River Avenue, bound north by the Looking Glass River, includes Charlotte Highway, James Street, and North East Street to the West and city limits to the East. Also includes I-96 Exit 77 at East Grand River Avenue

#### Character

- Highway dependent strip commercial development dominated by national chain restaurants, gas stations and intense highway- and auto-oriented establishments along East Grand River Avenue near the I-96 interchange from Cutler Road to East Bridge Street.
- Small, locally owned, and less intense businesses located along East Grand River Avenue from East Bridge Street to North East Street. Several former single-family homes have been converted to businesses. Three large multiple-family housing developments including two apartment complexes are located east of Charlotte Highway the area also includes a sizable manufactured home community on Bristie Street. A few single-family homes are scattered throughout the area. A large public park located along the Looking Glass River as well as a significant portion of the Portland River Trail System.

#### Opportunities

- Over 150 acres of land was incorporated into the City. While originally envisioned as a mixed-use, planned unit development, it is now envisioned primarily as a residential development including a mix of single family homes. The area is located south of the Looking Glass River, North of I-96, and east of the Portland River Trail. The first home of this development was finished in late 2007, but the downturn in the economy stalled the development until recently. Several new homes were developed between 2011 and 2014, bringing the total to approximately 8 homes.
- The City owns a 58 acre parcel of land south of Cutler Road and West of East Grand River Avenue. Currently vacant, this property poses significant potential for development due to its proximity to the I-96 interchange. Several other vacant properties are located in this area, which could have similar development potential. This parcel is the subject of a sub area plan that includes specific recommendations and vision for its development.
- Located south of Bristie Avenue on the east side of East Grand River Avenue, a large strip-style commercial building is partially vacant. The majority of the building is occupied by a religious facility. The building is situated in close proximity to the highway interchange making it ripe for redevelopment.

- The vacant Taco Bell/KFC property is a prime redevelopment opportunity on the East Grand River Avenue corridor. Next to this site, on the northern corner of Bristie and East Grand River is a vacant restaurant, formerly a Chinese buffet. Additionally, the vacant southwest corner of East Bridge Street and East Grand River Avenue also has redevelopment potential. The property is located across from the vacant Taco Bell/KFC restaurant as well as a large pharmacy and adjacent to McDonalds. This corner marks the transition from national chain establishments to locally owned less-intense retail and office uses. This property would be best suited for a transitional use between these two types of commercial uses and as a gateway to the well-established historical neighborhoods of Portland.

### Issues and Concerns

- As identified in the East Grand River Avenue Access Plan, an overabundance of driveways and curb-cuts creates the turning conflicts between vehicles. This is especially true during morning and evening rush hours considering Portland’s community population. Proper driveway alignment across East Grand River Avenue as well as restrictions on the number of curb-cuts per business could alleviate this concern. Pedestrian safety is also a prime issue in this area.
  - Because of the intense, highway commercial nature of East Grand River Avenue, the safety and efficiency of traffic and pedestrian movement is crucial.
  - A large number of people live in the manufactured home community along Bristie Street and have to cross East Grand River Avenue while walking or biking to the grocery/hardware store to the west.
  - The high volume of traffic on East Grand River Avenue coupled with its width does not provide a safe crossing environment for pedestrians or cyclists. A mid-block, pedestrian activated crossing signal with the purpose of stopping traffic briefly while pedestrians cross the street would make this a more pedestrian friendly environment.
  - Several off-street access issues are also present in sub area one.
  - Driveway access to Arby’s, Best Western, Quaker State Oil Change, and the bank is confusing.
  - Multiple internal and one-way intersecting drives make navigating this area risky. Parking lot and off-street access management standards and design regulations would increase safety.

The same is true for the parking/driving areas in and around the Burger King, strip-style commercial development building, and Shell Gas Station. With no discernable division between uses and poorly demarcated parking areas and driveways, this parking area is confusing and potentially dangerous. Off-street access and parking standards, as well as design regulations, could improve this area.
- Cutler Road is scheduled to be paved and funding is in place. Paving Cutler Road will make it a functional parallel east-west route on the south side of town and will improve its role in the transportation network.
- Landscaping and multimodal circulation improvements are needed in convenience commercial area.



Photo 15: Vacant Taco Bell/KFC Property



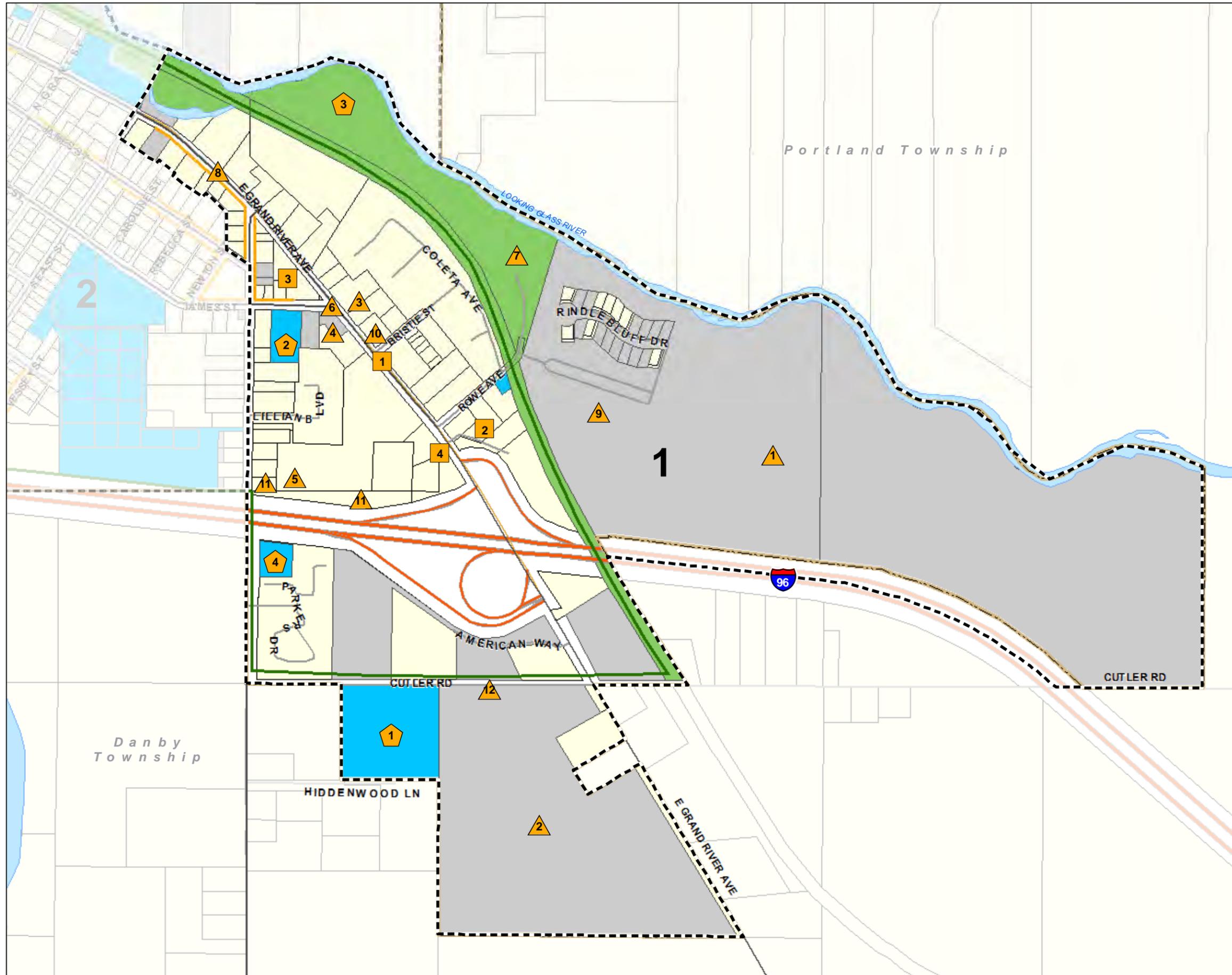
Photo 16: East Grand Avenue Commercial Area

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# Map 4 Sub Area One

City of Portland, Michigan

September 11, 2014



### Public/Quasi-Public Property

1. Church of the Nazarene
2. VFW Hall
3. Community Lake Park
4. Portland Water Tower

### Opportunities and Recent Developments

1. Rindlehaven traditional neighborhood development
2. 425 Agreement Area with Danby Township (Subarea Plan)
3. Redevelopment opportunity Taco Bell/KFC Property
4. Redevelopment opportunity, desirable corner lot
5. Opportunity to connect grocery store with Charlotte Highway
6. Opportunity to keep transition between national/highway oriented businesses and local/less-intense uses.
7. Large community open space offers an opportunity for a skate park
8. Bike lanes or multi-use path on Grand River to fill sidewalk gaps
9. Encourage commercial uses toward the entrance to Rindlehaven area.
10. Redevelopment opportunities restaurant
11. Redevelopment opportunities vacant lot
12. Cutler Road (Paved-2014)

### Issues and Concerns

1. Grand River Access Management
  - Heavy traffic volumes during morning and afternoon rush hours
  - No mid-block pedestrian connection between grocery store and densely populated manufactured home park; dangerous crossing situation
  - Over abundance of driveways creates potential for conflicts and collisions
2. Confusing driveways connecting hotel, oil change, Arby's and bank; consider redesign
3. Access management & driveway consolidation
4. Landscaping improvements needed in convenience commercial area

### LEGEND

- Recreation/ Open Space
- Public/ Quasi-Public
- Vacant
- River
- Subareas Boundary
- River Trail System
- Sidewalk Gaps
- Thoroughfare Streets
- City Boundary



Mckenna ASSOCIATES

Map Feature Source: Iona County, 2014



**SUB AREA TWO**

**Geography**

This area is located south of the Looking Glass River, East of the Grand River, West of Charlotte Highway, James Street, and North East Street and North of I-96.

**Character**

- This area is the historic core of Portland. It is comprised mostly of single-family homes with a small number of multiple-family developments. In the area bordered by East Grand River Avenue, Hill Street, East Street and Kent Street, the majority of homes were built prior to 1920 with a small number of newer infill homes scattered throughout. Housing styles vary greatly in this area with many historical styles including Victorian, Salt-Box, Italianate, Craftsman, Bungalow, Gothic, and Greek Revival, among others.
- Moving southwest of Hill Street along Kent Street, and adjacent side streets, toward I-96 the housing age transitions from older historic homes to newer. Many newer subdivisions built after 1960 flank the Grand River along Riverside Drive as well as to the south of Kent Street along Virginia, Knox, and Barley Avenues. Many of these areas do not have sidewalks and the majority of housing styles are ranch or split-level homes.
- This is home to Portland’s traditional downtown. Located along Kent Street, and including the intersections of Kent and East Grand River Avenue, Bridge Street, and Academy Street, the downtown is a mix of traditional downtown structures (i.e. attached, two-three stories, brick, etc.) and a few non-traditional buildings (i.e. separated, single story, various materials, etc.).
- A large amount of public/quasi-public land is also located in sub area two including:
  - Portland Middle School
  - Oakwood Elementary School
  - Portland Cemetery
  - Portland City Hall
  - Portland Public Library
  - Four churches
  - Post Office
  - Public Services building



Photo 17: Downtown Portland

## Opportunities

- Portland's traditional downtown a major asset. The downtown's Main Street designation aids in its attractiveness to business owners and customers alike. Its adjacency to the Grand River on the west makes it a unique destination offering opportunities not found in other communities. Recent façade improvement programs, as well as the construction of a boardwalk along the rear of the downtown buildings over the Grand River, create a distinguished downtown.
- The downtown enjoys first story retail space, which houses a wide variety of uses. Recent efforts have also been made to convert the second story of many downtown buildings to residential space creating a mixed-use environment. Opportunities for development and improvement continue to surface and can be capitalized upon in the downtown area.
  - Opportunity to encourage adaptive reuse of old bank building on the corner of Bridge Street and Kent Street
  - Opportunity to encourage communal areas around downtown (tables, pavilions, benches, bike racks)
- A property located between East Grand River Avenue and the Looking Glass River on the western corner of Divine Highway will be potentially acquired by the City and could be a potential redevelopment opportunity.
- The Portland River Trail System is a unique and highly appreciated public amenity. Opportunity exists to continue to develop access points and connections to Portland's neighborhoods and downtown.
- Old School Manor remains vacant and should continue to be considered as a prime redevelopment site.
- There is an opportunity to create bike lanes on East Grand River Avenue and Bridge Street, to service this commercial area.



Photo 18: Old School Manor

## Issues and Concerns

- While the majority of the sub area has sidewalks flanking both sides of the street, three areas stand-out as having significant sidewalk gaps:
  - Oak Street to Danby Street near Oakwood Elementary School. This area, being so close to the elementary school should be a priority for sidewalk extensions. Additionally, the River
  - Trail connection is south of the school at Oak Street, just north of the I-96 underpass.
  - Currently, there is no sidewalk connection between the River Trail and the populous neighborhoods to the north, a neighborhood sidewalk along Oak Street would be beneficial to encourage success
  - Riverside Drive and Crescent Drive. Sidewalks exist along Riverside Drive northeast of Island Street, but are present only on one side of Riverside southwest of Island Street toward I-96. Considering its proximity to the River Trail System, sidewalk installation on both sides of the street could be considered.
  - Sidewalks are absent from both sides of Virginia Avenue. A newer subdivision development was not built with sidewalks in mind. While Virginia Avenue does not connect with other streets besides Kent Street, the lack of sidewalks is a stark comparison from historic neighborhoods.
  - South side of East Grand River Avenue from James Street to North Lincoln Street. Severe slope has limited the development along the south side of East Grand River Avenue here and thus the installation of sidewalks. However, pedestrians have been observed walking in the grass or road along this area. Sidewalks should be provided to make this area safer considering the heavy traffic experienced on East Grand River Avenue.
- East Bridge Street and Kent Street, being thoroughfare streets, have pedestrian scale street lighting.
- Many of the adjacent neighborhood streets, however, have tall lighting located at major intersections and no mid-block lighting. There is an opportunity to provide Pedestrian scale street lighting along neighborhood streets to increase the safety and aesthetics of the area. The City has begun this process in the neighborhoods surrounding Academy Street with the installation of buried power lines and street lighting conduit.
- The connection between downtown and the River Trail should be improved by enhancing bike facilities and amenities. For this reason, bike lanes and bike racks are desirable to link downtown and the River Trail.
- Traffic flow and pavement conditions are generally not an issue in the City; however a few notable improvements are desirable in sub area two.
  - Placement of a turning signal at Kent and Grand River.
  - Installation of a downtown streetscape similar to Maple Street.
  - Improvement of pavement conditions on local roads.

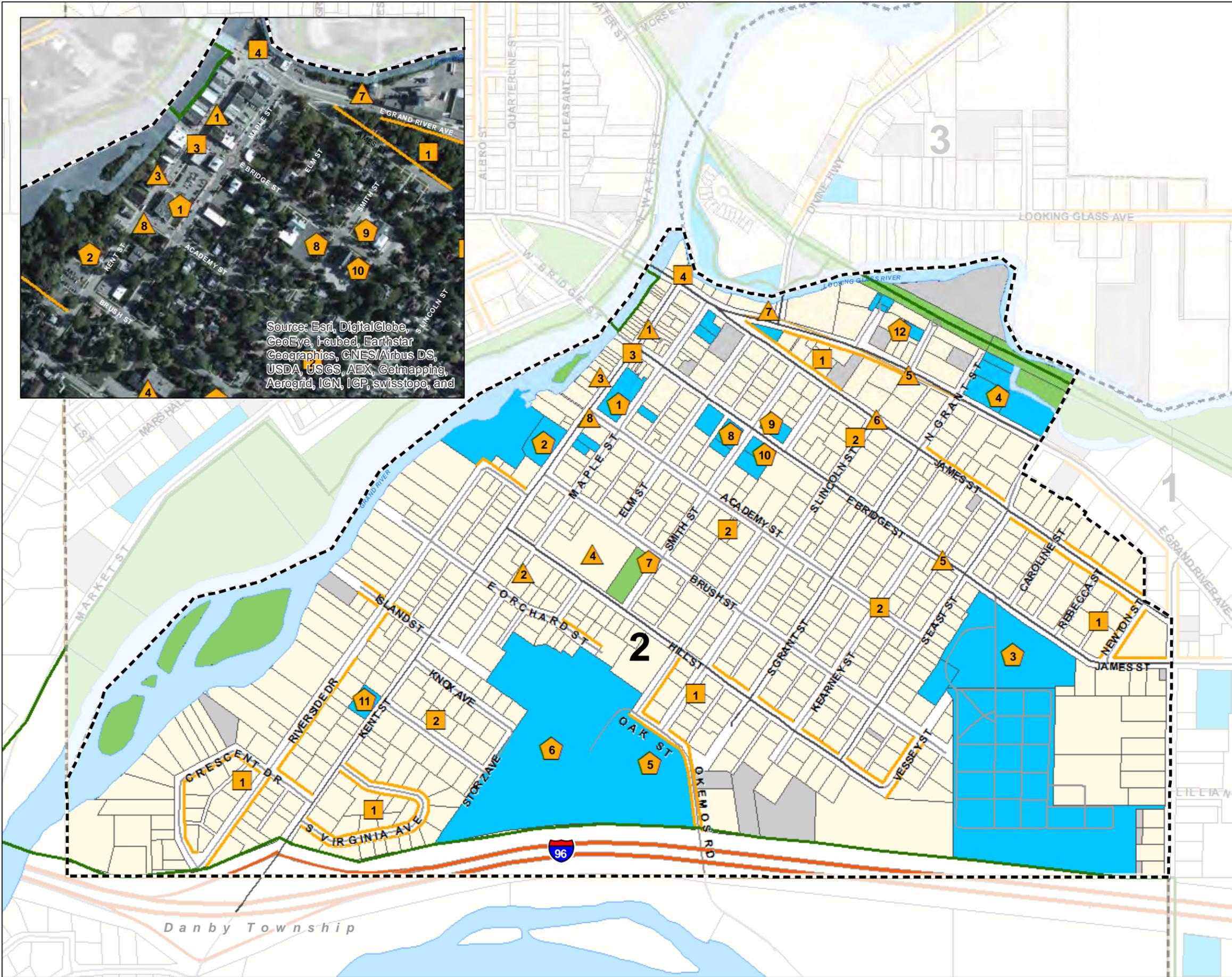


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# Map 5 Sub Area Two

City of Portland, Michigan

September 11, 2014



Source: Esri, DigitalGlobe, GeoEye, i-cubed, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, ICP, swisstopo, and

### Public/Quasi-Public Property

1. City Hall
2. Public Library
3. Portland Cemetery
4. Emergency Services/Electric Department
5. Oakwood Elementary School
6. Portland Middle School
7. Brush Street School Park
8. United Methodist Church
9. Congregational Church
10. First Baptist Church
11. Seventh-Day Adventist Church
12. Post Office

### Opportunities and Recent Developments

1. Central Business District
2. Maple Street extension/connection
3. Redevelopment opportunity; downtown gap
4. Encourage adaptive reuse of Old School Manor
5. Bike Lanes on Grand River and Bridge Street
6. Pavement condition on local roads
7. New City Owned Property
8. Downtown streetscape could be updated like Maple St.

### Issues and Concerns

1. Sidewalk gaps
2. Need pedestrian scale street lighting along neighborhood street
3. Bike Lanes and bike racks are desirable to link downtown & River Trail.
4. Signal needed for turning at Kent

### LEGEND

- Recreation/ Open Space
- Public/ Quasi-Public
- Vacant
- River
- Subareas Boundary
- River Trail System
- Sidewalk Gaps
- Thoroughfare Streets
- City Boundary



**MCKenna**  
ASSOCIATES  
Map Feature Source: Iona County, 2014



**SUB AREA THREE**

**Geography**

This area is located north of the Looking Glass River, East of the Grand River following Divine Highway, Maynard Road, and Looking Glass Avenue.

**Character**

This area has many steep and severe slopes along the Grand and Looking Glass Rivers. This is a transitional area from traditional neighborhood style residential development to large lot, agricultural residential estates. Some working agricultural land remains.

**Opportunities**

- The condominium development at the confluence of the Looking Glass and Grand Rivers has provided the City with more attached single-family housing options. Its location near Two Rivers Park, the Portland River Trail, and the rivers offers a beautiful location. This development can serve as a model for future development of this scale.
- Senior citizen housing options have also been expanded with the construction of the Golden Bridge Senior Living complex. Located at the southeast corner of the intersection of Divine Highway and Looking Glass Avenue, it provides easy access to the River Trail within close proximity of downtown.
- This development can serve as a model for future senior living developments.
- Across from the Golden Bridge development on the northeast corner of Divine Highway and Looking Glass Avenue, a city owned lot provides an opportunity for development. Divine Highway and Looking Glass Avenue follow steep slopes leading away from town creating a natural transition from traditional residential development to more rural residential estates. This property could provide a transitional neighborhood commercial use to provide walkable goods or services to the multiple-family uses nearby.
- There is an additional development site next to the band shelter. This site has potential for civic use or neighborhood commercial with a focus on recreational services. Development on either of these two lots should be done in harmony with the CBD so as not to compete with development in the downtown.
- Sub area three has a potential for new river access points to suit specific uses that residents suggested in public outreach. A wading beach could be installed along the Looking Glass River.



Photo 19: Condominium Development Overlooking the River

**Issues and Concerns**

- North of the intersection of Divine Highway and Maynard Road are several single-family homes located on large lots. Because of the steep slope leading to these homes, this part of the city seems distant and cut-off. While rural residential areas typically do not contain sidewalks, a walking trail connecting this part of the city to the River Trail system could provide a pathway to the downtown area.
- Divine Highway is not well suited to carry large amounts of traffic because of the “pinch-point” at the Grand River intersection. The bridge is in need of repair and potential replacement.



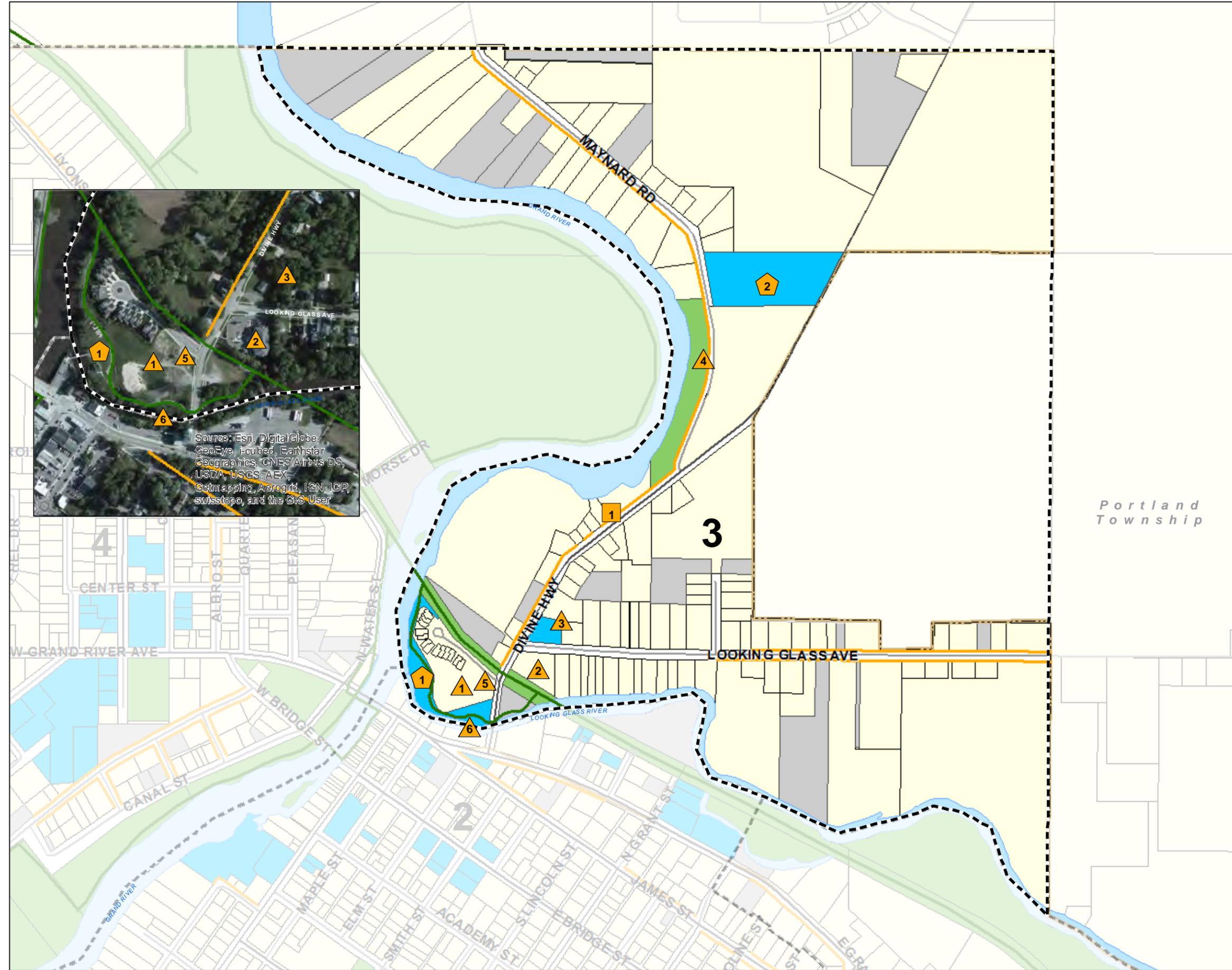
Photo 20: Band Shelter.

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# Map 6 Sub Area Three

City of Portland, Michigan

September 11, 2014



Source: Esri, DigitalGlobe, GeoEye, i-cubed, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User

### Public/Quasi-Public Property

1. Riverside Park
2. Knights of Columbus

### Opportunities and Recent Developments

1. Riverside Condominium Development
2. Golden Bridge Senior Living
3. City owned property with development potential
4. Bluffs provide excellent views of Bogue Flats and City
5. Development site next to the band shelter, potential for civic use or commercial/recreational services
6. Potential wading beach at City owned property by the old dam site

### Issues and Concerns

1. Sidewalk gaps impede River Trail connections

### LEGEND

- Recreation/ Open Space
- Public/ Quasi-Public
- Vacant
- River
- Subareas Boundary
- River Trail System
- Sidewalk Gaps
- Thoroughfare Streets
- City Boundary

Portland Township



**Mckenna**  
ASSOCIATES

Map Feature Source: Iona County, 2014



**SUB AREA FOUR**

**Geography**

This area is located west of the Grand River to City limits, includes neighborhoods adjacent to West Grand River Avenue and Lyons Road.

**Character**

- Sub area four contains a mixture of historic homes and newer subdivisions, however, unlike sub area two, the majority of homes in this area were built after 1940. Older homes, those built prior to 1920, are located along Water, Pleasant, Quarterline, Canal, North, Washington, and Albro Streets.
- Moving west along West Grand River Avenue and north along North West Street, homes are newer and lot sizes increase.
- The area contains several areas of steep slope creating unique street and housing development patterns as well as scattered vacant lots.
- Three schools are located in sub area four;
  - Portland High School
  - Westwood Elementary School
  - St. Patrick Catholic Church and School.
- A large number of public parks, recreational open space, and the largest segment of the Portland River Trail System are also located here surrounding the Bogue Flats Recreation Area.
- While most of the commercial development in the city is located in sub areas one and two, there is limited neighborhood commercial development along West Grand River Avenue and Water Street. Sub area four contains the majority of Portland’s Industrial property which is located along Water Street near Morse Drive.



Photo 21: Bogue Flats Recreational Area

## Opportunities

- The Red Mill Farmer’s Market, located on Water Street near Plant Street, is a wonderful community fixture. An iconic landmark and community-gathering place, the Red Mill has the potential to serve as a location for more community events and the current plan is to construct a permanent pavilion for the Farmer’s Market near the Red Mill.
- Partially vacant properties located at the intersection of Water Street and West Grand River Avenue is a prime for redevelopment.
- Sub area four has a concentration of recreational uses, and while these parks are a valuable community resource they could be improved with additional amenities and facilities. Potential improvements include:
  - Ice skating rink at Powers Park
  - Nature trail at Holloway Park
  - Pavilion near the Red Mill, which is currently being planned
  - Disc golf course at Bogue Flats
  - A dog beach and at Bogue Flats
  - Camp ground facility
  - Splash pad at William Toan Park
- There are two areas that are potential targets for flexible residential development in sub area four, one is the single family housing area west of Canal Street and south of Bridge Street. This area is characterized
- by housing that is in some disrepair comparative to other neighborhoods. The second is the potential adaptive reuse of the lumberyard on Water Street across from Bogue Flats.

## Issues and Concerns

- While most streets in sub area four have sidewalks along both sides of the road, there are several noticeable gaps, including, Detroit Street between Church Street and North West Street and west of Grape Street, Albro Street, and Quarterline Street between North Street and Lyons Road (east side). Additionally, because of the close proximity of Portland High School and Westwood Elementary School to these neighborhoods, sidewalks should be installed to create safer routes to schools.



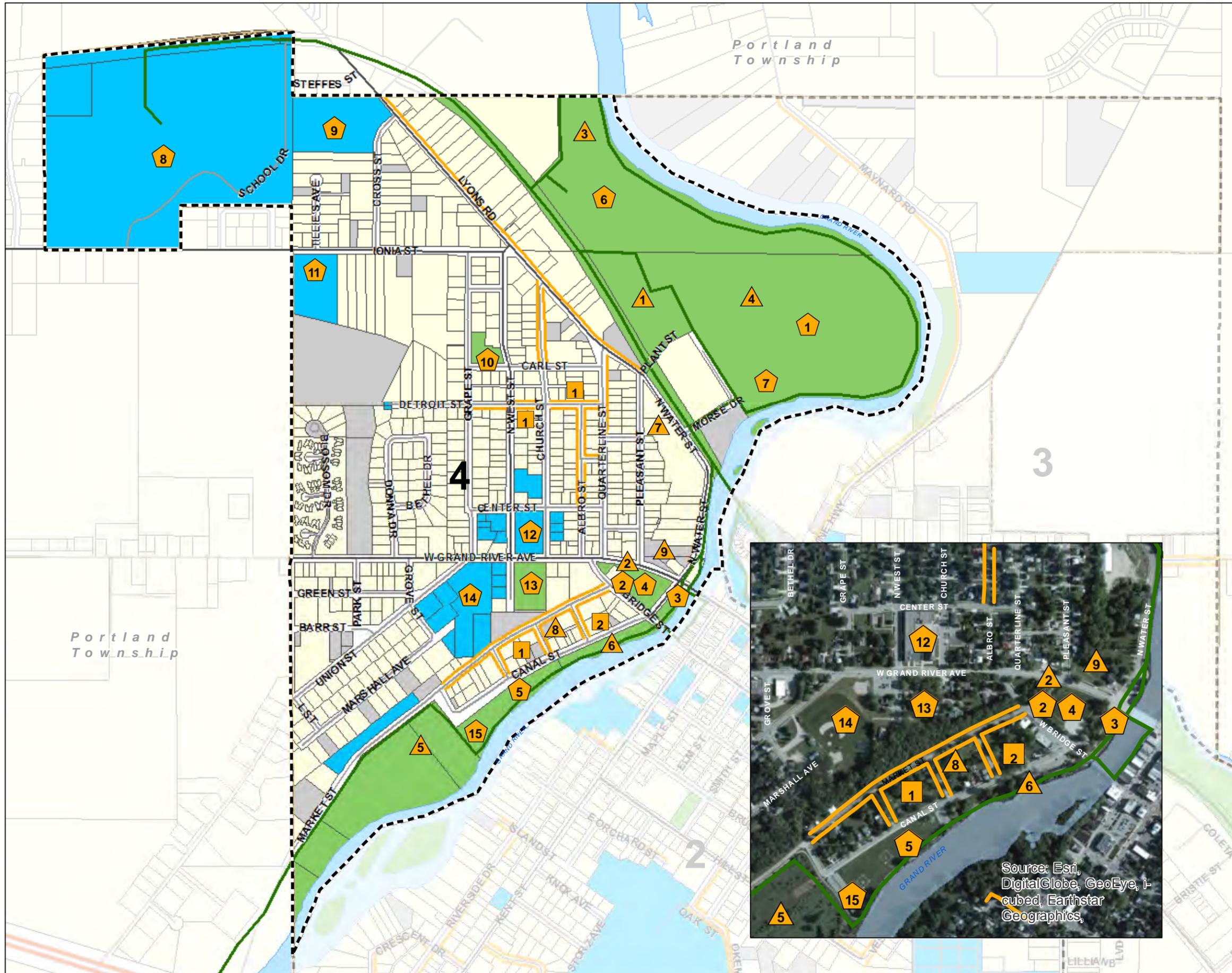
Photo 22: The Red Mill

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# Map 7 Sub Area Four

City of Portland, Michigan

September 11, 2014



### Public/Quasi-Public Property

1. Bogue Flats Recreation Area
2. Roadside Park
3. William Toan Park
4. Powers Park
5. Thompson Field
6. Holloway Park
7. Waste Water Treatment Facility
8. Portland High School
9. Westwood Elementary School
10. Tichvon Park
11. Mount Hope Church
12. St. Patrick Catholic Church and School
13. Alton Park
14. Father Flohe Field
15. Verlen Kruger Memorial

### Opportunities and Recent Developments

1. The Red Mill farmer's market
2. Potential ice skating rink at Powers Park
3. Potential Nature trail at Holloway Park
4. Potential Bogue Flats Improvements
  - pavilion near red mill
  - disc golf course
  - dog park with river access
5. Potential for a camp ground facility
6. Potential splash pad at William Toan Park
7. Former lumberyard
8. Potential housing development
9. Redevelopment opportunities vacant property

### Issues and Concerns

1. Sidewalk gaps
2. Traffic speeds are excessive on Canal Street

### LEGEND

- Recreation/ Open Space
- Public/ Quasi-Public
- Vacant
- River
- Subareas Boundary
- River Trail System
- Sidewalk Gaps
- Thoroughfare Streets
- City Boundary



**MCKenna**  
ASSOCIATES  
Map Feature Source: Iona County, 2014

Source: Esri, DigitalGlobe, GeoEye, i-cubed, Earthstar Geographics,



**PART TWO:  
VISION, GOALS, AND LAND USE**





## PUBLIC OUTREACH SUMMARY

The Master Plan process included regular updates to the planning commission, an online community survey, and a series of public engagement sessions. The public engagement program for this plan was designed to reach the maximum number of Portland residents and facilitate community input in the plans recommendations. The results of the public outreach process are included in the appendix.

### OUTREACH SESSIONS

Public engagement sessions were held on May 14th and May 17th at the Portland Area Services (senior center), the Portland District Library, and the Cheeky Monkeys Caf . The outreach culminated at the 2014 Portland Block Party where residents provided feedback and participated in discussion while enjoying the event.



Photo 23: Public Outreach at the Cheeky Monkeys Cafe

The vision sessions featured four activities. The first was an orientation exercise in which residents were asked to share their “big idea” for the City. This brainstorming activity yielded many ideas and was successful at grabbing people’s attention and getting residents participate.

The second activity was focused around goal development and assessment. Participants in this activity were asked to vote for three of the goals identified in the 2008 plan that they felt were the most important. They were also asked to share ideas for new strategies for each goal.

For the third activity, residents were asked to identify the most important community assets in Portland. These community resources identified in this exercise frame residents understanding of the opportunities and constraints

for future development in the City. Residents were asked to provide feedback on questions relating to local places, housing demand, and transportation needs:

- **Places:** We want to know about the most important places, businesses, parks, neighborhoods in Portland.
- **Housing:** What about housing? Are there areas of vacancy? Places where more housing is needed?
- **Transportation:** Do you have ideas for the transportation network? Where do you bike and walk? Where is there a need for more parking? What about road condition?

Finally, in the fourth activity, residents were asked to look to the future to consider potential areas that might benefit from planned change. This activity was designed to assist in developing recommendations for changes to the Future Land Use Map. Residents were shown the existing land use map and the Future Land Use Map of the 2008 Portland Master Plan. Participant’s circled areas they felt could be modified and provided short descriptions to explain their recommendations.

These sessions substantively formed the recommendations included in this plan. Ideas were used to revise Portland’s Goals and Objectives, as well as the opportunities and issues section for each sub area. All of the ideas suggested by residents were evaluated for the plan recommendations. Revisions to the Future Land Use map resulted from these sessions as well.



Photo 24: Public Engagement Display

## 2014 ONLINE COMMUNITY SURVEY

As part of the development of the 2014 Master Plan, Portland conducted an online survey of residents within the community. The results of the survey were used to guide the planning process and create a shared vision for the community.

### Distribution

The survey was available online from April to June of 2014 on the City’s website and additional paper copies were available at City Hall. The survey was also distributed via email lists, the Portland 2040 Facebook page, the Downtown Development Authority (DDA), and Portland Main Street.

#### Characteristics of Respondents

There were 369 online responses to the survey. Respondents were generally middle aged and younger, with 28.89% between the ages of 45 and 64, and 63.22% between the ages of 25 and 44. 65.94% of respondents were mostly female at 65.94% and 7.08% owned a business or a commercial, industrial, or vacant property.

Of the respondents to the survey, 41.96% said they have lived in Portland for 21 years or more, while only 11.44% have lived in Portland for less than 5 years. Most owned homes in Portland, 62.26% and 90.74% of respondents lived in a single family home. Some respondents, 21%, lived outside of Portland.

### Responses

Respondents were asked a number of questions dealing with the present and future of Portland. The full results of the survey can be found in the Appendix (G) with key takeaways included here.

Figure 6: Online Survey Results, 2014

CATEGORY	MOST POPULAR	%	LEAST POPULAR	%
Housing	Affordable single family	57.85%	Low income housing options	21.03%
Transportation	Maintain existing roads and sidewalks	35.23%	Traffic congestion	34.09%
15 Year Priorities	Occupy vacant retail spaces	51.74%	Establish bicycle lanes and paths	23.17%
Economic Development	Increase the number of jobs	42.32%	Restrict the development of new commercial and industrial areas	33.33%
Business Needs	Sit-down restaurant	37.66%	Big box commercial	27.59%
Most Positive Aspect of Portland	River Trail	88.26%	Transportation and accessibility	10.23%
Most Important for the Future	Entertainment and nightlife	59.46%	Transportation options	17.05%
Needs Improvement	Local employment opportunities	60.23%	Public safety (police and fire)	6.06%

Source: Portland Master Plan Survey 2014

### Response Highlights:

- Survey respondents identified that more affordable single family (57.85%) was needed, however providing housing for seniors and retirees (41.11% assisted and 38.13% independent) ranked very high as well. New apartments and townhomes/condos were also popular with 25.00% and 28.85% of responses saying more options were needed in these categories as well.
- Low income housing ranked the lowest with 21.03% of respondents saying none was needed; however, since 57.85% of residents suggested more affordable single family housing was needed, low-income options should be considered. Based on Portland's 2012 median household income of \$44,717 a household with the income of \$35,773 (80%) would potentially qualify for low-income housing assistance.
- Survey respondents identified highly with the recreational identity of Portland with 88.26% saying the River Trail and 60.61% saying parks and recreation were the most positive aspects of living in Portland. 87.50% of respondents liked Portland's regional location between Lansing and Grand Rapids and 70.45% noted the sense of community.
- Survey respondents supported maintaining existing roads above all other transportation priorities.
- Downtown design improvements (15.53%), neighborhood sidewalks (12.88%), and River Trail access also ranked high. Traffic congestion (34.09%) and on-street parking (28.79%) rank lowest.

Respondents rated occupying vacant retail spaces (51.74%), preserving natural features (44.02%), and redeveloping vacant commercial properties (41.98%), as the top priorities for the next fifteen years. Though biking was the highest ranking for “not important at all” at 23.17%, 23.55% felt biking was important and 38.22% felt it was somewhat important, this combined with many comments received supporting bicycle connections between neighborhoods, downtown, and the River Trail suggests additional planning would be beneficial.



Photo 25: Portland Block Party

## 2013 COMMUNITY SURVEY

The City of Portland also conducted a resident survey in 2013. The results of this survey were similar to the online survey conducted for the Master Plan. The purpose of this survey was to gauge citizen satisfaction with City services and certain quality-of-life factors, and to elicit public input on growth and development issues.

The City of Portland mailed out surveys to residents and property owners in 2013. Of these, 167 were returned and tabulated. The City received 291 responses in 2002 and 330 responses in 1993, the trend has been downward.

The purpose of this section is to present the results of the 2013 Community Survey, and to analyze the results of the current survey in regard to the community's vision for growth and development.

### The Respondents

Those who responded tended to be homeowners, 98%, and 83% had lived in Portland for more than 10 years. 79% of respondents thought they would be living in Portland in 3 years and 79% consisted of households of either one or two people. 75% of respondents had children and 58% of those with children were school-aged.

There is a perception of the location of Portland between Lansing and Grand Rapids being important, however responses indicate that far more people commute to Lansing than Grand Rapids. Of the respondents who identified a place of work, 42% were employed in the Lansing area, 20% were employed in Portland, and only 3% commuted to Grand Rapids. 55% of respondents were retired and 36% worked full time.

### Satisfaction with Neighborhoods and Services

Respondents were asked about their satisfaction with aspects of their individual neighborhoods. In fact, 93% of all respondents' personal safety was the same or better in the last 5 years. More than 50% of respondents thought that the City's fire, ambulance, leaf pick up, and garbage collection was excellent. At the same time, 28% of all respondents thought Portland's street repair was average, 30% thought sidewalks maintenance was average, and 29% thought the water system maintenance was average. For the most part, residents tended to be satisfied with most services.

### Residential Development

Respondents had a mix of preferences about what type of housing development is desired. In fact, 34% responded no additional housing is needed. Overall, retirement housing (23%), single-family houses (16%), low to moderate income housing (11%) and condominiums (7%) ranked highest. At the same time, respondents wanted to discourage mobile home parks (1%). Fifty percent of respondents indicated that new housing should be built outside of the City. A majority of respondents (65%) felt that the population growth in Portland is about right.

### Commercial Development

The survey makes clear that most respondents (54%) want more commercial development in Portland. For specific types of commercial, respondents preferred grocery/supermarket (15%), clothing stores (18%), restaurants (23%), and entertainment (15%). Hardware, auto sales, furniture stores, drug stores, and specialty stores ranked lower. A high percentage of respondents (47%) felt downtown had gotten better in the last five years. Among all respondents, 27% felt more industrial development was needed.

## COMMUNITY VISION

A clear community vision is an essential rally point for residents. The vision (along with more specific goals and strategies) is a reference for land use decisions, community investment decisions, and human resource decisions. If widely accepted, businesses and institutions can also invest themselves to fit into the community vision. It becomes a unifying mission for everyone within the City limits. Following is a vision developed from both observing the community and listening to a cross section of its citizens. This vision drives the goals and objectives of the next section.

In the years ahead, Portland becomes a standout city known for its ability to embrace modern technology yet sustain its historic fabric and small town charm. Well-maintained 1800s vintage businesses and historic homes underscore a strong sense of community. Local entrepreneurs thrive in the downtown providing a unique Portland experience.

Historic buildings set a pattern for new construction and development meshes well with the City's small town atmosphere, rather than imposing inappropriate suburban features on the landscape. Because growth and redevelopment is thoughtfully placed and designed, a level of quality emerges that keeps neighborhood and business areas attractive and healthy for decades to come.

The City's impressive vistas and water resources become an important tie among neighborhoods and the downtown. The highly accessible River Trail allows City residents to comfortably travel from their homes, to schools, through the park system and into the downtown by bicycle or on foot. Natural features like wetlands and wooded slopes are accentuated in community design. Amenities like benches, attractive landscaping, and other design features are strategically set throughout the City regardless of the type of development (e.g., residential, institutional or commercial uses). This eye for detail promotes a high level of community interaction, cohesiveness, and pride

Strong single-family neighborhoods and proud institutions underpin the community's character. Street trees grace sidewalks. Homes are affordable and local institutions are accessible. The park system and associated programming offers diverse opportunities to recreate. The housing stock is diverse and well maintained. A healthy cross-section of young adults, senior citizens, and maturing families live in appreciation of one another. Community ties are strong and people work together to make and keep the City a special place.

Additional areas incorporated into the City are developed to mesh with existing development, providing ties into older neighborhoods via the street, sidewalk and trail system. High quality, high density residential development is located above main street shops or close to the downtown to promote easy access to community services and a hum of activity in the core of the City.

The downtown district provides a niche for local businesses that promote a leisurely and unique pedestrian shopping experience. A beautiful downtown, with its waterfront backdrop, will host local festivals, art shows and social events that foster meaningful community interaction. A vibrant downtown, trail system and accessible water features will regularly attract county residents and travelers alike seeking respite from the hectic pace of everyday life. The downtown business district will be a walkable area where patrons can park-once and visit many businesses. New commercial development outside of the downtown will be of a higher intensity and distinctly different in character. This will include larger scale businesses, with greater than 25,000 sq. ft. of floor space, auto-oriented businesses, and businesses that offer on-site parking. Highway commercial development is limited to the Grand River Corridor, south of Bridge Street and is earmarked for convenience businesses for the traveling public (e.g., fast food, gas stations, and hotels).

*Portland is a livable city, with historic character, standout recreation, and thriving businesses. Residents enjoy the benefits of a small town with all the conveniences of a modern City and a close community that participates in civic activities and public events.*

## GOALS AND OBJECTIVES

A statement of the goals and objectives guides the City through the planning and implementation process. It is important to set goals and objectives because they: 1) help achieve consensus on the purpose of the Master Plan and the desired outcome; 2) provide a guide for zoning and capital improvement decisions; and 3) provide a framework for evaluating future and current planning and development issues.

Goals are general in nature and are statements of ideals toward which the City wishes to strive. Goals represent the ultimate purpose of the planning effort, stated in a way that is broad and immeasurable.

Objectives are more specific and present a means of attaining the stated goals. Objectives are actionable and measurable, with quantifiable outcomes. Objectives are often more specific statements that can be readily translated into detailed design proposals, programs, or projects.

The goals and objectives are presented at this point in the Master Plan because they guide the development of the Future Land Use map, which follows in the next section. The final part of the Master Plan is the Implementation Plan. The Implementation Plan includes an action plan that has strategies and guidance for achieving the goals and objectives.

### GOAL 1: DOWNTOWN REVITALIZATION AND ECONOMIC DEVELOPMENT

*Encourage central business district revitalization and economic development to provide more employment opportunities and tax base in the Portland area.*

The City has a well preserved, traditional downtown. This commercial district, along with the confluence of the Grand and Looking Glass Rivers creates a unique and valuable community image. However, the commercial viability of the downtown has been challenged by strip commercial development along East Grand River Avenue. In the future it is the vision that these districts will work in harmony.

One of the advantages of the City of Portland is its location on the I-96 corridor between Lansing and Grand Rapids. However, this location has led to the City becoming a bedroom community with many residents commuting to obtain head-of-household jobs. A perceived advantage of this is that residents who commute often earn higher incomes. However, their increased disposable income does not always translate into increased sales at local businesses. A disadvantage of being a bedroom community is that, with a lack of daytime population to support local business retail sector may not receive sufficient sales revenue to justify continuing. Vacant buildings won't provide sufficient tax revenues to fund the facilities and services that resident's desire. Economic development strategies that focus on local employment can address this effect.

The objectives for this goal are intended to establish the framework under which the City, the Downtown Development Authority, and Portland businesses can work to create a thriving and attractive downtown and commercial center on Grand Avenue. These objectives are intended to facilitate and encourage economic development as well as increase the opportunities for employment and increase the City's tax base.

- Objective 1.1:** Plan and promote Portland as destination for niche shopping, arts, recreation, and a good place to call home with more head-of-household jobs.
- Objective 1.2:** Coordinate and engage the community, prospective business owners, and the regional entities in the growth of Portland.
- Objective 1.3:** Support public private partnership and other civic activities to foster the continued enhancement of Portland including development of sites in a manner consistent with City priorities.

## GOAL 2: COMPLETE STREETS, WALKABILITY, AND CONNECTIVITY

*Encourage safe streets for all people in Portland that enhance the City's traditional neighborhood development patterns, provide quality connections with the River Trail and downtown, and are accessible by car, by bicycle, and by foot.*

Portland residents want streets that are safe and accessible for all users: pedestrians, bicyclists, and motor vehicle drivers. Complete Streets accommodate people of all ages and physical abilities. There is no single formula or prescription for a complete street in Portland. Streets are “complete” when they fit in the context of the surrounding area. Not all Portland streets will include all of the elements below, but this list represents what the City will strive to achieve when evaluating future transportation projects.

**Pedestrians:** Portland streets will include adequate unobstructed walking space, adequate lighting, benches, trees, shading, roadway separation and on-street parking, easy access to walkable destinations, and safe and frequent crossings.

**Bicyclists:** Portland streets will include spaces to bike comfortably shared with traffic, or clearly marked bike lanes with appropriate separation based on speed and volume of vehicle traffic, adequate bicycle parking, intersection treatments, and destinations accessible by bike.

**Vehicles:** Portland streets will be safe and convenient for driving. Signals will be timed to reduce congestion, on-street and off-street parking will be easily accessible and appropriately priced, and streets will be designed to promote safe driving speeds.

**Streets are places:** Portland's streets will be places. They will not simply link destinations; they will be destinations in themselves, and include places for sidewalk dining, social gathering, exercising, and relaxing.

**Streets add value:** Portland's streets will enhance property value and be coordinated with land use development standards to support commerce through connectivity, design aesthetics, street life, and access.

**Transit:** In the future, Portland will support the development of regional transit and the long-term vision to link Detroit and Grand Rapids via the I-96 corridor.

The objectives for this goal are intended to preserve the existing development patterns, to enhance the attractiveness and use of the downtown commercial area, to extend traditional neighborhood development patterns into undeveloped areas of the City, and to improve on the walkability of the City.

**Objective 2.1:** Identify areas of the City which need sidewalk systems and set a capital improvements schedule to provide them.

**Objective 2.2:** Encourage connections between the River Trail, neighborhoods, parks, East Grand River Avenue shopping, and downtown.

**Objective 2.3:** Assess land use and development standards and strategies to encourage coordinated development of the City's transportation system.

**Objective 2.4:** Address current deficiencies in the transportation system to assure efficient and safe access by all modes for all residents.

**Objective 2.5:** Work to implement the East Grand River Avenue Access Management Plan.

### GOAL 3: PUBLIC SERVICES AND COMMUNITY STEWARDSHIP

*Expand and improve public services and facilities through local efficiencies, regional cooperation, and working to encourage community leadership.*

The City provides numerous services and facilities for its residents. In general, the residents are fairly well satisfied with the current levels of service as indicated by the public outreach. However, there are areas where improvements can be made, and there are additional services and facilities that the City’s residents would like to see. The quality of life improvements desired by residents will require efforts beyond just the City government. Community stewardship can be an invitation for civic and community groups and organizations to be directly involved in building a sense of community. Further, the City of Portland is not an island onto itself. Rather, it is a city setting in the middle of a rural landscape. For most residents, the boundary between the City and the neighboring townships is not important. Some opportunities exist to improve service provision through regional cooperation. While there are jurisdictional lines that matter when it comes to tax bills, police and fire protection, and a variety of other public services and facilities that are funded by tax revenues, these boundaries should not form an impenetrable barrier to effective cooperation and cost effective governance.

The objectives for this goal are intended to improve existing public services and facilities, provide new facilities and services that are desired by the City’s residents, create and enhance the public environment that fosters a sense of community, and encourage cooperative planning and development between the rural townships and the urban area of the City of Portland.

**Objective 3.1:** Continue to expand and improve Portland’s esteemed recreational resources and facilities.

**Objective 3.2:** Encourage and facilitate community leadership and volunteerism to improve and provide services that “fill in the gap.”

**Objective 3.3:** Continue to address deficiencies in existing public facilities to improve overall service levels to Portland residents.

**Objective 3.4:** Plan and prioritize opportunities to expand public services to address long-term needs of area residents.

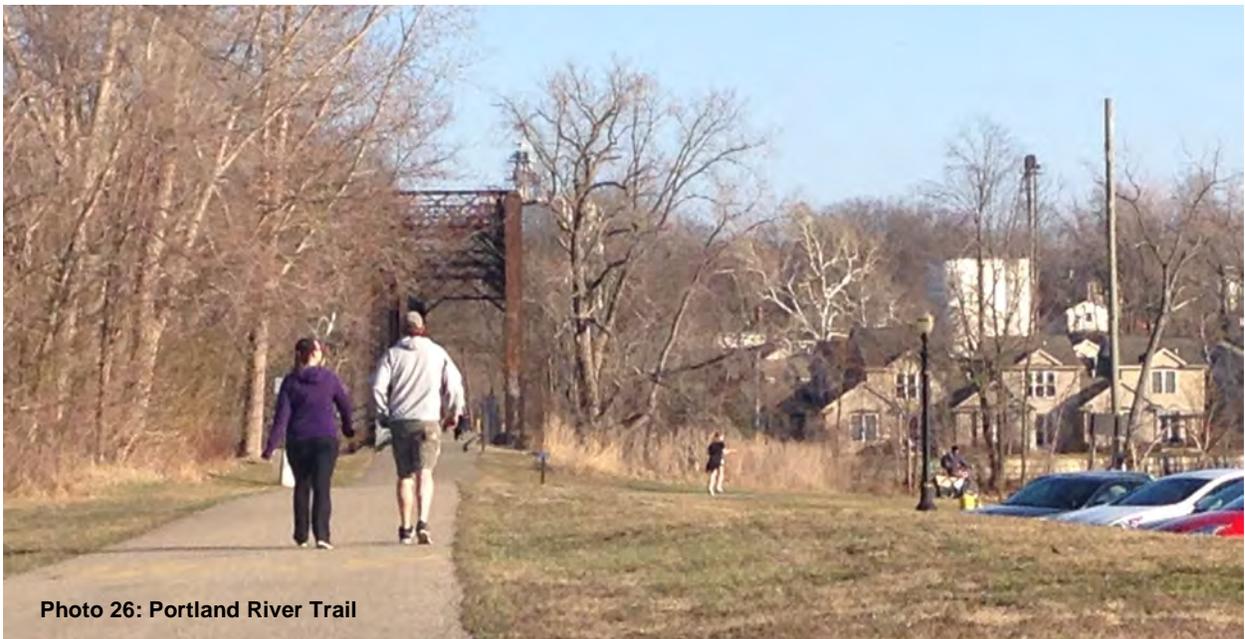


Photo 26: Portland River Trail

## GOAL 4: SUSTAINABILITY AND GREEN TECHNOLOGY

*Implement sustainable building, energy and natural resource conservation measures and support the preservation and enhancement of the natural environment and water quality.*

The City of Portland is known as the “City of Two Rivers”. The rivers are a focal point of many of the City’s parks and recreation opportunities, including the River Trail. More importantly, this Master Plan calls for incorporating the rivers into the Central Business District. Furthermore, the recreational and aesthetic opportunities afforded by the rivers will likely be a key component of the City’s tourism development strategy.

Since maintaining and improving the quality of the waters of the Grand and Looking Glass Rivers is beyond the control of the City, this goal will also require regional efforts and the active participation of the State. Therefore, the City should be a partner in these efforts.

The objectives for this goal are intended to protect the rivers and other environmental resources for the benefit of the community at large and future generations, as well as enhance the City’s sustainability practices.

- Objective 4.1:** Protect the water quality and natural features of the Looking Glass River and the Grand River.
- Objective 4.2:** Expand City led initiatives and programs to formalize sustainable practices in Portland.
- Objective 4.3:** Review and revise City ordinances to encourage energy conservation and sustainable design practices.

## GOAL 5: COMMUNITY CHARACTER AND PUBLIC SPACES

*Encourage the preservation of historic sites and structures, and beautify community spaces to improve the City’s image.*

A community’s history ties its future, its present and its past together to give direction, as well as a sense of stability. A community’s historic structures can provide a common community image and are a central element in resident’s sense of place. The preservation and appreciation of a community’s history remains a part of the community’s social capital. The residents of Portland are rightfully proud of their history.

The strategies for this goal are intended to establish a framework for the identification and preservation of the historic resources of the City of Portland.

- Objective 5.1:** Protect and enhance Portland’s historic character through directed rehabilitation and contextual design of new development.
- Objective 5.2:** Improve the design aesthetics of the Grand River corridor to better complement Portland neighborhoods and downtown.
- Objective 5.3:** Reduce the impacts of undesirable and/or unattractive land uses on surrounding areas.

## FUTURE LAND USE PLAN

The following narrative describes the land use categories designated on the Future Land Use Map. The future land use categories are not zoning districts. The Future Land Use Map provides a guide for the future development of the City. The zoning map is part of the Zoning Ordinance and is a tool to implement the Master Plan. The future land use categories are broader in nature than zoning districts, and more than one zoning district may be suggested by a single future land use category. For example, the residential category encompasses the City's R-1 and R-2 zoning districts.

Future changes to the Zoning Ordinance text and zoning map are expected over time as the economic, social, and physical conditions change. The Master Plan should serve as a primary guide in evaluating a proposed change to the Zoning Ordinance and/or zoning map. The Master Plan may also be updated periodically to reflect changes in the community. Future amendments to the Master Plan should be considered with care and deliberation by the Planning Commission.



Photo 27: Resident Biking on River Trail



DRAFT

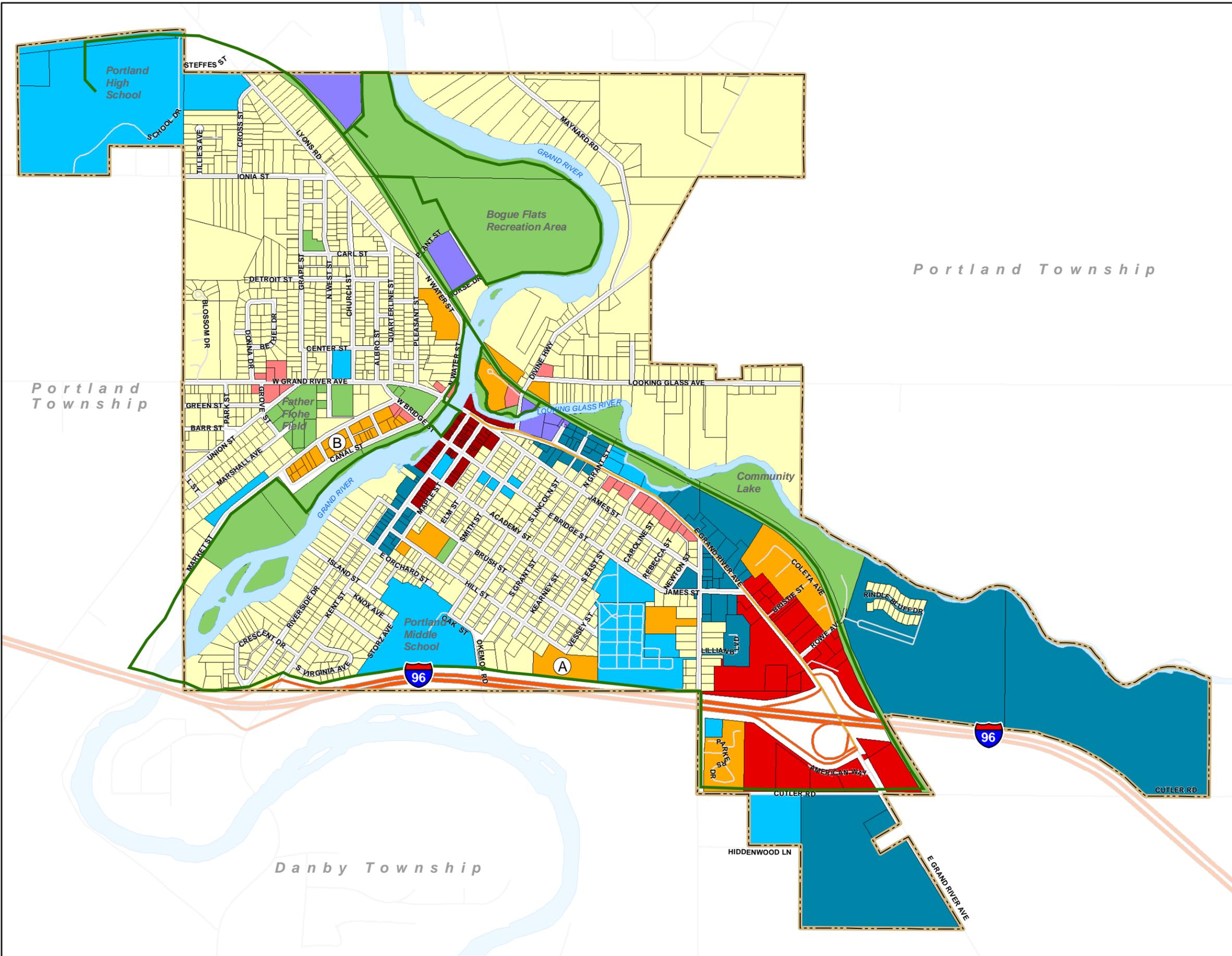
# Map 8 Future Land Use

City of Portland, Michigan

September 11, 2014

### LEGEND

- Single Family Residential
- Flexible Residential
- Central Business District
- Convenience Commercial
- Neighborhood Commercial
- Mixed Use
- Public/ Quasi-Public
- Industrial
- Recreation/Open Space
- River
- RiverTrail
- City Boundary



**MCKenna**  
ASSOCIATES

Map Feature Source: Iona County, 2014



**RESIDENTIAL USES**

**Single Family Residential**

The majority of the City of Portland is planned for single family residential and complementary land uses. The City’s traditional neighborhoods, historic downtown, and accessible parks establish it as a highly desirable place within the greater Lansing and Grand Rapids region to call home. The City’s housing stock includes a variety of housing types. The majority of the housing in the City of Portland is single-family dwellings, and is located in clearly defined, well-connected neighborhood patterns. New housing development should follow similar patterns and the future development of other uses should complement Portland’s neighborhoods.

When evaluating future land use decisions, the preservation and enhancement of the existing residential areas in the City is the first consideration. Additions and expansions to existing dwellings and the development of new houses on vacant and undeveloped properties is appropriate. It is the intent of this Plan to stabilize and enhance the existing residential neighborhoods. New development should reflect and promote the historic ambiance provided by the architecture and style of existing housing.

Where schools, parks, and other public and civic uses existing within the existing residential neighborhoods, this plan calls for their continued use. Expansion of such existing uses is also considered appropriate.

**Residential Development**

There are few remaining undeveloped areas within the City, but unless otherwise specified, infill opportunities and vacant areas should eventually be developed for single family residential uses. Such development should continue the surrounding residential development patterns, and should include connecting roads and streets.



Photo 28: Single Family Residential

### Flexible Residential

Flexible residential category consists of areas with potential for multi-family, senior, and single family attached development. New multi-family dwellings are appropriate if designed to match the context of adjacent neighborhoods or commercial areas. The 2014 resident survey showed a desire for more apartments and senior housing. New single-family attached housing development is also appropriate when the architectural design, landscaping, and other development factors will be in harmony with and complement existing, nearby residences.

### Manufactured Housing Areas

Two existing manufactured home parks are also included in this category. In the future, as new affordable housing technologies are introduced, it is envisioned that the manufactured housing park on Hill St. will be redeveloped as a sustainable and affordable option for low-income residents (labeled A on Future Land Use Map).

### Canal Street Housing Area

The flexible residential category also includes the Canal and Market St. neighborhood which shows potential for rehabilitation and community development projects to bring the neighborhood up to the development standards of other residential areas of the City (labeled B on Future Land Use Map). This area of the City is less developed than other residential neighborhoods.

### Old School Manor

The flexible residential category includes the Old School Manor property. The City should continue efforts to actively redevelop the property to provide a mix of affordable and market rate housing units. Modifications to zoning standards that limit potential to redevelop this and other similar obsolete but valuable older buildings should be considered.

### Builders Lumber

The flexible residential includes the Builders Lumber site. This site is in close proximity to Bogue Flats, the River Trail, and downtown and has potential for adaptive reuse or redevelopment as a multi-family residential building or attached single family development.



Photo 29: Flexible

**MIXED USE AREAS**

Four distinct mixed use areas can be seen on the Future Land Use Map; 1) along Kent Street adjacent to downtown Portland, 2) along East Grand River Avenue near Warren and Grant Streets as well as the intersection of East Grand River and Charlotte Highway, 3) Rindlehaven Subdivision located north of I-96 and east of East Grand River Avenue, and 4) the 425 Agreement Area with Danby Township located south of Cutler Road and the subject of a 2011 sub-area plan. Each of these areas offers unique mixed land use opportunities.

**Kent Street**

This area is unique as it is adjacent to downtown Portland. Appropriate mixed uses in this area could include office, personal services, entertainment, multiple-family residential on upper levels of structures or as townhouses, and low intensity commercial. This area acts as a transition between the traditionally more intense commercial uses in downtown Portland and the established single-family neighborhoods to the southwest.

**East Grand River Avenue**

East Grand River Avenue has the unique position of acting as an entry point to downtown Portland. Travelers typically travel through the City via East Grand River Avenue after exiting I-96. The areas designated as mixed use on the Future Land Use map act as a transition between the high-intensity commercial development around the highway interchange and downtown Portland. Appropriate mixed uses in this area could include office, personal services, multiple-family residential, local businesses, less-intense commercial, and higher density single family residential. Landscaping and streetscaping should be a strong emphasis in site planning to create a gateway corridor into downtown Portland.

**Rindlehaven**

The Rindlehaven subdivision is an approved planned unit development approximately 160 acres in size. The approved planned unit development plan includes single family residential homes (of varying density), multiple-family units, as well as some commercial development. This area is designated mixed use to allow for flexibility of locating these approved uses under a neo-traditional design concept that promotes non-vehicular traffic and traditional neighborhood design.

**425 Agreement**

The City of Portland and Danby Township entered into a 425 Agreement for approximately 58 acres of land south of Cutler Road. This property’s close proximity to I-96 allows for a mix of commercial, institutional, light industrial, and higher intensity business development. If appropriate, some forms of higher density housing may be approved as part of an integrated development. A sub area plan for this area describes the specific vision for its redevelopment.



Photo 30: Rindlehaven Gateway Sign

# COMMERCIAL USES

## Central Business District

This is the area that encompasses the existing Central Business District. For Portland, like so many other cities, the downtown is the heart and soul of the community. Maintaining a thriving and vibrant downtown is a critical part of maintaining a healthy community. Accessory residential uses, studios, and work-live uses are appropriate in this district, provided the primary use is consistent with enhancing the Downtown.

The Central Business District should continue to function as one of the two commercial nodes in the City. Additional economic development activities and business attraction efforts are appropriate. The Plan calls for no expansion of this area, but continued infill development, redevelopment, community development, revitalization projects, landscaping and façade improvements are appropriate.

When new development, infill development, or redevelopment occurs, the new construction should complement the existing development patterns. The front facades of buildings should be located at the front lot line to maintain the existing building lines that have been established. When new buildings are to be wider than existing buildings, generally 50 feet or wider, the front façade should be broken down into smaller bays to maintain the rhythm of the existing storefront patterns. Buildings should maintain the existing height patterns and should be two or three stories tall. In all cases, the goal of any new construction should be to maintain the traditional main street feel of downtown Portland.

Generally, a mix of uses is appropriate in the Central Business District. Priority should be given to retail sales and services on the ground floor of multi-story buildings. Such uses generate foot traffic that is a key aspect of maintaining a healthy retail business environment. The goal should be to create a critical mass of retail business activity that can make the downtown a destination.

Offices and residential uses should be encouraged on the second floor of multi-story buildings. First floor offices should be located off Kent St. whenever possible. Due consideration should be given to encouraging second story and loft apartments in the Central Business District. An important element of building and maintaining a successful downtown is to have residential population in and adjacent to the downtown. While Portland has a significant residential population within walking distance of the Central Business District, more can be done to encourage residences in the downtown. Finally, governmental and civic functions are appropriate uses in the Central Business District. These are uses that attract significant amounts of people to the downtown.



Photo 31: Downtown Portland

Physically, the Central Business District has structurally sound buildings and promotes a good walking pattern. However, there are numerous opportunities for community development projects, including 259 on-street and off-street public parking spaces, streetscaping and landscaping, and the waterfront redevelopment project, which is discussed below. A special focus of such projects should be on creating attractive public space. These should be places that are designed to encourage social gathering and congregating. For example, providing comfortable benches that do not interfere with pedestrian circulation can facilitate people sitting and enjoying their stay in the downtown. Encouraging social interaction in public places can be not only a tool for building social capital, but also enhances the main street feel of the downtown.

The Future Land Use Plan also calls for an update to the Waterfront Redevelopment Plan, many of the projects it identifies have been completed. Specifically, the Plan sparked the construction of the pedestrian path/elevated boardwalk between the downtown and the waterfront park, along the Looking Glass River at its confluence with the Grand River, as well as the boardwalks along the Kent Street riverfront area.

**Convenience Commercial**

This area is currently used for strip-style commercial development. The businesses are almost entirely retail and service oriented. While much of this Plan focuses on the well-established traditional development patterns in the City, the convenience oriented commercial development fills an important role in providing residents with access to goods and services. It provides for “quick stop” shopping for the customer in an automobile. While this plan has identified barriers to access by foot and bike, the proximity of the area to neighborhoods make improving access by all modes a priority.

Appropriate uses in this area are retail sales and services especially for those properties fronting on East Grand River Avenue. Other appropriate uses include restaurants, gasoline service stations, lodging, professional services and office, and similar types of commercial uses.

New developments in this area should continue the pattern of commercial development. However, the focus of new development, redevelopment, and improvements to existing developments should focus on improving the aesthetics of the area with landscaping and improved architectural design. Strict requirements for access management should also be required, especially in terms of the following section.

**East Grand River Avenue Access Management Plan:** The East Grand River Avenue Access Management Plan called for certain transportation improvements, generally within the Convenience Commercial, these include the closure of a number of existing driveways. The specific recommendations were presented previously.

However, this plan has not been implemented. In order for the convenience commercial area to continue to function well for its intended purposed, and in order for East Grand River Avenue to continue to function as a transportation arterial, these improvements should be made, and the Access Management Plan should be implemented.

**Neighborhood Commercial**

Neighborhood commercial is intended to provide local shopping needs for residents. These areas are appropriately located to serve as neighborhood commercial center for residents. The near northside commercial cluster is the best example of this use in Portland. Minor expansion of commercial uses in these areas could be appropriate. Additionally, changes in use and redevelopment of the existing commercial uses is also appropriate, with the goal of serving neighborhood commercial needs. Neighborhood commercial should be conducted at a scale appropriate to the surrounding context. Lot sizes, building height, facades, signs, parking, and landscaping standards should be adopted to prevent developments from taking on the character of commercial convenience while encouraging them to be substantially differentiated from the neighborhood fabric.

## INDUSTRIAL USES

The Future Land Use Map identifies three areas of industrial land use within the City. The use of each of these properties is as follows.

### TRW Site

The TRW plant is located on the north side of the City. A majority of this industrial use lies in Portland Township. However, the boundary between the City and the Township goes through the middle of the plant. The use is a vital and important community employer and should continue. Expansions of this industrial use area are appropriate.

### Portland Products Site

Portland Products, Inc., is located just west of the Bogue Flats Recreation Area. Portland Products is a metal stamping and assembly facility that provides products to mostly the automotive and furniture manufacturing industries. This Plan calls for the continuation of this use.

### Archer Daniels Midland Site

Archer Daniels Midland is located at the corner of East Grand Avenue and Divine Highway. This Plan calls for the continuation of this use. However, none of the adjacent area should be considered for expansion of this category and a parcel on the west side of Divine Highway that is being transferred from ADM to the City should not be used as an industrial site.



Photo 32: ADM Site

# PART THREE: IMPLEMENTATION





# IMPLEMENTATION

## INTRODUCTION

This section presents tools and techniques that residents, community leaders, and City staff can use to implement this Master Plan. These implementation measures are workable if there are people in the community with vision and commitment who are willing to invest time and effort required to make them work. The tools and techniques identified herein are available for use by Michigan communities under current enabling legislation. This section also provides specific recommendations for implementing certain strategies set forth previously.

## ACTION PLAN

The Portland Master Plan and its goals and objectives recommend a future vision for the community. This vision is to build upon Portland’s existing assets and make the most of opportunities that can attract new development and residents to the community while protecting the Portland’s natural beauty and resources. To put it simply, the plan for Portland is to create an economically, socially, and environmentally sustainable community where people want to live, work, visit and play.

The goals and objectives of this plan should be reviewed often and be considered in decision making by the City. Successful implementation of this plan will be the result of actions taken by elected and appointed officials, City staff, the Downtown Development Authority, Main Street program, the Planning Commission, public agencies, and private residents and organizations.

This section identifies and describes actions and tools available to implement the vision created in this Plan. Broadly stated, the Plan will be implemented incrementally by working on strategies identified for the City’s five primary goals.

The tables on the following pages present a detailed summary of all of the recommended implementation activities, including partners for completing the activity, and available funding resources for each activity.

KEY		
PRIORITY	TIMEFRAME	RESPONSIBILITY (COLOR)
<b>A</b> Most Important	<b>1</b> W/in one year	 Project Lead
<b>B</b> Very Important	<b>2</b> 1-3 years	 Key Participant
<b>C</b> Important	<b>3</b> 3+ years	 Contributor
	<b>4</b> As available	
	<b>5</b> Ongoing	

### Entity Abbreviations

SM	State of Michigan	HO	Home Owners
MDOT	Michigan Department of Transportation	CM	Community Members
RPC	West Michigan Regional Planning Council	BO	Business Owners
IC	Ionia County	PC	Planning Commission & City Council
ICEA	Ionia County Economic Alliance	CS	City Staff
TWP	Portland Township, Danby Township	DDA	Downtown Development Authority

### Funding

Public	Includes public funds from the City operating budget, County, and State funding. May also include local government bonds and grants.
Private	Includes funds from private sources such as grant monies, corporate funding, or property owners
DDA/TIF	Tax increment financing provided by an authorized body.

**GOAL 1: DOWNTOWN REVITALIZATION & ECONOMIC DEVELOPMENT**

OBJECTIVE 1.1 Plan and promote Portland as destination for shopping, arts, recreation, and a good place to call home.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Engage in a business retention program through individual site visits to key business to open up dialog regarding opportunities and impediments for investment.	A	1	DDA		CM	•		
Promote the City's "Main Street" and "Tree City USA" designation and continue to support the City's Main Street program as it will play a critical role in the implementation of the plan.	A	1	DDA		BO	•	•	
Promote additional specialty retail and food service establishments in the core downtown to establish a "critical mass" of offerings that can entertain visitors for the day.	A	1	DDA	SM	BO	•	•	•
Formulate a comprehensive economic development strategy, based on an accurate market analysis.	A	2	DDA		BO	•		
Actively recruit businesses that are identified as part of a market study into the community.	B	2	DDA			•		
Develop a downtown parking study that includes signing and demand management strategies.	B	2	DDA			•		
Make Portland a regional destination for recreation and celebration of the Arts.	B	2	DDA	SM		•	•	
Work with the Ionia County Economic Alliance, Downtown Development Authority and Chamber of Commerce to harness technical support and knowledge to help existing local businesses grow.	B	3	DDA	SM ICEA	BO	•	•	•
Implement plans to increase tourist visits, primarily day trips from adjacent areas, like Ionia, greater Lansing and Grand Rapids.	C	3	DDA			•	•	
Enhance regional connections to other destinations, like the Portland State Game Area.	C	3	DDA			•	•	

**GOAL 1: DOWNTOWN REVITALIZATION & ECONOMIC DEVELOPMENT**

OBJECTIVE 1.2 Coordinate and engage the community, prospective business owners, and the regional entities in the growth of Portland.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Prioritize business retention and make Portland business friendly.	A	1	DDA		BO	•	•	•
Prioritize finding new tenants and productive uses for vacant buildings.	A	1	DDA		BO	•	•	•
Help develop local entrepreneurial activities to grow new, locally owned, niche businesses in the downtown which serve the greater Portland Community.	A	2	DDA		CM	•		
Prioritize family activities and entertainment options.	A	2	DDA	CS	CM	•	•	•
Coordinate more events and opportunities to engage senior residents in meaningful ways in the development of Portland.	B	1	PC		CM	•	•	
Actively educate business and homeowners regarding various tax incentives that can help them ease the financial burden of property improvements (e.g., historic tax credits, energy tax credits, Michigan State Housing Development Programs, etc.).	B	2	CS	IC	CM	•		•
Continue to support local business with a "Portland Pay Day" event.	C	3	DDA		BO	•	•	
Collaborate with such entities as the Ionia Economic Alliance, the West Michigan Strategic Alliance and the West Michigan Regional Planning Agency to prevent the duplication of economic development efforts and identify viable business niches for the City of Portland to pursue.	C	3	PC	SM ICEA RPC IC		•		

## GOAL 1: DOWNTOWN REVITALIZATION & ECONOMIC DEVELOPMENT

OBJECTIVE 1.3 Support public private partnership and other civic activities to foster the continued enhancement of Portland including development of sites in a manner consistent with City priorities.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Find creative way to look at difficult development sites and conduct code enforcement to maintain city standards at opportunity sites.	A	1	CS			•		
Work to actively redevelop underutilized commercial sites with more dynamic and attractive developments, including: <ul style="list-style-type: none"> <li>The southwest corner of Bridge and East Grand River Avenue, and the former Taco Bell and Chinese buffet site (sub area one)</li> <li>The Family Dollar strip mall (sub area one)</li> <li>Storage area on Kent Street in the core downtown (sub area two)</li> <li>The office complex and adjacent church on W. Bridge (sub area four)</li> </ul>	A	1	PC	DDA	BO		•	
Continue to implement the DDA Development Plan and improvements to downtown including: pedestrian amenities, continued façade improvement, waterfront access and trails. Improvements can include such things as window boxes, additional street trees, outdoor cafes, roof seating and sculpture.	A	2	CS		CM	•		•
Continue to look at viable uses for the 58 acres on the southeast side of the City.	A	2	PC	DDA	BO	•	•	•
Continue the work of the Main Street Design Committee to develop a community wayfinding signs sign system for downtown and East Grand River Ave that includes distance, direction, and destination information community, as well as parking locations.	B	1	CS	DDA	BO	•	•	•
Develop interpretive plaques throughout the community to mark historic spots, events and natural features. Establish kiosks and plaques to guide visitors to key entertainment and cultural spots including the trail system, parks, the library, theater, etc. Portland's special treasures should be easily found by visitors.	B	2	PC	DDA	CM	•	•	•
Consider the development of an amenity like a "spray park" near the downtown or river.	B	2	CS		CM	•	•	
Continue developing upper floors of downtown structures into rehabilitated apartments, including investigating adding second floors to existing single story structures.	B	2	DDA		BO		•	

## GOAL 2: COMPLETE STREETS, WALKABILITY, AND CONNECTIVITY

OBJECTIVE 2.1 Identify areas of the City which need sidewalk systems and set a capital improvements schedule to provide them.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Install better sidewalks along East Grand River Ave in the highway commercial area, with more isolation between pedestrians and roadway traffic. This could be more green space or perhaps low level brick piers with wrought iron fencing.	A	2	CS	MDOT	BO	•	•	•
Correct lack of sufficient sidewalks in sub area four near the schools.	A	2	CS	MDOT	CM	•	•	
Correct a sidewalk gap along Divine Highway to connect with the River Trail System (sub area three).	B	3	CS	MDOT	CM	•	•	
Correct a sidewalk gap along North Warren Street to connect with the River Trail (sub area two).	B	3	CS	MDOT	CM	•	•	

## GOAL 2: COMPLETE STREETS, WALKABILITY, AND CONNECTIVITY

OBJECTIVE 2.2 Encourage connections between the River Trail, neighborhoods, parks, Grand Avenue shopping, and downtown.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Require sidewalks and/or trails of all new developments which tie into existing or planned sidewalk and trail systems.	A	1	PC CS		BO CM	•	•	
Continue to develop a system of trails, with township input, that tie various neighborhoods to the River Trail, area parks, the downtown and other public facilities.	A	2	CS	MDOT TWP	CM	•	•	
Mark common walking routes to school and as neighborhood fitness loops to increase safety and awareness of common walking areas (e.g., Danby St., to Oak St., to S. Lincoln St. near the Middle School).	A	2	CS	MDOT	CM	•	•	
Identify locations to install bike lanes & bike parking	B	2	CS	MDOT	CM	•	•	•
Develop "look-outs" and interpretive plaques at river bluffs for pedestrian viewing opportunities.	B	2	CS		CM	•	•	
Provide a trail system along Charlotte highway to offer non-motorized alternatives to township residents who seek City services and entertainment.	B	3	CS	MDOT TWP		•	•	

## GOAL 2: COMPLETE STREETS, WALKABILITY, AND CONNECTIVITY

OBJECTIVE 2.3 Assess land use and development standards and strategies to encourage coordinated development of the City's transportation system.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Reassess the zoning ordinance and make adjustments as necessary to facilitate traditional, mixed use community design.	A	1	CS PC			•		
Promote the neo-traditional style development of lands between the Looking Glass River and I-96, essentially east of East Grand River Avenue. Develop a means to get residents of this sizable development safely across East Grand River Avenue and into the downtown.	A	2	CS	MDOT	BO	•	•	•
Consider expanding City design criteria to address anti-monotony standards for housing developments, this could be modeled of the pattern book developed for Rindلهaven.	B	2	CS PC			•		
Require infill housing development to match the character of traditional neighborhoods, including the placement and style of homes and garages.	B	2	CS PC			•	•	
Provide incentives for businesses that consolidate driveways, provide green space and landscape elements along East Grand River.	B	2	CS PC		BO	•	•	
Discourage cul-de-sac and dead end roads. Require developments to provide easements to adjacent property for trail, sidewalk and street tie-ins.	B	2	CS PC			•		
Continue low-level street light program throughout neighborhoods and require new developments to utilize the adopted street light design.	B	2	CS PC			•		
Study feasibility of creating a "Blue Bus" program to provide transportation to medical facilities - similar to Clinton County.	C	3	CS PC	MDOT		•	•	
Study feasibility of supporting local para-transit, bus, or taxi service programs. Transit study should also evaluate car sharing and potential to leverage the success of the Portland park & ride lot.	C	3	CS PC	MDOT		•	•	

## GOAL 2: COMPLETE STREETS, WALKABILITY, AND CONNECTIVITY

OBJECTIVE 2.4 Address current deficiencies in the transportation system to assure efficient and safe access by all modes for all residents.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Create a tie-in from Tom's Shopping Center to Charlotte Highway and facilitate an internal drive to Bridge Street (sub area one).	A	2	CS		BO		•	
Facilitate the development of a rear access drive off Rowe Avenue, behind the Family Dollar Complex to Bristie Street.	A	3	CS		BO	•	•	
Improve and define the access points among the hotel, Arby's, existing bank and oil change facility (sub area one).	A	3	CS		BO		•	
Reduce the size of the Burger King and Shell driveways, and provide defined cross access between Rowe Avenue and Shell.	A	3	CS		BO		•	
Develop a City streets and walkability plan	B	1	CS			•	•	•
Evaluate feasibility of installing bike facilities on Grand River Ave, Bridge Street, and Kent Street.	B	2	CS	MDOT		•	•	•
Install a traffic signal at East Grand River and Rowe Avenue with a left turn phase on East Grand River.	B	2	CS	MDOT		•		
Coordinate traffic light synchronization and install attenuated traffic signals where appropriate.	B	2	CS	MDOT		•	•	
Modify the Independent Bank driveway off East Grand River Avenue to be an in-only driveway.	B	3	CS		BO		•	
Extend Bar and Green Streets for eventual connections to future Township development.	C	3	CS			•		

## GOAL 2: COMPLETE STREETS, WALKABILITY, AND CONNECTIVITY

OBJECTIVE 2.5 Work to implement the East Grand River Avenue Access Management Plan.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF /DDA
Create a safe pedestrian crossing near Rowe Ave. to Tom's Shopping complex (sub area one).	A	1	CS	MDOT	BO	•	•	
During the East Grand River Avenue redesign and any site plan review process, administer the access control measures outlined in the East Grand River Access Management Plan including but not limited to cross-access requirements, shared driveways at property lines, right-turn tapers, and traffic calming measures.	A	1	CS PC			•		
The high volume of traffic on East Grand River Avenue along with its width does not provide a safe crossing environment for pedestrians or cyclists. The City should evaluate the feasibility of installing a mid-block, pedestrian activated crossing signal.	A	3	CS	MDOT	BO	•	•	
Implement specific driveway modifications as recommended in the East Grand River Access Management Plan.	B	2	CS		BO		•	
Consider traffic calming and beautification techniques along East Grand River Avenue. Including: <ul style="list-style-type: none"> <li>• More green space and street trees between the curb and sidewalk.</li> <li>• Channelized islands or medians in select areas between I-96 and the Intersection of Charlotte Highway and East Grand River Avenue.</li> <li>• Alternative colored pavement past Bridge Street to differentiate that area from the Highway Commercial Zone.</li> <li>• Narrowing of lanes where feasible west of Divine Highway.</li> <li>• Bump-outs for pedestrians at East Grand River Avenue and Kent Street.</li> </ul>	B	3	CS	MDOT	BO	•	•	

### GOAL 3: PUBLIC SERVICES AND COMMUNITY STEWARDSHIP

OBJECTIVE 3.1 Continue to expand and improve Portland’s esteemed recreational resources and facilities.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov’t	Private	Public	Private	TIF / DDA
Develop a sign plan to improve wayfinding and river access.	A	1	CS PC			•		
Update playground equipment and consider developing a large play structure at one of the parks.	A	2	CS PC		CM	•	•	
Continue and improve upon River Trail maintenance programs to assure upkeep.	A	3	CS PC		CM	•	•	
Improve river access points for boating (kayak & canoe).	A	1	CS PC			•		
Improve bike access to the River Trail.	B	1	CS PC			•		
Facilitate the creation of public spaces that encourage social congregation, interaction and discourse.	B	2	CS PC			•		
Create a River Trail Master plan that studies river use, potential to dredge a boat lane, and incorporates a user based approach into River planning and development to address the needs of specific uses like kayaking, canoeing, fishing, wading, nature trails, hiking trails, and so forth.	B	2	CS PC			•		
Study the feasibility and demand of a community swimming pool and/or a splash park. Include surrounding areas and the school district in discussions.	B	2	CS PC		CM	•	•	
Turn Portland Community Lake (sub area one) into a more active recreation area.	B	2	CS PC		CM	•	•	
Encourage use of River Trail for winter activities by providing ski rental opportunities and fostering the use of the park in the winter.	B	3	CS PC		CM	•	•	
Contemplate developing an expanded Recreation Plan which includes projects to serve the greater Portland area.	C	2	CS PC		TW P, IC	•	•	

### GOAL 3: PUBLIC SERVICES AND COMMUNITY STEWARDSHIP

OBJECTIVE 3.2 Encourage and facilitate community leadership and volunteerism to improve and provide services that “fill in the gap.”	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Continue to encourage community service projects. Community service projects provide benefits to the public, whether these are small landscaping projects or projects that assist the disadvantaged. Encouraging projects whereby residents assist their neighbors or the community at large will help build the sense of community.	A	1	CS PC		CM		•	
Support the development of a "Portland Art Prize" to encourage public art.	A	1	CS PC	DDA	CM		•	•
Help to facilitate community led initiatives and programming.	A	1	CS PC		CM		•	
Continue to support events - labor day run and more River Trail events, Historical Society, farmers market, music events, walks, runs, bike rides, as well as river oriented events - boating, kayaking canoeing.	A	2	CS PC		CM		•	
Build on the recent work of the Main Street program to develop and implement a community-wide identity and branding campaign. The purpose of this objective is to develop a community identity that is unique and captures the spirit of Portland. This identity will then be used in a number of efforts, most notably in the tourism development strategy and in the economic development program.	B	1	CS PC	DDA	CM		•	•
Recognize needs and community assets for commuting families.	B	1	CS PC		CM		•	
Support recreation programming for the senior population and other groups that may not be interested in organized sports (e.g. art, cultural offerings, etc.), work with area civic groups, churches, the VFW, library and other entities with the ability to offer facilities (halls, kitchens, etc.).	B	1	CS PC		CM		•	
Initiate a volunteer snow clearing program, potentially work with churches.	B	1	CS PC		CM		•	
Explore creating a Portland Art Fair.	B	2	CS PC	DDA	CM		•	

### GOAL 3: PUBLIC SERVICES AND COMMUNITY STEWARDSHIP

OBJECTIVE 3.3 Continue to address deficiencies in existing public facilities to improve overall service levels to Portland residents.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
City should evaluate fiscal and policy benefits of leasing versus selling City owned property.	A	1	CS			•		
Facilitate the incorporation of public art into development projects and on public owned lands.	A	2	CS		CM	•	•	
Support façade and home improvement programs.	A	2	CS		CM	•	•	
Encourage library to expand book collection.	B	2	CS		CM	•	•	
Pursue the adoption of new technologies including Wi-Fi service in the downtown, improved broadband service for residents and businesses, and identify opportunities for increasing the adoption and use of internet technology for community and economic development. Work with local, regional, and state-level organizations and broadband service providers to collaborate on infrastructure expansion and programs to increase adoption and use of technology.	B	2	CS			•		
Support more activities for middle aged residents.	B	2	CS		CM	•	•	
Install a community center/rec center, residents' desire indoor recreation options like basketball, tennis, gym equipment.	B	3	CS			•		
Install better restroom facilities at parks for events.	C	3	CS			•		

### GOAL 3: PUBLIC SERVICES AND COMMUNITY STEWARDSHIP

OBJECTIVE 3.4 Plan and prioritize opportunities to expand public services to address long term needs of area residents.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Discuss with Portland Township the need to restrict densities in areas that feed into the City via Divine Highway because the transportation network is not well suited for higher density developments and expanded sewer and water service is not readily available.	A	1	CS	PT		•	•	
Investigate interest in the transfer of development rights with surrounding communities as a means to protect open space areas and advance the goals of area master plans.	B	2	CS			•		
Investigate the potential of intra-city transit opportunities with the Lansing and Grand Rapids metro areas and the cities of Ionia and Grand Ledge.	B	2	CS	IC SM		•	•	
Contemplate, with input from Danby Township, an appropriate range of land uses and design criteria for the Grand River, I-96 area (sub area one).	B	2	CS	DT		•	•	
Consider developing a joint planning advisory committee to address issues of mutual concern along the Grand River corridor.	B	3	CS	PT IC		•	•	
Continue working with surrounding communities to provide cost-effective public safety services.	B	3	CS			•		
Consider working with surrounding townships to establish an urban service boundary whereby water and sewer services are thoughtfully laid out to control sprawl.	B	3	CS			•		
Work with area communities to develop policy statements with regard to industrial and intensive commercial development. For example, neighboring townships may wish to retain their rural character and have concerns regarding intensive development not being appropriate in their communities. The City could agree to supply, for example, industrial development so neighboring townships would not have to plan or provide services for such uses.	C	2	CS			•		

## GOAL 4: SUSTAINABILITY & GREEN TECHNOLOGY

OBJECTIVE 4.1 Protect the water quality and natural features of the Looking Glass River and the Grand River.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Continue to implement the City's wellhead protection program.	A	1	CS			•		
Identify sensitive natural features and consider the creation of an overlay district to improve protective measures, like protecting natural vegetation and slopes along river banks. This strategy could build on the existing floodplain district.	A	2	CS PC	SM		•		
Promote community education of water quality protection, including groundwater.	B	1	CS		CM BO	•		
Prevent large amounts of untreated storm water from reaching surface waters.	B	2	CS		CM BO	•	•	
Where possible reduce chemical use around water bodies including salt, herbicides and pesticides.	B	2	CS		CM BO	•	•	
Provide additional storm water treatment to prevent sediment and chemicals from reaching surface water.	B	2	CS			•		
Evaluate floodplain regulations to ensure proper protection of the flood storage capabilities of the Grand and Looking Glass Rivers.	B	2	CS PC		CM	•	•	
Investigate the feasibility of stream improvements (modeled after Conservation Corp. measures on the Pere Marquette river) to improve fish habitat and aeration of river corridors.	B	3	CS			•		
Where appropriate, help advance the mission of the Lower Grand River Organization of Watersheds and the Friends of the Looking Glass River Watershed Council.	C	1	CS		CM	•	•	
Explore ways to enhance and protect the River corridors.	C	2	CS			•		

## GOAL 4: SUSTAINABILITY & GREEN TECHNOLOGY

OBJECTIVE 4.2 Expand City lead initiatives and programs to formalize sustainable practices in Portland.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF /DDA
Reevaluate the practice of mowing large expanses of City property (particularly parks) and consider establishing such things as native prairie wildflower plantings and other natural areas.	A	1	CS			•		
Promote the recycling drop-off center, which was recently opened for 24-hour access, and compost facilities.	A	1	CS			•		
Encourage and permit community gardens on public land and vacant land, especially near senior complexes.	A	1	CS		CM	•	•	
Continue to build on the success of the River Trail clean-up day and the City dump day by working to facilitate neighborhood clean-up days.	A	1	CS		CM	•	•	
Encourage community stewardship and decrease littering.	A	1	CS		CM	•	•	
Consider developing a Portland sustainability plan and appointing a sustainability coordinator.	A	2	CS		CM	•	•	
Use alternative energy and conservation measures in City operations to set an example for the residents. Sponsor energy saving education through the website and newsletter in addition to spearheading energy saving projects including: <ul style="list-style-type: none"> <li>Light bulb replacement to energy saving bulbs and continuing its free fluorescent replacement program.</li> <li>Weatherization programs and educational materials.</li> </ul>	A	2	CS		CM	•		
Help facilitate the demonstration of alternative energy technology and make attempts to reduce barriers to its use.	B	2	CS			•		
Protect and augment the tree planting program. Consider expanding the program from street trees by additionally acquiring smaller trees from the Natural Resource Conservation Service for reforestation measures. Consider a small nursery in the flats for City use.	B	2	CS		CM	•	•	

## GOAL 4: SUSTAINABILITY & GREEN TECHNOLOGY

OBJECTIVE 4.3 Review and revise City ordinances to encourage energy conservation and sustainable design practices.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Provide zoning ordinance language which facilitates the use of alternative energy in a City setting and improve on the Wind Energy Conversion Systems article.	A	1	CS PC			•		
Promote the use of native species in landscape designs associated with public projects and site plan reviews.	A	1	CS PC			•		
Consider permitting smaller, more efficient homes.	A	2	CS PC			•		
Require a certain amount of landscaped open space in every development which requires site plan review.	A	2	CS PC			•		
Offer zoning incentives (e.g. increased density or design flexibility) for developments incorporating alternative energy, energy efficiency and conservation measures beyond required energy code requirements.	A	2	CS PC			•		
Promote low impact and natural design for storm water management facilities (i.e. sub-surface landscape islands). Promote smaller "rain garden" to collect and filter storm water on site rather than large, artificial retention areas. If retention areas are large, require they be designed to look like a natural feature.	B	1	CS PC			•		
Limit the amount of pavement permitted in developments and encourage the use of pervious pavement in appropriate applications.	B	2	CS PC			•		
Promote the use of "living roofs" as a means to reduce stormwater impact and beautify the City.	B	2	CS			•		

## GOAL 5: COMMUNITY CHARACTER AND PUBLIC SPACES

OBJECTIVE 5.1 Protect and enhance Portland’s historic character through directed rehabilitation and contextual design of new development.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov’t	Private	Public	Private	TIF / DDA
Investigate non-regulatory avenues for historic preservation. These might include low-cost loans for rehabilitation, purchase or donations of easements, and technical assistance in planning for repairs and rehabilitation.	A	1	CS		CM	•	•	
Develop zoning regulations and other mechanisms that require infill projects to blend with historic architecture, including minimum height requirements and design standards, to ensure that infill development is completed to match the context of the City.	A	2	CS PC			•		
Build community awareness of, and appreciation for the City’s historic resources. Once the City has an inventory, the next step is to build the community’s awareness of an appreciation for these resources. Such efforts can include events like an annual historic homes tour.	B	1	CS		CM	•	•	
Maintain a historic resources inventory. The first step in any historic preservation effort is to prepare an inventory of the community’s historic resources.	B	2	CS		CM	•	•	

## GOAL 5: COMMUNITY CHARACTER AND PUBLIC SPACES

OBJECTIVE 5.2 Improve the design aesthetics of the Grand River corridor to better complement Portland neighborhoods and downtown.	PRIORITY	TIMEFRAME	PARTNERSHIP			FUNDING		
			City	Other Gov't	Private	Public	Private	TIF / DDA
Improve on the building design standards for the East Grand River Avenue corridor.	A	2	CC			•		
Provide low-level brick screening walls or brick piers with wrought iron between East Grand River and parking areas, especially where green space cannot be reasonably provided.	B	2	CC		BO	•	•	
Improve the look of the retaining wall along East Grand River Avenue with a mural, trailing vines, or other means to brighten the Stark appearance of the wall.	B	3	CC			•		
<b>OBJECTIVE 5.3</b> Reduce the impacts of undesirable and/or unattractive land uses on surrounding areas.								
Improve the outdoor storage areas at the City's DPW facilities.	A	1	CS					
Strengthen rules and enforcement for outdoor storage throughout the City.	A	1	CS PC					

## **PUBLIC POLICY, ADMINISTRATIVE ACTION, AND PARTNERSHIP**

### **Cooperation between Units of Government**

Optimal results can be achieved if the City coordinates planning activities with other units of government. Such cooperation can include planning and development that is harmonious across boundary lines. Cooperation can also include agreements for the extension of City utilities or the development of an industrial park. Cooperative efforts with other municipalities, county and state agencies can lead to successful planning efforts, particularly in transportation projects and natural resource protection projects.

### **Public and Private Partnerships**

Along with building relationships with neighboring communities, relationships with the private sector are also important. It is frequently the private sector that has the financial resources to initiate development and redevelopment efforts. Examples include partnerships which can be built through the DDA which can leverage private investment with public dollars for projects in the downtown. Public investment in a parking lot could stimulate redevelopment in a particular commercial area. There are other examples which could include industrial and residential development.

### **Housing Initiatives to Promote Home Ownership**

The appendix includes a detailed analysis of housing conditions in the City, which notes potential problems with its older housing stock. Other cities in similar situation have addressed these issues by developing programs to promote home ownership. Given the number of households who live in nearby manufactured housing communities, these households may be potential buyers for some of the City's older housing stock.

Programs like this involve participation from the City, social service agencies, and financial institutions. They include outreach, education, financing, and code enforcement. The City could provide a leadership role in this effort.

### **Downtown Development Authority Initiatives**

Portland has a highly active DDA and one of the most successful Main Street programs in the State. In order for effective redevelopment to occur in the Portland downtown, the City must continue to support the efforts of the Downtown Development Authority and the Main Street program.

### **Fiscal Impact Analysis**

Fiscal impact analysis provides a projection of direct, public costs and revenues associated with a proposed development. It describes and quantifies public costs (police, fire, public works, transportation, and education facilities) that are incurred by the development, as well as the revenues generated from property taxes, user charges, intergovernmental transfers, and other fees. Such analyses can provide important information for decision making, whether for proposed private development, or for issues of extending City utilities. The City may require this for developments beyond certain density or floor space thresholds.

### **Establishing Priorities**

The Master Plan contains a multitude of recommendations. There is insufficient staff or volunteer support to implement all of the recommendations in a carefully planned, deliberate manner. As a matter of policy, Master Plan should be reviewed on a periodic basis to evaluate progress and re-evaluate priorities. The City should continue to have a member of Planning Commission participate in the budget preparation process to represent the Plan's priorities to the decision makers. Most communities prepare budgets based on the expressed needs of the department heads. The City Manager determines if there is any overlap and tries to fit the needs into the anticipated revenues.

This Plan states that downtown revitalization and economic development is the number one goal. Planning Commission participating in the budget process ensures a voice in achieving that goal.

### **Information and Education**

Successful implementation of the Master Plan depends to a great extent on efforts to inform and educate citizens about the Plan and the need for regulatory measures to implement the Plan.

Successful implementation requires the support and active participation of residents, property owners, and business owners. The Planning commission has already laid the foundation through the efforts to involve residents in the development of this Plan. However, a thoroughly prepared public education program is needed. For example, residents could be made aware of the need to protect groundwater in the wellhead protection area.

Planning education could be a part of the Communities in Schools Program, bringing members of the Planning Commission into the schools to generate interest in planning. The same effort could be made through service club luncheons.

### **Design Standards**

A specific educational tool is a site and architectural design standards manual. The purpose of the manual is to describe the type of new development, as well as appropriate redevelopment strategies, desired in the City.

The benefit of a design standards manual is that it can be used to communicate concepts and ideas that the City may not consider appropriate for the zoning ordinance. The manual can be distributed to developers and property owners to guide them in the preparation of site and architectural plans. Design standards become very implementable if they are a condition for façade improvement grants.

The City has design standards that are incorporated into the zoning ordinance, as well as some design standards in the PUD district. Additionally, the Main Street Program has some design discretion when it approves façade grants in the downtown. Design standards should be regularly updated and evaluated to assure that they are effectively achieving the desired outcomes.

## **LAND USE CONTROLS**

### **Condominium Regulations**

Condominium developments have become a popular alternative to subdivisions as a way of developing land, in part due to changes in the State’s condominium regulation. The Condominium Act (Michigan Public Act 59 of 1978) was significantly modified in 1982 to permit condominium ownership of land. Developers often prefer site condominium development because the approval process can be much shorter than the platting process required for land subdivision.

The Condominium Act required condominiums to comply with local ordinances. The City does have an ordinance for condominium regulations, but they should be reviewed and revised to establish standards comparable to those in the subdivision regulations in order to ensure an acceptable level of quality in condominium developments, and to promote traditional neighborhoods.

### **Zoning Regulations**

Zoning is the primary regulatory tool used by the City to implement the Master Plan. According to the Michigan Zoning Enabling Act, Act 110 of 2006, “a zoning ordinance shall be based upon a plan designed to promote the public health, safety, and welfare, to encourage use of lands in accordance with their character and adaptability, to limit the improper use of land...” There are several zoning procedures that are useful for implementing the Master Plan.

### **Rezoning to Implement the Master Plan**

The land use classifications on the Future Land Use Map provide the basis for evaluating future rezoning requests.

Zoning actions that are consistent with the Future Land Use Map usually receive deferential and favorable judicial review if challenged. The Master Plan should be the primary basis for evaluating rezoning requests.

### **Performance Standards**

Rather than simply regulating development on the basis of dimensional standards, many communities are establishing performance standards to regulate development based on the permissible effects or impacts of a proposed use. Performance standards should be used to supplement conventional zoning standards for the purposes of regulating noise, dust, vibration, odor, glare, and heat, safety hazards, and environmental impacts such as water pollution.

Performance standards can be particularly useful in achieving environmental and resource protection goals. If based on a strong body of research, standards can be developed that relate to critical natural resource and environmental areas such as floodplains, wetlands, and groundwater recharge areas. The use of performance standards can also be a successful way to regulate industrial uses.

**Mixed Use Districts**

Along with lot size and width considerations, more mixed use provisions need to be in the zoning ordinance. Modifications could be made to the City’s C2 district to better guide the development of mixed use areas. While some areas of the City need to be zoned exclusively for single family development, other areas may benefit from a broader range of permitted uses. The area along Grand River west into the Central Business District may be one such area. Kent Street south of the CBD may be another. Mixed use districts promote walking by making limited goods and services within walking distance of dwelling units. They also provide places for people to gather which builds a sense of community.

**Overlay Zoning**

Overlay zoning allows the City to impose a new set of regulations on a special area within an existing zoning district. In an area where an overlay zoning is established, the property is placed simultaneously in the two zones, and the property may be developed only under the applicable conditions and requirements of both zones. Overlay zoning has been used in other communities to address special conditions and features, such as historic areas, wetlands, and environmentally sensitive areas, without disrupting the underlying zoning plan. In the City of Portland, overlay zoning could be an effective tool for achieving the following strategies:

- Protecting groundwater in the wellhead protection area, which is also an opportunity for cooperative planning with neighboring townships.
- Establishing site development and architectural standards to preserve neighborhood integrity.
- Creating gateways into the City.

**SPECIAL PURPOSE DISTRICTS**

While direct City funding of projects through the Capital Improvement Program may be warranted, State law also allows for the creation of special purpose districts to funding certain types of activities.

**Neighborhood Area Improvements Act**

Michigan Public Act 208 of 1949 authorizes municipalities to designate neighborhood areas for the purpose of planning and carrying out local public improvements for the prevention of blight in such areas. The Act calls for preparation of neighborhood betterment plans by the Planning Commission. The Act also provides methods of financing improvements within the neighborhood, including special assessment districts and issuance of neighborhood improvement bonds. The Master Plan calls for the housing along Market and Canal Streets to be in a Flexible Residential Area. This Act could be used to implement this part of the Plan.

**Financing Tools**

Successful implementation of the Master Plan will depend on the ability of the City to secure necessary financing.

Besides the general fund, the following sources of revenue are available to the City.

**Special Assessment Districts**

Special assessments are compulsory contributions collected from the owners of property benefited by specific public improvements, such as paving and drainage improvements, to defray the costs of such improvements.

Special assessments are apportioned according to the assumed benefits to the property affected. The City has successfully used this strategy, most recently to fund the paving of Cutler Road.

**Grants**

Public grants from various agencies are available for specific municipal projects. For example, the Michigan Natural Resources Trust Fund (MNRTF) grants are available for park development and land acquisition. Federal transportation funds (MAP-21) grants are available for improvements to the City’s transportation system. A variety

of grants are available for community and economic development projects through the Michigan Economic Development Corporation, the US Department of Agriculture, and the Federal Economic Development Administration. Private sources for grants also exist. Utility companies are a common source for private grants for municipal projects. Creation of a Community Foundation can be an effective tool for providing small grants for community oriented projects and programs.

### ZONING PLAN AND ANALYSIS OF LAND USE INCOMPATIBILITIES

In addition to a visual inspection of land use patterns, comparing a zoning map to an existing land use map can point out areas of incompatibility. Historically incompatibilities were easy to identify, because zoning was single-use oriented. Uses that were not permitted in particular zoning districts were considered incompatible. For example commercial uses located within a residential zoned district may be a legal nonconforming use but be of value to neighborhood residents.

However, this Plan encourages several mixed use areas to contribute to the walkability of neighborhoods and establish locations at which social networks, and community interaction can flourish. It is also important to recognize the value in which current residents place on land use patterns. If it works for the neighborhood, it should be recognized as being important to the neighborhood. The visioning and the surveys connected with this process did not identify any areas which the residents considered incompatible. Overall, most of the zoning in the city is compatible with the vision for future land use.

From a visual tour, one area appears to be problematical, specifically, the area between East Grand River and Charlotte Highway, and N. East Street. A variety of residential and commercial services exist in this area. The mixture of uses is not as much of a problem as its lack of connectedness. The area is envisioned to be mixed use, but it could benefit from a deeper study to determine what type of mixed uses should be encouraged.

Parcels summary:

- Consistent zoning with the future land use designation – **1362 parcels**
- Inconsistent zoning with the Single Family Residential future land use designation – **16 parcels**
- Inconsistent zoning with the Flexible Residential future land use designation. – **1 parcel**
- Inconsistent zoning with the Central Business District future land use designation. – **12 parcels**
- Inconsistent zoning with the Convenience Commercial future land use designation. – **1 parcel**
- Inconsistent zoning with the Neighborhood Commercial future land use designation. **13 parcels**
- Inconsistent zoning with the Industrial future land use designation. **1 parcel**
- A future land use designation of Mixed Use. The zoning may be consistent with future land use designation but these areas require careful consideration in future development efforts. – **72 parcel**
- A future land use designation of Public and Open Space, while this land is zoned mostly residential it is not necessarily inconsistent with the future land use designation because the designation is likely compatible with the underlying zoning. Nonetheless, it is envisioned that these area will remain public and open space in the future and not be transitioned into uses permitted in the underlying zoning district. – **68 parcel**

DRAFT

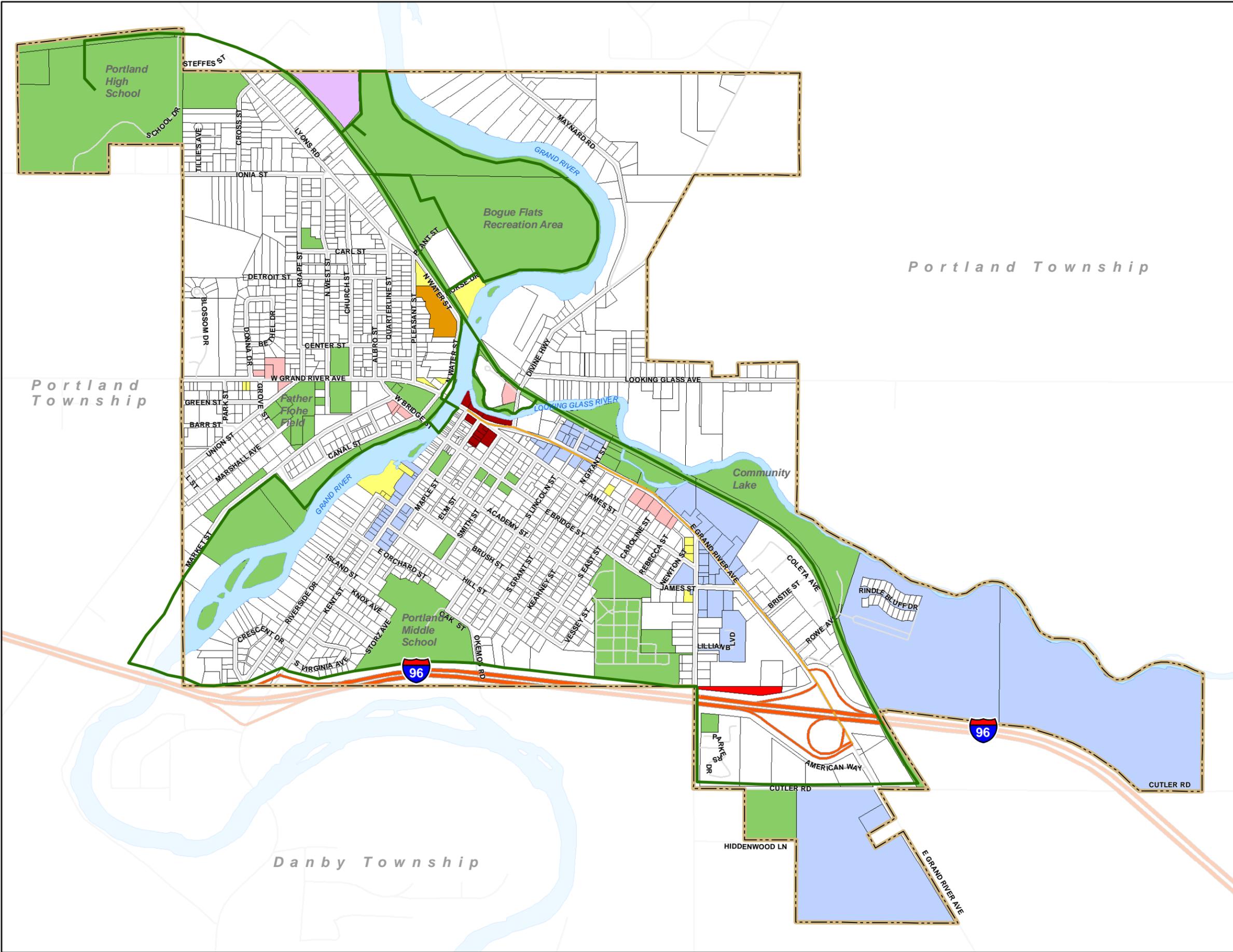
# Map 9 Zoning Plan

City of Portland, Michigan

September 11, 2014

### LEGEND

- 16 - Inconsistent Single Family Residential
- 1 - Inconsistent Flexible Residential
- 12 - Inconsistent Central Business District
- 1 - Inconsistent Convenience Commercial
- 13 - Inconsistent Neighborhood Commercial
- 1 - Inconsistent Industrial
- 72 - Mixed Use - Zoning May be Consistent
- 68 - Inconsistent Public and Open Space
- 1364 - Consistent Zoning
- River
- RiverTrail
- City Boundary



**MCKenna**  
ASSOCIATES

Map Feature Source: Iona County, 2014



APPENDIX





## A. REGIONAL PROFILE

### REGIONAL PLANNING

The County's Planning Commission last completed its countywide Master Plan in June of 2002. A review of the County's plan provides a good overview of regional growth and development issues.

In developing that Plan, the County conducted a random survey, with a response rate of 42.7% for the 1,820 surveys sent out. The planning process also included 15 public workshops throughout the County. The goals and strategies of the County's Plan thus represent a regional view of public concerns.

- The goals of the Ionia County Master Plan are as follows. Goals that align the most with the City of Portland are shown in bold text.
- Help to ensure the long-term viability of the agricultural industry while protecting the development rights of the farming community.
- Create an optimum environment for both the present and future residents of the community that will work to solve their physical needs, offer variety and choice, and minimize nuisance effects.
- Protect environmentally sensitive areas such as wetlands, streams, rivers, lakes, and groundwater recharge areas from the impacts of developments that may impact the natural environment.
- Guide new development in a manner that conserves natural features and environmentally sensitive areas and meets the needs of the community both today and through the next twenty years.
- Continue to actively involve the public in the decisions-making process.
- Guide future growth and development in a manner that respects the County's rural atmosphere.
- Balance the rate of land development with the availability of public facilities such as roads and utilities.
- Encourage more compact developments near the established "urbanized" areas of the County.
- Promote cooperation with other governmental units within and adjacent to Ionia County through joint meetings and shared awareness of proposed development areas.
- Promote quality economic development that will benefit the long-term needs of the County.
- Balance the rights of the individual property owner with the needs of the public interest.

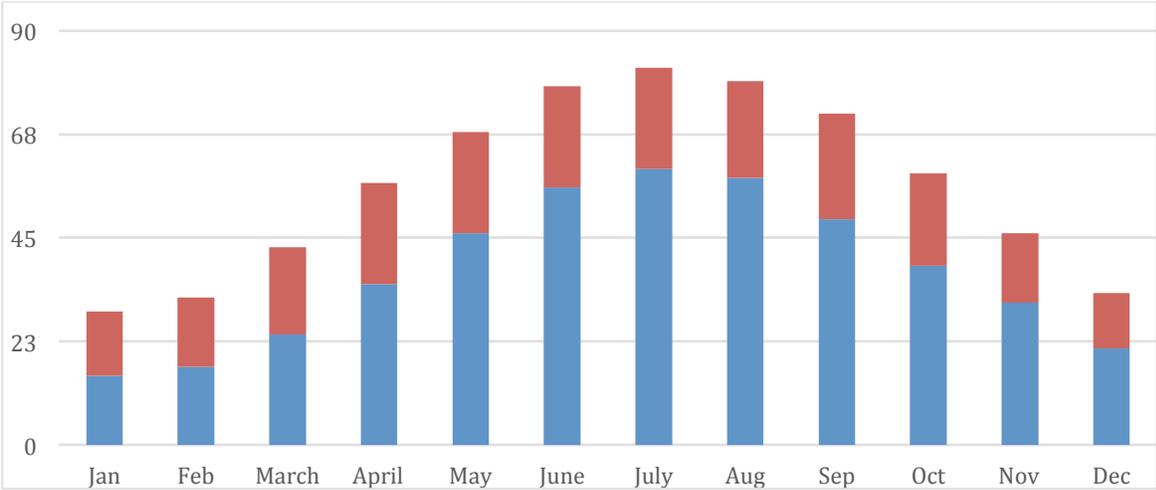
It is within this regional context that this Master Plan for the City of Portland has been developed. In many of the analyses that follow the local area is compared to the County as well as the State.

### GEOGRAPHY

According to the Ionia County Master Plan, Ionia County has a modified continental climate due to its relative proximity to Lake Michigan. Prevailing westerly winds cross the lake and pick up warm moist air in winter and cool moist air in summer. As a result, the winters throughout the Lower Peninsula are milder and the summers cooler than in areas at the same latitude west of the lake. The average monthly high and low temperatures are presented in Figure 7 below.

Temperatures in Portland range from an average low of 15°F in January to an average high of 82°F in July. Average monthly precipitation ranges from a low of 1.87 inches in February to a high of about 3.8 inches in August and September. Climate data is presented in Figure 8 below.

Figure 7: Average Monthly High and Low Temperatures, City of Portland



Source: McKenna Associates, 2014. Data from the Weather Channel Enterprises, Inc., <http://www.weather.com/weather/climatology/monthly/48875>

Figure 8: Average Monthly Temperatures, City of Portland

MONTH	AVERAGE HIGH	AVERAGE LOW	MEAN	AVERAGE. PRECIPITATION	RECORD HIGH	RECORD LOW
January	29	15°F	22°F	1.91 in	69°F (1952)	-25°F (1963)
February	32°F	17°F	25°F	1.87 in.	69°F (1999)	-21°F (1963)
March	43°F	24°F	34°F	2.37 in.	86°F (2012)	-15°F (1962)
April	57°F	35°F	46°F	2.91 in.	87°F (1986)	6°F (1982)
May	68°F	46°F	57°F	3.76 in.	95°F (1988)	22°F (1966)
June	78°F	56°F	67°F	3.26 in.	102°F (1953)	31°F (1972)
July	82°F	60°F	71°F	3.44 in.	103°F (1988)	37°F (1963)
August	79°F	58°F	69°F	3.78 in.	101°F (1988)	36°F (1982)
September	72°F	49°F	61°F	3.82 in.	97°F (1973)	25°F (1991)
October	59°F	39°F	49°F	3.23 in.	89°F (1971)	16°F (1988)
November	46°F	31°F	39°F	3.18 in.	79°F (1950)	-7°F (1958)
December	33°F	21°F	27°F	2.13 in.	68°F (2001)	-14°F (1976)

Source: The Weather Channel Enterprises, Inc., <http://www.weater.com/weather/climatology/monthly/48875>

The Ionia County Master Plan provides a description of the basic geology in the area. As little as 15,000 years ago, the area that makes up Ionia County was covered by glacial ice. As a result, except for one small area, the underlying bedrock is covered by 50 to 500 feet of glacial material. Large ridges, or end moraines, developed along the front of the glacier as it halted in its retreat toward the northeast. These moraines are from ½ to 1-½ miles in width and from 10 to 40 feet in height. They form a concentric pattern that extends from the northeastern corner of the county toward the southwestern part. Level to undulating ground moraines formed as materials carried by the glacier were deposited. The outwash plains in the county are the old gravelly and sandy channels of swift streams that formed as the glacier melted.

The most conspicuous physical feature of the County is a trench that extends from a point near Matherton, on the east side, southwest and west to a point just west of Saranac. This trench was not cut by the Grand River but was formed by the old glacial connector between glacial Lake Saginaw and glacial Lake Chicago.

Small glacial lakes are scattered throughout the county but are mainly in the western part. The largest of these lakes are Jordan Lake, Morrison Lake, Woodard Lake, and Long Lake. Small glacial lakebeds near Clarksville, west of Berlin Center, and north of Potters Corners are filled with muck or peat. Two large depressions or old lakebeds are in the northwestern part of the county. A glacial drainage way that entered the County near Matherton and left it west of Saranac is now the channel of the Maple and Grand Rivers. The one small area not covered by glacial drift occurs along the south side of the Grand River, 1.5 miles east of the City of Ionia. Here the reddish sandstone bedrock is exposed.

## **SOILS**

To minimize construction costs and risks to the environment, it is desirable for future development to be constructed on sites with suitable soils. Poor soils present problems such as poor foundation stability, poor drainage, and septic system failure, which is less of a concern within the City as it is in the outlying rural areas.

Shifting foundations, cracked walls, and cracked pavement and roadways are some of the potential problems associated with foundation instability due to unsuitable soils. These problems often result in increased development and maintenance costs, and, in extreme cases, structural failure.

Generally, well-drained, coarse-textured soils provide the most suitable foundations. Poor soil stability occurs with soils containing large concentrations of organic material, such as muck, silt, and clay. The areas of poor soil stability are concentrated in low-lying and poorly drained areas adjacent to rivers and creeks. In these low lying areas, the presence of water in and near the surface contributes to frost heave, compression, shrinkage, and swelling.

The predominant soil in the City is the Mancelona-Fox-Boyer association. This is described as level to steep, well-drained loamy soils, underlain by sand and gravel. The northeast corner of the City contains soils in the Miami-Celinia-Marlette association. These are described as gently undulating to rolling, well-drained and moderately well-drained loamy soils. Both of these soil associations are generally suitable for development.

## B. DEMOGRAPHICS PROFILE

This section presents an analysis of demographics and housing in the City of Portland, based primarily on data from the 2010 censuses and the 2008 – 2012 American Community Survey. This analysis considers the current statistical picture of the City and its population, with comparisons to the area, the County, and the State as a whole. This analysis also considers the past trend and provides projections for future population and housing.

Demographic analysis provides supportive reasoning for recommendations and will serve as a quick reference for decision-making processes. Planning for future growth and development requires consideration of demographic trends. How many people will need City services? How many new houses will be built? The data provided in this section informs community expectations to answer these questions and the like.

It is important to compare demographic statistics with other areas. For instance, it is informative to know the percentage of senior residents in the City, but knowing how this information relates to other areas can guide decisions unique to Portland’s goals and aspirations. Thus, the following analysis will compare various statistical measures with those from the County or State. Some comparisons are also made with the local area, which includes the City and the surrounding Townships of Danby, Orange, Portland, and Sebewa.

### TOTAL POPULATION

The population of the City of Portland in each of the four previous censuses is presented in Figure 9. According to the 2010 Census the City’s total population is 3,883. The City’s population has remained stable since the 1970’s. However, 2010 represented the first rise in population since 1990.

Figure 9: Population Trend, 1970-2010, City of Portland

YEAR	POPULATION	CHANGE FROM PREVIOUS
1970	3817	
1980	3963	3.8%
1990	3889	1.9%
2000	3789	-2.6%
2010	3883	2.5%

Source: McKenna Associates, 2002 and 2010 Census Bureau. Data from the US Bureau of the Census

A stable population level is a good indicator for the City, considering State and national population trends. The average population per dwelling unit has been declining both nationally and statewide for the several decades. Thus, it is quite possible for a community to gain dwelling units and experience a decline in overall population. Furthermore, the trend is forecasted to continue, in part, because age and length of life span are increasing for the nation as a whole.

The period from 1970 to 2010 was a period of regional growth. Figure 10 presents the regional growth rates for Ionia and adjoining counties. Regionally, population growth in each decade was substantially higher than the rate of growth for the state as a whole. The City of Portland is the historic population center. It maintained consistent levels of population. It has only played a minor participant in regional growth. Between 2000 and 2010 Portland Township experienced an increase in population growth at 38%.

Figure 10: Regional Population Trends, 1970-2010, City of Portland and Ionia and Surrounding Counties

	1970	1980	% Change	1990	% Change	2000	% Change	2010	% Change
City of Portland	3,817	3,963	4%	3,889	-2%	3,789	-3%	3,883	2%
Ionia County	45,848	51,815	13%	57,024	10%	61,518	8%	63,905	4%
Montcalm County	39,660	47,555	20%	53,059	12%	61,266	15%	63,342	3%
Clinton County	48,492	55,893	15%	57,883	4%	64,753	12%	75,382	16%
Barry County	38,166	45,781	20%	50,057	9%	56,755	13%	59,173	4%
Gratiot County	39,246	40,488	3%	39,982	-1%	42,285	6%	42,476	0%
Regional Total	215,229	245,495	—	261,894	—	290,366	—	308,161	—
State of Michigan	8,881,826	9,262,044	4%	9,295,297	0%	9,938,444	7%	9,883,640	-1%

Source: McKenna Associates, 2002. Population data from the US Bureau of the Census

**Implications of Total Population**

Figure 11 shows that, at the time of the 2010 Census, the City of Portland’s population has risen above its 1970 level for the first time since 1990. While the population peaked in 1980 the reversal of this trend is significant given that the State lost population. Ionia County however grew at a slightly higher rate than the City.

Figure 11: Area Population Trend, 1970-2010, City of Portland and Neighboring Townships

Jurisdiction	1970	1980	% Change	1990	% Change	2000	% Change	2010	% Change
City of Portland	3,817	3,963	4%	3,889	-2%	3,789	-3%	3,883	2%
Danby Township	1,621	2,082	28%	2,371	14%	2,696	14%	2,988	11%
Orange Township	866	944	9%	1,047	11%	1,040	-1%	987	-5%
Portland Township	2,532	2,245	-11%	2,383	6%	2,460	3%	3,404	38%
Sebawa Township	944	1,105	17%	1,160	5%	1,202	4%	1,171	-3%
Area Total	9,780	10,339	—	10,850	—	11,187	—	12,433	—

Source: McKenna Associates, 2002. Data for City of Portland from US Bureau of the Census. Data for the Townships form the US Bureau of the Census, as reported in the Ionia County Master Plan, 2002

**AGE STRUCTURE**

Figure 12, presents the median age for the City of Portland, area Townships, and for the County and the State.

The median age of the City’s population is about in the middle of those for the surrounding Townships, slightly older than that for the County, and slightly younger than that for the State as a whole. Thus, it does not appear from the median age that the City’s population is particularly older or younger than what one would expect.

Another method of analyzing the relative age is to compare the age structure of the City of Portland with that of the County and the State. For instance such comparisons can indicate whether the local population has older or younger residents than what is expected in an average community.

This information is presented in Figure 13. While the City’s population has slightly more children aged 9 and under than the County and the State, it has slightly fewer children in the age range from 10 to 19 years. Overall, the portion of the City’s population that was under the age of 18 in 2010 was 27.9%, which is slightly more than the 27.2% composition for Ionia County and the 26.8% composition for the State as a whole.

Figure 12: Median Age, 2010, City of Portland, Local Area, Ionia County, and State of Michigan

	Median Age		
	2000	2010	2012
City of Portland	33.5	35.6	31.5
Danby Township	34	39.1	40.9
Orange Township	35.8	41.7	33.2
Portland Township	33.8	44.2	38.9
Sebawa Township	35.9	39	41.2
Ionia County	32.9	37	36.5
State of Michigan	35.5	38.9	38.8

Source: 2010 Census & 2008 - 2012 ACS

Figure 13: Age Structure, 2010, City of Portland, Ionia County, and State of Michigan

Age	City of Portland		Ionia County		State of Michigan	
	Number	%	Number	%	Number	%
Total Population	3,883	100	63,905	100	9,883,640	100
Under 5 years	317	8.2	4,098	6.4	596,286	6
5 to 9 years	263	6.8	4,324	6.8	637,784	6.5
10 to 14 years	255	6.6	4,409	6.9	675,216	6.8
15 to 19 years	248	6.4	4,544	7.1	739,599	7.5
20 to 24 years	248	6.4	4,173	6.5	669,072	6.8
25 to 29 years	314	8.1	4,415	6.9	589,583	6
30 to 34 years	269	6.9	4,339	6.8	574,566	5.8
35 to 39 years	240	6.2	4,383	6.9	612,493	6.2
40 to 44 years	256	6.6	4,620	7.2	665,481	6.7
45 to 49 years	236	6.1	5,043	7.9	744,581	7.5
50 to 54 years	267	6.9	4,855	7.6	765,452	7.7
55 to 59 years	272	7	4,160	6.5	683,186	6.9
60 to 64 years	195	5	3,289	5.1	568,811	5.8
65 to 69 years	144	3.7	2,404	3.8	418,625	4.2
70 to 74 years	110	2.8	1,728	2.7	306,084	3.1
75 to 79 years	106	2.7	1,334	2.1	244,085	2.5
80 to 84 years	78	2	997	1.6	200,855	2
85 years and over	65	1.7	790	1.2	191,881	1.9
Median age (years)	35.6		37		38.9	

Source: 2010 Census

In 2010, 12.9% of the City's population was 65 years or older. This is slightly more than this age group's 11.4% share of the County's population, and more than the 10.7% share of the State's population. In 2000, 12.7% of Portland's residents were over 65. However 12% of Portland's current population is between the ages of 55 and

65. In 2000 only 7.6% of Portland’s residents were between the ages of 55 and 65. With almost double the population in the age 55 to 65 cohort, the percent of people age 65 or older will grow over the next 10 years.?

**Assessment of Age Structure**

Based on the analysis of median age and age structure, the residents of the City of Portland are not particularly younger or older when compared to Ionia County and the State of Michigan.

**HOUSEHOLD COMPOSITION**

Another key demographic measure for understanding growth and development patterns is the composition of households. Relevant information of household composition for the region is presented in Figure 14.

Figure 14: Household Composition, 2010, City of Portland, Ionia County, and State of Michigan

	City of Portland		Ionia County		State of Michigan	
	Number	%	Number	%	Number	%
Total Population	3,883	100	63,905	100	9,883,640	100
In households	3,883	100	58,381	91.4	9,654,572	97.7
Total households	1,640	100	22,144	100	3,872,508	659,725
Family households (families)	1,039	63.4	15,969	72.1	2,554,073	66
– With own children under 18 years	515	31.4	7,257	32.8	1,106,735	28.6
– Husband-wife family	756	46.1	12,316	55.6	1,857,127	48
– With own children under 18 years	336	20.5	5,033	22.7	730,892	18.9
– Male householder, no wife present	85	5.2	1,237	5.6	185,363	4.8
– With own children under 18 years	61	3.7	752	3.4	91,281	2.4
– Female householder, no husband	198	12.1	2,416	10.9	511,583	13.2
– With own children under 18 years	118	7.2	1,472	6.6	284,562	7.3
– Nonfamily households	601	36.6	6,175	27.9	1,318,435	34
Householder living alone	520	31.7	5,080	22.9	1,079,678	27.9
– Male	204	12.4	2,374	10.7	483,093	12.5
– 65 years and over	49	3	579	2.6	114,063	2.9
– Female	316	19.3	2,706	12.2	596,585	15.4
– 65 years and over	146	8.9	1,419	6.4	281,374	7.3
Households with individuals under 18 years	544	33.2	8,005	36.1	1,224,631	31.6
Households with individuals 65 years and over	391	23.8	5,136	23.2	985,333	25.4
Average household size	2.37		2.64		2.49	
Average family size	2.98		3.07		3.05	

Source: 2010 Census

This information provides a better understanding of the relationship between age structure, and growth and development. Households with an individual aged 65 or older constitute 23.8% of all households in the City. This is 1.6% lower than the composition for the State as a whole, and only 0.6% higher than the composition for Ionia County. Households with an individual living alone constitute 31.7% of all households in the City. This composition is 3.8% higher than the composition for the State, and 8.8% higher than the composition for Ionia County.

While there is a relatively high instance of individuals living alone, households with families represent by far the highest percentage of households in Portland, 63.4%. Of these 31.4% have children under 18. Ionia County is slightly higher in both categories with 72.1% households with families, 32.8% of which have children under 18.

The State has a higher percentage of family households but a lower percentage with children under 18; 66% and 28.6%, respectively.

Portland's average household size of 2.37 and average family size of 2.64 is less than both Ionia County and the State. Ionia County's average household size is 2.64 and average family size is 3.07, while the State's is 2.49 and 3.95 respectively.

It is worth noting how these key demographic factors have changed, or stayed the same, from 1990 to 2010. First, the percentage of the population under the age of 18 was 28.7% in 1990, 28.8% in 2000 and 27.9% in 2010. The percentage of the population aged 65 or older was 12.1% in 1990, 12.7% in 2000, and 12.9% in 2010. Thus, the age structure of the City's population changed little during the previous two decades, and the 1990 population and 2010 population are virtually the same.

In regard to other household characteristics, the City of Portland does not vary substantially from regional and statewide norms. Married-couple households constituted 46.1% of the 2010 households in Portland, down from 54.7% in 2000. This is slightly less than the 55.6% share for the County and the 48.0% share for the State.

Female-headed households, with no husband present, constitute 12.1% of the households in Portland, which is more than the 10.9% share of the County's households, but less than the 13.2% share of housing in the State.

### Assessment of Household Composition

Portland households exhibit characteristics similar to those of the County and the State. A few notable differences include a greater portion of the City's households with one or more individuals over the age of 65, a greater portion with a householder living alone, and an 8.6% decline in married couples since 2000. These findings are potentially correlated, indicating trends associated with the aging of Portland's population characteristics. Overall, Portland's population characteristics have been stable since 1970.

## EDUCATIONAL ATTAINMENT

The educational attainment of the population has important implications for economic development. One of the most important issues affecting the location decisions of expanding and relocating firms is the education and skills of the labor force. Information regarding the education levels of the residents of the City of Portland, Ionia County, and the State of Michigan are provided in Figure 15.

Portland is more educated than the regional context; 91% of residents have a high school diploma or higher, comparatively the rate for Ionia County is 86.8% and the rate for the State is 88.7%. Similarly, Portland has a much higher percent of people with a bachelor's degree or higher than the County at 24% compared to only 13.8%. In the category Portland's rate is similar but slightly lower than the States of 25.5%. It is worth noting that

Portland had a significant shift in the number of residents with college degrees between 2000 and 2010. In 2000 only 17.3% had a bachelor's degree or higher. In the same time period the number of persons with graduate or professional degrees jumped from 68 to 183 (2.9% to 7.8%).

Clearly the City has a larger pool of workers with a college degree and graduate or professional degrees than the County, as well as a relatively larger pool of workers with a high school diploma. These levels of education have meaningful impacts on the nature and types of firms that can be attracted to locate in the Portland area. While Portland's commuting characteristics suggest that many of the educated workers commute to Lansing and Grand Rapids, this should not be a significant deterrent to businesses that wish to site in small City with high levels of educational attainment.

Figure 15: Educational Attainment, 2012, City of Portland, Ionia County, and State of Michigan

	City of Portland		Ionia County		State of Michigan	
	Number	%	Number	%	Number	%
Population 25 years and over	2,352		42,364		6,578,519	100
Less than 9th grade	101	4.30%	1,779	4.20%	230,248	3.50%
9th to 12th grade, no diploma	96	4.10%	3,855	9.10%	519,703	7.90%
High school graduate & GED	562	23.90%	16,056	37.90%	2,019,605	30.70%
Some college, no degree	795	33.80%	11,226	26.50%	1,578,845	24.00%
Associate's degree	230	9.80%	3,643	8.60%	552,596	8.40%
Bachelor's degree	381	16.20%	4,279	10.10%	1,032,827	15.70%
Graduate or professional degree	183	7.80%	1,567	3.70%	644,695	9.80%
Percent high school graduate or higher		91.50%		86.80%		88.70%
Percent bachelor's degree or higher		24.00%		13.80%		25.50%

Source: 2008-2012 ACS

## RACE AND ETHNIC ORIGIN

Figure 16 provides information about the race and ethnicity of the residents of the City of Portland, Ionia County, and the State of Michigan. The City is much less ethnically and racially diverse than the County and the State. Non-whites constitute 3.3% of the population of Portland. However, non-whites are 8.4% of the County's population, and 21.1% of the State's population. While ethnic and racial diversity is important to a community's values, the lack of such diversity in Portland does not create any issues for planning and development.

Figure 16: Race and Ethnic Background, 2010, City of Portland, Ionia County, and State of Michigan

	City of Portland		Ionia County		State of Michigan	
	Number	%	Number	%	Number	%
White	3,754	96.7	58,563	91.6	7,803,120	78.9
Black or African American	28	0.7	3,019	4.7	1,400,362	14.2
American Indian and Alaska Native	17	0.4	289	0.5	62,007	0.6
Asian	7	0.2	248	0.4	238,199	2.4
Asian Indian	1	0	41	0.1	77,132	0.8
Chinese	1	0	39	0.1	44,496	0.5
Filipino	1	0	38	0.1	22,047	0.2
Japanese	0	0	8	0	10,911	0.1
Korean	3	0.1	63	0.1	24,186	0.2
Vietnamese	0	0	10	0	16,787	0.2
Other Asian, Pacific Islander	1	0	53	0.1	47,848	0.5
Some Other Race	23	0.6	855	1.3	147,029	1.5
Two or More Races	54	1.4	924	1.4	230,319	2.3
Hispanic or Latino (of any race)	120	3.1	2,791	4.4	436,358	4.4

Source: 2010 Census

## C. HOUSING PROFILE

Understanding the population demographics is important in terms of planning for public services. However, it is just one step on the path of understanding housing needs. Housing needs and housing development shape the urban landscape and provide justification for planning and zoning laws.

### NUMBER OF HOUSING UNITS

The growth in houses in Portland, in the local area, and in the region is presented in Figure 17 below. While the City experienced a 2.5% increase in population from 2000 to 2010, the number of housing units actually increased by 14%. There were 1,574 housing units in Portland in 2000. The 2012 ACS estimated the number of units at only 1698, a 7.9% change from 2000, and an indication that the 2010 count may have been inflated or a temporary spike. Nonetheless, the City grew during a decade of stagnation indicating a potential for planned growth in the coming years as well.

Figure 17: Growth in Housing Units, 1990-2010, City of Portland, Local Area, Ionia County, and State of Michigan

	Housing Units 1990	Housing Units 2000	Housing Units 2010	% Change
City of Portland	1,479	1,574	1,797	14%
Local Area	3,754	4,189	4,165	-1%
Ionia County	19,674	22,006	24,722	12%
State of Michigan	3,847,926	4,234,279	4,532,233	7%

Source: 2010 Census

Photo 33: Portland Neighborhood

### TENURE AND OCCUPANCY

As important as the number of housing units is, the matter of the tenure and occupancy of the City’s housing is just as important. This information is presented in Figure 18. A greater portion of the City’s housing stock, 34.6% (up from 24.0% in 2000), is occupied by renters than is the portion of the region’s housing, 22.3%, and the State’s, 27.9%.

The increase in rental housing may be a result of the stagnation in the housing market that Michigan experienced in the late 2000s. During this time period some owner occupied housing may have been converted to rental housing. It is to be expected that Portland will have a higher proportion of rental housing than the surrounding area.

Portland provides services, especially water and sewer, which are necessary for the development of apartments and other, more compact housing types. An increase in rental housing could also be correlated to Portland’s strategic location between Lansing and Grand Rapids. Professional workers may create a demand for short-term and mid-term housing.

As of the 2012 American Community Survey, the City had slightly less vacancies than Ionia County as a whole, 8.7% versus 9.2%. However, the vacancy rate was much lower the State, 14.6%. The vacancy rate in Portland was double the 2000 rate of 4.3%. The rise in the vacancy rate may also be correlated to prior stagnation in the Michigan housing market, however, the rate is still less than the regional comparisons, indicating that Portland is performing well within the regional housing market.

Figure 18: Housing and Occupancy and Tenure, 2012, City of Portland, Local Area, Ionia County, and State of Michigan

	City of Portland		Ionia County		State of Michigan	
	Number	%	Number	%	Number	%
<b>Total housing units</b>	1797	100	24,722	24,722	4,532,233	100
<b>Occupied housing units</b>	1640	91.3	22,448	90.8	3,872,508	85
<b>Vacant housing units</b>	157	8.7	2,274	9.2	659,725	14.6
– Occupied housing units	1640	100	22,144	100	3,872,508	100
– Owner occupied	1073	65.4	17,209	77.7	2,793,342	72.1
– Owned with a mortgage	750	45.7	11,858	53.5	1,920,245	49.6
– Owned free and clear	323	19.7	5,351	24.2	873,097	22.5
<b>Renter occupied</b>	567	34.6	4,935	22.3	1,079,166	27.9
<b>Vacant housing units</b>	157	100	2,634	100	659,725	100
– For rent	80	51	766	29.1	141,687	21.5
– Rented, not occupied	3	1.9	26	1	6,684	1
– For sale only	19	12.1	468	17.8	77,080	11.7
– Sold, not occupied	5	3.2	115	4.4	17,978	2.7
– For seasonal use	12	7.6	463	17.6	263,071	39.9
– For migratory workers	0	0	17	0.6	1,773	0.3
– Other vacant	38	24.2	779	29.6	151,452	23

Source: 2008-2012 ACS

## TYPES OF HOUSING

A characteristic of the housing stock that has important implications is the type of housing. Does the City have large amounts of apartments versus single-family housing? This question is answered by comparing the amount of housing by types in the local area, to the County, and the State. The information of types of housing, as of the 2012 American Community Survey, is provided in Figure 19.

Figure 19: Housing Units by Type, 2012, City of Portland, Local Area, Ionia County, and State of Michigan

YEAR STRUCTURE BUILT	City of Portland		Ionia County		State of Michigan	
	Number	%	Number	%	Number	%
Total housing units	1,698	-	24,722	-	4,531,958	-
1-unit, detached	1,104	65.00%	17,960	72.60%	3,256,572	71.90%
1-unit, attached	49	2.90%	299	1.20%	209,105	4.60%
2 units	111	6.50%	748	3.00%	122,169	2.70%
3 or 4 units	63	3.70%	683	2.80%	115,877	2.60%
5 to 9 units	139	8.20%	812	3.30%	191,396	4.20%
10 to 19 units	123	7.20%	412	1.70%	162,630	3.60%
20 or more units	45	2.70%	609	2.50%	224,222	4.90%
Mobile home	64	3.80%	3,196	12.90%	249,148	5.50%
Boat, RV, van, etc.	0	0.00%	3	0.00%	839	0.00%

Source: 2008-2012 ACS

Single-family detached housing is the dominant form of housing in the City of Portland (65%), as it is in the County (72.6%), and the State (71.9%). Such housing represents a smaller percentage of the housing in the City, but as was discussed previously, this is to be expected as cities tend to have more dense housing than rural areas.

Larger multi-family dwellings, those with 5 or more units, constitute 18.1% of the housing in the City. This is significantly more than the 7.5% share of County’s, and 12.7% share of the State’s housing. These areas contain substantial rural areas that do not have water and sewer infrastructure. Thus, it can be concluded that a higher percentage of multi-family housing in the City is to be expected.

While there is no magical mix of housing, Portland’s housing mix is similar to urbanized areas in the region. For example, in 2012, 64.1% of Lansing’s housing was 1-unit dwellings, 7% was 1-unit attached and 16.5% was housing with over 10 units. Similarly, 61.2% of Grand Rapids’ housing was 1-unit, 5.9% was 1-unit attached and 13.1% were housing with over 10 units.

Mobile homes are increasing as a choice of housing in Michigan as well as the United States. Mobile homes represent 3.8% of the housing in the City. This is a smaller share of the housing than in the County (12.9%), and the State (5.5%). Manufactured housing development in Portland Township has added to the total for the local area. Mobile homes as a housing option in Ionia County are significantly higher than in the State as a whole.

Most communities want to promote home-ownership and reduce the number of dwelling units owned by absentee landlords. Communities, particularly cities, must recognize that rental housing meets a need for segments of their population. Because the City is situated between two major employment centers (Lansing and Grand Rapids) there is a demand for rental opportunities for relocating individuals, couples and families. Renting is a viable option until a more permanent home can be secured. There is also an educated and mobile portion of the population that prefers to rent as they have no desire to maintain yards or homes because of their faster-paced lifestyle. There is

still a desire to promote home ownership in the City, at all levels of the housing market. A program to advance home ownership in the City’s older residential areas is discussed in the Implementation section of this Plan.

**HOUSING QUALITY**

The final issue regarding housing is the quality of the City’s housing stock. The two general measures used to assess housing quality are the value and the age of housing. Information regarding the age of housing is provided in Figure 20. This information does not include housing built after the 2012 American Community Survey, there has been some construction since, including new houses developed in Rindlhaven.

Figure 20: Year Housing Structure was Built, City of Portland, Local Area, Ionia County, and State of Michigan

Year Structure Built	City of Portland		Ionia County		State of Michigan	
	Number	%	Number	%	Number	%
Built 2010 or later	0	0.00%	56	0.20%	5,153	0.10%
Built 2000 to 2009	246	14.50%	3,085	12.50%	452,916	10.00%
Built 1990 to 1999	152	9.00%	3,367	13.60%	583,313	12.90%
Built 1980 to 1989	79	4.70%	2,382	9.60%	449,754	9.90%
Built 1970 to 1979	228	13.40%	3,340	13.50%	705,720	15.60%
Built 1960 to 1969	113	6.70%	2,046	8.30%	549,080	12.10%
Built 1950 to 1959	187	11.00%	1,955	7.90%	702,922	15.50%
Built 1940 to 1949	204	12.00%	1,474	6.00%	378,142	8.30%
Built 1939 or earlier	489	28.80%	7,017	28.40%	704,958	15.60%

Source: 2008-2012 ACS

This information shows that the housing in the City is older than that in the County and the State. Over half of the housing in the City was built before 1960. Half of the housing in the County before 1970, and half in the State before 1970. While 14.5% of the City’s housing has been constructed since 2000, as compared to 12.5% of the housing in the County, and 10% of the housing in the State. While the City’s housing stock is older (about 29% of the housing stock was built before 1939) it should be noted that the community is rich with fine, historic homes, many of which have been lovingly maintained.

Overall, the housing stock of the City is diverse, offering housing opportunities that range from stately historic homes to modest bungalows to loft apartments over storefronts. Recent housing developments include modern apartments for senior citizens and rehabilitated historic apartments over storefronts. This range of housing can appeal to young, single professionals as well as “empty nesters” who wish to move from their larger single family home to a more easily maintained dwelling unit (i.e., a condo). Since the last plan update the City has filled some important housing niches to both retain existing residents and attract new ones.

A visual survey of City neighborhoods reveals no concentration areas of deteriorating housing. In any city with older neighborhoods, there are examples of houses whose owners or tenants do not maintain the exterior. However, one area of concern in the 2008 Master Plan that remains a priority is the area along Canal and Market Streets. It consists of older frame housing of modest size. Observable disinvestment and close proximity to the River and downtown make this a target area for rehabilitation programs and development.

Figure 21: Value of Owner-Occupied Housing, 2012, City of Portland, Local Area, Ionia County, and State of Michigan

VALUE	City of Portland		Ionia County		State of Michigan	
	Number	%	Number	%	Number	%
<b>Owner-occupied units</b>	1072	1072	17,546	17,546	2,780,213	2,780,213
Less than \$50,000	55	5%	2,048	11.70%	364,020	13.10%
\$50,000 to \$99,999	305	29%	5,299	30.20%	652,098	23.50%
\$100,000 to \$149,999	399	37%	4,328	24.70%	595,444	21.40%
\$150,000 to \$199,999	189	18%	2,866	16.30%	484,270	17.40%
\$200,000 to \$299,999	45	4%	2,007	11.40%	406,505	14.60%
\$300,000 to \$499,999	65	6%	740	4.20%	196,898	7.10%
\$500,000 to \$999,999	14	1%	164	0.90%	62,439	2.20%
\$1,000,000 or more	0	0%	94	0.50%	18,539	0.70%
<b>Median (dollars)</b>	<b>\$121,300</b>		<b>\$113,600</b>		<b>\$128,600</b>	

Source: 2008-2012 ACS

The housing stock in the City is older than County, and the State and even though a higher percentage of the City’s housing has been constructed since 2000, the older housing stock in Portland is a significant asset to a community.

The City’s older housing stock exists in stable neighborhoods, is connected by sidewalks, and is located close to schools and services. The cost per square foot for a well-maintained older house is significantly less than a newly built house, thereby providing more value to the buyer. The architectural style of these older homes is different, adding a visual interest to the neighborhood. However, older houses have some obvious drawbacks. Floor plans often do not appeal to younger families. Closets are small and electrical outlets and phone jacks are limited. These houses are often on small lots when compared to suburban homes. Bringing older houses up to standards that meet the present family lifestyle, can be expensive. Even small renovations such as, modernizing a kitchen or bathroom could cost a family \$20,000 to \$40,000 dollars. Still, with the cost of land, private wells and septic systems, and increased travel expenses, many older homes are a viable housing option for first time homebuyers or people who desire a community with a convenient lifestyle.

All in all, the City’s housing values do discourage home ownership for middle income people. A person earning the City’s median income of \$44,717, with savings to place a 10 to 20% down payment could likely find an option to purchase without spending more than 1/3rd of their monthly income (housing burden); however lower income people may have more difficulty finding affordable options. The median value of owner-occupied housing in the City, at \$121,300, is larger than that for the County at \$113,600, but less than that for the State at \$128,600. However, the median value of housing in the State includes very affluent areas, as well as areas with more average incomes, such as Portland. Thus, the median value of housing in the City is generally to be expected.

The housing quality information presented indicates that the housing in the City of Portland is older than that in the County and the State. At the same time, the value of the housing is generally at a level to be expected.

The conclusion to be drawn is that while the City’s housing is older, it has generally been maintained well enough to preserve the value of housing. However, the City must look beyond its current value and address the viability of older houses as they compete with more expensive housing that is being built in the adjacent Townships. The City could consider developing a housing rehab program, or make residents more aware of information about such programs offered by other agencies. The City could also develop property maintenance standards and enforcement protocols to ensure that homes are kept up.

## D. ECONOMIC PROFILE

The economic profile provides a description of the local economy. This description has two parts. The first part describes the functioning of the local economy in terms of commercial and industrial firms that are located in and near the City of Portland. An understanding of this aspect of the local economy is required for understanding the potential for growth, or decline, and the resulting need for additional commercial and industrial land. Furthermore, the property tax revenues that commerce and industry add to the City's capacity are significant.

The second part describes the local population, where they are employed, what they do, and how much they earn. In many cases, the local population does not work in the "local" economy. Many commute to Lansing and Grand Rapids. However, an understanding of the residents' employment patterns and their earnings is fundamental for understanding local commerce patterns.

### ECONOMIC STRUCTURE

An analysis of the local economy is somewhat limited by the lack of information available for small cities. The most detailed information that is readily available is the County Business Patterns, which provides information for zip codes. Thus the data presented in this section are for the area that is covered by the 48875 zip code, as reported in the 2010 Census. This data is presented in Figure 22.

The primary establishments in the City are still retail and service related. Since many of the City's workers commute to employment they import dollars into the community as do residents of the townships who seek basic services in the City (like groceries and restaurants). This fact may help grow local entrepreneurial opportunities for niche businesses that cater to commuters and the township populations.

Portland's top industries by number of establishments are construction (25), other services (23), retail trade (20), and accommodations and food (17). Portland has several industries with establishments with greater than 50 employees, including utilities, manufacturing, retail trade, finance & insurance, administrative & waste management, educational services, and accommodations and food. Portland only has two employers that employ between 100 and 250 persons, one in the manufacturing sector and one in the retail sector.

**Photo 34: Downtown Portland**

Figure 22: Number of Business Establishments and Employment Sizes, by Industry, 2010, Portland Zip Code 48875

2007 NAICS code*	Description	Total	1 to 4	5 to 9	10 to 19	20 to 49	50 to 99	100 to 249	250 to 499	500 to 999	1,000 +
0	Total for All Sectors	165	90	39	19	9	6	2	0	0	0
22	Utilities	2	1	0	0	0	1	0	0	0	0
23	Construction	25	22	2	0	1	0	0	0	0	0
31	Manufacturing	5	1	0	0	2	1	1	0	0	0
42	Wholesale Trade	11	4	3	1	3	0	0	0	0	0
44	Retail Trade	20	9	3	7	0	0	1	0	0	0
48	Transportation & Warehousing	7	5	2	0	0	0	0	0	0	0
51	Information	1	1	0	0	0	0	0	0	0	0
52	Finance & Insurance	10	6	3	0	0	1	0	0	0	0
53	Real Estate & Rental & Leasing	3	2	1	0	0	0	0	0	0	0
54	Professional, Scientific & Technical Services	12	7	3	2	0	0	0	0	0	0
56	Administrative Support & Waste Management	7	5	1	0	0	1	0	0	0	0
61	Educational Services	3	1	0	1	0	1	0	0	0	0
62	Health Care and Social Assistance	16	6	10	0	0	0	0	0	0	0
71	Arts, Entertainment & Recreation	3	2	0	0	1	0	0	0	0	0
72	Accommodations and Food Services	17	4	4	6	2	1	0	0	0	0
81	Other Services	23	14	7	2	0	0	0	0	0	0

Source: 2010 Census; \*NAICS = North American Industry Classification System

This data is also important because they describe the structure of the local economy. In regional economic analysis, the level of employment in the various economic sectors is most often used as the indicator of the relative strength and importance of those sectors. The employment levels by economic sector for the County and the State are presented in Figure 23.

Figure 23: Employment Level by Economic Sector, 2010, Ionia County and State of Michigan

2007 NAICS code		IONIA COUNTY				STATE OF MICHIGAN			
		Number of establishments	Paid employees for pay period including March 12 (number)	First-quarter payroll (\$1,000)	Annual payroll (\$1,000)	Number of establishments	Paid employees for pay period including March 12 (number)	First-quarter payroll (\$1,000)	Annual payroll (\$1,000)
0	Total	882	9,737	65,404	271,820	219,119	3,288,456	32,092,708	138,809,653
11	Agricultural	3	a	D	D	518	3,087	23,351	105,898
21	Mining	1	a	D	D	369	5,242	74,003	344,788
22	Utilities	4	b	D	D	396	j	568,802	1,942,313
23	Construction	99	474	4,125	21,597	18,895	107,449	1,075,461	5,667,832
31-33	Manufacturing	63	2,661	25,183	91,899	12,378	445,322	5,432,042	24,135,379
42	Wholesale Trade	31	299	2,370	10,718	11,511	153,933	2,137,534	9,149,056
44-45	Retail Trade	142	2,007	9,271	39,341	35,017	437,906	2,313,032	10,209,674
48-49	Transportation & Warehousing	23	91	449	2,175	5,482	91,418	895,122	3,991,487
51	Information	9	36	243	1,182	3,451	66,635	997,106	3,955,970
52	Finance & Insurance	59	656	4,910	21,080	13,669	147,749	2,274,357	8,748,127
53	Real Estate & Rental & Leasing	20	62	226	849	7,553	47,315	374,371	1,642,485
54	Professional, Scientific & Technical Services	44	174	1,269	6,005	21,847	233,841	3,577,923	15,517,772
55	Management of Companies and Enterprises	2	b	D	D	1,483	97,073	2,627,201	9,807,694
56	Administrative Support and Waste Management Remediation Services	36	180	663	4,971	11,378	268,339	1,716,769	8,112,036
61	Educational Services	5	b	D	D	2,203	71,782	427,772	1,830,932
62	Health Care and Social Assistance	111	1,188	8,663	37,522	26,197	562,949	5,364,202	23,858,173
71	Arts, Entertainment & Recreation	20	106	258	1,294	3,520	49,775	309,442	1,490,929
72	Accommodations and Food Services	86	1,045	2,599	10,967	19,449	323,814	1,016,979	4,489,213
81	Other Services	122	548	2,379	10,456	22,977	152,752	884,618	3,797,758
99	Industries Not Classified	2	a	D	D	826	g	2,621	12,137

a = 0-19, b = 20-99, g = 1,000-2,499, j = 10,000-24,000 D = Withheld to avoid disclosing data of individual companies

Source: 2010 Census

Based on the level of employment, health care has risen to the largest sector of the economy in the State. This sector accounts for 17.1% of the State’s private sector employment, but only 12.2% of the County’s. Manufacturing remains a large sector of the economy regionally and a large sector in the State as well. This sector accounts 27.3% of the County’s and 13.4% of the State’s private sector employment.

Another sector where there is substantial difference between the State and the County is retail sales. While this sector accounts for 13.3% of the State’s employment, it constitutes 20.6% of the jobs in Ionia County. In the Portland area, this sector accounts for 12.12% of all the employment establishments and it is one of the two single largest employers (more than 100 persons). Thus, retail trade is more important in the local economy than it is in the State. Furthermore, retail trade is probably as important locally as it is in the County.

Manufacturing and retail trade are the two economic sectors that are substantially more important in the local and County economies than in the State economy. There are two other sectors that are notable contributors to the local, County, and State economies, although they are not as significant as manufacturing, health care, and retail trade.

First, accommodation and food services constitutes 10.7% of the County’s employment and 9.8% of the State’s. The sector accounts for 10.3% of the employment establishments in the Portland area. Second, the professional sectors, in codes 51 – 56 (which includes information, finance and insurance, real estate and rental and leasing, professional, scientific and technical services, management of companies and enterprises, and administrative, support, waste management, remediation services), constitute 22.1% of the State’s employment. Yet these sectors only constitute about 11.3% of the County’s employment, and between 18.1% of the Portland area’s employment establishments.

The conclusions to be drawn from this data are that the manufacturing and retail trade sectors are more important locally and in the County than they are Statewide. Accommodation and food services appears to be more important locally than it is in the County and the State. While manufacturing jobs tend to be more stable and/or higher paying. Retail and accommodations sectors, excepting management, are less stable and lower paying and tend to develop as part of the economic multiplier of jobs created in other sectors. Portland may have a higher rate of these jobs because many residents commute. However, long term growth in sectors like health care, education, and professional services could stabilize the local economy and further support the existing accommodations and retail service sectors.

**JOB SUMMARY**

According to County Business Patterns, the Portland area (zip code 48875 area) had 165 businesses, employing 1685 people, with an annual payroll of \$49,300,000. This is an average pay of \$29,258 per job, up from \$26,780 per job located 2000. Please note, however, that this includes private sector employment only. The comparable average pay per job was \$27,916 for Ionia County, and \$42,211 for the State of Michigan. Thus, while the average pay of jobs in the Portland area was slightly higher than that in Ionia County in 2010, it was substantially less than that in the State as a whole. This data should not be confused with the average income of the residents of Portland, many of whom commute to higher paying jobs outside the City.

Figure 24: Job Summary, 2010, Portland Area

	Number of Establishments	Number of Employees	Annual Payroll (\$1000)	Annual Payroll / # Employed
Portland Area	165	1,685	\$49,300	\$29,258
Ionia County*	882	9,737	\$271,820	\$27,916
Portland % of Ionia County	18.71%	17.31%	18.14%	-
State of Michigan	219,119	3,288,456	\$138,809,653	\$42,211

Source: 2010 Census; \*Ionia County numbers are inclusive of the Portland area.

**INCOME AND EARNINGS**

An important element of the local economy is the income and earnings of the City’s residents. It is the income of the City and area residents that supports the local retail businesses. Income information from the 2012 American

Community Survey for the residents of the City, Ionia County, and the State of Michigan is provided in Figure 25.

The median household income of City residents was only 94% of that of the County and 92.3% than that of the State. This pattern is not a result of a concentration of people in the lowest income brackets, households with annual income under \$15,000. The rate for the City in these categories are 7.0%, which is less than the rate for Ionia County and the State (both at 14.0%). It is more likely the 24% of Portland residents in the \$15,000 to \$25,000 range, compared to 12% of residents in this range in both the County and the State, that contribute to the slightly lower median incomes of the City.

At the other end of the income range, the City has fewer households in the highest income brackets. The number of households earning \$150,000 or more is 1% of the households in the City, which is less than the rate of 2% for the County and the rate of 4% for the State. The City had 1% of households earning over \$200,000, compared to 3% in the State.

The implication of this information is that the City’s households generally have comparable incomes relative to the County and the State, thus, retail spending levels should be similar.

Figure 25: Household Income, 2012, City of Portland, Local Area, Ionia County, and State of Michigan

Household Income	City of Portland		Ionia County		State of Michigan	
	Number	%	Number	%	Number	%
Total	1,560		22,448		3,818,931	
Less than \$10,000	19	1%	1,504	7%	309,333	8%
\$10,000 to \$14,999	94	6%	1,616	7%	217,679	6%
\$15,000 to \$24,999	376	24%	2,761	12%	446,815	12%
\$25,000 to \$34,999	112	7%	2,447	11%	423,901	11%
\$35,000 to \$49,999	206	13%	3,345	15%	561,383	15%
\$50,000 to \$74,999	282	18%	5,118	23%	710,321	19%
\$75,000 to \$99,999	231	15%	2,806	13%	454,453	12%
\$100,000 to \$149,999	207	13%	2,245	10%	435,358	11%
\$150,000 to \$199,999	20	1%	449	2%	141,300	4%
\$200,000 or more	9	1%	157	1%	114,568	3%
Median income (dollars)	\$44,717		\$47,580		\$48,471	
Mean income (dollars)	\$56,634		\$55,095		\$64,538	

Source: 2008-2012 ACS

## POVERTY

Poverty levels are another important consideration for future development. Selected poverty information for the City of Portland, Ionia County, and the State of Michigan are provided in Figure 26. As the information shows, the residents in the City of Portland exhibit a lower incidence of poverty than the residents of the County and the State. Portland has 13.6% of total people in poverty, compared to 16.3% in the County and the State. While poverty does not pose any particular issues for Portland, reducing its impacts on residents and improving quality of life is a priority.

Figure 26: Incidence of Poverty, 2012, City of Portland, Ionia County, and State of Michigan

	City of Portland			Ionia County			State of Michigan		
	TOTAL	# in Poverty	% in Poverty	TOTAL	# in Poverty	% in Poverty	TOTAL	# in Poverty	% in Poverty
<b>All families</b>	971	126	13.00%	16,103	2,174	13.50%	2,518,957	294,718	11.70%
With related children under 18 years	555	107	19.30%	8,013	1,699	21.20%	1,189,214	228,329	19.20%
Married couple families	718	23	3.20%	12,308	763	6.20%	1,869,840	97,232	5.20%
With related children under 18 years	354	14	4.00%	5,513	491	8.90%	775,195	62,791	8.10%
Families with female householder, no husband present	210	83	39.50%	2,712	1,169	43.10%	483,758	163,026	33.70%
With related children under 18 years	178	83	46.60%	1,844	999	54.20%	319,965	140,785	44.00%
<b>All people</b>	3,898	530	13.60%	59,425	9,686	16.30%	9,676,706	1,577,303	16.30%
Under 18 years	997	159	15.90%	15,363	3,487	22.70%	2,300,573	524,531	22.80%
Related children under 18 years	989	159	16.10%	15,549	3,467	22.30%	2,287,908	512,491	22.40%
18 years and over	2,901	371	12.80%	43,789	6,130	14.00%	7,376,130	1,054,787	14.30%
18 to 64 years	2,459	369	15.00%	36,612	5,602	15.30%	6,042,805	948,720	15.70%
65 years and over	442	2	0.45%	7,177	517	7.20%	1,333,325	109,333	8.20%

Source: 2008-2012 ACS

## COMMUTE CHARACTERISTICS

Commuting patterns can be used to guide both economic and internal City transportation decisions. Overall, Portland residents drive alone to work slightly less and walk to work significantly more than residents within the County and the State. Portland has a park & ride facility and van and car pools are popular. Commuting statistics support this conclusion, in that only 78.1% of Portland residents drive alone to work, compared to 82.4% of Ionia County and 82.7% of the State. Perhaps even more significantly, 5.2% of Portland residents walked to work, compared to 2.0% of Ionia County and 2.2% of the State. This is significant because it is a level comparative to cities known for walkability, in 2012, 6.4% of residents in Chicago walked to work, while only 3.2% of residents of Grand Rapids and 3.6% of residents of Lansing walked to work.

Portland residents also worked at home more than residents within the County and the State. 4.9% of Portland residents worked at home, compared to 3.9% of Ionia County and 3.6% of the State. Additionally, Portland has approximately double the short commutes (27.5% are less than 10 minutes) than people in the County and the State. While Portland has slightly less long commutes (40.1% are more than 30 minutes) than people in the County (42.8%) and significantly more long commutes than people Statewide (31.5%). These numbers are to be expected given that people who work and live in Portland have very short commutes, alternatively, many residents commute daily to Lansing and Grand Rapids. Portland also has more people with no vehicle (5.7%) than in the County (1.9%) and the State (2.6%). This can be explained by levels of senior residents or by the walkability of the City.

**Photo 35: East Grand Ave and I-96**

**Figure 27: Commuting Characteristics, 2012, City of Portland, Ionia County, and State of Michigan**

	City of Portland		Ionia County		State of Michigan	
	Number	%	Number	%	Number	%
<b>MEANS OF TRANSPORTATION TO WORK</b>						
Workers 16 years and over	1,977		25,430		4,171,196	
Car, truck, or van	1,726	87.30%	23,701	93.20%	3,824,987	91.70%
• Drove alone	1,544	78.10%	20,954	82.40%	3,449,579	82.70%
• Carpooled	182	9.20%	2,746	10.80%	375,408	9.00%
– In 2-person carpool	127	6.40%	2,238	8.80%	300,326	7.20%
– In 3-person carpool	47	2.40%	305	1.20%	45,883	1.10%
– In 4-or-more person carpool	8	0.40%	178	0.70%	29,198	0.70%
Public transportation (excluding taxicab)	0	0.00%	25	0.10%	54,226	1.30%
Walked	113	5.70%	509	2.00%	91,766	2.20%
Bicycle	0	0.00%	25	0.10%	20,856	0.50%
Taxicab, motorcycle, or other means	43	2.20%	203	0.80%	29,198	0.70%
Worked at home	97	4.90%	966	3.80%	150,163	3.60%
Worked in state of residence	1,971	99.70%	25,252	99.30%	4,087,772	98.00%
• Worked in county of residence	1,072	54.20%	12,486	49.10%	2,903,152	69.60%
• Worked outside county of residence	900	45.50%	12,766	50.20%	1,184,620	28.40%
Worked outside state of residence	6	0.30%	178	0.70%	83,424	2.00%
<b>TRAVEL TIME TO WORK</b>						
Workers 16 years and over	1,881		24,455		4,022,984	
Less than 10 minutes	517	27.50%	4,598	18.80%	587,356	14.60%
10 to 14 minutes	130	6.90%	2,959	12.10%	607,471	15.10%
15 to 19 minutes	30	1.60%	2,176	8.90%	643,677	16.00%
20 to 24 minutes	224	11.90%	2,446	10.00%	623,563	15.50%
25 to 29 minutes	198	10.50%	1,810	7.40%	277,586	6.90%
30 to 34 minutes	363	19.30%	3,448	14.10%	502,873	12.50%
35 to 44 minutes	233	12.40%	2,666	10.90%	265,517	6.60%
45 to 59 minutes	105	5.60%	2,690	11.00%	277,586	6.90%
60 or more minutes	77	4.10%	1,663	6.80%	237,356	5.90%
Mean travel time to work (minutes)		25.1		27.1		23.9
<b>VEHICLES AVAILABLE</b>						
Workers 16 years and over in households	1,977		25,351		4,134,399	
No vehicle available	113	5.70%	482	1.90%	107,494	2.60%
1 vehicle available	332	16.80%	4,132	16.30%	851,686	20.60%
2 vehicles available	1,048	53.00%	10,774	42.50%	1,843,942	44.60%
3 or more vehicles available	484	24.50%	9,963	39.30%	1,327,142	32.10%

Source: 2008-2012 ACS

## E. TRANSPORTATION AND CIRCULATION

The City of Portland is connected to the metropolitan areas of Lansing and Grand Rapids by Interstate Highway 96. In previous eras, the C & O Railway also provided transportation to locations outside the local area. The City’s primary connection with the region is provided by East Grand River Avenue, and also by Divine Highway and Charlotte Highway.

Within the City, a traditional grid pattern of streets has been established. But this network is broken by the two rivers, with only two crossings of the Grand River and one bridge over the Looking Glass River. The City maintains 8.51 miles of major streets and 13.84 miles of local streets.

An extensive network of sidewalks facilitates pedestrian circulation within most of the developed areas of the City. The pedestrian circulation system is enhanced by the River Trail, which runs along the former C & O Railroad right-of-way, through the downtown, with a branch that runs from the downtown, southwesterly along the Grand River and forms a loop around these areas.

### ROAD CLASSIFICATION SYSTEM

As part of the planning process, it is important to identify the function of the roadways that make up the transportation system. Identification of road classifications assists in the determination of appropriate land uses and zoning code standards along the various routes. Implementation of capacity and access management standards helps preserve the public investment and maintains an efficient vehicular transportation system. The functional classifications of roadways within the Portland area is briefly noted below.

#### U.S. Highways

The function of this type of roadway is to facilitate the through movement of traffic on a regional basis between communities and other major activity centers. Expressways of this type are designed to provide a high level of mobility, usually traveling at speeds of 55 MPH or higher. Because mobility of through traffic is its primary function, access to this type of roadway is limited. I-96 is the only roadway of this type. Access to I-96 is only possible at the interchange with East Grand River Avenue in the southeast corner of the City, at the interchange with Kent Street, and at the interchange with Portland Road/East Grand River Avenue, which is approximately 2 miles west of the City. I-96 is maintained by the Michigan Department of Transportation (MDOT).

Having direct access to I-96 is an important strength of the location of the City of Portland. Future efforts at economic development and attracting new industries to the Portland area will build on this transportation route, although the City should strive not to be just another highway exit, but rather to incorporate sound design and access management principles that consider Portland’s unique character. Since 1992 traffic counts along the I-96 corridor are right around 30,000 vehicles per day, except for a peak in 2006 near 40,000.

Figure 28: I-96 Traffic Counts, 1988-2012

I-96 Count Location	1988	1992	1996	2002	2006	2012
East of Portland	20,300	28,000	30,800	34,200	39,700	30,800
Middle of Portland	18,700	22,000	30,500	30,700	37,300	30,200
West of Portland	15,800	26,000	30,700	28,700	40,700	29,800

Source: MDOT 24 Hour Traffic Counts

#### State Highways

State highways are also intended primarily for the movement of regional traffic between communities, but they also provide limited direct access to adjacent properties. Although there are no State highways providing regional transportation in the Portland area, East Grand River Avenue, from I-96 to Kent Street, is the I-96 business spur into the City.

A weakness of the transportation system is that East Grand River Avenue is a business spur into the City, rather than a business loop from the west interchange to the east interchange; however this protects the residential character of Kent Street south of downtown.

## Arterial Roads

The main function of arterial roads is to convey traffic between municipalities and other activity centers. Typically, significant community, retail, commercial, and industrial facilities are located on arterials. Single-family residential use is usually not appropriate on an arterial road.

The most important arterial road in Portland is East Grand River Avenue. This road provides access to I-96, the East Grand River Avenue commercial area, and the Central Business District. This road also provides access to Portland from the rural areas to the east and west of the City. The importance of this arterial within the City cannot be overstated. It is the predominant link between the part of the City lying on the west side of the Grand River and the portion of the City on the east side. Bridge Street is the only other crossing of the Grand River in Portland, and it is a one-way street where it crosses the river.

Divine Highway is an arterial road that provides access between Portland, the municipalities of Lyons, Muir, and Pewamo to the north.

Charlotte Highway is another arterial road, which provides access to Mulliken and M-43 to the south. A slightly less important arterial road is Kent Street/Clarksville Road, which provides access to Sebewa Township and M-66 to the west.

## Collector Roads

The function of collector roads is to carry and distribute traffic between activity centers or local roads, such as residential access streets, and higher order streets, such as arterials.

- There are several County Local Roads that collect traffic from the surrounding rural areas and provide access to the City. These roads are:
- Lyons Road/Water Street
- Maynard Road
- Looking Glass Avenue
- Knox Road/Union Street
- Ionia Road

Within the City, several roads qualify as collector roads. Bridge Street provides access to the Central Business District, the businesses at the intersection with Charlotte Highway, and the East Grand River Avenue commercial area. Maple Avenue, from East Grand River Avenue to Academy Street, constitutes part of the Central Business District. Water Street/Lyons Road provides access to the downtown and to Portland High School and the TRW plant at the northwest corner of the City. Finally, Lincoln Street and Knox Avenue provide access to Oakwood Elementary School and the Middle School.

## Local Roads

The lowest order roads are local roads, which provide access to individual properties. These roads mainly carry traffic generated on the street itself. All roads not identified above are considered local roads.

**EXISTING ROAD AND TRAFFIC ISSUES**

Two substantial road and traffic issues raised during the development of the 2002 Plan that remain relevant in 2014. The first is traffic congestion in the East Grand River Avenue commercial area. The second is the perceived lack of parking in the Central Business District.

**East Grand River Avenue**

In October 1999, the City prepared the East Grand River Avenue Access Management Plan in response to the traffic problems in this area. This Plan focuses on the area from the intersection with Cutler Road to the intersection with Charlotte Highway. The underlying problem is that the traffic slowing and turning off of East Grand River Avenue, and traffic turning onto it, conflicts with the majority of cars, which are through traffic. The plan estimated that the average daily traffic on East Grand River Avenue was 13,400 vehicles per day in 1999.

The proposed solution focused on access management. The Plan recommendations are included in the strategies section of the Plan.

**Downtown Parking**

Lack of parking in the Central Business District was generally perceived to be a problem in the 2002 plan. Since then curbside parking was augmented with a new parking lot near City Hall. Other off-street parking lots available in or near the downtown are located at the corner of Maple and James Street, and Bridge and Water Streets. In all, the City offers 259 on-street and off-street parking spaces in the downtown area.

One of the challenges that businesses in a traditional downtown face is that parking is perceived to be more difficult. Competing businesses in a strip development are required to have adequate off-street parking and do not generally have this problem.

**Photo 36: Portland Downtown Parking**

**COMPLETE STREETS & OTHER TRANSPORTATION**

The City embraces the State’s Complete Streets efforts and seeks to design all roadways to be safe and accessible for all roadway users.

**Pedestrian Facilities**

Most of the City is well connected by a robust system of sidewalks. A few gaps exist that are shown on the issues and opportunities maps. Generally, sidewalks are recommended for all of Portland’s streets and can be implemented incrementally where gaps exist through private development and transportation projects.

**Bicycle Facilities**

There are no bike lanes or on-street bike marking in Portland; however, many of the streets are suitable for biking and the River Trail is used by many residents for recreational biking. Consideration of adding bike parking and bikeways are included in this Plans strategies.

**Public Transportation**

There is no public transportation service available in Portland. Ionia County’s dial-a-ride service does not extend to Portland. Local bus service is provided in the City of Ionia and covers Orange Township.

**Bus Service**

There are no regional or nation buses providing service in Portland. There is also no local bus service.

**Rail Service**

There is no rail service in Portland. The nearest passenger rail facilities are located in Lansing and Grand Rapids.

**Airports**

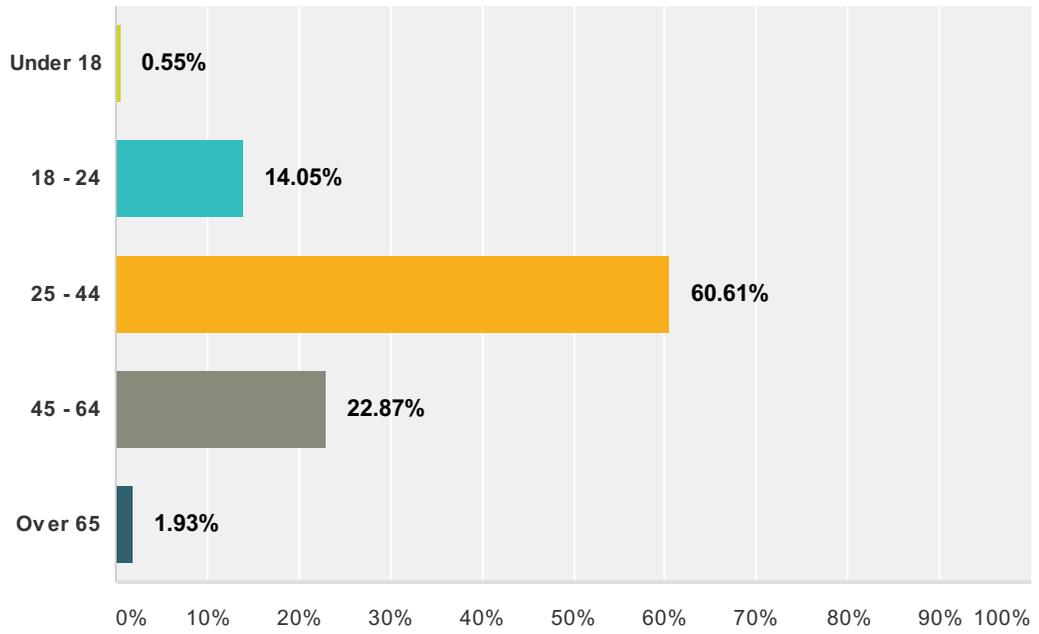
A regional airport is located nearby, in northwest Orange Township. This is the Ionia County Airport, which is a general aviation airport. Capitol City Airport (LAN) is a full service commercial airport located just north of Lansing, off Business Loop 96. Gerald R. Ford International Airport (GRR) is another full service commercial airport located in Grand Rapids.

## F. ON-LINE SURVEY RESULTS

The following pages include the summary of the data results for the online survey, which ran April to June of 2014. The City received 369 responses.

### Q1 In what age range do you fall?

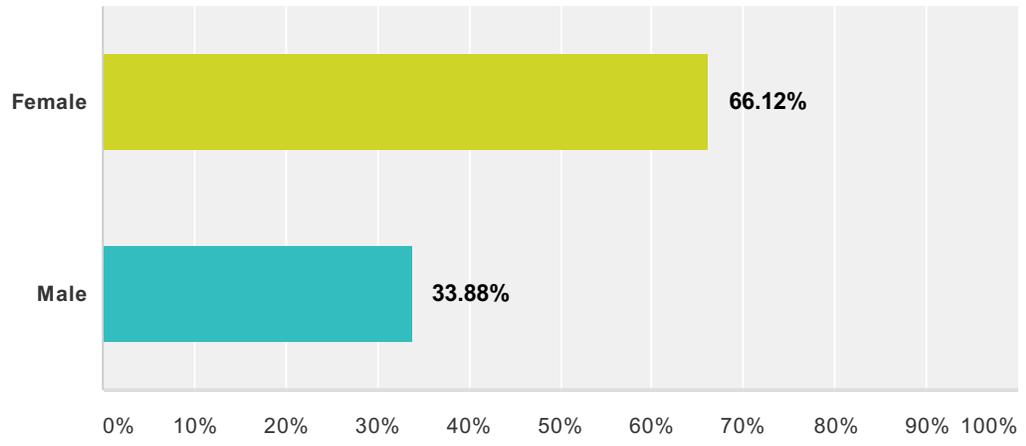
Answered: 363 Skipped: 2



Answer Choices	Responses
Under 18	0.55% 2
18 - 24	14.05% 51
25 - 44	60.61% 220
45 - 64	22.87% 83
Over 65	1.93% 7
<b>Total</b>	<b>363</b>

### Q2 Please select your gender.

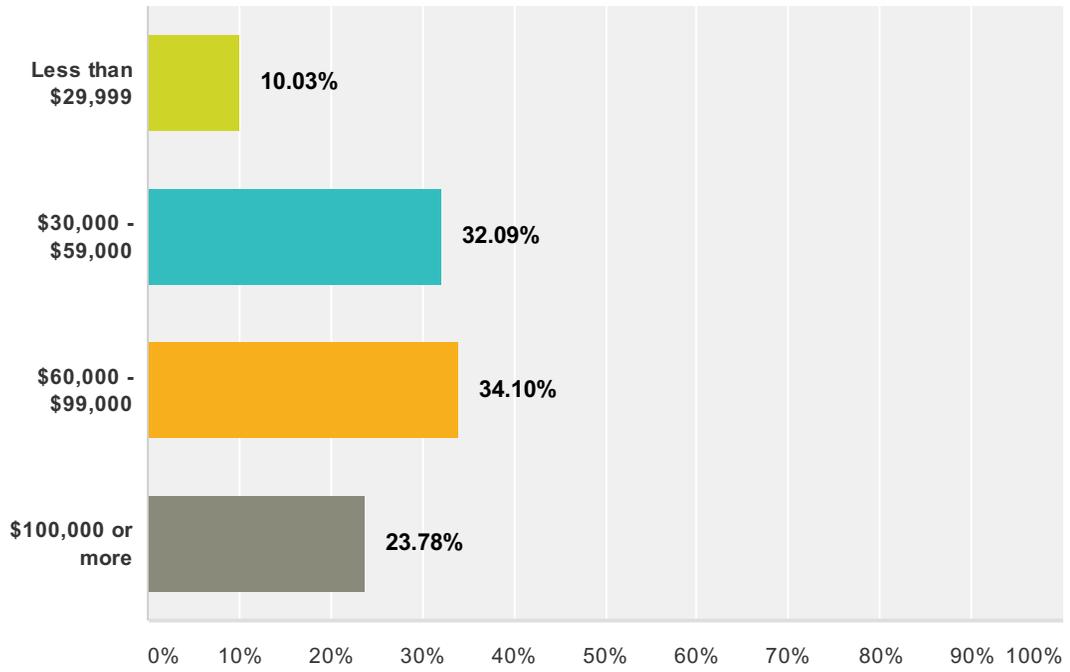
Answered: 363 Skipped: 2



Answer Choices	Responses	
Female	66.12%	240
Male	33.88%	123
<b>Total</b>		<b>363</b>

### Q3 Please select your household income.

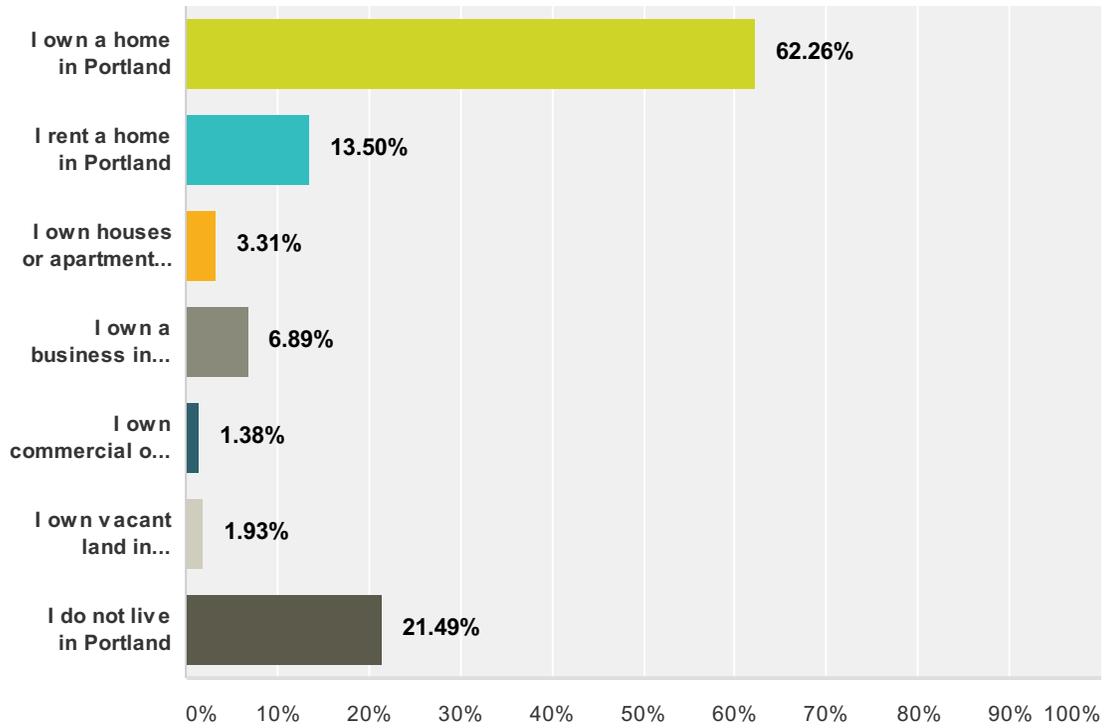
Answered: 349 Skipped: 16



Answer Choices	Responses	
Less than \$29,999	10.03%	35
\$30,000 - \$59,000	32.09%	112
\$60,000 - \$99,000	34.10%	119
\$100,000 or more	23.78%	83
<b>Total</b>		<b>349</b>

**Q4 Please choose all that apply:**

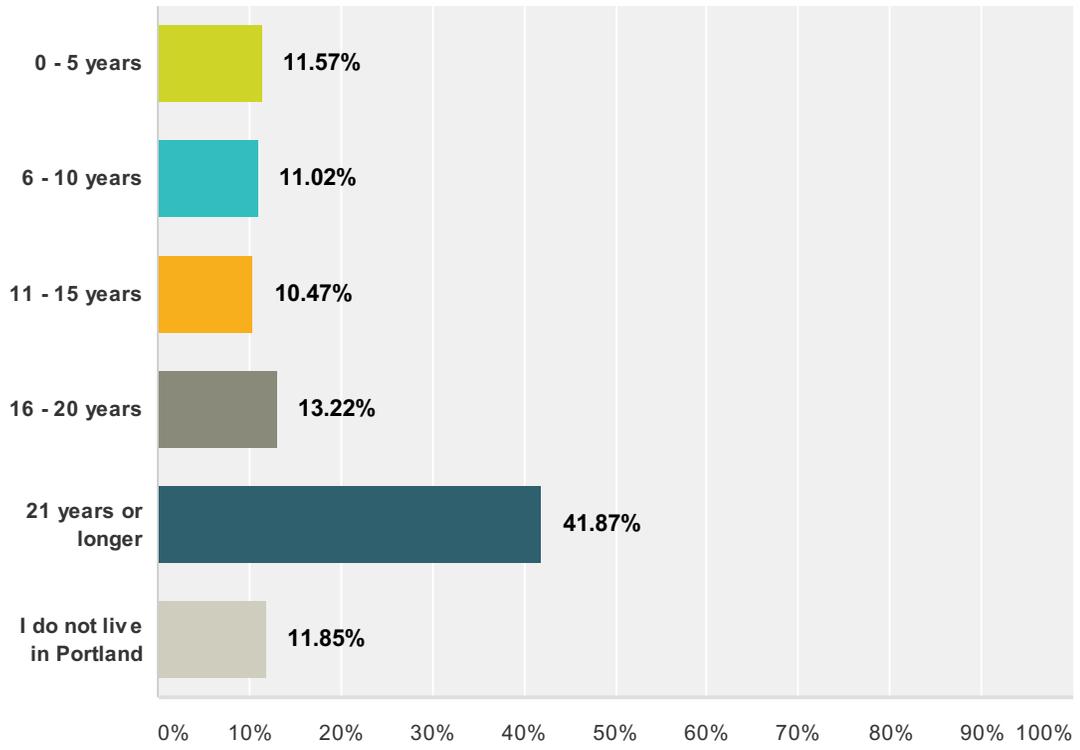
Answered: 363 Skipped: 2



Answer Choices	Responses
I own a home in Portland	62.26% 226
I rent a home in Portland	13.50% 49
I own houses or apartments that I rent to others in Portland	3.31% 12
I own a business in Portland	6.89% 25
I own commercial or industrial property in Portland	1.38% 5
I own vacant land in Portland	1.93% 7
I do not live in Portland	21.49% 78
<b>Total Respondents: 363</b>	

### Q5 How long have you lived in Portland?

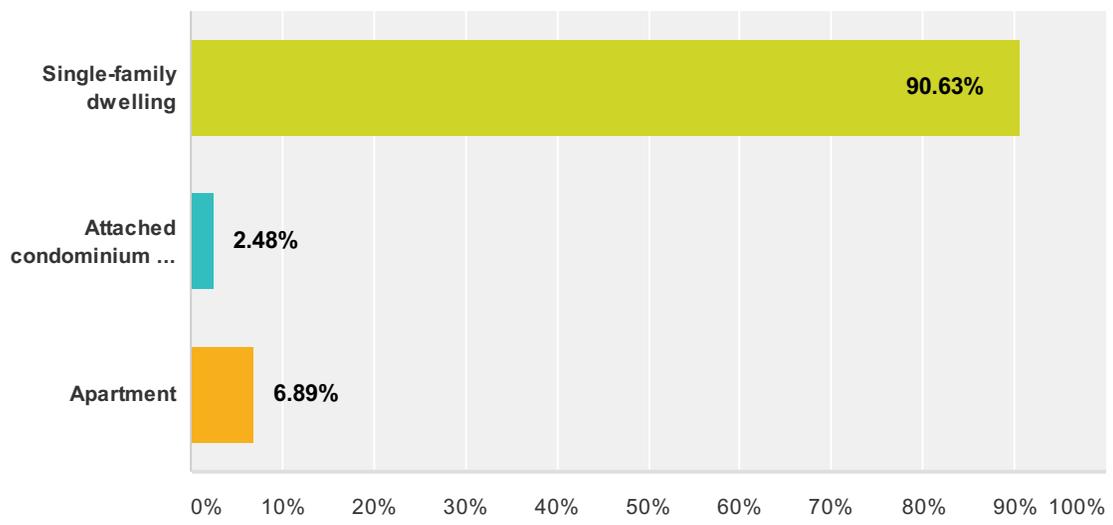
Answered: 363 Skipped: 2



Answer Choices	Responses	
0 - 5 years	11.57%	42
6 - 10 years	11.02%	40
11 - 15 years	10.47%	38
16 - 20 years	13.22%	48
21 years or longer	41.87%	152
I do not live in Portland	11.85%	43
<b>Total</b>		<b>363</b>

**Q6 Please select the term that best describes your residence.**

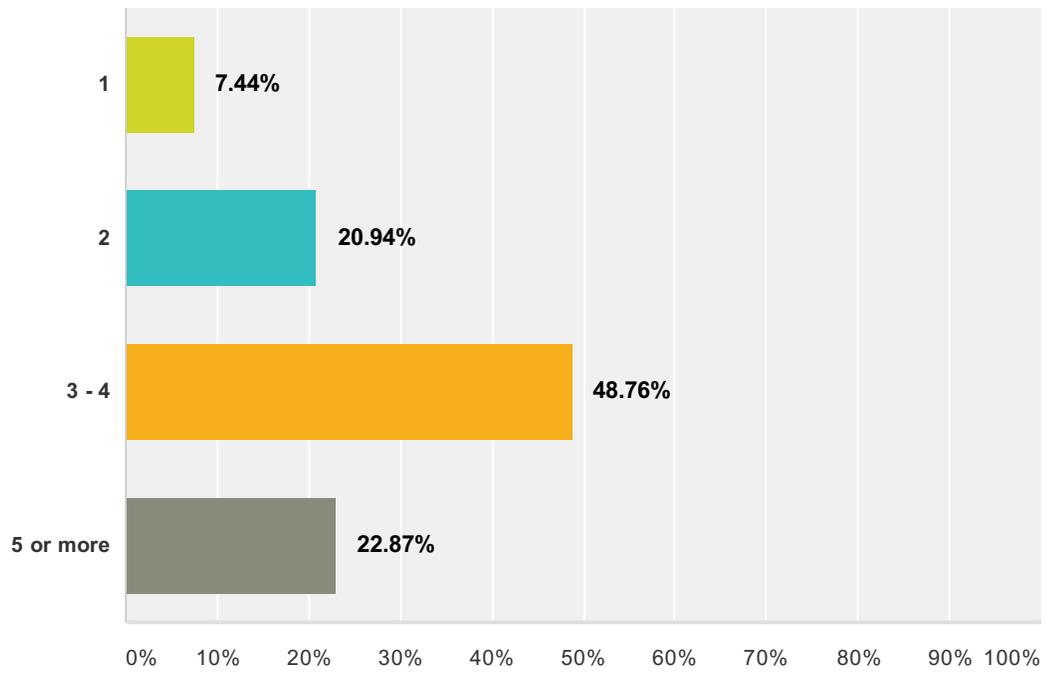
Answered: 363 Skipped: 2



Answer Choices	Responses
Single-family dwelling	90.63% 329
Attached condominium or duplex	2.48% 9
Apartment	6.89% 25
<b>Total</b>	<b>363</b>

### Q7 How many people live in your household?

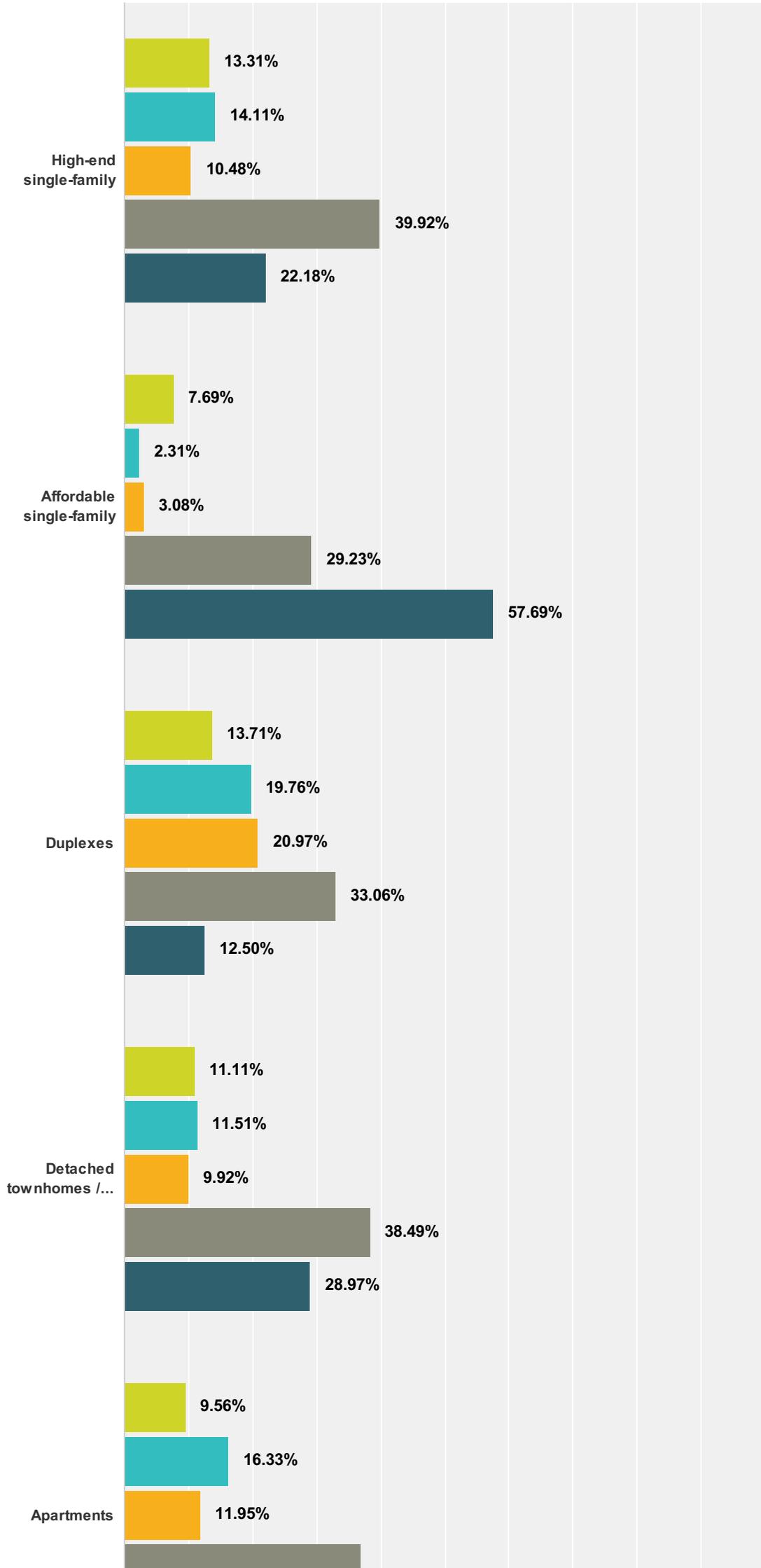
Answered: 363 Skipped: 2



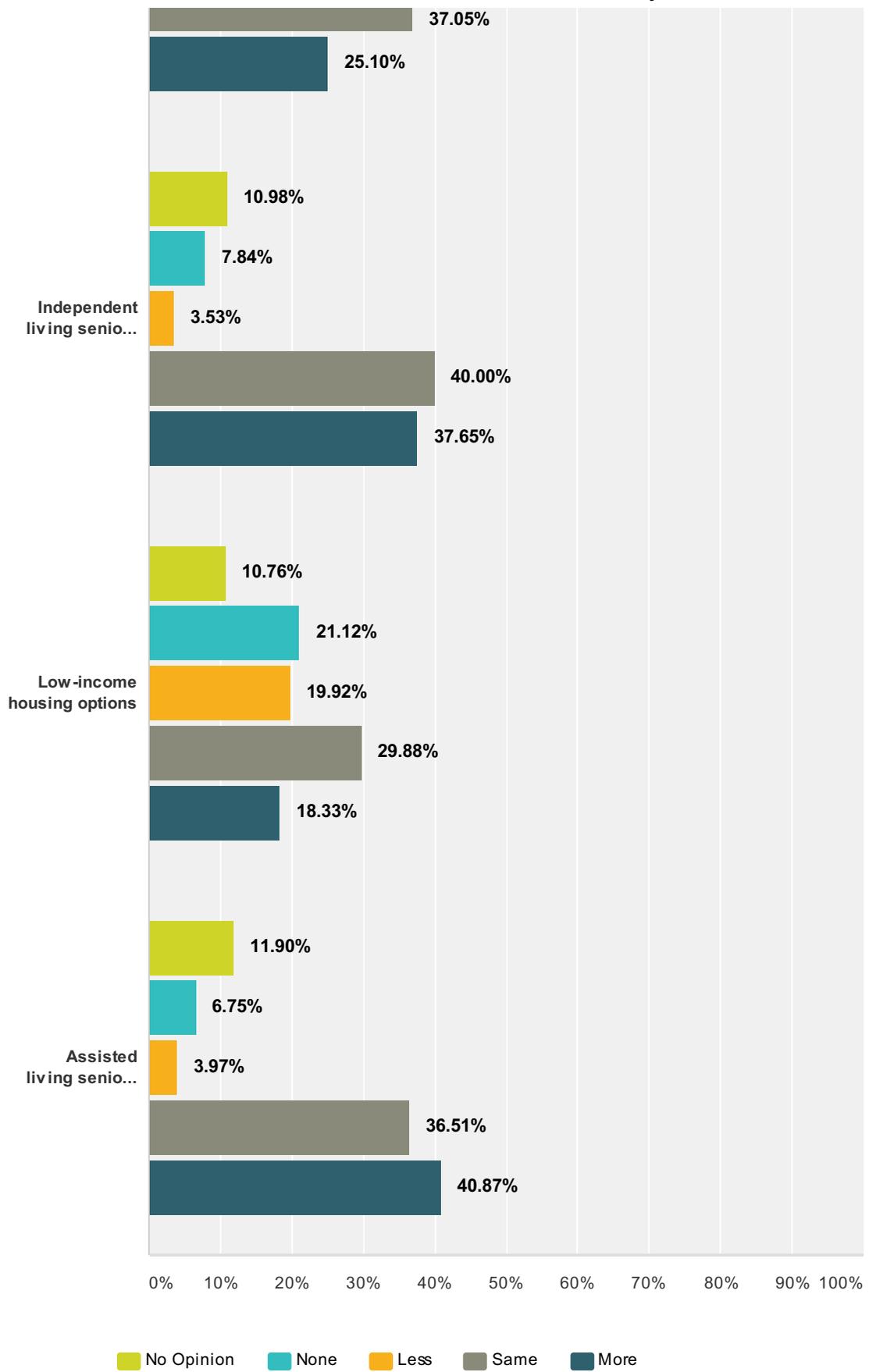
Answer Choices	Responses
1	7.44% 27
2	20.94% 76
3 - 4	48.76% 177
5 or more	22.87% 83
<b>Total</b>	<b>363</b>

**Q8 For each type of housing listed below, please indicate how much new development you feel the City needs in the next 5 - 10 years.**

Answered: 262 Skipped: 103



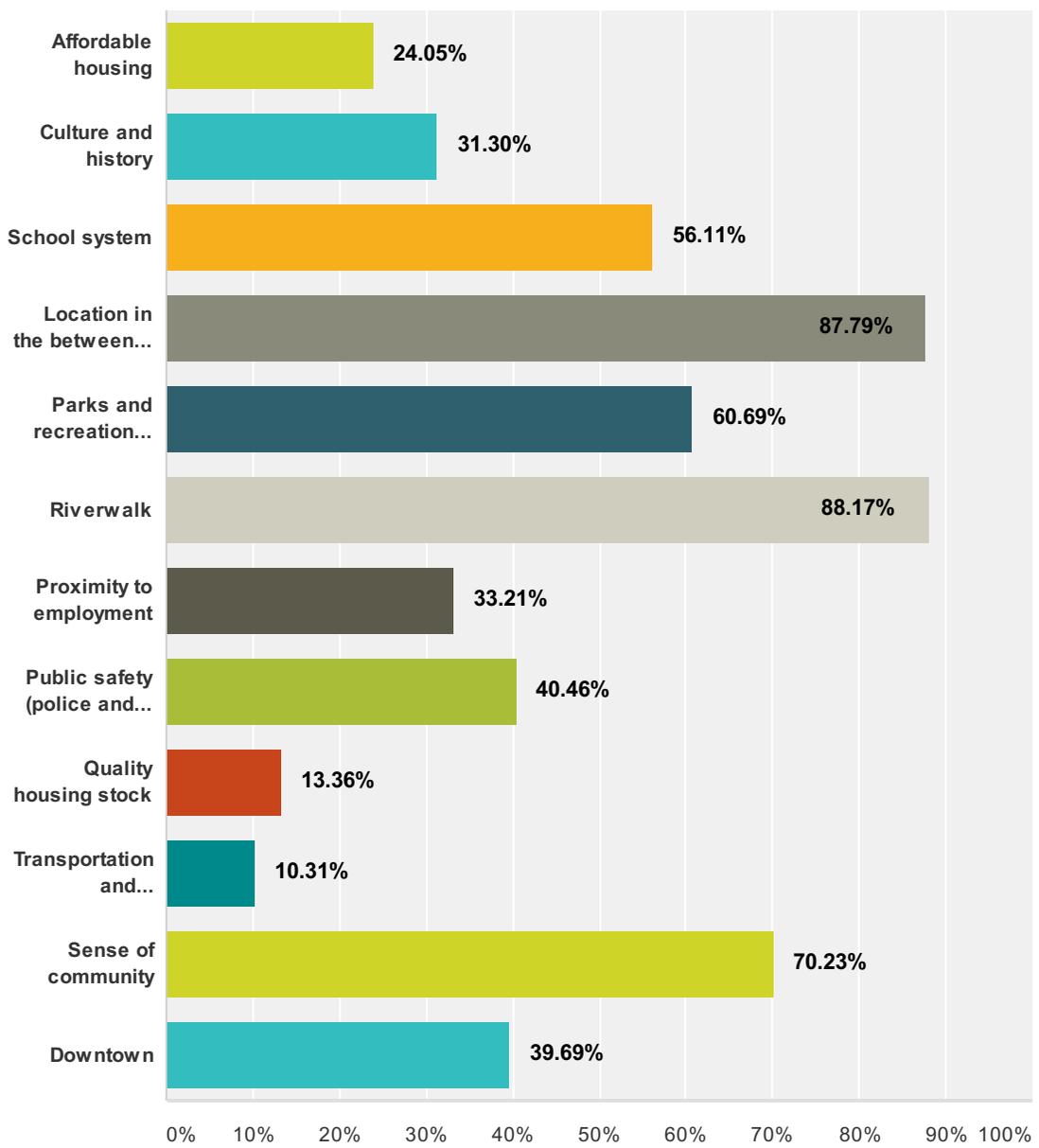
# Portland Vision 2040: Master Plan Survey



	No Opinion	None	Less	Same	More	Total
High-end single-family	13.31% 33	14.11% 35	10.48% 26	39.92% 99	22.18% 55	248
Affordable single-family	7.69% 20	2.31% 6	3.08% 8	29.23% 76	57.69% 150	260
Duplexes	13.71% 34	19.76% 49	20.97% 52	33.06% 82	12.50% 31	248
Detached townhomes / condos	11.11% 28	11.51% 29	9.92% 25	38.49% 97	28.97% 73	252
Apartments	9.56% 24	16.33% 41	11.95% 30	37.05% 93	25.10% 63	251
Independent living senior facilities	10.98% 28	7.84% 20	3.53% 9	40.00% 102	37.65% 96	255
Low-income housing options	10.76% 27	21.12% 53	19.92% 50	29.88% 75	18.33% 46	251
Assisted living senior facilities	11.90% 30	6.75% 17	3.97% 10	36.51% 92	40.87% 103	252

### Q9 What are the most positive aspects of living in Portland? (check all that apply)

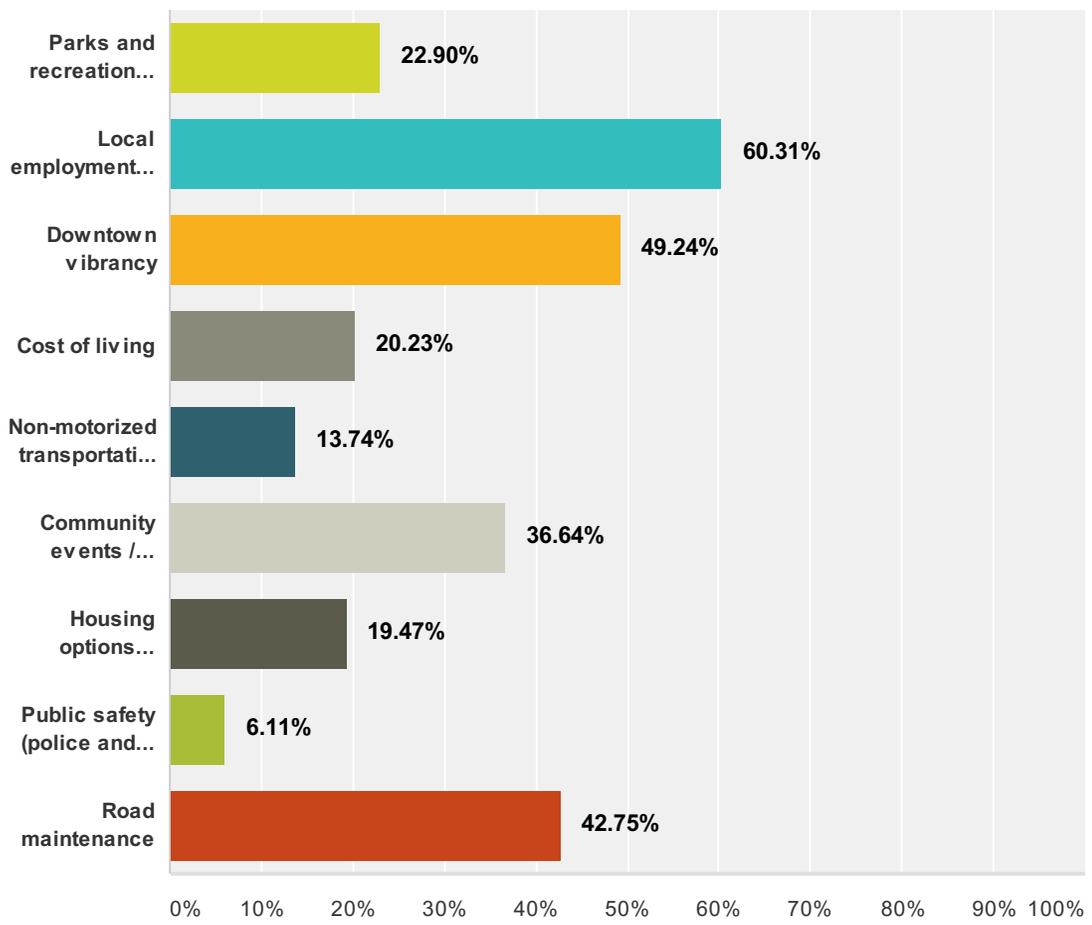
Answered: 262 Skipped: 103



Answer Choices	Responses	Count
Affordable housing	24.05%	63
Culture and history	31.30%	82
School system	56.11%	147
Location in the between Lansing and Grand Rapids	87.79%	230
Parks and recreation options	60.69%	159
Riverwalk	88.17%	231
Proximity to employment	33.21%	87
Public safety (police and fire)	40.46%	106
Quality housing stock	13.36%	35
Transportation and accessibility	10.31%	27
Sense of community	70.23%	184
Downtown	39.69%	104
<b>Total Respondents: 262</b>		

### Q10 What aspect of living in Portland needs the most improvement? (check all that apply)

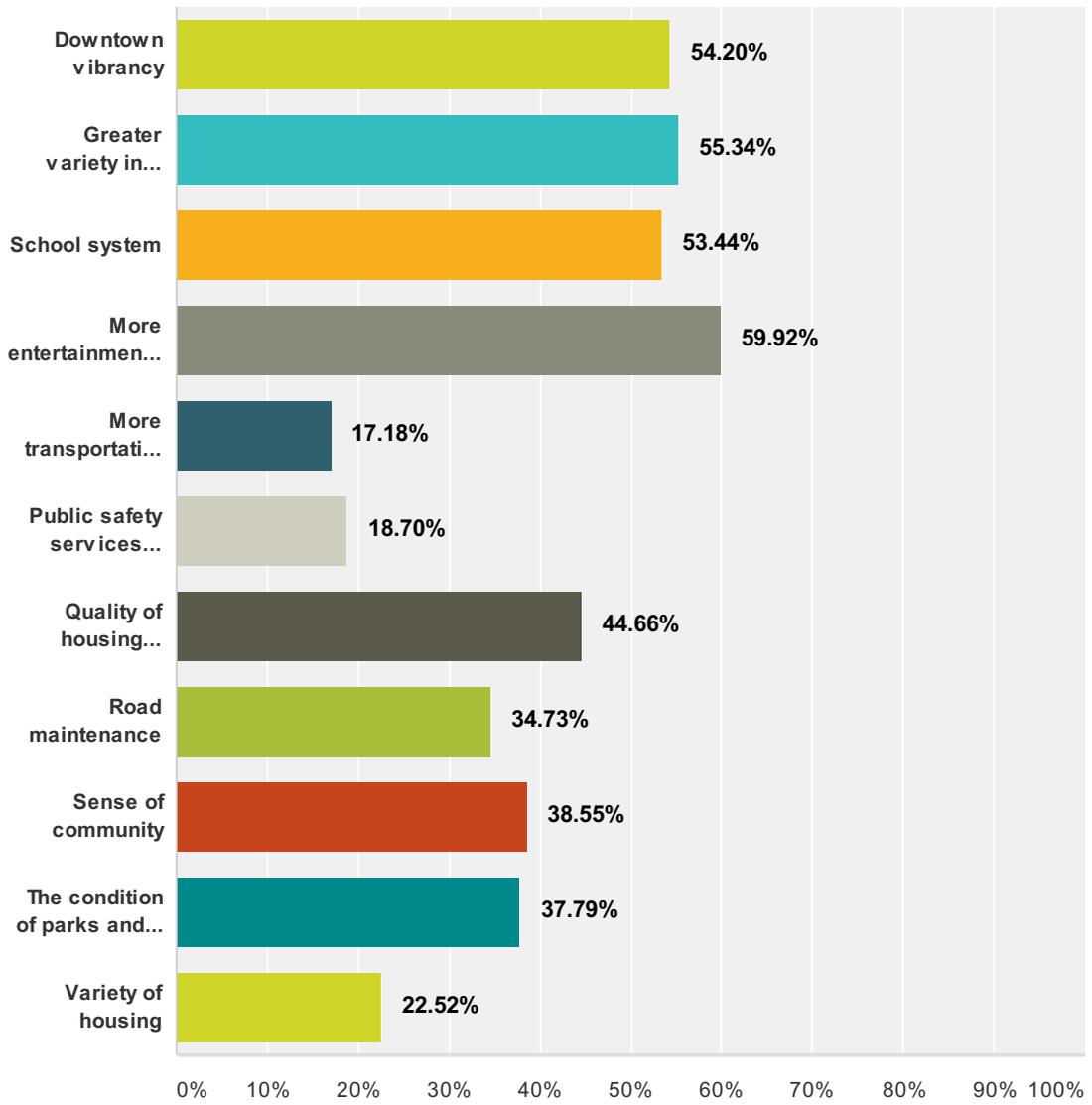
Answered: 262 Skipped: 103



Answer Choices	Responses
Parks and recreation facilities	22.90% 60
Local employment opportunities	60.31% 158
Downtown vibrancy	49.24% 129
Cost of living	20.23% 53
Non-motorized transportation (bike lanes, paths, sidewalks, etc.)	13.74% 36
Community events / entertainment options	36.64% 96
Housing options (apartments, condos, duplexes & new single family)	19.47% 51
Public safety (police and fire)	6.11% 16
Road maintenance	42.75% 112
<b>Total Respondents: 262</b>	

### Q11 What aspect is the most important to securing Portland's future? (check all that apply)

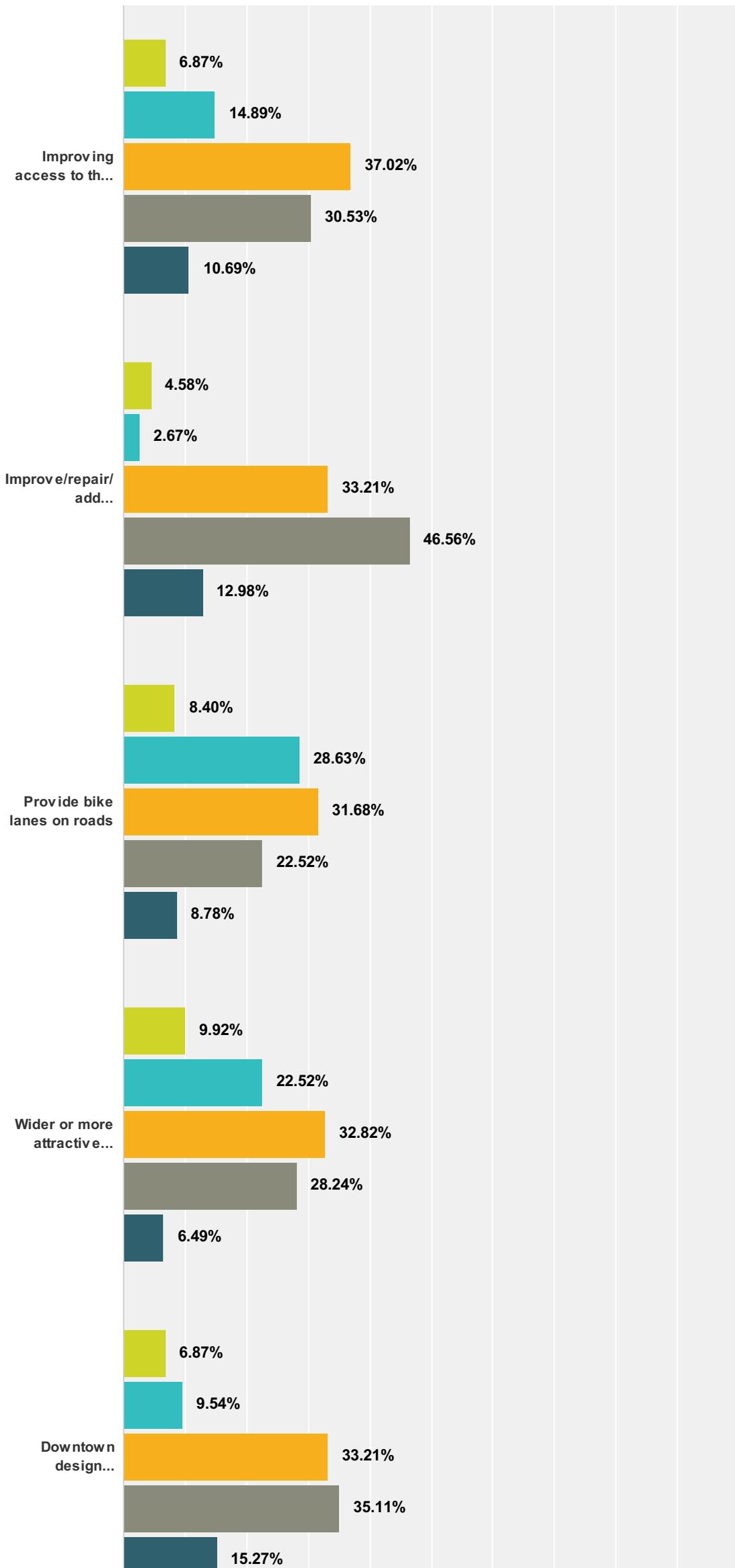
Answered: 262 Skipped: 103



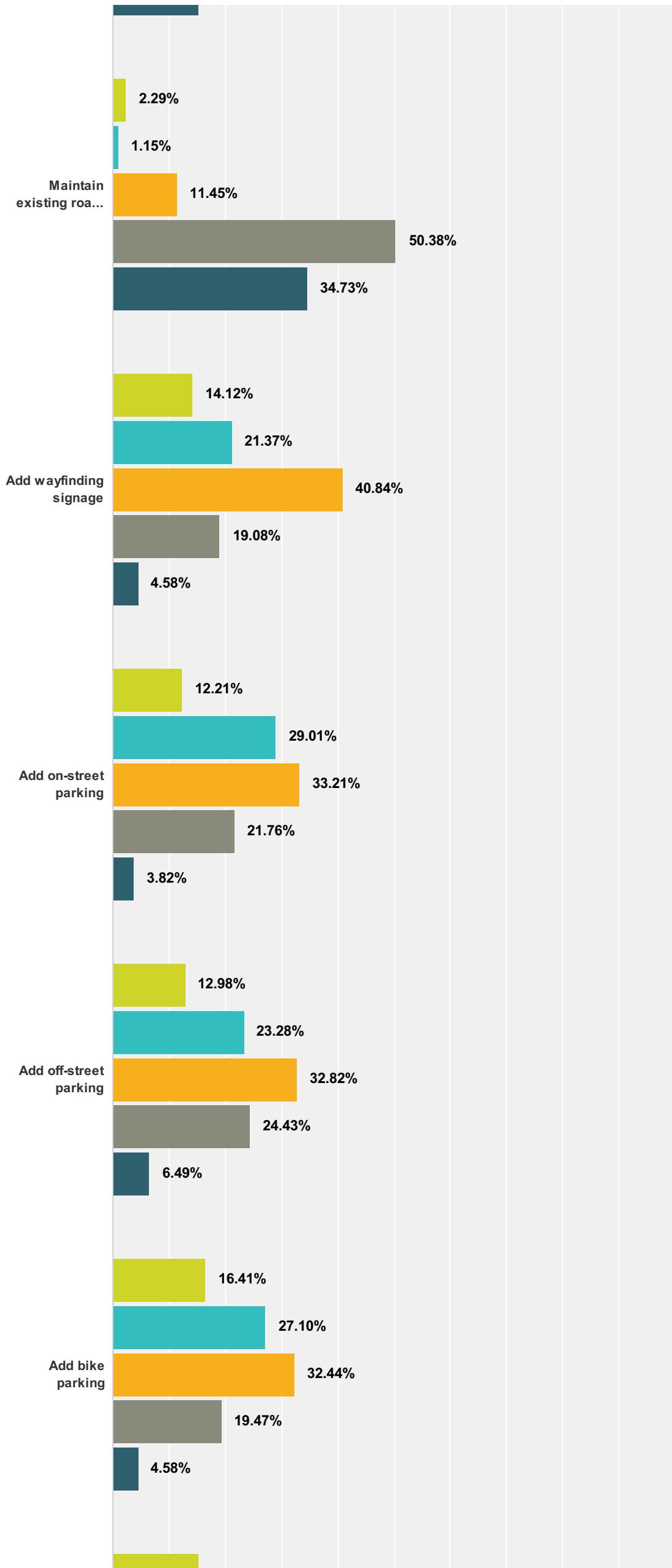
Answer Choices	Responses
Downtown vibrancy	54.20% 142
Greater variety in commercial businesses	55.34% 145
School system	53.44% 140
More entertainment, dining, and/or nightlife options	59.92% 157
More transportation options (public transit, walking, biking)	17.18% 45
Public safety services (police and fire)	18.70% 49
Quality of housing (neighborhood cleanup, general home improvements, etc.)	44.66% 117
Road maintenance	34.73% 91
Sense of community	38.55% 101
The condition of parks and recreation facilities	37.79% 99
Variety of housing	22.52% 59
<b>Total Respondents: 262</b>	

### Q12 Please rate the following transportation goals.

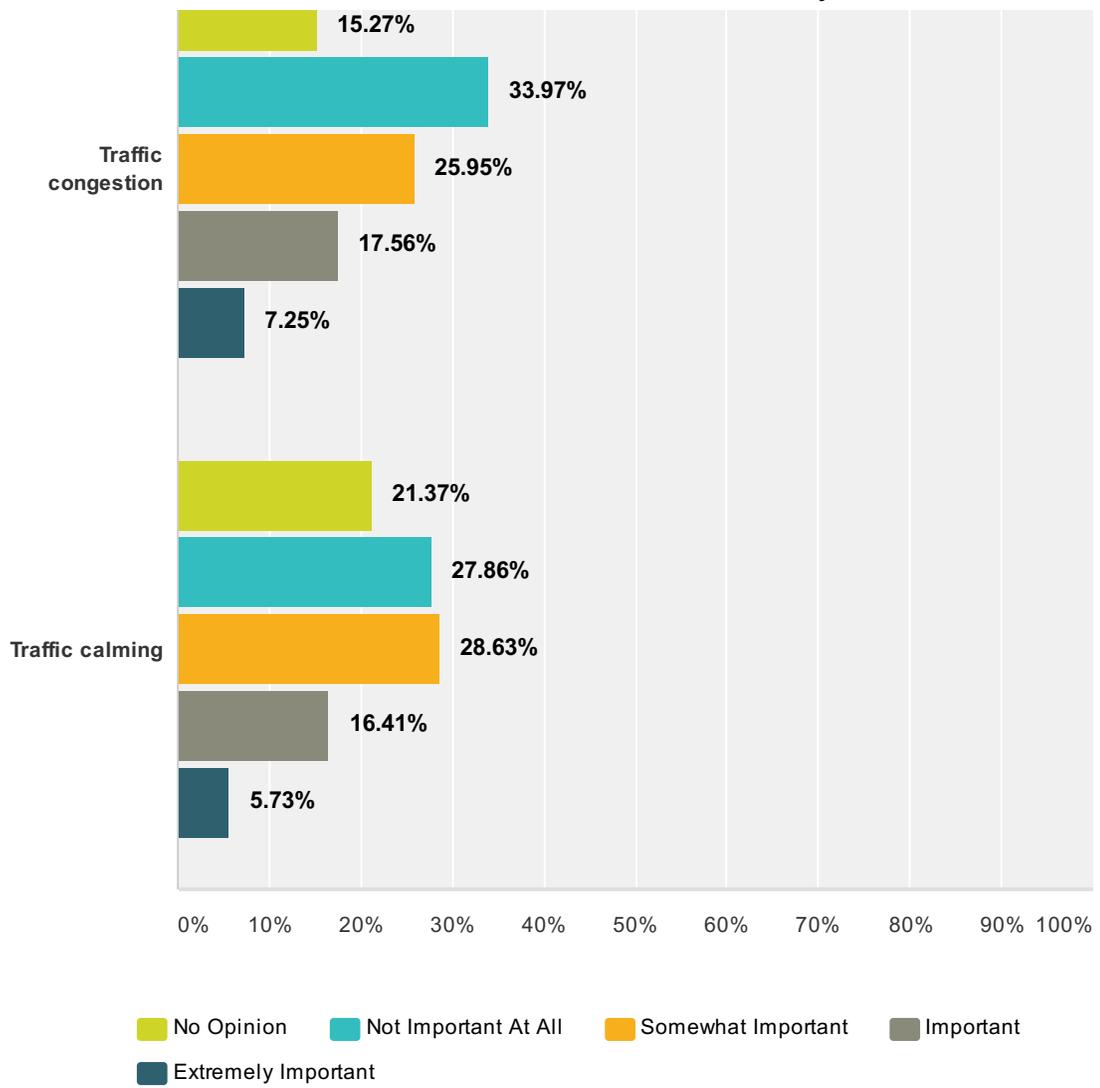
Answered: 262 Skipped: 103



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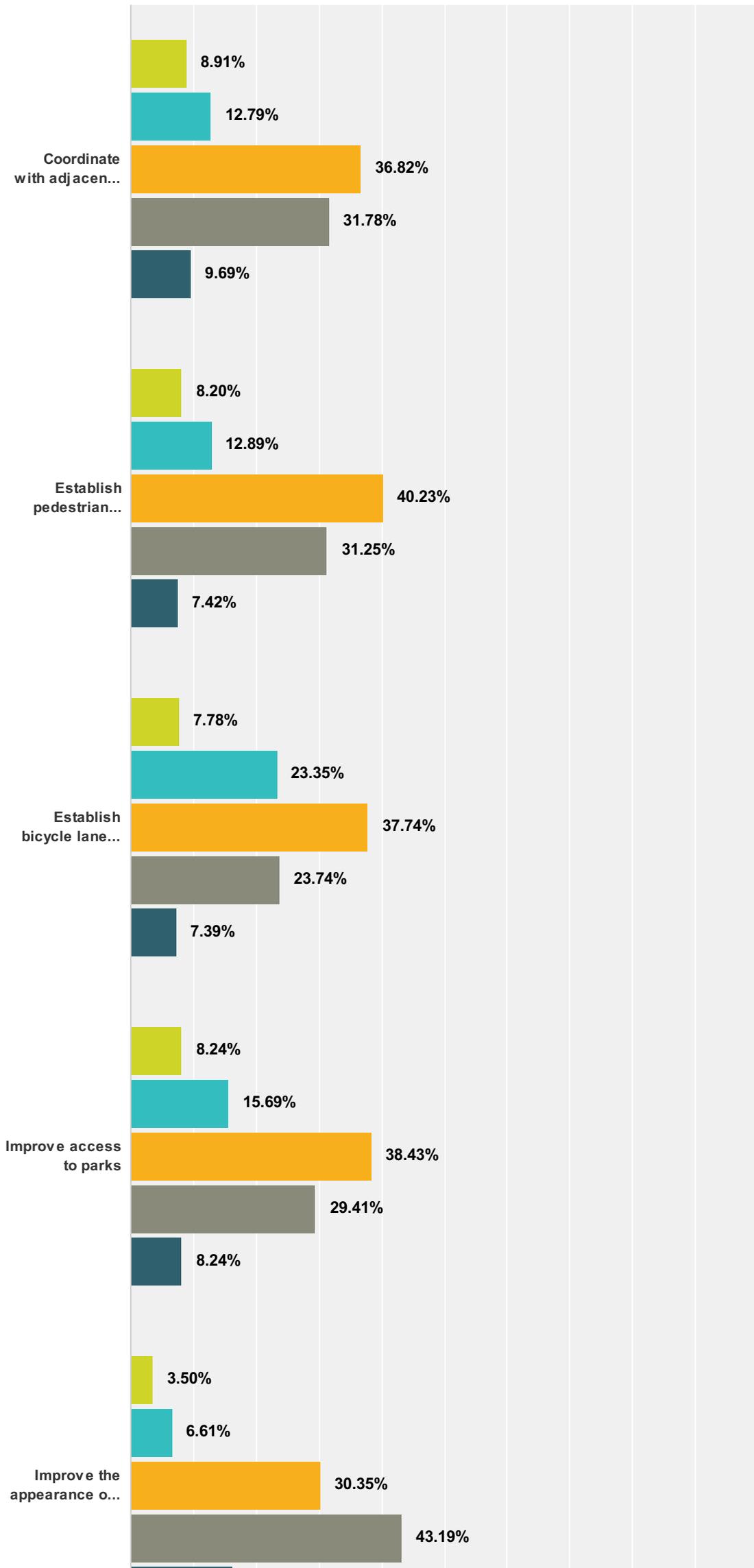
# Portland Vision 2040: Master Plan Survey



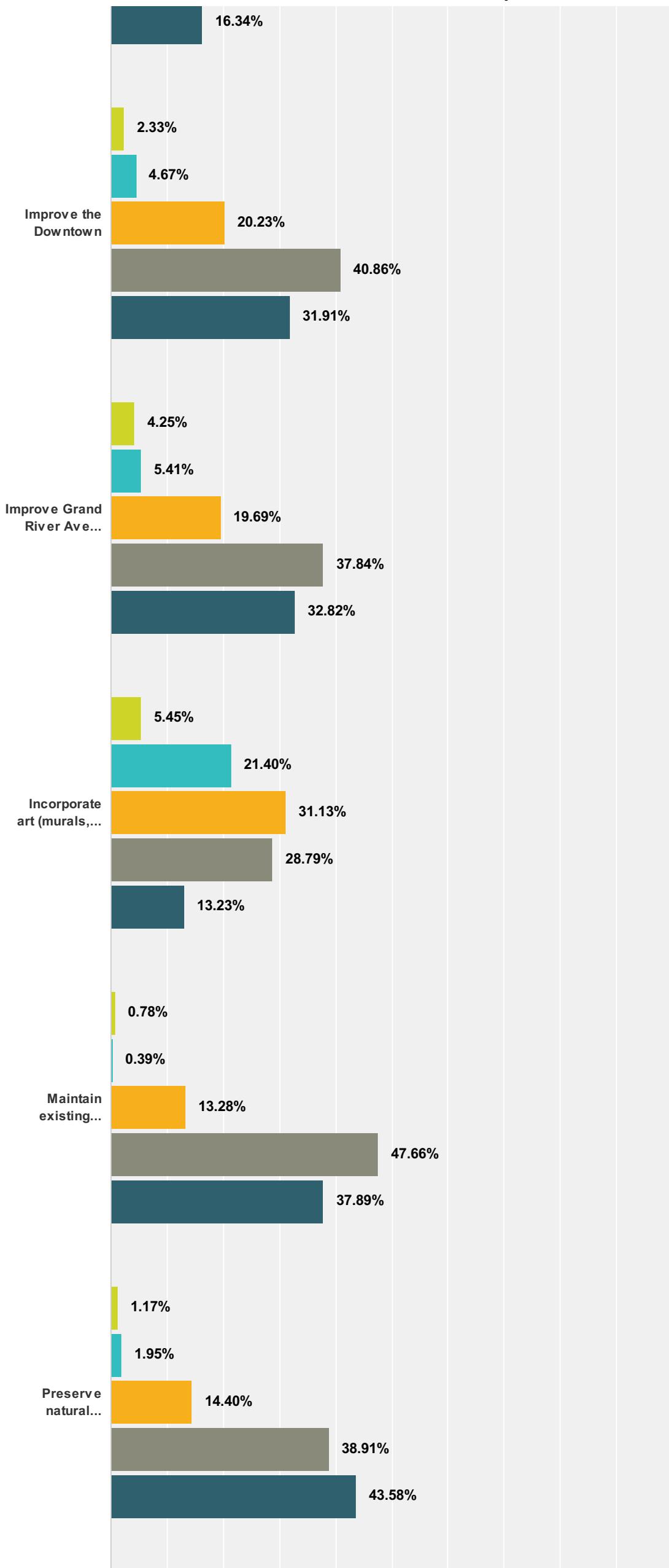
	No Opinion	Not Important At All	Somewhat Important	Important	Extremely Important	Total
Improving access to the Riverwalk	6.87% 18	14.89% 39	37.02% 97	30.53% 80	10.69% 28	262
Improve/repair/add neighborhood sidewalks	4.58% 12	2.67% 7	33.21% 87	46.56% 122	12.98% 34	262
Provide bike lanes on roads	8.40% 22	28.63% 75	31.68% 83	22.52% 59	8.78% 23	262
Wider or more attractive sidewalks along commercial corridors	9.92% 26	22.52% 59	32.82% 86	28.24% 74	6.49% 17	262
Downtown design improvements	6.87% 18	9.54% 25	33.21% 87	35.11% 92	15.27% 40	262
Maintain existing roads and sidewalks	2.29% 6	1.15% 3	11.45% 30	50.38% 132	34.73% 91	262
Add wayfinding signage	14.12% 37	21.37% 56	40.84% 107	19.08% 50	4.58% 12	262
Add on-street parking	12.21% 32	29.01% 76	33.21% 87	21.76% 57	3.82% 10	262
Add off-street parking	12.98% 34	23.28% 61	32.82% 86	24.43% 64	6.49% 17	262
Add bike parking	16.41% 43	27.10% 71	32.44% 85	19.47% 51	4.58% 12	262
Traffic congestion	15.27% 40	33.97% 89	25.95% 68	17.56% 46	7.25% 19	262
Traffic calming	21.37% 56	27.86% 73	28.63% 75	16.41% 43	5.73% 15	262

### Q13 In your opinion, how important are each of the following priorities for Portland to address in the next 15 years?

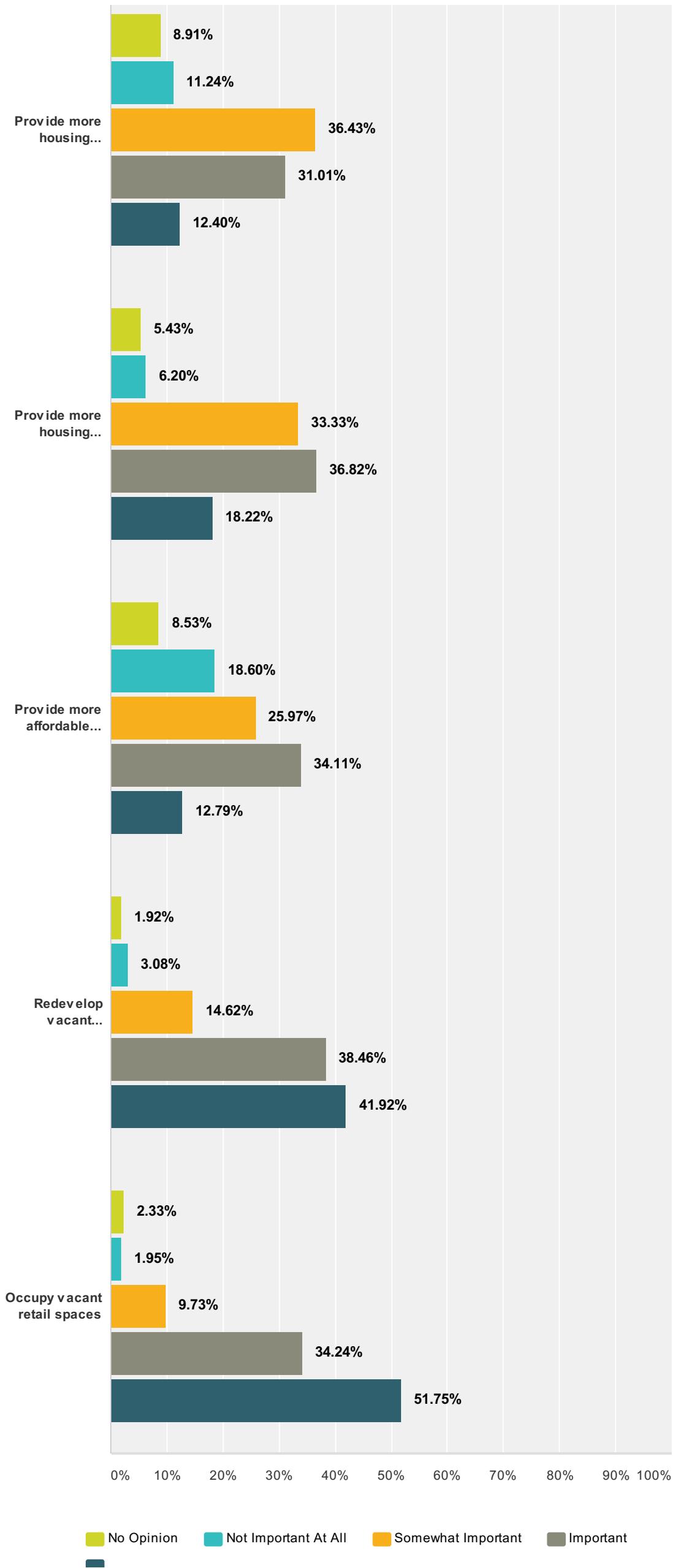
Answered: 262 Skipped: 103



# Portland Vision 2040: Master Plan Survey



# Portland Vision 2040: Master Plan Survey



■ No Opinion   
 ■ Not Important At All   
 ■ Somewhat Important   
 ■ Important   
 ■

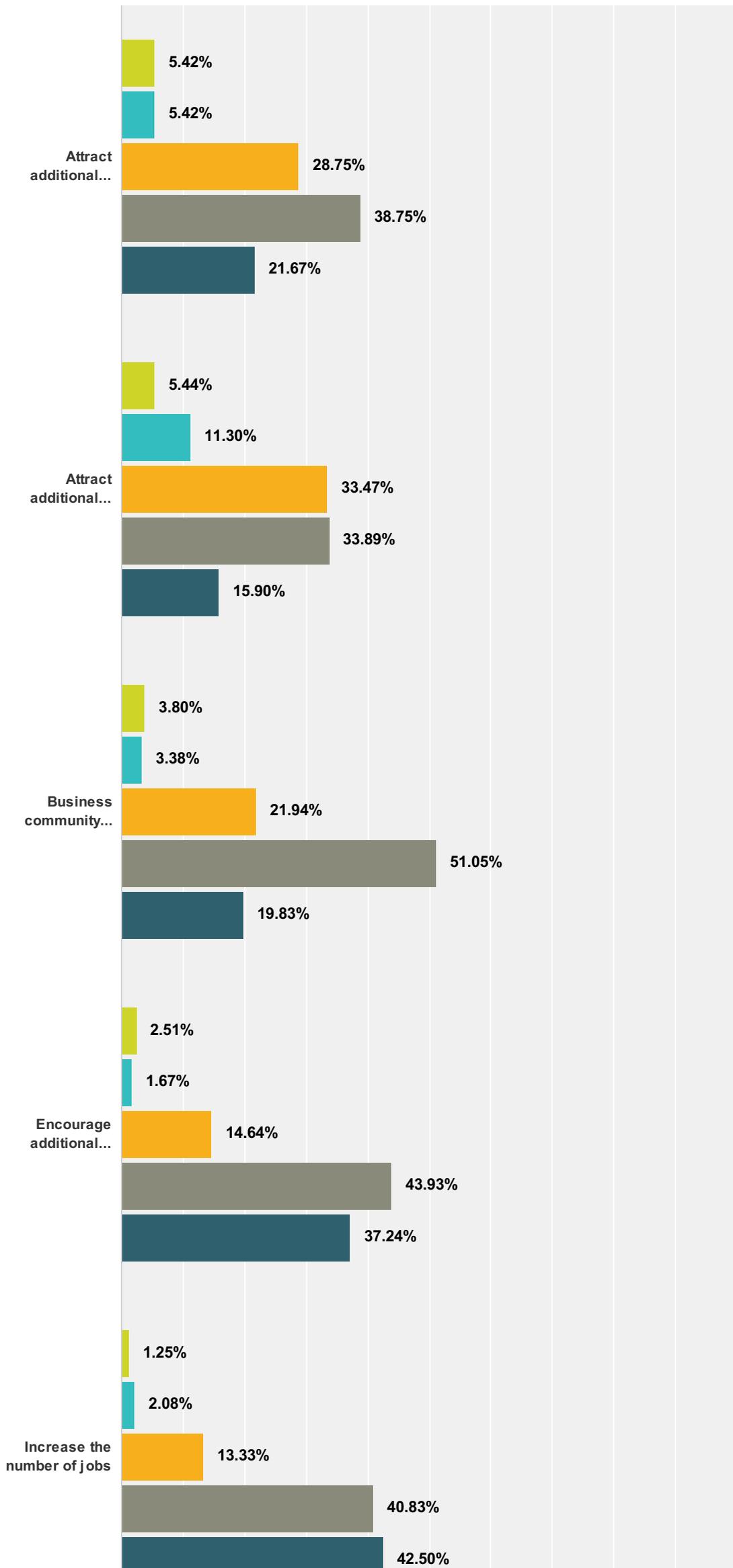
# Portland Vision 2040: Master Plan Survey

Extremely Important

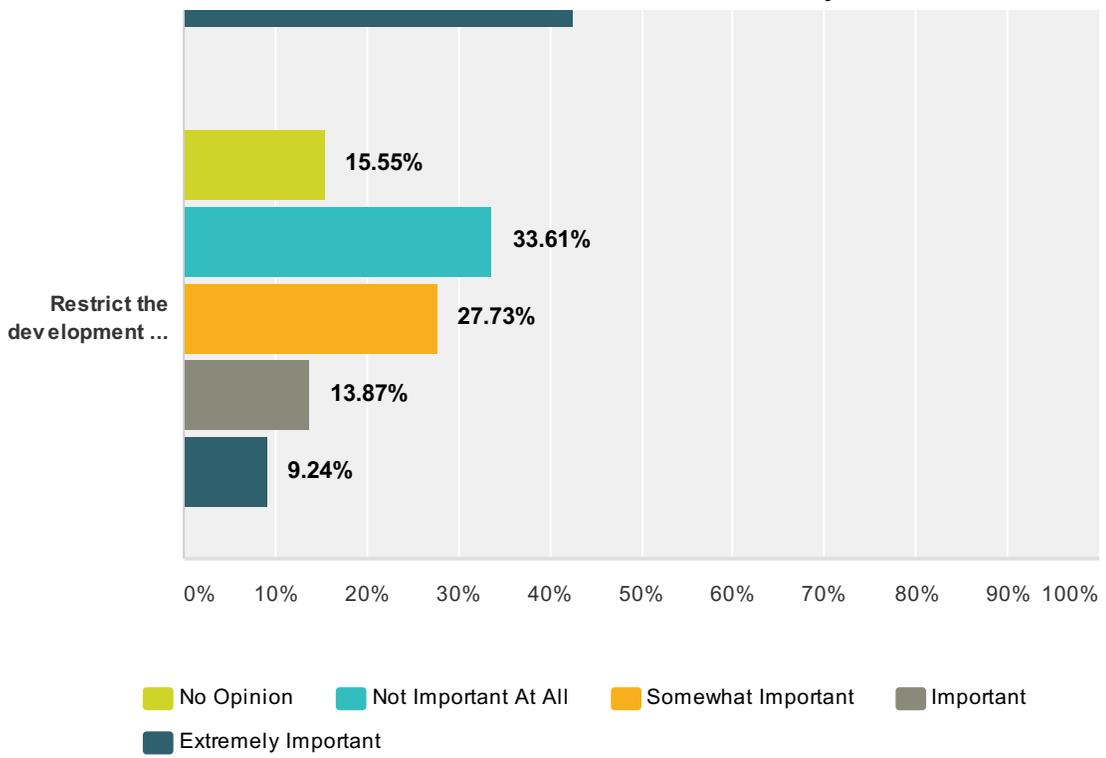
	No Opinion	Not Important At All	Somewhat Important	Important	Extremely Important	Total
Coordinate with adjacent communities to achieve shared objectives	8.91% 23	12.79% 33	36.82% 95	31.78% 82	9.69% 25	258
Establish pedestrian sidewalks	8.20% 21	12.89% 33	40.23% 103	31.25% 80	7.42% 19	256
Establish bicycle lanes and paths	7.78% 20	23.35% 60	37.74% 97	23.74% 61	7.39% 19	257
Improve access to parks	8.24% 21	15.69% 40	38.43% 98	29.41% 75	8.24% 21	255
Improve the appearance of residential neighborhoods	3.50% 9	6.61% 17	30.35% 78	43.19% 111	16.34% 42	257
Improve the Downtown	2.33% 6	4.67% 12	20.23% 52	40.86% 105	31.91% 82	257
Improve Grand River Ave Commercial Corridor	4.25% 11	5.41% 14	19.69% 51	37.84% 98	32.82% 85	259
Incorporate art (murals, statues, etc.) into public places	5.45% 14	21.40% 55	31.13% 80	28.79% 74	13.23% 34	257
Maintain existing roadways	0.78% 2	0.39% 1	13.28% 34	47.66% 122	37.89% 97	256
Preserve natural features (open space, trees, etc.)	1.17% 3	1.95% 5	14.40% 37	38.91% 100	43.58% 112	257
Provide more housing opportunities for seniors	8.91% 23	11.24% 29	36.43% 94	31.01% 80	12.40% 32	258
Provide more housing opportunities for young families	5.43% 14	6.20% 16	33.33% 86	36.82% 95	18.22% 47	258
Provide more affordable housing	8.53% 22	18.60% 48	25.97% 67	34.11% 88	12.79% 33	258
Redevelop vacant commercial properties	1.92% 5	3.08% 8	14.62% 38	38.46% 100	41.92% 109	260
Occupy vacant retail spaces	2.33% 6	1.95% 5	9.73% 25	34.24% 88	51.75% 133	257

### Q14 Please rate the following economic development goals for the City.

Answered: 240 Skipped: 125



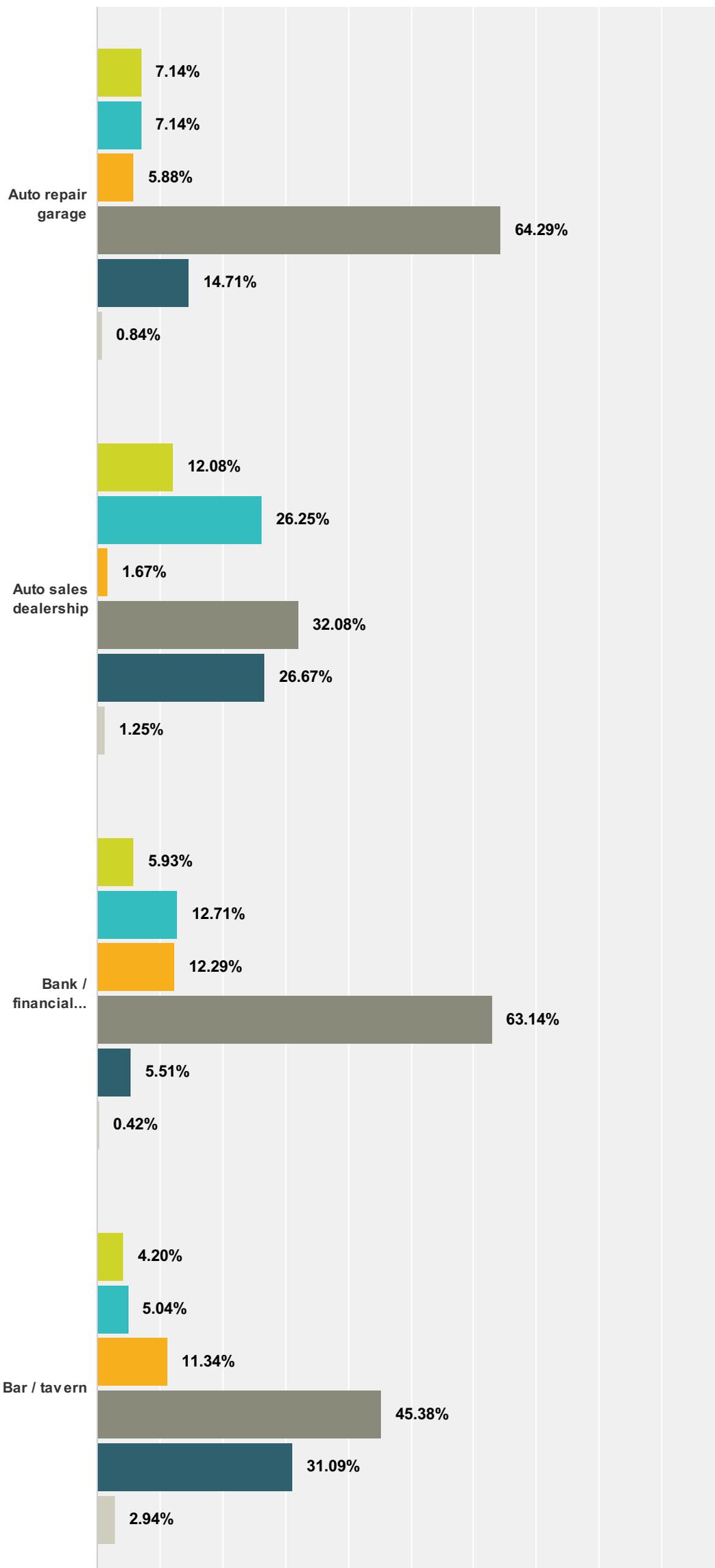
# Portland Vision 2040: Master Plan Survey



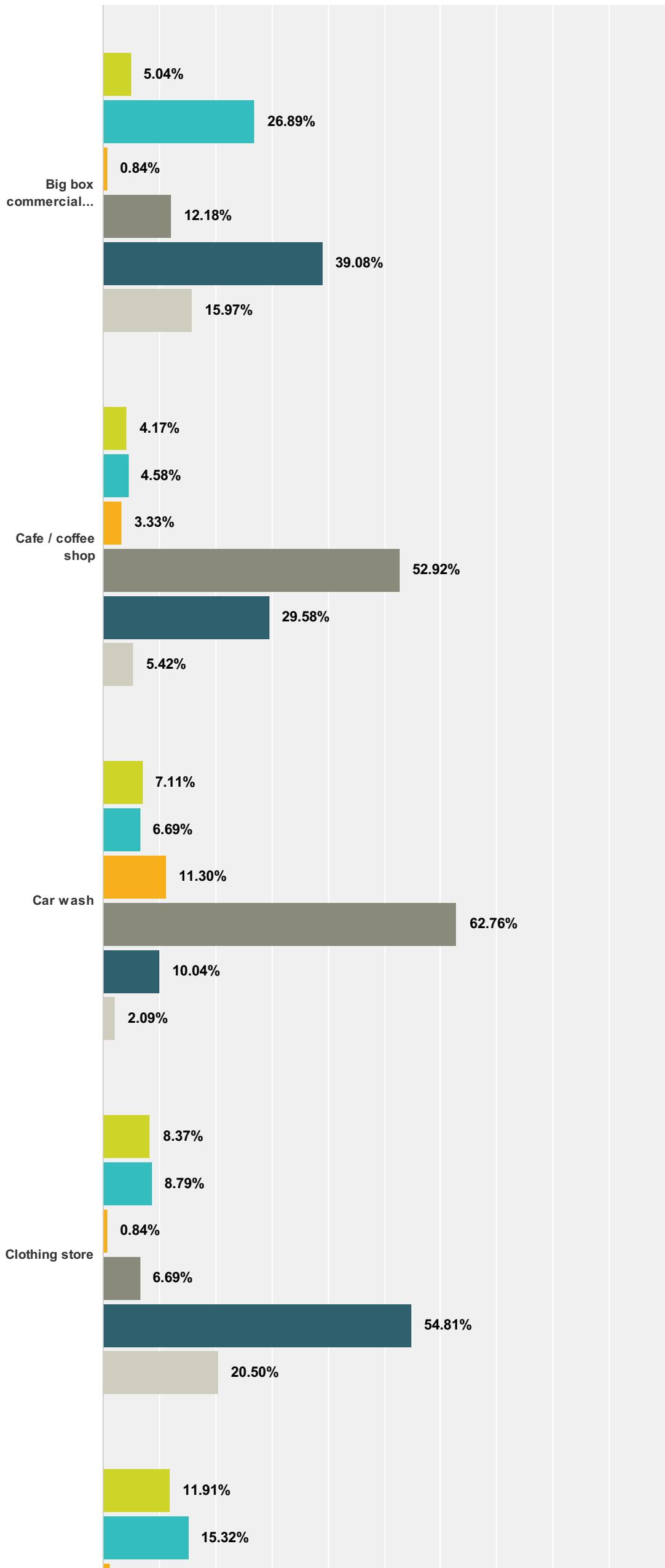
	No Opinion	Not Important At All	Somewhat Important	Important	Extremely Important	Total
Attract additional office businesses	5.42% 13	5.42% 13	28.75% 69	38.75% 93	21.67% 52	240
Attract additional industrial businesses	5.44% 13	11.30% 27	33.47% 80	33.89% 81	15.90% 38	239
Business community revitalization	3.80% 9	3.38% 8	21.94% 52	51.05% 121	19.83% 47	237
Encourage additional retail businesses	2.51% 6	1.67% 4	14.64% 35	43.93% 105	37.24% 89	239
Increase the number of jobs	1.25% 3	2.08% 5	13.33% 32	40.83% 98	42.50% 102	240
Restrict the development of new commercial and industrial areas	15.55% 37	33.61% 80	27.73% 66	13.87% 33	9.24% 22	238

**Q15 Please rate the following businesses from 'Too Many Already' in Portland to 'Desperately Needed' in Portland.**

Answered: 240 Skipped: 125

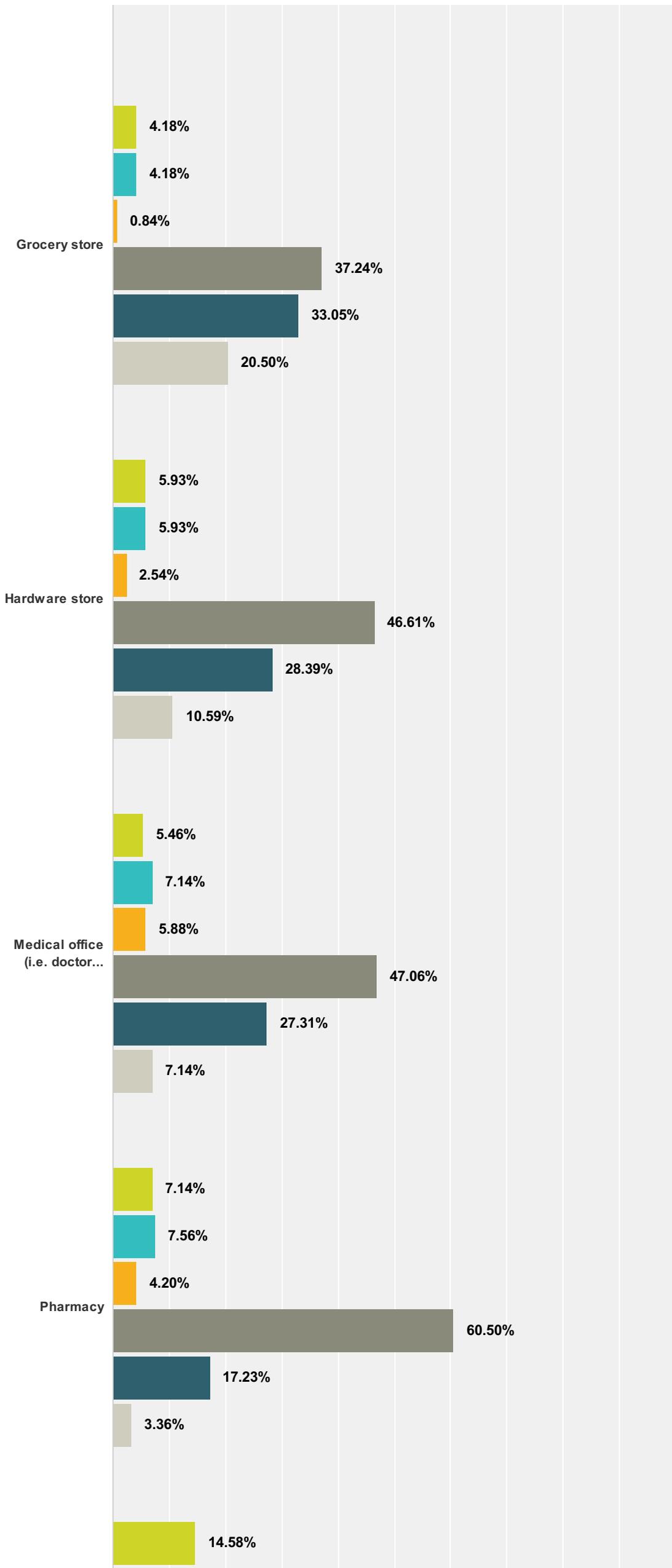


# Portland Vision 2040: Master Plan Survey

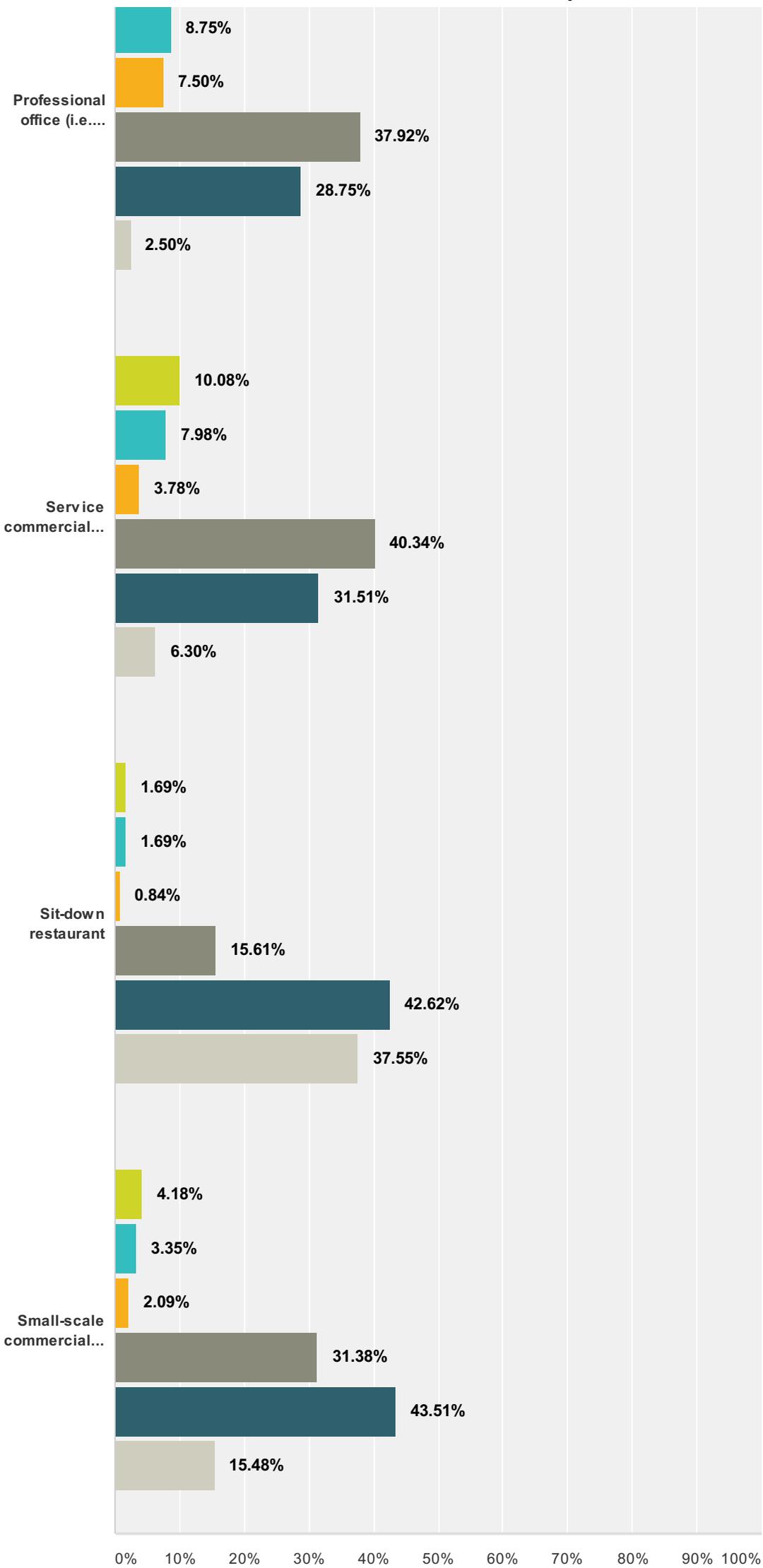




# Portland Vision 2040: Master Plan Survey



# Portland Vision 2040: Master Plan Survey



■ No Opinion   
 ■ Not Needed   
 ■ Too Many Already   
 ■ Just Enough  
■ Some Need   
 ■ Desperately Needed

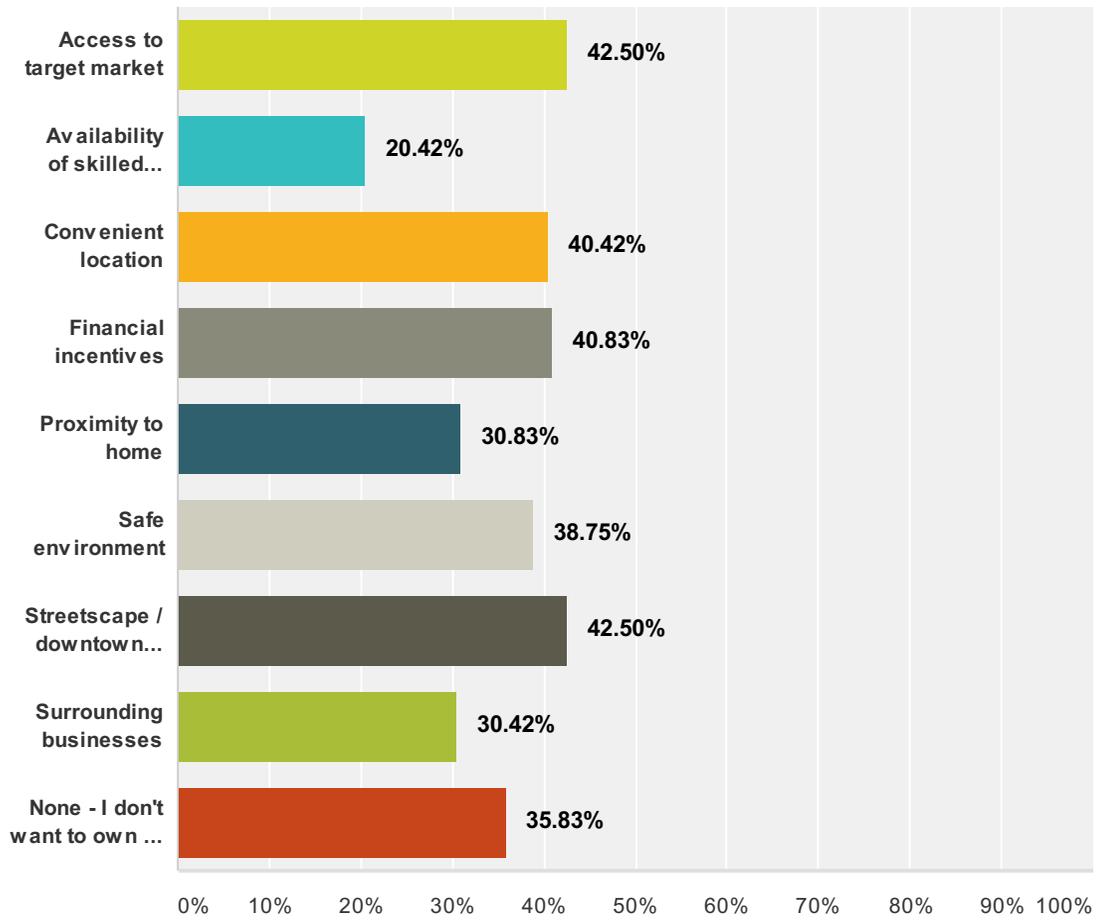
	No Opinion	Not Needed	Too Many Already	Just Enough	Some Need	Desperately Needed	Total
Auto repair garage	7.14%	7.14%	5.88%	64.29%	14.71%	0.84%	

## Portland Vision 2040: Master Plan Survey

Auto repair garage	1.17% 17	1.17% 17	0.99% 14	0.12% 153	17.11% 35	0.07% 2	238
Auto sales dealership	12.08% 29	26.25% 63	1.67% 4	32.08% 77	26.67% 64	1.25% 3	240
Bank/ financial institution	5.93% 14	12.71% 30	12.29% 29	63.14% 149	5.51% 13	0.42% 1	236
Bar / tavern	4.20% 10	5.04% 12	11.34% 27	45.38% 108	31.09% 74	2.94% 7	238
Big box commercial (i.e. general merchandise stores)	5.04% 12	26.89% 64	0.84% 2	12.18% 29	39.08% 93	15.97% 38	238
Cafe / coffee shop	4.17% 10	4.58% 11	3.33% 8	52.92% 127	29.58% 71	5.42% 13	240
Car wash	7.11% 17	6.69% 16	11.30% 27	62.76% 150	10.04% 24	2.09% 5	239
Clothing store	8.37% 20	8.79% 21	0.84% 2	6.69% 16	54.81% 131	20.50% 49	239
Electronic store	11.91% 28	15.32% 36	1.28% 3	14.47% 34	43.83% 103	13.19% 31	235
Entertainment	4.58% 11	3.33% 8	0.42% 1	11.25% 27	45.00% 108	35.42% 85	240
Fast-food / drive-thru	3.78% 9	10.08% 24	26.47% 63	46.64% 111	10.08% 24	2.94% 7	238
Furniture store	12.13% 29	18.83% 45	2.93% 7	37.66% 90	24.69% 59	3.77% 9	239
Gas station	4.17% 10	10.83% 26	36.25% 87	47.92% 115	0.83% 2	0.00% 0	240
Grocery store	4.18% 10	4.18% 10	0.84% 2	37.24% 89	33.05% 79	20.50% 49	239
Hardware store	5.93% 14	5.93% 14	2.54% 6	46.61% 110	28.39% 67	10.59% 25	236
Medical office (i.e. doctor, dentist)	5.46% 13	7.14% 17	5.88% 14	47.06% 112	27.31% 65	7.14% 17	238
Pharmacy	7.14% 17	7.56% 18	4.20% 10	60.50% 144	17.23% 41	3.36% 8	238
Professional office (i.e. lawyer, architect)	14.58% 35	8.75% 21	7.50% 18	37.92% 91	28.75% 69	2.50% 6	240
Service commercial (i.e. dry cleaners)	10.08% 24	7.98% 19	3.78% 9	40.34% 96	31.51% 75	6.30% 15	238
Sit-down restaurant	1.69% 4	1.69% 4	0.84% 2	15.61% 37	42.62% 101	37.55% 89	237
Small-scale commercial (i.e. flower shop, bakery)	4.18% 10	3.35% 8	2.09% 5	31.38% 75	43.51% 104	15.48% 37	239

### Q16 What factors would entice you to start a business in Portland? (check all that apply)

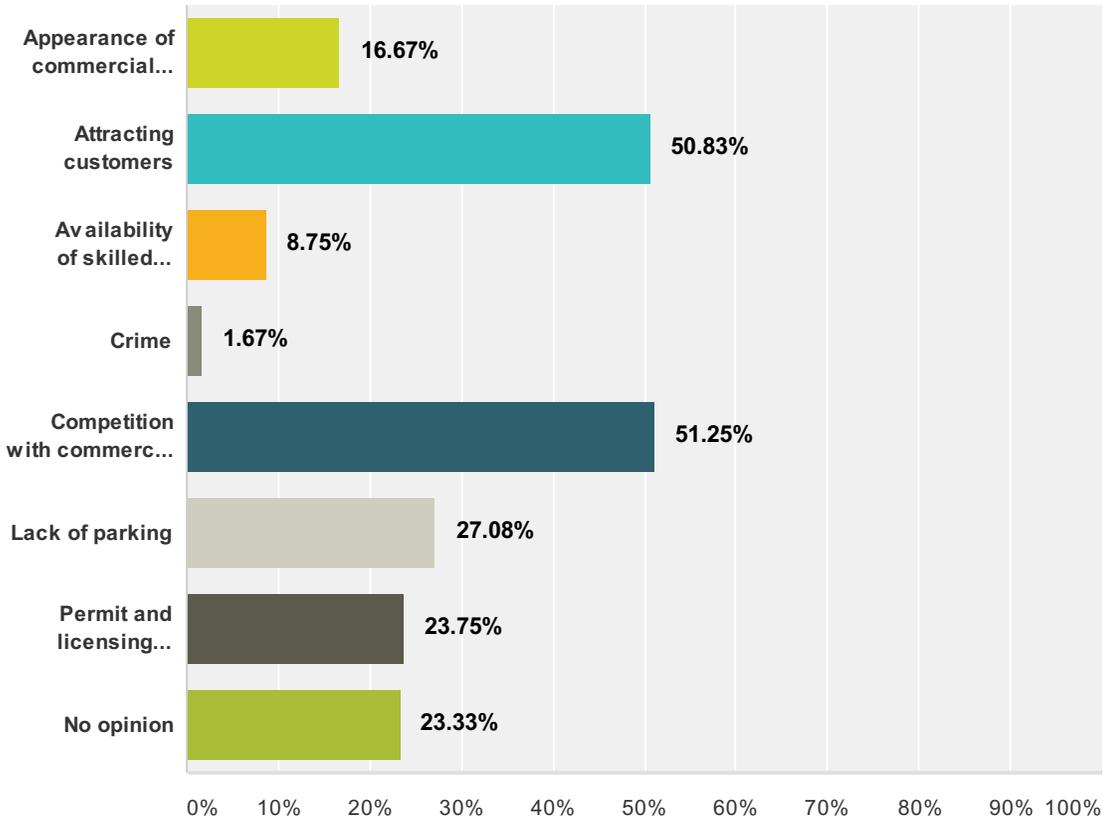
Answered: 240 Skipped: 125



Answer Choices	Responses
Access to target market	42.50% 102
Availability of skilled employees	20.42% 49
Convenient location	40.42% 97
Financial incentives	40.83% 98
Proximity to home	30.83% 74
Safe environment	38.75% 93
Streetscape / downtown vibrancy	42.50% 102
Surrounding businesses	30.42% 73
None - I don't want to own a business	35.83% 86
<b>Total Respondents: 240</b>	

### Q17 Which of the following are obstacles to conducting business in Portland? (check all that apply)

Answered: 240 Skipped: 125



Answer Choices	Responses
Appearance of commercial areas	16.67% 40
Attracting customers	50.83% 122
Availability of skilled employees	8.75% 21
Crime	1.67% 4
Competition with commercial areas outside the City	51.25% 123
Lack of parking	27.08% 65
Permit and licensing requirements and procedures	23.75% 57
No opinion	23.33% 56
<b>Total Respondents: 240</b>	





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