

Master Plan



City of Gibraltar, Michigan



City of Gibraltar, Michigan

Master Plan



FINAL DRAFT

March 29, 2002

Adopted by the City of Gibraltar Planning Commission on April 16, 2002

Prepared with assistance from



235 East Main Street, Suite 105
Northville, MI 48167
Telephone: (248) 596-0920
Facsimile: (248) 596-0930

151 South Rose Street, Suite 920
Kalamazoo, MI 49007
Telephone: (616) 382-4443
Facsimile: (616) 382-4540

Acknowledgments

Mayor

Richard F. Kuhn, Jr.

Council

John Connolly
Scott L. Denison
James B. Knaus
Kathleen Law
David Riser
Robert Saunders

Clerk

Cynthia Ward

Planning Commission

Stephen Kelly
Karl Laub
Kevin Madigan
Reno Maniago
Milton Moore
Jack Naysmith
Mary Ann Piatt
Eric Repec
David Riser
Linda Knaus, Secretary

Administration

Paul Lehr, Administrator/Police Chief

Contributors

Walter Caldwell
Christopher Carroll
Kathleen LaPointe
Richard Novak
Ralph Smith
John Townsend
Citizens of the City of Gibraltar

Table of Contents	Page
Cover.....	-
Title Page	-
Resolution of Adoption.....	-
Acknowledgments.....	i
Table of Contents.....	ii
List of Maps	3
List of Figures.....	3
List of Tables	3
Introduction.....	4
1 Region.....	5
2 History	7
3 Population	10
4 Existing Land Use.....	23
5 Housing.....	26
6 Economy	32
7 Circulation	44
8 Facilities.....	51
9 Visioning Workshop	62
10 Community Survey	70
11 Future Land Use.....	75
12 Implementation	82

List of Maps..... Page

1	Regional Context	6
2	Existing Land Use.....	16
3	Flood Hazard Areas	17
4	Wetlands	18
5	Woodlands	19
6	Thoroughfare Plan	43
7	Community and Recreation Facilities.....	50
8	Opportunities and Constraints	70
9	Future Land Use.....	71

List of Figures..... Page

none

List of Tables

1	Population 1990 - 2000.....	11
2	Gibraltar Population Projections.....	12
3	Age Group Comparisons - 2000	14
4	Annual Household Income - 1998	15
5	Composition of Labor Force - 1990.....	16
6	Highest Educational Attainment of Population 25 Years and Older	20
7	Households and Persons per Household 1990 - 2000.....	21
8	Projected Married/Family/Children and Elderly Heads of Household - 2000	21
9	Housing Units by Year Built	27
10	Size of Housing Units	28
11	Employment by Industry.....	32
12	Economic Statistics - 1997	35
13	Recreational Facilities Evaluation - City of Gibraltar	56
14	Recreational Programs - City of Gibraltar	58
15	Top 5 Visions from Visioning Workshops - City of Gibraltar (includes 5 sub-tables).....	62

01.title.wpd

INTRODUCTION

The Gibraltar Master Plan was completed in 2002, culminating a one-year planning process. This Plan has been designed to guide development and redevelopment in the City of Gibraltar during the next 10 to 20 years. The Master Plan contains analyses and recommendations regarding population, housing, economic development, community and recreation resources, transportation, and future land use patterns.

The planning process provided several opportunities for input and participation of City residents. A Visioning Workshop occurred in March of 2001 and was attended by numerous City residents. A Community Survey was hand-delivered by City officials to every City household, with numerous responses returned to the City for tabulation. Finally, the Planning Commission discussed Master Plan preparation and progress at several regular meetings, all of which were open to the public, and several of which were attended by interested citizens. This was supplemented in by additional public input at the Planning Commission's required public hearing.

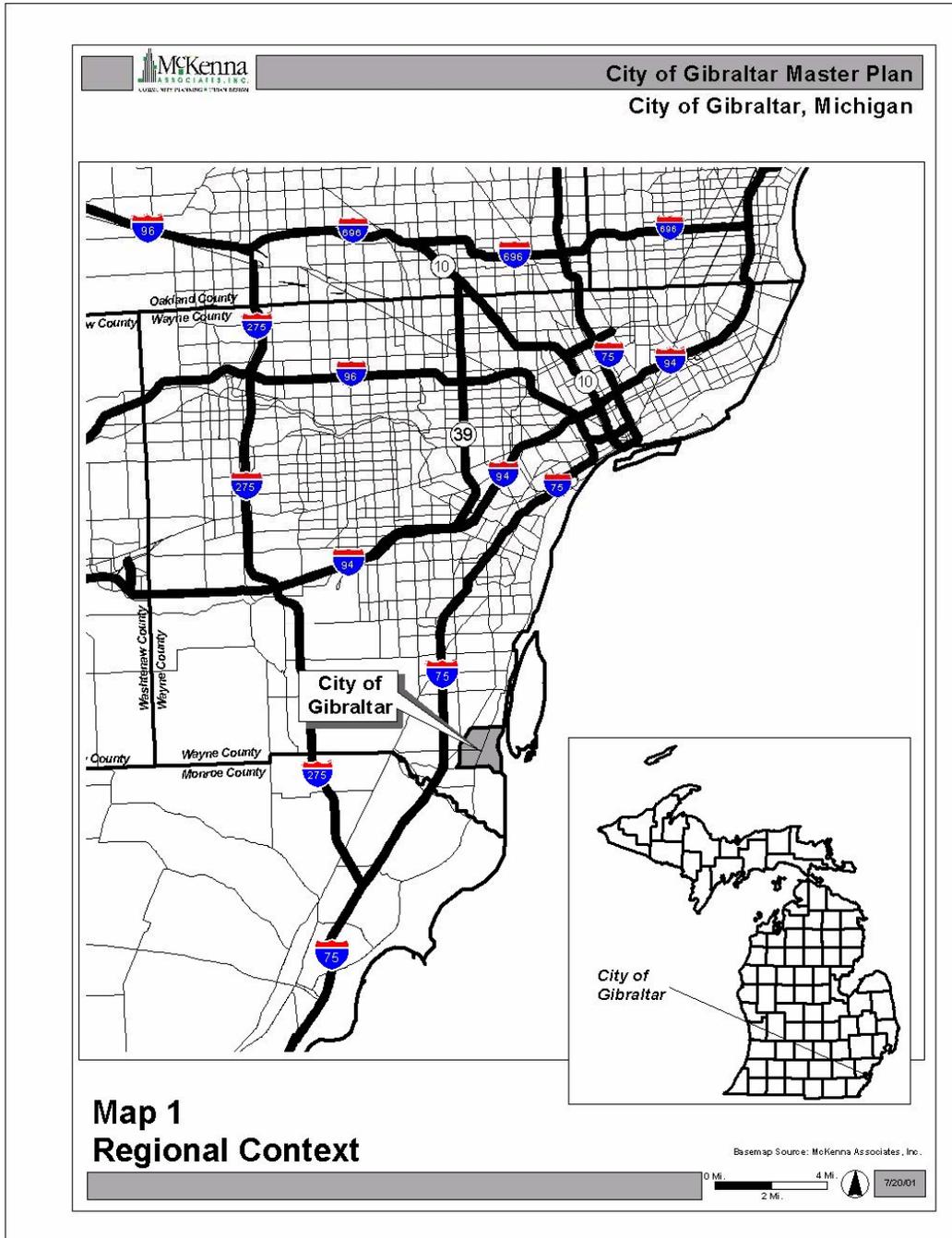
The Master Plan builds on the features that residents find most appealing - the Cities small town atmosphere, with emphasis the dual goals of providing for appropriate nonresidential development and protecting residential development, while preserving open spaces, woodlands, wetlands and other natural resources. This Master Plan is designed to allow development and redevelopment to meet current and future needs, while preserving open space and natural features.

1. **Regional Context.**

The City of Gibraltar is located in Southeast Michigan in southern Wayne County, Michigan. See *Map 1 - Regional Context*. Gibraltar is considered part of the Detroit metropolitan region, which collectively contains approximately five million (5,000,000) people. The City is also considered a Downriver community, which is a smaller sub-region of the southern Detroit metropolitan area. Adjacent Downriver communities include the City of Trenton to the north, Grosse Ile Township to the northeast, Brownstown Township to the south and west, the City of Flat Rock further to the west, the City of Rockwood and South Rockwood to the south. Major urban centers less than a one (1) hour drive from Gibraltar include the cities of Detroit, Romulus, Monroe, Toledo (Ohio), Ypsilanti, Ann Arbor and Windsor (Ontario).

Location along the I-75, M-85 (Fort Street), and a well developed rail infrastructure make Gibraltar very accessible for commerce, business and residential development. The City is bordered by the Detroit River and Lake Erie to the east.

Even though Gibraltar is part of the Detroit metropolitan region, the City has maintained its small town character and charm. The City's location, relative to the Detroit River and Lake Erie, the interstate highway system, and nearby industry and employment centers, continues to attract new residences and commercial operations.



2. **Historical Context.** The earliest residents of Gibraltar were the Wyandot and Huron Native Americans. The area was under French control until the British captured Detroit in 1760.

The area was known as Chenal da la Presque Isle on early French maps. This roughly translates to standing or upright rock. It is reported that when the English began to settle in the area, they called it *Gibraltar*, which in their opinion, was the greatest rock of all. When original land plats were registered for the area, the spelling was Gibraltar. It was not until 1900, that the spelling was changed to its current spelling.

In 1807, the *Brownstown Treaty* was signed, which opened up the southeastern portion of Michigan for survey, settlement and new roads. West Jefferson follows along an old Native American trail traveling from Ohio to the north. It is said that in the spring, the Native American families would travel north and leave their mare on what is now 'Horse Island' to foal. The horses would live the summer on the island to feed and mate, and were retrieved by the Native Americans on their return trip south, in the fall. The Native tribes took advantage of the abundance of natural resources in the area, such as wildlife, fishing, and native plants.

In 1836, the *Gibraltar-Flat Rock Land Company* was commissioned to dig a canal that would open up navigation across the southern Michigan counties to Muskegon County on Lake Michigan. Several sections were partially dug from 1836-1838 between Gibraltar and Flat Rock. The work was never finished but evidence of the canal can be still be seen today. With news of work, people began to settle Gibraltar.

Gibraltar was platted and recorded on March 14, 1837, by Peter Godfroy, Benjamin B. Kerchival, and Joshua Howard, all Trustees of the Land and Canal Company. Amos Dunbar became the first Postmaster on October 2, 1837. The post office was renamed, *Woodbury* on December 8, 1838, but was named back to *Gibraltar* by May 13, 1839.

Many of the early settlers arrived here by boat. Many came from the east coast by way of the Erie Canal and across Lake Erie. It was the safer method of travel, because of the undeveloped territory in between. Some settlers originally came from Europe on sailing vessels, taking on average six weeks to cross the ocean.

As with most of the communities in the area, farming, lumber, and shipbuilding became important economic products. Scottish shipwrights, French woodsmen, and Irish laborers poured into *Gibraltar* to build schooners. The men in the woods, cut the lumber needed for the sawmill. Most of the houses took in sailors and workers as boarders, and the two-and-a-half-story hotel was always full. The lumber provided planks for the ships and material for the basket shop. A coppersmith shop was also in operation. Sand and cement for the shipyards were brought in by water.

One of the shipyards was owned by R. Linn, who was born in Scotland. He came to *Gibraltar* in 1841, where he became a shipbuilder. He was joined in business in 1866 by Captain J. Craig, who was from New York. They became pioneers in building merchant vessels in the area. Other shipbuilding names during this period, from about 1860 through 1894 were, Alford, Calkins, Clark, and Morgan. The shipyards stretched from *Grandview* north on the river-front. Records indicate at least 23 vessels were built in Gibraltar from 1863 to 1882. They included 11 propeller, 6 barges, and 6 schooners.

There were about 30 steamboats cruising the Great Lakes by 1837. The importance of the aid to navigation was becoming more critical as lake travel increased. The U.S. Congress appropriated \$5,000 on March 3, 1837, to build a lighthouse at the mouth of the Detroit River in *Gibraltar*. In 1868, Coast Guard records show extensive repairs needed at the original Gibraltar Lighthouse. In 1869, it was reported that the dwelling and tower were in very bad condition and a new building was necessary. In 1871, an appropriation of \$10,000 was recommended, and on June 10, 1872, it was approved. The new building occupied the land of the previous lighthouse and was completed on February 1, 1873. The lighthouse was discontinued in 1879. In 1895, the buildings and grounds were sold at public auction, and the lantern and iron stairway of the tower were removed.

The Chalk Boat Works was open on North Gibraltar Road in 1939, where E. Chalk had boat wells, repair facilities, and storage. It is no longer there, however. By 1946, the Gibraltar Boat Yard began its business run by Fred Blakely and Hazen Munro. It originally consisted of about 20 boat wells, and later added gas pumps and marine accessories and parts. It was later sold to Jack Buhl in 1968.

Heinrich Marine (currently Humbug Marina) was opened in 1954 by E. W. Heinrich. He purchased the property on Middle Gibraltar Road from William Lawson, when it was only a large swamp area. After a couple years of dredging, there was room for about 100 boat wells. It was sold in 1964 to Evertte Hedke and renamed, Humbug Marina.

It wasn't until 1954 that Gibraltar became incorporated as a village. Gibraltar had its own police patrol by 1956, and by 1961, had a population of 2,187. It became the "second smallest" city in Michigan.

The residents of Gibraltar and its neighboring Cherry Island have lived through many floods over the years. The most remembered occurred in 1952, 1972-73, and 1985. The Army Corps of Engineers had built stone dikes along the water's edge throughout Gibraltar, in 1973, as a result of the floods in late 1972. These dikes are several feet high and limited the water view from most of the houses. These dikes

remained here until the wood framework rotted and they began to fall, or the property owners tore them down, preferring a nice view of the water, to a potential flood. The floods in early 1985, convinced most of them to construct clay dikes along their property, which were constructed by the city in 1986.

The source for much of the above historical information is the Michigan Local History Network. Further information regarding the history of the City of Gibraltar can be found at the following website: <http://www.geocities.com/histmich/gibraltar.html>.

3. **Population.**

- a. Population Analysis. As part of the master plan process, population characteristics and trends are analyzed. Gibraltar's population and demographic characteristics are compared with those of neighboring communities and Wayne County to gain insight into the Cities past, present and future.

In this section, a number of different aspects of Gibraltar's population are looked at. Population is estimated and projected and compared with the 1990 and 2000 US Population Census data for surrounding communities, the County and Southeastern Michigan region. In addition, occupational characteristics, income and educational attainment are evaluated. The following paragraphs and tables provide insight to what the future may hold for Gibraltar. The numbers found herein describe Gibraltar as a mature community that is experiencing little growth while retaining a large number of people who prefer the small town experience (sense of community) and a living in a waterfront community.

The 2000 population of Gibraltar, as reported by in the 2000 US Census of Population data, is at 4,264 a decrease of 33 (or less than 1%) from the 1990 U.S. Census. The Cities population decrease since 1990 can be attributed to the continual out migration of people to neighboring communities/areas which have an abundance of new housing construction outside of Gibraltar. This decrease is consistent with the overall population decrease projected for Wayne County (approx. 2.5% decrease in population). As shown in Table 1, the Cities population slightly declined compared to neighboring communities in the downriver area which experienced growth. The average population growth is 6.9 percent for all entities listed in Table 1.

Table 1
Population 1990 - 2000

Governmental Unit	1990	2000	# Change	% Change
Gibraltar	4,297	4,264	(33)	(0.8)
Trenton	20,586	19,584	(1,002)	(5.1)
Ash Township (Monroe Co.)	4,710	5,048	338	7.2
Berlin Township (Monroe Co.)	4,635	5,154	519	11
Brownstown Township	18,811	22,989	4,178	22.2
Flat Rock	7,290	8,488	1,198	16.4
Grosse Ile Township	9,781	10,984	1,203	12.3
Rockwood	3,141	3,442	301	9.5
S. Rockwood (Monroe Co.)	1,221	1,284	31	5.1
Woodhaven	11,631	12,530	899	7.7
Wayne County	2,111,687	2,061,162	(50,525)	(2.5)
Southeast Michigan	4,590,468	4,833,493	243,025	5.3

Source: Census Bureau, U. S. Department of Commerce

However, a slight, continual upward population trend is projected for Gibraltar over the next two decades. The Absolute Linear Growth Model and Percentage Linear Growth Model projections vary considerably from the SEMCOG Projection and the New Home Start Model. The new home start projection optimistically uses the 1990 through 2000 new home construction start averages to project population, and accounts for anticipated new home construction already approved.

Table 2
Gibraltar Population Projections

	SEMCOG Projection	Absolute Linear Growth Model	Percentage Linear Growth Model	New Home Start Model
1990	4,297	4,297	4,297	4,295
2000	4,264	4,264	4,264	4,165
2010	4,337	4,231	4,230	4,700
2020	4,409	4,198	4,196	5,175

Sources: SEMCOG; McKenna Associates, Incorporated

As of today, two (2) small-scale residential developments were approved and are in various stages of construction in the central portion of the City, near the intersection of Middle Gibraltar, North Gibraltar, and South Gibraltar Roads. In addition, two large-scale residential developments have been proposed and are in various stages of approval in the southwest and northeast portions of the City. If all proposed development proceed as proposed, and assuming a build out period of up to 20 years, an approximate 1,000 person increase in the Cities population is predicted, calculated by multiplying an estimated reduced 2.35 persons per household estimate for the year 2010, and a further reduced 2.25 persons per household estimate for the year 2020, by the number of revised proposed housing units (300 additional over each of the next 10 years). The New Housing Start Model is a very conservative estimate and may not be accurate due to economic trends and other forces that dictate the general economy and the housing market. In any case it is likely a more reasonable estimate (than SEMCOG’s lower increase projections) of the Cities anticipated population growth.

Important to note is that the Cities slight population loss is due almost entirely to the drop in average household size. The number of net additional housing units over the last 10 years was not enough to offset the household size loss. Over the next 20 years, however, we expect the opposite to be the case, and for the Cities population to rise steadily as remaining land is developed for residential uses.

- b. Demographic Characteristics. The Cities changing demographics can be illustrated by comparing the 1990 and 2000 age distribution data from the US Census Bureau and data provided by Claritas. Results from the 1990 and 2000 age bracket comparisons are used for discussion only and are not shown in Table 3. Table 3 also compares the Cities age group characteristics with Wayne County figures.

The population increases and decreases from the 1990 Census indicate that ages of persons in the community are not as diverse as those in other communities or Wayne County. Approximately half (47.7%) of the Cities population is between 24-54. Additionally, only 20.9 % of the population is over the age of 59.

The largest increase in population occurred in the 55+ age bracket, an increase of 246 persons (38.2%) over a ten year period. The largest percent increase occurred in the 65 to 84 age group with 83 new members in the category. This category, however, still makes up only a small percent (8.4) of the total population.

The slight decrease in population of most age groups correlates with the decrease in population noted earlier in this section. Reasons for the loss in population in the up to 25 age groups can be attributed to a couple of factors. The strong economy experienced throughout the 1990's is equally responsible for attracting people to and away from Gibraltar. People in the 60 to 69 age bracket probably had an excellent opportunity to cash in the equity of their homes after retirement; however, they chose to remain in the community or in lieu of moving to a retirement state such as Florida. Likewise, people in the less than 25-year-old age bracket have numerous career opportunities outside Gibraltar in Southeast Michigan and abroad.

Table 3 shows that the 25 to 44 age bracket contains the largest number of people in the City. Even though the 5-24 years old age bracket contains the most people, the number reflects that the City is maturing. An older population includes fewer people in the childbearing years that require additional City services and housing types. The decrease in number of younger residents will also have an impact on schools and future city services such as parks and recreational programming. Gibraltar residents have a median age of 37.9 years, which is slightly older than the median age of Wayne County residents. Nationally and regionally, the populations of most communities are becoming older as the baby boom generation is becoming older.

Table 3
Age Group Comparison - 2000

Age	Gibraltar	%	Wayne	%
5 and under	256	6	162,761	7.7
5-19	844	19.8	460,758	21.8
20-24	238	5.6	137,966	6.6
25-44	1,344	31.5	621,130	29.5
45-54	629	16.2	272,602	13.0
55-59	297	7.0	(55-64) 182,290	8.7
60-74	456	10.7	(65-74) 144,964	6.9
75+	137	3.2	120,607	5.8
Median Age	37.9 (years)	100.0	34.8 (years)	100.0

Source: Census Bureau, U. S. Department of Commerce; Claritas, Inc.

The estimated median household income for Gibraltar residents in 2000 was approximately \$56,319, which is considerably higher than the \$36,428 median household income for Wayne County. The median household income in Gibraltar increased \$15,100 or 36.3 percent between 1990 and 2000. It is estimated by the year 2003; median household income for City residents will raise another \$6,132 or 10.89 percent from estimated 2000 level.

Table 4 shows the distribution of median household income levels for Gibraltar and Wayne County residents. Gibraltar generally has more residents with incomes between \$50,000 and \$74,999 than the County. Inversely, the City has fewer residents with incomes less than \$20,000 and about 10% more residents making more than \$75,000. However, the gap between those making \$75,000 and more may decrease as families from outside of Gibraltar move into one of the new proposed housing developments. Higher incomes are usually attributable to the increase in mature and established families that reside in the community and the increase in property values for those homes located on or near the lake and canals. Further, an increase in educational attainment as illustrated under the discussion associated with Table 6 can contribute to higher incomes.

Table 4
Annual Household Income - 1998

Income Range	Gibraltar (%)	Wayne County
Less than \$10,000	2.6	14.8
\$10,000 to \$19,999	7.7	15.6
\$20,000 to 24,999	5.0	6.4
\$25,000 to 49,999	25.6	25.9
\$50,000 to 74,999	30.5	18.7
\$75,000 +	28.6	18.6
	100	100

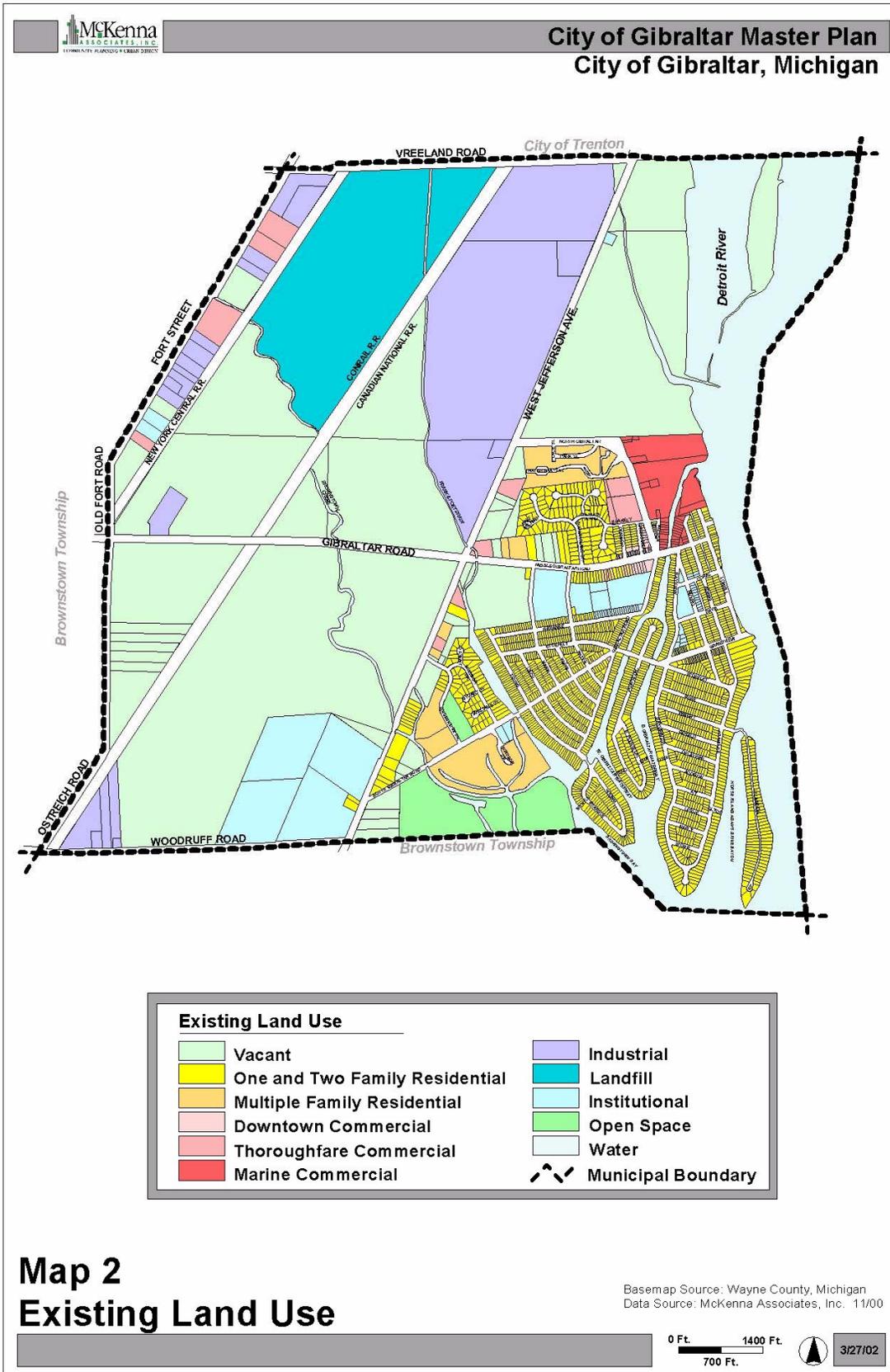
Source: National Decision Systems

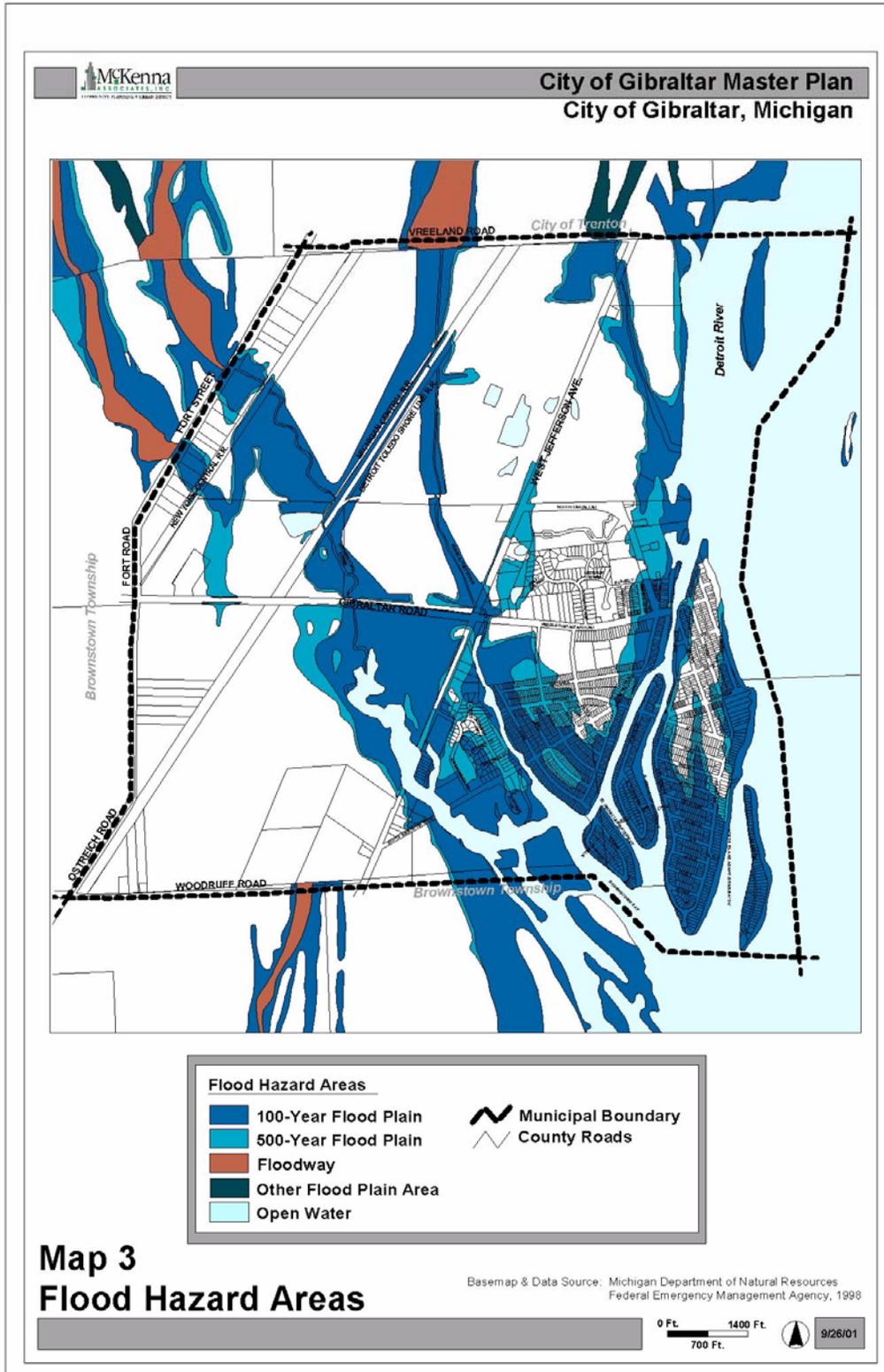
Table 5 compares the occupational characteristics of Gibraltar’s labor force with the County’s. The table generally shows that Gibraltar has fewer people employed in white collar professions, such as management positions, and more people employed in traditional blue collar professions, such as machine operators. For example, in 1998, 9.10 percent of the Cities workforce was employed in Professional specialty occupations, which is 3.32 percent less than the County. Precision production, craft, and repair occupations represent the largest occupation in Gibraltar (14.96%) and third largest in Wayne County (11.32%). The second largest occupational specialty in Gibraltar is Administrative support which employs 466 persons (14.77%). This same category is the largest specialty in Wayne County, employing over 18 percent of the population.

Farming, forestry and fishing represent the largest difference between occupational specialties between the two governmental entities with Gibraltar having 5.12 percent less people employed in this category as compared with the County. Evidence suggests that the Cities occupational characteristics will gradually become more white collar as the Cities educational attainment increases and more new home buyers migrate to the community. As of 1998, less than 50 residents were employed under each of the following occupational categories: Farming, forestry, and fishing, Protective services, and Private household occupations.

Table 5
Composition of Labor Force - 1990

Occupation: Employed persons 16 years and over	Gibraltar	%	Wayne County	%
Executive, administrative, and managerial occupations	196	9.0	85,192	10.1
Professional specialty	231	10.6	104,832	12.4
Managerial/Professional specialty occupation	427	19.6	190,024	22.5
Technician/Sales/Admin and related support occupations	654	30.1	273,050	32.4
Sales occupations	213	9.8	88,285	10.5
Administrative support occupations, including clerical	351	16.1	154,218	18.3
Private household occupations	20	0.9	2,829	0.3
Protective service occupations	39	1.8	21,292	2.5
Service occupations, except protective and household	213	9.8	106,035	12.6
Farming, forestry, and fishing occupations	0	0	4,716	0.6
Precision production, craft, and repair occupations	405	18.6	94,731	11.2
Machine operators, assemblers, and inspectors	170	7.8	80,968	9.6
Transportation and material moving occupations	162	7.4	35,823	4.2
Handlers, equipment cleaners, helpers and laborers	85	3.9	34,263	4.1
Total*		100.00		100.00







Source: Claritas, Inc.; * % totals may not equal 100 percent due to rounding. According to the 1990 census, 78.3 percent of the population had completed high school, and 37.5 percent had some college education and above. The City has a slightly higher average of high school graduates than the State (32.3%), and 1 percent less than the State for those with some college.

Table 6
Highest Educational Attainment of Population 25 Years and Older - 1990

	Gibraltar (%)	Wayne County (%)
Elementary (0 - 8)	3.3	9.5
Some High School (9 -11)	18.4	20.5
High School Graduate (12)	40.8	30.2
Some College (13)	19.8	20.3
Associates Degree	8.5	5.8
Bachelor's Degree	6.9	8.7
Graduate Degree	2.3	5.0

Source: Census Bureau, U. S. Department of Commerce; Claritas, Inc.

As seen in Table 7, an average of 2.73 residents (1990 Census) lived in each household in Gibraltar. By 2000, that figure is estimated to drop to 2.65 people in each household. Lower birth rates and single-parent families partially explain the gradual decline in the number of persons per household. The 1990 census data shows that there were slightly more residents for each household in the City than Wayne County.

There is a substantial increase in the total households in Gibraltar. In fact, 280 more households were found in Gibraltar according to the 1990 Census as compared to the 1980 Census, an increase of 10.49 percent. SEMCOG estimates that the total number of households will increase from 2,670 in 1990 to 2,995 (10.85%) by the year 2000. This estimate may be conservative in light of approved and proposed housing developments discussed above.

Table 7
Households and Persons per Household 1990 - 2000

Total Households			Persons per Household		
Governmental Unit	1990	2000	Governmental Unit	1990	2000
Gibraltar	1,488	1,699	Gibraltar	2.72	2.45
% Change		14.18%		-	11%
Wayne County	780,535	788,873	Wayne County	2.67	2.53
% Change	-	1%		-	5%

Source: Census Bureau, U. S. Department of Commerce; SEMCOG

A significant amount of the Cities households are occupied by married couples with families (64.9%) and non-family (25.8%; typically elderly) households. This correlates with the experienced by 45-54 years old between 1990 and 2000. It is probable that the family household will follow national trends and increase. Additionally, approximately 3.1% of the households are headed by unmarried males and females. This may attribute to the shrinking number of persons per household as females and males are purchasing homes and becoming the single heads of households.

Table 8
Projected Married/Family/Children and Elderly Heads of Household

	Married Couples/Families	%	Non- Family/Elderly	%
Gibraltar	989	64.9	393	25.8
Wayne County	347,692	44.5	237,976	30.5

Source: Claritas, Inc.

c. Summary.

- i. Gibraltar's population will plateau over the next 10-20 years.
- ii. The median age, median household income and educational attainment of the City residents are increasing.
- iii. More people are employed in blue collar jobs relative to the County. It is expected this gap will narrow as the community's educational attainment level increases. Home buyers moving into the City may also significantly change this characteristic.
- iv. The number of households/housing starts gradually increased from 1970 to 1980 and the trend is expected to continually slow. The number of persons per household is decreasing at a rate comparable with national trends.
- v. With the aging baby boomer generation, elderly heads of households will probably increase between the 2000 and 2010 Censuses. These households might need special services. Examples may include meals on wheels, child care facilities, and senior citizen housing.
- vi. As the age of housing increases, the number of demolition permits and/or new housing construction permits may increase. This is due to the attractiveness of a lakefront community to new or second home buyers. The trend of building new homes on existing lots has increased throughout southeast Michigan.

4. Existing Land Use.

Development of Gibraltar has included primarily single family residential development on all of the Cities interconnected island areas, mixed residential development in the mainland portions of the Cities residential area, mixed commercial development in the Cities Downtown Area (centered on the intersection of North, Middle, and South Gibraltar Roads), thoroughfare-oriented commercial and industrial development along Fort Street and West Jefferson, and industrial and landfill development in the Cities northwestern section. The City is bisected by two (2) major railroad rights-of-way, which serve to divide the City physically, and to create a logical area for nonresidential - particularly industrial - development. The northeast and southwest sections of the City are largely vacant, although various developments have been proposed in the former and a series of conservation easements largely protects the latter. The City is not, however, the controlling entity relative to those easements and understands that, if natural resource conservation is to be perpetual in those areas, some level of City involvement and participation may be required in the future. In addition, the majority of the Cities primary east-west thoroughfare, Gibraltar/Middle Gibraltar Road, remains undeveloped along both sides, including nearly all of the land abutting it in the area west of West Jefferson.

Through establishment of a Downtown Development Authority (DDA) and adoption of and subsequent amendments to the DDA's Tax Increment Financing and Development Plan, the City has taken a positive step toward improving the visual quality and features of its commercial core. In only the first few years of revenue generation, the City, through the DDA, has proceeded with property acquisition, participation in facility planning, and is preparing for the installation of the first DDA-funded physical improvements to the area.

The City of Gibraltar encompasses some 2,294 acres, or 3.6 square miles of land area. The existing land uses in the City have been surveyed, and grouped into the following 11 categories, as depicted on *Map 2 - Existing Land Use*:

Vacant, including land without buildings and that may or may not be unbuildable;

One and Two Family Residential, including single family dwellings and duplexes;

Multiple Family Residential, including 3 or more housing units per structure;

Downtown Commercial;

Thoroughfare Commercial;

Marine Commercial;

Industrial;

Landfill;

Institutional;

Open Space; and

Water.

While Gibraltar could be considered as a mature community, less than half of the land area of the City is built upon. This has resulted from a combination of factors, including conservation easements protecting certain vacant property, large tract ownership by single owners, and numerous natural features limitations that arise due to the City's proximity to the Detroit River. See *Map 3 - Flood Hazard Areas*, *Map 4 - Wetlands*, and *Map 5 - Woodlands* for additional information in this regard.

Despite documented natural features limitations, however, the generally increasing price of land combined with the continuously growing demand for new development will eventually, if not very soon, impact remaining undeveloped property in the City of Gibraltar.

A description of each of the 11 existing land use categories follows:

- a. Vacant. Land in this category includes several undeveloped Fort Street parcels, nearly all land between the railroad rights-of-way south and west of the Brownstown Creek, all land flanking Gibraltar Road between the easterly railroad right-of-way and West Jefferson (except for the developed portion of the former McLouth Steel property and the school parcels), the large undeveloped parcel north of North Gibraltar Road and east of West Jefferson (including Humbug Island), several undeveloped West Jefferson parcels, and scattered parcels throughout the rest of the City.
- b. One and Two Family Residential. All land in this category is currently located east of West Jefferson and south of North Gibraltar Road and includes a mix of older waterfront and mainland, as well as newer subdivision type development.
- c. Multiple Family Residential. All land in this category also located east of West Jefferson and south of North Gibraltar Road and is located along or near the City's major thoroughfares. Concentrations of multiple family residential uses exist along North Gibraltar, Middle Gibraltar Road, and South Gibraltar Road, as well as along Kingsbridge Drive between South Gibraltar Road and West Jefferson, north and east of the Brownstown Creek.

- d. Downtown Commercial. Land in this category includes various parcels in the Cities designated Downtown Area, centered on the intersection of North Gibraltar, Middle Gibraltar, and South Gibraltar Roads.
- e. Thoroughfare Commercial. Land in this category includes various parcels located outside the Cities designated Downtown Area and along the Cities major thoroughfares, including West Jefferson Avenue and Fort Street.
- f. Marine Commercial. Land in this category includes many of the parcels north of Middle Gibraltar Road and east of North Gibraltar Road, which contain uses focused on serving the boating community, including residents and nonresidents.
- g. Industrial. Land in this category includes office as well as light and heavy industrial parcels, including several developed Fort Street parcels, one (1) developed Gibraltar Road parcel, and developed portion of the former McLouth Steel parcels, primarily that which is east of the Frank and Poet Drain and north of the intersection between North Gibraltar Road and West Jefferson Avenue.
- h. Landfill. The only land in this category includes an area south of Vreeland Road, north of the Brownstown Creek, and between the railroad rights-of-way that bisect the City.
- i. Institutional. Land in this category includes the current City Hall, Safety Building, DPW Building, and Fire Hall parcels, the Community Center parcel, the elementary and high school parcels, and a few remaining public, religious, and institutional parcels.
- j. Open Space. The only land currently in this category includes the portion of the Metro Park located within the City, generally south of South Gibraltar Road and the Brownstown Creek, and east of West Jefferson Avenue.
- k. Water. This category includes the Detroit River, the Brownstown Creek, and the Frank and Poet Drain, as well as all of the channels, drains, and other watercourses that meander throughout the City.

Existing land uses within the City were surveyed and mapped as part of the 2001 Master Plan Update. As part of the 2001 Update, the entire Existing Land Use Map was updated via field check and observation.

5. **Housing.**

Even though Gibraltar is a relatively small community, it contains a moderate variety of housing types:

- Older, wood-frame housing is found throughout the Cities residential areas, primarily east of West Jefferson Avenue.
- Newer conventional single family neighborhoods are found north of Middle Gibraltar Road, across from Parsons Elementary School, as well as east of West Jefferson Avenue and south and west of the Brownstown Creek.
- Cottage-type dwellings are scattered throughout the Cities residential areas, on both waterfront and mainland lots.
- Newer and larger homes are replacing some of the older cottage-type dwellings as they are torn down due to land values increasing faster than building values.
- Higher density multiple-family housing is located in various locations, generally in proximity to the major roads, such as Middle Gibraltar Road and West Jefferson Avenue.
- Manufactured housing park development is planned near the western edge of the City, south of Gibraltar Road and west of the westerly railroad right-of-way.

According to the 2000 U.S. Census and SEMCOG building permit statistics through January 2000, there are approximately 1,842 housing units in the City. In 1990 there were 431 occupied rental units and 1,148 owner-occupied units. Renter occupied units comprised about 25 percent of all occupied units. In comparison, about 36.1 percent of all occupied housing units in Wayne County as a whole are rental units.

Housing construction from 1990 to present has reduced the proportion of rental housing in the City. From January 1990 to June, 2001 48 new multiple-family units were constructed, according to SEMCOG statistics. In contrast, all new residential construction, 132 new units, during the same time period was single family residential.

- a. Age and Condition. Housing age statistics reveal that one of the periods of greatest growth in Gibraltar was during the 1970's (see Table 9). During this time period over 569 units were constructed. However, more than 55% of the units were constructed prior to 1970, which indicates a large portion of the housing in the city is more than 30 years old.

Table 9
Housing Units by Year Built

City of Gibraltar		
Construction Period	No. of Units	Percent
1989 - Present	180	9
1985-1988	40	2
1980-1984	44	2
1970-1979	569	32
1960-1969	325	18
1950-1959	273	15
1940-1949	209	11
1939 or Earlier	202	11
Total	1,842	100

Source: Census Bureau, U. S. Department of Commerce; SEMCOG

In spite of its age, housing in Gibraltar is in generally good condition. The need for repair and rehabilitation is evident in the older neighborhoods surrounding the City center. Conditions which contribute to the deterioration of housing in this area include the age of the housing, the conversion of some homes originally designed for single-family use into multiple-family dwellings or commercial uses, and the lack of upkeep and maintenance.

Housing deterioration is also evident along certain roads where large lot single-family development has occurred in a somewhat discontinuous pattern. Development in these fringe areas consists of a variety of housing designs and styles, constructed at different periods of time in accordance with different construction standards. Homes, outbuildings, and yards on some of the parcels in these areas have not been consistently well-maintained.

Housing in most other neighborhoods in Gibraltar is in relatively good condition, even though the majority of the housing stock exceeds thirty years of age. Housing at this age typically requires major repairs and replacement become apparent. Thus, maintenance of the housing stock will be increasingly important in future years.

However, due to the attractiveness of living on the waterfront, many of the older homes are being demolished and replaced with new construction. Newer and larger homes are replacing some of the older cottage-type dwellings as they are torn down due to land values increasing faster than building values. Additionally, different building and design standards for new housing may not be consistent with current housing in the area.

- b. Housing Size and Density. Housing size in Gibraltar is significantly below average for Wayne County. This is largely due to the proliferation of multiple family housing units, as well as older and smaller single family housing units.

As indicated in Table 10, one percent of the housing units in Gibraltar have five or more rooms. In comparison, 74.3 percent of the housing units in Wayne County, and 74 percent of the homes in Oakland County have five or more rooms.

Table 10
Size of Housing Units Through 1990

# Rooms	City of Gibraltar		Wayne C.	Oakland C.
	# Units	Percent	Percent	Percent
1	137	8.2	1.3	0.6
2	594	35.7	3.0	2.3
3	684	41.1	8.4	8.0
4	235	26.3	12.7	14.7
5+	12	1.0	74.3	74

Source: Census Bureau, U. S. Department of Commerce

Although Gibraltar compares favorably with the rest of the County in terms of housing size, homes are somewhat larger in the developing northern portion of southeast Michigan. In Oakland County, for example, the median size of occupied housing is 5.7 rooms. In addition, over 74 percent of all occupied housing units within Oakland County have five or more rooms.

The highest density of single-family residential development in Gibraltar is in the older waterfront areas in the eastern portion of the City. The density of proposed developments to date has been comparable to, if not less than, the density of existing residential areas already developed.

Aside from the scattered residential development on agricultural lands, the lowest density of existing single-family development is along such roads as West Jefferson, Woodruff, and Ostreich Roads. Lots along these roads typically range between one-half and one acre in size. Most parcels along these roads are not within platted subdivisions, and consequently they range in size from less than an acre to five or more acres in size. Along the waterfront, though, it appears the land has been divided to maximize the number of parcels having waterfront property.

Higher density multiple-family development has occurred along major roads in Gibraltar, for example, on both sides of Middle and South Gibraltar Roads. Multiple-family development consists of predominantly two-story apartments.

- c. Projected Long Term Housing Demand. The SEMCOG population projection set forth in the Population Analysis indicates that the population of Gibraltar is expected to increase by 112 residents to 4,409 by the year 2020. To accommodate a net population increase of residents, an additional 41 (2.72 persons per unit) housing units would have to be constructed by the year 2020 if Gibraltar continues with the same vacancy rate of 5 percent. This should be easily exceeded, since 322 housing units are proposed to be built as of July 2001.

If the existing percentage of renter and owner-occupied housing is maintained in the future (approximately 25 percent renter occupied), then 2 of the projected 41 housing units will be rental units, and 38 will be owner-occupied units. In addition, based upon the current residential projects proposed in the area, there will be a sufficient amount of housing stock within the City to provide for the projected growth. Additionally, sufficient land area exists in various locations throughout the City to accommodate housing needs.

- d. Analysis of Multi-family Housing Needs. More than 27 percent of the housing within the City consists of multiple-family housing. With the projected growth proposed in the next 20 years and a current vacancy rate of 5%, there will be a sufficient amount of multiple-family, residential housing available to meet needs.

- e. Analysis of Manufactured Housing Park Needs. The proposed Meadowlands manufactured housing park will occupy 86 acres of land south of Gibraltar Road, at the eastern entrance to the City. As of July 2001, 322 units have been proposed to be constructed. With this added supply, manufactured housing park units will constitute approximately 16 percent of the Cities total housing stock, which is significantly greater than the proportion that has been accepted by the courts as a reasonable supply of manufactured housing park units (10 percent) and far greater than the proportion of manufactured housing park units county wide (approximately 1.5 percent).

The proposed supply of manufactured housing park units will greatly exceed the Cities need for manufactured housing park units. The proportion of the Cities housing stock of manufactured housing park units should not be increased beyond the number that will be provided in the proposed Meadowlands development, because it is desirable to maintain a balance in the supply and quality of housing in the City. A balanced housing stock is necessary for the City to maintain sound fiscal and economic conditions. Manufactured housing park units do not pay property tax on the value of the home, and thus do not contribute to pay for municipal services and facilities in a manner equivalent to site-built homes, which pay property tax on the value of the structure. Because of this large supply of manufactured housing park units and the large proportion that they will constitute of the total supply of housing in the City, this Plan does not designate any additional sites for manufactured housing park development.

- f. Analysis of Single Family Housing Needs. The overall condition of the Cities single family housing stock has been improved by the development of the Island Estates subdivision located in the northern part of the City, north of Middle Gibraltar Road. Other quality single family residential developments have been proposed as well.

- g. Need for a Variety of Housing Types. The preponderance of housing in the City consists of detached single-family residential units. City residents will need a wider range of choices in housing types due to changing demographics and lifestyles. The population is getting slightly older, with the greatest population gain occurring in the 45 to 54 years old age bracket. By the 2010 Census, this group will be 55 to 65, and some will likely be ready to move into a smaller house with little or no maintenance. Townhouses and condominiums are becoming desirable housing types to the mature and to young families who do not have time for house and yard maintenance.

An older population includes fewer people in the childbearing years that require additional City services and housing types. The decrease in number of younger residents will also have an impact on schools and future city services such as parks and recreational programming. Gibraltar residents have a median age of 37.9 years, which is slightly older than the median age of Wayne County residents. Nationally and regionally, the population of most communities is becoming older as the baby boom generation is becoming older. Thus housing for younger families is necessary to attract and retain younger residents in the community.

The City is practically devoid of elderly housing, and maturing residents are currently forced to look outside the community for housing that will accommodate their needs. For example, the Flat Rock Senior Towers would be a common place into which a senior citizen could move. However, seniors may choose to remain in their existing home and bear the burden of upkeep and maintenance. This could impede younger residents from occupying existing housing within the community or searching outside the community for housing that would meet their needs. Both assisted care and independent care facilities are needed. These types of facilities will allow the elderly population to stay in the community next to their friends, family, and loved ones. Keeping the elderly in the community maintains and preserves local knowledge and many economic benefits.

- h. Need for High Quality Residential Design. As new residential developments are proposed in the City in the future, the City should look at quality and variety of housing types and designs available and offered. High quality residential design should be strongly encouraged, as should variety in design and appearance.

6. **Economy.**

- a. Employment by Industry. As a bedroom community, the majority of Gibraltar residents work in a community separate from the one they live in. The employment of Gibraltar residents has a heavy emphasis on manufacturing, services and retail trade. The overall composition of employment is somewhat reflective of trends in Michigan and the nation, yet divergent in a few aspects. Table 11 shows a comparison of employment by industry between Gibraltar and the state of Michigan in 1990.

Table 11
Employment by Industry

	Gibraltar	%	Michigan	%	U. S.	%
Ag., forestry, and fisheries	-	0.0	72,530	1.7	3,115,372	2.7
Mining	-	0.0	10,818	0.3	723,423	0.6
Construction	133	6.1	205,481	4.9	7,214,763	6.2
Manuf., nondurable goods	87	4.0	233,031	5.6	8,053,234	7.0
Manuf., durable goods	615	28.3	793,009	19.0	12,408,844	10.7
Transportation	139	6.4	139,338	3.3	5,108,003	4.4
Comm. and other pub.	85	3.9	88,190	2.1	3,097,059	2.7
Wholesale trade	91	4.2	166,864	4.0	5,071,026	4.4
Retail trade	351	16.1	748,697	18.0	19,485,666	16.8
Finance, insur., real estate	125	5.7	226,708	5.4	7,984,870	6.9
Bus. and repair services	36	1.7	194,961	4.7	5,577,462	4.8
Personal services	69	3.2	110,454	2.7	3,668,696	3.2
Ent. and recreation	26	1.2	49,092	1.2	1,636,460	1.4
Professional Services						
Health services	139	6.4	370,955	8.9	9,682,684	8.4
Educational services	156	7.2	358,336	8.6	9,633,503	8.3
Other prof. and rel. svcs.	67	3.1	241,502	5.8	7,682,060	6.6
Public administration	56	2.6	156,180	3.7	5,538,077	4.8
	2,175	100	4,166,146	100	115,681,202	100

Source: Census Bureau, U. S. Department of Commerce

The manufacturing sector represents the largest total employer of Gibraltar residents. While the city has fewer people on average employed in the manufacturing of non-durable goods, its number of people employed in the manufacturing of durable goods is almost 10% higher than state averages. Non-durable goods are primarily perishable goods which are consumed quickly such as food, while durable goods are not consumed quickly and are long-lasting. Examples of durable goods would be plastic and metal machine parts for the automobile industry. Goods that are neither perishable nor long-lasting such as clothes are often classified as semi-durable. The total percentage of people from Gibraltar that are employed in the manufacturing sector is 32.3%, which is 7.7% higher than statewide averages, and 14.6% higher than the national average. This can be explained by Gibraltar's location in the industrial Midwest. Specifically, its close proximity to Detroit's auto industry has led to a high amount of employment in this sector.

Gibraltar's total share of residents employed in the service sector is 22.7%. This is significantly lower than state and national averages of 31.9% and 32.7%, respectively. Gibraltar's values of 3.2%, and 1.2% for Personal Services, and Entertainment and Recreational Services, respectively, are highly representative of statewide and national averages. On the other hand, the City's share of business and repair services is significantly below state and national averages. Professional and related services, such as health and educational services are also low when compared to Michigan and the U.S.

The City's share of employment in retail trade at 16.1 percent is relatively consistent with state and national averages. The somewhat lower value may be explained by a lack of retail in the area. Given the fact that a large percentage of Gibraltar residents work outside the community they live in, they are more likely to travel further for higher paying jobs in the manufacturing and professional service sectors than retail.

Gibraltar has zero employment in agriculture and mining. The lack of agriculture is primarily a land use issue in the city. While SEMCOG reports that two-thirds of Gibraltar remains as open space, these areas are uncultivated and primarily take on the form of woodlands, wetlands, and open shrub areas. Mining is a very location-specific industry, meaning that geographic regions have either a relatively high or low amount of employment in this sector, depending on their proximity to working mines. Overall, the state of Michigan and the nation as a whole have less than one percent of its total employment in mining.

The City of Gibraltar had 133 people employed in construction in 1990. This is up 1.2% from the value for the state of Michigan, and reflects more closely the national average of 6.2%. In addition; Gibraltar has roughly twice as many people employed in the transportation and communications sectors, as compared with statewide percentages.

Wholesale trade is consistent with state and national averages. Gibraltar's employment in Finance, Insurance, and Real Estate are down from national averages, but consistent with statewide averages. The City's residents are less likely to be employed in public administration than people statewide or throughout the U.S.

The distinguishing characteristics of Gibraltar's industry employment are a high percentage of residents employed in manufacturing and a low amount of residents employed in the service sector. SEMCOG projections show that Gibraltar will begin to follow national trends, with a reduction of employment in the industrial sector, and an increase in employment in the retail and service sectors. The Finance, Insurance, and Real Estate sector is also expected to grow rapidly, but its share of the overall employment in Gibraltar will still be comparatively small.

- b.** Economic Base. Gibraltar's general composition as a residential community has left little opportunity for industry or commerce. Some light industrial and wholesale uses are present along Fort Road, which are buffered substantially from residential uses with green space. Other very light retail and services uses, such as small restaurants and banking, can be found in Gibraltar's downtown. Table 12 shows the relatively small amount of employment and business opportunities that exist in the city. The primary employment sector is Real Estate and Rental leasing. The wholesale, retail, and food service industries each employ less than 100 people.

Table 12
Economic Statistics - 1997

Industry	No. of Estab's.	No. of Employees
Wholesale Trade	4	20-99
Retail Trade	7	20-99
Real Est./Rent. Leas.	4	157
Adm. Supp./WM Tmt.	1	0-19
Hlth. and Soc. Assist.	4	37
Arts, Ent., and Rec.	3	21
Accom./Food Services	9	55
Oth. Svc. ex. Pub. Ad.	2	0-19

Source: U. S. Economic Census, 1997

- i. **Industrial Development.** Though the McLouth Steel Company left Gibraltar 20 years ago, its effects can still be felt. According to the 1977 Master Plan, McLouth Steel was once the sixth largest employer in the downriver area, and by far the largest employer in Gibraltar. What remains now is a large brown field site which is bounded by the City of Trenton to the north, the Frank and Poet Drain to the south, West Jefferson Avenue to the east, and the railroad right-of-way to the west. In 20 years, Gibraltar has been unable to establish any new income-generating forms of commerce or industry to replace this loss. Directly west of the McLouth site is the Countywide Landfill. The connectivity of the two sites creates a large tract of contiguous land that is considered blight by community members. In fact, the landfill site was one of the most common replies by residents at the Visioning Workshop when asked, what do you dislike most about the City of Gibraltar? At the same time, these two sites provide Gibraltar with the greatest amount of redevelopment potential, in terms of both improving the tax base of the community and its general appearance.
- ii. **Retail and Commercial Development.** A primary characteristic of a bedroom community is a lack of commercial and industrial uses in favor of residential and often open space uses. In many cases, residents are happy with this scenario, and indeed may have moved to such a community for this very reason. However, Community Survey results have shown that residents are

unhappy with the lack of retail and commercial services provided in Gibraltar. In fact survey results show that the amount of quality commercial and industrial development and the amount of entertainment opportunities received the lowest ratings for satisfaction levels by community respondents.

This low rating shows community preferences regarding commerce have gone largely unmet. Residents have to travel out of the city for higher order, comparison good services. Comparison goods and services are those that are not purchased every day. People are willing to travel farther to buy them and compare prices. Respondents to the community survey indicated that the Southland Mall in Taylor is the most popular location to purchase comparison goods such as clothing. Gibraltar residents most commonly travel to the cities of Trenton and Wyandotte to receive medical services. Medical services would be classified as higher order services that require a large market threshold to make them economically feasible.

Gibraltar residents also have to travel to other cities to purchase or receive lower order, consumer goods as well. Consumer goods are those that are used daily, such as groceries. Respondents in the Community Survey indicated that they often travel to the cities of Woodhaven and Trenton for groceries and restaurants. The types of services provided in the Gibraltar downtown are relatively small, with some banking opportunities for residents. Community Survey results showed that residents would like to have pharmacy, grocery, and other neighborhood services located in their town.

Residents indicated that there are four areas that they perceive to be the best opportunities for some light commercial development. They are:

Fort Street - With a few exceptions, businesses appear to be less viable, and some of the buildings and grounds are rundown in appearance. Much of the area is dated in appearance, lacks adequate landscaping, and exhibits signs of inadequate maintenance. This area could be upgraded to a mixed-use, non residential corridor.

West Jefferson Avenue - Currently undeveloped green space, community members cited these areas as potential development sites. Given the amount of empty land that exists, these areas could meet the parking standards and market threshold requirements of some lower order retail and service establishments, such as restaurants and drug stores.

Downtown - Respondents from the community survey indicated that they had a strong desire to see their Downtown enhanced and revitalized. The Downtown is not currently well-defined and lacks some of the character that other nearby central business districts possess. Because of certain inherent constraints, Downtown Gibraltar can only accommodate comparatively small specialty retail and service businesses, which do not depend on a steady or large volume of customers or sales for their livelihood. Existing businesses include banking and small restaurant services. Other businesses in the Downtown area operate on an appointment-only basis, and some service businesses have little or no walk-in trade at all.

In summary, the evolving development pattern suggests that the economic health of Downtown Gibraltar depends on a mixture of retail, service, office, and residential uses. Office uses could be located in the Downtown area, and many such uses could be located in converted and renovated houses. Offices for attorneys, medical practitioners, insurance agents, and real estate agents are well-suited for Downtown Gibraltar, because these businesses do not create a severe traffic or parking demand. A small pharmacy or corner grocery store could be feasible to suit community-defined needs.

Marine Commercial Area - This area is primarily developed as a recreation area. Some economic development opportunities could be created with some light river-oriented commercial and entertainment businesses.

- c. Economic Development Trends. Various local, regional, and national trends affect current and future growth of the commercial and industrial sectors in Gibraltar. The potential impact of major economic trends is described in the following paragraphs:
 - i. General Growth Patterns in Downriver. The general direction of growth in Downriver indicates that the opportunities for economic growth in the region will be strong. A 1990 analysis of regional projects and development opportunities found that a significant band of development is taking shape in the central third of the downriver area, generally along the I-75 corridor (Downriver East-West Trunkline Study, 1987, vol. 2 - Data Inventory). A newspaper report further noted that "The Downriver is growing to the south and west, thanks largely to affluent families looking to build new homes instead of buying existing ones"(News-Herald, 12/28/88, p. 10-A). As the leading edge of development in the region continues to expand to the west and south, proposals for new development can be expected in areas near

Gibraltar, such as Flat Rock and Brownstown Township, but little can be expected in Gibraltar given land development constraints.

- ii. **Changes in the Methods of Retailing.** Methods of retailing have changed dramatically since the time when Downtown and many isolated businesses were constructed. Modern retailing standards call for much larger inventory than in the past, spacious sites with off-street parking, and high-visibility. These changes in retailing affect business viability in communities such as Gibraltar, which lack large tracts of land for retail development.
- iii. **Changes in Industrial Processes and Industrial Development Standards.** Industrial operations have changed substantially in the past two decades, creating growth opportunities and rendering certain industrial operations obsolete. Small industrial plants on cramped sites fail to meet the standards of modern industries. In terms of function, most small and medium-size industries no longer rely on rail transportation. Modern industries are concerned about image, availability of space for loading/unloading, availability of space for expansion, and isolation from incompatible residential or commercial uses. Most new industrial development occurs in planned industrial parks. Just as with retail, Gibraltar lacks the quantity of developable land required to effectively try compete for major new industry.
- iv. **Growth in the Service Sector.** Increasingly, industrial commodities are being replaced by knowledge-based and information-based services as the most critical components in the national economy. The result of this trend is the growth of the service sector, including such businesses as information processing, transportation, communications, insurance, financial services, accounting, legal counseling, management consulting, advertising, design services, real estate, marketing, and so forth. The growth of the service sector creates opportunities for development of office-oriented businesses, which are not currently well-represented in the local economy or Downriver as a whole. There may be some small-scale opportunities for economic development in this field due to the fact that it does not require large tracks of land.
- v. **E-Commerce.** The widespread introduction of computerized technology is creating new operating procedures for business organizations. Computers have had a profound impact on commerce, first in the automation of labor, and more recently in the transferring and accessibility of information.
- vi. **Proximity to Metro Airport, Detroit, and Toledo.** These locational factors favor the development of other types of commercial, service, and industrial

facilities in the downriver area. For example, retailers are beginning to realize that by locating their warehouse near the I-75/I-275 interchanges, they have direct access to all portions of the metropolitan area. Similarly, industrial suppliers located in the downriver area can serve industries in both Detroit and Toledo.

d. Conclusions - Potential for Future Growth.

- i. Office-Research-Technology Development. While light industrial uses should continue to fill out remaining undeveloped parcels along the Cities share of the Fort Street corridor, major office, research, and technology redevelopment opportunities exist on two sites in Gibraltar. One is the McLouth site and bordered by West Jefferson, Vreeland, the railroad tracks, and the Frank and Poet Drain; and the other is the site south of the Countywide Landfill and bordered by the Countywide Landfill, both sets of railroad tracks, and Gibraltar Road. Due to the environmentally sensitive nature of both sites, an environmental review by a Certified Professional would have to be done to determine the feasibility and type of development that could occur on these sites. If either or both of these sites could be remediated to a minimum standard, significant industrial redevelopment opportunities could exist for Gibraltar, both in employment and in tax revenues.

Developers cite five major considerations which determine suitable development locations: transportation, labor supply, energy and other utilities, availability of land, and public policy. Additional considerations that are relevant when selecting a specific site include the topography and soil conditions, the direction and composition of population growth, and the types of businesses and industries that are expanding or moving into the area. The following analysis reveals that, when measured in terms of these considerations, these two sites may be suitable for development, provided a minimum amount of remediation work is done.

Access to Transportation - The primary location determinant is convenient access to freeway transportation. Research has shown that over three-quarters of all land developed for such use is located within 2.5 miles of an interstate freeway interchange. A freeway location provides substantial transportation savings, access to an expanded labor market, and an expanded trade area. Immediate access to I-75, which has been described as the state's most important corridor, has served as a major locational determinant for location of many such uses throughout the region.

Labor Supply - The availability of a trained labor force is a need that can be met by the downriver labor force. According to the 1990 Census, a greater proportion of people in Michigan are so employed - about 32 percent - than in any other any State in the U.S. In addition, such uses in Gibraltar would have access to the trained labor markets in more urbanized communities nearer to Detroit and Toledo.

Energy and Utilities - Such uses require a reliable supply of energy and adequate utility services, including water supply and sanitary sewer service. Detroit Edison provides electrical service to the city, and natural gas is supplied by Michigan Consolidated Gas.

Availability of Land - The need for large amounts of land, both for the initial construction and for later expansion, has been cited as one of the key reasons that businesses have moved out of urban core areas. Large sites are needed that are suitable for construction and free from drainage problems. Approximately 200 acres could be made available for redevelopment on the McLouth site.

Public Policies - Research in recent years has documented the relationship between public policies and the ability to successfully operate a business or industry. Public policies with the greatest impact on industry in Gibraltar would be reflected in the adoption of planning and zoning standards for the McLouth site, and the environmental remediation of the site. In addition, economic development tools could be used to lure new business.

This analysis indicates that conditions could be made conducive for industrial growth in Gibraltar. If heavy industry is opposed by the community, other options could be considered. Gibraltar could capitalize on its proximity to heavy manufacturing in Southeast Michigan by luring in a facility that does light manufacturing, light assembly, auto parts supplying and/or just-in-time inventory and warehousing. If carefully planned, these types of businesses could improve tax base and employment opportunities, put the blighted McLouth site back into use, and create a minimal amount of negative impacts on the community that are often associated with industrial uses.

The Countywide Landfill could also be redeveloped in a manner that would improve the overall character and quality of life in Gibraltar. An example could be taken from the Charter Township of Lyon, in Oakland County, which is undergoing a reclamation project for a landfill in its jurisdiction.

The site was formerly owned by Browning-Ferris Industries, and occupied a 5.3 percent of the total land area in the Township's Grand River corridor. The landfill was closed, capped, and is currently being reclaimed for use as a Township park.

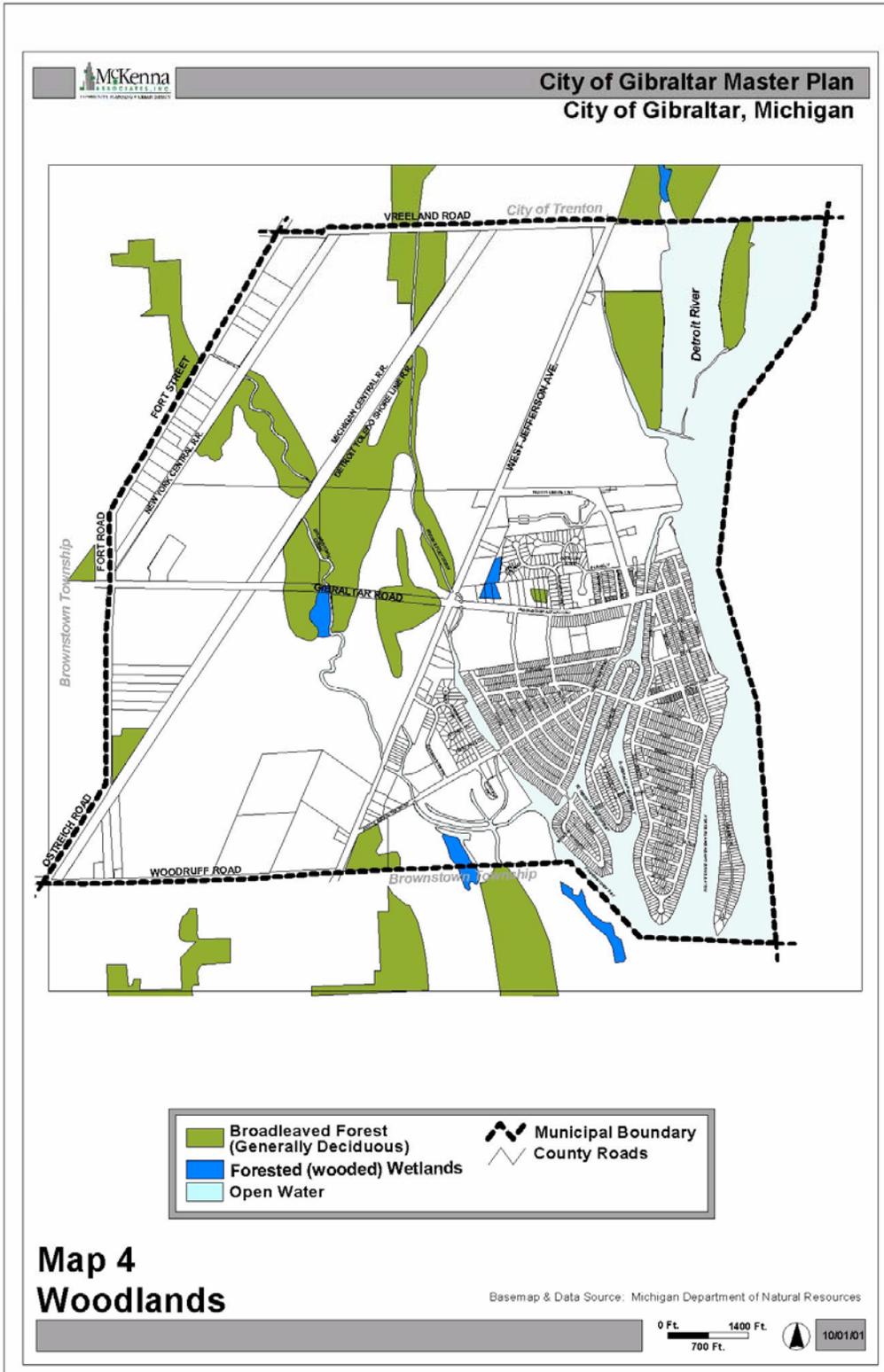
- ii. **Retail and Commercial Development.** Given current market trends for retail and commercial development, it is unlikely that Gibraltar will experience any development on a large scale in terms of shopping and office space. Shopping centers and supermarkets look at three major factors when considering a site.

The Market - Development is directly related to population and average household income. Growth potential is critical in the retail site selection process. While Gibraltar's amount of expendable income is high, there is little room for future growth in the community.

Competition - Even the smallest of shopping centers- the Neighborhood Shopping Center- requires a support population of 2,500 to 40,000 people. Given existing developments in nearby Brownstown Township, Woodhaven, Flat Rock, and Trenton, it is unlikely that any development of this nature could capture an adequate market share.

Accessibility and Visibility - Shopping centers thrive on auto-oriented convenience. As a result, large tracts of land are required with direct freeway/major arterial access. As it is currently zoned, Gibraltar simply does not have the land area to accommodate such a development.

Opportunities for lighter, neighborhood-oriented retail do exist in Gibraltar. According to neighborhood preferences exhibited in survey results and the Visioning Workshop, this is the preferred type of development by community members. As was mentioned earlier in this analysis, there are four major areas with commercial/retail potential. Retail businesses and services would be focused on the Downtown, West Jefferson, and marine commercial areas, while office development could be targeted on Fort Street along with light industrial uses. The Downtown could support light, pedestrian-oriented retail, services, and entertainment, while the West Jefferson location could service auto-oriented development. The marine commercial area would focus on river uses, such as access and storage needs, in addition to entertainment opportunities.



7. **Circulation.**

- a. Overview. Each year, the highways and rail lines that traverse the City move millions of people and several thousands tons of goods. Along with the nearby airports, these transportation systems collectively make up a vital part of the infrastructure that fuels one of the largest regional economies in the country. Even though these transportation systems connect the City to the rest of the region and even the rest of the country, the City has little control or jurisdiction over them. Wayne County and the State of Michigan control and maintain most of the roads.

The local network of streets and thoroughfares is of vital importance for the overall well-being of the City and its residents. The most basic function of local streets is to provide a circulation system by which people and goods can move within and through the City.

Roads and road rights-of-way also provide locations for public utilities, such as water, sewer, gas, electric, and telephone lines. Roads provide the means by which emergency and public services are delivered to residents. Road rights-of-way provide locations for landscaping and parking along commercial strips. Most important, the road system establishes the basic form and character of the City and has significant impact on the local economy and environment.

It is important, therefore, to identify and understand deficiencies in the circulation system, and to prepare alternatives to address those deficiencies. To help better understand transportation strengths and weaknesses, the existing transportation network has been inventoried using the National Functional Classification (NFC) system to identify what agency controls them and to identify potential limitations or constraints in the Cities transportation system.

- b. Road Classification/Jurisdiction. The Federal Highway Administration (FHWA) developed the National Functional Classification (NFC) to classify all highways, streets, and roads according to their function. This system has been in place since the 1960s and is recognized as the unofficial road classification system by transportation engineers and planners around the country. The roads within the City of Gibraltar are under the jurisdiction of three agencies: the Michigan Department of Transportation (MDOT), the Wayne County Office of Public Services, and the City of Gibraltar. The following paragraphs list each category in the NFC and jurisdictions.
 - i. **Principal Arterials.** Principal Arterials are the prominent road type in the NFC hierarchy and are generally known as highways and freeways. These roads also make up the state trunkline system. Principal arterials have

planned right-of-ways of 120 feet or greater, and provide high speed, uninterrupted travel with limited access or restricted access to regionally important urban areas and amenities such as airports. They are the major source for interstate travel and fall under the Michigan Department of Transportation's (MDOT) jurisdiction.

Fort Street is the only principal arterial within Gibraltar. See *Map 6 - Thoroughfare Plan* for additional information in this regard.

- ii. **Minor Arterials.** Minor Arterials are similar in function to principal arterials but they generally carry less traffic and connect to smaller urban centers. These roads are also a part of the state trunkline system. Accessibility is greater than principal arterial roads, but stops are more frequent due to signalized intersections. Minor arterial planned rights-of-ways are usually 120 feet wide and fall under MDOT jurisdiction.

Vreeland Road, Gibraltar Road, and Woodruff Road are examples of east-west minor arterials, and Fort Road, Ostreich Road, and West Jefferson Avenue as north-south minor arterials. See *Map 6 - Thoroughfare Plan* for additional information in this regard.

Overall, the state trunkline system provides excellent north-south transportation for City residents. The north-south orientation of regional circulation system has affected business, employment, shopping patterns, and the local economy in general. The circulation system facilitates interaction with businesses in the Detroit or Toledo metropolitan areas, rather than with businesses to the west.

The east-west regional transportation network is less than adequate. The closest east-west freeway routes are I-94 to the north and M-50 in Monroe County.

- iii. **Major Collectors.** Major collector roads are important intra-county travel corridors and provide service to county seats not on an arterial route, to larger towns not directly served by the higher systems, and to other traffic generators of equivalent intra-county importance. Planned rights-of-way for these roads are generally 120 feet. Major collectors in Gibraltar include North Gibraltar, Middle Gibraltar, and South Gibraltar Roads. See *Map 6 - Thoroughfare Plan* for additional information in this regard.

Such roads are generally spaced at one mile intervals and provide the circulation framework within the City. These roads generally link local

residential roads to the principal and minor arterial road networks. This system also serves as a framework for the location of more intensive land uses.

- iv. **Minor Collectors.** Minor collectors are identified to collect traffic from local roads and private property and bring all developed areas within a reasonable distance of a major collector or arterial road. These roads provide service to less intense land uses and link to locally important traffic generators such as major collectors and arterials.

These roads are maintained by the City of Gibraltar. The network of city roads provides for local circulation within the City of Gibraltar. Minor collectors are generally spaced at half mile intervals in densely populated Cities. Minor collectors are located on and throughout the island residential areas within Gibraltar. See *Map 6 - Thoroughfare Plan* for additional information in this regard.

- v. **Local Roads.** Local roads primarily provide direct access to abutting land and to minor collector roads. Movement of through traffic is usually discouraged on local roads. Local roads in Gibraltar include minor roads in the Downtown area and local residential streets. See *Map 6 - Thoroughfare Plan* for additional information in this regard.

- c. **Circulation System Deficiencies.** The ability of people and goods to efficiently flow without unexpected stops or unprecedented congestion is an important part of the quality of life in a community as well as a vital part to a community's economic well being and growth. Traffic impediments are not a serious problem in the City at this time. However, the road grid and roads were designed to accommodate smaller city transportation demands. If growth and development in surrounding communities continue, the traffic generated may exceed the local roads' ability to handle increased traffic.

The status of the local road system has important consequences in terms of the future land use plan. An inadequate road system can impact on whether the City achieves its development objectives. For example, the lack of good access to some areas of the City has prevented desired residential, commercial, and industrial development. In other areas, continued development without necessary road improvements will result in increasing congestion and traffic conflict on local streets.

West Jefferson - West Jefferson is an example of a road which is experiencing increasing congestion and traffic conflict. Nonresidential development has occurred along the road, generating local traffic. At the same time, West Jefferson is utilized as a thoroughfare for longer through

trips by vehicular traffic. As a result, conflicts have arisen between local traffic which generates many turning movements and higher speed through traffic. These conflicts will intensify as the population increases and the development along West Jefferson continues to occur. Street improvements identified in the Cities Downtown Development Authority (DDA) Tax Increment Financing and Development Plan will help to accommodate the contrasting and conflicting needs of users of this roadway.

Downtown Improvements - Street improvements identified in the DDA Plan would transform the look, feel, and use of all or portions of several streets throughout the DDA area, including not only West Jefferson, but also, North, Middle, and South Gibraltar Roads. Gone would be the wide spans of pavement with shoulders, and they would be replaced with traditional curbed street sections with sidewalks, street trees, and - where feasible - on-street parking. These improvements, with the Zoning Ordinance's DDA District Design Standards, and subsequent additional Zoning Ordinance amendments, will help to provide traffic calming needed to offset future development.

Railroad Rights-Of-Way - A constraint to the development of new roads in Gibraltar is the presence of several railroad rights-of-way. These form a physical barrier that makes it very difficult to provide east-west road connections between the eastern and western portions of the City. Improvements to railroad crossings at Fort, Gibraltar, Ostreich, and Vreeland Roads will be important in order to facilitate better traffic flow not only along the primary east-west roads in the City, but also between the City and adjacent and nearby communities, as well as I-75.

Pavement of Roads - There is a need to ensure that all roads be and remain paved. The only remaining unpaved road in the City is Ostreich Road. While the immediacy of need for this improvement will be less now, due to the limited access development to occur on its east side, its pavement should still be a City goal.

Resources available to the City include traffic congestion data from SEMCOG and accident reports. These reports should be monitored on a yearly basis to determine the safety and total activity, primarily along the West Jefferson corridor.

- d. Resources for Road Improvements. The Cities roads are generally in good repair. Road repair should be prioritized based on condition, safety and use. The City should seek additional grant money than what is provided under Act 51. A new round of the Intermodal Surface Transportation Enhancement Program (ISTEA) legislation has been passed called the Transportation Equity Act for the 21st Century

(TEA-21). Future funding will, however, depend upon Federal appropriations and State grant administration decisions.

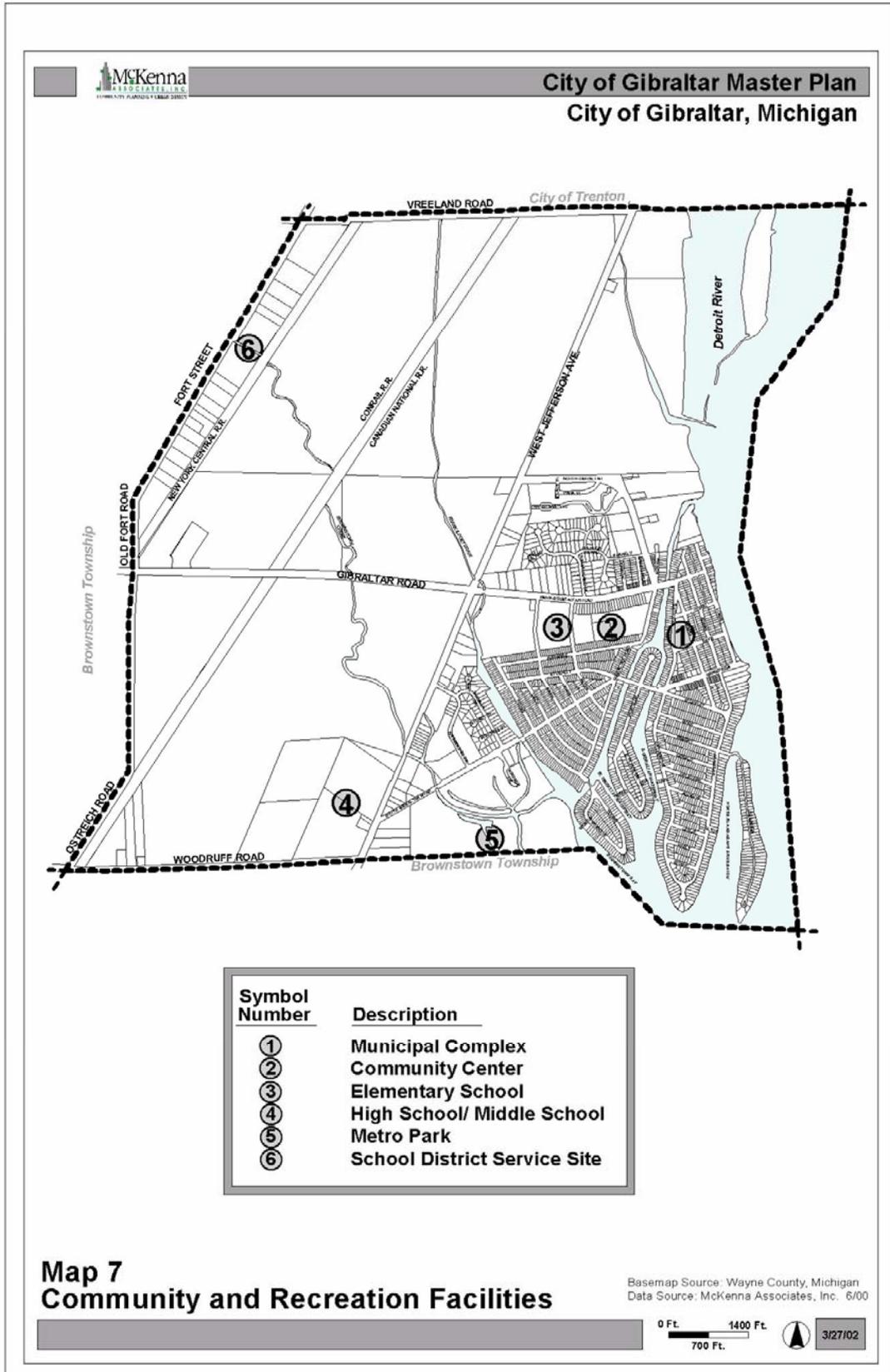
The City should identify roads that need improving, widening and other traffic management techniques such as signalization of intersections, left and right hand turning movements, and turning restrictions. For example, roads planned without left hand turn lanes creates unwanted stacking in an otherwise flowing lane.

- e. Pedestrian Movement. The need for sidewalks and bikeway facilities increases as the population grows. More residents will lead to more traffic, and a well developed pedestrian transportation system is paramount for pedestrian safety. In the future, constructing pathways on certain roads to accommodate non-motorized traffic may be necessary. This is of primary concern along West Jefferson, where the City has cooperated with other communities on development of a Downriver Greenway concept. Other alternatives for facilities for pedestrians and bicyclists include conventional sidewalks, paved shoulders dedicated and marked for bicycle use and separate bicycle pathways next to the road. Linking bike paths to adjacent communities and neighborhoods, such as with the Downriver Greenway concept, will help in providing recreational opportunities for residents of the City and neighboring communities.

Sidewalks should be required in conjunction with development, particularly in new residential developments, and with multiple family, commercial, office-research-technology, and light industrial development. First, developers should be required to install sidewalks along all existing road rights-of-way in conjunction with all new construction. Second, the City should become directly involved in the installation of sidewalks where it can provide elimination of pedestrian/vehicle conflicts, linkages to key centers of community activity, and/or linkages in areas where much of the pedestrian circulation system has been installed.

Priorities for installation of pedestrian circulation facilities in Gibraltar should include the following: pathways (or a combination of bike lanes and sidewalks) along West Jefferson, Fort Street, and other Arterials, new and replacement sidewalks along Major Collectors in the DDA areas consistent with the DDA Plan, new and replacement sidewalks along Minor Collectors and Local Roads in residential areas, and providing pedestrian linkages between the City and the Metro Park to the south of the City.

- f. Public Transportation. Gibraltar residents are not served by a comprehensive public transportation system. Future opportunities for collaboration in regional transportation initiatives should be evaluated for appropriateness to City needs.
- g. Air Transportation. Though the City lacks scheduled air transportation service within its borders, local residents are fortunate to have three airports in the surrounding area that do. Detroit Metro Airport, the main hub for Northwest Airlines, is the largest and busiest of the three. Toledo Express Airport in Toledo, Ohio and Detroit City Airport both provide connector and commuter flights.



8. **Facilities.**

- a. Overview. Local recreational and community facilities were inventoried during site visits and by compiling data from existing City of Gibraltar Plans and telephone interviews. Gibraltar residents have a wide variety of recreational opportunities available to them. The inventory consists of a compilation of parks found in the surrounding region. The inventory is then used to provide an assessment of the Cities facilities compared with state and national standards.

The greatest single recreation resource in the City of Gibraltar is Lake Erie and the Detroit River, which provides approximately 5 miles of waterfront along the Cities east boundary. The waterfront attracts both local citizens and persons from the surrounding communities for boating, fishing, picnicking and other leisure activities.

Community facilities exist for the benefit of the citizens of Gibraltar. The Fire Station, schools, parks, City Hall, and various community facilities provide access to city services and recreation. The purpose of this section is to review and inventory the existing community and recreational facilities in the City. This section will further compare existing facilities to the recommended standard based upon population. See *Map 7 - Community Facilities* for additional information in this regard.

- b. Existing Regional Recreation Facilities. Gibraltar is literally surrounded by thousands of acres of park and recreation land. Within a sixty (60) mile radius from the City, there are five (5) State parks, nine State recreational areas, three (3) State game preserves, twenty (20) Metroparks, and several county parks. These facilities offer every type of recreational facility and programming imaginable. Activities include but are not limited to hunting, camping, horseback riding, skiing, fishing, hiking, walking, nature interpretation, picnicking, boating, and skeet/trap shooting. Many recreational classes are offered including, but not limited to crafts, nature and recreation are available to the public free of charge. Some facilities have cabins and meeting rooms that can be rented by the day.

Twenty (20) area Metro parks are a very important source of recreation in the region. The Huron-Clinton Metropolitan Authority (HCMA) was sanctioned by the Michigan State Legislature in Act No.147 of the Public Acts of 1939, and was approved in 1940 by the residents of Wayne, Oakland, Macomb, Washtenaw and Livingston counties. The Board of Commissioners held its first meeting in 1941, and funding for the Metro parks became available in 1942. The Metro parks are funded principally by a property tax levy, limited to one-quarter of one mill (currently the rate is .2236 mills), and by revenues from vehicle entry fees and other user fees for various facilities such as golf courses.

Lake Erie Metro Park and Oakwood's Metro Park are the closest to Gibraltar residents. Over 1,607 acres of the Lake Erie Metro park lies on the southern City limits and in Brownstown Township to the south of the City. Lake Erie Metro Park includes a marina, boat launch, golf course, wave pool and nature study area. Riverfront Park on West Jefferson in Brownstown provides a public boat launch, fishing pier, picnic shelter and seating areas. Oakwood's Metro Park, located west of the City in neighboring Flat Rock, offers canoeing, fishing, cross-country skiing, a swimming pool, nature trails and a nature center.

- c. Existing Recreation Facilities within Gibraltar.
 - i. City Facilities. The City owns and maintains two parks. A complete inventory of parks and recreation facilities is shown in Table 13.
 - ii. School Sites. The Gibraltar Community School District is also a major provider of recreation services within the City. The District owns a total of 53.5 acres at three (3) school sites. A complete inventory of parks and recreation facilities is shown in Table 13. Although these facilities are designed to meet the needs of school children, the facilities are made available to residents at nights and weekends.
- d. Existing Recreation Facility Analysis. The Michigan Department of Natural Resources (MDNR) adopted a set of standards based on those set by the National Recreation and Parks Association (NRPA). The standards provide a baseline to determine the need for recreational facilities in each community. Recreation facilities serving residents are compared to the MDNR standards in Table 13. These comparisons provide a general idea of deficiencies, but they are not intended to be followed to the letter. Needs of the population vary from one community to the next.

For planning and management purposes, recreation professionals classify park and recreation facilities based on the type of facility and expected usage. Frequently, a six-tier classification system for parks is used, as described below.

- i. Mini Parks. Mini-Parks are small, specialized parks, usually less than an acre in size, that serve the needs of residents in the surrounding neighborhood. A mini-park may serve a limited population or specific group such as tots or senior citizens.

Gibraltar Facilities. An example of a mini-park is the area located adjacent to City Hall. The park contains tot-lot type playground equipment, a swing set and open space.

Recommendations. The NRPA recommends 0.25 to 0.50 acres of mini-park per 1,000 residents. Many upgrades, including removal of the existing pea gravel and replacement with fibar to make it safer for children's use.

- ii. **Neighborhood Parks.** Neighborhood parks are typically multi purpose facilities that provide areas for intensive recreation activities, such as field games, court games, crafts, playgrounds, skating, picnicking, etc. Neighborhood parks are generally 15 acres or more in size and serve a population up to 5,000 residents located within 1/4 to 1/2 mile radius from the neighborhood they serve.

Gibraltar Facilities. See Community Parks below.

Recommendations. One to two acres of neighborhood parks are recommended per 1,000 residents. While additional neighborhood parks are not warranted at this time, space for additional open space and play grounds should be set aside in the western portion of the City if additional new residential homes beyond those in the proposed manufactured home park are built west of West Jefferson.

- iii. **Community Parks.** Community parks typically contain a wide variety of recreation facilities to meet the diverse needs of residents from several neighborhoods. Community parks may include areas for intense recreation facilities, such as athletic complexes and swimming pools. These parks usually contain other facilities not commonly found in neighborhood parks, such as nature areas, picnic pavilions, lighted ball fields, and concession facilities.

Gibraltar Facilities. Hy-Dahlka Park is located in the center of the city behind the Community Center. The park contains two (2) covered picnic areas, a sled hill, basketball/tennis courts, tot-lot type playground equipment and a baseball field.

Recommendations. The NRPA's standard requirement for community parks is 5 to 8 acres per 1,000 residents. Active recreation facilities typically found in a community park are lacking in the community. There is a shortage of adequate ball fields within the City and overuse of existing facilities as the population continues to grow, demand for these facilities will increase. The City is pro-actively working with the school district to develop a new sports complex within Civic Center Park to meet existing and future recreation needs of the

population.

- iv. **Regional/Metropolitan Parks.** Regional parks are typically located on sites with unique natural features that are particularly suited for outdoor recreation, such as viewing and studying nature, wildlife habitats, conservation, swimming, picnicking, hiking, fishing, boating, camping and trail use. Many also include active play areas.

Gibraltar Facilities. Gibraltar is served by over 50,000 acres of regional parks, including many State, County and Metropolitan parks.

Recommendations. Regional parks typically serve several communities within a one hour drive. The City of Gibraltar is surrounded by an abundance of regional facilities within a short driving distance, including Oakwood's and Lake Erie Metro parks.

- v. **Special Use/Conservancy Parks.** Special use recreation facilities are typically single-purpose recreation facilities, such as golf courses, nature centers, outdoor theaters, interpretative centers, or facilities for the preservation or maintenance of the natural or cultural environment. Protection and management of the natural/cultural environment may be the primary focus with recreation use as a secondary objective.

Gibraltar Facilities. Although none exist within the City, Lake Erie Metro Park, located south of the City, provides a variety of special use/conservancy areas.

Recommendations. Property located in the northeastern portion of the City has the potential of becoming a land/nature conservancy for use by the public. Additional land in the northern portions of the City (McLouth Property) could feasibly be converted into a special event/public facility (i.e., a golf course).

- vi. **Passive Parks.** The primary purpose of passive areas is to provide relief from highly developed residential and commercial neighborhoods. Facilities may include sitting areas and other pedestrian amenities, landscaping, monuments and fountains, and historical features.

Gibraltar Facilities. Many passive areas and walking trails are being developed through the use of Metro parks.

Recommendations. The DDA is working to improve the appearance

of the downtown with the installation of urban plazas and decorative lighting.

- vii. **Linear Parks.** A linear park is any area developed for one or more modes of recreation travel, such as hiking, bicycling, snowmobiling, cross-country skiing, canoeing, horseback riding, and pleasure driving. Built along natural corridors, such as utility rights-of-way, abandoned railroad easements, bluff lines, vegetation patterns, and roads that link other components of the recreation system or community facilities, such as schools, libraries, commercial areas, and other park areas and desirable site characteristics may be developed into linear parks.

Gibraltar Facilities. While no linear parks exist in the City of Gibraltar, the closest thing to linear parks within the City are the channels and waterways throughout the City that lead to the Detroit River and Lake Erie, which provide a recreation amenity for City waterfront residents.

Recommendations. Potential development of non-motorized trails exists as part of the Downriver Greenways Initiative.

Table 13 summarizes recreation and park facilities in the City, compares them to established MDNR/NRPA standards, and notes where surplus and deficiency situations exist.

Table 13
Recreation Facilities Evaluation - City of Gibraltar

Facility Type	Recomm. Stds. ¹ (unit)/pop.	Existing City Facilities	Existing School Facilities	Total Existing Facilities	Recomm. Need ^{2,5}	Surplus/ (Defic.)
Basketball Crts. ^{3,6} (#)	1/5,000	2	6	8	1	7
Tennis Courts (#)	1/2,000	1	6	7	3	4
Volleyball Courts (#)	1/5,000	0	5	5	1	4
Baseball Fields (#)	1/5,000	1	2	3	1	2
Baseball w/lts. (#)	1/30,000	0	1	1	1	-
Softball Fields (#)	1/5,000	1	3	4	1	3
Football Fields (#)	1/20,000	0	1	1	1	-
Soccer Fields (#)	1,10,000	0	1	1	1	-
Golf Courses ⁴ (9 h.)	1/25,000	0	0	0	1	(1)
Golf Courses ⁴ (18 h.)	1/50,000	0	0	0	1	(1)
Driving Range (#)	1/50,000	0	0	0	1	(1)
Swim. Pool/In. (#)	1/20,000	0	1	1	1	-
Swim. Pool/Out. (#)	1/40,000	0	0	0	1	(1)
Ice Rink/In. (#)	1/50,000	0	0	0	1	(1)
Ice Rink/Out. (#)	1/20,000	3	0	3	1	2
Archery Range (#)	1/50,000	0	0	0	1	(1)
Run. Track (1/4 mi.)	1/20,000	0	1/4 mi.	1/4 mi.	1/4 mi.	-
Playgrounds ⁸ (#)	1/3,000	2	4	6	2	4
Picnic Areas (#)	none	2	0	2	-	2
CC Ski Trails (mi.)	1/10,000	0	0	0	1 mi.	(1 mi.)
Nature Trails ⁷ (mi.)	1/20,000	0	0	0	1 mi.	(1 mi.)
Sledding Hills (#)	1/40,000	1	0	1	-	1
Bicycle Trails (mi.)	1/40,000	0	0	0	1 mi.	(1 mi.)
Horse. Trails (mi.)	1/50,000	0	0	0	1 mi.	(1 mi.)
Mini-Parks (ac.) ¹¹	0.25/1,000	n/a	n/a	0.25 ac. ⁹	1.25 ac.	(1.00 ac.)
Neighb. Parks ¹³ (ac.)	1.0/1,000	n/a	n/a	11.23 ac. ⁹	4.26 ac.	6.97 ac.
Comm. Parks ¹⁴ (ac.)	5.0/1,000	n/a	n/a	76.38 ac. ⁹	21.32 ac.	55.06 ac.
Regional Parks (ac.)	5.0/1,000	n/a	n/a	- ¹⁰	n/a	n/a ¹²
Special U. Parks (ac.)	varies	n/a	n/a	-	n/a	n/a
Linear Parks (ac.)	varies	n/a	n/a	0 ac.	n/a	n/a

Source: Gibraltar Department of Parks & Recreation; Gibraltar School District

Footnotes to Table 13:

- 1 Recommended unit of each facility per unit of population (NRPA/MROS).
- 2 Based on population of 4,264 per Census 2000.
- 3 2 backboards considered equal to 1 court for purposes of this analysis.
- 4 Includes public and private courses.
- 5 Rounded up to nearest whole number.
- 6 Not regulation courts (located at elementary schools, 2 courts, etc.).
- 7 May be satisfied by regional facility.
- 8 Includes Elementary Schools
- 9 Includes all existing acreage.
- 10 Not determined.
- 11 The need for mini-parks is also addressed partially by subdivision
common areas, apartment and condo recreation areas (acreage not
determined).
- 12 It would be misleading to assess the adequacy of regional park resources
based on recommended acreage for the Cities population, since the regional
resource must serve a much broader segment of the metropolitan area.
- 13 Includes Parsons Elementary School
- 14 Includes Community Center Park (14.88 Acres; Parsons Elementary School
(10.23 acres); Carlson High School & Shumate Junior High (51.27 acres)

- e. Recreation Programs. A variety of organized recreation programs are made available to City residents by local organizations. Table 14 summarizes the Parks and Recreation Department program offerings throughout the year.

Table 14
Recreation Programs - City of Gibraltar

Activity/Program	Youth	Adult
Aqua Exercise		T
Baseball	T	
Basketball	T	
Dance	T	
Karate	T	T
Punt, Pass, & Kick	T	
Over 50 Club		T
Softball	T	T
Summer Parks Program	T	
Swimming	T	T
Teen Programs	T	
Travel Trips		T

Source: Gibraltar Department of Parks & Recreation; Gibraltar School District

- f. Recreation and Park Facility Deficiencies and Recommendations. Table 13 compares the existing community park land acreage to recommended standards, based on current and projected population. The figures indicate that if the school sites are counted in the park acreage figures, the City exceeds the recommended acreage of park land for neighborhood and community parks, but is lacking in acreage for mini-parks for the current and projected population.

The raw numbers do not address the geographic distribution or quality of existing parks and recreation facilities. Upon closer examination, deficiencies or limitations are apparent because of location, accessibility, maintenance, level of development and individual size of existing park lands. These include the following:

- i. Reliance on School Sites. Cooperation between the City and the school districts provide for efficient use of park land. However, some scheduling

conflicts exist between school sessions and school year programming at existing City and School facilities. Moreover, there are limitations associated with utilizing the school sites because use of the facilities are first available to school athletic teams and scheduled programs, and then open to the general public on a request basis.

- ii. Barrier-Free Facilities. Existing play equipment located at some park sites is not accessible to children with disabilities. Modern equipment with transfer points and ramps, resilient surfacing, and accessible pathways are required to ensure integrated play by all residents of the City.
- iii. Programs. Program deficiencies identified by recreation staff and community residents include a more viable senior citizens recreation program/opportunities.
- iv. Facility Development. Only one mini-park is located in the City. At least one lot (up to one acre) should be set aside as a mini-park in new developments to serve the immediate residents of that development. Future park sites should be identified in areas where significant residential development is anticipated. Acquisition strategies and potential funding sources should be identified when the current Recreation Master Plan is updated.
- v. Administration. Since a mix of City and School facilities and programs meets several current needs, areas for joint cooperation and administration should be explored, including the possibility of a joint authority.
- vi. Maintenance. Low maintenance programs must be set up to ensure continued upkeep of existing and new equipment and facilities.
- vii. Protection of Open Space. Residents would like to see greenways and pedestrian and bikeway corridors established linking major open space with parks and community facilities within the City to other recreation facilities in the region. Protection of open space is important for the ecosystem and natural habitat.

Table 13 compares facilities available to recommended standards, based on a current population of 4,264. Golf courses, outdoor swimming pools, and a bicycle trail have been identified as facilities that are lacking in the community based on national and state standards. Some deficiencies may be addressed by recreation resources in adjacent communities or by regional parks.

A continuously updated 5 year Recreation Master Plan will help the City to set recreation priorities, identify potential funding sources, and focus attention to recreational facilities with the greatest needs.

- g. Public Schools. The City is served by one (1) school district, the Gibraltar School District, which includes areas outside of the City located in portions of the adjacent communities of Brownstown Township, Rockwood, Trenton, and Woodhaven. School District administrative offices are located on Vreeland Road, west of the City limits, and School District maintenance facilities are located along the east side of Fort Street, south of Vreeland Road, within the City.

Three (3) public schools - Cleo Parsons Elementary, Helen C. Shumate Middle, and Oscar A. Carlson High - are located within Gibraltar. Parsons is located on the south side of Middle Gibraltar Road, midway between West Jefferson and the Middle/North/South Gibraltar intersection. Shumate and Carlson are located on the west side of West Jefferson, at the south end of the City. The School District has three (3) additional elementary schools located outside of the City in adjacent communities.

School enrollment will continue to increase as residential development continues, not only within the City, but in the areas beyond City limits that are located within the School District. The City will need to work with the School District regarding accommodation of modified - and possibly additional - facilities for future School District growth, based on population projections and increased housing starts.

- h. Public Facilities. The Cities community facilities are the structures and lands, public and semi-public, which provide the support services for the citizens and the City. Included are the City Hall, police and fire facilities, hospital, library, and other cultural facilities, sewer and water systems and solid waste disposal systems. This Plan will indicate areas of need and describe their general character.

The Cities last Master Plan noted that the Cities administration building along Munro A...does not meet present and future municipal office requirements.... The earlier Plan went on to cite specific special deficiencies and safety concerns and recommended conduct of a space requirement analysis leading to construction of a New City Hall to serve the Cities long term needs, with ample space for vehicular parking and future expansion.

The same facility conditions and concerns expressed in the earlier Plan still exist today, although nearly twenty five (25) years have elapsed since. The City, for the past few years, has - through a Building Committee - begun the process of evaluating

the issues associated with planning for and constructing and financing a new Municipal Complex. The proposed new facility would combine and house all City functions (except for DPW outdoor storage yard materials) in a single facility, and would replace the City Hall, Fire/Police building, and DPW facility. A separate DPW storage building and yard would be located and constructed in a different location; most likely on Vreeland in the north end of the City, but most importantly separate from the City's core residential areas.

While building and spatial configuration issues associated with this project may be further discussed and refined, the concept of consolidation of services and replacement of outdated and inadequate facilities remains a valid goal and should be further pursued in the future.

Some question has arisen as to whether municipal facilities - when replaced - should remain in their current location, or should be relocated elsewhere in the City, perhaps to DDA-owned land along Middle Gibraltar Road. The DDA Plan, however, clearly recommends - and includes in its project roster - that the Municipal Complex be constructed in its current location.

Issues associated with considering alternate locations for the Municipal Complex include convenience to residents, proximity to areas served, geographic centrality, population centrality, alternate uses and benefits to the City. Should any alternate locations for municipal facilities be given serious consideration in the future, any local decisions should be preceded by a detailed study of these issues relative to competing locations. In the absence of such a detailed study, the already-decided current location choice should be followed and implemented.

9. **Visioning Workshop.**

Approximately 58 residents participated in the March 13, 2001 City of Gibraltar Master Plan Visioning Session held at Gibraltar Community Center. We were impressed by the enthusiasm displayed by those attending. This level of participation is indicative of the pride and close knit community that exist in the City of Gibraltar. The results from the Visioning Session and the Prouds and Sorries Session are provided below:

- a. Top Five Visions. At the conclusion of the Visioning Session, citizens were asked to identify visions of what they would like Gibraltar to look or be like around the year 2021. The following table lists the top five visions as voted on at the meeting.

Table 15

Top Five Visions from Visioning Workshop - City of Gibraltar

Rank	Visions	Votes
1	Keep it just like it is	16
2	No industrial development	15
3	Downtown Development (new City Hall, more businesses, etc.)	14
4	Deeper/dredge the canals	14
5	Cater to the transient boater community/better boater access	13

Source: Visioning Workshop, March 13, 2001

These items will be incorporated into the Goals and Objectives for this Plan.

- b. Visioning Session Results. Each entry constitutes a top vision as voted upon in one of the five small groups. Each small group independently brain stormed to think of as many visions as possible. Then, each group voted on its top five visions. Each member of the visioning session was given the opportunity to vote on the visions by placing stickers on an entry or entries of their choice. Each participant was given a total of three (3) stickers or votes.

The following list contains tabulated results from each entry placed under one of the following categories:

LAND USE

- 12 - *Preserve the Cities open space and natural resources*
- 7 - *Preserve and vitalize open space and waterfront with marina*
- 1 - *Well-planned City: Strict zoning and code enforcement*

ECONOMIC DEVELOPMENT

- 15 - *No industrial development*
- 12 - *Have a vibrant, central downtown*
- 12 - *Develop current downtown area (not DDA); Commercial and community services uses*
- 9 - *Redevelopment of the Downtown*
- 1 - *Fort Street: Develop it*

TRANSPORTATION AND INFRASTRUCTURE

- 1 - *Replace the infrastructure/Pave the roads*

HOUSING

- 1 - *Senior citizen housing opportunities*

PARKS AND RECREATION

- 1 - *Municipal Golf Course at the landfill site*
- 8 - *Bike trail/Greenway B attach to Metro park path system*
- 1 - *Provide a well planned bike path system not at the expense of the homeowner's property*

WATERFRONT DEVELOPMENT/ACCESS

- 14 - *Deeper/dredge the canals*
- 13 - *Cater to the transient boater community/Better boater access*
- 11 - *Maintenance on waterfront/make it accessible*
- 9 - *Waterfront park areas*
- 7 - *Preserve and vitalize open space and waterfront*

WAY OF LIFE/COMMUNITY

- 6 - *Maintain the nautical/seasonal theme*

- 5 - *Maintain small-town atmosphere*
- 3 - *Have a Town Square*
- 3 - *Wouldn't it be nice to live here*
- 1 - *Keep it quietB water carries sound*

PUBLIC FACILITIES

- 3 - *Better police, fire and municipal facilities*

- c. Base Map Vision Session. Participants in the visioning session had the opportunity to map their group's visions on a provided base map. The most common results were as follows:

Preserve the large tracts of land between the railroad, West Jefferson, Gibraltar and Woodruff Road as open space;

Develop or preserve the North West corner of Gibraltar and West Jefferson as woodland, recreation or as a golf course;

Develop Middle Gibraltar Road for downtown uses;

Create a fishing pier near Lowell and Coral Streets;

Preserve the Humbug Marsh area as open space; and

Encourage residential development in the area northeast of the West Jefferson and North Gibraltar intersection.

- d. Prouds and Sorries Session. Participants were asked to identify three items or issues in Gibraltar that made them both proud and sorry about their community. The results of this session were used to develop the visions for Gibraltar's future. Complete lists of all the visions received during the Visioning Session are listed in Table 15.

Table 15-1
Group 1 Top Five Visions from Visioning Workshop - City of Gibraltar

Rank	Visions	Votes
1	Cater to the transient boating community/Better boater access.	13
2	Preserve the Cities open space and natural resources	12
3	Have a vibrant/central Downtown	12
4	Better police, fire, and municipal facilities	3

Source: Visioning Workshop, March 13, 2001

Table 15-2
Group 2 Top Five Visions from Visioning Workshop - City of Gibraltar

Rank	Visions	Votes
1	Keep it just like it is.	16
2	Deeper/dredge canals	14
3	Maintain the nautical/seasonal theme	6
4	Wouldn't it be nice to live here?	3
5	Fort Street: Develop it	1
6	Replace infrastructure/pave the roads	1
7	Keep it quietB water carries sound	1

Source: Visioning Workshop, March 13, 2001

Table 15-3
Group 3 Top Five Visions from Visioning Workshop - City of Gibraltar

Rank	Visions	Votes
1	No Industrial Development	15
2	Maintenance on the waterfront/make it accessible	11
3	Redevelopment of the Downtown	9
4	Bike trail/Greenway - attach to Metro park System	8

Source: Visioning Workshop, March 13, 2001

Table 15-4
Group 4 Top Five Visions from Visioning Workshop - City of Gibraltar

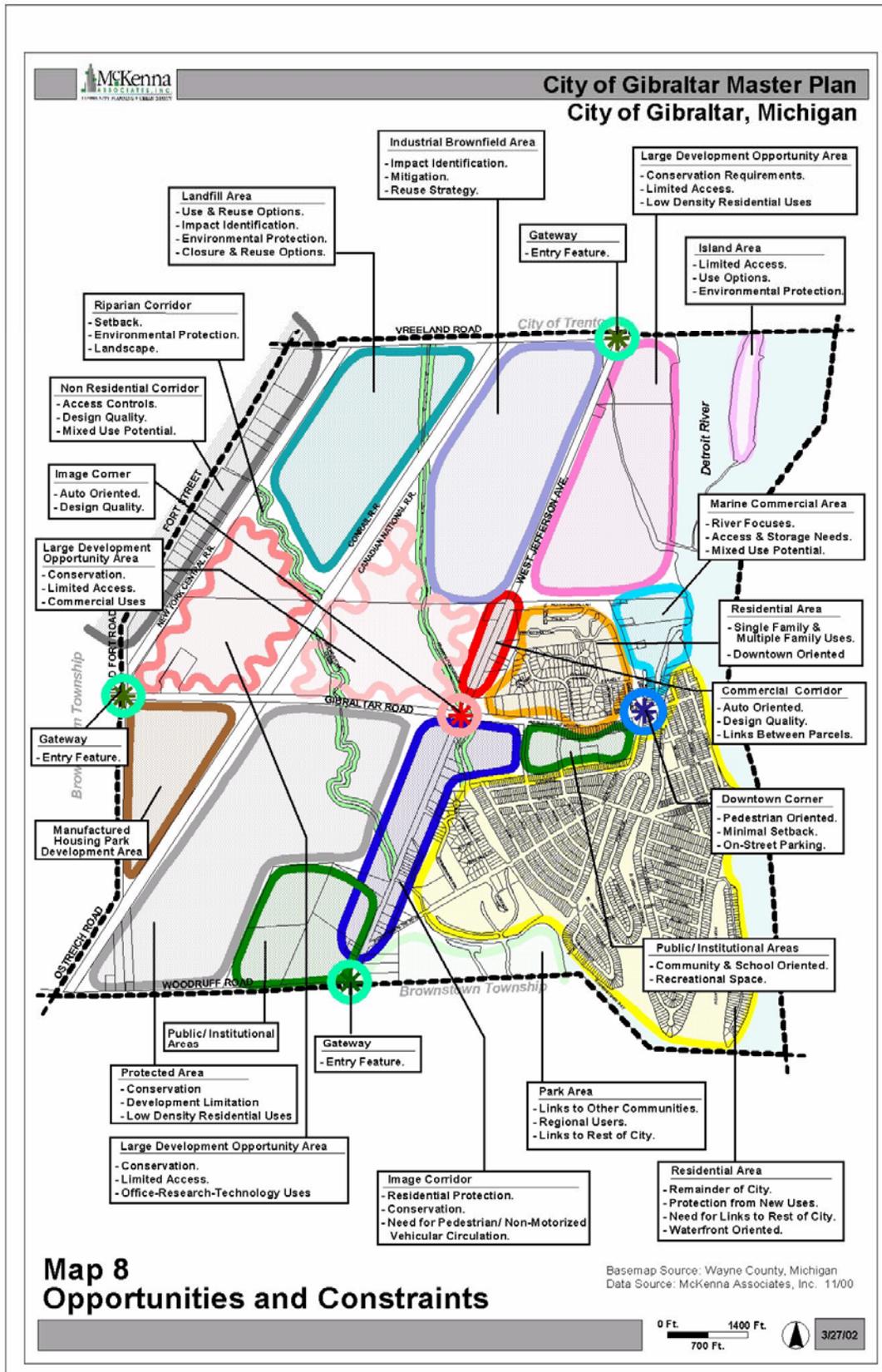
Rank	Visions	Votes
1	Develop current downtown area (not DDA) Commercial and community service uses	12
2	Waterfront park areas	9
3	Have a 'Town Square'	3
4	Senior Citizen housing opportunities	2
5	Provide a well planned bike path system not at the expense of the homeowner's property.	1

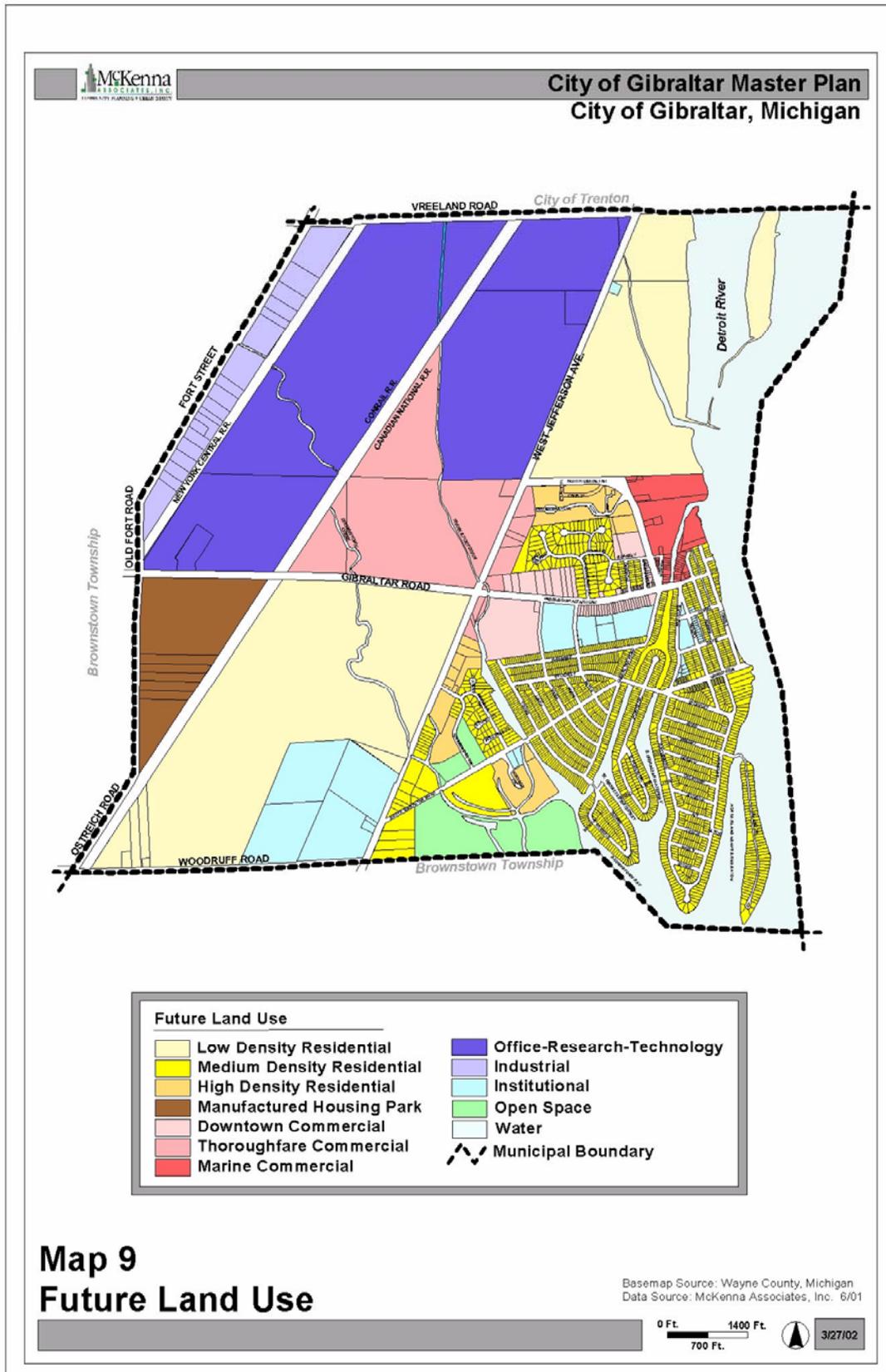
Source: Visioning Workshop, March 13, 2001

Table 15-5
Group 5 Top Five Visions from Visioning Workshop - City of Gibraltar

Rank	Visions	Votes
1	Downtown Development (new city hall, more businesses, etc.)	14
2	Preserve and vitalize open space and waterfront (with marina, boat launch)	7
3	Maintain small-town atmosphere	5
4	Municipal golf course at landfill site	1

Source: Visioning Workshop, March 13, 2001





10. Community Survey.

On March 13, 2001, the City of Gibraltar Planning Commission held a Visioning Workshop. The purpose of the workshop was to involve residents, business and property owners in the process of writing a new Master Plan. Input was taken from various attendees on the direction in which the City should be developed and planned. The input provided will be incorporated into the final draft of the Master Plan.

In conjunction with the workshop, the City distributed approximately 2,000 Community Surveys. Of the 2,000 surveys sent out, 148 or 7% were returned and reviewed. The non-scientific survey asked residents their opinions and ratings on topics such as: police protection, taxes, future land use, and other forms of land and development policy.

The survey will be used as a tool for the development of the City Master Plan and with respect to the future development of the City. This survey should not be viewed as common >public opinion' on all issues listed herein. Following is a summary of Community Survey results:

What do you like most about the City of Gibraltar? (Common answers)
Small town; Close to the water; Low crime; Quiet; Beauty; Boater access

What do you dislike most about the City of Gibraltar? (Common answers)
City politics; Lack of a downtown/business district; Humbug threat; Landfill; Lack of public areas; Zoning code out of date

The following were ranked in terms of quality for the City of Gibraltar. Respondents were asked to circle numbers 1 through 5 with 1 being >Lowest'; 3 being >Average' and 5 being >Highest'. The results are ranked as follows: 1-2 were scored as >Low'; 3 as >Average' and 4-5 as >High'.

Note: The numbers below may not add to 100% due to the fact that some respondents did not provide an answer to nor had no opinion on select questions. Alternate lines have been bold italicized to improve readability.

<u>Rating</u>	<u>Low</u>	<u>Average</u>	<u>High</u>
Overall Appearance	18%	42%	61%
Quality of Life:	9%	24%	60%
General Satisfaction:	15%	27%	54%
Community pride:	6%	33%	48%
Privacy	6%	33%	60%
Raising children	6%	15%	66%
Cost of Pub. Svc.	9%	39%	39%
Property Taxes	18%	39%	39%
Fire Protection	3%	36%	60%
Police Protection	3%	15%	75%
School System	6%	36%	51%
Water Supply	18%	30%	48%
Sewage System	24%	27%	36%
Condition of streets	24%	36%	27%
Volume of Traffic	18%	20%	36%
Signs/Billboards	15%	30%	39%
Refuse collection	3%	18%	63%
Recycling Svc.	6%	18%	66%
Cable Company	24%	39%	27%
Zoning Ordinance	30%	36%	15%
Building Code	18%	33%	30%
Zoning Enforcement	18%	39%	18%
Amount of Commercial/Industrial Development	51%	27%	12%
Entertainment Opportunities	44%	27%	12%
Number of parks	36%	24%	21%
Supply of Moderate Income Housing	12%	27%	33%

Of those completing the survey, over 78% have lived within the City over 6 years, with 66% of the residents living in Gibraltar over 10 years.

Approximately 69% of the respondents moved to Gibraltar from another community within Wayne County/Southeast Michigan

81% of the residents indicated they live in a neighborhood close to downtown or on a lot in a subdivision.

Following are the top reasons why residents moved to Gibraltar:

Liked the area
Nice neighborhood
Friends/Family living in the City
Cost/Value of Purchase

Approximately 12% of the respondents stated they plan on leaving the city in the next 2 years. Common reasons were for retirement to another community.

With respect to growth, 48% of the respondents indicated the city is growing at an acceptable rate. 42% felt it is growing too fast.

The respondents were asked to indicate which community they most often purchase or conduct business in. Top surrounding communities are listed:

Groceries: Woodhaven
Medical: Trenton; Wyandotte
Clothing: Taylor (Southland)
Restaurants: Trenton; Woodhaven
Banking: Gibraltar

With respect to commercial development in the City, 40% of those surveyed indicated they would like to see Neighborhood Convenience Centers and 39% stated they would like to see individual businesses along major streets. Middle Gibraltar Road and West Jefferson were the top locations for businesses as indicated by the respondents.

Top types of businesses the residents would like to see are: 1) Drug Stores (69%); and 2) Grocery Stores (66%). Respondents were able to select more than one type.

With respect to adequate access to recreational facilities, the following were indicated as inadequate. Those not listed were either adequate or the respondent had no opinion on the subject.

Swimming areas/pools;
Bicycle Paths;
Lake/Boating Access;
Natural Areas

A majority of those surveyed indicated they are satisfied with the City Services as they are. The following services were noted as '>willing to pay additional taxes' and were just below (not the majority) the results of '>Satisfied as is' results

Bike Paths/Sidewalks
Emergency Medical Services
Library Facilities

75% of the respondents indicated that the City's natural resources were of the highest importance.

54% of the respondents would not favor a program to permit higher density or more intensive development in certain locations if developers agree to never develop other valuable natural resource areas or wildlife habitats designated by the City. 31% did not have an opinion or did not know.

With respect to development goals for the city, the respondents favored the following:

Neighborhoods with mixed housing types
Emulate the historical character of the city in new residential developments
Traffic calming tools should be used (West Jefferson/Gibraltar/Middle Gibraltar)

Over 85% of the respondents felt the City should purchase land for future City facilities and public uses.

Respondents were asked what type of policy the City should adopt with regard to development. Respondents felt the City should encourage the following:

Downtown Development
Retirement Housing
Neighborhood/Retail Services

The respondents indicated the following types of developments should be discouraged:

Apartments/Condominiums
Subdivisions
Duplexes

The following intersections/areas were indicated as presenting safety/traffic problems:

S. Gibraltar Road/Jefferson
Traffic during peak times around the schools
Speed in residential areas
Trains

In summary, it is clear that the citizens who responded to the Community Survey are satisfied overall with most public services. There were very few, such as emergency medical services, that citizens would be willing to pay extra taxes to support. There appears to be a need for commercial development within the City. The respondents indicated a strong need for grocery, pharmacy/drug stores, and restaurants in the City. This is also prevalent in the answers given for '>where you shop' in the survey. A large number of residents purchase, shop and conduct personal business outside of the city. These results indicate that there is not an adequate amount of commercial business in the area.

The population and census data indicate that the population of the City is aging. This is also seen in the survey where residents note that they would like to see policies that encourage a form of retirement housing and development.

As noted earlier, these Community Survey results, although clearly non-scientific and not necessarily representative of the opinion of the Cities general population.

11. **Future Land Use.**

As part of preparation of this Master Plan, the Planning Commission has concentrated on and discussed at length the characteristics of, the desired and acceptable outcomes for future development of, and the future land use designations for different areas of the City.

Map 8 - Opportunities and Constraints represents an amalgamation of many of the Planning Commission's considered issues and priorities for various parts of the City. Various parts of the City are identified and grouped by similarities, limitations, locational characteristics, and other issues.

Map 9 - Future Land Use represents the Planning Commission's recommendations for future development and redevelopment in the City. Important to note is that, while various areas may have certain future land use designations, the Planning Commission does not want those designations to prevent the City - or other entities as deemed appropriate by the City - from implementing goals and objectives outlined in this Plan. The Planning Commission recognizes that all goals and objectives may not be able to be practically met and that, in some cases where such goals and objective cannot practically be met, future land use designations represent the least unacceptable result and not the ideal solution. For example, because aggressive goals and objectives regarding land acquisition, conservation, and preservation are not assured of success, this Plan cannot be entirely based upon or depend solely upon the success of those goals and objectives.

While the number of categories on the Future Land Use Map has now increased to 12, many of the names and categories have been modified, to delete and combine previously duplicative and unnecessary categories, and to create some new categories that reflect current and future growth trends in the City, as follows, and as depicted on *Map 9 - Future Land Use*:

Low Density Residential;

Medium Density Residential;

High Density Residential;

Manufactured Housing Park;

Downtown Commercial;

Thoroughfare Commercial;

Marine Commercial;

Office-Research-Technology;

Industrial;

Institutional;

Open Space; and

Water.

Purposes for preparation of this Plan have been multi-faceted and have ranged from providing for economically positive development in remaining undeveloped areas of the City, to conserving and preserving natural resources in those same areas, to encouraging and accommodating redevelopment of existing developed areas in a manner that contributes to the Cities economy and meets unresolved resident needs. The changes in the Future Land Use Map reflect the acknowledgment of development and redevelopment potential throughout the City. A description of each of the 12 future land use categories follows:

- a. Low Density Residential. Preferred uses in Low Density Residential areas on the Future Land Use Map include residential and related uses, at a density not exceeding an equivalent of two (2) units per acre, with significant preservation of open space and natural features recommended. This does not mean 1/2 acre lots, but rather development with smaller lots, including attached and detached dwelling units of various sizes, with a density not exceeding that recommended in this Plan, and with the balance of the land respected, conserved, and preserved. Appropriate zoning requirements will need to be drafted to implement this recommendation.

Both large areas within this future land use category possess extensive natural features, and both areas also are somewhat restricted by conservation easements held by the State and/or other regulatory authorities. Both areas are, however, under private ownership and could someday be developed for active use. In the event such development occurs, it is the Cities desire for development to respect, conserve, and preserve - to the maximum extent feasible - the extensive natural resources located in these areas. In addition, it is the Cities desire that any future transfer of any existing easements within the City be used to preserve other natural resources within the City, instead of protecting resources outside the City.

On the Future Land Use Map, approximately 556 acres, or 23.3% of the area of the entire City is designated for Low Density Residential uses.

- b. Medium Density Residential. Preferred uses in Medium Density Residential areas

on the Future Land Use Map include residential and related uses, at a density not exceeding an equivalent of four (4) units per acre, with preservation of open space and natural features recommended. This does not mean 1/4 acre lots, but rather development with smaller lots, including attached and detached dwelling units of various sizes, with a density not exceeding that recommended in this Plan, and with the balance of the land respected, conserved, and preserved. Appropriate zoning requirements will need to be drafted to implement this recommendation.

Areas within this future land use category include the residential core of the City, which is nearly fully developed and built-out. As land and housing values rise, however, it will be important to ensure that the character of existing residential areas is protected and promoted. Excessively or uncharacteristically dense development should not be permitted to occur as infill and redevelopment of existing residential areas. Remaining undeveloped areas should be developed consistent with the character of existing developed residential area in this category.

On the Future Land Use Map, approximately 317 acres, or 13.3% of the area of the entire City is designated for Medium Density Residential uses.

- c. High Density Residential. Preferred uses in High Density Residential areas on the Future Land Use Map include residential and related uses, at a density not exceeding an equivalent of eight (8) units per acre, with significant preservation of open space and natural features recommended. This does not mean 1/8 acre lots, but rather development with smaller lots, including attached and detached dwelling units of various sizes, with a density not exceeding that recommended in this Plan, and with the balance of the land respected, conserved, and preserved. Appropriate zoning requirements will need to be drafted to implement this recommendation.

Areas within this future land use category include existing multiple family residential developments in the City, primarily along North Gibraltar, Middle Gibraltar, South Gibraltar, West Jefferson, and Kingsbridge. Many of these areas have been developed at densities higher than recommended for this category. The reason for this is the City's abundance at the current time of higher density multiple family residential units and developments. Future development and redevelopment should be consistent with this Plan, and should be more in keeping with the amount of high density residential development needed in the City.

On the Future Land Use Map, approximately 55 acres, or 2.3% of the area of the entire City is designated for High Density Residential uses.

- d. Manufactured Housing Park. Preferred uses in Manufactured Housing Park areas on the Future Land Use Map include manufactured housing parks developed consistent

not only with State requirements, but also with any higher standard adopted by the City and allowed by the State for such uses. High density residential development consistent with all recommendations of the High Density Residential future land use category in this Plan will also fit and should be encouraged in this category. As with other categories, significant preservation of open space and natural features is recommended.

The large areas within this future land use category are currently proposed for location of a manufactured housing park and may well be developed as such. The City and the property owners of areas in this category should, however, evaluate all alternatives for development of these areas at recommended densities.

On the Future Land Use Map, approximately 83 acres, or 3.5% of the area of the entire City is designated for Manufactured Housing Park uses.

- e. Downtown Commercial. Preferred uses in Downtown Commercial areas on the Future Land Use Map include a mix of commercial, office, and residential uses, developed in a manner consistent with the Cities DDA Plan and the Cities DDA District Design Standards. Multi-story buildings, located close to the street, with first floor retail commercial uses and other uses above, along with shared accessory parking both on-street and to the rear of the buildings, will best fit in this category. Appropriate zoning requirements, in addition to those already in place at this time, will need to be drafted to implement this recommendation.

Areas within this future land use category include mostly developed, as well as a few undeveloped parcels along North, Middle, and South Gibraltar Roads. Coordinated and consistent development and redevelopment will need to occur to achieve the goals of the Cities DDA Plan, as well as those of this category.

On the Future Land Use Map, approximately 47 acres, or 2.0% of the area of the entire City is designated for Downtown Commercial uses.

- f. Thoroughfare Commercial. Preferred uses in Thoroughfare Commercial areas on the Future Land Use Map include a mix of primarily auto-oriented commercial uses, with some accessory office and other uses where appropriate, developed in a manner consistent with the Cities DDA Plan and the Cities DDA District Design Standards. Single or multi-story buildings, located close to the street, with coordinated parking and access, will best fit in this category. Appropriate zoning requirements, in addition to those already in place at this time, will need to be drafted to implement this recommendation.

Areas within this future land use category include mostly undeveloped, as well as a

few already developed, parcels along West Jefferson and Gibraltar Roads, primarily centered around the West Jefferson/Gibraltar/Middle Gibraltar intersection. Natural features, including the Brownstown Creek, the Frank and Poet Drain, and significant woodland and wetland areas, will need to be incorporated into any development that occurs. Development, as well as any redevelopment, should utilize these natural features as amenities, rather than disturb, remove, and/or mitigate them.

On the Future Land Use Map, approximately 181 acres, or 7.6% of the area of the entire City is designated for Thoroughfare Commercial uses.

- g. Marine Commercial. Preferred uses in Marine Commercial areas on the Future Land Use Map include a mix of primarily water-oriented commercial uses, some (like boat storage) that are heavy commercial in character and even resembling light industrial or warehousing type uses. Efforts should be made, however, to provide for and attract lighter and more retail commercial uses - such as restaurants and other waterfront attractions with waterfront access - in these areas. Multi-story buildings, located close to the water, with on-street and street side coordinated parking, and with provisions for outdoor use and enjoyment, will best fit in this category. Appropriate zoning requirements, in addition to those already in place at this time, will need to be drafted to implement this recommendation.

Areas within this future land use category include mostly developed parcels along North and Middle Gibraltar Roads, extending out to the Detroit River. Additional development and redevelopment should expand the concept of marina and boat storage facility to include retail commercial and some entertainment uses.

On the Future Land Use Map, approximately 36 acres, or 1.5% of the area of the entire City is designated for Marine Commercial uses.

- h. Office-Research-Technology. Preferred uses in Office-Research-Technology areas on the Future Land Use Map include nonresidential and noncommercial uses which have created minimal adverse impacts on the City and its residents, particularly adjacent and nearby residents. Performance standards should be crafted to ensure that this goal is achieved. Light industrial uses which meet such performance standards should be tolerated, but not actively encouraged. Appropriate zoning requirements will need to be drafted to implement this recommendation.

Large areas within this future land use category include areas along Gibraltar, Vreeland, and West Jefferson. Some areas are undeveloped, with significant natural features, and other areas (McLouth property) are developed and will require redevelopment with substantial investment and proper planning. In addition, the Countywide Landfill area is included in this category, which reflects the Cities initial

goals for reuse upon landfill closure. The City should initiate discussion with landfill owners regarding future plans, truck routing, access needs, and areas of mutual cooperation and accommodation.

The City should seek out cooperative opportunities with property owners for development and redevelopment, including the Core Communities Initiative and SmartPark grants and other State and Federal programs. Substantial investment and local participation will likely lead to long term rewards for all.

On the Future Land Use Map, approximately 453 acres, or 19% of the area of the entire City is designated for Office-Research-Technology uses.

- i. Industrial. Preferred uses in Industrial areas on the Future Land Use Map include light industrial and warehousing and storage uses, as well as other uses which meet future performance standards to minimize adverse impacts. Appropriate zoning requirements will need to be drafted to implement this recommendation.

Areas within this future land use category include areas along the Fort Street corridor, which have excellent proximity to rail networks, as well as easy access to I-75 and the regional transportation system. Areas include a mix of developed and undeveloped parcels, and requirements should be modified to maximize land use and land cover for land in this category, not only to attract new industry, but also to accommodate the growth of existing industry on existing parcels.

On the Future Land Use Map, approximately 62 acres, or 2.6% of the area of the entire City is designated for Industrial uses.

- j. Institutional. Preferred uses in Institutional areas on the Future Land Use Map include municipal uses including the City Hall, Community Center, and other City facilities, as well as some parks and playgrounds, schools, and cemeteries. Efforts should be made, however, to provide for growth of municipal, school, and other public facilities. In particular, the City should initiate discussion with the School District regarding accommodation of new schools, as well as growing existing schools, within the City limits. Appropriate zoning requirements may need to be drafted to implement this recommendation.

On the Future Land Use Map, approximately 104 acres, or 4.4% of the area of the entire City is designated for Institutional uses.

- k. Open Space. Preferred uses in Open Space areas on the Future Land Use Map include conservation, parks, and other passive uses, primarily focused upon the land and its natural features, and without built facilities and other improvements. Land in

this future land use category includes the Metro Park near the south end of the City, and this category could be expanded in the future, should land be acquired by the City and/or other parties for other permanent conservation and preservation purposes. The City should measure the citizen's desire for any such land acquisition at an early date and, if such desire exists, identify parcels and areas for future acquisition and conservation and preservation. The limits of land included in this future land use category should in no way be interpreted as an assumption by the City of no public desire for open space conservation and preservation, but rather as a necessary recognition of the rights of current property owners throughout the City. Appropriate zoning requirements may need to be drafted to implement this recommendation.

On the Future Land Use Map, approximately 57 acres, or 2.4% of the area of the entire City is designated for Open Space uses.

1. Water. Uses in Water areas on the Future Land Use Map include the Detroit River, the Brownstown Creek, and the Frank and Poet Drain, as well as all of the channels, drains, and other watercourses that meander throughout the City. The City should evaluate the available means of protection for these important resources and identify necessary changes to achieve desired goals and objectives. Appropriate zoning requirements may need to be drafted to implement this recommendation.

On the Future Land Use Map, approximately 433 acres, or 18.1% of the area of the entire City is designated for Water uses.

12. **Implementation.**

This chapter sets forth goals for the Gibraltar Master Plan. These goals resulted from discussion with the Planning Commission, the Visioning Workshop, and the Community Survey. In response to comments made by the public and the Planning Commission about the City's future, the following Goals and Objectives are presented. These goals include development of the City, land use, housing, the environment, economic development, transportation, community facilities, and recreation. Collectively, these goals and objectives equate to a general consensus or shared vision. Goal statements are general in nature and are ideals toward which the City wishes to strive. They represent the ultimate purpose of an effort stated in a way that is broad and immeasurable.

Implementation measures are workable if there are people in the community with vision and tenacity who are willing to invest the time and effort required to make them work. Community improvement requires a compelling vision, persistence, flexibility to respond to changing needs, opportunities, and circumstances, and an ability to achieve consensus.

The tools and techniques identified are capable of being implemented under current enabling legislation. Legislation has been proposed in recent years that would give communities additional tools to implement land use recommendations, such as transfer of development rights, regional impact coordination, impact fees, and tax incentives. Inasmuch as adoption of any such new legislation is uncertain, this Plan focuses on tools that are available under current law.

The success 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 support and active participation of residents, property owners, and business owners through a thoughtfully prepared public education program.

For example, citizens should be made aware of the need to protect environmentally sensitive areas within the City such as woodlands, wetlands, groundwater recharge areas, floodplains, and unique open space areas. They must be informed about voluntary and regulatory methods of assuring protection of these areas. Efforts should be made to identify the benefits to be achieved from new regulations.

a. General Goals.

- i. *Neighborhoods.* Foster strong, vital neighborhoods to ensure that Gibraltar continues to be recognized as a stable community where families and individuals reside, work, and shop.
- ii. *Master Physical Planning.* Maintain complementary land use relationships

which promote a harmonious, attractive community; preserve natural resources, promote a sound tax base, and provide for manageable traffic volumes.

- iii. *Property Maintenance.* Recognize that the City and its physical resources are dynamic, and aggressively encourage property maintenance and reinvestment.
- iv. *Fiscal Stability.* Promote the development of a financially secure community which can continue to provide all necessary services to its residents and businesses in an efficient manner.
- v. *Land Use.* Promote efficient use of the land and encourage assembly and orderly redevelopment if appropriate land use plans are presented for underdeveloped areas, areas isolated among more intensive uses, or areas which are declining or negatively impacted by nonresidential traffic or incompatible land uses.
- vi. *Planning Innovation and Flexibility.* Encourage innovation in land use planning (e.g., Planned Unit Developments), where innovation would more effectively implement the goals set forth in the Master Plan, achieve a higher quality of development than would be possible under conventional regulations, result in better use of land in accordance with its character and adaptability, result in development that is compatible with surrounding uses, and produce recognizable and substantial benefits for the community.

b. Residential Goals.

- i. *Housing Balance.* Strive for a housing balance that promotes a City image as a high quality single-family residential community, and avoid concentrations of other types of housing that would upset this image, while providing for necessary and proportional inclusion of affordable housing, manufactured housing park development, and housing for senior citizens.
- ii. *Single-Family Neighborhoods.* Retain single-family residential areas as interconnected and quiet neighborhoods through the promotion of safe and efficient internal pedestrian and vehicular circulation systems, maintenance of city-wide public services, and protection from nonresidential impacts.
- iii. *Housing Choice.* Seek a balanced housing stock consisting of a range of housing types and price ranges, to include low-density, high-quality, upscale single-family housing in conventional subdivisions, and high quality

- townhomes and condominiums; provide a sufficient supply of affordable and alternative housing opportunities for elderly residents to encourage them to remain in the community, with examples to include small, single story attached and detached and attached units, independent living, assisted living, and convalescent care facilities.
- iv. *Residential Design Standards.* Create residential design standards to ensure that all future residential development is of the highest quality, creating living environments that are attractive and enjoyable to City residents. To do this, architectural guidelines and subdivision design requirements should be required. Examples of design considerations include open space and other on-site amenities such as walking trails, playscapes, and street trees. New homes should be constructed with the highest quality materials. Housing units and other improvements should be located with sensitivity to natural features and the need to create a stable and secure living environment.
 - v. *Density Relationships.* Developments, if placed in proximity to other developments with different overall densities, should be sensitive to adjacent developments. Exceptions to this goal would be where a higher-density residential development serves as a transition between commercial development and lower-density residential development, or where housing of varying densities is contained within a planned development.
 - vi. *Multiple-Family Development.* Accommodate redevelopment of existing multiple-family areas in a manner consistent with new Plan recommendations and associated requirements; construct new multiple-family housing of the highest quality materials, with buildings and other improvements to be placed on the site with sensitivity to natural features and the need to create a stable and secure living environment; and maintain the quality of existing multiple-family developments through strict enforcement of City ordinances, security, housing inspections, and beautification promotion.
 - vii. *Manufactured Housing Park Development.* Monitor the level of manufactured housing park development and manufactured housing park units to ensure compatibility with levels in surrounding communities; and create opportunities for developers to build high density, affordable housing in Manufactured Housing Park areas through Planned Unit Development standards.
 - viii. *Housing Maintenance.* Encourage housing rehabilitation and require a high standard of property maintenance to perpetuate high quality housing among residents. Participate in the Wayne County Housing Rehabilitation Program

if the need for home maintenance becomes noticeable.

c. Economic Development Goals.

- i. *Economic Development Initiatives.* Continue to develop and apply economic development tools (such as maximization of the DDA, tax increment financing, tax abatements, sharing in the cost of utilities, and special assessment districts) in a prudent and efficient fashion to enhance and maintain a balanced, healthy mixture of business and industry, provided that such programs are consistent with the overall development and financial goals of the City.
- ii. *Economic Development Incentives.* Use economic development incentives chiefly to promote the attraction and retention of office, research, technology, and some light industrial firms, and other types of development which are compatible with the City's goals concerning protection of residential areas and the environment, which generate new employment opportunities (particularly for residents), and which increase the tax base.

d. Commercial Goals.

- i. *Downtown.* Recognize the Downtown as the focus of local commercial and specialty retail activity, office, and housing in a mixed use setting, consistent with the Cities DDA Plan; define and delineate Downtown use areas and link to zoning and development requirements; develop the Downtown by providing business with incentives such as streetscape improvements, low interest rate loans for facade improvements, creative parking, and annual events.
- ii. *Thoroughfare.* Create opportunities for attraction of auto-oriented uses to Thoroughfare Commercial areas through use of planned unit development and other tools, with attention to vehicular and pedestrian access and circulation, and with respect for natural resources.
- iii. *Marine.* Work with property owners to provide new opportunities for attraction of restaurant and entertainment uses to nonresidential waterfront areas within the City, to capitalize on the Detroit River as an economic and natural resource.
- iv. *Appearance.* Ensure that the design of commercial uses in Gibraltar is consistent with the Cities already established design standards, and reflects thorough and careful analysis of the site and a sincere effort to improve the

aesthetic experience.

e. Office-Research-Technology and Industrial Goals.

- i. *Industrial Diversity.* Continue to promote diversity in the City's industrial base through recruitment of office, research, technology, light industrial, and small warehouse uses.
- ii. *Industrial Design Standards.* Promote the location of new office-research-technology parks in attractive settings which will coexist harmoniously with natural resources and with the rest of the community. Future development within planned parks should be encouraged. Planned parks should include an internal circulation system, needed supporting facilities, and adequate land use transitions to other parts of the City.
- iii. *Allocation of Land.* Confine future uses to areas designated the Future Land Use Map along Fort, Gibraltar, Vreeland, and West Jefferson, where some uses have already been established, and where property will most easily accommodate new development or where property is most in need of redevelopment.
- iv. *Utilities and Public Services.* Future development should be permitted only in accordance with the ability to provide required utilities and public services, including public water and sewer services, adequate road construction and maintenance, police and fire protection, and general municipal administrative and regulatory services. The ongoing costs of providing such services should be considered, as well as the costs related to initial construction.
- v. *Obsolete Uses.* Phase out older uses in areas which are incompatible with surrounding uses and development goals for the area.

f. Environmental Goals.

- i. *Wetlands and Watercourses.* Recognize the Detroit River, its channels, the Brownstown Creek, the Frank and Poet Drain, and other watercourses and wetlands, whether currently protected or unprotected, as the most significant natural feature in Gibraltar; promote development that will preserve the natural environment, and maximize visual and physical access for all residents. Explore coordination opportunities with the Greater Detroit American Heritage River Initiative that benefit the City, its residents, its wetlands and watercourses, and its fiscal health and quality of life.

- ii. *Natural Features Protection.* Promote preservation of significant wooded areas, wetlands, and floodplains through the review of development plans, public acquisition of floodplain and other sensitive lands, and utilization of environmentally sensitive areas for storm water control and low intensity uses (such as recreation uses), recognizing a balance must be achieved between natural resource goals and other planning and development goals; and adopt and enforce local ordinances and regulations to achieve this goal. Explore means to ensure perpetual protection of areas with natural resources currently encumbered by conservation easements.
 - iii. *Pollution Control.* Continue to encourage land planning, development patterns and effluent treatment techniques which promote energy conservation and minimize noise and pollution of the air, soil, and water.
- g. Transportation and Circulation Goals.
- i. *Transportation Planning.* Promote transportation improvements consistent with efficient access to community goods and services, public safety and convenience, and consider the capability of the transportation system to accommodate increased traffic produced by development.
 - ii. *Right-of-Way Widths.* Limit development within the existing or planned rights-of-way as indicated on the Thoroughfare Plan, recognizing that it could be several years before certain rights-of-way are acquired; develop flexible guidelines to restrict development within such future rights-of-way where estimated implementation is more than 10 to 15 years in the future.
 - iii. *Road Hierarchy.* Maintain a road system that provides access to all parts of the City, yet restricts the use of neighborhood streets by trucks or extraneous through traffic.
 - iv. *Roadway Aesthetics.* Improve roadways so as to be visually pleasing to motorists, pedestrians, and persons who view the roads from adjoining land; amply landscape road frontage as part of future road improvements.
 - v. *Road Maintenance.* Continue to inventory road conditions and make a maintenance or priority schedule based on current road condition and use.
 - vi. *Pedestrian/Bicycle Transportation.* Sidewalks should be required in conjunction with all new construction, following the standard established in the older neighborhoods. Sidewalks should link residential areas with

schools, recreation areas, commercial districts, and other attractions throughout the City. Multi-use paths, or a combination of bike lanes and sidewalks as appropriate to particular site conditions, should be constructed on all arterials in the City to provide links to adjacent communities and links through the community. In addition, seek out ways to increase pedestrian links to existing waterfront access points, as well as to new waterfront access points if and when they are established.

h. Community Facilities Goals.

- i. *Municipal Facilities.* Continue efforts toward consolidation and improvement of current municipal facilities; adequately investigate suitability of alternative sites if current location does not continue to prove satisfactory.
- ii. *Municipal Services.* Maintain a system of quality municipal services which are responsive and necessary to maintaining the attractiveness and vitality of the City's residential, business, and other districts.
- iii. *Maintenance and Replacement.* Maintain a system completion, ongoing maintenance, and replacement programs based on a continually updated capital improvement program for roads, street lights, sewers, water mains, and other infrastructure elements.
- iv. *School Facilities.* Work with School District officials to identify future needs and provide for new and expanded school facilities within City limits.

i. Recreation Goals.

- i. *Level of Service.* Provide the maximum level of neighborhood and community recreation facilities feasible and programs to meet the needs of all residents, within the physical and financial capabilities of the City.
- ii. *Neighborhood Parks.* Assure that, as the City develops, adequate land is set aside for recreational purposes; if new residential development occurs in Low Density Residential areas shown on the Future Land Use Map, incorporation of adequate neighborhood parks should be encouraged.
- iii. *Waterfront Access.* Consider the waterfront access potential of any new development or redevelopment activities as integral to meeting community recreation needs and utilizing the Cities prime natural and recreation resource. Seek out ways to identify new waterfront access points.

-
- iv. *Park Design and Landscaping.* Enhance the design and aesthetic quality of all parks, recognizing the significance of parkland to the overall character and public image of the City.
 - v. *Coordination with Other Agencies.* Continue to cooperate with other public and private organizations, such as the School District and Huron-Clinton Metropolitan Authority, in providing recreation services and facilities to avoid unnecessary duplication.
 - vi. *Privately-Owned Recreation Facilities.* Encourage privately owned and commercial recreation facilities to locate in the City, provided the type and location of such facilities is consistent with the City's recreation goals; encourage incorporation of active recreation uses, such as a golf course or other recreation uses requiring large land area and/or large buildings, to be located in areas recommended for Office-Research-Technology uses on the Future Land Use Map.
 - vii. *Recreation Facilities Outside the City.* Provide expanded access to important recreation resources outside of the City to increase recreation opportunities for City residents.
- j. Other Goals.
- i. *Condensed Brochure.* Produce a more reader-friendly form of this Plan, as most individuals will not take the time to read a one-hundred page document, and a small brochure with reduced versions of the Future Land Use Map combined with condensed versions of the Goals and Objectives and Implementation Plan sections would make an attractive alternative. Such a brochure could be distributed to individuals at City Hall, or even mailed to residents and businesses in Gibraltar.
 - ii. *Design Standards Manual.* Prepare a design standards manual, for distribution to developers, to describe the types of development desired in the City and the types of natural features and visual resources the City would like to protect, even as development occurs. The benefit of a design standards manual is that it can be used to communicate concepts and ideas that are not appropriate for the Zoning Ordinance. Design issues typically included in such a manual include architecture, building orientation, parking and circulation, landscaping, utilities, lighting, signs, and access management.
 - iii. *Maintain the Master Plan.* Keep the general public informed about the Master Plan and keep the Planning Commission and City Council actively

involved in maintaining it. The Plan should be an active document and continually reviewed and updated. An annual, joint meeting between the Commission and Council should be held to review the Plan and any amendments that may have become necessary. This will help ensure that the Plan is not forgotten and that its strategies and recommendations are implemented. Then, every five years or earlier if the Commission feels appropriate, another full-scale Master Plan update should be undertaken. These steps will not only help keep the public aware of the Plan, but they will also make sure it does more than sit on a shelf and collect dust.

k. Public Policy and Administrative Actions.

- i. *Intergovernmental Cooperation.* Facilitate cooperation between governmental units, with maximum impact to be achieved only if the City is able to achieve cooperation from other units of government. For example, road improvements will affect quality of life, but decisions regarding some City roads are made by the Wayne County Road Commission, Michigan Department of Transportation, and SEMCOG. Clearly, these other agencies must be aware of the Cities land use planning objectives.
- ii. *Development Impact Analysis.* Require impact analyses for new development or redevelopment activities of City-wide impact. Impact analysis is a policy tool that is intended to describe the probable outcome of a proposed development project. Typically, an impact analysis involves the identification, quantification, and evaluation of environmental, economic, social, physical, and other impacts resulting from the development. An impact analysis often will also identify measures that can be taken to alleviate the impacts. For example, a traffic impact analysis would typically identify new signalization, changes in road geometrics, and other measures that might be necessary to accommodate the traffic generated by a proposed development.

An impact analysis is most effective if the City establishes explicit guidelines and then participates with developers in completing the impact analyses. The guidelines should identify appropriate sources of information, formulated to be used in calculating impact, and reasonable assumptions to be used in the analysis.

The benefit of impact analysis is not just in identifying mitigation measures that would profit from developer participation. Impact analysis also benefits the City by identifying future public service capacity problems, by identifying the types of development or features that generate the least

impact, and by providing information to the City that can be used to study and evaluate development over time.

Prior to making impact analysis a requirement, the City must first identify the types of impacts it wishes to evaluate, and it must establish appropriate guidelines for analyzing each impact. Then, the City must determine when an impact analysis is warranted. The need for an impact analysis might be based on the size of the development (proposed number of dwelling units, floor area of non-residential uses), its location (in or near an environmentally sensitive area, on a high-traveled road), or the type of development. One approach might be to conceptually define a "development of City-wide impact" for which development impact analysis would be required.

- iii. *Fiscal Impact Analysis.* Require fiscal impact analyses for certain development or redevelopment activities. Fiscal impact analysis is a special type of impact analysis that involves the projection of direct, current, public costs and revenues associated with a proposed development. It involves a description and quantification of public costs (police, fire, public works, transportation, and educational facilities) that come about as a result of development, as well as the revenues generated from property taxes, user charges, intergovernmental transfers, and other fees.

As with other types of impact analysis, an impact analysis is most effective if the City establishes explicit guidelines and then assists the developer in completing the impact analysis. The guidelines should identify the appropriate method (average-costing, marginal-costing, or econometric), sources of base data, and appropriate demographic multipliers.

Fiscal impact is one of several other types of analyses that the City could complete and/or require of an applicant in the course of reviewing a proposed development proposal. Consequently, the results of a fiscal impact analysis should be just one part of development review and should not be the sole basis for approval or disapproval of a particular land use.

- iv. *Establishing Priorities.* This 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. Consequently, a process for establishing priorities must be established as soon as the Master Plan is adopted. Participants involved in setting priorities should include City staff, the Planning Commission, and other City officials who should be involved in implementation of the Plan.

1. Land Use Controls.

- i. *Subdivision Regulations.* The Subdivision Control Ordinance outlines the procedures and standards used by the City in exercising its authority to review and approve proposed subdivisions, pursuant to the Subdivision Control Act (Michigan Public Act 288 of 1967). Subdivision control ordinances typically require the appropriate design of lots and blocks, subdivision access, and such necessary internal improvements as internal streets and drainage, and water and sewer facilities.

The Subdivision Control Act places restrictions on a municipality's power to approve or reject plats, indicating that a rejection may not be based on any requirement other than those included in Section 105 of the Act. Nevertheless, many legal experts believe that the Act gives municipalities much greater authority than they have typically exercised. Gibraltar's Subdivision Ordinance should be thoroughly reviewed and revised to exercise the City's full scope of authority in regulating subdivision design, environmental impacts, relationship to adjacent uses, and impact on the level of public services.

- ii. *Zoning Regulations.* Zoning is the primary regulatory tool used by the City to implement the Master Plan. According to the City and Village Zoning Act (Michigan Public Act 207 of 1921), zoning shall be in accordance with a plan designed to promote the public health, safety, and general welfare ...” Revisions to the Zoning Ordinance necessary to effect many of the recommendations set forth in this Master Plan deal with conventional zoning procedures, as well as innovative zoning techniques.
- m. Conventional Zoning Procedures.
 - i. *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 principal source of information in the investigation of all rezoning requests.
 - ii. *Planned Development.* Planned development involves the use of special zoning requirements and review procedures that provide design and regulatory flexibility, so as to encourage innovation in land use planning and design. Planned developments should achieve a higher quality of development than might otherwise be possible. Continued use of the planned development is recommended to achieve development in accordance with the goals and objectives of this Plan. Planned development can be used as the

regulatory tool to permit open space zoning or cluster development and to facilitate mixed use redevelopment in the downtown area. Modifications to the Cities current planned development tools will be required to implement many recommendations of this Master Plan.

- iii. *Performance Standards.* Rather than simply regulate 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 air and water pollution. The complexity of the performance standards should be based in part on the capacity of City staff to administer the standards. 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 environmental areas (such as floodplains, wetlands, lakes, woodlands, groundwater recharge areas, and unique wildlife habitats), and natural resource areas (such as forest lands).
 - iv. *Incentive Zoning.* Incentive zoning allows a developer to exceed the dimensional limitations in the Zoning Ordinance if the developer agrees to fulfill conditions specified in the Ordinance. Incentive zoning should be considered to promote innovative land planning techniques identified in the Plan. For example, a possible increase in density can be used as an incentive for developments that implement open space zoning standards.
 - v. *Setback and Other Standards.* It is important to review the required setbacks and other dimensional standards to be certain that they promote the desired type of development. For example, if side or rear parking is preferred, then it may be necessary to mandate a build-to line in the Downtown and other DDA District areas that is close to the front lot line.
- n. Innovative Zoning Techniques.
- i. *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. Thus, the overlay district regulations supplement the regulations of the underlying zoning district. Overlay zoning has been used in other communities to address

special conditions and features, such as historic areas, wetlands, and other environmentally sensitive areas, without disrupting the underlying zoning plan.

- ii. *Open Space Zoning.* Open space zoning is an alternative to conventional zoning that is intended to promote preservation of rural character. The search for an alternative to conventional zoning came with the realization that conventional zoning often results in residential sprawl that consumes large amounts of land and divides open spaces into fragments that are not conducive to agriculture, wildlife habitat, or other rural open space uses.

Open space zoning (also known as cluster zoning) provides for grouping dwellings onto part of the parcel so that the remainder can be preserved as open space. The goal is to devise better use of undeveloped property than results from proceeding on a lot-to-lot basis.

Zoning Ordinance review procedures must be revised to be no more difficult for open space developments than for conventional subdivisions. In fact, the City should consider making open space development mandatory where it is feasible to contribute to the open space network. The City should strive to require new subdivisions to contain open spaces that are connected to and accessible from adjoining subdivisions.

- iii. *Development Agreement.* Although there is no explicit legislative authority for such agreements, many Michigan communities have used development agreements to achieve a mutual understanding between the developer and City concerning the conditions under which development can occur. Development agreements are often negotiated as part of a planned development approval, allowing the community and developer to address complex issues that cannot be adequately addressed on a typical site plan. Development agreements might prove useful to achieve desired developments, especially if or when a mixed use development is proposed.

- o. Capital Improvements Program. A comprehensive Capital Improvements Program should be adopted by the City of Gibraltar on an annual basis. Michigan law (Public Act 285 of 1931, as amended, ' 125.39) requires that A...the Planning Commission, after the Commission shall have adopted a master plan, shall prepare coordinated and comprehensive programs of public structures and improvements. The Commission shall annually prepare such a program for the ensuing six (6) years, which program shall show those public structures and improvements in the general order of their priority, which in the Commission's judgment will be needed or desirable and can

be undertaken within the six-year period. The program should set the Cities priorities for infrastructure improvements, utility upgrades, development and improvement of community facilities, and the purchase of major pieces of equipment. The program should be prepared and adopted by both the Planning Commission and City Council, and then reviewed annually at a joint meeting of both.

Capital programming influences land development decisions. By properly coordinating utility extensions and other capital improvements with its planning and growth management program, the City can control the direction and pace of development. Capital programming should be viewed as more than just a ministerial act. Using the Master Plan to delineate the location and type of development desired and the Capital Improvements Program to schedule the provision of services, the City can inform developers when development of a particular parcel will be encouraged and the type of development that will be allowed.

- p. City Identity. It is recommended that the City, in cooperation with property owners, work toward developing a distinct image and identity for the City. A task force consisting of design professionals (architects and planners), residents, City officials, should be formed for the purpose of defining the appropriate City image and identifying site and building standards that convey the image.
 - i. *Downtown and other DDA Area Enhancement.* The DDA Plan's recommendations should be followed and implemented to improve the aesthetics and appearance of these areas.
 - ii. *Entrances and Gateways.* Along with the Downtown and other DDA Areas, attention must be paid to the various entrance points into Gibraltar. These gateways offer the first impression of Gibraltar to visitors, and also set the tone for the appearance of the rest of the City. These areas should be improved with additional landscaping, decorative street lighting and fixtures, and consistent decorative signs designating the area as an arrival point into the City. A plan to improve these gateways should be prepared to facilitate achievement of this goal.

- q. Economic Development and Redevelopment Mechanisms.
 - i. *Redevelopment with Quality Design.* Redevelopment should occur in a proper manner that ensures they will be aesthetically pleasing and not injurious to surrounding properties and neighborhoods. Design guidelines and standards should be applied to all new commercial developments as well as expansions and renovations.

- ii. *Downtown Design.* The Downtown and other DDA Areas must also be redeveloped if Gibraltar's goals are to be achieved. Care must be taken to maintain Gibraltar's unique Downtown character while simultaneously promoting high-quality, mixed use redevelopment. The City's new DDA District Design Standards should be evaluated to ensure consistency with this Master Plan's recommendations, and with the DDA Plan.

- r. Land Acquisition. Land acquisition is an important supplement to land use regulations as a means of managing growth and protecting natural resources. Land acquisition can be used to control the use of a specific acquired parcel, or it can be used to influence the general growth of the City. Local land acquisition programs are generally funded either by local property taxes (such as a dedicated millage or general fund revenues) or by grant programs. For example, the City could use grant programs sponsored by the Michigan Department of Natural Resources to acquire park land and open space throughout the City.

There are several approaches to acquiring interest in land to advance the goals of the Master Plan. Generally, the City can take direct action to acquire property interest or it can rely on private voluntary land protection efforts.

- i. *Direct Action by the City.* If the City takes direct action, it can acquire property in fee simple or it can acquire a partial interest through acquisition of easements. Fee simple acquisition provides the greatest level of control over the use of a parcel, but it also is the most expensive method of acquisition. In addition to the acquisition costs, fee simple acquisition removes property from the tax rolls, resulting in a decrease in property tax revenue.

Easements are distinct property rights that may be sold separately from other rights to the City. Easements are effective for preserving sensitive lands, providing public access along rivers or greenways, and allowing property owners to obtain income, estate, and property tax benefits for land stewardship while they continue to live on their land.

There are two Michigan statutes that address the issue of conservation easements. The Farmland and Open Space Preservation Act (Public Act 116 of 1974) provides for dedication of an easement to a public entity, such as the City or State. The Conservation and Historic Preservation Easement Act (Public Act 197 of 1980) gives a third party, such as a land trust, the right to enforce an easement. This act assumes that the easement will be perpetual.

Since so many acres of natural resources in the City are the subject of various

conservation easements currently held by the Michigan Department of Environmental Quality (MDEQ), the City understands that those easements - while benefitting the City in many ways - are not under the City's control. The City should periodically monitor the status of existing conservation easements affecting land in the City and should do whatever it can to ensure that, to the extent feasible, any future transfer of any existing easements within the City be used - upon transfer - to preserve other natural resources within the City, instead of protecting resources outside the City. Any other result would have tremendous impact on the City's natural resources, not to mention the recommendations of this Plan. Implementation of this recommendation may require some level of direct action and participation by the City, whether ownership, in-kind service, cash contributions, or other.

- ii. *Private Voluntary Land Protection Efforts.* Instead of taking direct action, the City can encourage and rely on private voluntary land protection efforts. The term "voluntary" has two meanings in this context. First, property owners can voluntarily donate land or easements in the interest of conserving natural resources or natural features. Second, to facilitate the natural resource protection program, private land trusts can be voluntarily established to make use of a variety of land acquisition and conservation techniques. Like local government, land trusts typically rely on fee simple acquisition and acquisition of easements.

Other than acquisition at full market value, private tools available to preserve land include donation of land or bargain sale (acquisition at below full market value); options to buy (often used to secure a parcel of land while funding is being obtained); rights-of-first-refusal (used to tie up a parcel without having to purchase it immediately); leases (temporary control without the expense of acquisition); pre-acquisition by a land trust (the land trust serves as the intermediary for the public agency, such as the City); and conservation investment (in essence, a real estate syndication for the purpose of resource protection).

Several variations on the land preservation techniques described above exist and can be utilized by the City to meet stated goals and objectives.

- s. Special Purpose Districts. Certain recommendations in the Master Plan can be best accomplished using a targeted approach, through creation of special districts. Special purpose districts that may have applicability in Gibraltar include the following:

- i. *Downtown Development Authority.* Michigan Public Act 197 of 1975 provides for the establishment of a downtown development authority (DDA) in the City's business district, upon finding by the City Council that the DDA is necessary "to halt property value deterioration and increase property tax valuation where possible in its business district, to eliminate the causes of deterioration, and to promote economic growth."

The creation of a DDA has the benefit of bringing business people and City officials together in a cooperative setting to address problems in the business district. Act 197 also provides a means of financing the DDA's activities, including a maximum two mill property tax within the district, tax increment financing, and issuance of bonds. In other communities, DDA's have undertaken streetscape and road improvements, utility replacement, acquisition and demolition of blighted buildings, parking lot construction, and other improvement activities. Formation of a DDA has occurred in Gibraltar, and implementation of this recommendation is now underway.

- ii. *Technology Park Development Act.* Michigan Public Act 385 of 1984 provides for the establishment of technology park districts and exemption from certain property taxes for qualified research and development and high technology uses. High technology service activity is defined in the act as a use that "has as its principal function the providing of services including computer, information transfer, communication, distribution, processing, administrative, laboratory, experimental, developmental, technical, or testing services." This act could be an effective inducement for development of the Office-Research-Technology areas designated on the Future Land Use Map in this Master Plan.
- iii. *Local Development Financing Act.* Michigan Public Act 281 of 1986 provides for the establishment of a local development finance authority (LDFFA) to undertake economic development activities that promote manufacturing of goods or materials, agricultural processing, or high technology activity. A typical LDFFA project might involve construction of roads and utilities deemed necessary for a specific manufacturing or high technology development project. LDFFA activities are most frequently financed through tax increment financing or through issuance of revenue bonds that are retired using tax increment revenues.
- iv. *Neighborhood Area Improvements Act.* Michigan Public Act 208 of 1949 authorizes Cities 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 neighborhoods, including special assessment districts and issuance of neighborhood improvement bonds. This act might prove useful in achieving improvements in targeted areas of the City.

- t. 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:
- i. *Dedicated Millage*. Special millages can be used to generate revenues for a specific purpose. For example, one Michigan community has a special land acquisition fund that is supported by a one-quarter mill property tax. A land acquisition fund would be a useful tool to promote open space preservation in Gibraltar.
 - ii. *Special Assessments*. Special assessments are compulsory contributions collected from the owners of property benefitted by specific public improvements (paving, drainage improvements, etc.) to defray the costs of such improvements. Special assessments are apportioned according to the assumed benefits to the property affected. Special assessment funding might prove useful to implement utility and road improvements in the Downtown and other DDA Areas.
 - iii. *Bond Programs*. Bonds are one of the principal sources of financing used by communities to pay for capital improvements. General obligation bonds are issued for a specific community project and are paid off by the general public with property tax revenues. Revenue bonds are issued for construction of projects that generate revenues. The bonds are then retired using income generated by the project (for example, water and sewer service charges).
 - iv. *Tax Increment Financing*. Tax increment financing is authorized by the Downtown Development Authority Act and the Local Development Finance Authority Act. When a tax increment finance district is established, the state equalized value of all properties in the district is recorded. Every year thereafter, the property tax revenue generated by any increase in the total state equalized value is "captured" by the DDA or LDFA to finance the improvements set forth in a development plan. Often, revenue bonds are issued to finance the improvements, and the tax increment revenues are used to repay the bonds. Legislation approved in 1995 reduced property taxes, thereby reducing the effectiveness of tax increment financing as a means of financing public infrastructure improvements.
 - v. *MDNR Recreation Grant Programs*. Michigan Natural Resources Trust

Fund (MNRTF) grants are available for park development and land acquisition. The maximum grant for development varies from grant cycle to grant cycle. In the future, the City may wish to seek MNRTF funding for acquisition of land principally for open space and natural resource preservation purposes.