NORWOOD TOWNSHIP CITY OF CHARLEVOIX CHARLEVOIX TOWNSHIP

MARION TOWNSHIP EVELINE TOWNSHIP HAYES TOWNSHIP

Smart Growth Landuse Planning Initiative

Multi-Jurisdictional
Smart Growth
Land Use Planning Initiative
2004

Charlevoix Area, MI

Charlevoix Area

Charlevoix Township
Eveline Township
Hayes Township
Marion Township
Norwood Township
City of Charlevoix

Major Funding By:

Coastal Management Program
Michigan Department of Environmental Quality

U. S. Department of Commerce
National Oceanic Atmospheric Administration

People and Land
funded by: **W.K. Kellogg Foundation**
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The primary funding for the project was received through the **Michigan Coastal Management Program,** funded by the **National Oceanic Atmospheric Administration, U. S. Department of Commerce.** Secondary funding was received through **People and Land** funded by the **W. K. Kellogg Foundation .**

Special thanks go to Ms Catherine J. Cunningham, Chief, and Christy Fox Weaver of the Michigan Coastal Management Program; and William Rustem, Director, Julie Metty Bennett, and Amy Spray of PAL for supporting the project and working with the community to assure adequate time to complete the project.

Grant funding from PAL could not have been acquired without the assistance of the Charlevoix County Community Foundation that acted as a fiduciary recipient of the funding on behalf of the City. Robert Tambellini, Foundation President, gave both his support to the project and was a participant in the various Initiative meetings.

Charlevoix Township provided Stroud Hall for the several public meetings. The Charlevoix County GIS Department, Chris Blough, GIS Coordinator, hosts the project webpage on their website, www.**charlevoixcounty**.org.

Gerry Harsch
Project Manager

Forward

In the Spring of 2003 the Michigan Coastal Management Program (MCMP) announced the availability of coastal zone related grants, among them land use planning grants. The availability of this grant program provided the City of Charlevoix an opportunity initiate a planning effort which would engage the Charlevoix Area community, the City and the surrounding five townships, in the development of an area wide vision, mission, and land use concept plan strategy. The announced grants required a limited ten (10) percent match by the grantee.

In April of 2003, the City, with the support of the township planning commission chairs submitted a grant request to the MDEQ/MCMP. After review of 2003 program applications, the MCMP informed the City it was unable to fund its request for a ninety (90) percent grant, however, would fund up to fifty (50) percent of the project cost, a proposition which the City accepted. Coincidentally with this acceptance, the City had an opportunity to apply for a People and Land (PAL) grant for the purpose of funding an additional twenty (20) percent grant match.

A PAL grant was secured in the fall of 2003 with the grant funding flowing to the Charlevoix Community Foundation as a fiduciary. With the project funding in place, the City entered into project agreements in the spring of 2004. A project kickoff meeting with interested citizens and officials from the areas six units of government (City of Charlevoix, Charlevoix, Hayes, Eveline, Marion, Norwood Townships) was held at the Charlevoix Township Offices on May 18th 2004 and, following a project charrette held in June, a final project wrap up was held in October. (A more detailed description of the project is presented in the LIAA project evaluation which follows.)

The project was conceived to address the issues of accommodation of future land conversion, inadvertent sprawl, maintenance of open space and rural character, loss of farmland etc. The City's interest in this project arose from the following facts:

- The City of Charlevoix is the nucleus of the Charlevoix Settlement Area which includes, in addition the City, development in five surrounding townships.
- The City of Charlevoix is facing a situation of nearly a one hundred (100) percent build out of land within its corporate boundaries.
- The U. S. Census recorded permanent population of the City is steadily declining.
- Unless properties are redeveloped the City, in the very near future, will not be in a position to accommodate any of the future growth which is anticipated for Charlevoix County.
- As it relates to the greater Charlevoix community, this growth will have to occur in neighboring municipal jurisdictions.
- Facilities such as the Charlevoix School District's new high school to meet its land needs,

have had to be constructed in the surrounding townships.

- The City of Charlevoix provides sanitary sewers, sewage treatment, electrical distribution, and fire and ambulance services to some or all of the area in the five townships within the planning area.

- The City of Charlevoix is the only municipality within the planning area likely to develop facilities for the promotion of economic development such as an industrial park.

- Planning for the area is undertaken by each of the individual municipalities with little coordinated consideration for the growth and needs of the overall community.

The project kickoff meetings generated good attendance nearly filling Stroud hall to capacity the evening of May 25th. It may be that the citizens in attendance, however, were more inspired to attend due to the potential of Wal-Mart building in Charlevoix Township than a deep interest in developing a smart growth plan for the area. Attendance waned significantly for the final meeting in October.

Dr. VanderMeulen from LIAA concludes his evaluation report as follows: *"Participants clearly support the results of this project. They appear willing and able to speak knowledgeably about the process and the resulting vision and proposed future land use plan. However, they also worry that their work may have little influence on the land use planning process in their community. Indeed, it appears that a substantial amount of additional time and effort will be needed to influence and support public officials and community leaders as they carry this vision forward".*

This report document is purposely designed to be slightly over sized to not fit neatly in a filing cabinet or on a conventional book shelf. Its design is, hopefully, sufficiently attractive that it will find its way to the coffee tables of project participants, local officials and other community citizens keeping its recommendations before the community and in the minds of decisions makers.

The new joint planning legislation PA 226 of 2003, recently enacted by the Michigan Legislature, provides an opportunity for the involved municipalities to plan together, jointly addressing area wide development issues at some level in the future. Currently opportunities in support of joint planning ventures are being put forward by a grant of assistance program sponsored by the Municipal League, the Michigan Townships Association, and a variety of other sponsors. The program is called Partnerships for Change.

The Partnerships for Change program was presented to the Initiative participants at the October Meeting. As is demonstrated by the results of the interactive polling activity those assembled clearly agreed that the local governments of the Charlevoix Area should join together in seeking grants to support cooperative planning efforts. Many in attendance felt the local governments of the area, city and townships, should consider forming a joint planning commission to encourage and support coordinated planning.

Project Evaluation

Land Information Access Association

Charlevoix Planning Area
Multi-jurisdictional Smart Growth Land Use Planning Initiative

Program Evaluation Report

Prepared for the
Charlevoix Community,
People and Land (PAL) Program, W.K. Kellogg Foundation
Coastal Management Program, Michigan Department of Environmental Quality
and
Charlevoix Community Foundation

Prepared by the
Land Information Access Association
January 31, 2005

Introduction

In an effort led by City Planner, Gerry Harsch, the City of Charlevoix joined with Hays, Marion, Charlevoix, Norwood, and Eveline Townships in a new intergovernmental project to develop a consensus vision for positive land use planning and policy development. The *Charlevoix Area Smart Growth Initiative* was funded by grants from the *People and Land* (PAL) Program and *Coastal Management Programs* (Department of Environmental Quality). Project leaders proposed the completion of a series of steps in developing a regional vision of the future, including:

- The aggregation of key background data (e.g., mapped data, economic and population information, projected growth and development issues).
- The development of maps and associated data concerning current land use and the physical conditions of the region.
- Multi-jurisdictional brainstorming and visioning.
- Preparation of alternative future land use plans.
- Selection and publication of a consensus area-wide land use plan.

Based on the shared vision, project leaders worked with interested public officials and leading citizens to develop a consensus on an area-wide future land use plan composed primarily of a map and supporting documentation. This plan is being distributed to developers, builders, citizens, policy makers and others to help guide future land use change. Additionally, a description of the process used, the vision achieved, and the plan (including relevant maps) has been published for public review and comment on Charlevoix County's official web site.

Evaluation Project Description

The Land Information Access Association (LIAA) was contracted to develop and conduct a relatively limited program evaluation to help inform project leaders about the success and limitations of project activities. For example, LIAA assessed the satisfaction of participants with project processes used to develop the consensus vision and land use model. LIAA also tried to assess how well the products of the project are being received by the region's opinion leaders and citizens.

In conducting this evaluation, LIAA gathered information primarily through direct observation and two forms of survey research. LIAA's staff members attended several of the visioning meetings during this process, remaining unobtrusive observers and keeping detailed notes. Near the end of the project, LIAA developed an instrument for use in a mailed survey and as a starting point for follow-up interviews with active participants in the process.

Through the survey and follow-up interviews, LIAA worked to determine how the project was perceived by participants and those who declined to participate. LIAA hoped to learn how valuable the different brainstorming activities were and how comfortable participants were with the consensus process. Additionally, this evaluation effort assessed the level of acceptance and perceived value of the project products for use for local planning and development.

As a supplement to the larger project and this evaluation effort, LIAA developed a project-specific web site, hosted within the Charlevoix County web site, which displays the aggregated background data and interpretations developed by the project leaders. This web site also provides interactive access to the GIS-based data, the overall consensus vision for future land use, and the final proposed land use map for the region. The site provides some of the other program documents as well such as the results of an audience response system survey conducted at the last working session. Finally, the web site asks visitors to respond to specific survey questions concerning the project's goals as well as the information presented and its interpretation.

This evaluation report summarizes the information gathered by LIAA through observation, the mailed survey, and follow up phone interviews. Results from survey questions posed on the web site in relation to the consensus vision and proposed future land use map will be aggregated over the coming months by Charlevoix County and the project managers. In fact, responses to the Charlevoix Area Smart Growth Initiative may be gathered over a long period of time and may, indeed, vary over time in response to changing conditions and concerns in the community.

Project Process

The theory of change behind this project emphasized "consensus building" followed by "education and outreach." The project was designed to engage a significant number of representative community leaders in developing and *investing* in a shared *vision and land use plan*. Presumably, these community leaders included important public officials and other key opinion leaders. During and after this project, these participants have been asked to help deliver both the vision and the plan and work to influence others throughout the community.

From the perspective of program evaluation, then, there are two levels of project success. Internally, the project can be considered successful if the participants are well informed and feel fully engaged and invested in the *vision and plan*. Externally, the project can be considered successful if others in the community are influenced by the project and its participants. However, the most desirable outcome would include the application of the vision and plan by any of the cooperating local units of government in addressing land use and development concerns.

Participants – Project managers began the work of developing a consensus vision by identifying possible participants in the planning process. The names and addresses of 149 local government officials, community leaders, and citizen activists were compiled from the City of Charlevoix, Hayes, Charlevoix, Norwood, Marion, and Eveline Townships. A letter was sent all of these individuals inviting them to participate in a regional planning discussion. Potential participants were asked to return a post card identifying which meetings they might attend. The planning effort was described as follows (excerpts from the letter):

> The planning initiative will kick off with a meeting to be held at the Charlevoix Township Hall on Tuesday May 18th, 2004, at 7:00 P.M. The kick off event will be keynoted by Brian Warner a member of the Michigan Land Use Leadership Council. A subsequent visioning session will be held on May 25th. With a vision for the area developed in these two sessions, a planning charrette will be held beginning on the evening of Thursday June 24th, continuing through

Saturday June 26th.

. . . . The project will identify existing conditions, establish a business-as-usual land use alternative, generate other land use alternatives, determine a preferred alternative, and explore mechanisms for the units of government to work together to implement the preferred alternative.

Meeting Sequence – Prior to the start up of the planning process, project leaders requested a meeting with a number of public officials and citizens to provide comment and review on the project plan. This *Community Leader's Review Committee* met prior to the project "kick-off meeting" (May 18th) and prior to the second project meeting (May 25th). Project leaders indicate that this committee offered useful suggestions and ideas for moving the project forward.

Project leaders report that there was a good turn out at the "kick-off meeting" held on May 18th, with over 50 people present. This facilitated session engaged participants in a discussion about the characteristics of the Charlevoix Community. This session focused primarily on the answers to two questions: "What is this place?" and "What does this place want to be?"

The second visioning meeting was held on May 25 with a somewhat larger group of participants, estimated to be about 70 people. This group refined the list of key features that define Charlevoix County and, with a facilitator's assistance, refined their vision of the future. They helped craft a vision statement, a mission statement, and a set of guiding principles. Subsequently, project leaders completed the write up as a single document.

In June, project leaders conducted a series of meetings on Thursday evening, Friday, and Saturday morning (June 24 – 26), following the planning practice referred to as a charrette. Three groups participated in the charrette by developing and presenting their plans for the region. The whole group then voted on the components of these plans. Subsequently, the project leaders incorporated the most popular components of each plan into a composite plan. According to the project leaders, these project materials were mailed to all 149 individuals on the original invitation list for their review, comment, and use.

A final project meeting was scheduled for October 28th and announced to all participants. Everyone was invited to join a review session to consider the final vision and guiding principles in concert with the composite plan. Project leaders asked participants to use an audience response system to "vote" on specific aspects of the composite plan and the guiding principles developed. The turn out for this meeting included about 15 people.

Following the meeting in October, all project materials were published on the Charlevoix County web site for public review. Most of the questions developed for the audience response system were duplicated on the web site where visitors are invited to provide their own answers. The results of this survey are being gathered by the Charlevoix County web site administrator for use by project leaders.

Program Evaluation Process

Prior to beginning formal program evaluation efforts, LIAA's senior staff members gathered published project materials and conducted informal interviews with project leaders. We discussed the project's objectives and identified key evaluation criteria. Additionally, we assisted in the design of a project-specific interface for the Charlevoix County web. LIAA also set up on-line survey questions to help project leaders gather suggestions and input directly from web-site visitors.

To begin our formal evaluation LIAA's senior staff members reviewed program objectives and observed the meetings held in June and October. Based on the project information gathered, we developed a survey instrument designed for quick response through the mail. We developed a similar instrument for use in direct interviews.

On December 6, 2004, we mailed surveys to all 149 people originally invited to participate in the Charlevoix Community visioning process. We used the mailing list and addresses provided by the project leaders. We included a brief introductory letter requesting recipients to fill out the simple survey and return it using the enclosed self-addressed stamped envelope. A copy of the cover letter and the mailed survey are included as an **Appendix**.

By the end of December, a total of 53 surveys were completed and returned to LIAA. Four (4) of the mailings were returned unopened by the U.S. Post Office due to undeliverable addresses. Two (2) of the surveys were returned uncompleted by the recipients who noted that they did not live in the Charlevoix Community. If we do not count the six erroneous surveys, we can calculate an overall response rate of approximately 37% (53 out of 143).

In mid-December, we also began a series of interviews by phone. LIAA's interviewer used standard techniques to gather specific responses to closed questions and general or extended responses to open-ended follow up questions (e.g., Interviewer's Manual – Revised Edition, Survey Research Center, Institute for Social Research, UM). We attempted to talk to all the people who participated in the final project meeting conducted in October, along with several others. By the end of December, LIAA had completed 13 interviews with participants, including 10 public officials representing four of the six jurisdictions involved.

Summary of Mailed Survey Results

As noted above, LIAA hoped to gather valid data concerning participant satisfaction in and acceptance of this visioning project and the consensus building processes used. We also hoped to characterize the perceived value of the products generated by this project. However, we recognize that this program evaluation cannot assess the overall impact of the *Charlevoix Area Smart Growth Initiative* on local government decision processes. Since the surveys and interviews were conducted immediately after the project conclusion (and prior to the distribution of the overall project report to the community), we did not attempt to measure the influence of the consensus vision and land use plan

As with most mailed surveys, the data gathered is not random. The respondents were self-selected. Therefore, we cannot calculate the statistical validity of these data. However, a 37%

response rate is very high for a mailed survey, particularly where their only incentive was topical interest. Given the high response rate and the distribution of respondents, we believe the survey results provide a fair and relatively accurate portrayal of participant opinions and, in some cases, the opinions of people who were invited but did not participate in this visioning project.

Mailed Survey Demographics – According to the data provided by the project leaders, 97 (65%) of the 149 people originally invited to participate were public officials representing one of the six jurisdictions included in this Charlevoix Community visioning project. The remaining 52 (35%) people invited were identified as community leaders, representing nonprofit and member organizations (e.g., Zonta, Boy Scouts, pubic schools) and other concerns. Survey respondents identified themselves as including 33 (62%) public officials and 20 (38%) other community residents (presumed "community leaders"). Thus, the survey respondents appear to fairly reflect those who were invited to attend.

The vast majority of respondents state that they have been residents in the Charlevoix Area for 12 or more years (42 or 79%). These respondents appear to be fairly representative of the different jurisdictions included in the Charlevoix Community, as summarized below.

Jurisdiction	Population (2000 Census)	Respondents	Percent of Respondents
City of Charlevoix	2,994	17	32%
Charlevoix Township	1,697	12	23%
Eveline Township	1,560	7	13%
Hayes Township	1,893	7	13%
Marion Township	1,492	4	8%
Norwood Township	714	6	13%
Totals	10,350	53	100%

Project Notification – A large majority of the people responding to this survey remember having received the original invitation to participate in the project (83%). Just over half of the respondents also report having come across information about the project in other locations as well (51%). However, very few respondents report having seen anything about the project in the public media (13%).

Level of Participation – Twenty four (24), about 45%, of the survey respondents report having attended one or more of the project meetings. Twenty two (22) of these individuals attended at least two of the four meetings. The survey directed the 28 people who reported never attending a meeting to skip the next two sets of questions which were specific to the visioning process used.

When asked if they had an opportunity to voice their opinions, all but one of the 24 respondents who participated in the meetings said "yes." That is, about 96% of those who report having attended a Charlevoix Community visioning meeting felt they had the opportunity to voice their opinions. Further, 91% of the meeting participants (i.e., 22 of 24) said they were satisfied to very satisfied with the opportunities they were given to provide feedback during this planning process.

Level of Satisfaction with Consensus Building Effort – The survey asked meeting participants to respond to questions about the process used to develop the Charlevoix Community vision. These two questions asked people to select their answers from a five point ranking. Respondents were asked if they were given enough information to make well-informed decisions and selected from a low rank of "No Information" to a high rank of "All the Information Needed." All respondents chose at least a middle ranking ("Some Information"), while 19 chose one of the two highest rankings (79% of the total).

Participants were asked if they received "all the help needed to make well-informed judgments." Respondents were asked to rank the level of help on a five step scale from "No Help" to "All the Help Needed." In this case, 22 people chose the middle rank or higher (91%), with 75% of the respondents leaning more toward the phrase: "All the Help Needed."

Level of Satisfaction with Resulting Vision and Plan – The mailed survey asked all recipients to consider the vision statement, guiding principles and composite map produced by the planning effort. The first question asked if the respondent had received a copy of the maps and supporting documentation released by the *Smart Growth Land Use Initiative*. Twenty eight (28) of those responding to the survey said they had received the documentation while 23 said they had not.

All respondents were asked how strongly they agreed with the vision created by the planning project as shown in the published materials, using a five part ranking from "Strongly Disagree" to "Strongly Agree." A total of 44 people answered this question on the survey – considerably more than had received the documentation. In total, seven respondents said they "Disagree" with vision created, while 13 said they had no opinion. On the positive side, 24 said they agree and 4 strongly agree with the vision produced by the planning project.

We should note that among the responders to these questions, those who attended none of the meetings reported a level of agreement (average score: 3.45) similar to those who attended at least one meeting (average score: 3.5). Further, 3 of the responders who attended 3 or more meetings were among the 7 people who disagreed with the vision created.

The last question of the mailed survey asked if the respondents thought the proposed future land use plan would be helpful to the community in revising land use plans and regulations. Again, we asked participants to choose among five ranking arranged from "Not Helpful" to "Very Helpful," with "Somewhat Helpful" in the middle. A total of 45 people responded to this question. Only 5 people selected a not helpful ranking, while 28, or about 64%, gave the proposed future land use plan a helpful or very helpful ranking. In total, almost 89% of the 44 respondents said that the plan would be at least somewhat helpful.

Once again, respondent opinions on the helpfulness of the proposed land use plan were about the same for those who attended none of the meetings (average score: 3.8) and for those who attended one or more of the meetings (average score: 3.7). Indeed, 10 of the 21 respondents who attended no meetings said the plan would be very helpful, while only 3 of the 24 who attended one or more meetings were as confident.

Summary of Interview Results

We attempted to contact about 25 people listed as project participants. Over a four-week period, we completed 13 follow-up interviews by phone, including 10 public officials and 3 community leaders. Only Marion and Norwood Townships were not represented in this non-random sample. Ten (10) of the respondents participated in at least 3 of the 4 meetings; while 3 of these individuals attended only one meeting.

During the interview process, LIAA asked all the questions found in the mailed survey. We invited respondents to elaborate on the answers given and noted any comments or additional information offered during this interview process. We also ended the phone survey with the following open ended question:

> *Do you have any suggestions for improving the land use visioning and planning process used for this project?*

As expected, there was little difference between the opinions gathered through the mailed survey and the opinions gathered through phone interviews. Indeed, we believe most of the individuals interviewed also responded to the mailed survey, though that cannot be accurately verified since responses to the mailed survey were anonymous.

Standard Question Results – In general, the interview participants felt they had been given the opportunity to voice their opinions (92%) and provide feedback (92%). These participants were satisfied to very satisfied with the amount of information provided (92%) and almost as satisfied with the decision-making support provided (83%).

In terms of the vision created by the project, the interview respondents appear to have a higher level of agreement with the vision created by the project (69%) than those who responded to the mailed survey (55%). However, those interviewed were less optimistic about the usefulness of the plan. Only about 69% of those interviewed (8 of 13) believe the proposed future land use map will be somewhat to very helpful in their community planning process. While over 88% of mailed survey respondents (39 of the 44 people who answered this question) felt the future land use map would be somewhat to very helpful.

Anecdotes – Through our interview contacts, we obtained a general sense of what these 13 participants felt about the process. Their comments help flesh out a qualitative assessment of the process used and provide some valuable recommendations for future efforts. For example, several people commented on the need for greater communication with the people within the townships. These people thought additional information meetings in the townships would have been helpful. One suggested that "It would be better to start with township meetings to get more feedback." Another commentator suggested that the process should have been "taken into individual jurisdictions."

Another set of comments received addressed the lack of participation at the last meeting. These people were concerned that participants "lacked enthusiasm" or were simply "not informed" about the importance of this process. On the other hand, many of the people interviewed made at

least one positive remark about the facilitator and project coordinators. The facilitators were "wonderful," according to one respondent. Another said, "the coordinators were objective." Still another person said, "the facilitators were very knowledgeable, guiding without directing." Further, there appears to be a general agreement that the process used was good and "coherent."

Almost everyone we talked to seemed concerned that the vision and proposed future land use map may not be used by the individual jurisdictions. These local officials and community leaders agree that for the recent planning initiative to be helpful in revising land use plans and regulations it "must become the fabric of decision-making." Clearly, these local public officials and community leaders feel that there is much work to be done.

Program Evaluation Conclusions

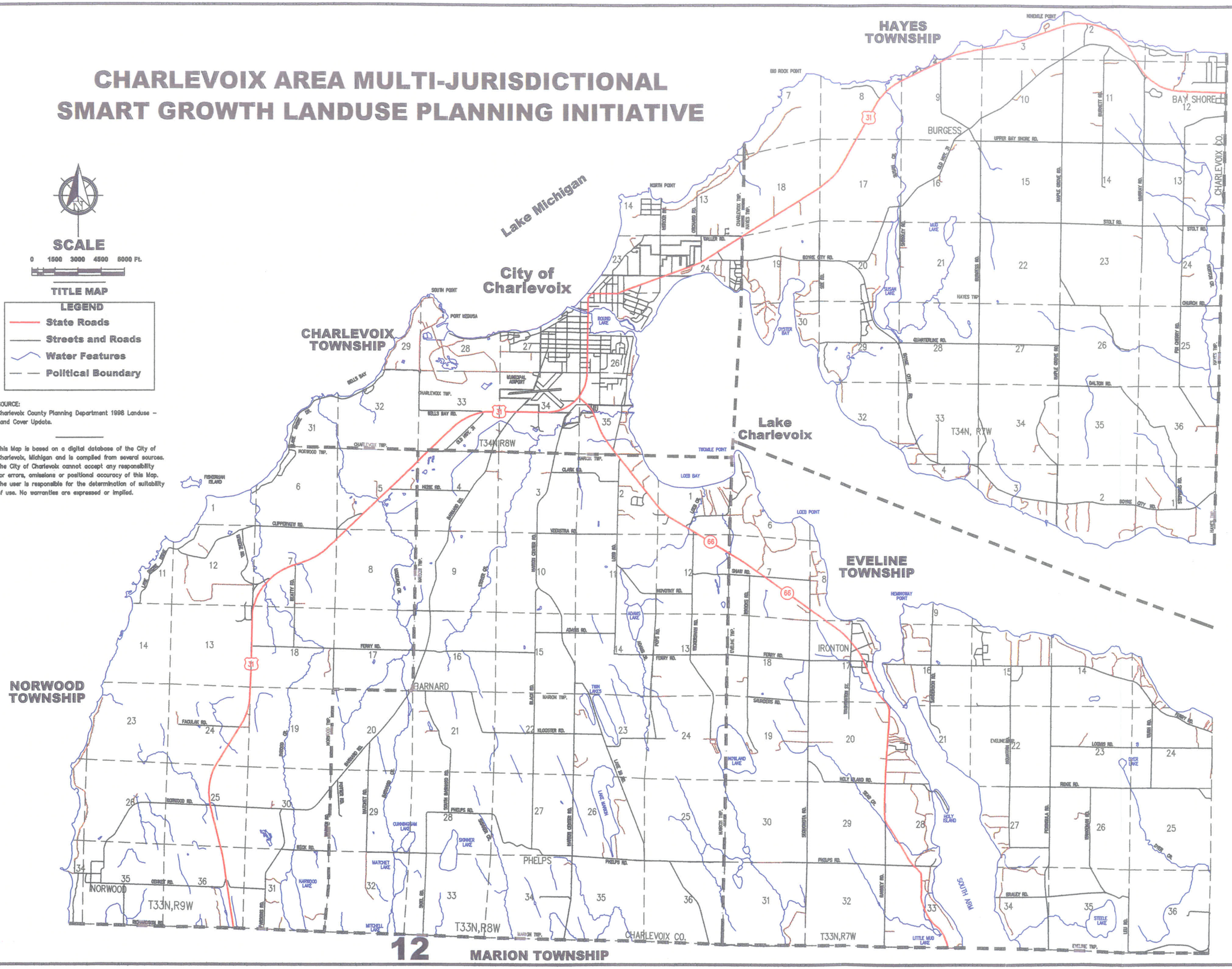
The process developed and used by the principals of this project was well received and generally successful. Based on the interview comments and survey results, participants understood and supported the visioning process used in this project. Additionally, the vast majority of people who attended one or more of the meetings felt properly informed and engaged by the process. Most of these participants also agree with the resulting vision and proposed plan.

On the other hand, there was a significant decline in the number of people participating in the process as the project moved forward. Apparently, the long delay between the charrette in June and the final visioning and planning discussion in October resulted in a decline in participation and enthusiasm.

Participants clearly support the results of this project. They appear willing and able to speak knowledgeably about the process and the resulting vision and proposed future land use plan. However, they also worry that their work may have little influence on the land use planning process in their community. Indeed, it appears that a substantial amount of additional time and effort will be needed to influence and support public officials and community leaders as they carry this vision forward.

Pictorial Overview

CHARLEVOIX AREA MULTI-JURISDICTIONAL SMART GROWTH LANDUSE PLANNING INITIATIVE



SCALE

0 1500 3000 4500 6000 Ft.

TITLE MAP

LEGEND

- State Roads
- Streets and Roads
- Water Features
- Political Boundary

SOURCE:
Charlevoix County Planning Department 1998 Landuse – Land Cover Update.

This Map is based on a digital database of the City of Charlevoix, Michigan and is compiled from several sources. The City of Charlevoix cannot accept any responsibility for errors, omissions or positional accuracy of this Map. The user is responsible for the determination of suitability of use. No warranties are expressed or implied.

Revisions:

Date: 6-1-04
Drawn By: DJH
Scale: 1" = 6000'
Checked By: DJH

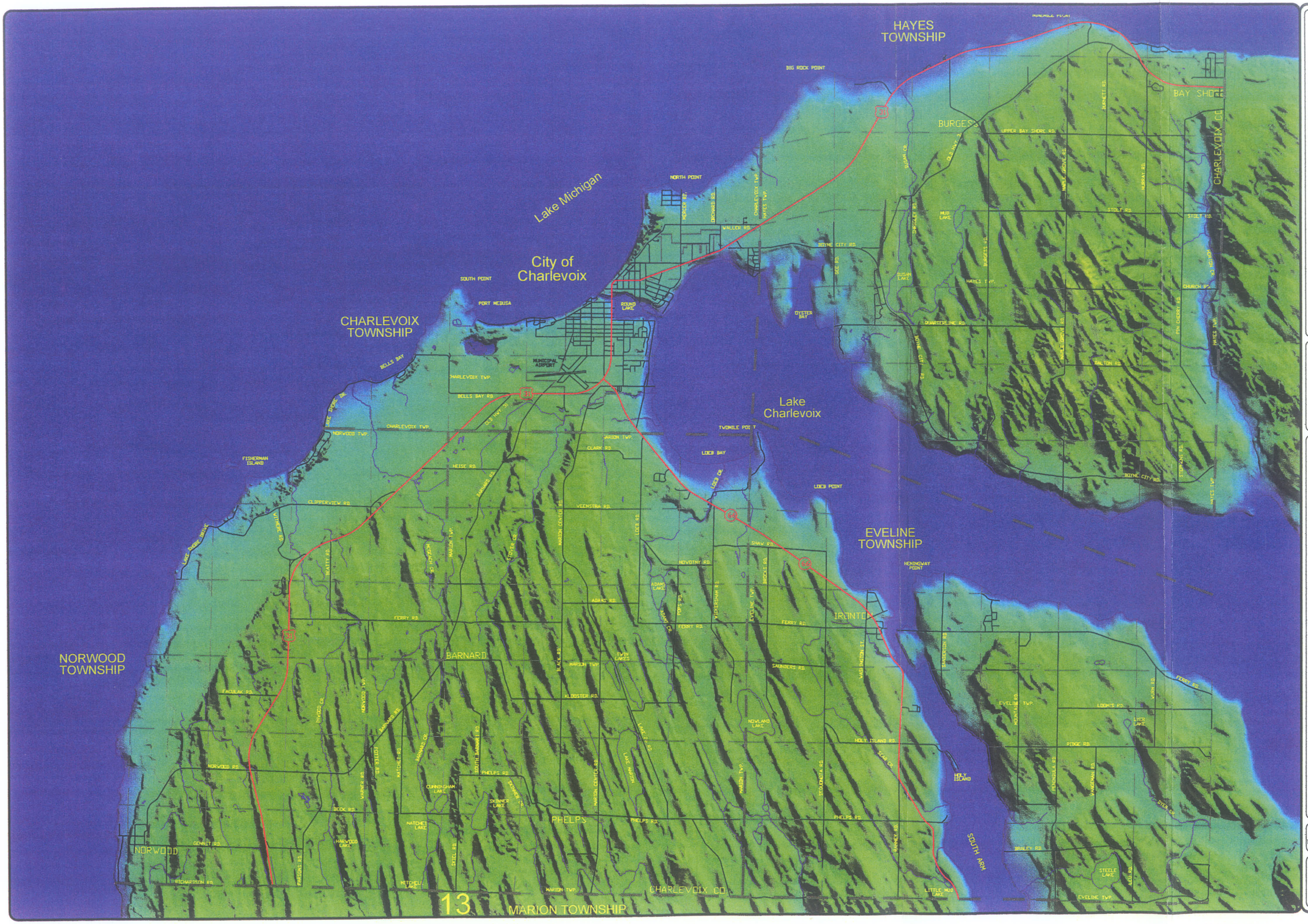
Sheet Title: CHARLEVOIX INITIATIVE PLANNING AREA BASE MAP

Project:

Project No.

File:

Sheet 12 of 12



Revisions:

Date: 6-1-04 Drawn By: DJH

Scale: 1" = 6000' Checked By: DJH

CHARLEVOIX INITIATIVE TOPOGRAPHIC RELIEF MODEL

Sheet Title:

Project:

Project No. 1

File: BASE

Sheet 13 of

SCALE

0 1500 3000 4500 6000 Ft.

BASE MAP

LEGEND

Township Boundaries

SOURCE:
1997 Aerial Orthophotos Copyrighted by MICHCON / DTE Energy

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CHARLEVOIX TWP.

CITY OF CHARLEVOIX

CHARLEVOIX TWP.

BURGESS

HAYES TWP

NORWOOD TWP

BARNARD

MARION TWP

IRONTON

EVELINE TWP

PHELPS

NORWOOD

Revisions:

Date: 6-1-04
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Scale: 1" = 6000'
Checked By: DJH

Sheet Title: CHARLEVOIX INITATIVE AERIAL ORTHOPHOTO

Project:

Project No. 1

File: MAIN

Sheet 14 of 16

Study Area Demographics

Summary of implications of demographic and economic Date.

- **The total population in the County and the City's Planning Area will increase significantly in the next twenty five (25) years.**

Population Growth.

Woods and Pool have projected the County population to grow by nearly 10,000 people in the twenty five year period. This represents a change of 37.3 percent. While there will be an increase in the population in all age groups, the greatest change will take place in the age group 65 and over. This will be in large part due to the retirement of the babyboomer generation. The implications of this influx of post retirement age persons will be significant with regard to the use of land throughout the County, a matter discussed elsewhere.

Employment.

Employment is reported as Farm and Non-Farm. In 2000 it was estimated that 230 people throughout the County were employed in farming. That constituted 1.5 percent of total employment. It is estimated that by 2025 the number of farm related employed will have dropped to 200, a decline of 13 percent, while overall employment will have risen by 31.7 percent to nearly 20,000. Manufacturing in 2000 was the strongest employment sector followed closely be Services. This is a great economic plus for the County, is indicative of the concerted efforts of the area to attract and retain industry, and the desirability of the area as a location for small to medium size manufacturers.

Earnings.

Earnings are also reported as Farm and Non-Farm. In 2000 farm earnings were estimated to be $600,000 of a total of $407,080,000 for all sectors. This represents 0.25 % of total earnings for the County and approximately $2,600 per person employed in the Farm Sector. While employment in the Manufacturing and Services sectors was nearly equal, earnings for Manufacturing was more than double that of Services. Woods and Pool's projections indicate that manufacturing will continue to have strong growth in the future although on a percentage basis will fall slightly behind, Finance et al and Services.

Personal Income.

It is projected that personal income will increase significantly over the next two and one half decades. In 1996 dollars the increase will amount to 71.3%. Over the same period Farm income will drop by 11.6% although the income per person employed in the Sector will rise by approximately $50.00.

Households.

In 2000 there were 10,400 households in the County as counted in the 2000 census. This figure is slightly higher than the Woods and Pool estimates. In addition the number of persons per household found by the 2000 census was 2.0, significantly lower than the Woods and Pool estimate. As a result the Mean Household Income estimated by W & P was likely lower by perhaps $2,000 as would be the projected income for the year 2025. Never the less, the income increase in 1996 dollars will be approximately 20 percent over the two and one half decades while in current dollars the increase will be in excess of one hundred and fifty percent.

Demographic and Economic Change 2000 - 2025
Charlevoix Co. Michigan

Category	2000	2025	Change	%Change
Total Population (Thousands)	25.42	34.90	9.48	37.3
Age 0-19	7.14	8.39	1.25	17.5
Age 20-64	14.58	18.48	3.9	26.7
Age 65 and over	3.70	8.04	4.34	117.3
Total Employment (Thousands)	15.20	19.93	4.73	31.1
Farm Employment	0.23	0.20	-0.03	-13.0
Non-Farm Employment	14.98	19.73	4.75	31.7
Construction	1.47	2.16	0.69	46.9
Manufacturing	3.68	4.79	1.11	30.1
Retail Trade	2.49	2.98	0.49	16.4
Finance, Ins. & Real Estate	1.02	1.38	0.36	35.3
Services	3.62	4.96	1.34	37.0
Total Earnings (Millions 96 $)	407.08	663.65	256.57	63.0
Farm Earnings	0.60	0.53	-0.07	-11.7
Non-Farm Earnings	406.47	663.12	256.65	63.1
Construction	43.76	71.72	27.96	63.9
Manufacturing	156.31	262.85	106.54	68.2
Retail Trade	31.38	41.71	10.33	32.9
Finance, Ins. & Real Estate	15.36	26.71	11.35	73.9
Services	70.81	124.76	54.58	77.8
Personal Income (Millions '96$)	606.15	1038.37	432.22	71.3
Non-Farm Income	605.54	1037.84	432.30	71.4
Farm Income	0.60	5.53	-0.07	-11.6
Number of Households	9.99/10.4	14.16	4.17	41.7
Persons per Household (People)	2.53	2.45	-0.08	3.2
Mean Household Income ('96$)	60,406/58,300	72,943/70,426	12,537/12,126	20.8
Mean Household Income (Current $)	64,733	167,121	102,388	158.2

"Source: Woods & Poole Economics, Inc. Washington D. C. Copyright 2001. Woods & Pool does not guarantee the accuracy of this data. The use of this data and the conclusion drawn from it are solely the responsibility of [Licensee]."

Demographic and Economic data for Charlevoix Co. was obtained from Woods & Pool Economics, Inc., Washington D.C. Projections of selected data are presented in table __ for the years 2000 and 2025. Based on the population distribution analysis presented above for the Charlevoix City Planning Area, there is good reason to believe that the City will continue to decline in population while the townships in the planning area will continue to show rapid growth and that the population and economic changes indicated will apply equal to or to a greater extent to the Planning Area as to the balance of the County.

Population Dynamic, Charlevoix Planning area.

Municipal Jurisdiction	Population 1970	Population 1980	Change 1970-1980	Population 1990	Change 1980-1990	Population 2000	Change 1990-2000	% change 1990-2000
Charlevoix City	3,518	3,296	(223)	3,116	(180)	2,994	(122)	(3.9)
Charlevoix Township	720	993	273	1,016	23	1,697	681	67.0
Eveline Township	837	1,061	224	1,100	39	1,560	460	41.8
Hayse Township	706	1,274	568	1,317	43	1,893	576	43.7
Marion Township	694	946	252	1,130	184	1,492	362	32.0
Norwood Township	325	540	215	516	(24)	714	198	38.4
Planning Area	6,801	8,110	1,309	8,195	170	10,350	2,155	26.3
Charlevoix County	16,541	19,907	3366	21,468	1561	26,090	4,622	21.5

Charlevoix Planning area as a percent of Charlevoix County

Municipal Jurisdiction	Population 2000	2000 Households	% change 1990-2000	2010 Households based on 1990 - 2000 increase	% change 2010 - 2025	Projected Households - 2025	Household growth 2000 - 2025
Charlevoix City	2,994	1,375	(3.9)	1321	(5.0)	1254	(121)
Charlevoix Township	1,697	662	67.0	1106	30.0	1437	775
Eveline Township	1,560	620	41.8	879	60.0	1406	786
Hayse Township	1,893	767	43.7	1102	70.0	1873	1106
Marion Township	1,492	535	32.0	706	70.0	1200	665
Norwood Township	714	283	38.4	392	60.0	627	344
Planning Area	10,350	4242	26.3	5506		7797	3519
Charlevoix County	26,090		21.5				

Municipal Jurisdiction	Vacant/ Occasional use homes 2000	Total Housing units 2000	Households as a percent of total housing units 2000	Projected total housing units 2010 based on 2000 %	Projected %Households of housing units 2010 - 2025	Projected total housing units 2025	Housing unit growth 2000 - 2025
Charlevoix City	721	2096	65.6	See foot note	50.0	2508	412
Charlevoix Township	280	942	70.3	1573	65.0	2211	1269
Eveline Township	678	1298	47.8	1839	50.0	2812	1514
Hayse Township	263	1030	74.5	1479	70.0	2676	1646
Marion Township	97	632	84.7	833	70.0	1714	1082
Norwood Township	102	283	73.5	533	65.0	964	681
Planning Area	2141	6281		6257		12885	6601
Charlevoix County							

Vision, Mission
Guiding Principles

VISION STATEMENT

The vision for the Charlevoix Area in 2020 is to have an appearance and character that is not significantly different than exists in 2004, while accommodating the inevitable growth that will be stimulated by the beauty and appeal of the area. The vision is:

- for clean and healthy water, air, and soil with mechanisms fully in place to assure quality for generations to come;
- to evidence shared heritage as manifested in area buildings and civic spaces;
- to have an economy that provides well paying jobs for area residents, and has high tech, tourism, and agriculture as its primary components;
- to have housing for people of all social, ethnic, income, and demographic stations;
- to have a vibrant community core that serves as the primary civic focus for the greater Charlevoix region;
- to have quiet and natural neighborhoods that are organized around green infrastructure and,
- with the possible exception of the inevitable traffic that will follow growth and the wonderful congestion that is created by the "bridge", to have better balance in how people move though and around the region so as to lessen the demands on streets while assuring greater mobility an inclusiveness of residents and visitors alike.

The expectation is to grow, however, the vision is to insure that the things valued most will still be present and recognizable in 2020 as growth ensures.

MISSION STATEMENT

To cooperate as stewards of the beautiful, unique yet fragile community, to fulfill the vision in recognition that everything is connected, inevitably making each resident a part of one community.

GUIDING PRINCIPLES

Participants at the May 25, 2004 Visioning Session identified the following guiding principles and written statements to illustrate their intent. Based on discussions at the meeting and the responses provided by ten (10) small groups, the guiding principles are summarized below.

1. **Make environmental protection #1.**

   This principle embodies the wide spectrum including the protection of the region's water quality, preservation of viewsheds, and planning for the preservation of the historical and natural character of the Charlevoix Area. These are important to every community in the Charlevoix area and to the long term health of the region. Here, clean soil, air, and water; appropriate wildlife diversity; and a memory of the past are important to making this a healthy and desirable place to live and visit for generations to come.

   Employing a natural systems based approach to existing and future development areas may be the starting point for planning. There needs to be a evolution from single site development based planning to a basin or ecosystem based approach transcending jurisdictional boundaries. Systems based planning will help to preserve and reconnect wildlife habitat, non-point source pollution, and visual quality (viewsheds) with open space conservation, while helping to establish regionally based green infrastructure as the structure around which development is organized.

2. **Preserve visual character and beauty.**

   People either live in or visit the Charlevoix Area because of its visually appealing lakes, hills trees, and viewsheds in combination with its rural small town character. If roadway edges are treated like any other place, traditional development patterns are disregarded, the appearance of development overwhelms the natural environment, and large buildings preempt viewsheds; the area will gradually lose the unique Northern Michigan small town character that draws people from all over the U.S.. A high quality environment is the essence of a strong economy so it is in everybody's best interest to insure that it is not compromised for short-term gain.

   In order to assure that the visual characteristics most valued by residents and visitors are protected, they will need to be identified and strategies adopted to protect them. Development will also need to be purposefully and consistently regulated by all jurisdictions to keep it in scale and balance with the existing natural, historical, and cultural character of the region. It will require the preservation of interconnected open spaces, agricultural lands, viewsheds, wetlands, steep slopes, woodlands, valuable historical elements, the treed roadside character, and gateways and the beautification of entrances to the Charlevoix Area. Common multi-jurisdictional standards and procedures

may be needed to achieve a shared regional vision.

New state planning enabling legislation (PA 226) makes multi jurisdictional planning initiatives able to cooperatively tackle regional issues. More than ever before, opportunities exist to develop area-wide comprehensive plans, overlay districts, and natural system plans where several municipalities share a community of interest.

3. Insure that economic development is appropriate for this place.

As a community that depends to a large degree on a seasonal or resort economy, economic development that would allow it to function more readily as a year-round economy will necessarily have to be in character, scale and style with what visitors and year-round residents expect to see and experience in this place or they may choose to go elsewhere. If economic activity results in changes to the character of the community, it may have adverse effects on other parts of the economy and change the character of place. "Appropriate" economic development, therefore, has everything to do with how it looks and how well it fits into the fabric of a small town.

More high amenity, high tech, employment and service businesses are desired, but in generally smaller buildings and in locations where they will augment the feel and appearance of the community rather than alter its unique small town character. With the City virtually out of serviceable land, where will"appropriate" economic activity take place in the region and how will it look?

4. Maintain the unique "small town character".

Small town character must be defined so that citizens will know what they want and how to regulate to insure that they get it. Unlike most suburban or rural areas, small towns have a vibrant core or downtown area that is the business, entertainment, and civic center for the entire region, edges that delineate the perceived extent of the town irrespective of political jurisdiction, and areas in between that generally transition or "transect" from higher to lower densities which are interwoven with greenways and punctuated by compact nodes of commercial activity that provide for the convenience needs of residents. They are places where everything seems to fit together rather than stand alone. They are places that have a higher degree of social and inter-generational diversity, places where people have a higher degree of awareness of their neighbors, places that celebrate together.

The most successful small towns are walkable places that have well developed and interconnected parks and open spaces, sidewalks (in more urban areas) and trails (in low density areas), and civic spaces where people gather. They are places that revere history while embracing compatible growth. They are places with generally smaller building envelopes (2 to 3 stories and less than 4,000 sq.ft. of floor area) in downtown and

somewhat larger building envelopes in transition areas, but generally not exceeding 20,0000 square feet unless appropriate design standards are satisfied to insure that new developments are in character with the community. They are places where "development" ultimately gives way to agriculture and open space and services are limited.

Successful small towns are places were emphasis is placed on compatible design and fine-grained mixed-use development rather than large monotype stand alone land uses that are isolated from and have no relationship to other uses; places that discourage formula signs and architecture. They are places where commercial uses located on major urban roadsides are in scale and character with adjoining neighborhoods and may, themselves, have the appearance and form of residences, where larrge street trees are preserved or new ones are planted. Roads in more rural areas are generally green, through they will likely accommodate development, serving as gateways to the larger community. Here, commercial development is compact rather than stripped along roads. Even though development continues to occur, it does not change the essential character, fabric, and appearance of this place. Because the region values its small town character, it will need to identify, understand, and replicate the images that augment this character and regulate uniformly to get what it wants.

5. Cooperate in the delivery and use of services.

One of the greatest successes in the region is the degree of intergovernmental cooperation that exists in the delivery of public services by the city to the Townships.. This relationship should be continued to both minimize the cost and impact of over-servicing the area and limit growth that is likely to compromise the small town character of the region.

6. Provide a diverse housing stock.

A healthy community is a diverse community and a diverse community has a diverse population including people of all social, ethnic, and income levels. As a tourist magnet, there is a need for affordable housing to accommodate those who work in industries that service visitors to the region. There is also a need to protect stable neighborhoods from adverse influences, cluster housing to maintain large areas of natural open space, and provide the full range of housing to meet the needs of those wishing to remain in the community even if their lifestyles change, extending from first-time home buyers to those who may eventually need to have assisted living as an option.

Not every municipality in the region can be expected to offer a diverse stock of housing to satisfy every lifestyle due to public utility needs and limitations. Every community can, on the other hand, provide housing that is appropriate for that place in patterns and densities that preserve the rural landscape and, therefore, assure that the essential

character of both the local community and the larger region is protected. One major advantage to multi-jurisdictional planning is to satisfy regional land needs in the most appropriate locations rather than in every township or city.

7. Improve traffic flow.

Seasonal traffic and people congestion, like that in downtown Charlevoix, is a luxury that most communities would love to experience. Because there are no alternative ways to route traffic around downtown, congestion will definitely mark the community and give it character. On the other hand seasonally congested places like Charlevoix are healthy places that seem able to balance vital business and civic interest with the need to move people from place to place in the community. Moving people more slowly by automobile, without diverting them to other markets is a luxury that few other places enjoy. Certainly, efforts to improve traffic flow are desirable to handle the inevitable increased numbers of cars, but letting the automobile change the character of this place by such means as removing on-street parking from Bridge Street or widening streets, thus effecting neighborhoods, is folly. Progress can be made to improve traffic flow in areas outside the City by employing access management principles but even here, keeping raods, including the highway, relatively narrow and the edges intact is essential to maintaining the character of this place. Other area-wide transportation initiatives including the employment of traffic calming, transit oriented design, and the development of non-motorized systems will also contribute to the improvement of traffic flow in the region over time.

8. Maintain a Vibrant Core.

Downtown Charlevoix is a unique place that consists primary of locally owned businesses. It is an outdoor "main street" shopping district that thrives in the summer when the seasonal population swells and struggles in winter when only the year-round population remains. It has a distinctive character unlike any other shopping area in the region. It is a mixed-use place that is walkable, with buildings that define the sidewalk edge, where buildings are more vertical than horizontal, where roof lines are relatively consistent, where doors are in the front wall of the building and parking is behind or on the street, where generous window area allows visual access by pedestrians directly into buildings, and where wide sidewalks and short curb radii make it relatively easy to move through the shopping district and cross busy streets. It is also a place where historical architecture and traditional patterns of land use dominate; a place where automobiles are forced to move slowly and pedestrians are given priority; a place that is 'one" with East Park, the marina, the bridge, the pier and lighthouse, surrounding neighborhoods, the annual Art Show, Apple Fest, Fourth of July and Venetian. The viability of this place depends on the perpetuation of the historical/traditional patterns that cause people from throughout the region to pick downtown because it is "the" place for them to celebrate together.

Planning Charrettes

Charrette Groups at Work

CHARLEVOIX AREA
SMART GROWTH LAND USE PLANNING INITIATIVE
ICON DEFINITIONS

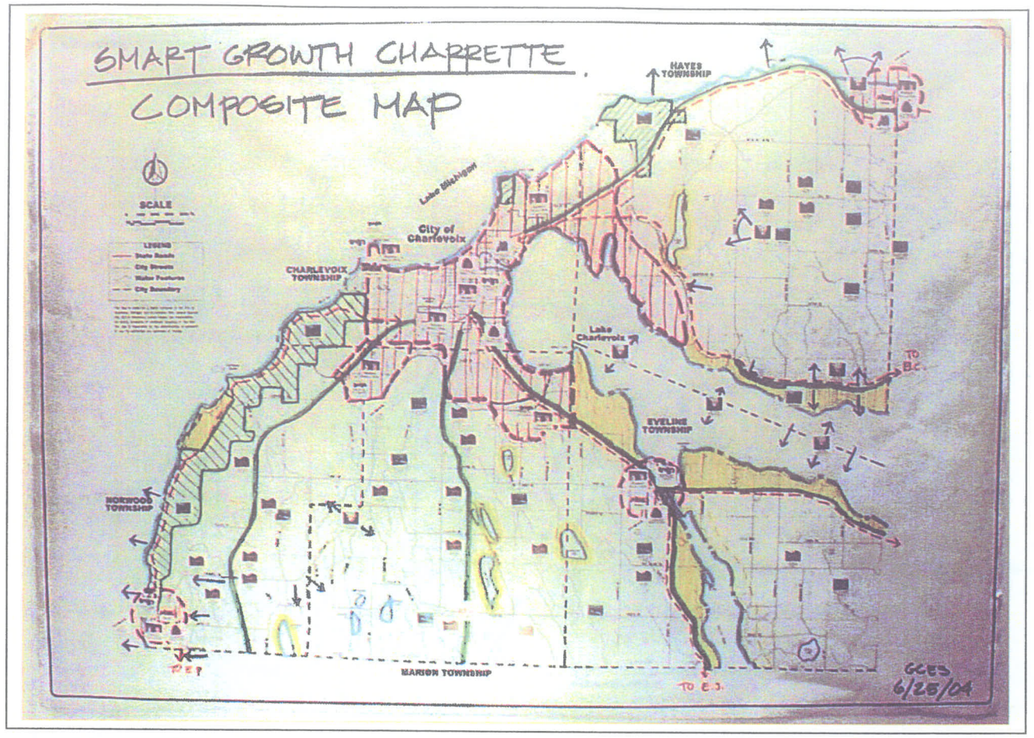
Definitions provided to describe the icons used in preparing the charrette group's land use plan concept.

Icon	Land Use	Description
Agricultural Land	Agricultural Land	Land which is desirable for continued agricultural use, however, is not sufficient important to be subject to special protective measures such as the purchase of development rights.
Protected Agricultural Land	Protected Agricultural Land	Land which is of sufficient value for agricultural purposes that it should be targeted for an ag land protection program such as the purchase of development rights.
Park Land	Park Land	Large areas that might be designated as new parkland.
Open Space System (stream & wetland corridors)	Open Space System	Stream and wetland corridors - either interconnected natural resource corridors or larger land areas that may be considered to be unique and worthy of preservation.
Rural Residential 5 acre lots and larger Not serviced	Rural Residential	5 acre lots or larger - estate size, non-farm residential lots that are neither served, nor intended to be served, by public sewer and water and are intended to preserve the natural landscape and land forms .
Residential 1 to 5 acre lots Not serviced	Residential	1-5 acre lots - areas of relatively small lots that are neither served, nor intended to be served, by public sewer and water.
Residential Density -2 to 5 units/acre- Serviced	Residential Density 2-5 units/acre	Lots one-half acre or smaller in size for single-family detached and attached ho0using. Such lots already are, or are intended to be, serviced by public sewer and water.

Residential Density -Over 5 units/acre- Serviced	Residential Density over 5 units/acre	Urban housing in all of its various forms that is served by public sewer and water.
Lakeshore Development Big Rock and Cemex	Lakeshore Development	Large tracts of lakeshore land that may be developed as resort/recreational communities.
-Commercial- Places to Shop	Commercial - Places to Shop	New shopping centers, lifestyle centers, neighborhood centers, and highway service centers.
-Business- Places to Work	Business - Places to Work	New industrial parks, offices, etc.
Mixed Use Development	Mixed-Use Development	The compact development (vs. strip development) of land with a variety of complementary and integrated uses, including, but not limited to, residential, office manufacturing, retail, restaurants, public, or entertainment.
	Cluster Residential	A development design technique that concentrates housing on part of a site to allow the remaining land to be used for recreation, common open space, and the preservation of sensitive natural resources.
Conservation Subdivisions (Arendt)	Conservation Design Subdivision	(Randall Arendt) A residential development where half or more of the buildable land area is designated as undivided permanent open space with no loss of density.
Hamlet	Hamlet	A compact cluster of residential buildings in a rural/historical setting and located at a crossroads, accompanied by such uses as a tavern, restaurant, meeting or civic place.
Village Center	Village	Larger than a hamlet, but compact and pedestrian friendly with mixed uses, including shopping for its residents, housing, places of employment, a post office, meeting and civic places. It has a compact nucleus, a well defined edge, and its surrounded by open space or agricultural land. Generally it has small buildings with a minimum of public infrastructure.

Viewshed Protection	Viewshed Protection	Areas where views from roadways or other accessible vantage points, are protected for present and future generations to enjoy.
	Roadside Character Protection	Techniques which keep the perception of roadsides green by setting buildings back from the edge, landscaping, retaining existing vegetation, and clustering away from the road.
Urban Services Boundary	Urban Service Area	An area that may reasonably be expected top be served by public sewer and water over the next 20 years.
Trails	Trails	Non-motorized recreation and transportation trails

Land Use Concept Plans


SMART GROWTH CHARRETTE
COMPOSITE MAP
SCALE
LEGEND
State Roads
City Streets
Water Features
City Boundary
HAYES TOWNSHIP
Lake Michigan
City of Charlevoix
CHARLEVOIX TOWNSHIP
Lake Charlevoix
EVELINE TOWNSHIP
NORWOOD TOWNSHIP
MARION TOWNSHIP
TO B.C.
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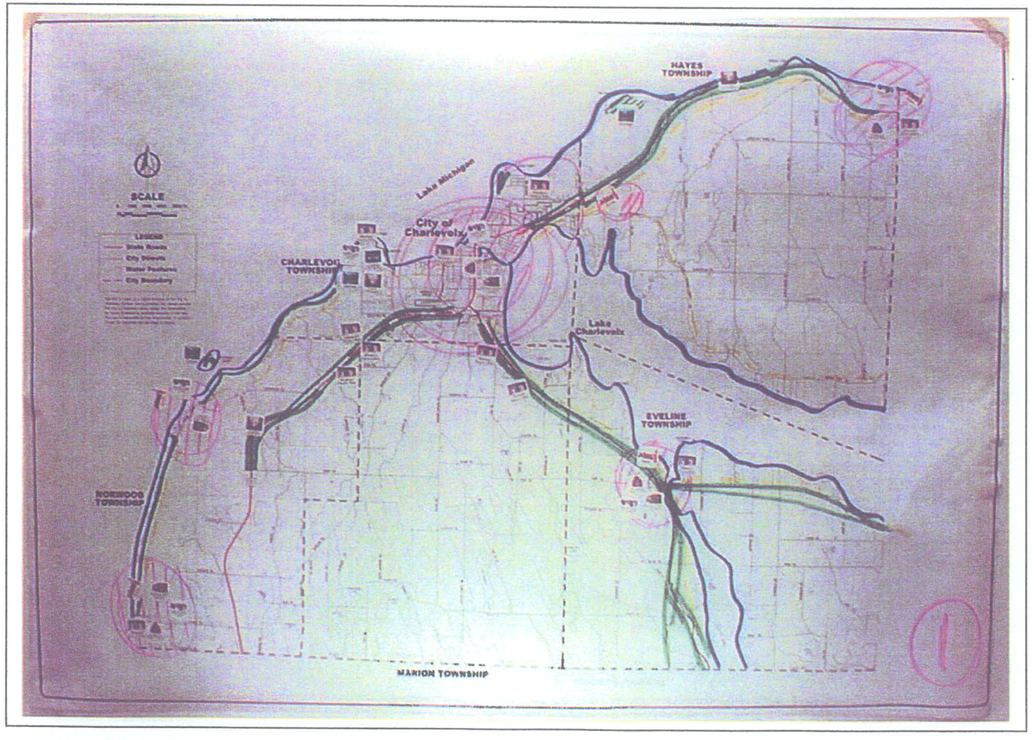
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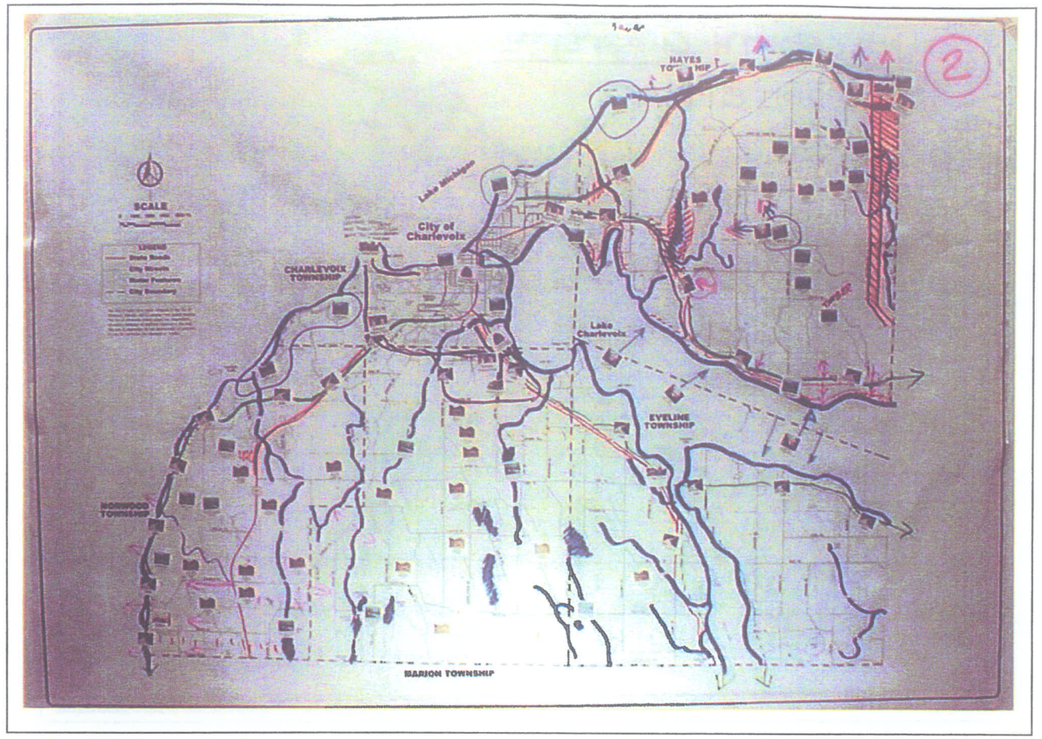
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MARION TOWNSHIP
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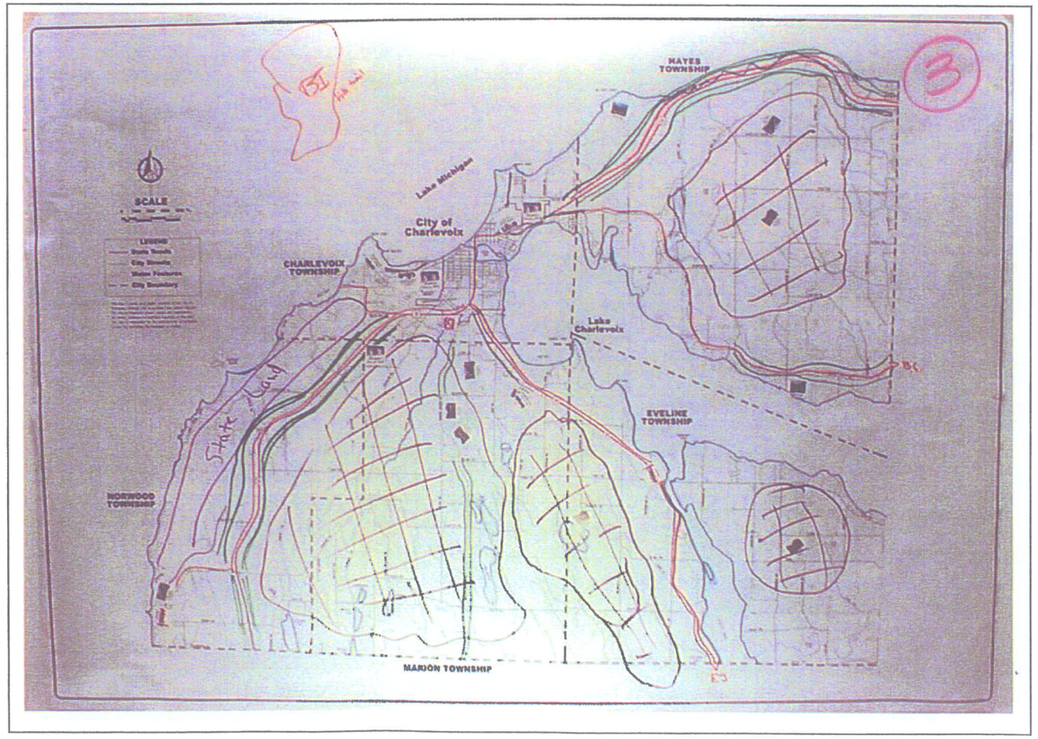
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EVELINE TOWNSHIP
NORWOOD TOWNSHIP
MARION TOWNSHIP
3

CHARLEVOIX AREA MULTI-JURISDICTIONAL SMART GROWTH LANDUSE PLANNING INITIATIVE

COMPOSITE MAP LEGEND

- Urban Service Area
- Village
- Hamlet
- Shoreline Environment Area
- Rural Character Preservation Areas
  (Includes: Agricultural Lands; Rural Roadside Character; Open Space Systems; Viewsheds; Shoreline Areas)
  - Roadside / Character Preservation
  - Open Space Systems
  - Viewsheds, Edges of lakes, and Streams
  - Shoreline Protection Areas
- Gateways / Roadside Restoration Areas
- Park Land and Open Space
- Township boundaries
- Recreational trail
- Local/County Roads
- Highway

- (B) Business Places To Work
- (C) Commercial Places To Shop
- (M) Mixed Use Development
- (H_1) Residential Density (5 Units / Acre Or More)
- (H_2) Residential Density (2–5 Units / Acre)

HAYES TOWNSHIP
CONSUMERS POWER
BURGESS
Lake Michigan
City of Charlevoix
CHARLEVOIX TOWNSHIP
CEMEX
Lake Charlevoix
EVELINE TOWNSHIP
IRONTON
FISHERMAN'S ISLAND
NORWOOD
BARNARD
PHELPS
SOUTH ARM
CHARLEVOIX CO.
33
MARION TOWNSHIP

Revisions:

Date: 6-1-04
Drawn By: DJH
Scale: 1" = 6000'
Checked By: DJH

Sheet Title: CHARLEVOIX INITIATIVE PLANNING AREA BASE MAP
Project:
Project No.
File:
Sheet 33 of

Land use Concept Plan Strategy
Land use Descriptions

Urban Service Area (USA).

The Urban Service Area is that area intended to be serviced by public water and sewer over the next twenty (20) years by a municipality providing such services allowing for higher densities, high efficiency, and less sprawl. This area is intended to contrast sharply with the very low-density development intended for areas outside the boundary.

Within the USA boundary, a variety of urban housing is intended ranging from single-family lots to densities exceeding fifteen (15) units per acre including attached single-family, townhouse, apartment, assisted living, and mixed-use housing. In some cases, public utilities are intended to stimulate urban housing and economic development. In others, such as on the north shore of Lake Charlevoix, south of Quarterline Road, they are intended only to correct existing and potential environmental problems, **not to stimulate urban growth**.

The USA is purposely configured to embrace virtually all fututre economic development activity including places to work and places to shop. The USA is not intended to service the hamlets because extensions from Charlevoix into rural territory could stimulate undesired growth.

Village.

A village is larger than a hamlet, but is compact and pedestrian friendly with mixed uses, including shopping for its residents, housing, places of employment, and meeting and civic places including parks. It has a compact nucleus, a well-defined edge, and is surrounded by open space or agriculture. It is served by public infrastructure.

The Cemex property, which is within the USA, is the only proposed "Village" within the planning area. While the property may not be developed for an alterative use for many years it is intended, when redeveloped, to be a mixed-use community that includes a Village Center and parkland an open space waterfront with full public access, a public walkway around the inner bay, small shops on the bay plus a variety of complementary and supportive uses including affordable housing. The scale and appearance of buildings should be in keeping with the small town character of the region and should not be allowed to become another Bay Harbor that is primarily for upper income people where the lakeshore is consumed by individual private ownerships.

Hamlet.

The elements of three hamlets already exist at Bay Shore, Ironton, and to some extent, Norwood. By definition, Hamlets are a compact cluster of residential buildings in a rural/historical setting, located at a crossroads, and are accompanied by such things as a tavern, convenience store, restaurant, and meeting or civic spaces. While all of these components do not now exist in any of the identified hamlets, it is the intent to foster compact development in the vicinity of these centers rather than have it occur in strip fashion along the region's major roads. The USA is not intended to extend to these hamlets to avoid accompanying sprawl development.

The Hamlets are intended to have uses that generate relatively low levels of wastewater including places to work, shop and live. They are intended to be served, if necessary, by small self-contained alternative or community systems that strengthen the concept of compact development rather than create long corridors of linear development between urban centers because the sewer is available.

Shoreline Environment Areas.

Most of the area designated as Shoreline Environment is already developed or is not likely to be used for agricultural purposes over the next 20 years. However, there are still some larger undeveloped acreages adjacent to water bodies. These are areas where the protection of the shoreline and water quality is especially important. These areas overlay or are otherwise interspersed with sensitive natural resource areas including inland lakes, streams, wetlands, and woodland habitat.

Rural Character Preservation Areas.

Many important factors need to be considered if the rural character of the region is to be maintained. Landscapes that require special attention for protection, enhancement, and/or preservation include wetlands, forests, steep slopes, rivers and streams, important wildlife habitat, and lakeshores, particularly where they are not fragmented and have a high degree of visibility. The antithesis are landscapes that have the greatest development potential including lands that are privately owned, are accessible and have road frontage, are generally open, have acceptable soils for development and on-site utilities, and have rolling to flat topography. Areas in between are transition areas where development is situational depending on the presence of sensitive natural resources.

Furthermore, nonagricultural development needs to occur where it will not be readily visible and will not interfere with or be affected by agricultural activities. The intent is to maintain the rural "appearance" of the countryside while allowing reasonable development to occur in locations that are not suitable for farming and do not change the rural character of the area. The preservation of rural character depends on identifying and protecting the features that define the countryside while making non-farm development essentially invisible to the public.

Agricultural Land.

Outside of the USA and hamlets the maintenance of lands having prime and important agricultural soils, in suitably sized parcels, for agricultural use, either now or in the future, is a priority. Within these areas, farmers are intended to have opportunities to use their land in ways that produce an economic return while continuing to avoid development that destroys the ability to farm the land in perpetuity.

This is one of the most important components of maintaining the rural character and feel of the planning area. The intent is to have minimum parcels in areas of prime and important agricultural soils as small as twenty (20), perhaps even fourth (40), acres in size while providing opportunities for cluster and conservation housing, of significantly greater density, in areas that are unsuitable for agricultural uses. Unproductive agricultural soils and some woodlands are appropriate locations for non-farm dwellings provided they do not interfere with the farming operations and thus cause the demise of farming. Development of ridge tops, non-regulated wetlands, steep slopes and critical wildlife habitat destroys the look and feel of the natural rural landscape.

The character of land use in these areas is one of the most important components of maintaining the rural feel, and appeal of the planning area.

Rural Roadside Character Preservation.

Roadsides within Rural Character Preservation Areas, and outside of the Urban Service Area, are where the rural character is most readily visible and alternations to the landscape are most readily recognizable. Within these areas, the basic rural character of wooded and agricultural edges must be maintained by keeping housing from occupying open farm fields, requiring large setbacks, preserving wooded roadside edges and/or requiring landscaping and screening, and clustering such housing in or at the edge of woodlands.

Open Space Systems.

These areas correlate with stream, wetland, woodland, and steep slope corridors. They are continuously connected systems from one property to another that are essential to the health of the natural landscape. The intent is to protect the natural water quality of stream/wetland/lake corridors by establishing ample setbacks and preserving native vegetation and animal habitat while providing incentives to landowners to do the right things.

Viewsheds.

There are places in the region where priceless views to natural resources exist that should not be preempted by development. These include road ends, views to the shoreline from a lake, and other views that define the countryside as a rural place. While not all can be preserved for public enjoyment, the most important and defining views need to be identified and protected for the sake of posterity. Future generations should be able to enjoy the views that define this place as they exist today or may be enhanced, or the character of place will be changed forever.

Shoreline Protection Areas.

Shoreline protection is necessary to protect the quality of the lakes water, and where practical and feasible, land should be acquired or protected for public use by purchase or conservation easements. Since much of the region's riparian lands are already occupied by homes, the intent is to protect lake and stream water quality and appearance by the employment of storm water best management practices, the establishment of buffers, and the protection on natural views to and from the shoreline.

Gateways/roadside Restoration Areas.

Located within the Urban Service Area, roads and highways that serve as entrances and/or gateways to and through the planning area are likely to be developed for commercial purposes and are the most vulnerable of all locations because development can easily destroy the small town character of a place. What is typical in such areas are parking lots, traffic conflicts, formula architecture, sign "clutter", and stand-alone, space consuming, uses that have no relationship to any other use or uses. These are the locations that people often remember most, not because they are physically and historically attractive, but because they are incongruent with the style and character of the large community.

The intent is to regulate the location and appearance of buildings, parking, access, and landscaping in those locations to make them consistent with the historical rural small town character of the Charlevoix Area. The height, scale, size and style of buildings will be important as will the relationship of buildings to the street, parking areas, and buildings on adjacent sites. Also important will be the degree to which gateways are identified and designed to create a sense of arrival and recognition for the place being entered.

Park Land and Open Space.

Equally important with the preservation of agriculture as a use, which protects the rural character of the planning area is the preservation of minimally developed lakeshore property available for public use. This is particularly true along Lake Michigan. Such preservation dates back to the

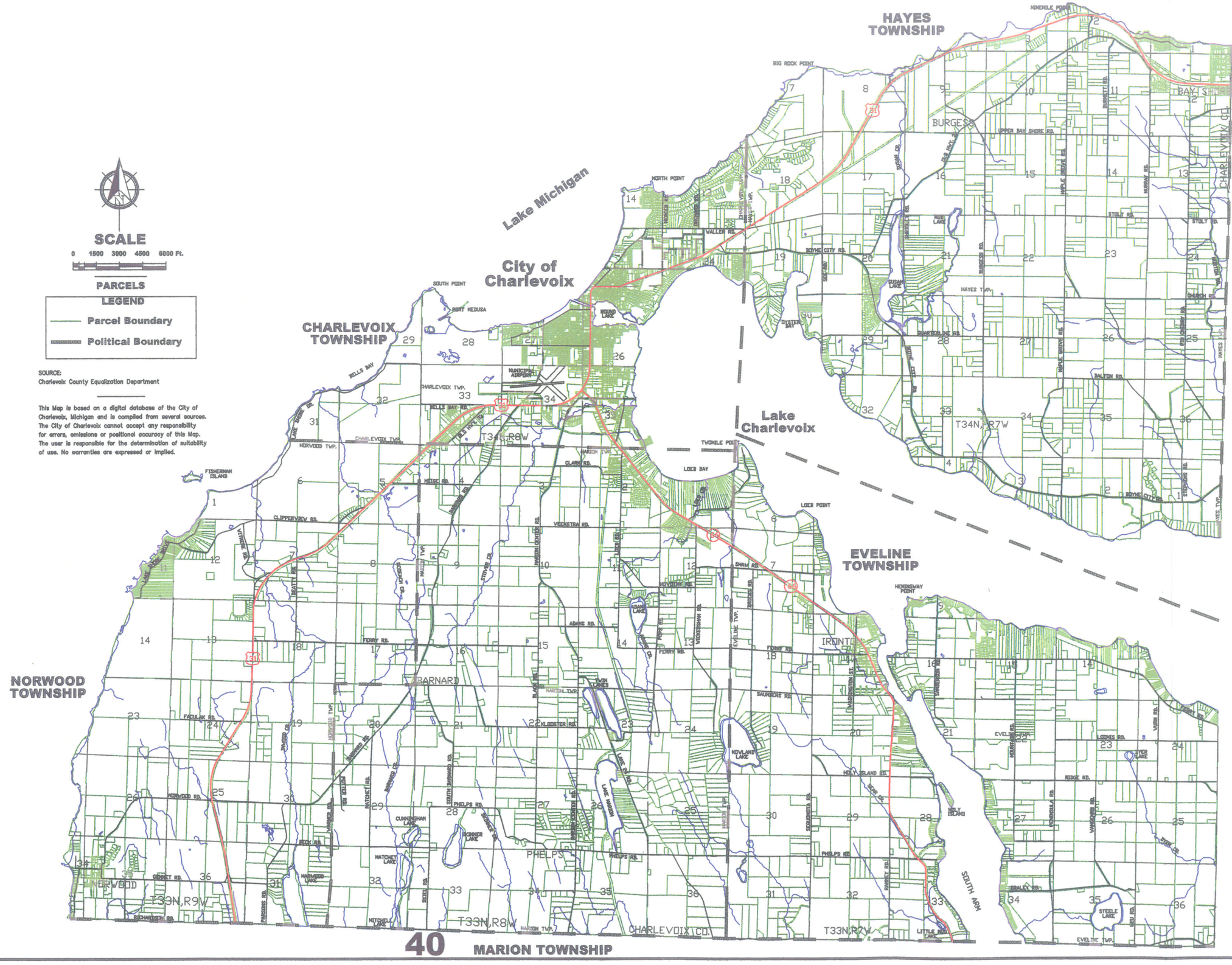
mid eighteen hundreds with the acquisition of Michigan Beach within the City of Charlevoix. Other important acquisitions have included Mt McSauba, Fisherman's Island State Park, North Point, and various State and conservancy owned parcels.

The Big Rock property in Hayes Township, the largest remaining parcel of shoreline property on Lake Michigan in the planning area, has the size and location to warrant consideration to be acquired, or protected by conservation easements, to assure public use in perpetuity. While awaiting the removal of the spent nuclear fuel, to a national permanent holding site, the time should be used to develop a strategy for the ultimate preservation on this property.

Trails.

The act of development means change. Change usually, at least for some of the population, means the loss of things of value. The act of developing land, for example, is often accompanied with the loss of open space which is valued by a part of the populace simply because it is open space. Frequently, as a community develops it develops facilities which are designed, or by their nature, attempt to maintain a balance between that which is gained and that which is lost. Developing an area wide non-motorized trail system is one such facility. It provides a safe way for users to move about, recreate, and gain access to those resources, which remain.

Appendix A
Background Maps



SCALE

0 1500 3000 4500 6000 Ft.

PARCELS

LEGEND

- Parcel Boundary
- Political Boundary

SOURCE:
Charlevoix County Equalization Department

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Revisions:

Date: 6-1-04
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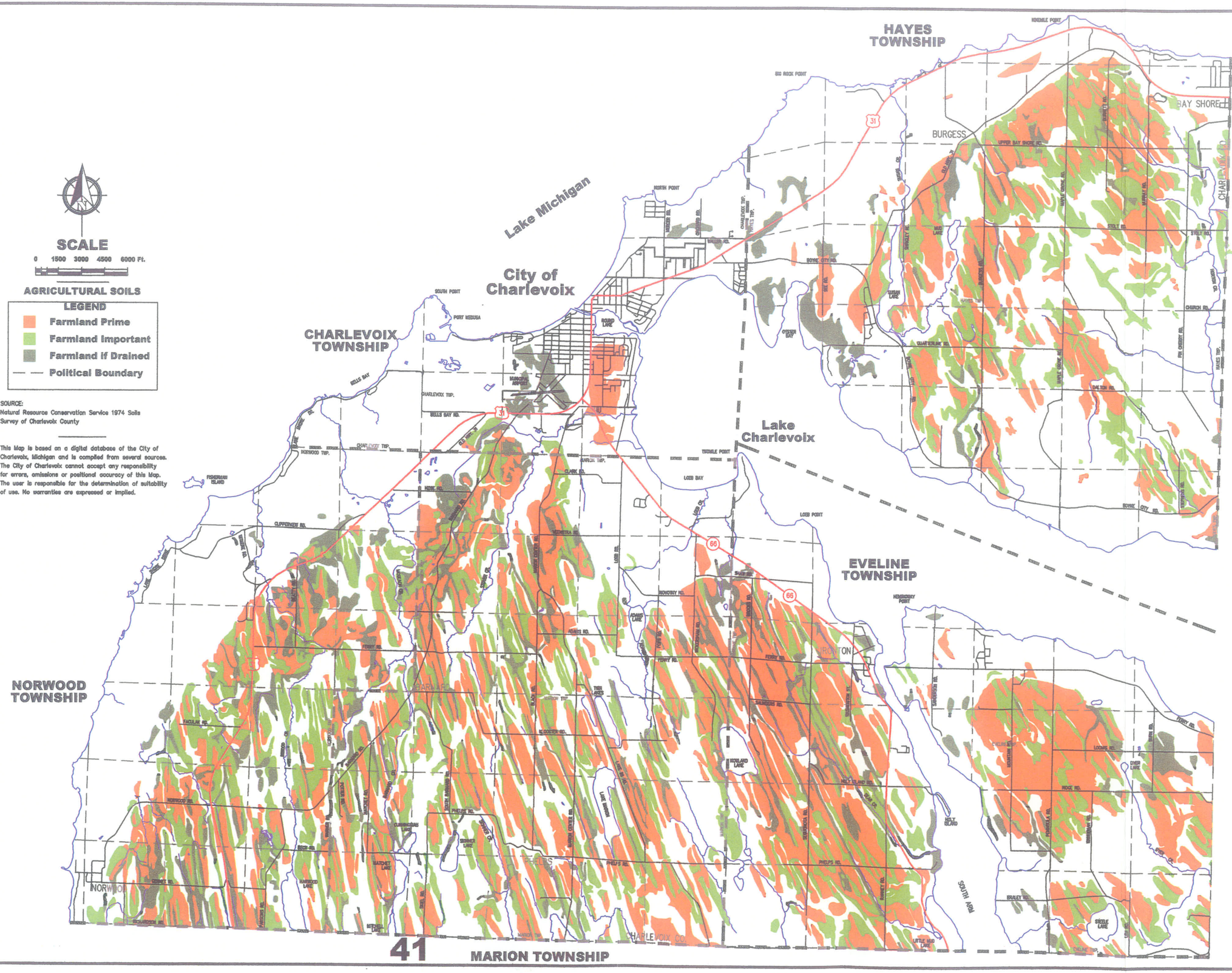
Scale: 1" = 6000'
Checked By: DJH

Sheet Title:
Project:

CHARLEVOIX INITIATIVE
PARCELS

Project No.
File:

Sheet
40
of



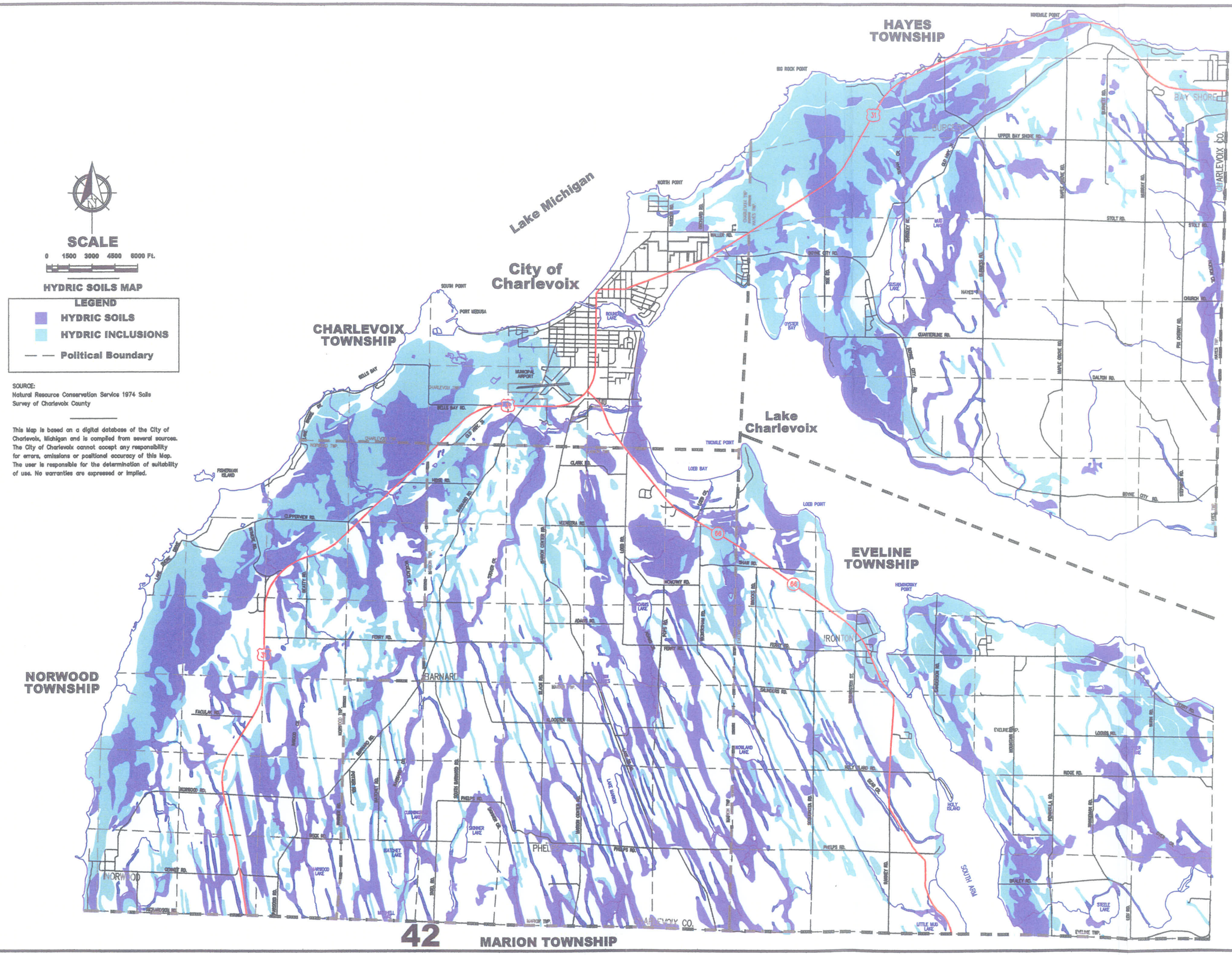
Revisions:

Date: 6-1-04
Drawn By: DJH
Scale: 1" = 6000'
Checked By: DJH

Sheet Title: CHARLEVOIX INITIATIVE AGRICULTURAL SOILS
Project:

Project No.
File:

Sheet
41



SOURCE:
Natural Resource Conservation Service 1974 Soils Survey of Charlevoix County

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Date: 6-1-04
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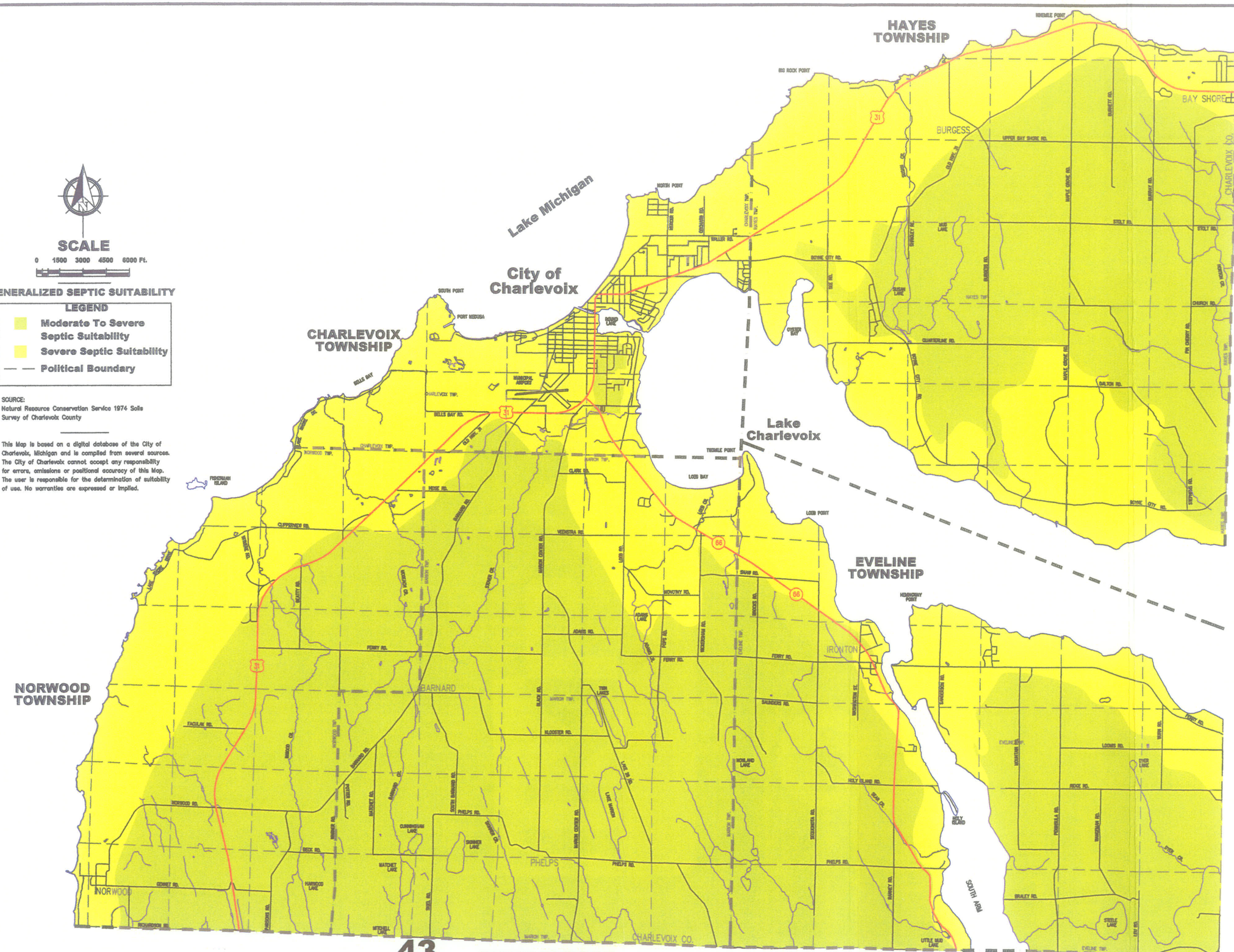
Sheet Title: CHARLEVOIX INITIATIVE HYDRIC SOILS MAP
Project:

Project No.
File:

Sheet 42 of 72

CHARLEVOIX INITIATIVE
GENERALIZED SEPTIC SUITABILITY



SCALE

0 1500 3000 4500 6000 Ft.

GENERALIZED SEPTIC SUITABILITY

LEGEND

- Moderate To Severe Septic Suitability
- Severe Septic Suitability
- Political Boundary

SOURCE:
Natural Resource Conservation Service 1974 Soils Survey of Charlevoix County

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Revisions:

Date: 6-1-04
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Project No.
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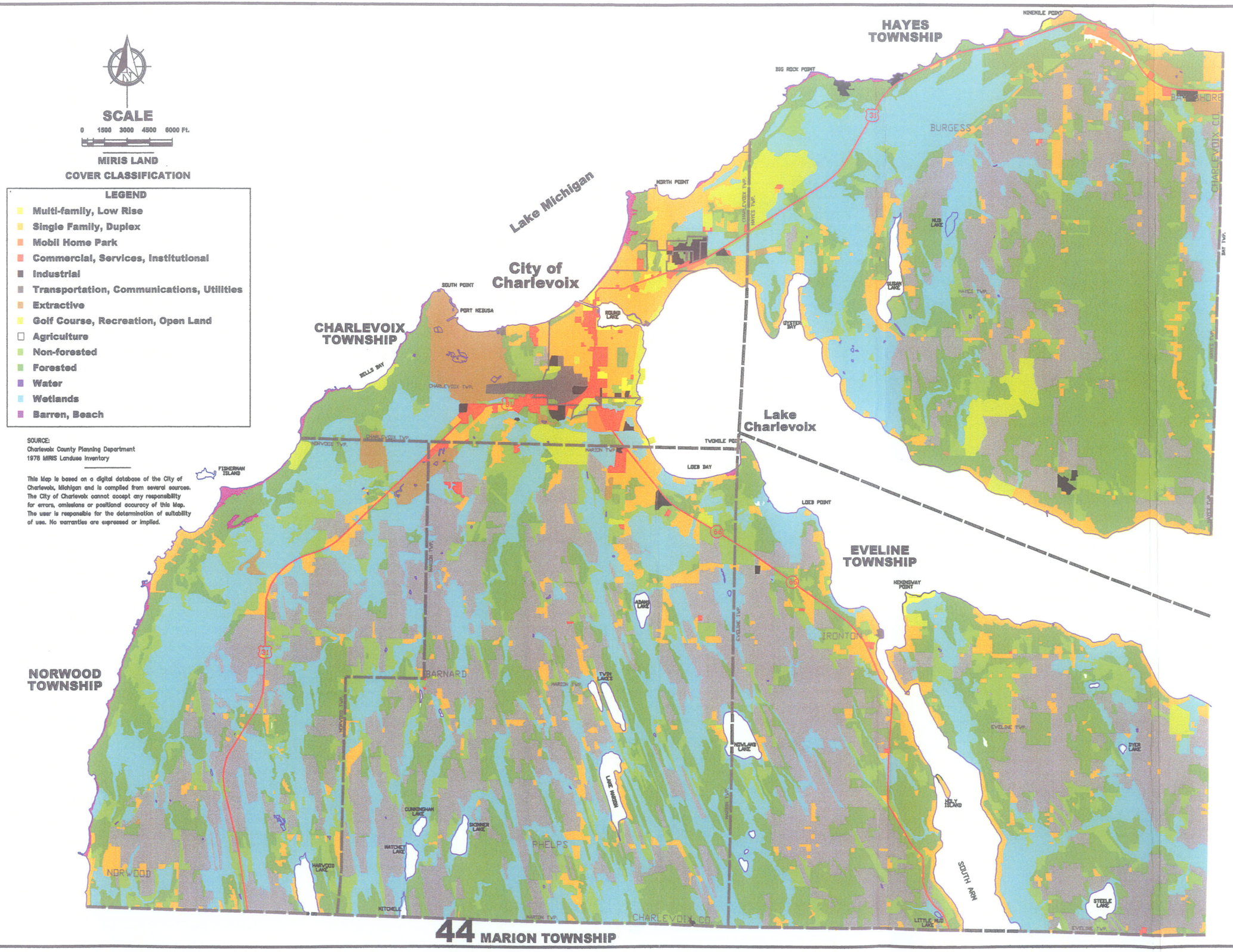
43



44

Revisions:

Date: 6-1-04 Drawn By: DJH
Scale: 1" = 6000' Checked By: DJH

Sheet Title: CHARLEVOIX INITIATIVE
Project: MIRIS LAND COVER CLASSIFICATION

Project No.
File:

Sheet 44 of

SCALE

0 1500 3000 4500 6000 Ft.

ASSESSOR'S LAND USE CLASSIFICATION

LEGEND

- 090 Tax Exempt
- 092 Common lots & Open Area
- 095 Commercial Forest
- 099 Reference Parcel - Not On Active Tax Roll
- 101 Agriculture
- 210 Commercial
- 301 Industrial
- 401 Residential
- 501 Timber Cutover
- Political Boundary

SOURCE:
Charlevoix County Planning Department 1998 Landuse –

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HAYES TOWNSHIP

Lake Michigan

City of Charlevoix

CHARLEVOIX TOWNSHIP

Lake Charlevoix

EVELINE TOWNSHIP

NORWOOD TOWNSHIP

MARION TOWNSHIP

45

Revisions:

Date: 6-1-04 Drawn By: DJH

Scale: 1" = 6000' Checked By: DJH

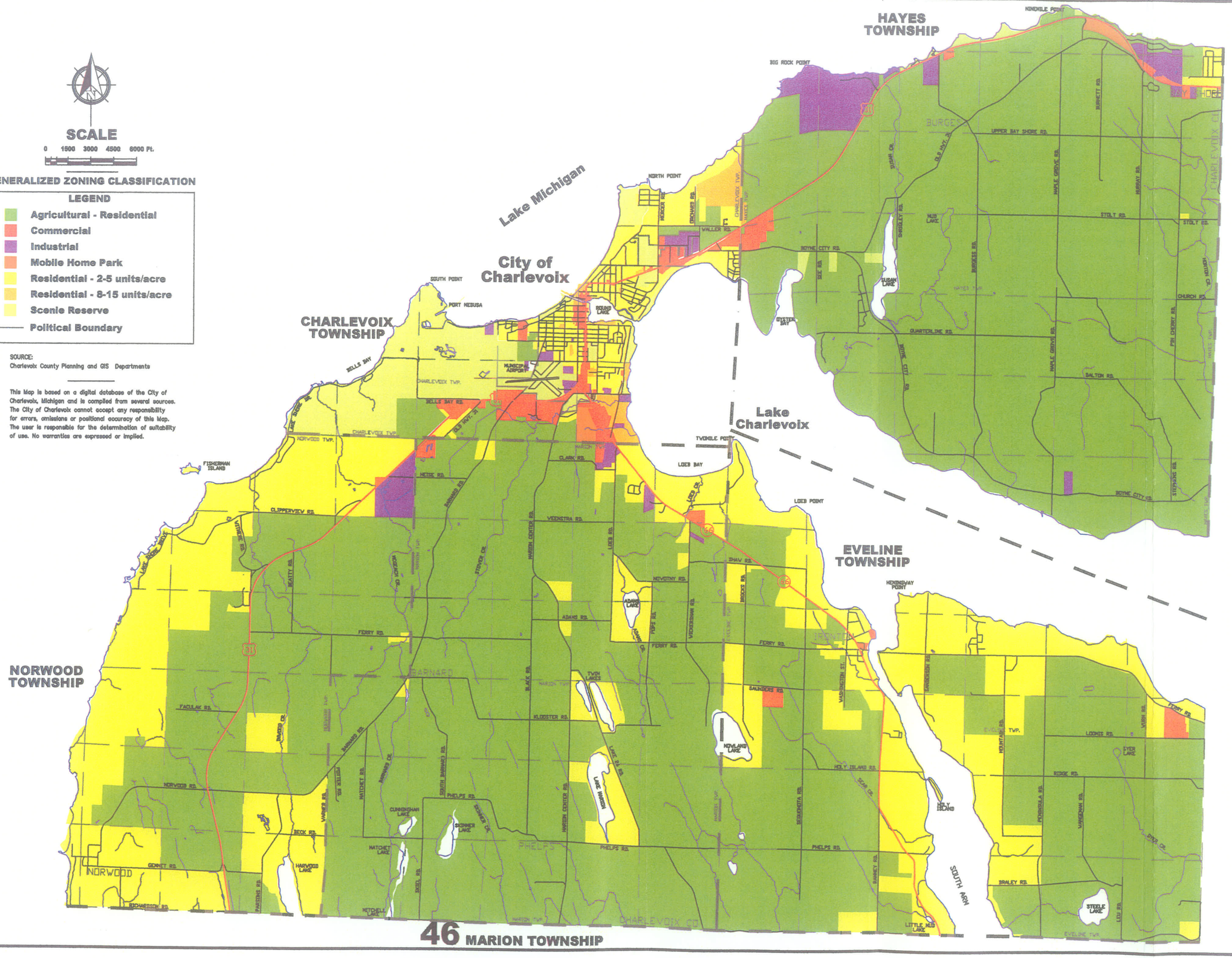
Sheet Title: CHARLEVOIX INITIATIVE

Project: ASSESSOR'S LAND USE CLASSIFICATION

Project No.

File:

Sheet 45


SCALE
0 1500 3000 4500 6000 Ft.
GENERALIZED ZONING CLASSIFICATION
LEGEND
Agricultural - Residential
Commercial
Industrial
Mobile Home Park
Residential - 2-5 units/acre
Residential - 8-15 units/acre
Scenic Reserve
Political Boundary
SOURCE:
Charlevoix County Planning and GIS Departments
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HAYES TOWNSHIP
Lake Michigan
City of Charlevoix
CHARLEVOIX TOWNSHIP
Lake Charlevoix
EVELINE TOWNSHIP
NORWOOD TOWNSHIP
46 MARION TOWNSHIP
NINEMILE POINT
BIG ROCK POINT
NORTH POINT
SOUTH POINT
PORT NEBUSA
ROUND LAKE
MUNICIPAL AIRPORT
FISHERMAN ISLAND
TWINMILE POINT
LOEB BAY
LOEB POINT
HEMINGWAY POINT
OYSTER BAY
HUB LAKE
SUSAN LAKE
ADAMS LAKE
TWIN LAKES
NEWLAND LAKE
LAKE MARION
CUNNINGHAM LAKE
SKINNER LAKE
MATCHET LAKE
HARWOOD LAKE
HOLY ISLAND
STEELE LAKE
LITTLE MUD LAKE
SOUTH ARM
BIG SUSIE DR.
BELLS BAY
BELLS BAY RD.
CHARLEVOIX TWP.
NORWOOD TWP.
MARION TWP.
HAYES TWP.
EVELINE TWP.
BARNARD
PHELPS
NORWOOD
CHARLEVOIX CO.
CLIPPERVIEW RD.
CLARK RD.
MEISE RD.
VEENSTRA RD.
ADAMS RD.
FERRY RD.
FACILAK RD.
KLOOSTER RD.
NORWOOD RD.
BECK RD.
GENNET RD.
RICHARDSON RD.
PHELPS RD.
SALDERS RD.
HOLY ISLAND RD.
BRALEY RD.
RIDGE RD.
LOOMIS RD.
BOYNE CITY RD.
QUARTERLINE RD.
STOLT RD.
UPPER BAY SHORE RD.
CHURCH RD.
DALTON RD.
M-88
M-75
US-31
Revisions:
Date: 6-1-04
Drawn By: DJH
Scale: 1" = 6000'
Checked By: DJH
Sheet Title:
Project: CHARLEVOIX INITIATIVE
GENERALIZED ZONING CLASSIFICATION
Project No.
File:
Sheet 46 of

SCALE

0 1500 3000 4500 6000 FT

PROPOSED WATER & SEWER SERVICE AREAS

LEGEND

- Sewer Service Area
- Water Service Area
- Both Water and Sewer Service
- Political Boundary

SOURCE:
City of Charlevoix Planning Department – 2004

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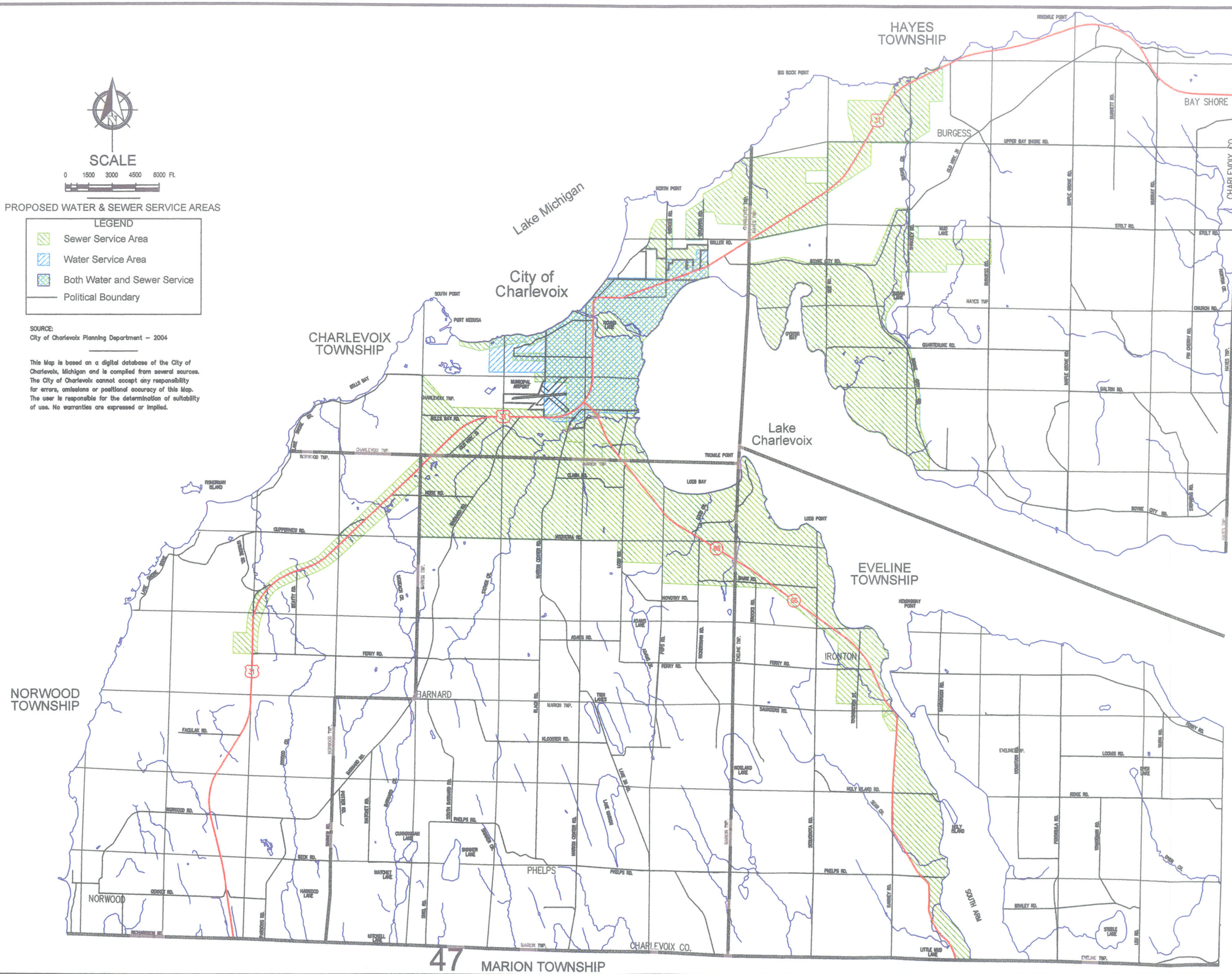

47

Revisions:

Date: 6-1-04
Drawn By: DJH
Scale: 1" = 6000'
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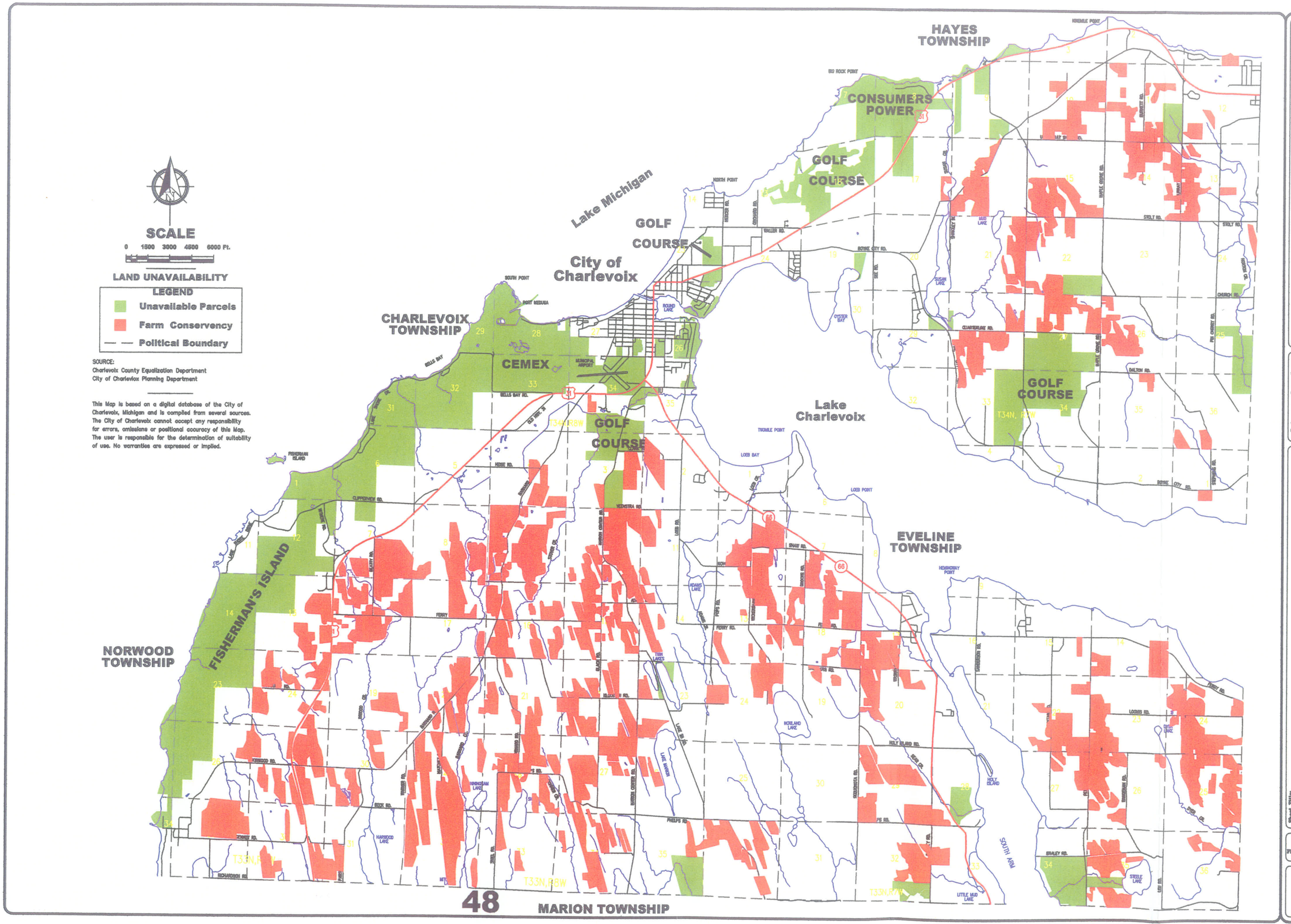
Sheet Title:
Project: CHARLEVOIX INITIATIVE
PROPOSED WATER AND SEWER SERVICE

Project No.
File:

Sheet 47 of



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Date: 6-1-04
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CHARLEVOIX INITIATIVE
LAND UNAVAILABILITY

Sheet Title:
Project:
Project No.
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Sheet 48 of

SCALE

0 1500 3000 4500 6000 Ft.

FUTURE LANDUSE

LEGEND

- Agriculture - Resource
- Commercial - Industrial
- Consumers Energy
- Lakeshore - Waterfront
- Mineral Resource
- Public - Quasi-Public
- Residential
- Scenic Corridors
- Sensitive Lands
- Political Boundary

SOURCE:
Charlevoix Township Master Plan 12/93
City of Charlevoix Planning Department – 2004
Eveline Township Future Land Use Map 4/02
Hayes Township information as interpolated by planning consultant and has not been verified by Hayes Township
Marion Township Future Land Use Map 9/02
Norwood Township Future Land Use Map 11/97

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HAYES TOWNSHIP

Lake Michigan

City of Charlevoix

CHARLEVOIX TOWNSHIP

Lake Charlevoix

EVELINE TOWNSHIP

NORWOOD TOWNSHIP

MARION TOWNSHIP

49

Revisions:

Date: 6-1-04
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CHARLEVOIX INITIATIVE
FUTURE LANDUSE

Sheet Title:
Project:
Project No.
File:
Sheet 49

SCALE

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HOUSEHOLD GROWTH
2000 - 2025

LEGEND

- 2000 Percent of Households
- 2025 Percent of Households

Actual / Forecast Household Growth	2000 / 2025
City of Charlevoix	1375 / 1254
Charlevoix Township	662 / 1437
Eveline Township	620 / 1406
Hayes Township	767 / 1873
Marion Township	535 / 1200
Norwood Township	283 / 627

— — Political Boundary

SOURCE:
Charlevoix County Planning Department 1998 Landuse – Land Cover Update.

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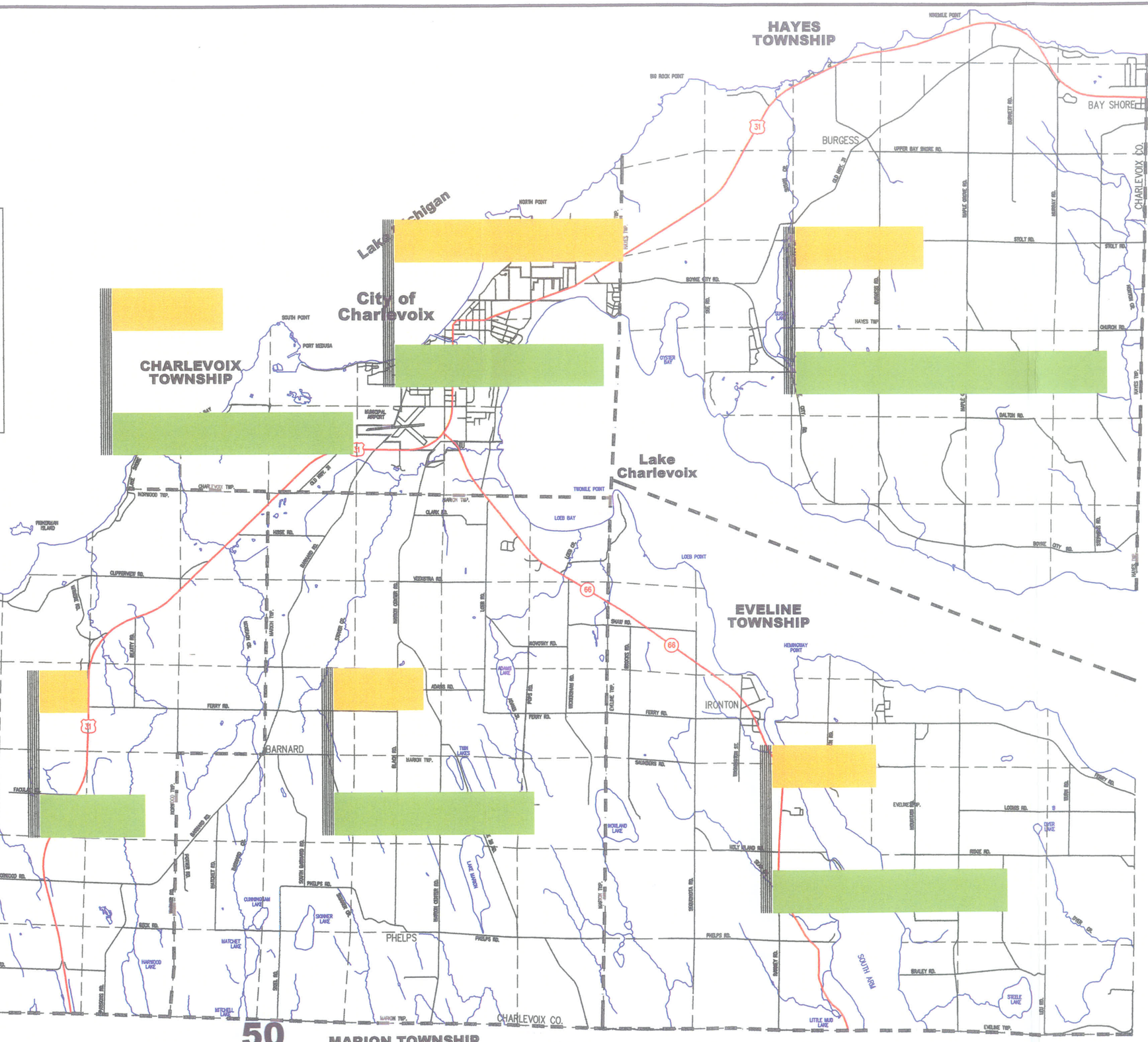

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Revisions:

Date: 6-1-04
Drawn By: DJH
Scale: 1" = 6000'
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Sheet Title:
Project: CHARLEVOIX INITIATIVE
HOUSEHOLD GROWTH 2000 – 2025

Project No.
File:

Sheet
50
of

Appendix B
Meeting Notes

Gosling Czubak
engineering sciences, inc.

Engineers • Surveyors
Planners
Environmental Services

CHARLEVOIX AREA SMART GROWTH INITIATIVE
VISIONING SUMMARY
May 25, 2004

This being the second of two visioning sessions, Fred Hoisington had everyone in attendance (over 70 people) introduce himself or herself. He then restated the purpose and objectives of the process and reopened the statement of critical issues for discussion. The May 18 list was reviewed and three new issues were added as follows:

Infrastructure (listed more times than there were tables)	15
Land use planning	9
Traffic	8
Loss of farmland	8
Lack of industrial growth	7
Growth pressures	6
Affordable housing	6
Control of commercial development	6
Unplanned commercial and residential uses	6
Maintain rural character	6
Lack of vision for open (natural) places	5
Uncontrolled and over-development of land and lakeshore	5
Maintain water quality	5
Over population	5
Too many boats	4
Wind turbine farm threat	4
Entrance to city	4
High tech jobs	3

Issues Added on May 25
Recreation and trails
Preservation of historic resources
Public transportation

Exercise 1. What is this place? The large group was asked to list the images, features and emotions that describe the character of the Charlevoix area. The following were listed:

Seasonal Housing
Congestion
Bmx / Motocross
Coast Guard Buoy Tender
Land Rich / Cash Poor
Great Sense Of Community
Castle Farms
Library
Resourceful
Historical Society / Harsha House

1280 Business Park Drive, Traverse City, MI 49686-8607
231-946-9191 • 800-968-1062 • Fax: 231-941-4603

Community Pool
Belvedere / Chicago Clubs
Miles Of Lakeshore
Beautiful
Water
Trees
Home
Natural
Schools
Bridge
Small Town Character
Rural
Public Lands And Water
Remote
Resort
Scenic
Land Preserve (Conservation)
Low Population Density
Divided Opinions
Wealth / Poverty
Safe
Caring Community
Recreation
Good Hospital
Fishing (Commercial & Recreational)
Tourist Attraction
Boating
Historical Places
Good Eating
Quiet
Depot
Skiing
Deer And Bear
Petunias
Place People Come Back To
Nostalgic
Long Winters / Short Summers
4 Seasons
Beaches
Limestone
Petoskey Stones
Farms
Geologic Features
Walkable Downtown
No Big Boxes
Cement Plant
Airport
Boat Company
Earl Young
Great Harbor
Over Regulated (Multiple Jurisdictions Overlay)
Under Regulated (I.E. County Sign Ordinance)
Lighthouse
Limited Industrial Activities
Golf Courses
Ironton Ferry
Big Rock
Beaver Island

Exercise 2. What does this place want to be? The 10 tables were asked to list the 5 elements that comprise their collective vision. Eight elements of vision were named based on the table responses. Each participant then applied dots to the named categories to identify which of the principles would be most important to achieving the vision. The following comprises the priority ranking of principles based:

1. **Protect the Environment (45)**
   - Preserve Water Quality (Crystal Water)
   - Preserved Water Quality & Recreation
   - Preserve View Vistas
   - Ecologically Sound
   - Master Plan Preserve the Character of Area
   - Preservation of Land/Historic/Water

2. **Preserve the Visual Character & Beauty (39)**
   - Visually Appealing
   - Beautify City Entrances
   - Preserve our Natural Beauty & Resources
   - Preserve Rural Character Small Town
   - Treed Roadways & Grassy Meadows
   - Open Space
   - Preserve Farm Industry
   - Proportionally Controlled Development (Housing & Industry)
   - Public Access/Lands & Lakes
   - Architectural Standards
   - Preserve Critical View Sheds
   - Preserve Natural Resources

3. **Appropriate Economic Development (36)**
   - Year round production jobs.
   - 100% Employment
   - Jobs
   - Clean! Commercial & Industrial Development
   - Affordable Housing & Jobs
   - High Tech Industry
   - Health Related Community
   - Brownfield Redevelopment/Big Rock/Cemex

4. **Unique and Diverse Small Town (31)**
   - Peaceful quiet town
   - Multi-Generational
   - Diverse Community
   - Walkable Community
   - Small Town Atmosphere
   - Small Town Character

5. **Shared and Cooperative Public Services (25)**
   - Combined Governmental Services

6. **Diverse Housing (23)**
   - More affordable housing
   - Affordable Housing
   - Attractive Affordable Single-Family Housing
   - Mix of Housing
   - Clustered Housing & Shielded Industrial Development

7. **Improved Traffic Flow (19)**
   - Well Designed Traffic Movement
   - Improved traffic flow

8. **Vibrant Core/Year-Round Downtown (16)**
   - Affordable Downtown Shopping
   - Locally-Owned Businesses
   - 100% Year-Round Store Occupancy
   - Spread from Center Outward
   - Vibrant Healthy Downtown
   - Vibrant Small Town
   - Maintain Sense of Community

FILE:P\2004064.01\docs\Visioning Summary List

Gosling Czubak
engineering sciences, inc.